

How do donors support the Decent Work Agenda?

A review of five donors





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This publication is available for download at:

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ACKNOWLEDGEMENTS

I thank interviewees who generously gave up their time and contributed insights for this report. I am grateful for peer review comments from Bruce Byiers, Paula Lucci and members of the TUDCN-ITUC. Paula Lucci and Pedro Martins also provided invaluable advice on the content and methodology of this research. Thanks go also to Sarah Parker for her assistance with the production of this report. Last, but not least, I thank Annalisa Prizzon, who provided overall project oversight. This report reflects the author's views alone and should not be attributed to the ODI or TUDCN-ITUC or the reviewers. Any errors or omissions are those of the author alone.

ABBREVIATIONS

AFD	Agence française de développement (French Development Agency)
CFDT	Confédération française démocratique du travail (French Democratic Confederation of Labour)
CRS	Credit Reporting System (of the OECD)
CSO	Civil society organisation
DAC	Development Assistance Committee (of the OECD)
DFID	Department for International Development (UK)
EU	European Union
GNI	Gross national income
ILO	International Labour Organization (of the UN)
IOM	International Organization for Migration
JICA	Japan International Cooperation Agency
JTUC-RENGO	Japanese Trade Union Confederation
MDG	Millennium Development Goal
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
RBSA	Regular budget supplementary account (ILO)
SDG	Sustainable Development Goal
Sida	Swedish International Development Cooperation Agency
TUC	Trades Union Congress (UK)
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
UNISDR	United Nations International Office for Disaster Reduction
USDOL	United States Department of Labor
WB	World Bank
XBTC	Extra-budgetary technical cooperation (ILO)



CHAPTER 1 INTRODUCTION

According to the International Labour Organization (ILO)'s definition, decent work 'involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organise and participate in the decisions that affect their lives and equality of opportunity and treatment for all women and men' (ILO, 2016a).

The Decent Work Agenda was developed in 1999 by the ILO around four pillars: employment creation, rights at work, social protection and social dialogue (Andrieu et al., 2008).¹ It has achieved high-level international endorsement, first in 2008, when it was included in the Millennium Development Goals (MDGs) under MDG 1, and later as part of the 2030 Agenda for Sustainable Development and the accompanying Sustainable Development Goals (SDGs), where it is specifically included in SDG 8: 'Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all'.

Decent work has featured prominently in international policy fora and statements. However, when it comes to individual donors' development and cooperation policies, there is a lack of evidence about how the Decent Work Agenda should be supported and financed. Strategy documents, policy papers and speeches by aid agencies usually state that promoting better employment is key to poverty reduction, but the direct link with decent work is not always obvious, at least for some donors. In addition, projects supporting decent work

directly or indirectly are usually spread across various agencies and ministries (Delponte, 2009) and funds for these projects might be disbursed differently (Vlaminck et al., 2012).² Labour ministries are often in charge of government's relations with the ILO but are not very engaged in development projects, which accounts for some of the challenges in mapping donor engagement in this agenda.

With decent work now included as a specific goal within the SDGs (SDG 8), a considerable number of donors have started to recognise that supporting the Decent Work Agenda is a growing priority for development assistance. Decent work is a key area of engagement for the ILO and its members. Many aspects of this agenda are also present in the other 16 goals of the UN's 2030 Sustainable Development Agenda. In addition, multilateral organisations, members of the G20, G7, EU and African Union have endorsed the significance of decent work to sustainable development (ILO, 2016a).

This study investigates how donors support and finance the four key dimensions of the Decent Work Agenda (employment creation, rights at work, social protection and social dialogue). It attempts to track levels of resources to the achievement of decent work and identify the gaps. This is done by looking at five Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) countries: France, Japan, Sweden, the United Kingdom and the United States. The research follows from the 2011 study *Decent work in donor country development cooperation policy* (Vansant, 2011), which provides a general overview of development policy and

¹ Employment creation means access to productive and freely chosen employment. Rights at work are labour standards applicable to all countries in all stages of development and include ending child/forced labour, eliminating discrimination and realising freedom and rights. Social protection refers to the provision of basic income security and access to essential services for all while paying particular attention to more vulnerable groups. Social dialogue includes all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers on issues of common interest relating to economic and social policy (ILO, 2011: 2).

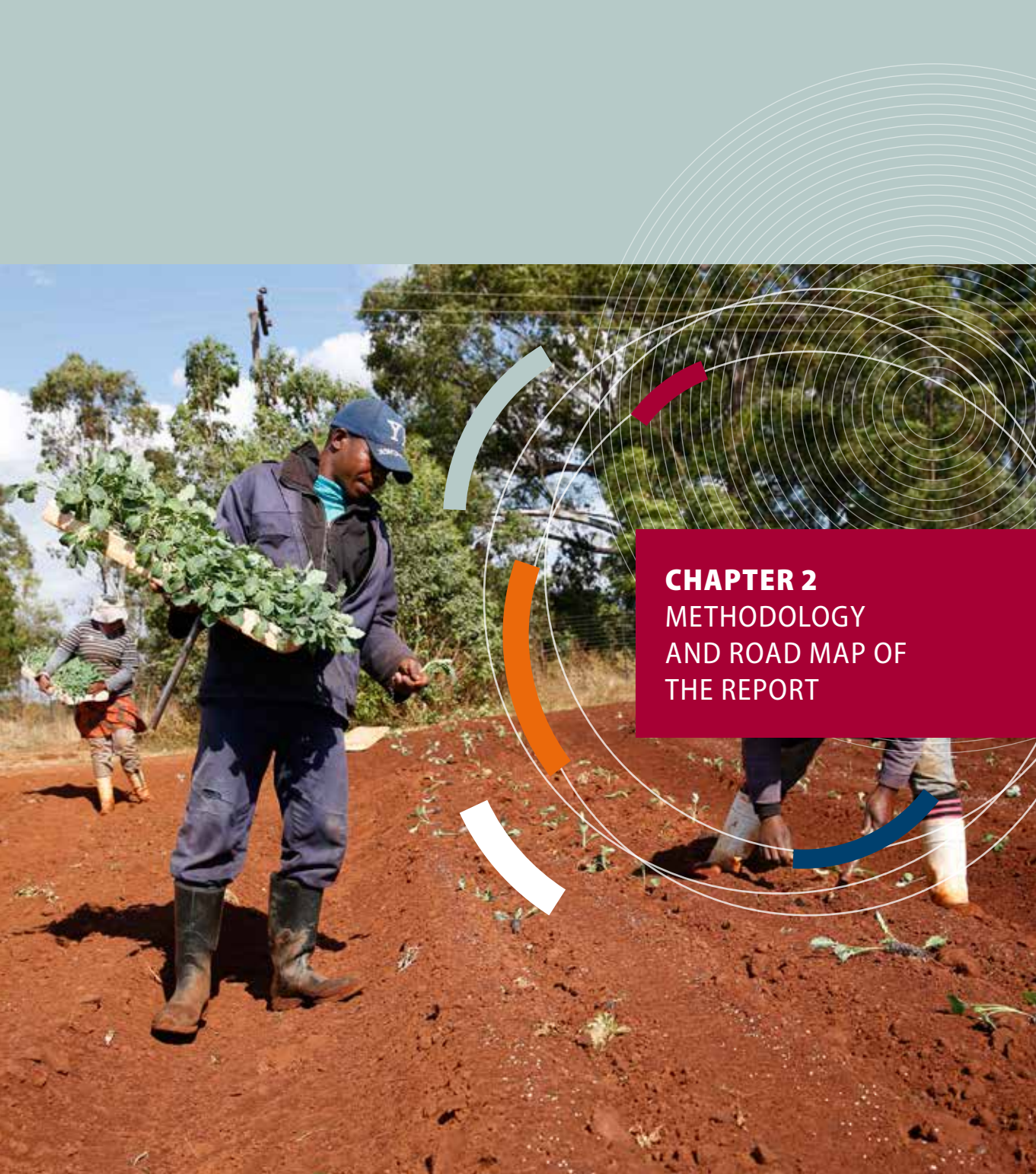
² Mainly foreign affairs ministry and/or development agencies fund and support decent work activities. Labour ministries tend to play a more limited role, but there are some exceptions. Relations between these actors are not always straightforward and decent work responsibilities sometimes overlap (Andrieu et al., 2008). This study focuses on the role of donors, and therefore we look essentially at development agencies; however, we also provide an overview of the main government agencies involved in cooperation policy generally, and in employment/decent work specifically.

implementation in donor countries as it relates to the Decent Work Agenda. It goes on to offer a set of recommendations for how to better measure the resource allocation to decent work.

The broad nature of the decent work concept raises epistemological and methodological questions about how we conceptualise and measure decent work (Huyse, 2014). The four dimensions within the Decent Work Agenda are highly interdependent, making it difficult to isolate them and sepa-

rate the quantitative and qualitative dimensions intrinsic to each pillar³ (Andrieu et al., 2008). Furthermore, the broadness of the agenda can make traceability, accountability and the measurement of progress and achievements difficult, meaning that donors can still sign up to the agenda without actually following up in terms of resource allocation (ibid.). Tracking the financial resources that donors commit to the Decent Work Agenda is therefore a challenging task.

³ For instance, one of the key areas of debate is that employment creation might represent the quantitative aspect of the agenda, whereas the other three pillars (rights at work, social protection and social dialogue) might represent the qualitative aspects (Andrieu et al., 2008).



CHAPTER 2 METHODOLOGY AND ROAD MAP OF THE REPORT

The research undertaken for this report included a desk-based review, interviews and analysis. Consultations with representatives from the ILO, OECD-DAC delegations (France: AFD),⁴ trade union representatives (UK: TUC; Sweden: Union to Union; US: Solidarity Center; France: CFDT; and Japan: JTUC-RENGO)⁵ and experts (academics and researchers) were conducted in November and December 2016.⁶ The time frame for this work extends back to 2008, when the MDG target on employment and decent work was established, until 2016, whenever possible.⁷

The research methodology was divided into four parts. Firstly, a review was undertaken to establish whether the decent work principle was guiding donor development cooperation policies or if promoting the Decent Work Agenda was explicitly addressed as a cooperation objective (e.g., in general aid strategies, policy frameworks, internal documents, annual reports, agencies' speeches and communications, etc.). The analysis then looked at other generic outcomes commonly associated with decent work, such as sustainable growth, decent life and broad-based growth, among others. The aim was to gain a better understanding of which other areas could be indirectly linked with the Decent Work Agenda.

As a second step, the analysis disaggregated donor policies into the four pillars of the Decent Work Agenda (employment creation, rights at work, social protection and social dialogue). We also reviewed broad development cooperation objectives (e.g., human rights, employment, civil

society, gender empowerment) to get a sense of how they linked with each of the decent work dimensions. For both this part and the first, our analysis was not focused on any particular groups; associations between decent work and women or children, for instance, are however acknowledged in the analysis.

Thirdly, a tentative analysis of donor resources to the Decent Work Agenda and its four pillars was carried out. In the absence of a tracking system to identify concrete decent work programmes and activities, the purpose and scope of this section was not to identify all dialogue and cooperation programmes and activities by donor as they relate to decent work, but to explore more generally which flows could be associated with the Decent Work Agenda. The main sources used were data from the ILO, the OECD-Credit Reporting System (CRS) database and the donor websites, including key publications such as annual report accounts or corporate reports. In some cases, the author of this research was given access to internal unpublished documents and memo communications between trade unions and donors. The analysis on donor resources focused on official development assistance (ODA) only. The first step was to compile an overview of each donor's *overall* ODA contributions across sectors, before moving on to determine how ODA is allocated between the priorities. The aim was to trace the extent to which allocations to specific areas could be linked to the Decent Work Agenda. No CRS code fully captures ODA flows supporting the Decent Work Agenda. While failing to provide a comprehensive account,

4 Representatives from the five DAC delegations were contacted for this research. However, at the time of writing, only the French Development Agency (AFD) had provided inputs for this report and the Japan International Cooperation Agency (JICA) had shared some reference material. The Statistics and Monitoring Division of OECD were also contacted to provide feedback on the recommendations of this research; however, we had not received a response by the time this report was finalised.

5 Phone interviews were conducted with all trade union development cooperation organisations except for CFDT and JTUC-RENGO that responded to questions by email.

6 One advisor reviewed the content and methodology of the research and provide feedback on the report. The list of DAC member countries to be included in this research was provided by the Trade Union Development Cooperation Network (TUDCN). A comprehensive review of cooperation activities and overview of trends in donors' decent work support was beyond the scope of this research. Furthermore, the purpose of this research was not to conduct a comparative exercise across the five countries studied, but to present examples of donors' financing for decent work.

7 For instance, the OECD database only provided data up to 2015.

the author identified four CRS codes as relevant to mapping donor flows to employment creation, social protection and rights at work. Namely, these CRS codes are (1) vocational training, (2) employment policy and administrative management, (3)

social welfare services, and (4) gender equality (see *Box 1* for definitions of each of these codes and their link to the pillars of the Decent Work Agenda). The fourth pillar – social dialogue – is not measured by any CRS code.⁸

BOX 1 — OECD-CRS CODES RELATED TO THE DECENT WORK AGENDA THAT ACT AS PROXIES IN THIS RESEARCH.

Code 11330 – Vocational training: Elementary vocational training and secondary-level technical education; on-the-job training; apprenticeships; including informal vocational training.

Code 16010 – Social/welfare services: Social legislation and administration; institution capacity building and advice; social security and other social schemes; special programmes for the elderly, orphans, the disabled, street children; social dimensions of structural adjustment; unspecified social infrastructure and services, including consumer protection.

Code 16020 – Employment policy and administrative management: Employment policy and planning; labour law; labour unions; institution capacity building and advice; support programmes for unemployed; employment creation and income generation programmes; occupational safety and health; combating child labour.

Gender equality marker: An activity should be classified as gender equality focused (score Principal or Significant) if: it is intended to advance gender equality and women's empowerment or reduce discrimination and inequalities based on gender. (For more information on this marker, see the Annex.)

Pillars of the Decent Work Agenda	Existing CRS codes associated
Employment creation	<i>Vocational training</i> <i>Employment policy and administrative management</i>
Social protection	<i>Social/welfare services</i>
Rights at work	<i>Gender equality marker</i>
Social dialogue	None

Source: OECD (2016a) and OECD (2016c).

⁸ Protection of human rights is sometimes mentioned as one of the programmes or projects' objectives. It is not however specified whether these refer to rights to work only. As a result, programmes or projects supporting human rights are not considered as a proxy for the decent work pillars in the analysis.

As a final step, donor contributions to the ILO, leading international agency on decent work issues,⁹ were measured. This was done by measuring contributions to each of the ILO's three funding mechanisms (the ILO's regular budget, earmarked voluntary contributions for extra-budgetary technical cooperation (XBTC) and the regular budget supplementary account (RBSA)). The amounts and mechanisms of funding allocated by donors to the ILO vary considerably. The assessment of donors' contributions to the ILO might

give an indication of each donor's commitment to employment causes, particularly the Decent Work Agenda, which is a central element of the ILO's development framework. In particular, due to the un-earmarked nature of RBSA funding, which was set to finance the Decent Work Agenda specifically, countries that choose this modality are expected to show a high degree of congruence between this agenda and their own development priorities (see *Box 2* for more details).

BOX 2 — ILO FUNDING

ILO Member States can provide contributions to the organisation through three different funding mechanisms. All ILO Member States make contributions to the ILO's regular budget by virtue of their membership. Earmarked voluntary contributions for extra-budgetary technical cooperation (XBTC) support specific global and national projects, each with a clear pre-defined geographic and thematic focus. The regular budget supplementary account (RBSA) allows development partners to provide non-earmarked core funding to the ILO, which is then allocated to strategic areas, underfunded themes and new priorities. The latter was launched specifically as a key vehicle to support the Decent Work Agenda in its four dimensions (ILO, 2016b).

In the absence of a system that tracks the financial resources that donors commit to the Decent Work Agenda, the author makes an attempt throughout this report to establish the link between certain areas of employment and decent work, particularly in its four pillars. However, these results should be interpreted in a conservative manner and therefore no strong conclusions can be made in this regard. The fourth and final part of this project uses the case

studies to highlight the obstacles to attributing resources to this agenda and provides recommendations on how address them.

Throughout the research the author began by using information that was available in the public domain through secondary sources and subsequently moved to consultations with the interviewees.

⁹ Other agencies such as the European Union (EU), the World Bank (WB), the United Nations Program (UNDP) and the International Organization on Migration (IOM) also contribute to defined aspects of the Decent Work Agenda. However, it is only the ILO that demonstrates an integrated systematic portfolio on projects and activities across the four pillars and has been the leader on promoting the Decent Work Agenda (Andrieu et al., 2008).



CHAPTER 3

DONOR SUPPORT TO DECENT WORK

FRANCE

OVERVIEW

The Ministry of Foreign Affairs has the broad responsibility for development cooperation policy. The Agence Française de Développement (AFD) has dual roles, being both the central implementation agency and a financial institution (OECD, 2013a). According to the latest OECD peer review on France (OECD, 2013a), the Ministry of Foreign Affairs is intensifying the coordination of its activities and is more closely supervising AFD, which has been given greater responsibilities and influence. Several other ministries, such as the Ministry of Economic Affairs and Finance, the Ministry of Labour and the Ministry for Immigration, also play key roles in development cooperation. In particular, the Ministry of Labour is responsible for liaising with and funding the ILO and for coordinating with other international organisations on decent work issues (Andrieu et al., 2008).

France's development priorities include poverty reduction, economic growth and protection of public goods (MoFEA, 2011). France advocates a cross-cutting approach on climate, the international monetary system, financial regulation, social dimensions and employment (OECD, 2013a). Since 2000, France's development priorities have been spread across the main fields addressed by the MDGs, with a particular focus on health. According to interviewees from the AFD, the new cooperation strategy adopted in November 2016 highlights that 'France will implement the 17 SDGs as well as the Paris Agreement on Climate (COP21)'. The main objectives of France's development cooperation are reaffirmed in this latest strategy.

FRANCE AND DECENT WORK

Interviewees from AFD reported that they are aiming to structure AFD's interventions in the area of employment in line with the Decent Work Agenda and it is a clear priority in the new strategy (*Cadre d'intervention Strategique Education Formation Emploi 2016-2020*, to be soon finalised). Decent work was not an adopted principle of AFD's cooperation activities in 2008 (Vansant, 2011). France's support to this agenda has however been increasing and, in 2014, France formally recognised the importance of decent work (JORF, 2014). Freedom of association, respect for ILO conventions and improvement of social conditions for workers are among the objectives of France's development policy (ibid.). In particular, France advocates the Decent Work Agenda and the Global Jobs Pact while implementing policies that help jobs development and ease the transition towards formal employment and decent work (MoFEA, 2013b).

Employment creation

When looking at the individual pillars of the Decent Work Agenda, employment, and in particular vocational training, have been receiving strong attention from the French government, particularly since 2000. Interviewees revealed that in France's *Post-2015 Agenda on Development* report, the government highlights the need to better link training outcomes with the needs of the labour market by developing in-work training and work/study programmes along with active labour market policies (MoFEA, 2013b). As such, AFD has been supporting vocational training policies aimed at helping youth to access employment (interview with AFD).

Rights at work

In the area of social policy, France promotes core labour standards and fights against illegal child labour (JORF, 2014). Employment policies have been among the French Government's development priorities for the past three years through its commitment to improving access to employment public services and promoting women's employment and security at work (interview with AFD). France promoted gender equality in its Gender and Development Strategy 2013-2017; however, resources to this area are still below the DAC's average (MoFEA, 2013a) (see Tracking ODA flows, below).

Social protection

France endorses a policy of international solidarity that promotes equality between women and men, as well as social responsibility and social protection, starting with ensuring that individuals are protected by national social protection floors (JORF, 2014). However, this pillar did not feature as strongly as others in this research.

Social dialogue

In 2014, France also acknowledged the increased role played by trade unions in development cooperation, particularly the promotion of trade unions' freedom of association and the improvement of social dialogue, by recognising unions as development actors. In its latest framework, AFD extended its definition of qualifying partner organisations from non-governmental organisations (NGOs) to that of civil society organisations (CSOs), to take account of trade unions' and philanthropic foundations' contributions to decent work. France recognises the major role played by workers' trade unions in promoting capacity-building for trade

unions in developing countries and partnerships between international trade union organisations (JORF, 2014). Finally, France's new cooperation strategy (November 2016) was considered by AFD interviewees as a tool to disseminate best practices related to the Decent Work Agenda. The view from French trade unions¹⁰ was more critical and sceptical about the role of the private sector in the new cooperation strategy, due in part to the evident promotion of French economic interests among its objectives.

TRACKING ODA FLOWS

ODA from France was 0.37% of gross national income (GNI) in 2015 (OECD-DAC, 2016). With ODA totalling \$9.2 billion in 2015, France is the fourth largest DAC provider of ODA in terms of volume and the 11th largest in terms of ODA/GNI (OECD-DAC, 2016).

In 2014, 37.1% of French bilateral ODA went to social infrastructure and services (\$3.4 billion), with the largest sector being education (\$1.5 billion). A further 23.6% was allocated to economic infrastructure and services (\$2.1 billion) (OECD-DAC, 2016).

Looking specifically at France's ODA contributions to employment policy and administrative management across all sectors, its support is relatively insignificant, having totalled \$4.1 million in 2014, a decline from \$15 million in 2008 (OECD-DAC, 2016) [A summary of this data is included in Table 2 in the Section Summary]. A similar situation is observed when looking at contributions to social and welfare services. They experienced a huge reduction, from \$12.3 million in 2008 to \$2.7 million in 2014. Contributions to vocational training have been higher and in line with France's support to this area, totalling \$49.2 million in 2014

¹⁰ Based on comments received on an earlier version of this report.

(however, this represents a decrease from \$90.8 million in 2008).¹¹ When it comes to France's support to gender equality, in 2014, 15.2% of French ODA (\$958.9 million) had a gender equality and women's empowerment objective. Although this was a decrease from 19% in 2013 and below the DAC's average, it still represents a positive result in this area, as reflected by the French Government's efforts to integrate gender equality into its development cooperation strategy.

Between 2011 and 2015, France ranked 13th among donors contributing to the ILO's voluntary resources (XBTC), disbursing a total of \$18 million, growing from virtually zero in 2011 to a contribution of \$16.5 million in 2015 (ILO, 2016c). No funding has been disbursed to the RBSA. According to the interviewees, France has been working together with the ILO to exchange best practices and define common orientations on specific subjects, such as green jobs and social protection. Finally, AFD is also working closely with the ILO's teams in this area on improving concrete synergies (for example, Labour Intensive Public Works (LIPW-THIMO), the Better Work Programme).

In terms of tracking resources to the Decent Work Agenda, interviewees reported that the next annual AFD-ILO work programme will focus on SDG indicators related to decent work. This will allow the AFD to better identify actions related to decent work in its programmes and will allow for more accurate reporting.

JAPAN

OVERVIEW

The Ministry of Foreign Affairs is responsible for development policy, and the Japan International Cooperation Agency (JICA) is the implementation agency for bilateral cooperation. The Ministry of Labour conducts relations with the ILO. As a founding member, Japan's relationship with the ILO dates back to 1919 (ILO, 2015a).

The country has a broad approach to development that goes beyond aid and is reflected in overall policies, government systems coordination and operations (OECD, 2014a). For decades, Japan has linked aid with trade and investment strategies supporting private sector development. Private flows remain the largest development finance source (ibid.). The government of Japan wants to promote economic development through public-private partnerships promoting private-led growth (MOFA, 2015). JICA works closely with private enterprises and has endorsed a Private Sector Investment Finance scheme to support Japan's work in developing countries (OECD, 2016b).

Japan has also been aiming to provide global development leadership, reflected for instance in Japan's efforts on climate change, its involvement in international fora and its influence in key sectors such as health and disaster-risk reduction. In the latest Japan Development Cooperation Charter (2015), Japan highlights 'quality growth' and poverty reduction in which inclusiveness, sustainability and resilience are key dimensions (MOFA, 2015).

¹¹ Largely driven by a \$52 million project in the Mayotte recorded in CRS in 2008.

JAPAN AND DECENT WORK

Sustainable economic growth is one of Japan's development priorities and is key to employment creation (MOFA, 2015), the first pillar to the Decent Work Agenda. Furthermore, in its last position paper in education cooperation (JICA, 2015), JICA commits to supporting decent work by providing assistance to technical education and vocational training institutions. JICA's ultimate goal is to help young people make a smooth transition from education and training to decent work (*ibid.*). No concrete pattern on the other three pillars emerged from the secondary evidence reviewed for this research. The issue of human rights is often mentioned in specific programmes or projects, but its relation to decent work is unclear and therefore it is not addressed specifically. Regarding gender equality and work, the government of Japan announced a significant emphasis on women's empowerment in 2013 (OECD, 2016b).

TRACKING ODA FLOWS

Japan was the third largest provider of ODA in 2015, providing \$9.3 billion.¹² This represented 0.22% of GNI, an increase from 0.19% in 2014 (OECD-DAC, 2016).

As an advocate of development beyond aid, many of Japan's programmes relate to big infrastructure projects (OECD, 2016b), with a large share of bilateral ODA allocated to economic infrastructure and services (50% in 2014 or \$8 billion¹³) (OECD-DAC, 2016).

If we look specifically at Japan's ODA contributions to employment policy and administrative management across all sectors, its support increased from a very low base of \$10.4 million in 2008 to \$250.4 million in 2014. However, this last figure is an outlier reflecting two projects of about \$120 million each commissioned to the ILO for technical cooperation activities to support the Decent Work Agenda (OECD-DAC, 2016). Contributions to social and welfare services and vocational training have been relatively stable since 2008, marginally increasing from \$88.7 million in 2008 to \$93.1 million in 2014 and \$25.5 million in 2008 to \$30.9 million in 2014, respectively. When it comes to gender equality, in 2014, 22% of Japan's aid had gender equality and women's empowerment as a principal or significant objective, mainly due to Japan's focus on population and reproductive health (OECD-DAC, 2016).

Japan's contribution to the ILO's regular budget was \$407.5 million between 2008 and 2014 (ILO, 2015a). Between 2011 and 2015, Japan ranked in 10th in donor contributions to the ILO's voluntary resources (XBTC), disbursing a total of \$27.8 million (maintaining a stable level of contributions over this period), and disbursing a total of \$4.5 million in 2015 (ILO, 2016c). No funding was disbursed to the RBSA. Within the scope of its cooperation framework with the ILO, Japan has provided financial and technical support to the ILO on employment and skills development. In terms of job creation, the JICA has recently contributed to an ILO programme in Afghanistan on studying value chains and labour (ILO, 2015a).

¹² Net ODA figures.

¹³ Sector allocated bilateral ODA refers to gross ODA figures.

SWEDEN

OVERVIEW

The Ministry of Foreign Affairs is broadly responsible for coordinating development assistance policy, with the Swedish International Development Cooperation Agency (Sida) being the main implementing agency (OECD, 2013b). Sida is also responsible for Sweden's contributions to the ILO and to development cooperation programmes of the United Nations and the European Union (ILO, 2015b).

Sida focuses its development cooperation on poverty reduction, specifically: democracy and human rights, environment and climate change and gender equality. The main target of Sweden's development cooperation is to ensure that those in poverty and oppression are able to improve their living conditions (ILO, 2015b). Nevertheless, according to Sweden's latest OECD DAC Peer Review of Development Cooperation (OECD, 2013b), a large number of policies and strategic documents create a very complex picture overall. Sweden also places a strong emphasis on private sector development in developing countries, seeing it as a cross-cutting issue that helps achieve the overall goals of Swedish development cooperation (OECD, 2016b).

SWEDEN AND DECENT WORK

Employment and labour market issues form the foundation of Sida's cooperation policy and are primarily managed using a private sector and growth-related development framework. When it comes to decent work, Sweden supports and subscribes to this agenda, as evidenced by a number of secondary sources and consultations with interviewees. Sweden was also one of the ILO's founder member States in 1919 and is a key partner in promoting the Decent Work Agenda (ILO, 2015b).

Employment creation

Sida's support to the first pillar of the Decent Work Agenda, employment creation, has lasted for a long time, but the issues have received greater focus in recent years. In 2013, an employment working group was established in Sida (Sida, 2016). Creating more jobs and better working conditions in developing countries has been an important consideration of Sida's approach to employment, based on the idea that inclusive growth is vital for poverty reduction, particularly for women and youth (ibid). In a recent internal document (Sida, 2016), Sida refers to employment as the main source of income of the poor and the way out of poverty. In particular, productive employment should enable people to support themselves and their families, which is a prerequisite for decent work.

Rights at work

When it comes to rights at work, there are no direct references to the term in Sida's documents. However, Sida's priorities include gender equality and the role of women in development, which relate to rights at work. Sweden's government has recently adopted a new feminist foreign policy approach, in which development cooperation is a key vehicle (GoS, 2015). In an unpublished document from November 2016, Sida emphasises human rights as one of the items on the priority list for Sida's development cooperation. It refers to human rights in the workplace specifically, as central to employment development, leading to higher skills and better productivity (Sida, 2016).

Social protection

Social protection did not appear to be a strong priority within Sweden's development policy, in contrast to job creation and social dialogue.

Social dialogue

An internal Sida document from November 2016 reports that Sida has been making increased efforts to: (1) promote social dialogue, (2) strengthen freedom of association and collective bargaining rights for unions and employers' organisations, and (3) promote improved working conditions and a stronger voice for workers in the informal economy. The same document states that 'social dialogue between social partners and governments is of great importance both for productivity, job creation and decent work conditions' (Sida, 2016). This is part of Sida's vision on development aid as a vehicle to promote inclusive growth and poverty reduction. In September 2016, Sweden's Prime Minister launched the Global Deal, a global initiative for social dialogue and better conditions in the labour market (GoS, 2016). Through the Global Deal, Sweden promotes the role of social dialogue in the implementation of the United Nations' global sustainable development agenda (2030 Agenda), particularly for SDG 8.

TRACKING ODA FLOWS

Sweden has the highest ODA/GNI ratio of all DAC donors and is the sixth largest ODA provider by volume. In 2015, Sida's ODA was \$7.1 billion, representing 1.4% of GNI (OECD-DAC, 2016). However, it is worth noting that 33.8% of this ODA (or \$2.4 billion) corresponded to donor refugees costs, which represents the highest share among DAC countries (OECD, 2016d).

If we look at Sweden's ODA contributions to employment policy and administrative management across all sectors, its support totalled around \$20.1 million in 2014¹⁴ (OECD-DAC, 2016), a five-fold increase since 2008 (\$4.2 million). Social/welfare services and vocational training received smaller

contributions (\$4 million and \$7.4 million in 2014, respectively). When it comes to gender equality, in 2014, 83.9% of Sida's ODA (or \$2.4 billion of bilateral ODA) had gender equality and women's empowerment as a principal or significant objective (an increase from 81.8% in 2013). This is consistent with Sweden's promotion of gender equality, both in its own development cooperation policies and in global fora, as described above.

Although there is no official system for tracking contributions to the Decent Work Agenda and the pillar of social dialogue in particular, Sida has made the first steps in taking this forward internally. A recent Sida internal document, with data from March 2016, estimates that support to social dialogue in particular amounted to more than \$240 million, which includes support to the ILO and other organisations (Union to Union and the Olof Palme International Center) (Sida, 2016). According to this document, 60% of operations in social dialogue are found in bilateral cooperation, with a total of 24 ongoing operations (data from March 2016).

According to the same document (Sida 2016), Sida's support to decent work is expected to grow in the future due to a large number of new strategies and milestones, particularly in the area of social dialogue. The same document refers to a total of 21 indicative and planned activities with a total value of more than \$1.4 billion. Nevertheless, despite the increased commitment for this agenda, and Sida's efforts in trying to measure its contributions, we should interpret these numbers with caution. According to interviews with the Swedish trade union development cooperation organisation Union to Union, the basis for the percentage that Sida states (12%) is very unclear. Union to Union questions how this number was calculated and, in particular, the qualification of some of the

¹⁴ Of which, \$7.3 million of a first tranche of the 2014-2017 Partnership Programme with ILO; \$5.8 million for a programme in Afghanistan and \$4.4 million in Rwanda.

programmes as contributors to social dialogue and decent work. Finally, the concept of social dialogue and its links with decent work remain broad. According to the interviewees, it is not absolutely clear which statistics apply to which pillar: for instance, in Africa most bilateral aid is provided under a broader jobs agenda, which includes productive employment and milestones towards social dialogue (Sida, 2016).

Between 2011 and 2015, Sweden ranked fourth among donors contributing to the ILO's voluntary resources (XBTC), disbursing a total of \$59 million, with contributions increasing from \$10 million in 2011 to more than \$15 million in 2015 (ILO, 2016c). Regarding contributions to the RBSA, Sweden was the only country in this review that contributed, with \$3 million given in 2014/15 (ILO, 2016d). The choice of this funding modality represents a high degree of congruence between the ILO agendas, particularly the Decent Work Agenda, and Sweden's own development priorities.

The Sida-ILO Partnership Programme 2014-2017, which provides a structured framework of cooperation for development, demonstrates Sweden's active role in working with the ILO (ILO, 2015b). Examples of earmarked contributions include the promotion of youth employment in Morocco, the strengthening of the business environment in Honduras, the improvement of working conditions of domestic workers and the promotion of freedom of association and the right to collective bargaining in the Philippines (*ibid.*). The broad range of areas covered by its earmarked contributions shows that Sida's support to the ILO's Decent Work Agenda spreads across its four dimensions.

UNITED KINGDOM

OVERVIEW

The Department for International Development (DFID) is both the ministry in charge of designing development policies and the implementing agency managing UK aid to developing countries (OECD, 2014b). The Department for Work and Pensions does not carry out any international cooperation activities, but it leads the UK's formal relationship with the ILO (ILO, 2015c).

DFID's priorities are directed by the International Development Act 2002, which has poverty reduction as its core principle (GoUK, 2002). As a result, they have been aligned with the MDGs and, more recently, the SDGs. During the MDGs era, health and education were DFID's largest sectors, accounting for a third of its bilateral aid. The focus has since been rebalanced towards economic development, with the private sector regarded as the engine of inclusive growth and poverty reduction (ICAI, 2016). Closer cooperation with the private sector in areas such as public-private partnerships for infrastructure development and low-cost private education are among DFID's objectives (OECD, 2014b). UK's aid is now viewed as a catalyst for long-term development and an instrument for leveraging greater private sector investment, as set out in its Economic Development Strategic Framework (DFID, 2014).

THE UK AND DECENT WORK

Two of the four priority objectives of UK Aid for 2015-2020 – promoting global prosperity and tackling extreme poverty, and helping the world's most vulnerable – are intrinsically linked to decent work (DFID, 2016a), but they do not specifically refer to the Decent Work Agenda. Instead, after reviewing a number of DFID's publications, we note that other terms indirectly linked to the

Decent Work Agenda are commonly used, such as ‘pro-poor growth’, ‘inclusive growth’ and ‘broader economic growth’. For instance, DFID has committed to investing around £1.8 billion per annum to boost economic growth and jobs. In doing so, it says that it aims to address types of economic exclusion that affect particular groups and are therefore a constraint for inclusive growth (DFID, 2016a). However, we should note that this is not equivalent to decent work.

Many of DFID’s activities and programmes are related to decent work or contain decent work elements that contribute to improving employment, social protection, social dialogue, gender mainstreaming, child labour or labour standards. However, activities are not explicitly framed with reference to the Decent Work Agenda (Andrieu et al., 2008). According to interviewees from TUC, the national trade union centre in the UK, DFID has not yet made a public commitment to contributing to decent work, as opposed to commitments made on growth or poverty reduction. However, DFID has shown some interest in promoting the Decent Work Agenda in the past. The last Labour government began drafting a policy and strategy to deliver decent work. However, this work was abandoned by the Coalition government that succeeded the Labour administration, according to the same sources.

Employment creation

DFID has placed a strong emphasis on supporting the private sector, describing it as the engine for growth and poverty reduction in developing countries (ICAI, 2014). The UK is committed to investing in inclusive economic development through support for employment creation, the first dimension of the Decent Work Agenda. Among DFID’s 2013-

2014 priorities, DFID identifies job creation as a key means for reducing poverty (ILO, 2015a). While the UK is willing to do more on employment creation, it is not clear if this results in a better quality of jobs, even though interviewees are confident that the UK is not willing to have ‘jobs at any price’.

Rights at work

DFID supports a range of initiatives and programmes that encourage the private sector to respect labour standards. As such, they are linked to the rights-at-work pillar. For example, at an international level, DFID supports the Ethical Trading Initiative, the UK National Contact Point to the OECD Guidelines, the Fairtrade Foundation and the UN Global Compact (Andrieu et al., 2008). In regards to implementation, the extent of DFID’s support to improving labour systems is not clear, in contrast to its support to strengthening government capacity to work in the private sector, for instance (TUC, 2012). DFID supports a wide range of cross-cutting programmes that promote gender employment or elimination of child labour. In particular, in 2014, the UK’s focus on women and girls was reinforced by the International Development (Gender Equality) Act 2014 (GoUK, 2014). However, there is again only limited evidence of programmes that have rights at work as an explicit focus or principal objective.

Social protection

The UK has a particularly strong interest in social protection. DFID has been playing a leading role in expanding its coverage in developing countries by supporting in-country governments through technical assistance and capacity-building to develop such systems (DFID, 2016b).

Social dialogue

The social dialogue dimension has largely been neglected by the UK. According to interviews with TUC representatives, there used to be a DFID ministerial forum with trade unions during the labour government which was an effective vehicle for pursuing policies related to decent work but became much less effective during the subsequent coalition government. To the author's knowledge, the forum has not been convened since 2015.

TRACKING ODA FLOWS

ODA from the UK has been rising, having increased from 0.52% of GNI in 2009 to 0.71% GNI in 2015 (or \$18.7 billion). This makes the UK the second largest donor by volume, after the US, and the sixth largest in terms of ODA as a percentage of GNI (OECD-DAC, 2016).

In line with its objectives, as guided by the MDGs and SDGs, DFID's ODA has been going to low-income countries, fragile states and social infrastructures and services, and lately there has been an increased focus on support for economic development.

If we look specifically at the UK's ODA contributions to employment policy and administrative management across all sectors, the UK has increased its support from nearly zero in 2008 to \$6.5 million in 2014.¹⁵ However, this is still a very low level compared to the other donors reviewed and the size of UK ODA flows. The UK's strong support to social protection is reflected in ODA flows to social and welfare services, \$287.4 million in 2014, raising from \$113 million in 2008. ODA flows to vocational training corresponded to \$22.5 million in 2014, a four-fold increase since 2008. In 2014, 64.7% of the UK's bilateral aid had gender

equality as a principal or significant objective, which exceeded by far the DAC country average of 34.7% (OECD-DAC, 2016).

Through DFID, the UK has been a major provider of voluntary contributions to the ILO, having disbursed \$148 million between 2008 and 2013 (ILO, 2015c). Between 2011 and 2015, the UK was the 11th largest DAC donor contributing to ILO's voluntary resources (XBTC), disbursing a total of \$25.9 million. The UK's highest contribution was in 2013, when it gave almost \$20 million (ILO, 2016c). The UK was also the biggest RBSA contributor in 2008, disbursing \$6 million, but it then stopped funding this budget (OECD-DAC, 2016). According to the latest multilateral aid review, DFID increased funding to organisations that were judged to represent good or excellent value for money, but stopped core funding to key organisations such as the ILO (DFID, 2016c).¹⁶ This is detrimental to the Decent Work Agenda, as this funding mechanism was launched as a key vehicle to support decent work, as specified in *Box 2* of this report.

The UK and the ILO have a shared interest in promoting social justice and the respect of international labour standards in cooperation programmes (ILO, 2015c). In addition, the ILO's core priorities – in particular its emphasis on job creation and its commitments to support girls and women and humanitarian work – are in line with the UK's goals. Through partnership agreements with the ILO, DFID is providing earmarked contributions to the ILO's internal reforms and specific programmes. For example, the UK is providing \$7.5 million through a multi-donor programme that aims to improve working conditions in Bangladesh. DFID has also partnered with the ILO to prevent trafficking in the garment and domestic labour sectors, contributing approximately \$13 million (ILO, 2015c).

¹⁵ Most projects are under the Global Skills for Employability programme.

¹⁶ The other three organisations that DFID stopped funding were the United Nations Industrial Development Organization (UNIDO), the United Nations International Office for Disaster Reduction (UNISDR) and UN Habitat (DFID, 2016c).

In terms of tracking DFID's financial resources for the Decent Work Agenda, interviewees from TUC stated that DFID's work within this agenda is much more visible at the global level, particularly its work on influencing global bodies such as the World Bank in related decent work policies (e.g., social protection), than it is at the ground level. In addition, the interviewees pointed out that there are naturally some areas that can be mapped more easily, such as forced labour, but when it comes to the employment-creation pillar and, in particular, the qualitative aspect of better jobs (not only more jobs) or social dialogue, the mapping is yet to be completed.

UNITED STATES

OVERVIEW

American development policy comes under the responsibility of the Secretary of State, with USAID being the development agency. Bilateral and multilateral aid are managed by USAID. However, the lead agency in relation to the ILO is the US Department of Labor (USDOL) (ILO, 2014).

USAID's mission is to 'end extreme poverty and promote resilient, democratic societies while advancing security and prosperity' (USAID, 2016). According to the interviewees from the Solidarity Center, USAID places great emphasis on SDG 5 (gender) and SDG 16 (democracy).

THE US AND DECENT WORK

USAID does not address decent work specifically in its mission, as reflected in comments from interviewees and confirmed by reviewing second-

ary sources. However, a number of USAID policy statements and strategies are linked to decent work, in particular: (1) the Democracy, Rights and Governance Strategy, (2) the Vision for Ending Extreme Poverty, and (3) Gender Equality and Female Empowerment.¹⁷ In relation to decent work, the US's vision is that to end extreme poverty, inclusive sustainable growth, self-reliant societies with good governance, the building of human capital and the creation of social safety nets that reach the poorest and most vulnerable are needed (USAID, 2016).

Among the seven core USAID development objectives stated in its latest Policy Framework (USAID, 2012a), the objective to 'promote sustainable, broad-based economic growth: enable the private sector to drive growth' is partly linked to decent work, although no specific reference to decent work is made.¹⁸ Poverty is multi-dimensional, and elements of each of these objectives are essential to address the causes and consequences of extreme poverty and promote inclusive growth. Gender is a cross-cutting dimension that relates to decent work, but it is addressed in its own policy. An initiative by the Department of State and USAID worth highlighting is the African Women's Entrepreneurship Program (AWEP), which provides professional networking, business development and trade capacity-building opportunities for prominent women entrepreneurs across sub-Saharan Africa (DOS/USAID, 2014).

When it comes to the role of the SDGs (including decent work) in shaping US foreign assistance, USAID officials have underscored governance, economic growth and gender as part of the SDG agenda (Wainer and Russell, 2016). However, they are not necessarily integrated into USAID's framework

17 Other policy statements include (1) USAID Global Health Strategic Framework, (2) Counter Trafficking in Persons Policy, (3) Climate Change and Development Strategy, (4) Policy Framework, (5) Development Response to Violent Extremism and Insurgency, (6) Education Strategy: Opportunity through learning, and (7) Evaluation Policy: Learning from experience (USAID, 2016).

18 The other development objectives are (1) increase food security, (2) promote global health and health systems, (3) reduce the impact of climate change and promote low emissions growth, (4) expand and sustain

(ibid.). According to a recent report from Save the Children (ibid.), USAID is only now conceptualising how SDGs could be integrated into its global work, with the USAID's Bureau for Policy and Learning leading on the internal processes for doing so. In the same report, Wainer and Russell (2016) state that there are no clear commitments in place for USAID to measure alignment of its practices and policies with the SDGs. While USAID and other US agencies have shown an interest in selecting priorities from among the broad array of SDGs that should certainly be aligned with USAID's priorities, interviewees from the Solidarity Center said that it is not clear whether decent work will be one of the goals that will be picked.

Four pillars of the Decent Work Agenda

When it comes to employment creation, there is an obvious relationship with the growth agenda, but even the broader terms within USAID differ: inclusive economic growth, pro-poor growth and broad-based growth have been used interchangeably by the agency, this review suggests.

When it comes to rights at work, in comparison with European donors, the US has a much greater focus on child labour, forced labour and trafficking (Andrieu et al., 2008). This information was confirmed by the interviewees.

The social protection dimension is only addressed in the safety net and transfers pillar of USAID's theory of change for extreme poverty reduction (USAID, 2012a).

On social dialogue, under democracy and governance, USAID and the Department of State has a programme to support independent and democratic trade or labour unions (DOS/USAID, 2014).

TRACKING ODA FLOWS

The US is the largest DAC donor by volume, having committed \$31.1 billion in ODA in 2015. This represented 0.17% of GNI, making the US the 20th largest donor in terms of ODA as a percentage of GNI (OECD-DAC, 2016).

If we look specifically at the US's ODA contributions to employment policy and administrative management across all sectors, the US contributes substantially more than other DAC members, although its support decreased from \$124.6 million in 2008¹⁹ to \$75.7 million in 2014. ODA flows to social and welfare services were \$352.2 million in 2014, but this represented a decrease from \$884.2 million in 2008.²⁰ ODA flows to vocational training are far smaller but they increased from nearly zero in 2008 to \$11.5 million in 2014²¹ (OECD-DAC, 2016). When it comes to gender equality, in 2014, 22.6% of US aid had gender equality and women's empowerment as a principal or significant objective. Although this was still below the DAC country average of 34.7%, this figure represented an increase from 20.5% in 2013. USAID includes gender equality and women's empowerment in its priorities, as reflected in USAID's policy on Gender Equality and Female Empowerment (USAID, 2012b).

The US finances the ILO through the regular budget and XBTC. Between 2006 and 2014, the US provided a total assessed contribution of more than \$700 million to the regular budget (ILO 2016e). Between 2011 and 2015, the US was the largest DAC donor contributing to the ILO's voluntary resources (XBTC), disbursing a total of \$161 million, even though its support decreased from around \$40 million in 2014 to \$20 million in 2015 (ILO, 2016c). In terms of contributions to the RBSA, the US does not contribute to this budget (OECD-DAC, 2016).

¹⁹ The largest ones by volume addressing child labour in Central and Latin America, Asia and Sub-Saharan Africa.

²⁰ These figures include two large programmes, of \$388.5 million of the Commander's Emergency Response Program (CERP) to Iraq and \$300 million for a social assistance programme to West Bank and Gaza, according to OECD (2016) online CRS microdata (accessed 25th January 2017).

²¹ Of which \$10 million refers to Millennium Challenge Corporation education programme in Namibia.

The ILO and the US have long shared their interests in ensuring global peace and prosperity, securing human rights through improvement in living and working conditions, strengthening competitiveness and extending democratic values worldwide. The USDOL has been a major contributor to the ILO's work to eliminate child labour, and is a major contributor to the Better Work Programme, a unique partnership between the ILO, the US and the International Finance Corporation aiming at improving the lives of workers. Last, but not the least, the US has been an essential contributor to ILO's fundamental principles and rights at work portfolio (ILO, 2014).

Interviewees from the Solidarity Center reported concerns in tracking US contributions to decent work, while acknowledging the enormous effort made by the previous government on promoting the SDG work more generally. The interviewees also felt improvements are needed on tracking at the ground level. In addition, particular attention should be paid to breaking down the US finance according to the four pillars of the agenda, to ensure that none of them are diluted.

SUMMARY

Table 2 summarises ODA contributions to the Decent Work Agenda by pillar reviewed in this section.

Table 2 — ODA contributions to the Decent Work Agenda by CRS code, USD million.

Donor	CRS Code	2008	2009	2010	2011	2012	2013	2014
France	Vocational training	90.8	81.6	65.3	32.8	43.1	38.0	49.2
	Employment policy and administrative management	14.8	21.1	15.9	5.9	4.9	6.8	4.1
	Social/welfare services	12.3	14.7	49.6	39.7	37.5	3.8	2.7
Japan	Vocational training	25.5	41.4	40.3	78.8	74.3	43.7	30.9
	Employment policy and administrative management	10.4	7.7	7.0	9.4	17.4	11.9	250.4
	Social/welfare services	88.7	76.0	117.6	139.5	160.7	109.0	93.1
Sweden	Vocational training	0.9	3.5	3.7	4.9	6.1	5.6	7.4
	Employment policy and administrative management	4.2	2.5	1.7	1.3	1.2	1.2	20.1
	Social/welfare services	8.8	3.8	2.0	1.0	10.5	0.1	4.0
United Kingdom	Vocational training	5.5	12.1	12.3	22.4	18.2	19.9	22.5
	Employment policy and administrative management	0.8	2.1	2.5	10.3	12.2	8.5	6.5
	Social/welfare services	113.0	259.3	332.6	223.9	243.6	405.9	287.4
United States	Vocational training	0.1	0.9	4.0	11.1	33.6	26.6	11.5
	Employment policy and administrative management	124.6	85.3	90.4	65.6	80.0	69.7	75.7
	Social/welfare services	884.2	562.3	878.6	591.1	248.5	591.0	352.2

Source: OECD (2016)-DAC. Notes: Gross disbursements, current prices.



CHAPTER 4

CONCLUSIONS AND RECOMMENDATIONS

© Solidarity Center/Carlos Villalon - A worker at the Monterrey palm oil extraction plant near the town of Puerto Wilches, Colombia

In the review of the experiences of five DAC donors, we found three main obstacles to tracking ODA contributions to the Decent Work Agenda:

- Donors might be contributing to some areas of the agenda without necessarily using the term decent work. Decent work is not a stated guiding principle or development goal for the donors analysed in this report. The same applies when we focus specifically on the four pillars of the Decent Work Agenda. The broadness of the decent work concept is one of the explanations. It makes it difficult to identify which dimensions of the agenda are being addressed in donors' policies and strategies.
- Some donors might refer to decent work more broadly in their development cooperation policies. However, there is limited evidence on how this translates into actual allocation of resources to this agenda, let alone in the four pillars.
- Due to the qualitative nature of the Decent Work Agenda and some of its dimensions, it is not yet clear how to trace and attribute specific resources to this agenda, or which parameters or indicators should be taken into account when trying to assess donors' contributions to decent work.

Some pillars of the Decent Work Agenda, in particular social dialogue and, to a certain extent, social protection, are not among the main donors' priorities (unlike employment creation, which seems to be prioritised by all donors reviewed in this report). As a result, resources might not be targeted towards these pillars as much as they should. However, France and Sweden have increased commitments to social dialogue, and the UK has expressed strong support for social protection.

The interviews conducted for this research revealed that, in general, donors consider decent work as an important topic that deserves more attention in the future. Japan funded the ILO for technical coopera-

tion activities to support the Decent Work Agenda; Sida started tracking contributions to the Decent Work Agenda and the pillar of social dialogue in particular, at least internally; the next annual AFD-ILO work programme will focus on SDG indicators related to decent work. However, there might still be a long way to go before development agencies start reporting on activities and programmes overseas that relate to this agenda.

From the interviewees' perspective, there are three main obstacles to tracking the financial resources put into this agenda. The first is the extent to which decent work is directly addressed as a development goal in donors' programmes or activities. The second is about development agencies' willingness to report on commitments and disbursements to this agenda. Last, but not least, while the interviewees agree that it would be important to track the resources allocated to decent work, they strongly advocate for some breakdown across the four pillars, to enable an identification of where the resources go and of the existence of any gaps. If this is not done, there is the risk that some pillars of the Decent Work Agenda will be lost or diluted within the others (e.g., social dialogue and rights at work might get diluted within the employment creation pillar).

To overcome these obstacles, development agencies could:

- Position the Decent Work Agenda more centrally in agencies' statements, rather than being treated as a cross-cutting issue, particularly for countries that prioritise SDG 8. In addition, while references to decent work must be strengthened, each of its pillars should be actively promoted or more explicitly examined in terms of how it can be supported. This could be done, for instance, by donors setting specific decent work objectives for each of the four pillars.

- Map their programmes against the Decent Work Agenda, so that they can understand where there are any gaps and adapt their programmes accordingly. They should also include indicators to measure progress/achievements in these areas.
- Report on the financial resources devoted to decent work commitments, both internally and externally (for example, developing or applying CRS codes to the pillars of decent work).

One option to take these recommendations forward would be a 'decent work marker', similar to the 'gender equality marker' developed by the OECD. The OECD gender equality marker, as part of the Credit Reporting Systems for bilateral aid, provides an important indicator of whether donors' aid supports gender equality (OECD, 2016c). An activity is classified as gender-equality focused if it is intended to advance gender equality and women's empowerment or reduce discrimination and inequalities based on gender. As part of this reporting system, donors are asked to indicate whether (1) gender equality is one of the principal objectives of each aid activity (and have to comply with the DAC definition of gender-equality focused), (2) gender equality is a significant objective, or (3) gender equality is not targeted (OECD, 2016c) (see the Annex for further details on the eligibility criteria for this marker and examples of typical activities).

While this marker does not say anything about actual implementation of the agenda or results, it gives an overview of the proportion of aid that is focused on achieving gender equality and women's empowerment, the investments within indi-

vidual sectors and the countries and sectors where gender equality is prioritised.

Our proposal is that a similar marker be created for tracking resources dedicated to the Decent Work Agenda and disaggregate them for each of the four pillars. Donors would start by indicating for each aid activity whether decent work was either (1) a *principal objective* (2) a *significant objective* or (3) *not targeted*. Donors would then identify the specific pillar of the Decent Work Agenda (employment creation, rights at work, social protection and social dialogue) that each activity corresponded to.

Making donors report on this marker would not only encourage them to commit to the Decent Work Agenda, but would also ensure that the same criteria are being applied by all donors. This would overcome some of the methodological obstacles in reporting qualitative indicators.

We should, however, highlight some caveats to this recommendation, such as the internal methodological challenges to creating this marker and associated codes, the multiplicity of codes which may already exist, and the commitment needed from the donor community and other institutions (particularly the OECD) to take this forward.

This research represents a starting point from which to pursue more in-depth thinking on the appropriateness and feasibility of creating a decent work marker. We advise that further research be conducted to unpack the methodological aspects of taking this further.

ANNEX: THE GENDER EQUALITY POLICY MARKER

THE GENDER EQUALITY POLICY MARKER	
DEFINITION An activity should be classified as gender equality focused (score Principal or Significant) if:	It is intended to advance gender equality and women's empowerment or reduce discrimination and inequalities based on sex.
CRITERIA FOR ELIGIBILITY	<p>Gender equality is explicitly promoted in activity documentation through specific measures which:</p> <ul style="list-style-type: none"> a) Reduce social, economic or political power inequalities between women and men, girls and boys, ensure that women benefit equally with men from the activity, or compensate for past discrimination; or b) Develop or strengthen gender equality or anti-discrimination policies, legislation or institutions. <p>This approach requires analysing gender inequalities either separately or as an integral part of agencies' standard procedures.</p>
EXAMPLES OF TYPICAL ACTIVITIES	<ul style="list-style-type: none"> • Examples of activities that could be marked as principal objective: <ul style="list-style-type: none"> - legal literacy for women and girls; - male networks against gender violence; - a social safety net project which focuses specifically on assisting women and girls as a particularly disadvantaged group in a society; - capacity building of Ministries of Finance and Planning to incorporate gender equality objectives in national poverty reduction or comparable strategies. Such activities can target women specifically, men specifically or both women and men. • Examples of activities that could be marked as significant objective: <ul style="list-style-type: none"> - activity which has as its principal objective to provide drinking water to a district or community while at the same time ensuring that women and girls have safe and easy access to the facilities; - a social safety net project which focuses on the community as a whole and ensures that women and girls benefit equally with men and boys.

Source: OECD (2016c)

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How do donors support the Decent Work Agenda? A review of five donors

– EN – D/2017/11.962/11

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Proofreading: Michael Balfe, ITUC

Design: MURIEL sprl

The Trade Union Development Cooperation Network (TUDCN) is an initiative of the International Trade Union Confederation (ITUC), bringing together affiliated trade union organisations, solidarity support organisations, regional ITUC organisations, the Global Union Federations (GUFs), the European Trade Union Confederation (ETUC) and the Trade Union Advisory Committee to the OECD (TUAC). TUDCN'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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Ulandssekretariatet
LO/FTF Council

With the support LO/FTF Council - the Danish trade union council
for international development co-operation.



This publication has been produced with the assistance of the European Union. The contents of this publication are the sole responsibility of TUDCN/ITUC and can in no way be taken to reflect the views of the European Union.