



Labor Toolkit Outline: USAID Labor-Related Activities

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1. Introduction

This toolkit describes USAID's objectives, programming and approaches for labor-related activities. The purpose is to facilitate the design, implementation, and evaluation of programs to support labor transitions resulting from trade liberalization, economic shocks, political reform, and environmental change.

The term "labor-related" covers a variety of indicators that measure activities such as: job creation, vocational training, beneficiary totals, business start-ups, business services, income generation, microcredit, food security issues, legal and policy reform, etc.

2. USAID Guidance

a. *Key USAID Strategy Papers*

- [USAID Primer: What We Do and How We Do It](#) (Revised January 2006)
This document explains the internal principles, strategies, structure, legal framework, operating procedures, and program mechanisms of USAID. It was prepared primarily for employees of other federal agencies such as the departments of State and Defense, personnel in partner organizations, congressional staff, and new USAID employees. Of particular interest to this toolkit, the Primer outlines USAID's standardized Program Components (PCs). Many of the PCs include a focus on the Agency's commitment to promoting economic growth, as well as equitable access to quality basic education, which emphasizes its focused efforts in workforce development and higher education.
- [Policy Framework for Bilateral Foreign Aid – Implementing Transformational Diplomacy Through Development](#) (January 2006)
To implement transformational diplomacy through development, USAID has adopted a new policy framework that affirms the Agency will seek to use bilateral foreign assistance to build toward a safer, more secure, democratic and prosperous world to enhance our own national security. Implementing this policy will make U.S. bilateral aid more effective and better coordinated with other U.S. Government policies and programs. It puts countries at the center of their own development, with bilateral foreign aid in a supporting role.
- [Fragile States Strategy](#) (January 2005)
USAID has had a long and successful record of responding to humanitarian crises, post-conflict situations, and advancing long-term development. This strategy outlines a vision of how the Agency can more effectively respond to the far-reaching challenges posed by fragile states in the 21st century. The goal is to guide USAID's efforts in reversing decline in fragile states and advancing their recovery to a stage where transformational development progress is possible. An illustrative example is USAID's work in providing job opportunities for the unemployed through food-for-work projects.
- [Education Strategy](#) (April 2005)
The theme of USAID's Education Strategy is "improving lives through learning." The overall objective is to help the citizens of developing countries gain the skills and knowledge they need to build and live in free and prosperous societies. Two activities are emphasized: promoting equitable access to quality basic education; and enhancing knowledge and skills for improved productivity at levels beyond basic education. The latter is the most relevant to

labor. It focuses on “relevant” education, i.e., the skills and talents the youth and adults need for productive employment. Specific examples of efforts by USAID to promote workforce development include the removal of regulations that block employment creation, modification of tax rules to encourage businesses to provide more training and skill development, and improving the coherence between the skills and knowledge required by employers in the workplace and the skills and knowledge provided in tertiary education organizations.

- [Agricultural Strategy](#) (July 2004)

For over 40 years, USAID has supported critical agricultural research, training, and outreach programs that reduced global levels of food insecurity. Ensuring food security in emergencies is an important aspect of USAID’s provision of humanitarian assistance. A variety of interventions—from policy reform to food for work to stabilization of food stocks and market-based seed assistance for vulnerable farmers—focus of efforts to diminish the number and depth of emergencies. USAID also recognizes the importance of increasing agricultural productivity and smallholder participation in markets, for improving the business of agriculture.

- [USAID/State Department Strategic Plan, 2004-2009](#)

Close collaboration between the USAID and the Department of State (DOS) ensures that U.S. foreign policy and development programs are fully aligned to advance the *National Security Strategy* of the United States, which President Bush issued in 2002. This is the first time the two have jointly prepared a strategic plan. One area of strategic interest is to advance global prosperity by increasing economic growth through expanded trade and investment. To this end, DOS and USAID will work with a number of USG partners, including the Department of Labor, which monitors labor conditions around the world, including child labor, and support technical assistance to promote labor rights and standards.

- [Building Trade Capacity in the Developing World](#) (March 2003)

The 2002 *National Security Strategy of the United States* identifies eight goals. One is to ignite a new era of global economic growth through free markets and free trade. Another is to “expand the circle of development.” These goals are closely linked—the strategy emphasizes that trade and investment are powerful engines of economic growth. USAID’s strategy for trade capacity building (TCB) lies at the intersection of these two goals and reinforces both. It encourages developing country support for open markets. It also will enhance their capacity to reap the benefits of a rules-based global trading system, thereby accelerating their development progress. This document provides a conceptual framework to focus USAID’s efforts and guide the selection of new TCB activities.

- [USAID Strategy for Response](#) (February 2003)

Internationally and domestically, the U.S. Government’s approach to combating trafficking in persons is an integrated one, based on prevention, protection and assistance for victims, and prosecution of traffickers. USAID plays an integral part in this effort. The Agency’s comparative advantage is due to its field missions and their experience with related activities, including campaigns to increase income-earning opportunities for the poor and vulnerable, expand girls’ education, and promote anticorruption efforts and legislative reform.

b. *Agency Policy Papers*

The Automated Directives System (ADS) is USAID's directives management program. Agency policy directives, required procedures, and helpful, optional material are drafted, cleared, and issued through the ADS. Agency employees must adhere to these policy directives and required procedures. In addition to links to ADS modules that focus on the project cycle, please note that ADS 225 below provides principles for trade and investment activities, as well as workers' rights.

- ADS 200 – [Programming Policy](#)
- ADS 201 – [Planning](#)
- ADS 202 – [Achieving \[Strategic and Special Objectives\]](#)
- ADS 203 – [Assessing and Learning](#)
- ADS 225 – [Program Principles for Trade and Investment Activities and the "Impact on U.S. Jobs" and "Workers' Rights"](#)
- ADS 300 – [Acquisition and Assistance](#)
- ADS 301 – [Responsibility for Procurement](#)

c. *USAID Performance and Monitoring Guidance*

Monitoring and Evaluation (M&E) activities are a substantial part of the "analytical" activity within the Agency on labor-related themes, and are of potential interest to those defining an analytical agenda in response to the RFA. USAID guidance on M&E is contained in the ADS – see 2.b. above. In addition to the policy guidelines available there, the following handbooks are available on such topics, in addition to M&E, as results frameworks, indicators, evaluation scopes of work, and performance monitoring plans. These are part of USAID's CDIE Performance and Monitoring TIPS series.

- [An Evaluation of USAID's Evaluation Function](#)
- [Building a Results Framework](#)
- [Guidelines for Indicator and Data Quality](#)
- [Role of Evaluation in USAID](#)
- [Conducting a Participatory Evaluation](#)
- [Preparing an Evaluation Scope of Work](#)
- [Using Rapid Appraisal Methods](#)
- [Selecting Performance Indicators](#)
- [Preparing a Performance Monitoring Plan](#)

3. USAID Programmatic Interventions

a. *Current USAID Labor-related Activities*

The goal of this toolkit is to help develop a better understanding of USAID activities that contain labor components. Based on a review of 14 of the Agency's 39 standardized Program Components (PCs), a total of 396 labor-related Strategic Objectives (SOs) within these components were identified (for a full description of USAID PCs, see pages 18-21 of [The USAID Primer](#)). The SOs collected for this study include activities with

labor market components, such as job-creation activities, vocational and/or business training, business loans, income generation, food security issues, legal and policy reform, etc. This information was submitted as part of USAID's 2006 Annual Report process, which identifies each Mission's SOs.

To view the study of USAID's labor-related activities in its entirety, including a series of corresponding tables and graphs, [CLICK HERE](#). The labor-related SO activities identified in this study are classified according to three groups of Program Components:

Note: every attempt was made to look at the underlying theme of each SO and to capture that in terms of how it best fits within these three categories. We acknowledge that some overlap.

- i. **LABOR SUPPLY:** increasing the quantity or quality of labor time available (including for self-employment) through improving human capital.
 - Increase the Capacity of Higher Education to Contribute to Development
 - Improve Quality of Workforce through Vocational and Technical Education
 - Reduce Transmission and Impact of HIV/AIDS
 - Support Populations at Risk
 - Provide Emergency Assistance
- ii. **LABOR DEMAND:** increasing the quantity or quality of employment opportunities (including self-employment), which provide the complementary resources labor needs to work with (including natural and financial resources).
 - Increase Trade and Investment
 - Improve Private Sector Competitiveness
 - Strengthen the Financial Services Sector and Increase Access to Capital
 - Increase Agricultural Sector Productivity
 - Protect and Increase the Assets and Livelihoods of the Poor
 - Reduce Trafficking in Persons/E&E trafficking website
 - Protect and Increase Food Security of Vulnerable Populations
- iii. **INSTITUTIONAL AND STRUCTURAL CHANGE:** changing institutions, organization, rules, or structures affecting labor allocation and use.
 - Improve Economic Policy and the Business Environment
 - Protect Human Rights

b. *Program Interventions by Categories of Countries*

i. Transition Countries

USAID's Europe and Eurasia (E&E) Regional Bureau has funded various kinds of labor related interventions over the years, including activities supporting macro-economic policy and structural reform; labor market structural reform;

labor union interventions and assistance; workforce development and competitiveness; local economic development (including job creation initiatives); SME development; job retention assistance; and public works projects. E&E Bureau carried out cross-country assessment of labor market reform progress in 2004, which may be finalized by summer 2006. The Bureau also has in process a study of employment in coal sectors in eight countries of Southeast Europe. The final study will be ready by fall 2006.

- [A Decade of Change: Profiles of USAID Assistance to Europe and Eurasia](#)
The stories in A Decade of Change represent a cross-section of USAID activities. They provide the reader with an understanding of the progress that has been achieved and the challenges that remain in the transition countries of Europe and Eurasia. The weight of transition caused unemployment and poverty to rise in most, if not all of these countries. During the 1990s, USAID helped transfer thousands of state-owned businesses, farms and housing into private hands. To encourage private sector expansion, USAID also supported new legal frameworks, better-functioning government ministries, new tax codes and budget systems, sound financial institutions and professional associations.

ii. Post-Conflict Countries

- [Job Creation in Post-Conflict Societies](#) (January 2006)
Too often, the need for job creation projects after serious conflict goes unrecognized and unmet. This paper discusses the main justifications for such projects, both short- and longer-term, and reviews some major lessons learned and best practices to guide their design and implementation. A central focus is the array of issues and challenges that must be worked out to permit a smooth transition from violent conflict and its attendant joblessness to a situation of stable, long-term employment capable of supporting a decent livelihood.
- [USAID's Assistance to Internally Displaced Persons Policy](#) (2004)
The 25 million internally displaced persons (IDPs) wandering across the earth to escape violence, hatred, hunger, and natural disasters are getting a formal offer of assistance and protection under a new USAID policy adopted in September 2004. This policy broadens the focus on IDPs in the broader USAID strategy to address all phases of displacement, ranging from emergency relief to transitional aid to long-term development assistance after resettlement and reintegration. A comprehensive commitment to the problems associated with internal displacement is a USAID priority.

iii. Country Income Level

USAID's labor-related Strategic Objectives (SOs) are mostly in countries classified as low and lower-middle income (see [The World Bank's Country Classification system](#)). Several countries have a large number of labor-related SOs - DR Congo (with 8 SOs), Burundi, and Sudan (both with 7), Bangladesh (with 10), Afghanistan, Indonesia, Jordan, Lebanon, and West Bank & Gaza (all with 7 SOs). Russia and Uzbekistan both have 7 SOs while Haiti and Jamaica

each have 12. Upper-middle and high income countries contain relatively few labor-related SOs. See [Graph 10](#) and [Graph 11](#).

iv. Countries Adjusting to Trade Liberalization

Nathan Report – “Facilitating Labor Market Transitions in Countries Adjusting to Trade Liberalization” – Chapter 3 (Review of Programs)

c. *Descriptive Statistics for USAID Country Groups*

4. Monitoring, Evaluation, and Potential Analytic Agenda

a. *USAID BASIS Collaborative Research Support Program (CRSP) – Phase II*

Supported by USAID, the Broadening Access and Strengthening Input Market Systems (BASIS) CRSP, Phase II (2001 – 2005), sought to improve rural prosperity by making markets work for all. Since its inception in 1996, BASIS has focused on the interactions and inter-relationships of land, water, labor, and financial markets and the impacts of policy or policy reform in helping improve access to and efficiency of factor markets in multiple regions around the world. Twelve individual projects comprised Phase II of USAID’s BASIS CRSP.

b. *Sampling of BASIS CRSP Documents*

Provided below are several of the more recent BASIS publications that focus on labor-related topics. In addition to two of the program’s latest annual reports, the majority listed here are 4-page *BASIS Briefs*. To view additional BASIS documents [CLICK HERE](#).

- [Rural Labor Markets in Transition: Differences in Past Trends, Current Constraints, and Future Policies – BASIS Brief No. 41 \(November 2005\)](#)
- [Too Many Workers? Changes in Agricultural Employment in Russia – BASIS Brief No. 37 \(November 2005\)](#)
- [BASIS CRSP ninth annual report: Activities, Workplans, and Outreach \(October 2005\)](#)
- [Migrant Remittances and the Financial Market in Moldova – BASIS Brief No. 33 \(October 2005\)](#)
- [Displaced distortions : financial market failures and seemingly inefficient resource allocation - BASIS Brief No. 32 \(August 2005\)](#)
- [Education, Nonfarm Income, and Farm Investment in Land-scarce Western Kenya – BASIS Brief No. 14 \(February 2003\)](#)
- [BASIS CRSP eighth annual report: activities 2003-2004, workplans 2004-2005 and outreach \(October 2004\)](#)

c. *Nathan Report Conclusions and Recommendations*

Nathan Report - “Facilitating Labor Market Transitions in Countries Adjusting to Trade Liberalization” – section on analytic support.

d. [Employment and Development](#) – Emerging Research Agenda (IZA and the World Bank) (and other [IZA Program Areas](#))

- i. The [Institute for the Study of Labor](#) (IZA) recently launched the Program Area in collaboration with The World Bank. The program focuses on determinants of ‘good’ labor market policies for developing countries and covers various research themes such as anti-poverty effectiveness of labor markets policies, active labor market policies, support systems for unemployed workers, national and international migration and the labor market, labor market institutions and their role for employment and growth, the role of formal versus informal jobs, the role of labor market reforms in relation with trade regimes and globalization, and political economy of labor market reforms.

Other IZA Program Areas include:

- a) [Evaluation of Labor Market Programs](#)
- b) [Behavioral and Personnel Economics](#)
- c) [Migration](#)
- d) [Labor Markets and Institutions](#)
- e) [Labor Markets in Emerging and Transition Economies](#)
- f) [The Future of Labor](#)

IZA, located in Bonn, Germany, is a private, independent research institute, which focuses on the economic analysis of national and international labor markets. Research at IZA is organized in a number of different research areas that together span a wide array of labor market research. Other research areas, listed above, function as umbrellas for individual projects with a common thread.

e. *USAID Program Related Indicators*

Performance indicators are measures that describe how well a program is achieving its objectives. Indicators tell specifically what to measure to determine whether the objective has been achieved. Indicators are usually quantitative measures but may also be qualitative observations. They define how performance will be measured along a scale or dimension, without specifying a particular level of achievement.

Source: [Selecting Performance Indicators](#)

Common indicators (CIs) measure changes related to a Program Component (PC). For example, to measure their anticipated results under the PC “Achieve Equitable Access to Quality Basic Education,” all operating units select from the same set of indicators, such as rates of school enrollment and completion, learning achievement, etc. The indicators are part of the Annual Report database, a reporting mechanism used to gauge the progress of an operating unit toward its goals and to plan the level of funding needed to support its projects. The standard program components and common indicators are reviewed yearly and revised as necessary to ensure that performance is accurately assessed.

Source: [USAID Primer](#)

i. [Inventory of USAID Labor-Related Common Indicators](#)

This matrix categorizes USAID's 2006 labor-related Common Indicators (CIs), obtained from the 2006 Annual Report Guidance, according to Program Component. Each CI is classified as Supply, Demand, or Institutional in nature. See "[Methods for Indicators Inventory](#)" for a more detailed description of the matrix.

f. *Selected Studies from USAID's Development Experience Clearinghouse:*

i. Labor-Related Evaluations:

- [Vietnam: the adaptive vocational training program for adolescents with disabilities -- final program report, 30 September 1998 through 30 June 2005](#) (September 2005)
- [USAID/Ghana trade & investment reform program \(TIRP\) increased private enterprise performance \(IPEP\) component: final report](#) (July 2005)
- [Quality Assurance/Workforce Development Project](#) – (June 2005)
- [Annual Report \[girls in the vanguard \(GIV\) -- a sustainable systems approach to job training and placement for girls and young women\]](#) (2005)
- [The Asia Foundation: gainful employment opportunities for girls at risk of trafficking and trafficking survivors -- CA no. 367-A-00-03-00148-00: progress report, April-June 2005](#) (2005)
- [Kosovo business support: employment generation program -- final report 2004](#) (October 2004)
- [Palestinian environmental improvement program, vocational training program \(PEIP/VTP\) : award no. 294-A-00-02-00218-00 -- final report](#) (October 2004)
- [East Asia Pacific women's initiative on trafficking and violence against women : semi-annual progress report \(January 1, 2004-June 30, 2003 \[i.e. 2004\]\)](#) (August 2004)
- [USAID and Microeconomic Reforms: Project Profiles \(EGAT\)](#) (June 2004)
See Page 26 - Labor Regulations
- [INJAZ \(economic opportunities for Jordanian youth program\) report close-out report](#) (May 2004)
- [World Vision, Inc.: West Kalimantan\[, Indonesia\] rehabilitation program : income generation](#) (final report) (October 2003)
- [Development and completion of the final document, education reform for the knowledge economy \[ERIKE\] project proposal to the International Bank for Reconstruction and Development: final report](#) (December 2002)
- [Workforce Development and Civil Society Strengthening Initiative](#) (October 2002)
- [Planning intervention strategies for child laborers in Ghana: final report](#) (August 2002)
- [Youth reintegration training and education for peace \(YRTEP\) program: summary of findings](#) (August 2002)
- [Workforce Development and Civil Society Strengthening Initiative \(WDCSS\): Evaluation Report](#) (2002)
- [Youth Reintegration Training and Education for Peace](#) (June 2001)
- [Impact evaluation: youth reintegration training and education for peace \(YRTEP\) program -- contract no. AOT-C-00-00-00091-00 : Sierra Leone 2000-2001](#)

- [Youth Workforce Development in Nigeria: Situation Analysis](#)
 - [USAID Mexico TIES Program](#) – forthcoming June 2006.
- ii. Labor-Related Studies:
- [Mitigating Abusive Labor Conditions: Contemporary Strategies and Lessons Learned](#) (November 2003)
 - [Armenia labor market evaluation and strategy assessment: promoting jobs in Armenia -- which labor-oriented policy approaches are worth pursuing?](#) (April 2003)
 - [HIV/AIDS and the Workforce Crisis in Health in Africa: Issues for Discussion - White Paper](#) (2003)
 - [Labor Policy and Employment Creation: An Emerging Crisis](#) (2003)
 - [Education to combat abusive child labor: planning educational response strategies for working children in Honduras](#) (August 2002)
 - [Education to Combat Abusive Child Labor: Using Economic and Education Incentives](#) (2002)
 - [Increasing demand for labour in South Africa](#) (September 2001)
 - [Reconciling livelihoods and landscapes: trade policies, labor markets, and land use in the Philippines](#) (2001)
 - [The Impact of HIV/AIDS on the Health Sector in Sub-Saharan Africa: the Issue of Human Resources](#) (2001)
 - [Workforce Development Strategies: Methodology Guide](#) (2000)
 - [Investing in Tomorrow's Workforce](#) (1998)
 - [SAGA - Strategies and Analysis for Growth and Access](#) - Includes research papers done with USAID funding to Cornell University. Please note the “conferences” sub-link on this web page. Activities of a partner institution in South Africa that specializes in labor studies can be found by [CLICKING HERE](#).
- f. *Earmark Reporting - DCHA, labor rights*
- i. USAID Europe and Eurasia (E&E) success stories:
- Iraq: [Vocational Education](#)
 - Indonesia: [Industrial Relations in Jabotabek, Bandung, and Surabaya during the Freedom to Organize Era](#)
 - Bulgaria: [Hotline on Pensions, Job Creation and Welfare Programs](#)
 - Europe and Eurasia: [Democracy, Governance and Social Transition](#)
- g. *USAID-funded Micro-datasets potentially available for researchers*
- i. [Demographic and Health Surveys](#) (Measure DHS)
 MEASURE DHS assists developing countries worldwide in the collection and use of data to monitor and evaluate population, health, and nutrition programs. Surveys provide national and sub-national data on family planning, maternal and child health, child survival, HIV/AIDS/ sexually transmitted infections (STIs), infectious diseases, reproductive health and nutrition.
1. Examples of using DHS data

- a. [Does Agricultural Policy Reform Work? The Impact of Egypt's Agriculture, 1996-2002](#) – See [Chapter 4](#)
- ii. **Data Links:** A variety of data available to USAID is accessible through a number of websites, including the [Global Education Database](#). On the bottom left hand corner of the homepage click “download Country Profiles, charts and maps” for an overview of education and socio-economic data in charts, tables and graphs.
- iii. The [Rapid Education Assessment Calculator](#) provides an overview of the factors associated with the generation and use of human capacity for more than 90 developing countries. Pop-ups and a detailed paper explain the issues. Labor-related indicators are part of the demand for human capacity section of the Calculator.

5. USAID and non-USAID Web sites

- a. *Selected web sites for USAID labor-related programs:*
 - i. USAID/Washington Bureau web sites:
 - [Africa Bureau EG Programs](#)
 - [ANE EG Programs](#)
 - [Europe & Eurasia](#)
 - [FEEY](#) (Foundation for Economic Education of Youth)
 - [LAC Trade](#)
 - [LAC internal Bureau site](#)
 - [Trade Capacity Building](#)
 - ii. Overseas USAID Mission web sites:
 - [Albania](#)
 - [Cambodia](#) – Labor Productivity in the Textiles Sector
 - [East Timor](#)
 - [El Salvador](#)
 - [Eritrea](#)
 - [Egypt - USAID/Egypt Workforce Development](#)
 - [Georgia](#)
 - [Ghana](#)
 - [Haiti](#)
 - [India](#)
 - [Indonesia](#) - [August 2005 Press Release on Vocational skills program](#)
 - [Jamaica](#)
 - [Jordan](#)
 - [Ukraine](#)
 - [Kosovo](#)
 - [Mali](#)
 - [Mexico](#) – TIES ([Description](#) ; [Report](#) ; [Links](#) to prior partnerships)
 - [Morocco](#)
 - [Namibia](#)
 - [Pakistan](#)

[Peru](#)
[Philippines](#) - EQuALLS project
[Russia](#)
[Sri Lanka](#) - [Rehab Lanka](#); [Tsunami Response](#)
[Uganda](#)
[Vietnam](#) - Vocational training success story
[WARP](#)
[West Bank Gaza](#) - [PINE](#); [PER](#); [PEIP/VTP](#)
[Zambia](#)
[Zimbabwe](#)

b. *U.S. Government web sites:*

- i. U.S. Department of State:
[Office of International Labor Affairs](#)
[Advisory Committee on Labor Diplomacy](#)
[Bureau of Populations, Refugees, and Migration](#)
- ii. [U.S. Department of Labor International Child Labor Program](#)
- iii. [U.S. Bureau of Labor Statistics – Foreign Labor Statistics](#)

c. *Multi-lateral web sites/reports:*

- i. United Nations Economic Commission for Africa (UNECA)
[“Meeting the Challenges of Unemployment and Poverty in Africa”](#) (2005)
This UNECA report notes that poverty in Africa has been unresponsive to economic growth. Underlying this trend is the fact that a majority of people has no jobs or secure sources of income. The report recommends that decent employment should be at the heart of the Africa poverty battle. Central to the poverty problem has been the slow growth of jobs in the formal sector, low earnings and productivity in the informal sector which employs most of the urban labor force, and stagnation in the agricultural sector employing most of the rural population.
- ii. The World Bank - [Labor Markets web site](#)
 - a) [“Realizing the Potential of the Labor Force in Africa: Barriers and Opportunities”](#) Presented at a Conference on Labor Market Stock-Taking, November 2004
 - b) [Job Creation, Core Labor Standards & Poverty Reduction in Africa – German Trust Fund Project](#)
 - c) [Unequal Prospects: Disparities in the Quantity and Quality of Labor Supply in Sub-Saharan Africa](#) (June 2005)
- iii. [International Labor Organization](#) (ILO)