



## **STRENGTHEN: Global Knowledge-Sharing Workshop**

14-15 May 2019



## *Workshop Report*



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# 1. Workshop Quick Overview with links to presentations

Day 1: Tuesday 14 May 2019

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## **Welcome remarks:** [Sangheon Lee, Employment Policy Department, ILO](#)

Mr. Lee officially opened the programme, welcoming participants from the nine partner countries and outlining the purpose and impact of the STRENGTHEN programme. He linked the work of the program to the ILO's mandate in placing employment at the heart of economic policies. He thanked the EU for its support of the programme, the national coordinators and partner country participants.

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## **Session 1: Supporting the sectoral and trade dimension of National Employment Policies**

This session provided participants with an overview of National Employment Policies in different countries and what role the approach proposed by the STRENGTHEN project has played in relation to this important area.

- [Mr. Olvin Aníbal Villalobos Velásquez, Ministry of Labour and Social Security, Honduras](#)
- [Ms. Rafaelita Aldaba, Department of Trade and Industry, Philippines](#)
- [Mr. Abdeljalil Bousfiha, Ministry of Labour, Morocco](#)
- [Ms. Susanita Tesiora, Alliance of Workers in the Informal Economy, Philippines](#)
- [Mr. David Munana, Rwanda Association of Building and Public Works Contractors, Rwanda](#)
- [Ms. Dede Genevieve Adjei, Ministry of the Economy and Finance, Côte d'Ivoire](#)
- [Ms. Luz de María Morales Pineda de Ballesteros, Ministry of Labour, Guatemala](#)

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## **Session 2: Involving stakeholders in strategic employment creation**

Participants moved into working groups to share approaches, challenges and lessons learned through the experience of involving traditional (tripartite) and non-traditional actors in strategic employment creation.

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## **Session 3 – part 1: Quantitative and Qualitative Methods for Assessing the Employment Impact of Sectoral and Trade Policies**

This session gave participants the opportunity to acquire knowledge about quantitative and qualitative methods that have been explored, tested and adapted throughout the life of STRENGTHEN project. Partner country teams then brainstormed how they could choose and apply them in their country context. This session was animated by a group of experts that have worked on four methods:

Presentations:

1. [Spotting Export Potential and Employment Implications: Yvan Decreux, Federal Agricultural Office, Switzerland](#)
  2. [Local Multipliers: Matthieu Charpe, ILO Geneva](#)
  3. [Compact CGE models of Employment: Bill Gibson, University of Vermont, USA and Diane Flaherty, University of Massachusetts, Amherst](#)  
[Application in Honduras and Guatemala: Maynor Cabrera, Independent Consultant, Guatemala](#)
  4. [Qualitative and Mixed Methods: Paul Shaffer, Trent University, Canada](#)
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## Day Two: Wednesday, 15 May 2019

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### **Session 4: Assessing employment in export value chains**

Participants learned more about TRAVERA and its approach to support integration of firms into export value chains. Participants heard presentations on TRAVERA survey methodology, its application in the STRENGTHEN project, a case study of its use in Benin and a summary of the survey results from six target countries.

1. TRAVERA - The survey methodology and its application in the STRENGTHEN project: David Cheong, ILO Geneva
  2. Presentation and video: TRAVERA in Benin: Mercy Tohi, ILO Benin
  3. Presentation: TRAVERA database - Survey results in 6 target countries: Cristian Ugarte, Independent Consultant, Switzerland
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### **Session 5: Employment impact assessment of sectoral policies – two sector examples**

The results of employment impact assessments of policies in agro-processing and infrastructure were presented. Experts illustrated the complexity of such exercises in a number of sectors. The session was opened by Vanessa Epiphane Adou, who spoke about employment impact assessments in agro-processing in the Ivory Coast; followed by Maikel Lieuw-Kie-Song, who complemented the findings on agro-processing on other countries and discussed direct, indirect and induced employment effects of infrastructure investment.

1. Employment impact assessment in agro-processing: Vanessa Epiphane, Université Felix Houphouet Boigny, Côte d'Ivoire
  2. Presentation and Video: Ghana
  3. Infrastructure investments – direct, indirect and induced employment effects: Maikel Lieuw-Kie-Song, ILO Geneva
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### **Follow up to session 4 -5: What are the implications of these findings for policy making and planning in partners' countries?**

Participants moved back into working groups to reflect on the findings of the assessments made in trade, agro-processing and infrastructure and their implications for employment policy design, taking into consideration what is normally assumed to be the impact of these policies in terms of number and quality of jobs.

### **Responses from each working group**

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### **Session 6: What opportunities for further collaboration?**

In their country working groups, participants discussed the main learnings from the workshop and identified opportunities for further collaboration at their country level. Groups were asked to consider how to mainstream employment impact assessments, what opportunities for collaboration might exist and how to seize opportunities within their countries. The results of the working groups were presented in plenary by each delegation followed by the opportunity for direct questions from the other participants.

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### **Questions and closing remarks from** Maikel Lieuw-Kie-Song and David Cheong

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## 2. Workshop background

The **STRENGTHEN's Global Knowledge Sharing Workshop** took place on May 14-15 2019 at ILO HQ in Geneva, Switzerland. The STRENGTHEN project, "Strengthening the Impact on Employment of Sectoral and Trade Policies", is a joint initiative of the EU and the ILO, aimed at strengthening the capacity of partner countries to analyze and design sectoral and trade policies to foster the creation of more and better jobs.

The workshop was held in English, French and Spanish, the three working languages of the nine countries that participated in the project: Benin, Ivory Coast, Ghana, Guatemala, Honduras, Morocco, Myanmar, Philippines, and Rwanda. Delegations from the partner countries included representatives of governments, worker organizations, and employer organizations.

### 2.1. Workshop Objectives:

The workshop was designed to:

1. present the tools and methods that have been developed/utilized within the STRENGTHEN project (different combinations were selected in each country);
2. discuss lessons learnt in each country context and possible interest/applications of tools and methods in other countries; and
3. to elaborate proposals for implementing sectoral and trade policies to fulfill national employment objectives.

The workshop was structured to allow participants to interact and share learnings across countries, and to elaborate proposals through discussions at country level.

## Day 1 – Tuesday 14 May

### 3. Session 1 - Panel Discussion

Participants heard from each of the invited panelists respond to questions regarding their national employment policies in their respective countries (Honduras, Philippines, Cote d'Ivoire, Morocco and Rwanda). Panelists were asked to explore the approach proposed by the STRENGTHEN project and the role these approaches have played in relation to the creation of more and better jobs in their countries. Panelists represented different perspectives within partner countries, including government ministries and departments, worker organizations and employer organizations.

The section below summarizes the question posed to each panelist and their response.

#### 3.1. Mr. Olvin Aníbal Villalobos Velásquez, Ministry of Labour and Social Security, Honduras

**Question:** "What are the most effective sectoral policies driving employment creation in Honduras and how have you been supporting job creation in sectors such as tourism and agriculture?"



**Answer | Summary:**

What has been most effective in our context is the development and implementation of policies through inter-sectoral and inter-institutional work. We began our 'Country Strategy and Plan of Action' with a vision that looks forward (2017-2034) to what we would like to do in various areas in terms of employment generation. In 2014 we designed a new governmental structure, setting up sectoral government cabinets, to turn ourselves into a dynamic institution.

In 2016 we launched the program "Honduras 2020" a public-private alliance to promote six basic areas: (tourism, manufacturing, agri-business, textiles, services for companies, housing) and once these moved forward we were able to come up with the national policy, in 2017, in line with our National Development Strategy and other sustainable policies and initiatives, including Honduras 2020 in order to drive job creation and revenue generation also in areas that are relevant for families. Our national policy is built on 4 main axes:

- Creating a suitable context for development
- Developing entrepreneurship
- Fostering competition
- Creating employment and developing human capital

Based on these policies, a joint framework for implementation was developed. We have encountered a number of significant challenges, but we have learnt to overcome them in a joint manner in line with different sectors in our country and through an understanding at tripartite level

### **3.2. Ms. Rafaelita Aldaba, Department of Trade and Industry, Philippines**

**Question:** Trade and industrial policies may not always be aimed at fostering job creation and employment upgrading. How are trade and industrial policies in the Philippines aligned to the country's overall employment objectives?

**Answer | Summary:**

In the earlier part of the 1980s we liberalized our trade policy, we opened up the economy, and reduced the tariffs in many sectors. From the late 90s, trade liberalization has been happening mainly through regional trade arrangements. When we looked at the implications of all this, we noticed there wasn't much growth: in fact, manufacturing contribution, as well as employment generations remained stagnant for the years from the 80s, to the 90s and early 2000s. It was only in 2012, up to the present, that there has been a change in terms of economic growth, due mainly to the strong performance of the manufacturing industry.

But when you look at employment generation, this has not changed much from the 80s up to the present, it is somewhere between 8% and 9% contribution to total job generation for the entire economy. What was actually missing was accompanying measures that should have been there, in order for us to be able to generate jobs. With this experience, we started implementing an industrial policy from 2014 onward, based on the concept of "inclusive innovation". We're focusing on sectors where the Philippines has a comparative advantage, and not only on promoting manufacturing or base industries but also looking at shipbuilding, furniture, and garments i.e. highly labour-intensive sectors.

In agriculture, what we want to do is move away from traditional agriculture towards more modern agribusiness in order to create more jobs and at the same time achieve economic transformation and poverty reduction in the different regions of the country.

In IT and electronics, we do primarily assembly so there is very low value added. So, to move up the global value chain it is very important to be able to upgrade the different stages, the different economic activities that we do. At the same time, a lot of training would be necessary to upscale our workforce, especially now that we are facing a highly globalized world where competition is so intense. This is why at the heart of our new industrial policy is innovation: this is

the only way that we think we will be able to structurally transform the economy. That would lead to the creation of more and more decent jobs, as well as of course, to reduce the inequality and address poverty, which has been a very persistent problem in the country.

### **3.3. Mr. Abdeljalil Bousfiha, Ministry of Labour, Morocco**

**Question:** How does your division monitor the implementation of Morocco's National Employment strategy?

#### **Answer | Summary:**

Our job creation program, which includes an implementation plan, was drafted in 2015 and adopted by the government in 2016. The implementation started in 2018, so it is still very much underway. We are particularly interested in Monitoring and Evaluation of these programs and we are tasked with annual impact assessment studies, along with a multi-annual M&E plan.

Significant efforts were made to bolster M&E in recent years. Current programs have included setting up indicators, comparing implementation to our goals. We're also looking at job placement indicators, looking at national security level for declared jobs in the formal sector. Another aspect we are looking at is employability of potential job sectors. We're using procedural assessment – checking that implementation is in line with initial procedures.

Second looking at impact assessment, looking at professional development and progression of beneficiaries. We're also looking at creating a standing body looking at the implementation of the strategy objectives. There is already an independent observatory looking at job creation. We are also contributing work at the regional level and providing regional support – this is a critical part of the policy. Regional support includes setting up regional job observatories which are a priority in our plan. They will stock take on jobs and set up programs that compliment national aims.

### **3.4. Ms. Susanita Tesiorna, Alliance of Workers in the Informal Economy, Philippines**

**Question:** According to the latest labour force survey statistics from the Philippines, two out of every five workers are unlikely to have formal work arrangements and access to social protection. How has trade aggravated or mitigated this problem in the Philippines?

#### **Answer | Summary:**

Although the labour force survey in the Philippines now has 'self-employed' and 'paid family workers' on it, unless the informal employment definition is operationalized to address the statistical invisibility of these workers, we will remain short of social protection.

The lack of social protection has been abused in formal economic units, in subcontracting arrangements and outsourcing. Trade has aggravated this problem in the sense that labour policies were not mainstreamed in trade policies.

There was a first attempt from the previous Department of Labour and Employment Administration towards mainstreaming, but Trade continued to be a stand-alone. Policies were not talking to each other, while workers crying for decent work. This reflects also the social inequality prevailing in the country, with 20% of the total population controlling 80% of the nation's wealth, and the sustained economic growth. The SMEs account for 96% of the total number of establishments. Trade must be included with a holistic approach, taking social protection as one anti-poverty strategy and increasing productivity.

Trade must emerge from being a category of underground economy. Those businesses who purposely evade social legislations, employment benefits and taxes, remain in an underground economy. The appropriate authority should issue policies and conduct massive integration among SMEs to be compliant. I think it is this way we are going to reach these standards.

There is hope to address this gap through negotiation. This government approach under the recently signed "doing business" plan will enable the relevant authorities to formulate their recommendations. The Department of Labour and Employment and the Department of Trade and Industry are both represented here among other partners, they have started a good collaboration.

With respect to statistics, we do a lot of advocacy with the Philippines Statistical Authority, and we were able to manage a memorandum order from the Office of the President, a plan in four points to address statistical invisibility of the informal employees. The Philippine Statistical Authority has placed in the Philippines Social Protection Development Plan one item that will respond to what we need in the country.

### **3.5. Ms. Dede Genevieve Adjei, Ministry of the Economy and Finance, Côte d'Ivoire**

**Question:** Which national policies support job creation and the improvement of Employment Standards in the Ivory Coast?

#### **Answer | Summary:**

We have been engaged in emerging employment work since 2012. This work aims to be sustainable and inclusive. We have implemented policies, come up with strategies concerned with promoting investments and SMEs. Regarding promoting investments, we adopted a new code that will enable us to create jobs in the hotel, trade, industry and agriculture. We have set up a number of SME policies that is creating an agency between SMEs and government to support them and facilitate investment.

Regarding taxes, we have tax exemptions that allow the hire of interns and permanent hiring. Also, we have financing policies that have been helping people who do not have bank accounts to turn to mobile banking, and we have created a financial inclusion agency. This is an agency to help us set up mechanisms for young people and women who don't necessarily have money in the bank. We have set up a new labour code that sets a basic employment rate in order to bolster social welfare and protection. Economically speaking we are focusing on employment, and 80% of policies focus on this.

### **3.6. Mr. David Munana, Rwanda Association of Building and Public Works Contractors, Rwanda**

**Question:** The construction sector has been growing significantly in Rwanda over the last decades, what are some of the key policies which support the growth of the construction sector in Rwanda and what are the challenges that industry still faces in creating decent jobs?

#### **Answer | Summary:**

In Rwanda, after the genocide of 1994, the economy itself was based on agriculture. Then the government decided to change from a very agrarian economy to a knowledge-based economy. This requires a strong high-end infrastructure, which is among the priority sectors the government has identified to foster economic growth, and 20% of the national budget was allocated to it, and this is driving our construction sector. So we have the policies and laws and



regulations to see whether infrastructure can develop accordingly. Our 2020 Vision, 78% of the which has been achieved, highlights urbanization as one of the pillars of economic growth, and construction is key in this process.

There is also a seven-year government program which was stressing the importance of investing in the construction sector as the key driving force of economic growth. There are others like second economic development and poverty reduction strategy, urbanization, and rural settlement sector strategic plan, national land policy and national housing policy.

The main challenge vis-à-vis decent work is that it is more informal work. The other challenge was related to the skills, since those available on the local market were not enough to supply the market demand, so we were forced to outsource some people to work in construction. This was not facilitating decent work. The third challenge was policies, laws and regulations, which were not catering to the decent work aspect. But now, it is very positive that jointly government and private sector sat down and reviewed some laws and regulations. From 2017 to 2024, we have to create 1,500,000 decent jobs. We have reviewed the building code, which is considered as the basis of the construction sector, and this includes a component on decent work. Government and the public sector are working along to see how we can get the right skills on the market.

### **3.7. Ms. Luz de Maria Morales Pineda de Ballesteros, Ministry of Labour, Guatemala.**

**Question:** In 2018 a countywide employment strategy was adopted by Guatemala. Consultations to develop an implementation plan has been carried out. What challenges has Guatemala encountered in transitioning into the implementation phase of this important process?

#### **Answer | Summary:**

In 2017, we started a national policy for decent work, which covered a 15-year period and set up systems to monitor and finance the program. While we were setting up the policy, we identified ways we could intervene to improve employment. We set up a special bureau within the Ministry of Education. Then the commission focused on setting up technical groups to carry out implementation. We created committees that were working with different ministries and included participation of other institutions. We worked with workers and employers in order to carry out these policies. We have integrated employment indicators that were designed to generate more and better-quality jobs.

We aimed to create sectoral policies that would allow decent and qualitative work. We are also developing policies linked to the idea of competitiveness so that we can have more work available in the next 15 years. But this is all recent, and now we are trying to work in other areas such as education and we're waiting for further indicators to develop policies that will have great impact on employment.

## 4. Session 2: Involving stakeholders in strategic employment creation



In this session participants shared approaches, challenges and lessons learned through the experience of involving traditional (tripartite) and non-traditional actors in strategic employment creation in their countries. Participants were divided in three groups on a linguistic basis (English, French and Spanish speakers) and were asked to answer four questions. Answers were summarized in flipcharts, the content of which is reproduced below:

### **Question 1: What is your experience with respect to multi-stakeholder participation in employment policy development?**

<u>Benin</u>	The process is mainly led by the Ministry of Labour who engages the other stakeholders. Once the employment policy is prepared by the Ministry of Labour, it is presented to the government.
<u>Cote d'Ivoire &amp; Morocco</u>	The participatory process and tripartite has been adopted throughout the process for the preparation of the employment policy, starting from the diagnostic all the way to operationalization. The implementation of this policy takes place at national as well as regional level. The technical level is coordinated by the Ministry of Labour in charge of Employment, while the coordination at political level is taken care of by the Government.
<u>Ghana</u>	<ul style="list-style-type: none"> <li>• Social Partners, CSO, NGOs, Development Partners <ul style="list-style-type: none"> <li>◦ Sectoral groups – Agriculture, Industry, Services</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ Special groups – Youth, Women, PWD (People With Disabilities)</li> </ul>
<u>Guatemala</u>	<ul style="list-style-type: none"> <li>• 2016: construction process (collaboration)</li> <li>• Sectoral and territorial focus</li> <li>• Technical groups were formed with different Ministries               <ul style="list-style-type: none"> <li>○ Employment generation</li> <li>○ Human Development</li> <li>○ Conducive environment for enterprises</li> <li>○ Formalization process</li> </ul> </li> <li>• Trade Unions sector counts on the possibility of integrating</li> <li>• The business sector is concerned about the lack of political will and the enabling environment for companies is one of the priorities of this sector.</li> </ul>
<u>Honduras</u>	<ul style="list-style-type: none"> <li>• Elaboration of a proposal with the 7 cabinets of the Government</li> <li>• Social and Economic Council (CES) – names the technical team to develop the policy in a tripartite way.</li> <li>• Axes of the policy               <ul style="list-style-type: none"> <li>○ Enabling environment for companies</li> <li>○ Competitiveness</li> <li>○ Human Capital development</li> <li>○ Employment generation</li> </ul> </li> <li>• Elaboration of the Implementation Plan, called "Framework for Joint Action"</li> <li>• Trade Unions sector follows up on policies complementary to the Employment policy (Micro, Small and Medium Enterprises Act)</li> </ul>
<u>Myanmar</u>	<ul style="list-style-type: none"> <li>• Other government agencies and tripartite approach               <ul style="list-style-type: none"> <li>○ Ministry of Education</li> <li>○ Ministry of Industry</li> <li>○ Ministry of Commerce</li> <li>○ MSDP – Job creation Sector, Government and Development partners</li> </ul> </li> </ul>
<u>Philippines</u>	<ul style="list-style-type: none"> <li>• Tripartite and other social partners over labour employment policies</li> <li>• Six additional sectors</li> </ul>
<u>Rwanda</u>	<ul style="list-style-type: none"> <li>• Government intervention program – NEP including Government, Private Sector, Workers, Employers, NGOs)</li> </ul>

**Question 2: How was the challenge of multi-stakeholder participation in employment policy development tackled in your country throughout the STRENGTHEN project?**

<u>Benin</u>	The project has organized the participation of all relevant stakeholders
<u>Cote d'Ivoire and Morocco</u>	The project has allowed to strengthen the coordination and the collaboration among the stakeholders
<u>Ghana</u>	Different agendas in different organizations, but promoting common understanding in job creation
<u>Guatemala</u>	Challenges – better integration of the business and trade unions sectors
<u>Myanmar</u>	To link with Job Creation Sector Coordination Group and Strengthen Project
<u>Philippines</u>	Addressing sustainability, lack of coordination, lack of facilitation To assign permanent members in related organizations
<u>Rwanda</u>	Challenges: <ul style="list-style-type: none"> <li>• High informality</li> <li>• Low skills level</li> </ul>

**Question 3: What were the main achievements in this area?**

<u>Benin</u>	<ul style="list-style-type: none"> <li>• Setup of an information system - in process</li> </ul>
<u>Cote d'Ivoire</u>	<ul style="list-style-type: none"> <li>• Setup of an impact evaluation system of the current investments to capture their relevance for employment</li> </ul>

<u>Ghana</u>	<ul style="list-style-type: none"> <li>• EMPIA – mainstream in Ministry of Finance through the creation of desk to track employment creation in public Investments</li> <li>• Ministry of trade consciously (explicitly?) has linked investment to job creation.</li> <li>• Annual Progress Report can now include actual employment data through trained analysts.</li> </ul>
<u>Guatemala</u>	<ul style="list-style-type: none"> <li>• Agreement n. 144 on tripartite consultation</li> <li>• Tripartite dialogue</li> <li>• Articulation of the policies that have an impact on employment</li> </ul>
<u>Honduras</u>	<ul style="list-style-type: none"> <li>• Agreement on the Inspection Law achieved through tripartite process</li> <li>• Framework agreement on Social Protection</li> <li>• Negotiation of minimum wages</li> <li>• Bill on debt consolidation</li> <li>• Social dialogue at the sector level (maquila)</li> </ul>
<u>Morocco</u>	<ul style="list-style-type: none"> <li>• Strengthening of the capacity of actors in impact evaluation of trade and employment policies</li> </ul>
<u>Myanmar</u>	<ul style="list-style-type: none"> <li>• Capacity building for government and social partners for impact of trade on employment</li> </ul>
<u>Philippines</u>	<p>Framework for</p> <ul style="list-style-type: none"> <li>• Identified employment intensive sectors in Manufacturing and agriculture sectors (for exports)</li> <li>• Network for discussion for employment impact of trade</li> <li>• Limitation of data (export / informal employment)</li> </ul>
<u>Rwanda</u>	<ul style="list-style-type: none"> <li>• Link between Public Investment and job creation made known</li> <li>• Employment Policy (EP) has been finalized</li> <li>• Statistics are produced to monitor job creation</li> <li>• Link investment data and employment in four sectors – Constructions, Mining, Agriculture, Tourism.</li> </ul>

#### **Question 4: What in your opinion are the lessons learnt through the project in this area**

<u>Benin, Cote d'Ivoire and Morocco</u>	<ul style="list-style-type: none"> <li>• The organization of all stakeholders around the same table facilitates significantly exchanges</li> <li>• Promotion of research on employment issues</li> </ul>
<u>Ghana</u>	<ul style="list-style-type: none"> <li>• Need to make groups/people in charge of monitoring within one agency permanent</li> <li>• Revise discussion on National Employment Coordination Committee to be permanent.</li> </ul>
<u>Myanmar</u>	<ul style="list-style-type: none"> <li>• Should apply evidence based in policy making</li> <li>• Sustainability for other export potential sectors</li> </ul>
<u>Philippines</u>	<ul style="list-style-type: none"> <li>• Collaboration and coordination is important among stakeholders</li> <li>• Interventions and decisions should be evidence based</li> </ul>

## **5. Session 3: Quantitative and Qualitative Methods for Assessing the Employment Impact of Sectoral and Trade Policies**

Session 3 created the opportunity for participants to learn more about quantitative and qualitative methods that have been explored, tested and adapted throughout the life of STRENGTHEN project. This content was provided by way of presentations from labour experts.

The presentations are listed below. To view the actual presentation, click on the name of the presentation to view the PDF on the ILO website.

1. [Spotting Export Potential and Employment Implications – Dr. Yvan Decreux](#)
2. [Local Multipliers – Dr. Matthieu Charpe](#)
3. [Compact CGE models of Employment](#)
  - a. [Cheap and easy: Compact CGEs for Development Policy Dr. Bill Gibson, Dr. Diane Flaherty,](#)
  - b. [Compact CGE Models of Employment: Application for Honduras and Guatemala Dr. Maynor Cabrera](#)
4. [Qualitative and Mixed Methods – Dr. Paul Shaffer](#)

At the end of each presentation, participants posed questions to the experts on specific aspects of the methodologies presented.

A question from the audience that resonated broadly with the country representatives was “How can we choose one model over another in those country where statistics and data are obsolete or not collected regularly? What models could work?”.

The answers of the speakers provided different perspectives on this issue:

- Why would we choose? If you conduct your experiments here, in the International Space Station, or in Louisiana, you should always obtain the same outcome, if you are controlling the experiment properly. It doesn't really matter how you measure it, so why choose? Use them all.
- You cannot use a method based on information you don't have. If you have data that allows you to use a certain method to assess employment for instance by regions – like local multipliers – then use the approach that fits best with the data you have.
- You need to use as much complication as sufficient to answer your question in a reasonable way. A simpler answer can be better than a more complicated answer that uses all the data. So, if there's no data, we have to take one track, if there's too much data, we have to take another track. The basis on which you should choose your model is: “is data sufficient to answer your question?”

## Day 2 – Wednesday 15 May

### 6. Session 4: Assessing employment in export value chains

The purpose of this session was to enable participants to acquire knowledge about TRAVERA and its approach to support integration of firms into export value chains. The TRAVERA survey methodology and its application in the STRENGTHEN project was presented by Dr. David Cheong, followed by Mercy Tohi, who spoke about how the method has been used in Benin. She played for the participants a video featuring interviews with STRENGTHEN stakeholders in Benin. The session was concluded by Cristian Ugarte, who presented the survey results in six target countries.

The speaker presentations are listed below. To view the actual presentation as a PDF on the ILO website, click on the presentation name below.

- [TRAVERA: Trade and Value Chains in Employment-Rich Activities](#)
- [TRAVERA: Implementation in Benin](#)
- [TRAVERA database. Survey results in 6 target countries](#)

### 7. Session 5: Employment impact assessment of sectoral policies – two sector examples

In this session, the results of employment impact assessments of policies in agro-processing and infrastructure were presented. Experts illustrated the complexity of such exercises in a number of sectors.

The session was opened by Vanessa Epiphannie Adou, who spoke about employment impact assessments in agro-processing in the Ivory Coast. This was followed by Maikel Liew-Kie-Song, who presented the findings on agro-processing on other countries and discussed direct, indirect and induced employment effects of infrastructure investment.

Speaker presentations

- [Study on Employment in the Cassava Transformation Activities in Ivory Coast](#)
- [Selected Results from Employment Impact Assessment of Agro Processing: Coffee, Tea and Pyrethrum in Rwanda and Cocoa in Ghana](#)
- [Employment Impact Assessment of Infrastructure Investments: Results from Rwanda and Ghana](#)



## 8. Follow-up to sessions 4 and 5: What are the implications of these findings for policy making and planning in partners' countries?



Participants reflected on the findings of the assessments made in trade, agro-processing and infrastructure and their implications for employment policy design, taking into consideration what is normally assumed to be the impact of these policies in terms of number and quality of jobs. The working groups were organized by country.

Each country delegation was asked to discuss the following questions:

*"Considering what you have heard from experts during session 4 – 5 and the findings of studies on trade, agro-processing and infrastructure in other countries":*

1. Do the findings of the studies confirm or contradict previously held assumptions about job creation and quality of employment in trade, agro-processing and infrastructure in your country?
2. What are the possible implications of these findings for: a) sector and trade policies; b) employment policies development?
3. How useful are the findings for the implementation plans of these policies?

The results of the working groups are summarized in Table 1 below.

**Table 1 – Results of the working groups | Follow-up to session 4-5**

Country	Answer to Q1	Answer to Q2	Answer to Q3
<b>Benin-Ivory Coast</b>	The assessments, in particular the one on the transformation of manioc, confirm previous held views that trade and agro-processing do create jobs, but mostly in the informal sector.	a) Gather stakeholders within a shared platform for dialogue and exchange to better organize the manioc sector; b) Carry out a STED assessment (Skills for Trade and Economic Diversification) to identify the necessary competencies to make the sector more competitive and foster the creation of decent jobs.	The findings indicate possible ways to improve sectoral policies (education, training, commerce, agriculture, etc.)
<b>Ghana</b>	Findings confirm previously held assumption in certain sectors, while in others they contradict them, e.g. more jobs were created through investments in the construction sector, but not through cocoa agro-processing. Also the expectation that agro-processing of cocoa beans would generate more decent jobs was not confirmed.	Policy direction must change to: <ol style="list-style-type: none"> <li>1. incorporate decent work in the formulation</li> <li>2. policy outcomes</li> <li>3. Evidence-based investments in decent job creation</li> </ol>	The findings provide guidance for <ol style="list-style-type: none"> <li>1. policy development and implementation</li> <li>2. employment coordination</li> <li>3. institutional arrangements</li> </ol>
<b>Guatemala</b>	Findings confirm previously held assumptions on job creation in terms of number of jobs, but not in terms of quality (decent work)	Within the national economic policy, the policy to foster competitiveness and the development program, focus investments on sectors that generate more and better jobs. Within the employment policy, introduce initiatives to facilitate access to those jobs.	The methodologies and the assessments are important tools to foster development of clusters identified as priority areas.
<b>Honduras</b>	Findings confirm previously held assumptions on job creation in terms of number, but not in terms of quality (decent work)	The findings help us re-orient our priorities in policy development in order to focus on those items with more spillover and employment creation potential.	The findings ratify the information within the local systems and therefore justify the migration towards new actions oriented toward the development of quality employment policies.
<b>Morocco</b>	Findings generally confirm previously held assumptions in terms of the important contribution of the automotive industry to employment, quantity and quality of jobs. The value chain of the automotive industry employs about 63,000 in regular jobs - 84% of which in enterprises with over 200 employees. These are usually unionized and covered by the social security system. Jobs in the automotive system are in fact among the better paid at national level. Employees earn on average 1,5 times more than the salary of regular employees in the private sector (all sectors).	Three considerations: 1. the significant contribution of the automotive sector to quantity employment in quality for 63,000 employees across the entire value chain of the automotive sector. 2. Dominance of large companies with 200 or more employees, who remain the main employers in the automotive value chain in Morocco. 3. The important contribution of the sector in Morocco's international trade both in terms of exports and imports. While exports account for nearly 20% of Morocco's GDP, the integration rate varies between 40 to 60% depending on the references. One of the implications for public policy is to promote local integration especially of SMEs. This involves the recovery of certain land, financial and	This kind of study can only be useful for a public policy based on facts and rigorous data. The project and its various components are very important for illuminating the links between foreign trade and employment policies. In addition, the results allow to have the detail of job creation in the various segments of the value chain of the sector which is very indicative for public policy. Indeed, this information is able to provide decision-makers with guidance for targeted actions to promote employment and trade. This information may affect the subsidy of local businesses as they may deal with the incentive of FDI, but also the external market positioning so as to be able to move towards

		technological barriers and competitiveness. Another implication is the encouragement of knowledge transfer.	markets favorable to the development and sustainability of the chain's activities. especially those with exports and jobs.
<b>Myanmar</b>	Findings confirm previously held assumptions on job creation and quality of jobs in trade, agro-processing and infrastructure	Export potential assessment, impact of employment for national, sectoral, regional development plan.	Effective human resource development plan.  Technical support for the operationalization of the Trade Sub-Sector Coordination Group.
<b>Philippines</b>	Non-traditional cocoa products – The findings confirm assumptions. These also apply to trade and agro-processing in the Philippines.	For Trade and Sectoral Policies to increase productivity and attract investors: 1. R&D policies 2. Technology and innovation 3. Access to finance 4. Ease of doing business 5. Incentives schemes 6. Strengthen government, industry, academia and labour collaboration 7. Increase market access abroad through FTAs 8. Establish and promote compliance with standards, certification schemes at par with global standards 9. Provide shared service facilities	Implications for employment policy development: 1. Review policies for organizing informal workers in the agricultural sector so that they can better access finance, markets, technology, training. 2. Review wage systems across the value chain taking into account formal and informal/atypical work arrangements 3. Establish/enhance incentives for youth to be attracted to agricultural employment 4. Modernize good agricultural practices 5. Develop roadmaps covering non-traditional coconut products (HRC skills, technology, market access, improving trade and employment data).
<b>Rwanda</b>	The findings confirm previously held assumptions. Before the studies, the sectors were selected as potential ones in terms of employment creation.	-Easier to assess employment -Help to predict employment -Inform policy development process -Helpful in investment orientation process	Findings will be guiding policy makers and implementers to measure the impact of investments on employment into these sectors.

## 9. Session 6: What opportunities for further collaboration?

Participants discussed the main learnings from the workshop and identified opportunities for further collaboration at their country level. Work was organized in country delegations.

Groups were asked to answer the following questions, considering what they had heard from experts and about experiences in other countries:

1. How can employment impact assessment be mainstreamed into sector and trade policies in your country?
2. What opportunities are there for continuing and/or expanding collaboration between sectoral and trade ministries on the one hand and employment/ILO social partners on the other hand, for more and better jobs?
3. How can such opportunities be seized?

The country teams worked to produce short summaries of their conclusions, which were presented in plenary back to the workshop participants. Their presentations are captured below.

### 9.1. Benin/Cote d'Ivoire

- **Impact assessment**
  - When drafting policies, it is important to have a participatory approach with all relevant stakeholders involved;
  - Bear in mind job creation outcome indicator when drafting policies. This might vary dependent on sector – e.g. yield might be primary indicator in agriculture and jobs a secondary indicator.
  - Must include a planning, budgeting and M&E approach in the drafting phase. This increases success.
- **Collaboration**
  - In the Ivory Coast, we looked at 2 existing frameworks to capitalize on:
    - The Employment Committee - a multi-sectoral comprising multiple ministries, private sector, unions, - links different job creation policies, tells how each sector can create jobs, and helps share outcomes. This is a way to monitor employment policy.
    - Private sector state consultation body. This allows us to debate all stumbling blocks that hinder competitiveness.
- **Capitalizing on opportunities**
  - Bolster these bodies, focusing on impact assessments.

### 9.2. Ghana

- **Impact assessment**
  - Impact assessment should be considered in the national planning process, especially for key performance indicators by ministries and in annual progress reports.
- **Collaboration**
  - Job creation indicators should be used by the National Development Planning Committee, the body that looks at the development framework and is in

charge for planning. The Ministry should also account for how it has built job creation into its policy.

- Ghana's National Employment Policy is meant to put in place a national coordinating body, but this has been dormant. We should pursue processes to reactive this body.
- **Seizing opportunities**
  - Through tri-partite engagement to ensure political buy-in and give a strong legal backing through ongoing national dialogue processes.

### 9.3. Guatemala

- **Impact assessment.**
  - Guatemala has a National Development Plan, which sets priorities in employment, in favor of decent work for all, and a national framework responsible for implementing this policy. Policies and actions have not necessarily stressed employment as their key objective. By pulling in M&E tools we have learnt how we can include employment indicators to monitor impact of policies on employment.
- **Collaboration.**
  - Government bodies are part of decent work committees, with sub-committees responsible for sub-axis which include worker representatives amongst others. The biggest challenge is ensuring sub-committees participate in the entire M&E impact assessment approach.
- **Opportunities.**
  - We have made significant efforts in the past four years to set up this high participative structure so as to bolster national policy. The first aspect is clear performance indicators and to ensure effective participation form all these stakeholders.

### 9.4. Myanmar

- **Impact assessment**
  - For employment impact assessment we can estimate job creation and analyze skilled or unskilled jobs created. Based on this we can formulate inputs for skills development plan.
  - If we know which regions generate more employment than others, we can put some development policy to reduce regional development gap.
- **Collaboration**
  - In Myanmar's sustainable development plan (2018 – 2030), job creation is a central pillar. Development / promoting services is a significant part of our job creation policy and international trade is therefore an important part of the strategy. Export can create jobs.
  - The government has created a sector coordination group and this is already set up. A job creation group is to be identified for the development of the system.
- **Opportunities**
  - We also have 5 trade sub-sector groups, which are weak in terms of coordination. Offering technical coordination to these groups would be in line with STRENGTHEN's objectives.

## 9.5. Philippines

- **Impact assessment**
  - We are thinking of proposing legislation and a mechanism for regulatory employment indicator assessment and making sure there is the necessary budget.
  - Propose a law that establishes a procedure for regular employment as well as the budget for it
  - Designate Philippine Institute for Development Studies (PIDS) as national employment agency
  - Design a national employment model to be used by PIDS
  - In dealing with employment, institutionalize a multi-stakeholder consultative process
- **Collaboration:**
  - STRENGTHEN technical working group can be transformed into a Policy Working Group on Trade and Employment
  - Decent Work Country Programme 2018 to 2024 has capacity-building on assessing the employment effects of trade
  - Poverty Roadmap can include collaboration on more and better jobs particularly in the rural areas
  - Presidential directive for four agencies to work together to increase productivity and growth in agriculture
- **Opportunities**
  - Better investment for decent jobs. President has issued directive to ensure growth
  - Push for an issuance of a policy institutionalizing employment
  - Enhance the capacity of all multi-stakeholders to be involved – through awareness on the effects of trade to employment

## 9.6. Honduras

- **Impact assessment.**
  - It is important to learn from the entire gamut from M&E process in other countries and to mainstream them into national policy, and this process will be kicked-off soon.
  - There is a tripartite commitment to working together towards employment, and a council that includes high level government representatives, business people from various sectors and workers. It is possible to mainstream indicators – we need to provide appropriate budget for this.
- **Collaboration.**
  - Ministry for Trade, Labour, and ILO social partners believe it is very important to keep working together. We have a tripartite Decent Work sectorial bureau which is part of the Social Council.
  - ILO their technical assistance remains very important, and this is a good opportunity to keep working with the ILO. The training we've received has had private, government and worker sector participation.



## 9.7. Morocco

- **Impact assessment.**
  - In Morocco, the number of jobs created is a key criterion in shaping government support. Employment impact assessment is paramount and must be applied up and downstream (ex-post evaluation to verify the model estimates from the collected figures), to validate the model and methodology.
- **Collaboration.**
  - Reconciliation of technical services and social partners through the National Consultation Committee to discuss the effects on employment of trade policies and define a commercial strategy for Morocco. The Committee brings relevant ministries together, offers a platform for exchanging views, shaping opportunities and define real development strategies, which would allow us to review opportunities in the sector.
- **Capitalize.**
  - The High Council for Employment, which was set up for debate, allowed us to consider impact of trade on employment. By enhancing this platform, we can contribute to the debate.
  - Technical assistance is key to allow effective implementation of these projects. National partners are interested in technical assistance in other sectors, e.g. automobile sector.

## 9.8. Rwanda

- **Impact assessment:**
  - Mainstreaming EMPIA can be done through institutional sector by providing existing data and monitor the change in employment situation.
  - Each sector should report on the number of job created or to be created from the planning process
  - Initiate Public and private dialogues for the mainstreaming of Employment
- **Opportunities.**
  - Effective use of available data - surveys are conducted regularly and data are available for in depth analysis
  - Lack of capacity among contractors for employment development to organize the supply of services
  - A matrix is proposed to help identify sectors for employment through labour force survey – through the matrix we can see the people employed in consecutive years in agriculture for instance and employment movement.
- **Capitalize.**
  - Government, especially the Ministry of Public Service and Labour, should engage partners in dialogue and make a platform to achieve the objectives.

## 9.9. Questions from other participants

Bill Gibson commented that the Rwandan Matrix looks like a Markov chain. This can be used to show predictions in changes in employment. He noted that it is used in many places to track jobs and said 'what you've set up is quite beautiful and is the initiation of a Markov process'.

## **9.10. Comments and questions from ILO**

David Cheong and Maikel Liew-Kie-Song reported back to the participants their observations and questions on the plenary presentations and question session. Their comments are noted below.

### **9.10.1. Comments from David Cheong**

David noted that the matrix presented by Rwanda shows jobs in 2018 and 2019, observing that Bill Gibson is proposing transition probabilities from one sector to another. He suggested that with multiple years of information you can predict movement from one industry to another, which would be a significant innovation.

He was reminded of the need for good indicators and asked the group 'what are the indicators that we want to measure?', suggesting that transition possibilities may be an important indicator to measure, and could become an areas of focus for labour experts.

David also commented on the importance of political support to mainstream employment indicators into sectoral and trade policies, suggesting that a bridge needs to be built between politicians and experts. He cited as an example the Honduras' inter-sectoral technical body whose affiliation with political bodies allows it to play this bridge function.

### **9.10.2. Comments from Maikel Liew-Kie-Song**

In reflecting on the Philippines proposal, Maikel offered that there is benefit in holding political governance and accountability on hand, and technical capacity on the other, separately from each other, saying 'What is interesting in the Philippines is that they have a body accountable for delivering on labour but a separate institution for technical capacity. I think this is very healthy for many reasons'. He commented that where the two are closely intertwined, credibility can be questioned. He also noted that resources are also an important part of the equation.

Maikel posed the question of what our ambition should be. He asked what the key agreements, policies or interventions are we should start with, suggesting we start by identifying them and then building up capacity. He noted Korea as a good example, where employment and industrial policies have been mainstreamed and the Labour Institute conducts an impact assessment before a policy can be approved.

## **9.11. Workshop closure**

David and Maikel closed the workshop by thanking the EU for their support, the ILO directors, participants, ILO support staff and facilitation team.