



## Governing Body

320th Session, Geneva, 13–27 March 2014

GB.320/POL/5

Policy Development Section  
*Social Dialogue Segment*

**POL**

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### FIFTH ITEM ON THE AGENDA

## Sectoral Activities Programme 2012–13 and 2014–15

#### Purpose of the document

The Governing Body is invited to take note and authorize the publication of the outcomes of two meetings of experts held in the second part of 2013, and endorse the proposals made in relation to sectoral meetings for 2014–15 (see the draft decision in paragraph 26).

**Relevant strategic objective:** To strengthen tripartism and social dialogue (Outcome 13: Decent work in economic sectors).

**Policy implications:** The Guidelines on the Training of Ships' Cooks and Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel would become part of ILO guidance in relation to these two matters.

**Legal implications:** None.

**Financial implications:** The proposals made in Section B will be carried out within the existing budgetary allocations.

**Follow-up action required:** The Office will be required to take action as set out in the decision paragraphs.

**Author unit:** Sectoral Activities Department (SECTOR).

**Related documents:** GB.312/POL/5.



## I. Sectoral Activities Programme 2012–13

### A. Meeting of Experts to Adopt Guidelines on the Training of Ships' Cooks (23–27 September 2013)

1. The Meeting of Experts to Adopt Guidelines on the Training of Ships' Cooks was held from 23 to 27 September 2013 at the International Labour Office in Geneva, in accordance with a Governing Body decision at its 310th Session (March 2011).<sup>1</sup>
2. At its 316th Session (November 2012), the Governing Body decided that the Meeting would be composed of six experts nominated by the Employers' group of the Governing Body; six experts nominated by the Workers' group of the Governing Body; and six experts nominated by the Governments of Brazil, Cyprus, Ghana, Indonesia, Norway and the Philippines.<sup>2</sup> The Meeting was chaired by Mr Bro-Matthew Shinguadja (Namibia) and was attended by six Government experts, five Shipowner experts, and six Seafarer experts accompanied by three advisers.
3. The Meeting was also open to all governments as observers, with those that had already ratified the Maritime Labour Convention, 2006 (MLC, 2006) having been particularly encouraged to consider sending observers.<sup>3</sup> Accordingly, the Meeting was attended by 44 observers from interested governments and seven observers from international governmental organizations (IGOs) and non-governmental organizations (NGOs).<sup>4</sup>
4. The Meeting reviewed and adopted the Guidelines on the training of ships' cooks.<sup>5</sup> Pursuant to the resolution concerning the promotion of the MLC, 2006, the Guidelines were designed to serve as a tool to assist ILO Members to implement the Convention.

### B. Meeting of Experts on Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel (12–15 November 2013)

5. In accordance with the decisions of the Governing Body,<sup>6</sup> the Meeting of Experts on Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel was held in Geneva from 12 to 15 November 2013. The Meeting was chaired by Mr Sammy Nyambari (Kenya), and was attended by five experts nominated by the Governments of Argentina, Republic of Korea, Latvia, Lebanon, South Africa, five experts nominated by the Employers' group of the Governing Body, and five experts nominated by

<sup>1</sup> GB.310/PV, para. 161.

<sup>2</sup> GB.316/PV(&Corr.), para. 404(f), and GB.316/POL/4(&Corr.), para. 12.

<sup>3</sup> *ibid.*

<sup>4</sup> MESC/2013/10.

<sup>5</sup> MESC/2013/9.

<sup>6</sup> GB.316/PV(&Corr.), para. 404(b), and GB.317/PV, para. 378.

the Workers' group of the Governing Body. Thirty-four Government and ten Worker observers, as well as representatives of relevant IGOs and international NGOs, also took part in the discussions.<sup>7</sup>

6. On the basis of a draft prepared by the Office, the Meeting reviewed and unanimously adopted Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel.<sup>8</sup> The Guidelines are the first international text dealing specifically with the status of early childhood education personnel.

## **II. Sectoral Activities Programme 2014–15**

### **A. Proposal for a tripartite sectoral meeting for the oil and gas industry**

#### ***Background***

7. At its 317th Session (March 2013), the Governing Body examined document GB.317/POL/5, which contained proposals for a sectoral programme for 2014–15. At that session, a number of speakers requested clarification regarding the term “extreme climatic conditions”, used in one of the proposals. The Governing Body therefore decided to postpone its decision regarding that meeting until its October 2013 session. At that session, it requested the Office to prepare a revised proposal for a tripartite sectoral meeting<sup>9</sup> in light of the statements made and the outcomes of further consultations.<sup>10</sup>

#### ***Proposal***

8. After further consultations, the Office proposes that, as part of the programme for sectoral work for 2014–15, a “tripartite sectoral meeting on occupational safety and health and skills in the oil and gas industry operating in polar and subarctic climate zones of the Northern hemisphere” be held.
9. On the basis of a report prepared by the Office, it is proposed that the tripartite sectoral meeting<sup>11</sup> be asked to examine relevant aspects of occupational safety and health (OSH) and skills with a view to adopting conclusions outlining ways to promote OSH and address skills in the oil and gas industry in polar and subarctic climate zones of the Northern hemisphere.

<sup>7</sup> MEECE/2013/10.

<sup>8</sup> MEECE/2013/8.

<sup>9</sup> As a consequence, the earlier proposal to hold a meeting of experts that would adopt a code of practice or guidelines, instead of a tripartite sectoral meeting, is no longer under discussion.

<sup>10</sup> GB.319/PV/Draft, para. 425.

<sup>11</sup> If adopted, the Office will submit proposals regarding the meeting's composition, duration and dates to the 322nd Session of the Governing Body (October/November 2014). For a detailed overview of the typical composition and duration of each type of meeting used under the Sectoral Activities Programme, please refer to the table under para. 4 of GB.312/POL/5.

- 10.** Any recommendations made by the meeting for future ILO work in its conclusions would be submitted to the Governing Body for its consideration and, should the Governing Body so determine, could serve as guidance for further ILO work. In addition, they could also serve as reference for future action by governments, employers' and workers' organizations.

#### Purpose and scope

- 11.** The polar and subarctic regions of the Northern hemisphere pose multiple challenges for human life and, consequently, for workers. The effects of extreme cold, ice and snow storms, prolonged fog, lack of daylight (in winter) and lack of darkness (in summer) can all have effects on the well-being of workers and their performance. Not only machines and structures, but also working schedules and work procedures need to be adapted. This gives rise to additional specific training needs, making other skills-related issues, such as retention and career development schemes, also of great importance to the industry.
- 12.** Against this background, it is thus proposed that the purpose of the meeting be to discuss OSH and skills, and more specifically:
- OSH challenges unique to the work environment (such as those caused by low temperatures) and possible solutions;
  - health protection and access to medical care in remote and isolated areas;
  - working time arrangements;
  - OSH training to promote a preventative safety and health culture; and
  - recruitment, retention and career development schemes and industry-specific vocational education and training (VET) strategies.
- 13.** Furthermore, it is proposed that the scope of the meeting cover all oil and gas operations that are being carried out in the polar and subarctic regions of the Northern hemisphere. It would thus cover workers engaged in the operation and maintenance of the oil and gas equipment and structures as well as the service activities ancillary to these operations (for example, specialized services companies, catering, transport by air or supply vessels and emergency response services).

#### Geographic scope

- 14.** Given that the issues outlined above are specific to certain geographic regions, and in response to requests from Governing Body members that it be made clear that the meeting should not address the Antarctic region, it is proposed that its geographic scope be limited to those geographic areas in the Northern hemisphere that are classified as polar or subarctic under the Köppen Climate Classification System: Group E and the subarctic climates that are part of Group D, more specifically Dfc, Dwc, Dsc, Dfd, Dwd and Dsd.<sup>12</sup>
- 15.** Whereas the meeting would thus have a clear geographic scope, government participation would not be limited to countries that fall within this definition, given that many nationals of countries outside the region work as migrant workers in the region.

<sup>12</sup> This system uses native plants and vegetation as indicators of climate and climate zone boundaries. It comprises these five major groups: Group A (tropical/megathermal climates); Group B (dry (arid and semi-arid) climates); Group C (mild temperate/mesothermal climates); Group D (continental/microthermal climate); and Group E (polar climates).

- 16.** In responding to the requests by Governing Body members for a clear delimitation of scope, other organizations' definitions of the Arctic and adjacent areas have not been used, as they do not clearly delimit the geographic area in question. Examples can be found in documents of the International Organization for Standardization (ISO) and of the International Maritime Organization (IMO), such as the international code of safety for ships operating in polar waters (under development), which refer to "arctic and cold regions" as "deemed to include both the Arctic and other cold regions that are subject to similar sea ice, iceberg and icing conditions",<sup>13</sup> or which refer to both the North and the South Poles in their reference to "polar waters".<sup>14</sup>

#### An expanding industry

- 17.** Given that the Arctic is thought to hold a significant proportion of the world's remaining undiscovered hydrocarbon reserves,<sup>15</sup> the oil and gas industry is expanding its operations in the area. For example, levels of investment in Norwegian oil fields have been growing since 2007 and they increased by 30 per cent from 2008 to 2012.<sup>16</sup>
- 18.** The increase in investments has also led to strong employment growth in recent years. Whereas global figures on oil workers in the region are not available, in the State of Alaska (United States) alone, between 2002 and 2012, the oil and gas industry has generated 53 per cent more jobs, resulting in the direct employment of 13,641 workers in 2012.<sup>17</sup>

#### Related work of other international entities

- 19.** The strong interest in the region is also reflected in the ongoing efforts of a number of international entities. Most prominently, the ISO has developed a standard for the safe and reliable design of offshore structures in ice, and is developing other related standards.<sup>18</sup> Work by other entities includes the development of Arctic offshore oil and gas operating guidelines for the Arctic states by the Arctic Council, and a good practice guide on environmental management in Arctic oil and gas operations, devised by the International Association of Oil and Gas Producers (OGP).
- 20.** The ISO standard 19906:2010, "Petroleum and natural gas industries – Arctic offshore structures", establishes requirements and provides recommendations and guidance for the design, construction, transportation and removal of offshore structures, related to activities of the petroleum and natural gas industries in Arctic and cold regions. Its objective is "to ensure that offshore structures in arctic and cold regions provide an appropriate level of reliability with respect to personnel safety, environmental protection and asset value to the

<sup>13</sup> ISO 19906:2010: "Petroleum and natural gas industries – Arctic offshore structure" (ISO 19906:2010, (E) p. 1).

<sup>14</sup> For news on ongoing developments, please see: <http://www.imo.org/MediaCentre/HotTopics/polar/Pages/default.aspx>.

<sup>15</sup> In its 2008 Circum-Arctic Resource Appraisal (CARA), the United States Geological Survey (USGS) evaluated the petroleum potential of all areas north of the Arctic Circle.

<sup>16</sup> Ernst & Young: *The Norwegian oil field service analysis 2012*, EYGM, 2013.

<sup>17</sup> "Alaska Economic Trends", June 2013 edition, Alaska Department of Labor and Workforce Development, p. 5, table 3 (available at: <http://labor.state.ak.us/trends/jun13.pdf>).

<sup>18</sup> Under ISO/TC 67/SC 8, Arctic operations.

owner, to the industry and to society in general.”<sup>19</sup> While it refers to personnel safety, the standard does not contain requirements relating to operation or maintenance, nor does it take into account workplace-specific issues, such as remoteness and isolation, or the development of an industry-specific safety culture and skills. An ILO discussion of the central issues related to the human element would thus not overlap with work already carried out in this field by the ISO.

21. Further ongoing work, such as the development of ISO/AWI 18861, which deals with aspects of the working environment, and ISO/AWI 19257, which addresses “Material requirements for arctic operations”, is also not likely to overlap with the purpose of the meeting as proposed. As a tripartite forum, the meeting would enable tripartite constituents to discuss OSH and skills together and highlight aspects that are not covered by the work of other entities. To ensure a productive and focused discussion, the Office proposes to include in-depth information on the ongoing work of other international entities relevant to the subject of the meeting to ensure that participants are aware of these efforts.
22. Since the format for the proposed meeting is that of a tripartite sectoral meeting, it would normally be expected to result in a set of conclusions.<sup>20</sup> Such conclusions are drafted and agreed upon by the meeting and therefore represent tripartite consensus. They are non-mandatory and can be used as reference for policy-making. They can also play an important role in shaping future work of the Office, if the Governing Body so wishes. In no case should conclusions resulting from a tripartite sectoral meeting be understood to overrule established standards, including those by bodies such as the ISO. They are political in nature and an expression of tripartite agreement on an issue, often with an emphasis on future ILO work.
23. The proposed tripartite sectoral meeting would thus provide an opportunity for the ILO’s tripartite constituents to discuss central questions for this expanding industry in the region, namely on OSH and skills, in a tripartite setting.

## B. Upcoming meetings

24. Following the adoption of a programme for sectoral work for 2014–15 by the Governing Body at its 317th Session (March 2013), it decided on the dates, duration, official title, purpose and composition<sup>21</sup> of the first five meetings to be held in 2014 at its 319th Session (October 2013).<sup>22</sup>
25. The table attached contains the following proposals:
  - the selection of countries to be invited to nominate experts to take part in the Meeting of Experts on Maritime Occupational Safety and Health (13–17 October 2014);

<sup>19</sup> Abstract (ISO 19906:2010, (E) p. 1).

<sup>20</sup> For a detailed overview of the different formats and outputs for each type of meeting used under the Sectoral Activities Programme, please refer to the table under para. 4 of GB.312/POL/5.

<sup>21</sup> With the exception of countries to be invited to nominate experts to take part in the shipping sector meeting. GB.319/POL/4, para. 25.

<sup>22</sup> GB.319/PV/Draft, para. 429.

- the dates, duration, official title, purpose and composition of meetings to be held in Geneva from December 2014 to August 2015 under the Sectoral Activities Programme.

**Draft decision**

**26. The Governing Body:**

- (a) takes note of the final reports of the two meetings of experts mentioned in Section I of document GB.320/POL/5;*
- (b) authorizes the Director-General to publish the Guidelines on the Training of Ships' Cooks and the Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel;*
- (c) requests the Director-General to bear in mind, when drawing up proposals for future work, the recommendations for future action by the ILO made in the Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel;*
- (d) endorses the proposal to hold a tripartite sectoral meeting for the oil and gas industry with the title, purpose and scope set out in Section IIA of document GB.320/POL/5, as part of the programme for sectoral work for 2014–15; and*
- (e) endorses the proposals made in the table appended to document GB.320/POL/5, relating to the dates, duration, official title, purpose and composition of the meetings listed therein.*

## Programme of sectoral meetings (October 2014 – August 2015)

Meeting as adopted by the Governing Body	Proposed dates	Proposed duration	Proposed title	Proposed purpose	Proposed composition (G–E–W)
<b>Meeting of Experts (shipping sector)</b> (Item 21 in the column “Sectoral advisory body recommendations” of the table appended to GB.317/POL/5)	13–17 October 2014 *	5 days *	<b>Meeting of Experts on Maritime Occupational Safety and Health *</b>	To discuss and adopt an ILO Handbook on Guidance on implementing the Maritime Labour Convention, 2006, and on the occupational safety and health of seafarers. *	6 Government experts; 6 Shipowner experts; 6 Seafarer experts; observers. * Proposed Government expert countries: – Argentina – Australia – Germany – Philippines – South Africa – United Kingdom Reserve list: – Japan – Liberia – Norway – Panama – Singapore – Spain
<b>Global Dialogue Forum (mechanical and electrical engineering sector)</b> (Item 8 in the column “Sectoral advisory body recommendations” of the table appended to GB.317/POL/5)	9–11 December 2014	3 days	<b>Global Dialogue Forum on the Adaptability of Companies to Deal with Fluctuating Demands and the Incidence of Temporary and Other Forms of Employment in Electronics</b>	Tripartite constituents will assess the reasons for companies to choose temporary and other forms of employment, as well as the impact of these forms of employment on the enterprise and the workers. The discussion will be supported by concrete examples and cases and will seek to identify solutions that address these impacts.	All Governments; 8 Employers; 8 Workers; observers.

Meeting as adopted by the Governing Body	Proposed dates	Proposed duration	Proposed title	Proposed purpose	Proposed composition (G–E–W)
<b>Meeting of Experts (fishing sector)</b> (Item 20 in the column “Sectoral advisory body recommendations” of the table appended to GB.317/POL/5)	23–27 February 2015	5 days	<b>Meeting of Experts to Adopt Flag State Guidelines for the Implementation of the Work in Fishing Convention, 2007 (No. 188)</b>	For tripartite constituents to consider and adopt flag State guidelines for the implementation of the Work in Fishing Convention, 2007 (No. 188).	8 Government experts; 8 Employer experts; 8 Worker experts; observers. Proposed Government expert countries: <ul style="list-style-type: none"> <li>– Argentina</li> <li>– Brazil</li> <li>– Indonesia</li> <li>– Morocco</li> <li>– Namibia</li> <li>– Norway</li> <li>– South Africa</li> <li>– Spain</li> </ul> Reserve list: <ul style="list-style-type: none"> <li>– Canada</li> <li>– France</li> <li>– Japan</li> <li>– Mauritius</li> <li>– Panama</li> <li>– Peru</li> <li>– Portugal</li> <li>– Thailand</li> </ul>
<b>Global Dialogue Forum (commerce sector)</b> (Item 15 in the column “Sectoral advisory body recommendations” of the table appended to GB.317/POL/5)	22–23 April 2015	2 days	<b>Global Dialogue Forum on Employment Relationships in Retail Commerce: Their impact on Decent Work and Competitiveness</b>	The tripartite participants will discuss how the diversification of employment relationships in retail commerce is impacting decent work and the competitiveness of the enterprises in the sector with a view to developing consensus on the way forward.	All Governments; 8 Employers; 8 Workers; observers.

\* These items were already approved by the Governing Body at its 319th Session (October 2013); they are included for information only.