INTERNATIONAL LABOUR OFFICE

Governing Body

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GB.325/POL/7

SEVENTH ITEM ON THE AGENDA

The ILO's global flagship programmes

Purpose of the document

To provide information on the nature, objectives and selection criteria of five "flagship programmes" designated by the Director-General in the context of the Office's field structure and development cooperation reform (see draft decision in paragraph 34).

Relevant strategic objective: Efficient support services and effective use of ILO resources, plus relevant policy outcomes as shown in paragraph 14.

Policy implications: The Office will implement the five flagship programmes as outlined in the present document.

Legal implications: None.

Financial implications: None.

Follow-up action required: Reporting through the Programme implementation report.

Author unit: The Office of the Deputy Director-General for Policy (DDG/P) in cooperation with the Partnerships and Field Support Department (PARDEV).

Related documents: GB.323/POL/5, GB.322/POL/6, GB.325/POL/6.

I.   Introduction

1. In March 2013 the Office published the *ILO Field Operations & Structure and Technical Cooperation Review* [1] (2013 field review report), which observed that "ILO's portfolio of voluntarily funded projects currently tallies nearly 700 active projects, with currently around ten large projects above US$10 million in total budget and a large number below US$1 million" and further stated that "large programmes offer economies of scale and greater potential for sustained impact. Large TC programme approaches reduce the risk of inconsistent, ad-hoc national interventions, enabling the ILO to adapt to national conditions based on international good practice experience." The review report came to the conclusion that larger development cooperation *programmes* (as compared to isolated *projects*) offered significant advantages, for a number of reasons:

■   they are capable of building up a critical mass of technical competence at the ILO and in partner countries;

■   they are better able to contribute to sustainable and transformational capacity development through strategic and integrated capacity-building interventions;

■   they can produce impact at a much larger scale, with greater potential for sustainability, rather than scattered results;

■   they can build capacity to deliver efficiently through economies of scale and offer better control of quality, time and costs.

2. The 2013 field review report consequently recommended organizing more of ILO development cooperation efforts around larger programmes. This would entail:

■   defining relevant flagship programmes, and promoting them;

■   nurturing a limited number of new development cooperation programmes that have the potential to become future large-scale programmes, based on country demand and development partner support;

■   considering gradually phasing out, or reconfiguring, existing flagship programmes that might have passed their zenith.

3. The 2013 field review report further emphasized that despite the proposed greater focus on larger programmes, smaller projects would continue to have an important role in ILO development cooperation, for example for innovation, demonstration, piloting, research or for very specific, tailor-made interventions requested by constituents.

4. The field review team's recommendation regarding flagship programmes was endorsed by the Director-General and incorporated as one of the elements of the implementation of the field operations and technical cooperation reform process. An internal task team, comprising colleagues from headquarters and the field and representing different technical departments, was set up to develop criteria for the selection of existing and future flagship programmes, and to propose candidate flagship programmes. The proposed selection criteria were summarized in the paper *ILO's Technical Cooperation Strategy 2015–17* [2] as follows: "Existing and future flagship programmes should fulfil the needs expressed by

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[1] https://www.ilo.org/intranet/english/reform/download/field-review-report-2013.pdf

[2] GB.322/POL/6.

constituents, develop constituents' capacities, address multiple programme and budget outcomes, combine conceptual leadership at the global level with effective implementation in the field, provide the potential for scaling up, replication, resource integration and resource mobilization, and produce sustainable results." The same paper contained as one of the elements of the proposed strategy the following deliverable: "A maximum of five global flagship programmes will have been designed by the end of 2015, responding to the criteria provided" [those above]. Taking into account the above criteria and the alignment of potential flagship programmes with the sustainable development goals (SDGs), and following several discussions at senior management level, the Director-General decided in February 2015 to designate the following five development cooperation programmes as "ILO flagships":

(1)   Better Work;

(2)   A revised International Programme on the Elimination of Child and Forced Labour (IPEC+);

(3)   Occupational Safety and Health (OSH) Global Action for Prevention;

(4)   Jobs for Peace and Resilience;

(5)   the Social Protection Floor.

5. Programmes 1 and 2 are already well established as global programmes that have a recognized brand and strong field presence, and contribute positively to the ILO's global reputation and credibility. Regarding programme 3, the Office has started to build a large programme in response to demonstrated demand from constituents and has attracted support from multiple development partners in its first months of operation. Regarding programmes 4 and 5, the Office has been implementing many projects falling under the respective thematic areas, but not yet under the umbrella of a coherent global programme. In addition, programme 4 offers a follow-up to the "fragile States" debate at the Governing Body in March 2014, [3] and a contribution to the revision of the Employment (Transition from War to Peace) Recommendation, 1944 (No. 71) (double discussion scheduled for the International Labour Conference sessions in 2016 and 2017); it is also consistent with the growing focus of the international development community on fragile States, as shown in the outcome document of the Third International Conference on Financing for Development (the "Addis Ababa Action Agenda" or AAAA).

6. Following his decision, the Director-General instructed the Deputy Director-General for Policy and the Deputy Director-General for Field Operations and Partnerships to make the necessary arrangements for the design (or further improvement) and management of these five programmes. He further clarified that, while those programmes would constitute a major component of the ILO's development cooperation portfolio, projects outside that category would continue to be designed and implemented as prioritized by constituents according to their specific contexts and development partners' willingness to fund them.

II.   Content of the five flagship programmes

7. The five programmes are closely linked to the ILO's mandate and expertise and benefit from the ILO's comparative advantage in development issues related to the diverse elements of decent work. The five programmes will also seek to harness synergies among them, such as, for example, building capacity in the field of labour inspection, which is a

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[3] GB.320/POL/9.

common concern of programmes 1, 2, and 3. Moreover, the Office will develop (or further enhance) common but differentiated communication and visibility strategies for each of the five programmes. All five programmes will include specific capacity-building components for constituents.

1. Better Work

8. Better Work is a partnership between the ILO and the International Finance Corporation (IFC) that improves working conditions and competitiveness of firms in the global garment and footwear industries. The programme brings together governments, social partners, international retailers and their national level suppliers in coordinated, sector-wide interventions. These include identification and reporting of compliance or non-compliance with national labour laws and international core labour standards, as well as the provision of tools and training to support lasting improvements in the workplace. Better Work fosters and requires social dialogue at international, national and firm levels. Over 1 million workers and millions of their family members benefited from Better Work in 2014 and these numbers are projected to increase steadily as new firms join the existing programme and new countries are added. Beyond the workplace, Better Work contributes to building the capacity of national institutions and social partners to play a stronger role in governing labour markets. It aligns well with Goal 8 of the SDGs, as it promotes decent work in global supply chains, and with target 8.2 on productivity.

2. The International Programme on the Elimination of Child and Forced Labour (IPEC+)

9. The International Programme on the Elimination of Child Labour (IPEC) constitutes one of the ILO's most long-standing and successful large programmes, responding to the persistent global challenge of eradicating child labour. The global community has decided to eliminate all forms of child labour and all forms of forced labour by 2025 as target 8.7 of the SDGs. This target is ambitious but achievable, provided that the adequate conditions are established to tackle the root causes and consequences of both child and forced labour. The Office decided to combine its efforts to eliminate child labour with its fight against forced labour because target groups often overlap, the intervention models are similar, and both areas fall under the same SDG target. Strong political will, well-designed and integrated policies and concerted action made it possible to reduce the total number of child labourers by 22 per cent and the number of children in hazardous work by 26 per cent during the period 2008–12. The IPEC+ programme will position the ILO to lead scaled-up global efforts and national action to achieve this twin goal and to measure progress towards it.

3. OSH Global Action for Prevention (OSH–GAP)

10. This programme assists governments, employers and workers in establishing and implementing policies and systems that reduce the incidence and severity of work-related deaths, injuries and disease and provide necessary compensation when death, injuries and disease occur. It will help countries develop innovative and country-specific interventions to address priority risks, sectors and vulnerable categories of workers at the national, sectoral and enterprise levels and those in the informal economy. Lower income countries often lack the necessary capacity to establish and implement effective frameworks for prevention, compliance and compensation. Weaknesses typically include incomplete legal frameworks, inadequate data collection on risks, hazards and work-related injuries and diseases, weak labour inspection services and absence of employment injury compensation

systems. Where the informal economy is extensive, these problems are even more challenging. Vulnerable workers, such as migrants, women, youth and agricultural workers are often most exposed to the resulting risks. These countries seek the ILO's advice on policy and strategy, legal reform, technical knowledge and capacity building to establish or strengthen OSH policies, regulations and systems. The volume of requests for ILO technical assistance has increased dramatically in recent years and OSH–GAP is designed to mobilize significant additional resources to respond to this constituent demand. This programme aligns with SDG 8 (decent work) and target 8.8 (safe working environment) as well as Goal 3 (healthy lives) and target 3.9 (hazardous environments).

4. Jobs for Peace and Resilience (JPR)

11. JPR is designed as an employment-generation programme for conflict affected and disaster prone countries, fully anchored in the Decent Work Agenda and the SDGs, through Goals 8 (decent work), 11 (safe and resilient human settlements) and 16 (peaceful societies). It will place particular importance on the needs of unemployed, underemployed and low-skilled youth, as a group that is particularly susceptible to social exclusion and therefore can be a trigger of social and political instability. Through interventions with this group and others the programme can contribute to peace building, national reconciliation and social cohesion.

12. The JPR programme applies well-recognized ILO employment-intensive investment, local economic development and enterprise promotion strategies that foster job creation, asset accumulation, rights at work and service provision through employment programmes, skills training, institution building and social dialogue. It addresses the root causes of economic, social and environmental vulnerability and reinforces national and local capabilities of fragile countries to tackle the vicious cycle of conflicts, disaster and poverty. The programme reinforces the capacity of individuals and communities to prevent, resist, adapt and recover from conflicts and disasters, and to preserve peace and strengthen resilience. It will seek to achieve measurable impact in terms of number of direct and indirect jobs created, number of young women and men that have gained durable employment after receiving vocational skills or entrepreneurship training and private and public institutions that have been strengthened with resulting measurable impact on governance and working conditions in related employment programmes.

5. Social Protection Floor

13. This programme will contribute to making social protection floors a national reality in countries whose social protection systems are fragmented or do not cover the entire population. It aims to improve social protection for the three-quarters of the world's population which is not adequately covered at present and to help achieve SDG target 1.3 on creating social protection floors. The programme brings together governments, social partners, civil society organizations, social protection scheme administrators and the UN system in coordinated and comprehensive SPF interventions. These include carrying out assessments of social protection systems and schemes and providing recommendations to build nationally defined social protection floors. It will support the design of new schemes or reforms of existing schemes, as well as supporting their effective implementation and improving their operations. Country-level interventions will be supported by a global campaign to raise awareness, educate policy-makers and ultimately establish universal social protection.

III. Flagship programmes in the context of wider ILO priorities

14. The five flagship programmes align with ILO standards, the ILO's overall priorities as established by the approved Programme and Budget for 2016–17 and contribute to global development priorities, particularly the 2030 SDGs and their associated targets and indicators. They will further contribute to implementation of the centenary initiatives. The table below illustrates at a glance the main linkages between the five programmes, relevant international labour standards, the 2016–17 programme and budget outcomes, and the SDG framework.

Programme	Principal ILO standards	Programme and budget outcomes	2030 SDGs and targets
Better Work	All aspects of national labour law and fundamental principles and rights at work; Conventions Nos 29, 105, 87, 98, 100, 111, 138 and 182.	Outcome 1: More and better jobs; Outcome 4: Promoting sustainable enterprises; Outcome 7: Workplace compliance; Outcome 10: Strong and representative employers' and workers' organizations.	Goal 5: gender equality, target 5.5 (full and effective participation in economic life); Goal 8: decent work, targets 8.2 (productivity and upgrading in labour-intensive sectors), and 8.8 (protect labour rights and promote safe work for all workers).
IPEC+	Conventions Nos 138, 182, and 29, plus the 2014 Protocol to C.29.	Outcome 2: International labour standards; Outcome 7: Workplace compliance; Outcome 8: Unacceptable forms of work.	Goal 8: decent work, target 8.7 (child labour and forced labour); Goal 16: peaceful societies, target 16.2 (end abuse, exploitation, trafficking, and all forms of violence and torture against children).
OSH–GAP	Over 40 OSH-related Conventions and Recommendations, in particular the three core Conventions: – C.155 and R.164 on occupational safety and health, Protocol 155, and R.194 (list of occupational diseases); – C.161 and R.171 on occupational health services; – C.187 and R.197 on a Promotional Framework.	Outcome 7 (compliance), namely 7.2 (workplace compliance); Outcome 8, Unacceptable forms of work, plus others related to informal economy, rural economy, youth employment and enterprises and social dialogue.	Goal 3: healthy lives, target 3.9 (hazardous environment); Goal 8: decent work, target 8.8 (safe working environment).

Programme	Principal ILO standards	Programme and budget outcomes	2030 SDGs and targets
JPR	C.122 employment policy Convention, R.71 employment (transition from war to peace, under revision); fundamental principles and rights at work and related Conventions.	Outcome 1, More and better jobs; strong relationships to most other outcomes.	Goal 1: end poverty, targets 1.4 (rights to economic resources and access to basic services) and 1.5 (build resilience); Goal 8: decent work, all targets from 8.2 to 8.10; Goal 10: reduce inequality within and among countries, target 10.2 (promote the social, economic and political inclusion of all); Goal 11: safe and resilient human settlements, target 11.5 (protection from disasters); Goal 13: combat climate change impacts, targets 13.1 (strengthen resilience and adaptive capacity) and 13.3 (improve human and institutional capacity); Goal 16: peaceful societies, target 16.6 (effective, accountable and transparent institutions).
Social Protection Floor	R.202 on the social protection floor, and other relevant social protection instruments (notably C.102).	Outcome 3: Social protection floors.	Goal 1: end poverty, target 1.3 (social protection systems and measures for all, including floors); Goal 3: healthy lives, target 3.8 (universal health coverage); Goal 5: gender equality, target 5.4 (social protection policies); Goal 8: decent work, target 8.5 (full employment and decent work); Goal 10: reduce inequality, target 10.4 (social protection policies).

15. All flagship programmes combine global activities, including research, strategy development, knowledge generation and management and quality assurance with country level implementation and impact. With regard to the latter, all flagship programmes operate in multiple countries and in the different regions. This is done in full respect of the principle of national ownership, on the basis of needs expressed by constituents (including through Decent Work Country Programmes (DWCPs) and Country Programme Outcomes), and the willingness of development partners to fund the programmes with extra-budgetary resources.

IV. Flagship programmes in the context of the ILO's Development Cooperation Strategy 2015–17

16. The ILO's Development Cooperation Strategy is the subject of a parallel discussion at the present session of the Governing Body. [4] The principal building blocks of this strategy, namely focus, effectiveness, capacity building and resource mobilization, have been

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[4] GB.325/POL/6.

endorsed by the Governing Body at its 322nd and 323rd Sessions. This section summarizes how the flagship programmes correspond to the guiding principles of the strategy.

A.   Focus

Alignment with global goals and ILO priorities, including international labour standards

17. See table above.

Integrated resource management and balanced distribution

18. All flagship programmes are financed primarily through extra-budgetary technical cooperation resources but will also include some contributions from the regular budget, as they overlap with programme and budget outcomes, and may include support from the Regular Budget Supplementary Account (RBSA). As noted above the programmes will operate in multiple countries and regions and support a range of programme and budget outcomes as well as the four pillars of the Decent Work Agenda.

Preparedness and flexibility (with special reference to fragile States)

19. The programme approach embodied in the flagship programmes will enable the Office to respond swiftly to country demands since it can make use of existing capacities and resources rather than formulating projects and mobilizing funding for them on an ad hoc basis. This is especially necessary with regard to the JPR programme, which will enhance the Office's capacity to respond quickly and flexibly to post-crisis and post-disaster situations.

Larger programmes

20. This is the very purpose of the flagship programmes.

B.   Effectiveness

High quality and results

21. All flagship programmes are grounded in a sound diagnosis of constituents' challenges and theory of change which combines analytical and strategic work with knowledge management, state-of-the-art tools, quality assurance and country-level implementation, with quantifiable results.

Office response to evaluations and reviews

22. Many development cooperation evaluations and reviews expressed concerns about the Office's scattered and disjointed development cooperation portfolio with far too many small projects. The large flagship programmes respond to such criticism.

Decentralization

23. Flagship programmes combine the advantages and effectiveness of large, strategic interventions with delivery and results at the country level. Most staff members of flagship programmes are employed at the country level and many support operations are carried out through country or regional offices.

Value for money

24. Flagship programmes can deliver scale efficiencies and leverage analytical work, strategies, knowledge and skills across many country-level projects. They consolidate and amortize overhead costs over much larger programmes.

Staff development on development cooperation

25. Larger programmes make it easier and more cost-effective to develop staff capacities through group training and exchange programmes and provide a wider array of future employment possibilities to development cooperation staff.

C. Capacity development

Compliance with the capacity-development approach of constituents

26. Flagship programmes respond to demands expressed by constituents across many countries and sectors, driven by the contemporary problems they face in the world of work. They are able to respond with multifaceted interventions based on their comprehensive and integrated strategies.

Increased and consistent quality of the Organization's and the Turin Centre's capacity development activities

27. Flagship programmes provide state-of-the-art interventions that allow constituents to benefit from knowledge and best practices developed over a large field of experience. Dissemination is ensured through the programmes themselves and through close cooperation with the International Training Centre of the ILO, Turin (Turin Centre).

D. Resource mobilization

Consolidation and diversification

28. All flagship programmes are designed as multi-partner operations to be financially supported through a mix of traditional development partner funding sources, domestic funding, South–South cooperation and private sector engagement.

Greater predictability

29. The large programme approach provides a better basis than individual projects for the conclusion of multi-year agreements with development partners, and the possibility to establish multi-donor trust funds. The three existing flagship programmes have already

proven their appeal to a wide range of traditional and non-traditional development partners, including domestic funding, South–South cooperation and private sector engagement.

Flexibility

30. The design of flagship programmes offers the opportunity to add "flagship-based funding" as a new modality to the existing funding modalities, namely project funding, RBSA, outcome-based funding and DWCP core funding at the local level.

Local resource mobilization

31. Some of the flagship programmes have already demonstrated their ability to mobilize domestic and local resources. This will be pursued further to support country-level interventions of the flagship programmes in the context of DWCPs.

V.   Next steps

32. For each of the flagship programmes the Office is developing detailed, results-based programme documents grounded in a sound diagnosis, theory of change and strategy, in line with the guidance provided by the Development Cooperation Internal Governance Manual. The implementation modalities, reporting requirements as well as monitoring and evaluation for each flagship programme will be described in the respective programme documents. Constituents will be consulted on the ongoing development and updating of these programmes.

33. The programme documents will serve as a basis for resource mobilization and partnership development. Efforts have been or will be made to identify lead development partners for each flagship programme. In some cases these development partners may collaborate with the Office in resource mobilization campaigns.

Draft decision

34. *The Governing Body takes note of the objectives and characteristics of the five flagship programmes and requests the Office to report on their implementation through the Programme implementation report.*