



International
Labour Organization
Office for the
Caribbean

DECENT WORK COUNTRY PROGRAMME (DWCP) OF GUYANA (2012-2015)



Decent Work Country Programme

**GUYANA
(2012-2015)**

International Labour Organization
Decent Work Team and Office for the Caribbean



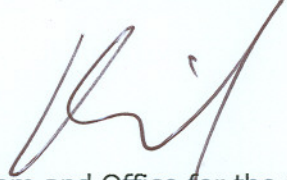
We, the tripartite constituents of Guyana, have agreed on this Decent Work Country Programme as our common strategy to achieve the priorities and objectives contained therein. We commit ourselves to working together to implement and support the Programme.


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Acronyms and Abbreviations

BIT	National Board of Industrial Training
CAGI	Consultative Association of Guyanese Industry
CARICOM	Caribbean Community
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEC	Caribbean Employers' Confederation
CCL	Caribbean Congress of Labour
CCYD	CARICOM Commission for Youth Development
DWCPs	Decent Work Country Programmes
ECOSOC	United Nations Economic and Social Council
EVW	Economic Value to the World
FAO	Food and Agriculture Organisation
FITUG	Federation of Independent Trade Unions of Guyana
GAWU	Guyana Agriculture and General Workers' Union
GBS	Guyana Bureau of Statistics
GBTI	Guyana Bank for Trade and Industry
GET-Ahead	Gender and Entrepreneurship Together
GoG	Government of Guyana
GPSU	Guyana Public Service Union
GTUC	Guyana Trade Union Congress
GuySuCo	Guyana Sugar Company Inc.
HIES	Household and Income and Expenditure Surveys
HRM	Human Resources Management
ICT	Information and Communication Technology
IIED	International Institute for Environmental Development
ILC	International Labour Conference
ILO	International Labour Office
IMF	International Monetary Fund
IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
KAB	Know About Business
LCDS	Low-Carbon Development Strategy
LFPR	Labour force Participation Rate
MATCOM	Material and Techniques for Cooperative Management
MDGs	Millennium Development Goals
MOHA	Ministry of Home Affairs
MoLHS&SS	Ministry of Labour, Human Services, and Social Security
MoU	Memorandum of Understanding
NDS	National Development Strategy
NTC	National Tripartite Committee
OAS	Organization of American States
OSH	Occupational Safety and Health

OSHE	Occupational Safety and Health and Environment
PEPFAR	President's Emergency Funds for AIDS Relief
PRSP	Poverty Reduction Strategy Paper
SIYB	Start and Improve Your Business
TACKLE	Tackling Child Labour Through Education
TCEF	Tripartite Caribbean Employment Forum
TOT	Training of Trainers
TVET	Technical and Vocational Education and Training
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNIFEM	UN Development Fund for Women
WAP	Working Age Population
WOW	Women of Worth

Executive Summary

Guyana was one of 13 Caribbean Community (CARICOM) countries that participated in the ILO's *Tripartite Caribbean Employment Forum* (TCEF), held in Barbados in October 2006. At that Forum, the tripartite constituents adopted a Declaration and Plan of Action in which they resolved "... to formulate Decent Work Country Programmes to advance decent work priorities in national development agendas". They also recognized the TCEF as "... a major first step towards developing DWCPs to make the Decade of Promoting Decent Work in the Americas a reality in the English- and Dutch-speaking Caribbean".

The commitments made at the TCEF continue to be honoured over the years and they provide the basis for the design of DWCPs. The process for developing a DWCP is led by Government and the social partners. The priorities of this results-based Programme are informed by national development plans and strategies, and the DWCP opens the way for constituents to seek the support of regional and international development partners for "advancing the Decent Work Agenda and reducing poverty".¹

The DWCP for Guyana was drawn up at a national tripartite workshop convened by the Labour Ministry and the social partners, in collaboration with the ILO, on 25 and 26 March 2010. The event was given high-level political support, with the Prime Minister of Guyana delivering the feature address at the Opening. The Honourable Minister of Labour participated in the Opening and in the entire programming Workshop.

The programming exercise was preceded by internal preparatory consultations in the Labour Ministry, within the employers' and workers' organizations, and in the National Tripartite Committee (NTC). There was broad-based participation in the Workshop at which the priorities and activities for programme implementation were discussed and agreed by consensus (Annex 1). In addition to members of the NTC, there were senior officials and experts from various government institutions and United Nations entities which could contribute to and support the Programme (see Annex 2 for the list of participants).

The participants agreed on four priority areas for the DWCP.

¹ ILO: Tripartite Declaration and Plan of Action for realizing the Decent Work Agenda in the Caribbean, adopted at the Tripartite Caribbean Employment Forum, 10-12 October 2006, Barbados.

Box 1: Guyana's Decent Work Country Programme (2010-2015)

The four priority areas are:

1. the creation of green jobs and decent work;
2. the enhancement of technical and vocational education and training;
3. the promotion of entrepreneurship education and training and the development of cooperatives;
4. (a) the strengthening of the capacity of the labour administration system; and
(b) the strengthening of the capacities of employers' and workers' organizations

Source: Decent Work Country Programme, 2010

The choice of those priorities and the activities for achieving them were influenced by three key national development frameworks: (i) the National Development Strategy (NDS) (2000-2010) that was finalized in 1999; (ii) the Poverty Reduction Strategy (PRSP) that was adopted in 2001; and (iii) the Low-Carbon Development Strategy (LCDS) that was launched in 2009.

Poverty reduction and sustainable development are the common objectives in these frameworks, which together underpin initiatives for achieving the Millennium Development Goals (MDGs). In these frameworks, namely, the NDS, the Poverty Reduction Strategy and the LCDS, one can find the four pillars of the Decent Work Agenda: (i) respect for rights at work as human rights; (ii) employment and enterprise creation; (iii) social protection; and (iv) social dialogue.

The Decent Work Country Programme will support constituents as they pursue the 'world of work' aspects of Guyana's development objectives (see boxes 2 and 3).

Box 2: Guyana's poverty reduction strategy objectives and the supporting pillars for their attainment

The three main goals of the poverty reduction strategy are:

- i. sustained economic expansion within the context of a deepening participatory democracy;
- ii. access to social services including education, health, water and housing; and
- iii. strengthening, and where necessary, expansion of social safety nets.

The seven supporting pillars of the strategy are:

- i. broad-based, jobs-generating economic growth;
- ii. environmental protection;
- iii. stronger institutions and better governance;
- iv. investment in human capital, with emphasis on basic education and primary health;
- v. investment in physical capital, with emphasis on better and broader provision of safe water and sanitation services, farm-to-market roads, drainage and irrigation systems, and housing;
- vi. improved safety nets; and
- vii. special intervention programmes to address regional pockets of poverty.

Source: International Monetary Fund (IMF): *The Guyana Poverty Reduction Strategy Paper 2001*, pp. 26-27, <http://www.imf.org/External/NP/prsp/2002/guy/01/052302.pdf>

The first priority of the DWCP deals with “the creation of green jobs and decent work”. Measures will be taken to strengthen action under the National Development Strategy for alleviating poverty, equitably distributing economic activities across the country and diversifying the economy. These initiatives are directly linked to the Poverty Reduction Strategy that is intended to stimulate “broad-based, jobs generating economic growth”, focus on “regional pockets of poverty” and promote “environmental protection”. The relationship between the DWCP priority of creating “green jobs and decent work” and the requirements for creating a low-carbon economy is salient.

Box 3: Guyana's Low-Carbon Development strategy (LCDS)

The four areas of action for creating a low-carbon economy are:

- i. investing in low-carbon economic infrastructure;
- ii. facilitating investment and employment in low-carbon economic sectors;
- iii. sustainably managing forest-based economic sectors, in particular forestry and mining; and
- iv. generally enhancing the nation's human capital and creating new opportunities for forest-dependent and other indigenous communities.

In a low-carbon economy, "... economic activities are geared to reduce the amount of carbon dioxide that would otherwise go into the air; and other activities and lifestyles seek to minimize the effects of climate change." Under the LCDS, mining and forestry activities will not cease. However, strict compliance with standards set by Guyana's Mining, Forestry and Environmental Laws and the LCDS, will be required. In addition, there will be more stringent monitoring and enforcement of compliance. Projects that are currently in the pipeline and future projects must all be sustainable and consistent with the Low-Carbon Development Strategy.

On November 9th, 2009, Guyana and Norway signed a Memorandum of Understanding (MoU) for cooperation on matters relating to the fight against climate change. Special emphasis is to be given to reducing emissions from deforestation and forest degradation, protecting biodiversity, and enhancing sustainable, low-carbon development.

Source: Office of the President of Guyana: A low-carbon development strategy: Transforming Guyana's economy while combating climate change (May 2010), p. 26; and LCDS, Frequently Asked Questions, June 2009, p. 3

Under the DWCP, the ILO's support will take the form of policy and institutional assessment and technical advice to identify potential areas for investment, employment and enterprise creation in a low-carbon economy. In addition, technical support will be given for the development and adaptation of instructional material. This capacity-building material will be used for training in the following areas: the creation of "green" enterprises and "green jobs"; revitalization of agricultural cooperatives; the "greening" of existing enterprises and industries; the provision of business support services; the management of related microfinance services; and the development of employment-intensive infrastructure, particularly in rural and indigenous communities.

The long-term aim is to promote low-carbon economic activities that generate decent work and sustainable enterprises, especially in communities where there are significant pockets of poverty.

This first priority of the DWCP is inseparable from the other three. The goal of creating green jobs and decent work cannot be realised without taking action on these other fronts. There is need to improve training, strengthen the culture of entrepreneurship and equip the Labour Ministry, employers, workers and their organizations, to derive the potential benefits of the Low-Carbon Development Strategy.

The LCDS may be seen as giving added impetus to the other two major development strategies. Moreover, the resources it is expected to generate are significant. In his address to the UN General Assembly in September 2010, the President of Guyana noted that under the Climate Finance Fund, between US\$300 million and US\$500 million would become available between 2010 and 2015.² These resources will be used to develop the new low-carbon economy and could support related activities under the DWCP (see Box 3).

The second priority of the DWCP is designed to improve the quality and delivery of education and training in the technical and vocational fields; while the third, focuses on promoting entrepreneurship and cooperatives.

In both the Poverty Reduction and National Development Strategies, employment, including self-employment and entrepreneurship, are seen as a means of combating poverty and achieving MDG 1. One decade after having adopted the NDS that explicitly made this link, the Government of Guyana, in its 2010 national budget, reaffirmed that "... providing employment opportunities is especially beneficial to improving the lives of vulnerable people ... and small business development is well established as a most effective means of fighting poverty and improving lives."³

However, the appropriate skills and knowledge required for seizing these opportunities are lacking. At a 1999 Business Summit organized by Government, employers cited the shortage of skilled workers and specialized skills as a constraint to expanding and diversifying their operations. For a number of reasons, including the emigration of trained nationals, the situation has not changed significantly over the years. Moreover, in a low-carbon economy there will be need for, not only the traditional skills, but also new and different skills.

Cognisant of these requirements the tripartite constituents included in the DWCP, a priority that concentrates on improving the quality of technical and vocational education and training (TVET). The aim is to upgrade the capacities of trainers and instructors and the content of training programmes. The DWCP provides for training in the use of appropriate methodologies and techniques for the management of trainees and for evaluating the capacity of trainers. Support will also be given for the development of training curricula and programmes that are

2 Address by His Excellency Mr. Bharrat Jagdeo, President of the Republic of Guyana at the Sixty-fifth Session of the UN General Assembly on Friday, September 24, 2010 (New York, UN), p. 4.

3 Budget Speech, The Honourable Dr. Ashni Kumar Singh, M.P., Minister of Finance, Sessional Paper No. 1 of 2010, Ninth Parliament of Guyana under the Constitution of Guyana, First session, 2006-2010 (February 8, 2010), pp. 44 and 22.

relevant to the demands of the labour market and the transition to a low-carbon economy.

There are two prongs to the third priority – namely, education and training for entrepreneurship and support for revitalizing cooperatives. In the interest of sustainability, there will be the training of trainers so that existing institutions will have the in-house capacity to deliver enhanced training to the target groups. This will be reinforced by the provision of advisory services on appropriate policies and institutions for creating sustainable enterprises and cooperatives.

The interest of constituents in this priority reflects a longstanding concern. In the NDS, business development is identified as important for reducing poverty and contributing to economic and social progress. That idea was reinforced with the passing of the Small Business Act in 2004 and the launch of the National Competitiveness Strategy in 2006.

With respect to entrepreneurship education, constituents asked for particular attention to be given to certain groups, deemed to be disadvantaged in the national context: unskilled and low-skilled women and men in both urban and rural areas; out-of-school youth; workers and job seekers in the interior; and indigenous communities. These are the same groups that are identified in the Poverty Reduction Strategy of 2001 and the 2005 PRS progress report as being over-represented in urban pockets of poverty, in the informal economy and in rural communities which are among the poorest in the country. The intention is to provide training, advice and support at all levels and in different aspects of entrepreneurship, so that they can set up businesses in the formal economy.

The revitalization of cooperatives is supposed to go hand-in-hand with the creation of enterprises in traditional and new areas of activity. The DWCP provides a basis for giving additional support to ongoing national efforts in the cooperative sector. Legislative and policy reviews will be complemented by training in the management of cooperatives. The objective is to create an environment conducive to the revitalization of cooperatives, especially since this form of organizing entrepreneurial activities in different sectors has not received much attention in documents outlining the country's development strategies. Not surprisingly therefore, the constituents would like promotional initiatives to be undertaken to raise public awareness of and build trust in cooperatives for pursuing productive activities, including in a low-carbon economy.

The fourth priority of the DWCP has two components; strengthening the labour administration system and strengthening the employers' and workers' organizations. Both the National Development and Poverty Reduction strategies explicitly recognize tripartism and social dialogue as being critical for industrial peace, for creating an environment favourable to economic growth and investment and for good governance. The important regulatory and developmental role and functions of the labour ministry in the economy are identified in the NDS which calls for clearly defined roles, rights and responsibilities of the tripartite partners, the "application of enlightened

management techniques” and a social partnership agreement, monitored by the National Tripartite Committee.⁴

In the same vein, the PRS states that a stable political and industrial relations environment, and practices of good governance, are critical for attracting foreign investment, improving the business environment and building confidence in the political and economic systems.⁵

It is worth mentioning that the private sector and labour are represented in the Multi-stakeholder Steering Committee chaired by the President to oversee matters related to the Low-Carbon Development Strategy (LCDS). This attests to the recognition that the labour market actors have an important part to play in the governance of the LCDS, under which the protection of some 16 million hectares of rainforest is to be balanced with the country’s economic and social development.

The fourth priority of the DWCP is consistent with the 2006 Declaration and Plan of Action of the Tripartite Caribbean Employment Forum, in which constituents undertook to “deepen and promote tripartism and social dialogue to support good governance by ... strengthening the capacity of the social partners and labour administration, and ... building trust and mutual respect”.

The programming workshop provided an opportunity for tripartite constituents to indicate the specific areas of interest for support to their respective institutions. Under the DWCP, government and employers’ and workers’ organizations will benefit from capacity building programmes, information resources, technical advisory services and various forms of organizational support. The tripartite constituents have emphasized the need to improve industrial relations and social dialogue; and certain topics are of common interest to the three groups – namely, international labour standards and labour legislation, building trust and confidence, occupational safety and health and the environment (OSHE) and HIV/AIDS. Indeed, it is noteworthy that the constituents agreed to include an HIV/AIDS workplace education component in all training programmes under the DWCP. This is in keeping with ongoing initiatives under the Government of Guyana-ILO Programme on HIV/AIDS and the workplace which is funded by the US President’s Emergency Funds for AIDS Relief (PEPFAR).

As regards occupational safety and health, constituents in Guyana are already benefiting from the ILO’s Caribbean Occupational Safety and Health and Environment (OSHE) Programme, which was launched in February 2011; and this support will continue. The priorities of the Programme are: (i) establishment of a Caribbean Network of OSH Experts to facilitate further South-South cooperation; (ii) development of advocacy and awareness-raising strategies to improve OSHE practices and promote a culture of safety; (iii) development of a website on OSHE in the Caribbean; and (iv) training for labour inspectors, including in the use of

4 See Chapter 27 on ‘Labour and Employment’ in the National Development Strategy (2000-2010).

5 Guyana’s Poverty Reduction Strategy, 2001, p. 27.

industrial hygiene kits, as well as training for employers, workers and members of OSH Committees. The Programme highlights the nexus between OSH and the environment, and addresses other issues such as the promotion of the CARICOM Model Law on Occupational Safety and Health and the Working Environment. It includes a module on the workplace response to HIV and AIDS. The OSHE Programme will reinforce initiatives being implemented under the Decent Work Country Programme.

In summary, this DWCP is demand-driven and responsive to constituents' priorities. The Programme is built on tripartism and social dialogue. It is rights-based, since it is underpinned by international labour instruments. The aim is to reinforce past and current initiatives by constituents and mobilize technical and financial support from key national stakeholders and external development partners. The work to be carried out under the four priority areas of the DWCP will contribute to two outcomes (2 and 4) of the United Nations Development Assistance Framework (UNDAF) for the period 2012-2016.⁶

The National Tripartite Committee is best placed to be the main internal follow-up mechanism to track progress, identify constraints and recommend adjustments to the Programme and work plans, if necessary. Through the DWCP, the "world of work" aspects of Guyana's development will be linked to the broader social and economic objectives in national development frameworks.

In terms of follow up, periodic reports will be submitted to the ILO at mutually agreed times. They will be used to fulfil reporting requirements on programme implementation.

The meetings of Caribbean Labour Ministers (convened periodically by the ILO), will, as agreed at the Tripartite Caribbean Employment Forum (Barbados, October 2006), provide opportunities for the exchange of information on experiences with DWCPs. The Caribbean Employers' Confederation (CEC) and the Caribbean Congress of Labour (CCL) will serve as complementary channels for shedding light on developments that relate to programme implementation and the involvement of the social partners.

⁶ Outcome 2 states: *"Improved economic and social policies and programmes to enable the creation of a climate-resilient economy in the context of the Low Carbon Development Strategy"*. Outcome 4 states: *"National development plans, policies, programmes and legislation (where required) formulated, implemented, monitored, and evaluated to achieve the MDGs, with special attention to key populations at higher risk and the progressive realisation of human rights"*.

Guyana at a glance

Guyana is located in the South American continent. It was formerly known as British Guiana before independence in 1966. The country was proclaimed a Republic within the British Commonwealth of Nations in 1970. Guyana's total area is 214,970 km² (83,000 square miles) of which 76 percent is forested. It has 2,462 km of land boundaries with its neighbours: Brazil, Suriname and Venezuela, and a coastline of 459 km. Guyana is a member of several international and regional organizations including the Rio Group, the Association of Caribbean States (ACS), and the Union of South American Nations (UNASUR). Guyana hosts the headquarters of the Secretariat of the Caribbean Community (CARICOM).



Capital: Georgetown

Population: 751,223 (Census 2002)

Working Age Population: 484,042 (Census 2002)

Labour Force: 271,728 (Census 2002)

Unemployment Rate: 11.7% (Census 2002)

Male/Female unemployment: Male: 10.1% (2002); Female: 15.1% (2002)
(Census)

Labour Force Participation Rate: 56.1% (2002) Census

Real Gross Domestic Product (GDP) growth: 3.6% (2010) *

GDP composition by sector: **

Agriculture	23.1 %
Mining	9.5 %
Services	66.1 %

Date of Independence: 26 May, 1966

Date of ILO membership: 1966

Source: Guyana Bureau of Statistics, Population and Housing Census 2002 National Census Report

* Bank of Guyana, Annual Report, 2010

** Bank of Guyana, Annual Report, 2010

PART A

Introduction

1. Since its inception in 1919, the ILO has been true to its core goal of promoting social justice. As the world changed, the ILO adapted its agenda to the new conditions, as demonstrated by the 1944 **Declaration of Philadelphia**, the 1998 **Declaration on Fundamental Principles and Rights at Work**, the 2008 **Social Justice Declaration** and the 2009 **Global Jobs Pact**.
2. The **Decent Work** concept was first articulated in 1999. It was formulated by the ILO's constituents – governments and employers' and workers' organizations – to set the priorities for responding to the challenges of globalization. The **Decent Work Agenda** has four strategic objectives which reinforce each other. They are:
 - **promoting and realizing standards and fundamental principles and rights at work;**
 - **creating greater opportunities for women and men to secure decent employment and incomes;**
 - **enhancing the coverage and effectiveness of social protection for all; and**
 - **strengthening tripartism and social dialogue.**
3. The aim of the Decent Work Agenda is to create "*opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity.*"⁷ In order to make this a reality in peoples' lives at the national level, the principles of decent work must be integrated in sectoral and national development policies and programmes. In short, by adopting Decent Work as a development goal in 1999, member States committed themselves to making it central to their "economic, social and environmental policies."
4. Since the ILO's Decent Work Agenda was adopted at the 87th Session of the International Labour Conference (ILC), the concept has continued to gain support at the national, regional and international levels. The objective of "Making Decent Work a Global Goal" is now firmly embedded in a number of

⁷ ILO, *Decent Work*: Report of the Director General. Geneva, International Labour Conference, 87th Session (1999).

outcome documents that have been agreed at major multilateral meetings, conferences and summits.⁸

5. The Decent Work Agenda is now a global development agenda. At the hemispheric level, the *Decade of Promoting Decent Work in the Americas* (2006-2015) was launched at the Sixteenth American Regional Meeting (Brasilia, May 2006).⁹
6. In the context of the Caribbean, there have been a number of activities focusing attention on Decent Work, such as, the Caribbean Tripartite Workshop on Decent Work and Development Policies (Port of Spain, Trinidad and Tobago, March 2004), at which a number of priority areas were identified, including the promotion of fundamental principles and rights at work, employment, productivity and competitiveness.
7. High-level representatives of government, employers and workers at the Tripartite Caribbean Employment Forum (Barbados, October 2006), resolved "... to formulate Decent Work Country Programmes, to advance decent work priorities in national development agendas ... with the active participation of the social partners in these processes ..." ¹⁰ That regional commitment was explicitly recognized in the *Declaration of Port of Spain*, adopted by the XV Inter-American Conference of Ministers of Labour (Port of Spain, September 2007).¹¹
8. After almost 10 years of practical experience with implementing the Decent Work Agenda, the tripartite constituents at the International Labour Conference codified the agenda further by adopting the ILO Declaration on Social Justice for a Fair Globalization in 2008. According to the 2008 Declaration, all ILO Members must pursue policies based on the aforementioned four strategic objectives.
9. Faced with the unprecedented developments of the 2008 global financial crisis, the ILO's constituents recognised that it was not just a crisis for one sector; it was a global employment crisis. Fearing that employment would

8 The ILO's Decent Work Agenda was endorsed at the 2005 World Summit, the 2006 High-Level Segment of the United Nations Economic and Social Council (ECOSOC); the Fourth Summit of the Americas (Mar del Plata, 2005); and the XIV and XV Inter-American Conference of Ministers of Labour (Mexico, 2005 and Port of Spain, 2007).

9 ILO: *"Decent work in the Americas: An agenda for the hemisphere, 2006 – 2015"* Report of the Director-General to the 16th American Regional Meeting, English edition, Geneva 2006

10 ILO, Tripartite Declaration and Plan of Action for Realizing the Decent Work Agenda in the Caribbean, (adopted by high-level representatives of the governments, and of the employers' and workers' organizations of member states and non-metropolitan territories of the English- and Dutch-speaking Caribbean at ILO's Tripartite Caribbean Employment Forum on 12th October 2006, Barbados), (page 3, Section II, Plan of Action)

11 Organization of American States (OAS), Declaration of Port of Spain 2007, Making Decent Work Central to Social ;and Economic Development, (paragraph 17)

recover much more slowly than the financial systems, they drew up and adopted the Global Jobs Pact (2009) to address the situation.

10. The Pact builds on the Decent Work Agenda and proposes measures and policies to:
 - retain women and men in employment;
 - sustain enterprises, especially small, medium and micro enterprise;
 - support job creation;
 - promote investment in employment -intensive sectors, including green jobs;
 - facilitate rapid re-entry into employment;
 - address wage deflation;
 - protect persons and families affected by the crisis through social protection systems; and
 - equip the workforce with the skills needed for today and tomorrow.
11. The Global Jobs Pact is the Decent Work Agenda for the post-crisis era. Now, the challenge is to anchor decent work in national strategies, policies and development frameworks.
12. The ILO's support for these efforts at the national level will be provided through Decent Work Country Programmes (DWCPs). These are the channels through which the ILO will cooperate with its tripartite constituents to ensure that the Decent Work Agenda is reflected in national development and in the initiatives of national, regional and multilateral partners.
13. The ILO's Governing Body Committee on Technical Cooperation, in the conclusions to its report of June 2006, noted that "*Decent Work Country Programmes (DWCPs), developed through tripartite consultations, are a key mechanism for delivering cooperation at the national level ... The DWCP approach provides the ILO with a results-based policy and management framework with which to make a unique contribution to national development plans, based on the ILO's mandate and competence and on dialogue with its tripartite constituents.*" Moreover through the DWCPs "*... the ILO will be able to make a distinct contribution to the broader effort of*

*the United Nations and other development partners to tackle the main development challenges of countries, ...*¹²

14. Each DWCP is organised around a limited number of country programme priorities and outcomes. These priorities are developed by the government, employers and workers in each member State in a dialogue with the ILO, and thus become the priorities for ILO assistance.
15. There was a show of high-level political support for the one-and-a-half day programming workshop (25-26 March 2010), with the Honourable Samuel Hinds, Prime Minister of Guyana delivering the feature address at the Opening Session, which was chaired by Mr. Trevor Thomas, Permanent Secretary of the Ministry of Labour. The Honourable Manzoor Nadir, Minister of Labour was not only present at the Opening but involved in the entire programming exercise.
16. Also addressing the Opening was the Executive Director of the Consultative Association of Guyanese Industry (CAGI) on behalf of the employers, and one Representative from each of the two umbrella workers' organizations which cover workers in different industries and sectors, and both of which are members of the National Tripartite Committee. They are: the Federation of Independent Trade Unions of Guyana (FITUG) and the Guyana Trade Union Congress (GTUC) which is a member of the Caribbean Congress of Labour (CCL) and the International Trade Union Confederation (ITUC).
17. Prior to the programming workshop, the ILO Senior Specialists for Employers' and Workers' Activities held consultations with the social partners in preparation for their participation in the design of this results-oriented programme.
18. The participants were drawn from various sectors. They included senior public officials working in the fields of agriculture, forestry, mining, finance, foreign affairs, human services, cooperatives, education, vocational training, and of course, labour. The interests of employers and workers were represented by executive members and experts of the CAGI, GTUC and FITUG. From the ILO's side, the Guyana-based managers of ILO programmes in the fields of HIV/AIDS and the Workplace, and Child Labour, joined select officials from the ILO's Caribbean Office to take part in the Workshop (See Annex 2 for the full list of participants.)
19. The United Nations Country Team in Guyana, to which the ILO belongs, showed its support for the DWCP, which will be the ILO's contribution to the work of the UN in this country through the United Nations Development Assistance Framework (2012-2016). The UN Resident Coordinator attended

¹² ILO, International Labour Conference, Provisional Record No. 19, Ninety-Fifth, Geneva, 2006 (Conclusions concerning technical cooperation, paragraphs 3, 9 and 10, pages 34 and 35)

part of the proceedings and there was full-time participation by the Representative of the Food and Agriculture Organisation (FAO) in Guyana, the UNDP's Programme Analyst (Governance) in Guyana and the Programme Specialist of the Barbados-based UN Development Fund for Women (UNIFEM), now known as United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

20. Just as the design of the DWCP benefited from the diversity of backgrounds, interests and expertise of participants, so too will the implementation of the Programme, which will be reinforced by joint activities, including with UN agencies that belong to the UNCT, and regional institutions (such as the Caribbean Community (CARICOM) Secretariat and the Caribbean Development Bank (CDB)).

PART B

Overview of the context of Guyana

Labour standards and rights at work

21. Guyana has been a member of the ILO since 1966 and has ratified 45 Conventions (of which 41 are in force). These include the eight Fundamental Conventions which address four areas considered to be “core labour standards”.
- i) freedom of association and the effective recognition of the right to collective bargaining;
 - ii) the elimination of all forms of forced or compulsory labour;
 - iii) the elimination of discrimination in respect of employment and occupation; and
 - iv) the effective abolition of child labour.
22. The Conventions ratified include three of the four Priority Conventions. They are deemed Priority Conventions because of their importance to the international labour standards system. The only Priority Convention not yet ratified is the Employment Policy Convention, 1964 (No. 122). The most recent additions to the list of ratifications were the Minimum Age Convention, 1973 (No. 138),¹³ and the Worst Forms of Child Labour Convention, 1999 (No. 182), ratified in 1998 and 2001, respectively.

Table 1

No.	Fundamental Conventions	Ratification date
29	Forced Labour Convention, 1930	08.06.1966
87	Freedom of Association and Protection of the Right to Organise Convention, 1948	25.09.1967
98	Right to Organise and Collective Bargaining Convention, 1949	08.06.1966
100	Equal Remuneration Convention, 1951	13.06.1975
105	Abolition of Forced Labour Convention, 1957	08.06.1966
111	Discrimination (Employment and Occupation) Convention, 1958	13.06.1975
138	Minimum Age Convention, 1973	15.04.1998
182	Worst Forms of Child Labour Convention, 1999	15.01.2001

¹³ The general minimum age for employment that has been specified is 15 years.

No.	Priority Conventions	Ratification date
81	Labour Inspection Convention, 1947 (and Protocol, 1995)	08.06.1966
129	Labour Inspection (Agriculture) Convention, 1969	19.01.1971
144	Tripartite Consultation (International Labour Standards) Convention, 1976	10.01.1983

Source: ILOLEX (2010)

23. In a General Observation published in its 2010 report, the ILO's Committee of Experts on the Application of Conventions and Recommendations (CEACR), which reviews reports on the application of ratified Conventions, noted that, for the second consecutive year, the reports due by the Government of Guyana on the application of ratified Conventions had not been received. A total of 31 reports were due as of 1 September 2010. The Office has drawn the Government's attention to this situation. The Committee requested the Government to take the necessary measures without delay, including having recourse to the technical assistance of the Office, with a view to submitting the reports due on the application of ratified Conventions, in accordance with its constitutional obligation. In July 2010, the Government received technical assistance on reporting from the ILO Decent Work Team and Office for the Caribbean.
24. In an observation on the application of the Freedom of Association and Protection of the Right to Organize, 1948 (No. 87), the Committee expressed the hope that legislation, and in particular the Public Utility Undertakings and Public Health Services Arbitration Act (Chapter 54:01), would be amended so as to bring it into conformity with the Convention. The necessary amendments are in relation to the broad power of the Minister to refer an industrial dispute to compulsory arbitration, to the schedule of essential services, and to sanctions (fine or imprisonment) imposed on workers who take part in an illegal strike. With regard to the promotion of collective bargaining (Right to Organize and Collective Bargaining Convention, 1949 (No. 98)), the Committee recalled that, if no union covers more than 40 per cent of the workers in the bargaining unit, collective bargaining rights should be granted to all the unions in the unit, at least on behalf of their members.
25. In relation to the Forced Labour Convention, 1930 (No. 29), the Committee of Experts noted the adoption of the Combating of Trafficking in Persons Act, 2005, as well as the Government's indication that 300 volunteers had been trained to identify cases of trafficking. It requested additional information, including statistical data and examples of legal proceedings.
26. In an observation made on the application of the Equal Remuneration Convention, 1951 (No. 100), the Committee of Experts called upon the Government to eliminate any uncertainty as regards the application of the

provisions for equal remuneration. It recalled that the principle of equal remuneration for men and women for work of equal value did not merely require equal pay for the same or equal work but also equal pay for different work considered to be of equal value, on the basis of an objective evaluation of the content of the work performed. The Committee indicated that training on the 'principle of equal remuneration' for labour inspectors and judges, as well as for workers' and employers' representatives, would be essential to ensure the effective application of the Convention. It also requested information on the application of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

27. In direct requests made in 2008 on the application of the Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention, 1999 (No. 182), the Committee of Experts noted with interest the preparation, with ILO's support, of a draft action plan to eliminate and prevent child labour. It requested information on measures taken to improve the application of the Conventions (in areas such as commercial sexual exploitation, production and trafficking of drugs, hazardous work, or for children at special risk such as street children or orphans) and to bring practice into line with the legislation and the Conventions.
28. In relation to the second priority of the DWCP, i.e. the enhancement of technical and vocational education and training, the Committee of Experts, in direct requests addressed to the Government in 2009, asked for information on:
 - i. progress made towards adopting and developing comprehensive and coordinated policies and programmes of vocational guidance and vocational training, closely linked with employment;
 - ii. initiatives to encourage the vocational training of women;
 - iii. cooperation of employers' and workers' organizations in the formulation and implementation of policies and programmes of vocational guidance and vocational training; and
 - iv. implementation of paid educational leave.
29. As regards the strengthening of the capacity of the labour administration system, the Committee of Experts addressed direct requests to the Government in 2009, soliciting information on the status, salary and number of labour inspectors, disaggregated by sex. It also asked the Government to indicate how it ensured that labour inspection offices were accessible to workers and employers in each region and how the safety of inspection staff was guaranteed. Concerning legal proceedings against offending employers, it requested copies of court decisions and information on procedures for

their effective enforcement. Noting gaps in the annual inspection report, especially with respect to the agricultural sector, the Committee recalled that the requirement to publish an annual report on inspection activities and to send it to the ILO, served an important purpose at both the national and international levels. It is an essential tool for evaluating the operation of the labour inspection system and for making improvements to it with the participation of employers and workers and their organizations. In addition, the Committee of Experts asked the Government to provide details for an assessment of the human and financial resources of the labour administration system. It requested information on the functions of the tripartite committee chaired by the Minister of Labour, and its subcommittees, and on arrangements made at the national, regional and local levels, to ensure the consultation, cooperation and negotiation required under Convention No. 150.

30. Given the emphasis that the Ministry of Labour has been giving to the strengthening of occupational safety and health services, it may be worthwhile for the National Tripartite Committee to begin considering the ratification of the Occupational Safety and Health Convention, 1981 (No. 155) together with the Protocol of 2002 to this Convention, the Occupational Health Services Convention, 1985 (No. 161) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No.187).
31. Guyana was one of the 13 participating countries in the ILO's Canadian Government-funded Project on the "Harmonization of Labour Legislation in ILO Member States in the English- and Dutch-Speaking Caribbean" (2006-2008). The Project conducted an analysis of the extent to which existing national labour legislation was in compliance with ILO Conventions and the four CARICOM Model Labour Laws which were adopted in 1995 and 1997. The key outputs of the Project were the Caribbean digest of Legislation on Termination of Employment and CARIBLEX, a database of labour legislation of the member States of the English and Dutch-speaking Caribbean. Under the Project, capacity-building workshops were held for Ministry officials responsible for drafting and revising labour laws, as well as for representatives of employers' and workers organizations taking part in labour advisory boards. The knowledge and skills provided under that project will be used in the implementation of the Decent Work Country Programme.

Employment

32. The tripartite constituents and other key stakeholders in Guyana acknowledge the importance of employment for combating poverty, promoting social inclusion and raising living standards. This is reflected in the country's major developmental frameworks, in national budgets, and, more recently, in the 2011 Progress Report on the Millennium Development Goals (MDG) for Guyana which states: "... tackling unemployment and underemployment remains a key priority for the Government ... targeted groups include women and youth, ...".¹⁴
33. In order to appreciate the concerns about unemployment and the constituents' choices of priority areas for support to address those concerns under the Decent Work Country Programme, it is worthwhile to highlight certain significant developments that have characterized the domestic labour market over the years. Several factors have had an impact on the labour market. They include: emigration, sectoral and industrial restructuring, the mismatch between skills and available jobs, and the employment - capital-intensity of sectors and industries experiencing growth.
34. In the last three decades, high levels of emigration have been the single most important demographic process driving population and labour market trends in Guyana. Emigration soared in the period 1980 to 1991, and a 0.4 per cent decline of the total population was registered in the 1991 census. In the following period, 1991-2002, emigration slowed, and as a result, the 2002 Population Census showed a modest positive population increase. However, the average annual growth of the working age population WAP slowed to 0.3 per cent (See Table 2). This may have been due to the changing age structure of the population and, as already indicated, migration. (See Table 2).
35. Between 1991 and 2002, the labour force increased annually at a rate of 1.6 per cent. By 2002, the male labour force participation rate (LFPR) had increased to 78.3 per cent - higher than it was in 1991 (74.1 per cent), but below the rate for 1980 (89.5 per cent). As regards the female participation rate, it increased from 25.2 per cent in 1991 to 34 per cent in 2002 (see Table 2).

¹⁴ Government of Guyana (2011): Guyana: Millennium Development Goals Progress Report 2011, published by the Ministry of Finance (MDG 1 – Eradicate extreme poverty and hunger), p. 7.

Table 2 **Total Population, Working Age Population and the Labour Force and the Employed Population in Guyana by sex in 1980, 1991*and 2002**

Component	Males			Females			Both Sexes		
	1980	1991	2002	1980	1991	2002	1980	1991	2002
WAP	206,189	228,693	235,780	214,573	239,245	239,439	420,762	467,938	475,219
Labour Force	184,579	169,435	184,642	57,355	60,280	81,525	241,933	228,868	266,167
Employed	156,656	163,784	165,917	44,703	59,128	69,177	201,359	222,912	235,095
Unemployed	27,923	5,651	18,725	12,652	1,152	12,348	40,574	6,803	31,072
LFPR									
Employment Rate %	89.5	74.1	78.3	26.7	25.2	34.0	57.5	48.9	56.0
Unemployment rate %	76.0	71.6	70.4	20.8	24.7	28.9	47.9	47.6	49.5
Unemployment %	15.1	3.3	10.1	22.1	1.9	15.1	16.8	3.0	11.7

* 1991 Population Census data

Source: Guyana Bureau of Statistics, Population and Housing Census 2002 National Census Report, Table 6.1 and 1990 – 1991

Population and Housing Census of the Commonwealth Caribbean, Table 7.1.

Note: There are some slight differences between the figures for these indicators as published in table 20 of the Population and Housing Census 2002 National Census Report and the tables cited above, resulting in slight differences in the stated rates used in the production of graphs.

36. Annual GDP growth averaged 4.4 per cent between 1991 and 2002. However, net employment grew by only 0.7 per cent. The low employment-intensity of GDP growth was said to reflect, *inter alia*, the impact of structural adjustment and economic restructuring on the sectoral allocation of labour and on the structure of employment at a time of significant emigration, especially of skilled and qualified nationals. For instance, the workforce in the public sector was cut by 25.3 per cent; and the workforce in agriculture by 18.3 per cent despite the growth of output in this sector. The contraction of employment in the sugar, rice and fishing industries was largely due to mechanization and reorganization.
37. There was a noticeable expansion of employment in the private sector in the formal economy between 1991 and 2002. It grew by 46 per cent. It is worth noting that the share of women in paid employment in the private sector rose by 63.5 per cent. The share of "own-account workers" in total employment declined by 5.8 per cent in that period (see Table 3). This, together with the decrease in employment in "other services", suggests that informal employment had become less attractive as liberalization policies took hold and the economy stabilized. Employment expanded in construction, commerce, and the financial, real estate and banking sectors which directly benefited from the spin off effects of GDP growth in agriculture, mining and tourism.

Table 3 The employed population by status in employment* (percentage distribution and changes) in Guyana at Census dates

Employment Status	Percentage Distribution						Percentage Change		
	1991			2002			1991 - 2002		
	Male	Female	Both	Male	Female	Both	Male	Female	Both
Paid Employee - Govt	31.1	44.2	34.6	21.4	33.3	24.9	-31.6	-13.1	-25.3
Paid Employee - Pvte	35.9	29.9	34.3	51.0	42.4	48.4	40.8	63.5	46.0
Unpaid family worker	3.5	5.2	4.0	1.6	3.6	2.2	-55.1	-21.3	-43.3
Apprentice/Trainee	n/a	n/a	n/a	0.1	0.1	0.1	n/a	n/a	n/a
Employer	3.6	1.3	3.0	3.5	1.6	2.9	-4.5	38.5	0.5
Own Account	24.3	17.5	22.5	21.3	18.4	20.4	-12.9	21.6	-5.8
Not Stated	1.5	1.8	1.6	1.1	0.7	0.9	-28.3	-55.7	-36.7
Total %	100	100	100	100	100	100	-0.7	15.4	3.6
Number	163,784	59,128	222,912	162,596	68,258	230,854	-1,188	9,130	7,942

* Reference period is "One Week Preceding the Census"

Source: Guyana Bureau of Statistics, Population and Housing Census 2002, National Census Report, Table 6.14

38. In 2002 the unemployment estimate of 11.7 per cent was again in double digits but still lower than the rate estimated in 1980, when unemployment stood at 16.8 per cent. This increase in unemployment in 2002 came at a time of vigorous growth in GDP growth that was not matched by employment growth. There was also major adjustment in the sectoral allocation of labour, a rebound of the labour force participation rate back to 56 per cent and a slowdown of emigration.
39. In addition, there was high growth in the capital-intensive, natural resource sectors (e.g. mining), which are not major job creators. In 2002, the contribution of mining and quarrying to GDP increased by 59.3 per cent compared to 1991; employment in the sector declined by 26 per cent (see Table 4). It is worth noting that the rapid emergence of small-scale mining has developed into a major economic activity which has implications for employment and the contribution of the mining sector to GDP.

Table 4 Sectoral Gross Domestic Product at factor cost in 1991 and 2002 and the percentage increase from 1991 to 2002 (G\$M) in Guyana (1988 constant prices)

Sector	1991	2002	% increase 1991 -2002
Agriculture, Forestry and Fishing	881	1950	121.3
Sugarcane	379	1024	170.2
Rice	67	177	164.2
Other crops	195	285	46.2
Livestock	55	125	127.3
Forestry	72	180	150.0
Fishing	113	159	40.7
Mining and Quarrying	381	607	59.3
Bauxite and Alumina	317	...	
Other	64	...	
Manufacturing	409	316	-22.7
Sugar	120	...	
Rice	27	...	
Other	262	...	
Engineering and Construction	251	443	76.5
Services	1597	2222	39.1
Distribution	301	423	40.5
Transport and Communications	290	529	82.4
Rental of Dwellings	66	94	42.4
Government	609	682	12.0
Financial Services	200	290	45.0
Other Services< ¹ >	131	204	55.7
TOTAL	3519	5538	57.4

<¹> Includes Electricity, gas and water

Source: Statistical Bulletin, Bank of Guyana and data supplied by ECLAC.

40. The Guyana Bureau of Statistics (GBS) projected an average Working Age Population (WAP) growth of 2.1 per cent in the 2010 (see Table 5). However, in the absence of regular labour force surveys, it is not possible to analyze accurately employment and labour market trends since 2002. Based on other indicators available since the 2002 population census, it is estimated that employment grew. The MDG Progress Report 2011 for Guyana confirms this. According to this Report, unemployment fell from 11.7 per cent in 2002 to 10.7 per cent in 2006. In the case of women, for whom the unemployment rate generally exceeds the national average, the rate reportedly declined from 15.1 to 13.9 per cent over that period. Moreover, the share of women employed in the non-agricultural sector was 33 per cent in 2006 – compared to 29 per cent in 1991.¹⁵

Table 5 Total Population, the WAP, the Labour Force and the Employed Population in Guyana at select Census dates and the respective average annual increase for the inter-census periods

Indicator	Number of persons			Ave. Annual increase	
	1980	1991	2002	1980-1991	1991-2002
Population	759,567	723,673	751,223	-0.4	0.3
WAP*	417,771	467,938	484,042	1.0	0.3
Labour Force	238,382	228,868	271,728	-0.4	1.6
Employed persons	201,359	222,912	239,965	0.9	0.7

* Note: The published figures for the WAP by age and sex are different than the estimates for the WAP by economic activity status. However, the data for the WAP are maintained in this table since adjustment would affect on the LFPR.

Source: Guyana Bureau of Statistics, Population and Housing Census 2002 National Census Report GBS (see also footnote 3); 1990-1991 Population and Housing Census of the Commonwealth Caribbean, National Census Report Guyana

41. Youth unemployment (persons between 15-19 years) was estimated to be 36.3 per cent in 2002; for persons in the 20-24 age group the rate was at 16.9 per cent (see Table 6). The Government, in a bid to tackle the challenge of persistently high youth unemployment, which is twice that of the adult unemployment rate, has implemented a number of targeted measures over the years – with encouraging results. The 2011 MDG Progress Report noted that employment among young persons was on the rise during the 1990s. There is need to collect data on youth employment at the national level and to analyze the factors underlying this relatively high rate of unemployment among youth, which has social and labour-related consequences.

15 Government of Guyana (2011): Guyana: Millennium Development Goals Progress Report 2011, published by the Ministry of Finance, pp.v, 7, 16 & 28.

Table 6 Unemployment Rates by Age and Sex, Guyana: 2002

Age group	Number Employed			Number Unemployed			Unemployment rate (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
15 - 19	10,423	4,006	14,429	4,792	3,448	8,240	31.5	46.3	36.3
20 - 24	22,866	10,010	32,876	3,780	2,899	6,679	14.2	22.5	16.9
25 - 29	24,523	9,960	34,483	2,344	1,770	4,114	8.7	15.1	10.7
30 - 34	24,352	9,655	34,007	1,801	1,289	3,090	6.9	11.8	8.3
35 - 39	22,291	9,548	31,839	1,584	1,026	2,610	6.6	9.7	7.6
40 - 44	19,642	8,881	28,523	1,374	722	2,096	6.5	7.5	6.8
45 - 49	14,845	6,838	21,683	1,054	450	1,504	6.6	6.2	6.5
50 - 54	11,234	4,857	16,091	786	301	1,087	6.5	5.8	6.3
55 - 59	6,175	2,329	8,504	448	137	585	6.8	5.6	6.4
60 - 64	3,378	1,241	4,619	224	77	301	6.2	5.8	6.1
65 - 69	1,696	584	2,280	99	35	134	5.5	5.7	5.6
70 - 74	705	231	936	34	14	48	4.6	5.7	4.9
75 yrs +	466	118	584	30	15	45	6.0	11.3	7.2
Total	162,596	68,258	230,854	18,350	12,183	30,533	10.1	15.1	11.7

Note: Unemployment rate = (unemployed/total force) x 100

Sources: General Bureau of Statistics, Population and Housing Census 2002, National Census Report, Table 6.7

42. High unemployment among youth has been explained largely by a mismatch between skills and available jobs, weak entrepreneurial knowledge and skills to become own-account workers and limited access to affordable credit for creating enterprises in the formal economy. The Government-run public employment agency (the Central Recruitment and Manpower Agency) has been reporting increases in the registration of job seekers, vacancy notices and job placements since 2006 (see Table 7); still, hundreds of vacancies cannot be filled. In response, several Ministries (Culture Youths and Sports; Education; and Health) together with the Board of Industrial Training, have joined forces to address the mismatch between skills and jobs, paying particular attention to the situation of young persons, young single parents, and school drop-outs.

Table 7 Job seekers placed by the public employment service (2006-July 2011)

Job seekers, vacancies and placements	2006	2007	2008	2009	2010	2011*
Number of registered job seekers	1352	2356	2298	2732	3003	1863
Number of vacancies from employers	1001	1818	1982	2479	2972	1875
Number of persons placed	994	1478	1628	2023	2270	1289

Source: Ministry of Labour and Human Services and Social Security of Guyana based on data from the Central Recruitment and Manpower Agency, 2011.

43. Of critical importance for policy development, forecasting and planning, is the establishment of a robust Labour Market Information System. The aim is to provide government policymakers, private sector employers and trade unions, with pertinent, timely, labour market information for the drawing up of policies and programmes for training, employment and enterprise creation.
44. In the 2011 MDG Progress Report, Government reiterated its intention "... to improve the system of matching of jobs to available workers, reinforce linkages between education, training and the labour market and to more effectively measure progress in job creation."¹⁶ To this end it will pursue the "... establishment of mechanisms for the comprehensive and regular collection of labour-related information".¹⁷
45. The ILO is committed to building on the Caribbean Labour Market Information Systems Programme, which was implemented between 2001 and 2004. The ILO's CLMIS Programme laid the foundation for on-going LMI initiatives by the Statistical Unit of the Ministry of Labour, Human Services and Social Security of Guyana which produces a quarterly statistical bulletin. ILO can also provide technical support for the carrying out labour force surveys. Such periodic surveys, and an enhanced labour market information system, would facilitate the tasks of estimating actual and potential employment in traditional and new areas. It will be useful for planning for the training and supporting services required to boost employment and entrepreneurship and to give effect to Guyana's Low-Carbon Development Strategy as well as its National Competitiveness Strategy. These strategies call for: the modernization of traditional sectors (e.g. sugar, rice, forestry, and mining) and additional sectors with the greatest opportunities for new growth and diversification (e.g. non-traditional agriculture, aquaculture, manufacturing, business process outsourcing/information technology, and tourism).

Skills and Employability

Enhancement of technical and vocational education and training (TVET)

46. The provision of and access to quality education and training, are central to moving women, men and youth out of poverty and increasing income growth and development. Guyana's National Development Strategy (NDS) 2001-2010 and the Ministry of Education Strategic Plan 2003-2007 clearly state that the overriding objective of the entire education sector is to

¹⁶ Government of Guyana (2011): Guyana: Millennium Development Goals Progress Report 2011, published by the Ministry of Finance, Section v.

¹⁷ Government of Guyana (2011): Guyana: Millennium Development Goals Progress Report 2011, published by the Ministry of Finance, p. 10.

enhance quality by taking measures to improve the curricula, and the academic and technical qualifications of teachers. A similar call was made in the 1990 CARICOM Regional Strategy for Technical and Vocational Education and Training.

47. The objectives of the NDS for quality education are to provide skills relevant to the needs of the labour market, thereby increasing the opportunities for employment. The document noted the need to improve the content and delivery of technical and vocational education in Guyana. Under present circumstances, there is a shortage of skilled workers to meet the growing needs of the employment sector. As a consequence, this militates against the development strategy to increase the skills and productivity of the labour force through improved technical and vocational education.
48. The shortcomings with respect to the development policies for technical and vocational education and training in Guyana have implications for the labour market i.e., shortage of skills in critical sectors of the economy, and high unemployment especially among youth, women, persons with disabilities and other disadvantaged groups. In the urban areas of Guyana, unemployed women have been forced into low-paid jobs, while unemployed youth are faced with fewer job opportunities, in part, because they are inadequately trained.
49. The recent study on youth in the Caribbean indicated that this group is best positioned, by virtue of its creativity, to play the leading role in responding to the challenges of globalization. However, high unemployment and the lack of relevance of the educational curricula, remain critical issues of concern. The Report concluded that education in its present form does not adequately prepare young people for new job opportunities.
50. Therefore, the enhancement of technical and vocational education and training in Guyana to provide quality education and skills training to the disadvantaged groups (i.e., indigenous people, women, unskilled and low-skilled unemployed persons including youth), is in line with the country's NDS. The strategy called for the establishment of the Council for TVET to coordinate and develop TVET policies to provide a framework for skills development in Guyana, and to complement the functions performed by the Board of Industrial Training.
51. The Board of Industrial Training (BIT) and the Council for TVET are both committed to providing education and training opportunities to youth and adults in a variety of occupational areas. The objective is to equip youth, women and men, and other disadvantaged groups with skills, knowledge and qualifications that enhance their capacity to secure and retain decent

work; progress within the enterprise and between jobs, and to cope with changing technology and labour market conditions.

52. Given the importance of skills for employability in a constantly changing workplace, the Board of Industrial Training and the Council for TVET recognized the need to strengthen the capacity of their instructors and trainers. To achieve quality education, technical and vocational education instructors/trainers must update their specialized professional skills and knowledge and acquire periodic work experience in the relevant occupational sectors. It is also important to review the Council's TVET policy, so as to provide a framework for skills development in Guyana, because education and vocational training policies should be tailored to the expectations of society as well as to the needs of enterprises and the labour market.
53. To this end, the ILO will provide technical advice in reviewing the TVET policy and conduct workshops to strengthen the capacity of the instructors and trainers. A training of trainers' workshop will be convened to strengthen the capacity of the instructors and trainers in the technical and vocational institutions, including those in apprenticeship programmes, to deliver quality education and training. The training workshops will focus on developing training content, plans, learning principles, selecting training methods, problem solving, trainee assessment and training skills. Training will also be provided on quality assurance and curriculum development.

Creation of green jobs and decent work

54. Guyana's pristine forests cover about 80 per cent of its landmass. They are the most valuable natural asset of the country. A study commissioned by the Office of the President of Guyana in 2008, estimated that the value of these forests (the Economic Value to the Nation – EVN) is somewhere between US\$4.3 billion and \$23.4 billion.¹⁸ Conservative valuations of the Economic Value to the World (EVW) provided by Guyana's forests suggest that, left standing, they contribute US\$40 billion to the global economy each year.¹⁹
55. The Low-Carbon Development Strategy (LCDS), developed by Guyana, is aimed at keeping its forests largely intact. It is a concept for growing the economy and sustaining its development by adopting a low carbon development path.²⁰ The LCDS was launched on June 8, 2009. It outlines a

18 Office of the President, Republic of Guyana "Creating Incentives to avoid deforestation", (2008)

19 Based on 2030 marginal abatement cost from McKinsey & Company, "A Cost Curve for Greenhouse Gas Reduction", McKinsey Quarterly, 2007 Number 1.

20 Government of Guyana and International Institute for Environmental Development (IIED), "Conceptual Framework on process for the Multi-stakeholder consultations on Guyana's LCDS" 2009

path of economic development and employment creation in line with the global needs of combating climate change.²¹ The creation of green jobs and decent work in the framework of the LCDS is one of the four priorities of Guyana's DWCP.

56. For the ILO, the notion of *green jobs* summarizes the transformation of activities, enterprises, workplaces and labour markets into a sustainable, low-carbon economy providing decent work.²² Green jobs reduce the environmental impact of enterprises and economic sectors, ultimately to levels that are sustainable. Green jobs are found in many sectors of the economy - from energy supply to recycling and from agriculture and construction to transportation. They help to cut the consumption of energy, raw materials and water through high-efficiency strategies, to de-carbonize the economy and reduce greenhouse. They minimize all forms of waste and pollution, to protect and restore ecosystems and biodiversity. Green jobs play a crucial role in reducing the environmental footprint of economic activity.²³
57. The ILO constituents and participants from other government agencies in the DWCP programming workshop were of the view that Guyana already had a national framework for low-carbon development. They maintained that a clear, consistent and targeted government policy, human resource development, and requisite financing mechanisms would ensure the creation of green jobs in a sustained way. It was indicated that an action plan was needed to transform the strategy into tangible projects for creating green jobs.
58. After extensive deliberations, it was agreed that green jobs could be created in diverse sectors of the economy such as tourism, solid waste management, industrial recycling and basic sanitation. However, they suggested that the following three areas be explored for possible technical support by the ILO and other UN agencies to create green jobs:
 - i. low-carbon infrastructure and business development – renewable energy resources, employment-intensive infrastructural development such as roads and buildings, and the creation of small businesses by using information and communication technology (ICT);

21 An updated version of the LCDS, "Transforming Guyana's Economy While Combating Climate Change, was launched by the Office of the President in May 2010.

<http://www.lcds.gov.gy/images/stories/Documents/Low%20Carbon%20Development%20Strategy%20-%20May%202010.pdf>

22 The Green Jobs Programme of the ILO, brochure, Geneva 2009

23 Green Jobs: Towards decent work in a sustainable, low-carbon world. Joint report by the ILO, UNEP, IOE and ITUC. Nairobi 2008.

http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---webdev/documents/publication/wcms_098487.pdf

- ii. low-carbon economic sectors particularly forestry, agriculture, agro-industries and mining; and
 - iii. human capital formation (i.e., skills development for green jobs) and creation of employment and entrepreneurial opportunities for indigenous communities which are dependent upon forests and natural resources.
59. Guyana is interested in collaborating with other countries that are rich in forest resources and pursuing green jobs for creating Decent Work. The constituents, during the DWCP programming exercise, indicated interest in the DWCP of Bahia in Brazil as that programme is anchored in green jobs. They wished to benefit from the expertise of that initiative in Brazil. It was agreed that the ILO would facilitate this South-South cooperation to enable the transfer of knowledge and provide joint technical assistance to Guyana.
60. In order to devise an action plan on the creation of green jobs, the ILO constituents identified the need for an assessment of green jobs potential in Guyana as the starting point for this work. The assessment will focus on the following areas:
- i. renewable energy;
 - ii. solid waste management;
 - iii. agricultural and green cooperatives;
 - iv. sustainable small business development; and
 - v. alternative livelihoods for indigenous people.

Entrepreneurship education and training and the development of cooperatives

61. The second objective of Guyana's National Development Strategy (NDS) is poverty alleviation with a special focus on the most disadvantaged groups.²⁴ These groups are officially defined to include Guyana's indigenous population of Amerindians, young people and women.
62. According to the Minister of Amerindian Affairs, the rights of indigenous people continue to be of high priority.²⁵ An earlier report by the Ministry of Amerindian Affairs, however, noted that Amerindians in the hinterland have

²⁴ Government of Guyana, "National Development Strategy 2001-2010", 2000

²⁵ Press release of March 26, 2010, by the Minister of Amerindian Affairs, Government of Guyana

few opportunities for education.²⁶ Most Amerindians are self-employed, concentrating on traditional subsistence activities such as agriculture, hunting and forestry. Chapter 24 of the NDS notes that most Amerindians continue to operate outside the cash economy and are still dependent on a subsistence way of life. The enhancement of opportunities for education and training in entrepreneurship for the Amerindians was identified as critical.

63. A report by the CARICOM Commission for Youth Development (CCYD) states that the levels of youth unemployment in the Caribbean region are among the highest in the world.²⁷ Guyana is no exception. The youth unemployment rate in Guyana is much higher than the adult unemployment rate and is a cause for concern. The President of Guyana emphasized the creative potential of youth and reiterated his country's commitment to youth education and development at the first Special Meeting of Heads of Government of CARICOM in Paramaribo on 28 January, 2010.²⁸
64. The issue of youth unemployment was also discussed in the national Poverty Reduction Strategy Paper (PRSP) thematic consultations in 2008. It was agreed that young people should be given education and training to start their own businesses and cooperatives. They should also be afforded opportunities for securing microfinancing to start businesses.²⁹
65. A research report on the employment and entrepreneurial prospects of Guyanese women indicated that the incidence of poverty and unemployment was higher for women than men. The report noted that women in the hinterland were extremely poor while those living in the city and the rural areas had a marginally better standard of living.³⁰ Chapter 21 of the NDS also mentions that a large proportion of women's income comes from the informal economy. Moreover, while legally, women are neither denied access to loans, mortgages and credit nor required to have consent from their husbands or male partners to obtain credit, the demand for high collateral, and the high interest rates, put formal credit beyond the reach of many women. The result is that women often have to turn to moneylenders and pay extremely high rates of interest.

26 Ministry of Amerindian Affairs, "Hinterland Scholarship Programme", Government of Guyana, (not dated)

27 CARICOM Commission for Youth Development, "

28 http://opnew.op.gov.gy/index.php?option=com_content&view=article&id=844:family-strengthening-critical-to-youth-development-president-jagdeo-tells-caricom-heads-meeting-in-suriname-

29 Government of Guyana, "Report on PRSP thematic consultations 2008", also available at <http://www.povertyreduction.gov.gy/?q=node/54>

30 Hall, K (2005), "Stories of women with disabilities pursuing employment in Guyana: As employees or as entrepreneurs", independent study DST099, Ryerson University, Canada.

66. The Government of Guyana has initiated the Women of Worth (WOW) programme to assist single female parents start their own small businesses. The Guyana Bank for Trade and Industry (GBTI) has allocated a sum of G\$500 million for this purpose.³¹ GBTI is supporting the Ministry of Labour, Human Services and Social Security in executing this micro-credit programme which is designed to assist single-female parents to establish and expand small businesses (e.g. catering, dressmaking, poultry farming and fabric painting).³²
67. Entrepreneurship education and training, including for disadvantaged groups, is one of the priorities in the DWCP. The ILO has developed technical tools and methodologies to build the capacity of its constituents to contribute to the empowerment and social inclusion of disadvantaged groups. These tools include Training of Trainers (ToT) programmes in entrepreneurial education. These programmes can be used for the training of Amerindians and young people. Targeted programmes such as Gender and Entrepreneurship Together (GET-Ahead) are designed to address gender-based inequalities in the world of work and to enable women to access micro-credit to create and manage successful small enterprises.
68. The revitalization of cooperatives is another priority for Guyana. It is worth noting that cooperatives have been a “way of life” in Guyana. In February 1970, the Government of Guyana formally declared Guyana to be a Cooperative Republic. The Prime Minister of Guyana, while addressing the DWCP programming workshop said that the revitalization of cooperatives was high on the agenda of the Government. The Minister of Labour, Human Services and Social Security had publicly expressed his intention to support these efforts. He said that the Government would continue to deliver on its mandate by rebuilding the cooperative movement to ensure that it played its role in socio-economic and national development.³³
69. The legislative framework for the development and promotion of cooperatives in Guyana is rather old. The existing Co-operative Societies Act was promulgated in 1948, i.e., even before the country gained political independence. It has been amended four times; in 1950, 1954, 1967 and 1972. However, the tripartite constituents called for it to be reviewed and made consistent with the ILO’s ‘Promotion of Cooperatives Recommendation’, 2002 (No. 193).
70. There is a Cooperatives Division in the Ministry of Labour, Human Services and Social Security. According to officials of that Division, there is need to

³¹ Approximately USD 2.4 million

³² http://www.mlhss.gov.gy/index.php?option=com_content&view=article&id=329:single-parent-cosmetologist-womens-affairs-chairman-endorse-wow-&catid=2:news&Itemid=45

³³ <http://www.gina.gov.gy/archive/daily/b100328.html>

build capacity in the areas of business administration and management in order to strengthen cooperatives and restore interest in their role in the economy, particularly given their importance in the agricultural sector.³⁴

71. The ILO will provide support for the review of existing legislation on the development and promotion of cooperatives. ILO tools on the management of cooperatives (e.g. Material and Techniques for Cooperative Management (MATCOM)), which was jointly developed with the Food and Agriculture Organization (FAO), will be used to train cooperatives managers. Specific aspects of training in cooperatives will be delivered jointly by ILO and FAO.

Social protection

72. The constituents of Guyana recognise the importance of occupational safety and health for social and economic development. In 1993, a National Advisory Council on Occupational Safety and Health was established. There is a national OSH policy that is guided by international labour standards. In 2007, the services of labour inspection and OSH inspections were merged in the Ministry of Labour.
73. With respect to the subject of occupational safety and health (OSH), which falls under the 'social protection' pillar of the Decent Work Agenda, the ILO's Programme on OSH and the Environment (OSHE) which was launched in February 2011, is supporting governments, and employers' and workers' organizations in the Caribbean Community (CARICOM) in their efforts to improve OSH and contribute to environmental sustainability.
74. The priorities of the Programme are: (i) the establishment of a Caribbean Network of OSH Experts to facilitate South-South cooperation; (ii) the development of advocacy and awareness-raising strategies to improve OSHE practices and promote a culture of safety; (iii) the development of a website on OSHE in the Caribbean; and (iv) training for labour inspectors, including in the use of industrial hygiene kits; as well as for employers, workers and members of OSH Committees. The Programme highlights the nexus between OSH and the environment, and addresses other issues such as the promotion of the CARICOM Model Law on Occupational Safety and Health and the Working Environment. It includes a module on the workplace response to HIV and AIDS. Support to constituents under the OSHE Programme will reinforce initiatives being implemented under the Decent Work Country Programme.
75. Between April and July 2011, training workshops and awareness raising-seminars were held for organizations representing employers and workers, including through the labour colleges in Guyana. The inspection services of

³⁴ <http://www.gina.gov.gy/archive/daily/b100328.html>

the Labour Ministry are to be strengthened thorough the training of labour inspectors in OSH in forestry and mining – two sectors that are critical to the country’s economy and the promotion of green enterprises and Decent Work in the framework of a Low-Carbon Development Strategy.

76. During the DWCP workshop, participants chose to deal with social protection issues in the realm of labour administration and social dialogue and tripartism. The OSHE programme is responding, and will continue to respond, to the needs of the tripartite constituents as expressed in the National Tripartite Committee.
77. As regards to HIV/AIDS, the Government of Guyana has taken a multi-sectoral approach to addressing the epidemic. A Presidential Commission on HIV/AIDS was established in 2004. At the time of the workshop, 11 ministries had developed programmes and received funding to implement those programmes. The Ministry of Labour, together with employers' and workers' organizations, has developed a National HIV/AIDS Workplace Policy which was launched in 2009. The constituents have not requested assistance in the area of HIV/AIDS under the Decent Work Country Programme since there is an ongoing technical cooperation project, funded by PEPFAR through the USDOL. The project has, and continues to support employers and workers as well as government institutions, including giving advice and providing training to labour inspectors on HIV/AIDS issues. There was a commitment to include a module on HIV/AIDS and the world of work in all training activities in areas covered by the DWCP. The aim is to “mainstream” the workplace response to HIV/AIDS.

Social dialogue

Labour administration

78. The ILO Conventions that Guyana has ratified include the eight Fundamental Conventions and three of the four Priority Conventions. These are: the Labour Inspection Convention, 1947 (No. 81); Labour Inspection (Agriculture) Convention, 1969 (No. 129); and Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144). The ratification of the latter Conventions, relating to labour inspection and tripartite consultations, is of particular importance to the labour administration system as it is directly responsible for their implementation. In addition, Guyana has ratified the Labour Administration Convention, 1978 (No. 150), which is the umbrella Convention on labour administration
79. The Labour Ministry benefits from ILO’s technical cooperation programme through sub-regional and national seminars, capacity-building workshops in diverse areas, and two technical cooperation projects with a total yearly budget of almost US\$1 million (one project on child labour, one on HIV/AIDS). In addition, the Ministry implements a United Nations Entity for

Gender Equality and the Empowerment of Women (UN Women) project on enterprise creation, with a budget of US\$2.5 million.

80. The Labour Ministry organizes regular public campaigns to promote awareness of the Decent Work Agenda particularly as it relates to occupational safety and health, child labour, and HIV/AIDS. In addition, the Ministry has been implementing a comprehensive training programme for its staff over the years.
81. Guyana's labour administration system operates through decentralized services throughout the country. Against this background, the Ministry has recognized the cost efficiency of an integrated labour inspection system which it introduced in 2007. Consequently, the labour inspectors are responsible for monitoring working conditions in the broadest sense, as well as safety and health at the workplace and industrial relations. The integration of labour inspection services prompted organizational changes within the Ministry and required a revised training programme to equip all labour officers to carry out their duties effectively. Based on the available information from the Ministry of Labour, the highest numbers of work-related fatalities are to be found in the forestry and mining sectors. This requires the development of sectoral safety standards and training of the inspectors as well as workers and supervisors at workplaces in these sectors.
82. In 2009, the Ministry saw an increase of its budget by 14 per cent over the previous year. There are good prospects to obtain additional increases in the future. In line with the Government's decision to modernize the public service, including its technological infrastructure, the Ministry has started to upgrade labour offices with computers to allow officers better networking, both internally and with the social partners. In this context, the introduction of tailor-made software is envisaged to achieve better coordination within the Ministry and ultimately increase productivity. Provision has been made for the purchase and maintenance of new technical and scientific equipment for safety and health inspections, and for the re-establishment of the Ministry's library.
83. The acquisition of modern computers and the upgrading of skills to use them, provide a foundation for the computerization of the functions and records of the labour administration and the use of the information for analyzing developments in the labour market and their policy implications. Under the DWCP, the ILO will support the strengthening of the existing labour market information system which is administered and maintained by the Labour Ministry. The LMIS as well as the public employment service will benefit greatly from periodic labour force surveys. The ILO, together with institutions such as the CARICOM Secretariat and other United Nations agencies, can provide technical advice and support to the Government of Guyana for the conduct of labour force surveys.

Social dialogue and tripartism

84. The system of industrial relations in Guyana today is informed, influenced by, and functions within the frameworks of national legislation, international labour standards, and regional policies of CARICOM. These provide the foundation, legal basis and framework for the conduct of social dialogue by the Government, its agencies, and the social partners represented by employers, trade unions and their organizations.
85. The principles for the industrial relations system can be found in the Constitution of Guyana which:
- i. entitles trade unions to participate in the management and decision-making processes of the State, and particularly in the national, economic, social and cultural sectors of national life;
 - ii. recognizes the labour of the people as the source of social wealth;
 - iii. guarantees the right to work, including by labour laws, and by sustained efforts of trade unions with others to develop the economy;
 - iv. acknowledges the rights of every citizen to rest, recreation, and leisure;
 - v. provides for the right to equality of opportunity and treatment in all aspects of employment, education, social and political life; and
 - vi. imposes a duty on the State to protect the just rights and interests of citizens (workers) resident abroad.
86. In January 1993, Guyana established the National Tripartite Committee (NTC), comprising 18 members representing Government, employers and labour equally. The Committee is chaired by the Labour Minister. It deals with labour legislation and labour policy matters. The Committee constituted sub-committees to deal with the following subjects:
- i. minimum wage and legislation;
 - ii. industrial disputes;
 - iii. ILO matters;
 - iv. social services;
 - v. occupational safety and health; and
 - vi. training and placement.

This Committee will monitor the implementation of the Decent Work Country Programme.

87. Over the years, the NTC has achieved some notable successes in achieving consensus for the enactment of new labour laws, based on CARICOM Model Laws, in the areas of termination of employment, prevention of discrimination, occupational safety and health and trade union recognition. It has also spearheaded amendments for the updating of labour laws.
88. There are other national bodies on which the representatives of the social partners are active, including:
- i. The Trade Union Recognition and Certification Board (a bi-partite Board);
 - ii. National Insurance Scheme Appeals Tribunal (a tripartite Tribunal);
 - iii. National Insurance Scheme (Social Security) Board, (includes representatives of the social partners);
 - iv. National Steering Committee on the Child Labour Project - Tackling Child Labour Through Education (TACKLE) (a tripartite Committee);
 - v. GOG/ILO USDOL HIV/AIDS Committee (a sub-committee of the National Tripartite Committee) ; and
 - vi. National Commission on Disability (with representatives of government, employers and civil society).
89. The institutional framework for social dialogue in Guyana exists, however, labour-management relations are frequently strained and marked by mistrust and labour disputes. Action to prevent labour disputes is not commonly practised. This presents a constant challenge for and pressure on the labour administration system. The Ministry recorded over 1,000 complaints in 2009 of which some 800 cases were resolved. Given the continuing adversarial nature of industrial relations, the tripartite constituents are intent on taking steps to transform the industrial relations climate to one that is based on dialogue and consensus.
90. At the national level, successful social dialogue can lead to social pacts and strengthen industrial peace. At the enterprise level, bipartite collective negotiations can help to prevent and resolve labour disputes. Constituents have requested support for building capacity in the prevention and settlement of labour disputes. They emphasized the importance of building trust, holding consultations and seeking mutually advantageous solutions to issues affecting the World of Work.

The Social Partners

Employers' Organizations

91. Employers' organizations play an important role in the growth and development of Guyana. They constitute a significant component of the private sector and represent the interests of enterprises involved in economic activities in various sectors, including agriculture, fishing, forestry, mining, manufacturing, construction, communication, finance and tourism. The Consultative Association of Guyanese Industries Ltd. (CAGI), established in 1962, is the national employers' organization and one of the major players in the Tripartite Committee of Guyana. CAGI currently has approximately 50 members from the private sector which comprises large members with 20,000 employees including Guyana Sugar Company Inc. (GuySuCo), and smaller members which employ approximately 20 employees. It is a member of the Private Sector Commission of Guyana, which is a consolidated Commission made up of 14 organizations or associations.³⁵
92. In the late 1980s, Guyana, like most of its Caribbean counterparts, had to contend with the global economic crisis and was faced with the challenge of economic restructuring to help revitalize of the economy. The recovery process aimed to shift the economy from a government-run centralized system to a market-oriented economy, and in this respect the private sector had a pivotal role to play.³⁶
93. CAGI is managed by a supervisory council of nine members and its portfolio encompasses the following functions:³⁷
- (i) representing the interests of members vis-à-vis Government ministries, and international organizations on economic and social issues;
 - (ii) providing representation on national boards and committees such as the Private Sector Commission, Board of Government Technical Institute, National Tripartite Committee, National Advisory Committee of Health and Safety and Child Labour Committee;
 - (iii) selecting employers' representatives to participate in the annual ILO International Labour Conference, in Geneva and in other regional meetings;
 - (iv) organizing and delivering training courses on Human Resources Management and Development based on the needs of employees of CAGI members; and,

35 Goolsarran, Samuel J. 2003. The System of Industrial Relations in Guyana. International Labour Organization Office, Caribbean.

36 <http://www.sdn.org.gy/nds/overview.html>

37 <http://www.psc.org.gy/cagi.htm.dd10.20.2010>. Consultative Association of Guyanese Industries Ltd. (CAGI)

- (v) engaging the services of trained trainers.
94. In addition to the foregoing functions, CAGI provides training and advisory services in the following areas of industrial relations: dispute settlement, negotiation and conciliation.
95. Within the framework of the DWCP and at the request of the employers' organization, capacity building will be undertaken as the main priority area. It will be underscored by a series of training workshops focusing on: conflict resolution, human resources management (HRM), occupational safety and health, HIV/AIDS, industrial relations, labour legislation, small enterprise development, the world of work aspects of globalization and external trade agreements; and advisory services in the activities herein identified.

Workers' organizations

96. The trade union movement in Guyana is grouped into two trade union centres: the Guyana Trades Union Congress (GTUC) and the Federation of Independent Trade Unions of Guyana (FITUG). Only one union, registered in 1948, has remained outside both of the centres since it left the GTUC in 1999: the Guyana Public Service Union (GPSU). While the Guyana Trades Union Congress dates back to the 1940s, FITUG was first formed in 1983, lying dormant until the member unions started working together again in 2002 and had FITUG re-registered in 2006. FITUG covers the following sectors: mining, agriculture, clerical, fishing, forestry, energy, manufacturing and transportation. The GTUC covers workers in mining, primary, secondary and tertiary education, agriculture, post and telecommunications, the public sector (e.g. local government), retail trade and manufacturing.
97. The GTUC runs the Crichton Labour College, one of the oldest labour colleges in the region. During the last school year, operations of the labour college in Georgetown were suspended but it is expected that they will recommence in the 2010-2011 academic year. In the first quarter of 2010, the Guyana Agriculture and General Workers' Union (GAWU) opened a new complex which will house the GAWU Labour College.
98. The trade unions have identified the following areas as priorities for strengthening trade union capacity: leadership training; trade union education for youth and women, with special emphasis on workers' rights; shop steward training; and occupational safety and health; organizing the informal sector through training, developing strategies to deal with migrant workers including advocacy for a CARICOM legislative framework; trade union staff training; development and reproduction of trade union materials including historical material.

Concluding Remarks

99. The Decent Work Country Programme (DWCP) for Guyana focuses on four areas that reflect “tripartite priority setting, engagement and ownership”. They were defined via separate consultations within each of the three groups (Government, employers and workers), and agreed by consensus at a tripartite programming workshop.
100. The four priority areas are:
- (1) creation of green jobs and decent work;
 - (2) enhancement of technical and vocational education and training;
 - (3) promotion of entrepreneurship education and training and the development of cooperatives;
 - (4) a. strengthening the capacity of the labour administration system; and
b. strengthening the capacities of employers’ and workers’ organizations.
101. Throughout the priority setting and programming processes, the tripartite constituents were guided by key commitments that resulted from international, hemispheric and Caribbean initiatives that are designed to reinforce national development strategies. These commitments will continue to influence the implementation of this Programme.
102. The constituents have drawn on internationally agreed principles and recommendations as reflected in the *Declaration on Fundamental Principles and Rights at Work and its Follow up* (Geneva, June 1998), the *Declaration on Social Justice for a Fair Globalization* (Geneva, June 2008) and the *Global Jobs Pact* (Geneva, June 2009). At the hemispheric level, they have taken into account the *Conclusions* of the 16th and 17th American Regional Meetings (Brasilia, May 2006 and Santiago de Chile, December 2010, respectively). Within the Caribbean, they bore in mind the *Tripartite Declaration and Plan of Action for Realizing the Decent Work Agenda in the Caribbean* (Barbados, October 2006) and the *Conclusions of the ILO Caribbean Conference on 'Promoting Human Prosperity beyond the Global Financial Crisis: Seeking Sustainable Solutions through Social Dialogue'* (Kingston, April 2009).
103. Guyana also has a Poverty Reduction Strategy, a National Development Strategy and a Low-Carbon Development Strategy – all of which have influenced the choice of priorities for the Decent Work Country Programme.
104. The DWCP will help constituents, the ILO and other development partners, to concentrate on achieving results in targeted areas over the period 2012-

2015. This timeframe mirrors that of the ILO's medium-term planning instrument (known as the Strategic Policy Framework 2010-15),³⁸ and it coincides with the 2015 target date for achieving the MDGs. ILO's work under this Programme will both contribute to and benefit from joint initiatives under the UN Development Assistance Framework for Guyana (2012-2016).

105. The DWCP may be used by the tripartite constituents to advocate for the integration of 'world of work' concerns in national and regional policies. It may also be used to strengthen strategic partnerships and mobilize technical and financial support from both national and external sources for implementing the Decent Work Country Programme in Guyana, in pursuit of national, social and economic development.

38 See, ILO: G.304/PFA/2 (March 2009)

PART C: The Decent Work Programme outcomes

106. This section contains the results matrices that will help to guide the implementation of the DWCP in Guyana. The activities, outputs and outcomes were defined during the national programming workshop that brought together high-level tripartite representatives, senior officials of various government ministries, representatives of select civil society organizations and members of the United Nations Country Team (UNCT) for Guyana.
107. Certain stakeholders were invited by the tripartite constituents, in the interest of garnering broad political support for the Programme and fostering policy coherence and inter-institutional cooperation. ILO officials served in a technical advisory capacity. This participatory programming process was consistent with the commitment made in the *Tripartite Declaration and Plan of Action for realizing the Decent Work Agenda in the Caribbean* (2006). It states that "Each country ... in accordance with its national circumstances and priorities will define attainable decent work goals and shape its own agenda"
108. Actions at national level will build on past and ongoing work. The DWCP will contribute to actions for achieving outcomes under the UN Development Assistance Framework (UNDAF), specifically, the Outcome relating to: "Improved economic and social policies and programmes to enable the creation of a climate-resilient economy in the context of the Low Carbon Development Strategy".
109. The roles and responsibilities for follow up were identified by the tripartite constituents. They agreed to assume responsibility for monitoring and reporting on progress. The ILO will also monitor the content, scope and impact of its support to the constituents under this Programme.
110. The tripartite partners will share responsibility for raising public awareness about Decent Work, its relevance for national development and achievements under the Decent Work Country Programme. The ILO will support these initiatives which are critical for realizing Decent Work as part of the national development of Guyana.

**Priority needs/areas identified by the tripartite constituents
for the Decent Work Country Programme of Guyana**

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 1: Creation of green jobs and decent work				
Facilitating employment and enterprise development in low-carbon economic sectors and in particular, forestry, mining, agriculture and agro-industries and creating new opportunities for forest-dependent and other indigenous communities ³⁹	Guyana has developed low-carbon economic activities that create decent work and sustainable enterprises in select sectors (e.g. forestry, mining, agriculture and agro-industries) in line with its Low-Carbon Development Strategy	The implementation of Guyana's Low-Carbon Development Strategy takes into consideration the tenets of the Decent Work Agenda and other internationally agreed development initiatives	Technical appraisal on the potential of green jobs is shared and the suggested course of action is agreed with the social partners	Conduct a rapid appraisal of green jobs potential and the potential for enterprises to engage in the 'greening' of their activities in select economic sectors and industries.
			Enterprise development and micro-financing strategies are drawn	Adapt ILO Start and Improve Your Business (SIYB) training materials

³⁹ Revised LCDS as of 24 May 2010, page 26

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
			up and implemented in sectors and industries identified as having strong potential for creating green jobs in a low-carbon economy	for green jobs and conduct a Training of Trainers (ToT) programme. Provide technical advice and training to facilitate the micro-financing of green enterprises

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
			A network of trainers and institutions is created with the capacity to provide training, information and technical support for the development of a green jobs initiative in Guyana	Facilitate knowledge-sharing, including through South-South Cooperation in green technologies among representatives of government, employers, workers and other stakeholders
			Persons involved in the design and implementation of infrastructural works including indigenous communities, are trained to apply the principles of Decent Work	Deliver training in employment-intensive infrastructural development using ILO tools

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 2: Enhancement of Technical and Vocational Education and Training (TVET)				
The quality of technical and vocational education and training (TVET) is enhanced by upgrading the skills of trainers and instructors, and improving the curricula	The employability of workers and the competitiveness of enterprises are maximized as a result of skills development	TVET institutions, including the Board of Industrial Training, implement measures to evaluate the capacity and effectiveness of trainers	Trainers have developed skills in the use of different methodologies, including techniques for the management of trainees	Conduct a train-the-trainer workshop on methods of delivering training and trainee management techniques Provide follow-up technical advice and information
		Board of Industrial Training takes measures to set up a committee to develop curricula for technical education programmes	Curricula developed in technical and vocational education programmes that meet the needs of employers and respond to labour market opportunities	Conduct a seminar on curriculum development for Board Instructors, in technical and vocational education programmes

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 2: Enhancement of Technical and Vocational Education and Training (TVET)				
				Provide technical advice on curriculum development and training in the matching of skills with labour market demands

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 3: Entrepreneurship Education and Training and Cooperatives Development				
Introduction of entrepreneurship education for disadvantaged groups	Sustainable enterprises create productive and decent jobs in line with the ILO's <i>Conclusions concerning the promotion of sustainable enterprises</i> 2007, Job Creation in Small and Medium-Sized Enterprises Recommendation, 1998 (No. 189) and Promotion of Cooperatives Recommendation, 2002 (No. 193)	Guyana, with ILO support, implements entrepreneurial education and training programmes for disadvantaged groups	A national association or network of trainers and organizations with the skills and resources to support the delivery of entrepreneurship programmes, is established or strengthened	Engage in consultations with the competent authorities on measures to enhance the delivery of entrepreneurship education and training, with a special focus on disadvantaged groups

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 3: Entrepreneurship Education and Training and Cooperatives Development				
			Targeted entrepreneurship development strategies are implemented that support small enterprises and the transition from informal to formal activities	<p>Train trainers in various institutions using ILO tools (e.g Know About Business (KAB), Start and Improve Your Business (SIYB) and Gender and Entrepreneurship Together (GET-Ahead) training tools.</p> <p>Provide technical advisory services on enterprise development</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 3: Entrepreneurship Education and Training and Cooperatives Development				
Revitalization of cooperatives	Cooperatives are revitalized and supportive of productive activities, including in rural communities	Guyana revises legal and policy frameworks related to cooperatives with a view to creating productive employment and decent work	Consultative and review processes are undertaken; recommendations for new legislation on cooperatives are provided; policies and strategies for promoting cooperatives are recommended	<p>Conduct consultations and undertake a review of existing legislation on cooperatives; provide technical advice and support for promoting the development of cooperatives</p> <p>Develop and carry out a sensitization and public awareness campaign on the benefits of cooperatives</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (a): Strengthening the capacity of the labour administration system				
Providing quality service to the Guyanese people on labour and social issues	The operations of the labour administration system are enhanced and more effective services are provided	<p>The labour administration system is strengthened in line with the relevant international labour standards as evidenced by the existence of a cadre of well trained labour officers and labour inspectors;</p> <p>Improved preparation, administration and coordination of labour and employment policies; and timely provision of technical advice,</p>	<p>The coordination mechanism for the implementation of the national labour policy at central level is strengthened</p> <p>Recommendations arising out of the labour administration review are implemented</p> <p>Technical advice and other services are provided by the labour administration system</p>	<p>Undertake a review of the Ministry of Labour and the other institutions in the labour administration system</p> <p>Provide training to Labour Officers on dispute prevention and settlement</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (a): Strengthening the capacity of the labour administration system				
	The labour market information system (LMIS) and the analysis and dissemination of information on national labour market trends are enhanced	<p>information and support services</p> <p>The labour market information system at the Labour Ministry is reinforced by periodic labour force surveys</p>	<p>Budgetary allocations and human resources are increased</p> <p>Labour administration is equipped to provide technical advice, LMIS and consultative services to employers, workers, their organizations, and the public, as documented (e.g. physical library, web site, information systems).</p>	<p>Ministry of Labour makes proposals for increased human and financial resources</p> <p>Ministry of Labour establishes an electronic and paper library</p> <p>Technical support and training are provided to the Ministry of Labour for the LMIS and to the Guyana Bureau of Statistics for the conduct of labour force surveys in support of the Ministry's LMIS</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (a): Strengthening the capacity of the labour administration system				
		The labour inspection system is strengthened in line with international labour standards		
			Improved evidence collection and documentation leading to effective prosecution	Conduct training on court-related matters for labour inspectors, including prosecution of cases of violation of the law
			A training plan has been developed and is being implemented	Review and update training material to integrate OSH with general labour administration and labour inspection

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (a): Strengthening the capacity of the labour administration system				
				<p>Conduct training on OSH in the forestry and mining sectors</p> <p>Ministry procures and maintains a complete set of OSH technical equipment</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (a): Strengthening the capacity of the labour administration system				
	More effective social dialogue and sound industrial relations	<p>Labour dispute settlement mechanisms are strengthened</p> <p>Social dialogue institutions and mechanisms are strengthened</p>	<p>More disputes are resolved through conciliation and mediation without recourse to the court system</p> <p>A programme of tripartite training to strengthen social dialogue processes is developed and implemented</p> <p>A programme of tripartite training to strengthen social dialogue processes is developed and implemented</p>	<p>Conduct training on labour dispute prevention and settlement for the tripartite partners</p> <p>Conduct a number of training workshops for the tripartite constituents on priority issues (e.g. OSH, child labour, HIV/AIDS, HRM, industrial relations, trust and confidence building, national legislation and international labour standards)</p>

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (b): Strengthening the capacities of the employers' and workers' organizations				
The employers' organization has increased capacity to carry out its core functions (e.g. advocacy, representation and training)	The employers' organization has enhanced capacity to carry out effectively its roles and responsibilities as partner in the social dialogue processes	The employers' organization has enhanced capacity to influence national policy development and workplace practices	The employers' organization is actively participating in national tripartite structures	Conduct a series of training workshops covering conflict resolution, Human Resources Management (HRM), Occupational Safety and Health (OSHE), HIV/AIDS, industrial relations, understanding national labour legislation, small enterprise development, and developments and the impact of globalization

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (b): Strengthening the capacities of the employers' and workers' organizations				
	The employers' organization is strengthened to expand its services to members	The employers' organization significantly expands its advocacy and training services to respond to the needs of existing and potential members	New and improved services are provided by the employers' organization, as documented through service records	Provide advisory services in priority areas identified by the employers
Workers' organizations have increased capacity to carry out their core functions of advocacy, organizing, representation and workers' education	Workers' organizations are strengthened and provide independent and effective representation	Workers have greater understanding of fundamental principles and rights at work	Planning and training programmes are based on ILO Declarations and international labour instruments	Conduct workers' education programmes on international labour standards, their relevance and their application at the workplace and national levels

National Strategic Objective	Outcomes	Indicators	Measurement	Activities
Priority 4 (b): Strengthening the capacities of the employers' and workers' organizations				
		Workers' organizations use international labour standards to guide their participation in policy discussions	Common platforms on social and economic matters are developed	Technical advice and support to umbrella workers' organizations for the development of common policy positions
			New services are developed by the workers' organizations	Technical advice and support provided to trade union officials for expanding services and undertaking new initiatives

Decent Work Country Programme Workshop
Grand Coastal Inn – Le Ressouvenir, East Coast Demerara

25 – 26 March 2010

Government

	NAME	MINISTRY / ORGANIZATION	JOB TITLE
1	The Honourable Manzoor Nadir	Ministry of Labour, Human Services and Social Security (MOLHSSS)	Minister of Labour, Human Services and Social Security
2	Trevor Thomas	MOLHSSS	Permanent Secretary
3	Yoganand Persaud	MOLHSSS	Chief Labour Officer
4	Clive Nurse	MOLHSSS	Deputy Chief Labour Officer
5	Lydia Greene	MOLHSSS	Assistant Chief Labour OSHO
6	Charles Ogle	MOLHSSS	Assistant Chief Labour Officer
7	Carol Primus	MOLHSSS	Senior Labour Occupational, Safety and Health Officer

	NAME	MINISTRY / ORGANIZATION	JOB TITLE
8	Prandatt Basdeo	MOLHSSS	Labour Officer
9	Kareem Abdul Jabar	MOLHSSS	Chief Cooperative Officer
10	Whentworth Tanner	MOLHSSS	Director, Social Services
11.	Veidwattie (Yvonne) Seelochan	MOLHSSS	Typist/Secretary
12.	Azubah Hinds	MOLHSSS	Personal Assistant to Minister Manzoor Nadir
13.	Sean Wilson	International Labour Organization (ILO) National HIV/AIDS Workplace Education Programme	Project Coordinator
14.	Sharon Patterson	Government of Guyana (GoG), ILO International Programme on the Elimination of Child Labour (IPEC) – EC Project on Tackling Child Labour Through Education (TACKLE)	National Project Officer
15.	Doreen Nelson	National Insurance Board	General Manager (Ag)
16.	Sancha Edward	Ministry of Finance	Personnel Officer II
17.	Shereeda Yusuf	Office of the President	Economist
18.	Sonia Morris	National Insurance Board	Personal and Industrial Relations Manager

	NAME	MINISTRY / ORGANIZATION	JOB TITLE
19.	Joylyn Nestor Bunowes	Ministry of Agriculture	Assistant Secretary
20.	Megayla Austin	Ministry of Foreign Affairs	Foreign Service Officer
21.	Janice Wilson	Ministry of Home Affairs (MOHA)	Principal Assistant Secretary
22.	Annie Pitainber	Ministry of Agriculture	Project Coordinator
23.	Sonny Singh	Guyana Revenue Authority	Customs Officer I
24	Sonya Reece	Guyana Forestry Commission	Assistant Commissioner (Forest)
25	Christopher Roberts	Guyana Geology and Mines Commission	Administrative Officer
26	Alana Brassington	Board of Industrial Training	Chief Executive Officer/Secretary

Employers' Organizations

	NAME	ORGANIZATION	JOB TITLE
27	Samuel J. Goolsarran	Consultative Association of Guyanese Industry (CAGI)	Consultant and Advisor
28	Thecla Gonsalves	Banks DIH Ltd	Personnel Executive
29	Laleta Sivanand	CAGI	Human Resources Consultant
30	Bibi S. Ramchan	CAGI	Secretary

Workers' Organizations

	NAME	ORGANIZATION	JOB TITLE
31	Aslim Singh	Guyana Agriculture and General Workers' Union (GAWU)	Research Officer
32	Grantley Culbard	Clerical and Commercial Workers Union (CCWU)/Federation of Independent Trade Unions of Guyana (FITUG) /National Tripartite Committee (NTC)	Consultant
33	Norris Witter	Guyana Trades Union Congress (GTUC)	General Secretary
34	Gillian Burton	GTUC	President
35	Dennis English	Guyana Public Service Union (GPSU)	Senior Industrial Relations Officer

	NAME	ORGANIZATION	JOB TITLE
36	Eon Andrews	GTUC	Vice-President
37	Kenneth Joseph	Federation of Independent Trade Unions of Guyana (FITUG)	General Secretary

Representatives of Agencies of the United Nations

	NAME	ORGANIZATION	JOB TITLE
38	Kiari Linan Tinguiri	United Nations Development Programme (UNDP), Guyana	UN Resident Coordinator/UNDP Resident Representative for Guyana
39	Lystra Fletcher-Paul	Food and Agricultural Organisation (FAO)	FAO Representative
40	Trevor L. Benn	United Nations Development Programme (UNDP)	Programme Analyst
41	Sandra Edwards	United Nations Development Fund for Women (UNIFEM)	Programme Specialist