



FIFTEENTH ITEM ON THE AGENDA

**Report of the Committee on  
Technical Cooperation**

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1. The Committee on Technical Cooperation met on 21 March 2000. In the absence of Mr. Aboye (Government, Ethiopia), Mr. Hoff (Employer Vice-Chairperson) chaired the meeting for discussion of agenda items 2 and 3, and Mr. Agyei (Worker Vice-Chairperson) chaired that on item 1.
2. The Committee had the following agenda:
  1. ILO projects and programmes concerning occupational safety and health: A thematic evaluation;
  2. Monitoring and evaluation: Report of the meeting of the Officers of the Committee and follow-up activities;
  3. Other questions.

### **ILO projects and programmes concerning occupational safety and health: A thematic evaluation**

(First item on the agenda)

3. Introducing the paper, the representative of the Director-General (Mr. Brú) recalled that the paper had originally been prepared for the March 1999 meeting of the Committee. New material gathered in the intervening period had been examined, but no justification had been found for modifying the thrust of the paper. The analysis had focused on strategies adopted and implemented by the projects to enhance occupational safety and health (OSH) measures in the fields of working conditions, labour administration and workers=education. In most cases the projects had adopted a capacity-building strategy and had defined their main lines of action at the national policy and legislative framework level (macro), and at the institutional and organization-based support level (meso). The latter concentrated on developing the capacities of occupational safety and health information centres, labour inspection services of ministries of labour, workers= and employers=organizations, focusing particularly on their training programmes. At the enterprise level (micro), action had focused on establishing or strengthening existing or dormant bipartite safety committees.
4. Within the training for capacity-building strategy, two means of action had been adopted – training of trainers, and training in workers= and employers= organizations and training centres. The training of direct recipients concentrated on labour and safety inspectors, company safety and medical officers, and employers= and workers= representatives.
5. As regards the dissemination of information and the creation of networks as another means of action, the evaluation had found that at the end of the projects, the majority of the newly established or strengthened CIS information centres were fully operational, were handling a considerably larger number of requests for information than previously and were circulating more information to national stakeholders than before. However, the sustainability of the operation of these centres was found in most cases to have been highly dependent on national budgetary allocations linked to the priority given by governments to OSH issues.
6. The third means of action of the projects under review concentrated on technical advice in the elaboration of national policies and the drafting of legislation in the long term. The impact of the projects to the adoption of revised legislation or new policies had been

reflected in greater acceptance of international labour standards, the restructuring of labour inspectorates and the creation of joint safety committees. These results, highlighted by the projects under review, were crucial elements in creating better working conditions at the enterprise level. However, this was a process that took time, and the impact on the intended beneficiaries at the enterprise level was therefore difficult to measure by the end of the projects. He drew attention to the section of the paper devoted to international labour standards and tripartism and to the fact that OSH was one field in which tripartite interaction and consultation were crucial in achieving results. Several of the evaluations reviewed for the paper had concluded that the involvement of governments and of employers= and workers= organizations had been a determining factor in achieving the projects= immediate objectives and in obtaining the sustainable results that had been expected. It was recognized, however, that in most cases such tripartite collaboration was not always easy to achieve. The evaluation had revealed that action to enhance OSH measures could be made more effective if action taken at all three levels was integrated and undertaken within a tripartite framework. It was also important to secure a long-term government commitment to enforcing OSH measures and ensuring bipartite involvement in the establishment of well-functioning joint safety committees at the workplace. The major shortcoming found in the projects had been when OSH concerns had not received the necessary attention in the political agendas of some trade unions, or when government commitment had been lacking, or when employers had not been fully associated with the projects= activities. One of the main conclusions pointed to the need in future to undertake more OSH-related work at the enterprise level with the full involvement of both workers and the employers. The new InFocus Programme on SafeWork had placed emphasis on ILO work at the enterprise level. Therefore, any guidance that the Committee could provide during the discussion of the paper would be of great value to the Office in implementing the InFocus programme and other activities related to this field.

7. The Employer Vice-Chairperson (Mr. Hoff) observed that, although very general in nature, he appreciated the open-mindedness and honesty of the report. Many of the conclusions were similar to those already drawn by the Employers= group. It would be hard to find another field better suited to the ILO and tripartism than OSH. Of the 65 small projects carried out in the Third World by his office, 25 per cent contained an OSH component. He concurred with the statement in paragraph 56 of the paper that cooperation with employers should be emphasized in all future projects of a similar nature. Employers and workers should work together in identifying their protection requirements. He also agreed with the statement in paragraph 58 that the actual results of introducing new legislation, national policies and regulations depended to a large extent on the national governments' commitment to change. However, the most effective way was to ensure the participation of legislators in the projects. This allowed for interaction between the floor level and legislators, without putting undue pressure on any party. He agreed that employers= cooperation and good inspection systems were easier to obtain when they were preventive. Incentives were also needed. In his experience even the most backward employer could be convinced that, through effective and modern occupational health systems and cooperation between the two parties, and by giving equality to elected workers= representatives, a better environment could be created that would improve productivity. The paper had stated in paragraph 59 that the greatest impact was found where tripartism had been promoted. Trade unions at the local level and in enterprises had a much better understanding of what they needed than the district offices, country offices or international organizations, and this was very important. OSH was a typical area where the understanding, promotion and backing of trade unions at higher levels were essential, but actual implementation must be done with workers= representatives. He called for more joint projects between ACTEMP and ACTRAV.

8. Mr. Rampak (Worker member), referring to the statement in paragraph 6 that “workers’ education and labour administration projects mostly target only the meso level”, said that the Workers’ group did not agree with this statement because many workers= education projects on OSH also directly targeted the structure and worker members of enterprise safety committees. Paragraph 14 stated that this had been the case in some of the workers= education projects.
9. Both the findings and conclusions in paragraphs 26 and 61 had emphasized the fact that projects targeting workers were most effective in countries with strong trade union movements. This had underlined the point that the Workers’ group had repeatedly stressed, that general institution building and strengthening of workers= organizations was a prerequisite if the membership were to benefit from activities on specialized subjects. Technical assistance to strengthen trade union organizations should continue to play a prominent role in the ILO-s general technical cooperation programmes. Furthermore, the need to increase awareness of the importance of OSH measures should receive further consideration. Media campaigns targeting newspapers, television, government ministries and schools, etc., should take into account local cultural and other specific needs.
10. Referring to paragraph 63 and the situation in Africa, he said that the “lack of commitment on the part of many governments” was also due to the heavy burden of structural adjustment programmes in countries where all health programmes (not only occupational safety and health) were often non-existent and the conditions of health and environment seriously compromised. He drew attention particularly to the problem of HIV/AIDS.
11. In section V of the report on the lessons learnt, paragraph 66 stated that “if a workers= education project is concerned with establishing bipartite safety committees, it is crucial to take into account the national legislation and management culture. In such cases, future projects should place greater emphasis on joint activities with employers aimed at ensuring their positive and strong support for the committees. It should be recognized that it was sometimes necessary to focus on strengthening the capabilities of the weakest part – the workers – so as to enable them to participate in bi- or tripartite activities on an equal basis. In fact, the evaluation report had stated that in one of the projects “in order to strengthen employers= understanding of the need for improved working conditions with workers= participation it would be best to consider the development of workers= education projects in conjunction with similar projects for employers= organizations”. This formula was different from that involving employers in workers= education projects and was acceptable to the Worker=s group.
12. The paper had missed an important lesson emanating from the workers= education projects, which was that by training one of the social partners, in this case the workers, the projects had spearheaded important changes in many workplaces and sometimes in legislation. Merely implementing two or three tripartite activities would not necessarily have brought about these changes, even though joint activities were important to OSH.
13. Paragraph 66 also stated: “one way of ensuring that national trade union centres give higher priority to formulating OSH programmes and policies is for workers= education projects to include a component sensitizing them to the issues”. All general workers= education projects included an OSH component.
14. With regard to the comments in the last paragraph of the paper, he considered that concrete experience from many mainstream ILO occupational safety and health projects had shown that they were often restricted to dealing with infrastructures in ministries and inspectorates and to training labour inspectors, even if they were supposed to be tripartite. Therefore, their impact on the workplace was limited. They would only become

meaningful if they dealt fully with OSH committee structures within the workplace and the training of committee members.

15. The paper had been the subject of an in-depth discussion in the Workers' group on OSH, which was an issue that deserved greater visibility in the Office's agenda. Issues such as training, capacity-building, monitoring and networking were at the core of the problem. Training should be the top priority. Workers should know that accidents and illnesses could be avoided.
16. He referred to a parallel discussion in the Committee on Employment and Social Policy, emphasising that increasingly the demand for so-called greater efficiency was a way of bypassing health and safety regulations in particular and the legal framework in general. It was not because of productivity considerations that health and safety issues should be tackled, but because it was a basic human right for a worker to work in a safe environment.
17. A greater consultative process was needed at the country level, and the ILO should play an instrumental role in facilitating employers' organizations and governments working together with trade unions to find solutions.
18. As regards sustainability, the Workers' group were concerned to ensure that after the end of the project, the trade unions involved would still be able to carry on autonomous activities. He deplored the fact that despite the Office having saved millions of dollars, it had not been possible to establish a serious action programme on HIV/AIDS. Health and safety issues were not divorced from the wider picture of the environment as a whole, and in this regard a comprehensive ILO programme should be promoted to examine issues such as climate change and the marine environment, etc.
19. The representative of the Government of Ethiopia, speaking on behalf of the African Government group, generally subscribed to the methodologies employed in the evaluation exercise and the concluding remarks in the paper. He strongly supported the emphasis placed on training for capacity-building as a means of action to strengthen national OSH capacity in African countries, which was of critical importance to many of their countries. Similarly, they fully shared the views expressed in paragraph 58 of the report concerning the need to replicate the lessons learnt not only in other sectors and industries, but also in other countries and regions. Continuous efforts were required to make the training programmes more sustainable and results-oriented, and in the future it was essential to develop not only relevant training courses and requisite curricula, but also to enhance contacts with universities and other educational institutions in many African countries. Furthermore, the group attached particular importance to intersectoral cooperation and special training programmes on safety and health in agriculture, as the majority of African populations resided in the rural sector, where agriculture was the mainstay of their economies. Lack of information and knowledge regarding the health and environmental impact of farm chemicals, pesticides and insecticides often resulted in disasters and chronic skin cancer. Farm labourers and workers in large-scale farms and plantations were direct victims of such lack of knowledge. The most important lesson to be drawn from the evaluation exercise was that national projects that focused more on the local or intermediate levels had been more productive and had had a measurable impact on the beneficiaries than regional projects embracing a number of countries. As many as 17 countries had been included in the African regional projects evaluated, but not a single national project related to OSH in Africa, in contrast to other developing regions. It was extremely important to focus more on national projects and, in the case of regional projects, it was important to limit the number of countries to be covered to ensure greater effectiveness and maximize the benefits to each country.

20. In conclusion, the African Government group called on the Office to take all appropriate measures to enhance the technical competence and expertise of all staff, both at headquarters and the field structures in all areas of technical cooperation activities.
21. A representative of the Government of France, speaking on behalf of the IMEC group found that the mode of selecting the projects for evaluation had been clear and had provided for greater transparency. However, the nature of the evaluations had not always been clearly indicated. Some had been described as self-evaluations, but it was not clear how many external independent evaluations had actually been used.
22. Most of the report provided a description of what had been done in the framework of the projects, but there was no overview of whether the targets had been reached or whether the projects had had to be redefined or rescheduled. It would have been interesting to know how much they had contributed to a reduction in accidents and ill-health and to what extent they had improved compliance. There should have been a better evaluation of risks and closer follow-up on training activities. For example, it would have been useful to have traced the trainees and have a better view of the impact of the projects.
23. Consequently, the IMEC group considered that the link with the conclusions drawn and the lessons learned was not always clear. In this regard the work to be accomplished in the framework of the new programme and budget on the basis of clear targets and indicators would be valuable in helping in the preparation of such thematic evaluations.
24. Furthermore, when a theme was chosen for evaluation, it might be useful to link it more closely to other monitoring activities in the Governing Body, such as making it one of the items for presentations to the Governing Body by regional directors and programme managers, or linking it to some of the field evaluations now foreseen.
25. In concluding, she emphasized the importance of an integrated approach to the evaluation of technical cooperation, using the tools at its disposal in the most effective way.
26. The representative of the Government of the United Kingdom endorsed the comments by the Employers' and Workers' groups concerning the importance of tripartism at the workplace. Experience in the United Kingdom inspectorate had demonstrated that success could only be achieved if employers and workers cooperated. On the subject of training, he said that governments and the ILO could promote training, but unless employers= and workers= organizations as well as training organizations saw the benefits of training, the impact would be limited. The conclusion in the paper had referred to associating safety conditions with productivity gains as a way of encouraging employers to recognize the importance of training. More could be done in this area, for example, the forecasting of accidents and ill-health. Experience had suggested that the costs involved were much higher than was apparent to employers when analysing actual accidents or incidents of ill-health as they occurred. The challenge was to transmit national statistics and models to individual employers, particularly in small and medium-sized enterprises.
27. Much could be achieved if OSH was integrated into other training programmes so that it was seen as part of a broader vocational training or university training and by encouraging organizations that set vocational standards for training in various trades and occupations to include a health and safety component. In order to make real progress, leaders of industry worldwide should also be encouraged to pay attention to health and safety. Business schools offering masters' degrees in business administration should include health and safety in their courses. Research had shown that there were very few health and safety components in MBA courses. However, given that MBAs were international commodities,

a broader international effort to encourage business schools to include safety and health courses was needed.

- 28.** The conclusions in the paper had drawn attention to the fact that employers were more inclined to cooperate in improving safety measures when the role of labour inspectors was geared to prevention rather than enforcement. It was not, however, possible to divorce labour inspection entirely from enforcement because the inspectors had a responsibility for enforcement. The conclusion in the paper concerning the information centres was very important: employers were very often unwilling to approach labour inspectorates, and other sources of information were essential.
- 29.** Finally, there were many other organizations that small and medium-sized enterprises looked towards for training, for instance those providing them with finance. Many of them insisted on a modicum of training as a condition for providing finance. There was a need to work with those organizations to build health and safety training into their programmes.
- 30.** Mr. Mattar (Employer member) called for the Office's OSH activities to cover Asia as well as the Pacific region, and noted that such activities did not cover the Arab States within the Asian region, especially Palestine, which was in dire need of them. There was no need to emphasize the importance of OSH for the western Asian region because it was experiencing very rapid industrial development and growth, which was creating many problems in the field of OSH. He hoped that the ILO would consider setting up projects in the near future for the subregion, in cooperation with Arab labour organizations and with the concerned governments, as well as the workers' and employers' organizations in the subregion. The share of employers in these programmes had been quite limited, although employers had a great responsibility in respecting occupational safety and health standards and employers should be involved in such projects in all regions without exception. He also emphasised the need for training of trainers and to link training projects with educational curricula in cooperation and coordination with other educational institutions, including the ministries of education, to ensure that training was in line with national objectives and educational curricula. The report had also referred to the fact that the employers had not participated in the training courses because they had been carried out in English. He emphasized the need to organize training courses in the local languages and, in particular, given that 21 members of the ILO were Arab-speaking countries, to translate the documents into Arabic. Individual countries had different technical assistance requirements, and training courses should therefore be organized for individual countries after their needs had been determined. Furthermore, governments, workers' and employers' organizations, educational institutions and universities should be involved in drawing up training courses.
- 31.** A representative of the Government of France noted the importance his Government attached to the paper, since OSH was a traditional sector for cooperation and because it was an underdeveloped area in ILO cooperation. He drew attention to a number of major conclusions that had not been included in section V of the paper on lessons learnt. They concerned the need to base cooperation on agreements with governments in which there were commitments on the policy to be followed and the means of achieving it. The example of Palestine was a case in point. There was a strong will on the part of the ILO to launch a long-term project, and the means would become available on both sides. It was clear from the paper that a lot of cooperation activities had not been launched because the political will was lacking. This was an important point and in certain cases justified commitments at very high levels of government. Another point, also recalled by both the Employers and Workers, was that the project activities should be carried out at the enterprise level in order to ensure impact. A further point not sufficiently developed in the paper was the need to integrate more effectively relevant international labour standards

into technical cooperation projects, which would provide the premise for commitment. As regards methods, his Government felt here also that not enough emphasis had been placed on the fact that cooperation should meet real needs and that one should not become entrapped in the policy issues. He endorsed the comments by the African Government group because he did not consider that regional cooperation was necessarily the right way to achieve the aims in this area.

- 32.** He expressed concern that some of the safety projects had been promoted with the aim of improving productivity, because often the hazards were increased by improved productivity. Tripartism should be more proactive and cooperation less compartmentalized. The approach needed to be more pragmatic. There was also a need to create and test pilot projects and local models and to be more demanding in the choice of experts and in the selection of beneficiaries of the projects. The reports were often too descriptive and insufficiently analytical. More detail was needed about costs and the numbers of people and the risks involved. Obviously the purpose of cooperation was to reduce occupational hazards, but they were in fact increasing. Previous speakers had referred to the sustainability of the projects=results. All this pointed to the development of new technical instruments, as suggested in item 2 of the agenda.
- 33.** The representative of the Government of China stated that the paper showed that the ILO, together with constituents, had carried out a number of technical cooperation activities in this field with positive results and experience. Occupational safety and health remained of great concern to the tripartite constituency. In many places and sectors occupational diseases and work-related accidents were a great threat to workers= safety and lives. The ILO should continue to take a variety of measures to strengthen cooperation in improving working conditions. He proposed that in future ILO technical cooperation activities take into account, first, the strengthening of cooperation in the process of drafting legislation and decrees. For example, the provision of information, the introduction of international experience and the training of officials in OSH. Secondly, inspection training for constituents. Inspection was a very important part of a government=s responsibilities. Tripartite cooperation was also very important, and the awareness of member States could be increased through workshops and symposia, which could also be used to sensitize employers to take initiatives on the principles of deadlines. In concluding, he called on the ILO to ensure financial resources for technical cooperation activities in the field of OSH.
- 34.** The representative of the Government of Cuba attached high priority to ILO activities in this area and noted the importance of ensuring that training activities were carried out in a concrete, targeted manner. The training of labour inspectors was very important in enhancing safety and preventing hazards. Inspectors had a fundamental role in evaluating hazards and this had led to a reduction in the incidence of occupational risks in a number of enterprises. Referring to paragraphs 38 and 39 of the paper concerning the CIS centres, she observed that there had been difficulties as regards sustainability. But the creation of networks and the dissemination of information were very important and should be replicated in other countries, since many countries were very interested in networking, particularly Mexico. These activities should be extended to training fellowships, and the technical and financial inputs not covered by national budgets should be covered by the ILO budget. The ILO should also involve interested parties so that the information, which should be relevant and focused, could be better disseminated.
- 35.** The representative of the Government of Namibia associated herself with the statement by the Government of Ethiopia on behalf of the African Government group. Future evaluations should provide specific examples of failures and successes in order to serve as pointers for future projects for both the ILO and member States. This had been highlighted earlier by the spokesperson of the IMEC group. She drew attention to paragraph 24 where

“national authorities= resistance to changing the labour inspection system to include the informal and agricultural sectors” was cited as a major constraint influencing the effectiveness of training. Paragraph 44 was another case in point. With regard to paragraph 47, it was noteworthy that a network of factory inspectors capable of conducting training in OSH had been created. She requested that more information about inspectors be made available to member States in the region. The Government of Namibia would like to use such a network in the further development of its capacity in this field. She noted with appreciation the positive statement in paragraph 49 concerning Namibia and confirmed that national regulations on OSH, formulated in line with the Labour Act, had been operational since 1997. She drew attention to the regional tripartite seminar on OSH in Windhoek in July 1999, which had recommended the harmonization of occupational safety and health standards within the Southern African Development Community region and called for additional support to be given to this very important process. The seminar had also recommended that an audit of compliance of agreed occupational safety and health standards should be undertaken so that assistance could be focused on areas of poor compliance.

- 36.** The representative of the Government of Portugal considered that work on OSH must be undertaken in a tripartite manner and at three different levels – policy drafting, establishing institutions and local activities at the enterprise level, and a direct approach to training and the establishment of the necessary institutions for training trainers. As regards the methodology used by the evaluation, he said that the report contained a good description of the type, relevance and efficiency of the projects= activities. Nevertheless, the reference to impact and the measurement of the changes that had come about were less evident in the paper. In order to measure these changes, it might have been appropriate to ask external evaluators to prepare the paper or to ask beneficiaries about changes in attitudes to work and the impact on accident and health levels. He encouraged the Office to consider this approach in future. As regards the targeting of projects, it would be interesting to learn the outcome of activities in the informal sector.
- 37.** Mr. Anand (Employer member) emphasized governments= role in curriculum development. Referring to the question of local languages, he observed out that English-language training materials would not serve the needs of the beneficiaries of projects at the micro level. The specialists in the MDTs should establish links both with governments and educational institutions to strengthen curriculum development. However, this was not the job of the ILO, as employers, trade unions and governments had a major responsibility for curriculum development in training institutions.
- 38.** The representative of the Director-General (Mr. Brú) concurred with the representative of the Government of Portugal that thematic evaluations were by definition syntheses of evaluation findings. The paper contained a mixture of description and analysis, since it was not possible to assess the impact without giving the framework within which the project had achieved its results. He agreed that there was a need to strike the right balance and an effort would be made to do so in the future. Referring to the types of evaluations carried out, he noted that five of the 12 were independent external evaluations. He recognized that by definition ex-post evaluations of technical cooperation projects had not been carried out, simply because project budgets could not include such an allocation within their lifespan. This issue has been raised during the Office policy review meetings with major donors, including the possibility of having special allocations for this purpose within ILO/multilateral programmes. He recalled, however, that the full impact of technical cooperation activities could be assessed within the overall evaluations of technical programmes. He hoped that the new approaches to strategic programming and management adopted throughout the structure of the ILO would provide a basis for a coherent analysis of the long-term impact of all activities, including technical cooperation.

39. A representative of the Director General (Mr. Takala) affirmed that the Office would take into account the points raised in the Committee. He noted examples where the Office was already active in this area, particularly technical cooperation at the enterprise level supported by the Government of Japan on OSH management systems. Different indicators were needed for projects, the ILO, national governments and enterprises. Experience had shown that better accident data and improved statistical information increased the number of reported accidents. Therefore, an immediate reduction in reported accidents should not always be expected as a result of technical cooperation projects. He concurred with the representative of the Government of France that the key component was a strong commitment from the workers= and employers= organizations and from governments.

## **Monitoring and evaluation: Report of the meeting of the Officers of the Committee and follow-up activities** (Second item on the agenda)

40. Mr. Hoff, in his capacity as acting Chairperson, recalled that at the Committee's recommendation, at its 276th Session (November 1999) the Governing Body had requested the Director-General to convene a meeting of the Officers well before the Governing Body session in March 2000, to review the proposals on the modalities of giving effect to a monitoring system which would be submitted to the Committee on Technical Cooperation in March 2000. In order to give effect to that decision of the Governing Body, the Officers of the Committee had met on 8 February 2000. Although the February meeting had been difficult, progress had been made towards a consensus on several issues. In order to complete their agreement, the Officers and the regional government coordinators had met on 20 March. Mr. Hoff thanked all participants in that meeting for their goodwill and efforts to achieve a common position. He read out the agreed modifications to the Office paper<sup>1</sup> as follows (a one-sheet conclusion, *Proposed changes to the text in GB. 277/TC/2*, was distributed at the meeting):
- the last sentence in paragraph 8(iii) referring to an evaluation exercise coinciding with the mid-term review, should be dropped;
  - paragraph 3(a) should continue with “; the reports of the four reviews will be consolidated during a two-day meeting in Geneva of the members of all the four review teams immediately before the November 2001 session of the Governing Body. The costs of the exercise in terms of extending the period of stay for 12 members of the Governing Body would be ...”
  - the text in paragraph 3(b) should be replaced with the following: “recognizing the role of the Governing Body in monitoring technical cooperation activities, to propose to the Governing Body the establishment of a working group of the Committee to examine the involvement of the Governing Body in such activities beyond the period referred to in (a) above”.
41. Mr. Hoff stated that there was a proposal at hand in which representatives of the Workers', Employers' and Government groups had been involved. He hoped that the proposal would receive the Committee's approval.

<sup>1</sup> GB.277/TC/2.

42. Mr. Hoff drew attention to paragraph 5 of the Office paper and to the appendix containing contributions from governments; many of these would be useful for the Committee's work in the future. Everybody agreed with the points proposed by the government groups; they were to be covered gradually, according to capacity, in an orderly way.
43. Mr. Hoff described the review exercise proposed. It called for lightweight involvement in the field by some members of the Committee during the remaining part of the current Governing Body's term of office. There would be one group for each of the four regions – Africa, Asia, the Americas and Europe. A three-person team, comprising one Government, one Worker and one Employer representative would be appointed for each region; these three-person teams would work for up to five days in their region inspecting a project, followed by dialogue with the Office in the region. The findings of the exercises in the regions would serve as inputs for a special meeting in Geneva, where a synthesis report would be prepared.
44. The idea of conducting any additional review activities during the current Governing Body period had been dropped. However, to ensure that past and present experience was not lost, it had been proposed that the Committee set up a small working group that would work in conjunction with Governing Body meetings and discuss ways and means of further benefiting from the closeness of the members of the Committee to the technical cooperation work of the Organization. A proposal would also be worked out as to what could be done after the present Governing Body period had elapsed.
45. Mr. Agyei (Worker Vice-Chairperson) expressed renewed interest in the discussions, since technical cooperation could be used as an instrument for change which would improve the lives of working people. In view of the two discussions on technical cooperation, that at the Conference in 1999 and that on the strategic programme and budget, he expressed support for the comments made therein. He was concerned in particular about two points: the involvement of the social partners in the implementation of programmes and the new orientation towards the strategic objectives of the ILO, in particular the follow-up to the Declaration.
46. The preoccupation of the Workers' group was primarily in designing a system whereby complementary aspects could be put in place, ensuring a flow of information between the various actors – the Governing Body, the Office, the field structure and constituents. Such cooperation would translate ideas into effective policies. Several valuable proposals had been expressed by the different groups at the previous session. The Workers' group expected that those suggestions would be structured into comprehensive guidelines and submitted to the Governing Body in November 2000. One question of concern to the Workers' group, and presumably all groups, was how to find a proactive position for Governing Body members in the workings of technical cooperation and to give political guidance to the Office. This should not be seen by the Office as interference. To the Workers' group, the proposal meant a renewed commitment by the ILO to technical cooperation. He praised the Officers' decision to hold four on-the-spot reviews during the current biennium. Latin America and Africa, which had held regional conferences recently, would not feel penalized, and the mechanism would also ensure that a comprehensive picture emerged. He hoped that the exercise would be done in a very transparent and scrupulous way in order to avoid hidden costs. However, the Workers would not accept tripartite involvement in the review of the Workers' Education Programme, which should remain independent and be evaluated only by workers' specialists.
47. He was also very pleased with the modalities that had more recently been agreed upon regarding the final part of the exercise for the current biennium. The assessment in November 2001 would provide useful guidance for the mid-term review established by the

Conference in 1999 and in general for the future of technical cooperation. A clear request had come from their side, supported by the other groups, was to have the Regional Directors present at the November 2001 meeting. Financial provision should be made in order to apply this concept.

48. The Workers' group was also pleased with the establishment of a working party, which would act as a think-tank to discuss issues. Since the decision had been taken through institutional channels, it should be seen as a genuine effort to provide food for thought for both the Office and the Governing Body.
49. The representative of the Government of France, speaking on behalf of the IMEC group, welcomed a more active role for the Governing Body in monitoring and evaluating technical cooperation, and considered the proposals made by the Officers a move in the right direction. As stated last November, the IMEC group saw the supervisory role of the Governing Body in a broad framework, integrated in the new programme and budget procedure and as policy guidance for the Office. It needed to involve as many members of the Governing Body as possible in the most cost-effective way and help achieve greater relevance, efficiency and impact for technical cooperation. In this respect, she recalled that the proposals submitted by the IMEC group had received general support from the Officers of the Committee. She expressed the support of the IMEC group for the agreement outlined in the Office document and the proposed points for decision, but concrete steps were needed and a clear schedule was necessary for the implementation of the proposals by the IMEC group. An enhanced version of the implementation plan presented in November should be presented to the Committee in November. The new format for the report on technical cooperation programmes could also be ready for the same session, and the Office had already made concrete proposals on this. The briefings by Regional Directors could be foreseen in March 2001, linked to the field evaluations. The Executive Directors could speak on thematic issues. The improved methodology for internal evaluation should be seen in the framework of the implementation of the new programme and budget, and increased external evaluations could be developed over a period of time, for which the Office should propose a schedule.
50. As regards field activities, IMEC supported on-the-spot reviews, taking place just before regional meetings. The reviews should be tripartite and conducted by members participating in the regional meetings. The team would visit one field office and a project in the same country, and the evaluations could last up to five days. The IMEC group also supported the proposal by the Officers to hold two extra evaluations – one in the Americas and one in Africa – in 2000 and 2001. As part of the process of the mid-term review decided at the last Conference, the group supported a two-day meeting of the four teams of field evaluators, immediately prior to the November session in 2001, to prepare a consolidated report. Finally, she reiterated the availability of the IMEC group to continue discussions on the involvement of the Governing Body in technical cooperation, as suggested in paragraph 3(ii) of the Office paper.
51. The representative of the Government of Ethiopia apologized on behalf of the Chairperson, Mr. Aboye, who had been called to Addis Ababa on urgent matters. Speaking on behalf of the African Government group, he fully supported the views and points for decision as contained in the report of the Officers of the committee. He noted that the modalities listed in the document would provide a sound basis for the monitoring and evaluation of ILO technical cooperation activities. Subparagraph 8(iii) emanated from the recommendations in the Review of Management and Administration by the JIU. While the African Government group supported the essence of these recommendations, they believed that the same modalities contained in the report of the Officers of the Committee could be applied in order to give effect to the recommendation of the JIU report. The issue of a monitoring

and evaluation mechanism for ILO technical cooperation activities should be considered in a more comprehensive manner. He emphasized the importance of periodic and cost-efficient external evaluations. Evaluation and monitoring exercises should be output-oriented and based on country objectives, involving beneficiary countries to enhance their participation in the process. However, such exercises should strengthen and complement existing evaluation and monitoring systems, rather than duplicate them. Lessons learnt in implementing technical cooperation programmes at various levels should be shared widely. Any evaluation and monitoring exercise should not compete for regular or extra-budgetary resources, and the role of donor countries should be clearly stated. The African group stated its preference for outline 2 for the format of the annual report on technical cooperation activities, which covered critical issues and lessons learnt.

- 52.** Mr. Anand (Employer member), speaking on behalf of the Employer members, recalled the observations and recommendations in the Joint Inspection Unit report. He reassured the IMEC group and other Government members of the Committee that the Employers' group, while fully committed to the exercise of monitoring and evaluation, was not interested in individual fault-finding. In a changing world policies were also constantly changing and the Office's work needed spontaneously and efficiently to adjust to these changes. Only through the leadership provided by the Governing Body could one ensure that those changes were correctly followed and work adjusted to new realities. In that respect the methodology suggested was appropriate. He was fully aware of cost constraints and hoped that there would be nothing to regret in that respect. He expressed satisfaction that the three parties had come to an unanimous decision on the matter.
- 53.** The representative of the Government of the Philippines, speaking on behalf of the Asia and Pacific Government group, expressed general agreement with the recommendations made in paragraphs 6, 7 and 8 of the Office paper. However evaluations should last for up to five days instead of for a period of five days. Regarding the number of field evaluations by the Governing Body members, she suggested that four evaluations should be conducted in the 2000-01 biennium. The field evaluations envisaged in paragraph 8(iii) should not increase the number of field evaluations by Governing Body members beyond four. The points for decision in paragraph 3 should be suitably modified and accepted.
- 54.** Mr. Mattar (Employer member) supported the proposal on the review exercise. He advocated technical cooperation programmes for the GCC (Gulf Cooperation Council) countries.
- 55.** The representative of the Government of the United States appreciated the carefully crafted compromise and was pleased to see general support for the IMEC proposals for monitoring and evaluation. She underlined the importance of limiting the costs of the exercise, such as the decision to tie site visits to planned regional meetings. She expressed concern that scheduled visits to pre-selected project sites by Governing Body members who may or may not be experienced in evaluating technical cooperation activities might not yield the type of hard data on ILO technical cooperation required for discussions in the Committee. She felt strongly that there was a need to examine the involvement of the Governing Body in the monitoring and evaluation of technical cooperation activities beyond 2002, and not to institutionalize on-the-spot reviews at the current point in time.
- 56.** The representative of the Government of Namibia supported the statement made on behalf of the African Government group. Commenting on the estimated budget and the objective of the reviews referred to in the Governing Body paper, she indicated that the activities should be output-oriented. She stressed the importance of the country objectives exercises as a yardstick for evaluation. In future, indicators and benchmarks should also be identified from the country objectives for evaluation purposes.

57. The representative of the Government of China, while endorsing the statement made on behalf of the Asian and Pacific Government group, stressed the importance of the agreement and the spirit of cooperation between the groups. He recalled that the evaluation methodology was an issue of major concern for the ILO, as indicated in the Programme and Budget for 2000-01 and the Report of the Director-General. He drew specific attention to the fact that, while undertaking the review exercises, evaluation instruments and tools should take into account the strategic objectives and overall framework of the work of the Office, and stressed the need to improve evaluation methodologies in a cost-efficient manner.
58. The representative of the Government of South Africa supported the statement made on behalf of the African Government group and approved the proposal as presented by the acting Chairperson (Mr. Hoff). A paradigm shift needed to take place in the conception of technical cooperation, using a constituency-driven approach as the starting point, translated into a clear statement of country objectives. He agreed with the proposals regarding the format of the annual report on technical cooperation that included lessons learnt and identified critical issues related to circumstances in specific countries and regions.
59. The representative of the Government of Lithuania supported the ideas and concerns raised by the IMEC group and the proposal on missions to be undertaken by Governing Body members, emphasized the importance of planning programmes at the country level that took into consideration both the country objectives as well as the Organization's strategic objectives. She underlined that the Committee should not indulge in micro-management, but rather be output-oriented and transparent.
60. Summarizing the discussion in his capacity as acting Chairperson, Mr. Hoff recalled that two review exercises would be carried out in 2000, one in Europe and one in the Americas. He invited the groups to designate their respective members who would participate in the reviews by the following week, so that preparatory work could begin. As regards the teams for the reviews in 2001, the members could be nominated in June or November. On the question of the working group, he suggested that it be composed of six persons, two from each group, also to be nominated by the following week.
61. The representative of the Government of France, speaking on behalf of the Government members, requested further discussion on the question of the composition of the working group.
62. After further consultations it was agreed that the composition of the working group would be two Employers', two Workers' and four Government representatives. It was understood that the three groups would work on an equal basis.
63. *The Committee recommends that the Governing Body –*
- (a) *approve, and provide the necessary financing for, the proposal to conduct two on-the-spot reviews of field activities in each year of the 2000-01 biennium, which would be undertaken in conjunction with a regional or other meeting. Each review would be conducted by three members of the Governing Body, one from each group, who would be participating in the regional or other meeting, from the regions concerned. Reviews would be carried out in Europe and the Americas in 2000 and in Africa and Asia in 2001. The reports of the four reviews would be consolidated during a two-day meeting in Geneva of the members of all four review teams immediately before the 282nd Session (November 2001) of the Governing Body;*

- (b) approve the establishment of a working group of the Committee on Technical Cooperation to examine the involvement of the Governing Body in such activities beyond the present biennium.*

## **Other questions**

(Third item on the agenda)

- 64.** Mr. Hoff, in his capacity as acting Chairperson, stated that the Officers of the Committee on Technical Cooperation proposed that when matters of substance were to be discussed, each of the Officers would be invited to bring an additional member of their groups to participate in the Officers' meetings. For future meetings of the committee, the Officers would attempt to set the agenda items in advance for two or three sessions. In this connection he invited suggestions from the members of the Committee by early the following week. He reiterated the Committee's desire to meet for one full day during the November and March sessions of the Governing Body in the future.
- 65.** The acting Chairperson (Mr. Hoff) stated that he had received a number of requests from members of the Committee for information on the findings of the recent ILO multidisciplinary mission to Palestine.
- 66.** The representative of the Director-General (Mr. Trémeaud) explained in reply that at the Director-General's initiative a mission comprising the Regional Director, officials from technical departments at headquarters, officials and experts from the multidisciplinary team in Beirut and the Turin Centre and himself had gone to Jerusalem and Gaza, where they had held consultations with the Palestinian authorities and with employers' and workers' organizations. The officials had also been received by President Arafat. The aim of the mission had been to formulate a technical cooperation programme with a time-frame of several years and to identify a number of technical cooperation projects that would fit in with the priorities of the Palestinian Development Plan for 1999-2003, since a considerable number of projects that had been in progress since 1995 had terminated in 1999 or were approaching completion in 2000.
- 67.** The Palestinian economy faced annual demographic growth of 5 per cent, with an available workforce of around 690,000, which would double by 2010. The number of jobs that needed to be created each year totalled some 37,000. Some 24 per cent of the population was living below the poverty line.
- 68.** He stressed that the consultations that had been held during the mission with organizations of employers, workers and the Palestinian authorities and the work carried out since 1994 following the first ILO technical cooperation programme had showed that particular attention needed to be given to the problems of the labour market and the real possibilities of access to employment for young people and women, especially through small and medium enterprises and through training. Development programmes in the fields of occupational safety and health, social security, social protection and child labour were also included in the report or were being formulated, as were activities to strengthen the social partners and their tripartite participation in economic and social development.
- 69.** The overall financial envelope for the 19 projects already identified, many of which were already included in the Palestinian Development Plan, was estimated at \$20 million.
- 70.** Mr. Trémeaud stated that this work was the outcome of fruitful collaboration with the Palestinian authorities, and had made it possible to adopt a programme of cooperation in partnership with the institutions and organizations concerned. He also noted that a number

of donors had already expressed a very high degree of interest in the programme, which would be available in the next few days. In order to mobilize resources, an approach would be made to donors in different capitals, accompanied by on-the-spot contacts with the Palestinian authorities.

Geneva, 27 March 2000.

*Point for decision:* Paragraph 63.