



FIFTEENTH ITEM ON THE AGENDA

**Report of the Committee on
Technical Cooperation**

Contents

	<i>Page</i>
I. The ILO's technical cooperation programme, 1999-2000	1
II. Progress report: Implementation plan to give effect to the conclusions concerning the role of the ILO in technical cooperation, adopted by the Conference at its 87th Session (June 1999).....	1
III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation.....	12
IV. Reporting arrangements concerning operational aspects of the International Programme for the Elimination of Child Labour (IPEC).....	18

Appendix

Statement by Mr. Tapiola, Executive Director, on the meeting of the IPEC Steering Committee, 3 November 2000.....	21
-------------------------------------------------------------------------------------------------------------------	----

1. The Committee on Technical Cooperation met on 9 November 2000, chaired by Mr. Aboye (Government, Ethiopia). The Employer and Worker Vice-Chairpersons were Mr. Hoff and Mr. Agyei, respectively.
2. The Committee had the following agenda:
 1. The ILO's technical cooperation programme, 1999-2000.
 2. Progress report: Implementation plan to give effect to the conclusions concerning the role of the ILO in technical cooperation, adopted by the Conference at its 87th Session (June 1999).
 3. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation.
 4. Reporting arrangements concerning operational aspects of the International Programme for the Elimination of Child Labour (IPEC).
3. The Chairperson informed the meeting that Mr. Trémeaud (Executive Director) could not be present at the meeting as he had been asked by the Director-General to be in Turin for a meeting of ministers of labour and presidents of employers' and workers' organizations of the G-8 countries.
4. The Employer Vice-Chairperson, Mr. Hoff, expressed disappointment at the absence of Mr. Trémeaud as he was the Committee's interface with the ILO's senior management. While his group did not contest the validity of the reasons for Mr. Trémeaud's absence, it regretted that every effort had not been made to reschedule the meeting to enable him to attend both.
5. The Worker Vice-Chairperson, Mr Agyei, supported the statement by the Employers' group.
6. The Chairperson considered that although the exceptional situation had been unavoidable, it should not recur in the future. He called on Ms. Cornwell, Director of the Development Cooperation Department, to introduce the first two items of the agenda.

I. The ILO's technical cooperation programme, 1999-2000

II. Progress report: Implementation plan to give effect to the conclusions concerning the role of the ILO in technical cooperation, adopted by the Conference at its 87th Session (June 1999)

7. The representative of the Director-General (Ms. Cornwell) stated that Mr. Trémeaud had asked her to express his personal apologies for his absence, which had resulted from the request by the Director-General for him to attend the meeting in Turin. The exact dates of his absence had been subject to the constraints of the scheduling of meetings in Turin.
8. Introducing the first document, Ms. Cornwell stated that the presentation was new, grouping the activities by technical sector and strategic objective. The report was in three

parts: a quantitative overview; a selected review of activities by strategic objective; and a section on the lessons learned and concluding remarks. On the quantitative sections of the report, Ms. Cornwell highlighted the rise of \$3.4 million in overall expenditure in 1999 compared to 1998, but noted that expenditure on extra-budgetary projects had in fact declined. There had been a significant drop in expenditure in UNDP-financed projects over the past year, decreasing from \$24.6 million in 1998 to \$17.4 million in 1999. UNDP-financed expenditure had been \$31.2 million in 1997 and represented 29 per cent of the total share of extra-budgetary expenditure, whereas in 1999 the percentage share for UNDP had dropped to 18 per cent. Compared to this, the level and expenditure of extra-budgetary funds from the multi-bilateral partners had remained more or less constant during the past three years. It was clear that the Employment Sector currently represented approximately 50 per cent of all expenditure, but this was likely to decrease in the coming years when one examined the current pattern of approvals by sector.

9. Reviewing the levels of approvals, she indicated that there had been a sizeable increase from \$82.5 million in 1998 to \$96.1 million in 1999. The level of \$178.6 million for the biennium as a whole (1998-99), however, was still below the previous biennium (1996-97), which had been \$235.9 million. There were positive signs of an increase in approvals in 2000. While it was still too early to give precise figures, it was likely that the pattern of approvals by sector would shift, with a large increase in the Fundamental Principles and Rights and Standards Sector, probable increases in the Social Protection and Social Dialogue Sectors, and a decrease in the Employment Sector. The major source of new approvals was the multi-bilateral donor community. While funding from UNDP was low and not expected to increase, a new form of partnership between the ILO and UNDP was being forged and would be the subject of a separate report next year.
10. The low level of delivery was a cause for concern, and the Director-General had taken specific steps to introduce corrective measures. The issue was complex and needed further analysis, as indicated in the report, but immediate action had been taken. This issue, together with that of improving overall delivery in terms of both quality and levels of expenditure, represented a priority area for follow-up in the coming year.
11. The report had made an attempt to provide more complete reporting on the activities of the Turin Centre. The volume of training activities and the number of activities had increased between 1998 and 1999, from \$22.5 million in funding and 6,500 participants in 1998 to \$25.9 million and 8,000 participants in 1999. The Turin Centre had also refocused and reorganized its training department in line with the ILO's strategic objectives.
12. A new feature of the report was to include a section on lessons learned. In future it was hoped to complement this section with summaries of evaluation reports. The Office would welcome guidance on the format and content of the report, and she asked whether the Committee would prefer the activities to be presented instead by operational objectives.
13. As regards the progress report on the implementation plan to give effect to the conclusions concerning the role of the ILO in technical cooperation, adopted by the Conference at its 87th Session (June 1999), Ms. Cornwell noted that the Office had attempted to provide some follow-up information on the activities undertaken so far. She recognized that the Committee had sought more information on the resources allocated to the activities and specific targets to be achieved and on how the activities fit into the strategic objectives. This type of information was better suited for the presentation of the Programme and Budget for 2002-03. It had not been possible to provide it for the current paper, given the ongoing work within the Office in defining objectives, indicators and targets. However, it was clear that the Committee expected a full mid-term review of activities stemming from the conclusions adopted by the International Labour Conference, which would be presented to the Committee in March 2002.

14. Mr. Hoff (Employer Vice-Chairperson) expressed his group's overall satisfaction with the reports and with the improvement in the yearly report on technical cooperation, which was for the first time organized around the technical sectors and gender equality. The dialogue between the Committee and CODEV was good, as the latter had taken up many of the suggestions that the Committee had made the previous year.
15. He reiterated the ongoing concern of his group regarding resource mobilization and the decline in the delivery rate. The information on resource mobilization was more informative than in the past; some concrete examples would however be useful in the future. Regarding the delivery rate, enhanced staff training, which should be provided on a continual basis to new as well as serving staff and to chief technical advisers, was a key element in arresting the decline. Coordination between headquarters and the field, appropriate staff assignment, and responsibility for the implementation of projects were also important elements for delivery and sustainability.
16. Referring to the Employment Sector, his group requested greater tripartite involvement in the design and implementation of small and medium-sized enterprise projects. For those projects the importance of skills development was critical. The Employers fully endorsed the action taken regarding HIV/AIDS in the Social Protection Sector and hoped that the ILO would give priority to Africa. Regarding the Social Dialogue Sector, his group stressed the need for the Office to strengthen the relevant institutions. Employers' organizations, especially in Central and Eastern Europe, needed to be strengthened as they played an important role in the functioning of labour markets. African employers' organizations also needed strengthening. He also called for an increase in capacity in the Bureau for Employers' Activities (ACT/EMP), thereby balancing its place in the Office.
17. The Employer Vice-Chairperson appreciated the open and frank section on lessons learned in the report. Many of the findings corresponded to those of employers' organizations in their development cooperation programmes. The next challenge would be to put the recommendations into action. The Director-General and the Executive Director for the Regions and Technical Cooperation Sector should give clear instructions, which should be accompanied by transparent coordination, supervision and control. The role of CODEV in managing this process had been stressed by the Employers for some years, and his group would appreciate information on the place of the Unit within the Office and its capacity to achieve its objectives.
18. Referring to the content of technical cooperation and the observed shift from poverty-related programmes to standards-based programmes, Mr. Hoff pointed out the importance of conducting parallel programmes to ensure sustainability. In that context he reiterated the importance of capacity-building for workers and employers. On the programme approach, he cautioned that overuse might lead to a loss of focus, of information and of insights into the ILO's technical cooperation activities. The project approach should also be maintained.
19. Referring to difficulties in obtaining funding for follow-up activities, he suggested that the Office set aside a certain amount of regular or extra-budgetary funds for the purpose. He stressed the importance of evaluation in technical cooperation, and proposed that summaries of evaluations be included in future annual reports.
20. As regards the progress report on the implementation plan, in his opinion this provided a good overview. He inquired about the problems that had been encountered, and reiterated the Employers' position that they were always willing to help in this area.
21. The Worker Vice-Chairperson (Mr. Agyei) welcomed the new format of the annual report on technical cooperation, noting that the graphics and text had improved by comparison with previous years. He cautioned, however, that the approach could make reporting too

general for the Governing Body to exercise its control function. Strategic planning and budgeting in some cases was too broad and general and omitted matters of detail; the expectation of his group was that the Office would provide readable, comprehensive reports. He recognized, however, that the reporting format presented difficulties, as it covered two years in which two different programme and budget systems had been in place.

22. Paragraph 3 seemed somewhat contradictory since it stated that there had been a steady decline in UNDP resources while at the same time claiming that the ILO continued to enjoy fruitful collaboration with the UNDP. While the Employment Sector accounted for 50 per cent of total expenditure, the amount spent on standards had mostly gone to IPEC. With the new allocations for work under the Declaration, a number of other core standards would be addressed in technical cooperation programmes. He inquired about the means available for the promotion of standards other than for IPEC and the Declaration. He also asked what was being done to attract funding for standards in general. He stressed that the Committee and the Governing Body should provide the real guidance for the distribution of technical cooperation expenditure.
23. One major concern for the Workers' group was the decline in expenditure for the least developed countries. Citing the decline in UNDP funding, he stated that while the ILO certainly needed to collaborate with the UNDP, it could not afford to depend on it as the sole source of funding for addressing the needs of the LDCs. The Office should give a clear signal in this regard and seek alternative solutions, such as channelling available resources from multi-bilateral donors for activities in the LDCs.
24. As regards cooperation with the World Bank, regional banks and the European Union, very few cases of collaboration were mentioned in the report. Mr. Agyei asked why results seemed so meagre and requested that more specific information on collaboration with these institutions be given in the future.
25. The Worker Vice-Chairperson referred to the overwhelming donor interest in funding IPEC activities, and noted that although the trend was positive, it could cause an imbalance in the ILO's technical cooperation programme. Effective measures against child labour required a whole range of supportive activities that included the promotion of labour standards, improved social protection, and strengthening of the social partners.
26. The Workers were disappointed to note a new and substantial decline in the delivery rate. The Committee should be informed of the impact of the corrective measures announced in the document. A clear breakdown by department should be provided, as in previous reports. The issue of targets for delivery also needed to be addressed; both monitoring and planning, as well as enhancements in management and the simplification of procedures, would lead to improvements in the Office's performance in technical cooperation,
27. Donors should understand that proper funding for management and implementation, also known as core funding, should accompany funding for specific activities. The real impact of technical cooperation activities could only be achieved if they were carried out and supported by equal partners in the ILO constituency. Thus, direct support to the social partners should not be neglected. In this regard, the trust funds approved at *Geneva 2000* by the Government of Italy were a positive example, as this had involved the social partners, through direct collaboration in designing and implementing the programme with ACTRAV and ACT/EMP. This model could be followed by other governments.
28. The Workers' group found the paragraphs related to the Global Compact inaccurate. The initiative launched by the UN Secretary-General was much broader than, as claimed in the

report, UN-system collaboration with the business sector. The initiative fully involved the labour movement, yet there was no mention of this in the report.

29. The sections on technical sectors and lessons learned provided considerable information, but did not lend themselves to detailed comment. The Employment Sector focused on micro- and small enterprises, the self-employed and micro-entrepreneurs in the informal sector, without any reference to labour rights, while greater emphasis should be given to standards, which were the mainstay of the Organization. Regarding the Turin Centre, he recalled the contribution of the Workers' group to the Board and expressed satisfaction with the clear paragraphs devoted to Turin.
30. As regards the lessons learned, the Workers' group asked why the paper claimed that an increased number of projects would be formulated by NGOs as a result of a "smaller workload for the ILO"; the real issue was to improve the capacity of the ILO staff to deal with technical cooperation from a tripartite perspective.
31. As regards the progress report on the implementation plan, Mr. Agyei recalled that at the International Labour Conference in 1999 there had been a thorough and rich discussion on the future development of ILO technical cooperation. On that occasion the spokesperson for the Workers' group had tabled the idea, endorsed by the whole Conference Committee, to have a mid-term review of the implementation plan that was to be developed. This plan would set out who was responsible for each activity and what progress had been made. The Workers' group hence recorded its disappointment with document GB.279/TC/2. He pointed out its deficiencies – it was too general and did not provide precise information on the issues. His group sought more information on the field review, on tripartite involvement in technical cooperation and on resource mobilization.
32. Referring to the section on partnership with private sector, foundations and non-traditional partners, he did not understand the need to refer to the Global Compact – the ILO had to take care of its own mandate, which was different from that of the Compact. He would welcome further information on the larger issues of building partnerships in March, in the form of a general discussion.
33. The representative of the Government of France, speaking on behalf of the IMEC group, found the annual report on ILO technical cooperation a significant improvement on that of the previous year, with more information on priority areas by field of activity and geographical distribution. This information would assist in establishing an integrated budget, which remained a priority for the IMEC group. She expressed concern at the low delivery rate, which had decreased from the previous year. In this regard, the establishment of a delivery task force to address the problem was noted with interest. The IMEC group would welcome any additional information explaining the reasons for the low delivery rate and the means and resources made available to address this problem.
34. She also noted with interest the reference to interaction with the private sector, but expected that if the ILO were to pursue the exercise, clear guidelines would need to be defined and approved by the Governing Body in order to ensure that conflicts of interest did not arise. The ILO's technical cooperation reporting should focus on providing information on the impact of decent work, which in turn would require the setting of strategic objectives under the four main sectors and demonstrating how programmes made effective contributions to those ends. She supported the suggestion to include summaries of evaluations in future reports, and looked forward to the Committee's meeting in March which would include a dialogue with the programme and regional managers.
35. As regards the progress report on the implementation plan, she noted that the IMEC group had welcomed the document when it was first produced during the previous year.

However, the current document did not have the structure or provide the information required, but consisted mainly of a list of actions without the identification of the resources, level of implementation, outputs or links with other activities of the Office. The Programme and Budget for 2000-01 provided a better framework for follow-up on Conference decisions, since the programme and budget framework, which clearly showed the allocation of resources, targets and indicators, would be more informative.

- 36.** The representative of the Government of Ethiopia, speaking on behalf of the Africa group, considered that the African region should remain the prime focus for ILO technical cooperation activities, and noted the importance of the Jobs for Africa programme along with the programme on HIV/AIDS and the World of Work. The report could have been presented in a more reader-friendly manner, for example by using boxes as in the previous year's report. With regard to the content, it was noted that Africa had a shrinking share of total technical cooperation expenditure and he called on the multi-bilateral donors to increase their contributions to the region, and on the secretariat to increase their efforts to improve the low rate of delivery. The establishment of a delivery task force and delivery hotline was welcomed. These efforts needed to be supplemented by others, including filling vacancies and the timely transfer of project officials to coincide with project cycles. He called for multi-bilateral donors to establish fixed yearly contributions to enable more predictable and sustainable financing of technical cooperation activities. The Africa group supported the programme approach, but expressed concern that this could lead to donor- or fund-driven technical cooperation activities, in addition to the concentration of funds on a few programmes. He encouraged increased use of national and regional consultants and the establishment of a roster of experts by the Office.
- 37.** As regards the progress report on the implementation plan, the Africa group expressed its strong support for clear linkages between the implementation plan and the strategic budget on one hand, and the strategic and operational objectives on the other. He also called for the plan to include expected outcomes and performance indicators for each programme as well as for it to be flexible enough to include any new developments at the national, regional or international level. He reaffirmed that capacity-building and its sustainability should be the primary goal of UN technical cooperation activities at the country level.
- 38.** The representative of the Government of Slovakia, speaking also on behalf of the Governments of Croatia, Ukraine, Lithuania, Bulgaria and Hungary, welcomed the inclusion on the agenda of the progress report on the implementation plan. This was a first step in the right direction, but it should be complemented by concrete projects and resources. Of particular importance was point 1(b) – establishing a common programming framework. In this context systematic cooperation on technical cooperation and resource mobilization between the Office and the Turin Centre was essential. The high technical level of the Centre could be of great use to some Central and Eastern European (CEE) countries in the EU integration process in matters such as safety and health at work, youth employment, productivity and distance learning, etc. Activities placed in cooperation agreements between the CEE countries and the ILO could be carried out through collaboration between the ILO Office, the Turin Centre and the regional and area offices. He referred to the well-established reputation of the ILO worldwide, fully recognized by the European Union, especially with regard to social protection, employment, social dialogue and labour law. He stressed that, in the light of the European integration process, further cooperation from the ILO was very important.
- 39.** Mr. Anand (Employer member) complimented the Office on the new presentation of the report, which allowed for a better understanding of the programme, and enabled the Governing Body to examine progress in technical cooperation through the principles of self-appraisal. He commended in particular the section on lessons learned. He stressed that follow-up action, as described in paragraph 207, was crucial to achieving the ILO's new

goals. The report laid the foundation for promoting decent work, and he urged member governments to be more supportive to the ILO after having accepted the new objectives and strategies at the Special Session of the UN General Assembly in June 2000. He expressed concern at the decline in technical cooperation activities in the least developed countries, in particular when these countries were to achieve the UN Assembly session targets, and felt this concern needed to be conveyed to the UN Secretary-General. He noted with regret that the delivery and level of implementation of technical cooperation continued to decline and that the report detailed external factors but did not give appropriate attention to internal organizational deficiencies. In respect to UN inter-agency relationships, he considered that they could be further enhanced through efforts geared to improving delivery. On the Global Compact, he pointed out that four out of nine principles were considered of common relevance to ILO actors. However, he stressed that resources from the United Nations and the World Bank would be necessary if progress on the acceptance of these principles was to be achieved.

40. Referring to paragraphs 89-92 concerning decent work in the informal sector and rural industrialization, he expressed concern about the lack of sufficient follow-up and progress following the initiatives taken by the Director-General himself in India in February 2000. He noted with regret the low level of progress in promoting employment activities in south Asia.
41. He welcomed the three operational objectives in respect to social dialogue, as well as the ILO's collaboration with the FAO in relation to the FAO Forestry Commission for Asia and the Pacific. He stressed the need for capacity building and commended a new initiative by ACT/EMP which in his view could be adapted to multiplied pursuits. Regarding paragraphs 207-225 he noted that any excessive shift from traditional to new components of the technical cooperation programme would need to be well coordinated by the three groups in order to ensure a well-oriented decent work approach; creating work opportunities remained a priority. Finally, he observed with regret that the Active Partnership Policy and the country objectives, vital ingredients of technical cooperation policy, were missing in the new approach and strategic plans.
42. The representative of the Government of Namibia supported the statement by the Africa group and complimented the Office on the quality of the reports. She expressed concern at the drop in the delivery rate, and noted that the report mentioned that the Jobs for Africa programme was being implemented in 16 countries, of which Namibia was supposed to be one; regretfully, the programme was not implemented in Namibia. She supported the proposal to have summaries of evaluations in future reports.
43. The representative of the Government of China thanked the Office for the clear presentation of information, following the four strategic objectives of the ILO. The frank analysis presented was appreciated as the first step towards solving the problems faced. Concerned with the low delivery rate, he inquired about the findings and actions of the delivery task force and the resource mobilization efforts made by the Office. He supported the use of a programme approach and called for the ILO's technical cooperation programme to alleviate insecurity and unemployment in the context of globalization.
44. The representative of the Government of Italy expressed support for the remarks by the Government of France on behalf of the IMEC group. He stressed the importance of integrating activities financed out of extra-budgetary funds with regular budget activities. The newly established partnership between Italy and the ILO through the "Universitas" programme was regarded as extremely important, since it integrated various technical sectors of the ILO, associated the social partners and concentrated on poverty issues. The programme was open to other partners in the donor community. The ILO's relationship

with the UNDP concerned not only funding for the ILO, but also the development of a new strategy of cooperation.

45. The representative of the UNDP referred to the general and severe drop in ODA, which had been quite marked for the UNDP. By comparison with the previous years, the current year's donor contribution to the UNDP had been the lowest. In the light of this financial crisis, the UNDP had held a ministerial meeting on 11 September 2000 in which more than 40 ministers and other high-level officials had discussed the UNDP's role. The global consensus of eliminating poverty had also been reviewed with a view to its integration into the UNDP's work. During the meeting, several donor countries had pledged increased contribution to the UNDP.
46. Speaking on behalf of the UNDP Administrator, Mr. Malloch Brown, the representative of the UNDP expressed appreciation for cooperation between the ILO and the UN Development Group and for the good working relations in the UNDAF process, which enhanced the effectiveness of the whole UN system. He expressed his hope for continued good spirited cooperation between the ILO and the UNDP. Although not a major donor to its activities, the UNDP would continue to be a major partner of the ILO.
47. The representative of the Government of Portugal supported the statements by the IMEC group. He referred to the exponential growth in technical cooperation in the field of standards and the alignment of the training offered at the Turin Centre with the strategic objectives of the InFocus programme. He noted that there were still other efforts to be made, notably the larger integration of extra-budgetary resources in the regular budget of the ILO. Secondly, he noted that if one took the quantitative indicators together, the situation presented contrasts: he welcomed the consistent growth of approvals, but regretted the decrease in delivery. Some reflection was called for on the place of technical cooperation in the Office, on the level of technical competence in the field units, and on the changes taking place in the Active Partnership Policy and country objectives. Therefore, the creation of a task force and the consultations with the directors of the regional offices were supported. The delivery rate was only one of several indicators of the efficiency of technical cooperation. Impact evaluation was most important and should be encouraged. He accordingly supported the initiative of developing this capacity. Finally, referring to Appendix VII, he reaffirmed Portugal's availability to continue the partnership which had traditionally been centred on the African region and to extend the geographical coverage with the launch of the employment initiative in East Timor.
48. Mr. Arbeloa (Employer member) expressed satisfaction with the activities of the Turin Centre, especially the efforts to promote social dialogue and in particular in the region of the Americas. This was considered essential, as the human rights situation in some Latin American countries had deteriorated and could return to the undesirable situation of a few decades ago. This was an important message that needed to be brought to the attention of not only the workers and employers, but especially of governments, congresses and universities, etc. The support that the Turin Centre received from the Italian Government was considered very generous and the hope was expressed that more donors would follow. The Employer member maintained that the social partners must be the only parties in the tripartite basis of the ILO and that doubtful non-governmental organizations claiming to represent them should not be generally recognized.
49. The representative of the Government of the United States supported the statement by the IMEC group and expressed her satisfaction with the documents provided, in particular the sections on lessons learned and action to be taken. She suggested that in the future more examples of concrete results of technical cooperation activities be presented to the Committee along the lines of the results in paragraph 95. In that respect, she supported the suggestion made by the Employers' group to provide information on external evaluations

and impact assessments of technical cooperation activities at future meetings. She expressed concern at the low delivery rate and called for efficient management structures to be put in place to deal with the issue. Information was requested on the status of the review of the field structure and the nature of the ILO's relationships with the Bretton Woods institutions.

50. The representative of the Government of the Netherlands supported the statement by the IMEC group. She indicated that the recent increase in trust funds and multi-bilateral funding was to some extent worsening the existing problems, with low delivery. In this respect she inquired if the present structure, resources and leverage of CODEV, as well as its relationship with the technical sectors, were sufficient to ensure the smooth management of technical cooperation.
51. She asked for clarification on the development of the activities of the Turin Centre, where a healthy growth in participants and activities seemed to indicate a drop in the cost per participant. She further noted that in overall technical cooperation expenditure, there was a remarkable shift from experts and equipment towards training and miscellaneous areas of activity. The miscellaneous figure was increasing and should be identified. In addition, there seemed to be considerable expenditure on departmental management in the technical units.
52. The representative of the Government of the Russian Federation considered that the multidisciplinary team in Moscow was currently in an unsatisfactory position. Active partnership could not be implemented when there were so few specialists. This must be remedied through assistance from headquarters. Indeed, the Moscow MDT was working de facto for ten countries. Despite assistance from outside experts, it had to be noted that these experts were less qualified than those working in the Office. Additional assistance must therefore be provided, not only by donors but also under the regular budget.
53. The representative of the Government of France reflected on the choice between a supply-driven and a demand-driven policy of technical assistance. Under a supply-driven system, member States were given the means to ratify and implement ILO Conventions. Under a demand-driven system the ILO answered requests from countries, even in cases where they might be reluctant to adhere to ILO Conventions. There were signs of moving to a demand-driven policy. While UNDP funding continued to drop, those areas with the greatest need were receiving less and less support. In order not to become a mere observer, the Committee must set out qualitative and quantitative objectives and make the appropriate choices. Turin's activities must be better incorporated in the general presentation of the ILO's technical cooperation activities and its achievements should be highlighted in subsequent reports. Evaluation was a key success factor and must be carried out independently and externally.
54. The representative of the Government of Germany supported the previous speaker's compliments on the high quality of the report. The delivery rate was a concern, and his Government would be closely monitoring developments in this area. In paragraphs 13-14, concerning the strengthening of IPEC with relation to general resource distribution, Germany as the initiator of the programme planned to continue its important financial support, although it understood other Committee members' concern that other programmes needed to receive appropriate funding. His Government would also be providing support for social protection and the InFocus programme on SafeWork.
55. He welcomed the horizontal cooperation between developing countries, which had evolved considerably in Latin America and was spreading to other regions. The sectoral approach should be continued, in particular with regard to educational and training programmes. Efforts to strengthen governments must not be limited to improving labour administration

but also to government employees. Indeed, the ILO had a specific mandate concerning government service employees, which was the remit of a special committee. This was not stressed sufficiently in the report.

- 56.** The representative of the Government of the Dominican Republic welcomed the project to modernize labour administrations in Latin America, and stated that the work was indeed being carried out in Central America to reorganize ministries and improve their management under the MATAC project. IPEC was an important programme in the Dominican Republic, where some 500 child labourers had been removed from the agricultural sector. He therefore thanked the countries that had contributed to the programme.
- 57.** The representative of the Government of South Africa agreed with the representative of the Government of Ethiopia concerning issues besetting Africa, in particular the HIV/AIDS pandemic and the challenges to poverty alleviation and job creation. Efforts in these areas were further frustrated by low direct foreign investment flows, and without substantial additional assistance Africa would be at risk of further marginalization. Yet there was a decline in ILO expenditure in Africa, even though its share was the largest vis-à-vis the other regions. The ILO should restructure its field operations on the African continent, and the regional tripartite review should recommend appropriate follow-up action to the Governing Body. Field activities must be evaluated in the light of their relevance and impact.
- 58.** Concerning Conventions Nos. 182 and 138, she noted that progress had been made in child labour eradication, but this issue should not be allowed to detract from promotional efforts in other core areas, or create the impression that some Conventions were more important than others.
- 59.** The representative of the Government of El Salvador maintained that, thanks to the programme to modernize labour administration, El Salvador had been renewing and retraining its labour administration staff. El Salvador had ratified Convention No. 182, and follow-up and implementation were under way in the form of a coordinated tripartite effort to eradicate child labour through 11 projects.
- 60.** Ms. Cornwell thanked the Committee for its comments and suggestions and the rich and instructive discussion that had taken place. Addressing the comments and queries according to the issues raised, Ms. Cornwell stated that, as regards delivery, specific action had been taken with the task force, assigning accountability and responsibility to projects and initiating a training programme with the Turin Centre. It was also likely that targets for delivery would be set in the next programme and budget, as indicated in the discussion on the strategic policy framework. The need for close cooperation between headquarters and the field was recognized as an important factor in the delivery of technical cooperation and was being examined as part of the review of field services. On resource levels, particularly concerning the decline in expenditure in the LDCs, Ms. Cornwell stated that while the main reason was a decline in UNDP resources, it was clear that the Office needed to make efforts to increase the allocation of resources to programmes in these countries. She noted that all of the multi-bilateral partners included LDCs in their list of programme countries and the Development Cooperation Department promoted programmes for these countries in meetings with the donors.
- 61.** As regards priority setting for technical cooperation activities and the role of the Governing Body in determining policy on development cooperation within the Office as a whole, Ms. Cornwell suggested that several avenues could be explored. The Committee itself was an appropriate forum for discussing priorities. In the light of the innovations in integrating the programming of technical cooperation activities with regular budget

activities, discussions would no doubt also arise in the Programme, Financial and Administrative Committee, particularly during the review of the Programme and Budget proposals for 2002-03. A guiding principle was that the technical cooperation activities of the ILO should be anchored in the regular budget. It was also important to recall the role of the regional offices and the field structure and the interaction with constituents at the field level. The Office recognized the important role of all constituents, including the social partners, in determining the content of programmes. The challenge was to ensure that the needs and activities defined with constituents dovetailed with the broader global objectives. This was an ongoing process. The issue of priority setting was also related to the queries raised about the programme approach vis-à-vis the project approach in approving technical cooperation activities. In the ILO's technical cooperation programme there was room for both approaches. Very often field-level discussions with particular donors focused on the project approach, with the assistance of the social partners.

- 62.** Responding to the issues raised concerning resource mobilization and partnerships, Ms. Cornwell remarked that while these two subjects could be related and often were, they were also distinct. Partnerships provided an opportunity for the ILO to promote its principles and goals and to use its influence to include these values in the programmes of other institutions, as well as to bring ILO objectives into the higher level policy debates. This could be, but was not necessarily, accompanied by resources. The new strategic relationship with the UNDP should be seen in this light. Similarly, the references to the Global Compact were not made in the sense of resource mobilization, but in using this forum for policy dialogue on universal principles. The cooperation with the Asian Development Bank was a combination of resource mobilization and partnership; the activities of studying the impact of selected labour standards on a number of Asian countries had been developed with the full participation of the ILO's International Labour Standards Department, with financing both from the ILO and the Bank. The Turin Centre, with the Declaration team in the Office, was also working on a course on core labour standards and development for the staff of the African Development Bank. Cooperation with the World Bank was developing slowly. The bidding for Bank projects was labour-intensive and highly competitive. The ILO had to take a strategic approach to such projects before embarking on them, given the Office's resource constraints. However, there were some concrete examples of project implementation and the ILO was involved in the PRSP (Poverty Reduction Strategy Papers) exercise in five countries. As for the European Union, it was indeed true that progress had been slow and limited. This was due in part to the restructuring taking place in both organizations. Developments would be reported to the Committee next year.
- 63.** As regards the issue of partnerships with the private sector, Ms. Cornwell informed the Committee that the subject had been discussed by meetings of the Legal Advisers in the common system. The issues were complex. Developments on this within the ILO would have to be subject to guidelines and these would have to be submitted to the Governing Body for approval.
- 64.** Ms. Cornwell noted that the InFocus programme on boosting employment through small enterprises worked with the other sectors to ensure that the jobs created were quality jobs and respected the fundamental principles and rights and included social protection. Referring to the Jobs for Africa programme, it was true that activities had not been initiated in all countries. This was due to the refocusing and restructuring of the programme. The Committee's attention was drawn to the Director-General's approval of \$1.88 million for this programme until the end of the biennium and to the priority accorded to Jobs for Africa both in the Employment Sector and in the African region. On the review of the field services and structure, Ms. Cornwell referred the Committee to the Director-General's comments to the Programme, Financial and Administrative Committee when the issue was raised within the context of the strategic policy framework. As regards the role

of the Regions and Technical Cooperation Sector and the Development Cooperation Department, she indicated that the Executive Director, Mr. Trémeaud, was a member of the Senior Management Team, which, combined with the teamwork approach adopted by senior management, provided the necessary leverage for cooperation throughout the Office. As regards the apparently large expenditure on departmental management suggested in Appendix III, this was due to the practice of allocating the RBTC funds to departmental management as well as to the fact that some large programmes (such as IPEC) had previously been reported on this line.

65. In conclusion, Ms. Cornwell stated that the Office would take careful note of the other issues raised during the discussion in the coming year. These included addressing the delivery problem; exercising caution and carefully delimiting the involvement of NGOs in technical cooperation activities; drawing attention during resource mobilization to certain critical areas, including strengthening the capacities of the social partners, standards other than those related to child labour and the Declaration, social protection and HIV/AIDS; including summaries of evaluation in future reports; linking technical cooperation activities to the strategic budget; and providing regular budget resources for follow-up to certain projects, which should be brought to the attention of the Programme, Financial and Administrative Committee. On behalf of the Office, she thanked the governments which had indicated their support for specific programmes.

III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation

66. Introducing the paper, the representative of the Director-General (Mr. Tapiola, Executive Director of the Fundamental Principles and Rights at Work Sector) recalled that the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work had become operational this year with the Governing Body's discussion of the annual reports on situations where the fundamental Conventions had not been ratified. In June 2000 the International Labour Conference had devoted a whole day to the first Global Report. Entitled *Your voice at work*, it dealt with one of the four categories of principles and rights: freedom of association and collective bargaining. The Governing Body was now asked to consider the technical assistance component of the follow-up on this category of fundamental principles and rights at work. This could be characterized as covering old ground in new ways, looking at freedom of association and collective bargaining from a promotional, technical cooperation angle.
67. Mr. Tapiola pointed out that the Global Reports were intended as a basis for determining priorities for the following period, in the form of action plans for technical cooperation designed in particular to mobilize the internal and external resources necessary to carry them out. It was the Governing Body's task to draw conclusions concerning priorities. The paper before the Committee was inspired first by the Global Report, secondly by the discussion at the Conference, and thirdly by the needs identified in the field offices' consultations with governments and the social partners. It set out the key areas of concern under two broad headings: the principal policy hurdles and specific implementation questions. Under principal policy hurdles, the absence of rights or the strengthening of rights to organize and to bargain collectively – both for workers and for employers – remained a major concern. Well over two years after the adoption of the Declaration, 23 of the 175 member States had ratified neither Convention No. 87 nor Convention No. 98. Furthermore, acts of anti-union discrimination and interference in workers' organizations persisted; and questions of representativeness remained, especially in countries that had moved away from trade union monopolies. As regards specific implementation questions,

these were most notable in export processing zones, the public service, among migrant and domestic workers, among agricultural workers and those in the informal economy. Many governments had actually indicated an interest in receiving ILO assistance on questions of labour law or administration, not always narrowly related to freedom of association or collective bargaining.

68. After a brief overview of ILO activities related to the Declaration, the Office paper listed the various requests under the headings previously developed, in narrative (paragraphs 22-31) and in tabular form (Appendix I). Fifty-four member States were listed individually, and they appeared in three columns. *Regular budget or RBTC funds* were allocated or foreseen for 21 member States. *Extra-budgetary support* had been obtained or was foreseen for 11 countries worldwide, for a group of 14 in the Caribbean, for three in East Africa (Kenya, the United Republic of Tanzania and Uganda) and for the Organization of American States. For 34 member States and several subregions, no regular or extra-budgetary resources were available as yet. Two further countries had expressed an interest for ILO assistance in the second round of annual reports recently sent to the Office. Therefore, 36 individual countries were *not yet covered* by relevant activities. Mr. Tapiola referred to the Director-General's appeal in paragraph 21 for fresh extra-budgetary support in favour of the action plan.
69. The Employer Vice-Chairperson (Mr. Hoff) thanked the Office for an honest report, and stated that several points raised by the Employers' group in the March 2000 discussion of the annual reports and the June 2000 discussion of the Global Report at the International Labour Conference had not been taken into account in the paper. The Employers had, on those occasions, emphasized that the Declaration was promotional in nature and should not be confused with the ILO's regular supervisory machinery. Secondly, the Declaration dealt with the principles contained in the core Conventions rather than the Conventions themselves. The ILO's main objective should therefore be to help member States to respect, promote and realize the principles of freedom of association and the effective recognition of the right to collective bargaining. Promotion should focus on creating a policy environment that provided an opportunity for freedom of association and collective bargaining. He drew the Committee's attention to the fact that, while much could still be improved, the situation with regard to freedom of association and the effective recognition of the right to collective bargaining was actually more positive than was perhaps acknowledged. The ILO had in fact achieved much in this respect. Regarding the priorities and plan of action for technical cooperation, he urged the Office to mobilize resources and to concentrate its efforts. He did not share the Office's view on representation in the informal sector. He explained that this sector, as its operators develop into small enterprises, would in some cases join sectoral associations. Informal sector activities should therefore be regarded as part of the enterprise development programme. He also expressed the Employers' view that, while NGOs played a useful role in many societies, they had basically no role in the collective bargaining process. This should be a voluntary, mutually agreed process between the parties concerned. He voiced support for the importance placed on strengthening the social partners as a necessary precondition for effective collective bargaining. In that regard, he urged the ILO to support strengthening employers' organizations in Central and Eastern Europe. Mr. Hoff requested that the Office not take a negative view towards EPZs, recalling that the Employers had always stated that working conditions in EPZs should be the same as in the rest of the country. He re-emphasized the views of the Employers regarding the role of NGOs in the collective bargaining process. Decent work should not be limited to freedom of association and collective bargaining alone, but should also encompass situations of individual contracts between workers and employers.
70. The Worker Vice-Chairperson (Mr. Agyei) welcomed the Office paper. He shared its view of the principal policy hurdles. He pointed out the need for a major step forward in

designing new strategies to successfully tackle problems encountered by workers. Referring to footnote 5, he stressed the paramount concern of the Workers' group: 23 countries had ratified neither Convention No. 87 nor Convention No. 98; 45 countries had not ratified Convention No. 87. He acknowledged the problem of representativeness raised in paragraphs 9 and 25. However, it should not have the emphasis given in the context of policy hurdles. One could have the impression that some governments used it as a convenient excuse for not recognizing and for not entering into meaningful dialogue with trade unions. Unfortunately, some organizations had to deal with governments that encouraged the setting up of spurious centres to divide the labour movement when it was perceived to be too strong. Measures should be strengthened to readdress the grave situation experienced by trade unions in many countries, and the Freedom of Association Branch had to be fully involved in this work. As regards the list in paragraph 11, he raised the particular situation of agricultural workers, who were often excluded from the coverage of labour laws, especially women working in arduous conditions. On the other categories of workers, the analysis had to be strengthened, especially for migrant and informal sector workers. That same paragraph 11 had also stated that there was only one technical cooperation project dealing with the informal economy under execution, and he recalled that DANIDA had funded an ACTRAV project for four countries in French-speaking West Africa. Regarding paragraph 20, which stated that priority was to be given to countries that had indicated their commitment, he wondered how the Office would react to requests from social partners in countries where governments were not willing to collaborate. Referring to footnote 8, he asked whether requests to area offices and MDTs were mainly from governments and, if so, what could be done to encourage the social partners to be actively involved. He commended the financial engagements made by some governments and called for others to follow. He pointed out, however, that the Office should help promote better synergy between governments and Governing Body decisions on how to use the allocated funds. As regards paragraph 23 on strengthening collective bargaining rights, the Office should not limit itself to strengthening existing collective bargaining rights; Article 4 of Convention No. 98 stressed the duty of governments to promote collective bargaining through a clear proactive role. The problems involving anti-union discrimination and interference in workers' organizations addressed in the document in a single paragraph needed to be fully examined. Regarding the reform of the labour law and institutions, including dispute settlement, the jurisprudence on freedom of association should be taken into account. He supported the Employers' views concerning the involvement of NGOs in collective bargaining and discouraged the Office from embarking on this initiative. Acknowledging that the document was the first of its kind, he encouraged the Office to develop ideas on the need for a cross-sectoral perspective involving all four sectors and on the importance of having information on the progress made regarding different standards without having to wait for the next Global Report in four years' time. He stressed the need for a general review of the situation in different countries in order to monitor progress. He requested the Office to provide a report on the various departments' RBTC allocations for the promotion of the core labour standards enshrined in the ILO Declaration on Fundamental Principles and Rights at Work. The Workers' group supported the point for decision.

- 71.** The representative of the Government of France, speaking on behalf of the IMEC group, noted that the document addressed both the substance of, and the approach to, planning. Regarding the former, while recognizing that the document addressed only the principles of freedom of association and collective bargaining, IMEC considered that it provided only a limited view of Office activities concerning follow-up to the Declaration. It did not allow a cross-sectoral vision of the large number of activities actually undertaken by the Office. On the latter aspect, she pointed to the merit of the clear presentation of the activities of the Declaration programme. She commended the way the document first identified the needs expressed, and then moved to ways of financing them, identifying available funds and the additional resources needed to fill the gaps. She suggested that this type of planning should

become standard in the ILO. It represented a step towards an integrated approach to programming the regular and extra-budgetary financing of technical cooperation. For the next Governing Body, she requested a broader, cross-sectoral document that would reflect more accurately the wide range of activities actually undertaken, including in respect of the promotion of social dialogue and gender equality. This would, over the four-year cycle, give a more complete overview.

- 72.** The representative of the Government of Ethiopia, speaking on behalf of the Africa group, affirmed the uniqueness of the ILO Declaration in articulating the need for effective technical cooperation to promote the ratification and implementation of the fundamental Conventions. Paragraph 2 of the Annex to the Declaration indicated the promotional nature of the instrument and the fact that it was not a substitute for the established supervisory mechanisms. The Office paper had failed to identify and articulate clear priorities and action plans for technical cooperation. The African group had expected to see concrete project proposals and implementation plans. As currently presented, the document did not enable the Committee to provide the necessary guidance to the Office. He expressed concern that the document implied a supervisory role for the Committee, which was beyond its mandate. The Africa group, therefore, requested the Office to revise the document, taking into account the needs of all social partners in the area of freedom of association and collective bargaining. Technical cooperation, especially in capacity building, strengthening institutions, training in industrial relations and collective bargaining techniques, as well as awareness raising, was considered essential to promote ratification of the fundamental Conventions. He reiterated the commitment of the African group to the effective realization of the fundamental principles and rights at work, including freedom of association and collective bargaining. In closing, he affirmed the equal status and significance of all international labour Conventions.
- 73.** The representative of the Government of Pakistan, speaking on behalf of the Asia and Pacific group, welcomed the action-oriented approach of the document. The group anticipated further refinement of the approach in the light of the experience gained. In line with the promotional nature of the follow-up, the group emphasized the critical importance of country ownership of technical cooperation. Each national situation was unique, and technical assistance should support national actors and national decision-making processes. Negotiations of the details of technical support financed through extra-budgetary resources should also include the recipient country. Technical cooperation had to meet the needs of individual countries without any preconditions. Progress should be measured within the country rather than through international benchmarking or comparisons of situations in different countries. The Asia and Pacific group agreed that the priority areas in the action plan should guide the Office in providing technical assistance to the countries concerned, without ruling out the possibilities for assistance in other areas. Other ILO programmes should also continue to provide assistance. The group concurred with the categories identified in the action plan, particularly those on migrant and agricultural workers. Nevertheless, for the next four-year cycle, the group invited the Office to analyse developments in other important sectors such as information technology and the “new economy”, to determine their impact on freedom of association and the right to collective bargaining. Finally, the group recognized the proven capabilities of the Office in formulating and implementing technical cooperation programmes. Donor countries should demonstrate similar trust in the Office’s capabilities. Flexibility should be allowed, rather than pursuing fragmented and country-specific funding for the promotion of the fundamental principles and rights. The group voiced its gratitude to the Office and the social partners for their immense contribution and efforts during the whole process of the Declaration follow-up.
- 74.** Mr. Glélé (Employer member) was, like the other Employer members, opposed to the participation of NGOs in collective bargaining. Such organizations came and went with

projects, did not have the same obligations or take the same risks as employers. To open the door for them to the ILO's internal workings would call into question the legitimacy of the Organization, which was based on tripartism. In defining the informal sector it was necessary to distinguish between productive sectors and commerce. The former should be assisted, trained and organized so as to integrate the informal sector into it, but the latter, which embraced contraband and fraud, should be combated by all available means.

75. Mr. Arbeloa (Employer member) stressed the importance of promoting the Declaration, its objectives and follow-up. He expressed reservations about an earlier statement according to which all Conventions had equal weight: he emphasized that the fundamental Conventions, and particularly those pertaining to freedom of association and collective bargaining, were the foundation on which other labour rights could be built. He emphasized the need to establish a clear link between the Declaration and the decent work concept. He referred to suggestions in the Office document regarding ways to formalize the informal sector, namely through collective bargaining or other mechanisms involving NGOs. While the latter had a valuable role to play in certain domains, they should not be involved in areas falling under the jurisdiction of the social partners. Over 60 per cent of economic activities in his country, Venezuela, were informal, and adequate support should be provided to the workers and producers engaged in such activities. In particular, employers' and workers' organizations should help them to enter the mainstream economy. Current events in several countries of Latin America demanded immediate attention by the ILO. The ILO should also clarify its role in relation to, and its links with, the international financial institutions and the United Nations. He concurred with the Employer Vice-Chairperson that there had been a shift towards democracy worldwide which had made it possible to promote and secure respect for freedom of association and collective bargaining, and that this desirable condition should be carefully maintained, especially in the Americas.
76. The representative of the Government of India associated himself with the statement made by the representative of the Government of Pakistan on behalf of the Asia and Pacific group and recalled the context of the current discussion. The paper identified policy hurdles through a legalistic rather than substantive approach, and he expressed support for efforts to strengthen political will to recognize freedom of association and collective bargaining. He welcomed the priority given to social dialogue: in his country, the system of giving representation to trade unions was based on numerical strength. This system had drawbacks due to the low levels of membership and the politicization of the trade unions. EPZs were necessary in order to gain access to markets, but workers in those zones should not be denied basic rights. He was encouraged by the emphasis placed on migrant workers, and, although agricultural and high-tech workers faced certain problems, the ILO should promote their unionization. India faced challenges in ratifying Conventions Nos. 87 and 98 due to the status of civil servants and government workers, who nonetheless enjoyed a level of constitutional protection higher than most organized workers. Exclusions in the application of those Conventions should be considered taking into account the national situation rather than the rigid application of the law. India was currently undertaking a major review of its labour laws. A report would be delivered to the Government in a year's time. He looked forward to receiving ILO inputs and support in this process.
77. The representative of the Government of Pakistan associated himself with the statement by the Asia and Pacific group. He questioned the emphasis placed in the document on the need to strengthen the political will of countries to recognize freedom of association. Difficulties in compliance arose due to resource constraints, the absence of technical knowledge and low levels of economic development. While political will was necessary, it should not be the sole criteria for determining compliance. Technical assistance under the Declaration should not be an issue of political will, but one of responding to the established and expressed needs of member States. He highlighted the need for such

assistance to be demand driven and country owned; governments should be included in all negotiations, regardless of funding sources. He encouraged the Office to continue its work in areas such as migrant workers, high technology sectors, and the impact of mergers and acquisitions on freedom of association and collective bargaining, and agreed with the priorities laid out in the paper.

78. The representative of the Government of Japan stated that it would continue to support efforts to increase freedom of association and collective bargaining in the Asia and Pacific region.
79. The representative of the Government of Namibia endorsed the statement by the Africa group and welcomed the effort made by the Office in identifying the principal policy hurdles. Regarding the implementation questions proposed in the document, she supported the inclusion of agricultural workers. In her country, their problem was more one of developing their capacity to exercise rights rather than their exclusion from legislation. Therefore, the Office should give consideration to training and capacity development programmes. The ILO had a mandate to help with the organization of workers in the informal sector. Finally, she supported the endorsement of paragraph 32, provided that the implementation questions were determined in consultation with the recipient countries and their social partners.
80. The representative of the Government of Benin considered that the initial evaluation of the degree of application of the fundamental Conventions should result in a programme of action aimed at eliminating the economic and sociological factors preventing respect for fundamental principles and rights at work. He hoped that the efforts of donor countries could continue and expand so as to guarantee the implementation of ratified Conventions.
81. The representative of the Government of China endorsed the statement by the Asia and Pacific group. He underlined the importance of setting clear priorities for the purpose of devising effective technical cooperation activities and pointed out that, when the Declaration was adopted in 1998, a tripartite understanding had been reached with regard to the nature of its follow-up. The major challenge for the ILO and its constituents was to realize the principles of freedom of association and collective bargaining in a globalized world, in a way that responded to the specific situations of countries and the needs of constituents. He hoped that in four years' time the Global Report on this topic would be richer in content.
82. Replying to the discussion, the representative of the Director-General (Mr. Tapiola) confirmed that constituents who were the intended beneficiaries of advisory services, meetings and projects had to be involved in their design and implementation since no progress could be achieved without them; activities had to be "owned" and sustained by them. Many of the objectives to be achieved by the InFocus Programme on Promoting the Declaration could only be realized through social dialogue, and this called for the strengthening of workers' and employers' organizations as well as industrial relations and labour administration systems. The forging of closer links between Declaration-related activities and those carried out by other sectors was an Office-wide aim. As regards the request for more detailed and wider information made by the Africa group and the IMEC group, since Declaration-related activities had only begun in the course of 2000, future action plans would certainly provide more information; the Committee would also receive more detailed information under its regular agenda items. The Office welcomed the interest expressed by the IMEC group in the range of activities carried out under the auspices of the Declaration. These covered, indeed, more than those shown in the paper before the Committee: they included, for example, projects aimed at women's employment in two south Asian countries. However, the follow-up to the Declaration required the Office to submit to the Governing Body a paper on an "action plan" concerning only one

of the four categories of principles and rights at a time. This year it was the turn of freedom of association and collective bargaining; for this reason other subjects were not included in the document. Over a four-year round of plans and reporting, the Declaration's activities would become more transparent and could be assessed in terms of indicators and targets. The question of political will was alluded to in paragraph 6 of the paper and had to be addressed. The fundamental issue was how political will in general could be promoted through technical assistance. It was possible to make progress through the social partners where governments were reluctant. As regards export processing zones, the Office paper did not express a negative attitude. A meeting on EPZs held in 1998 had pointed to both their positive and negative aspects, and they had been mentioned in the present paper on freedom of association and collective bargaining in a similar spirit.

83. Replying to references to the informal economy and the meaning of the "different forms of representation that are emerging" in it, mentioned in paragraph 11 of the document, he stated that this should not be construed to mean that established collective bargaining relationships should somehow change; the Office certainly had no prescriptions to this end. The Global Report had shown that there was a serious problem of representation, and it had to be studied so that different ways could be contemplated of enabling workers and enterprises in the informal economy to make their voice heard and have better control over their own situations. Collective bargaining remained a matter between partners, trade unions and employers' organizations, who recognized one another for this purpose. The representation gap was also rightly identified in relation to agricultural workers, as well as information technology workers. There was a general need to work out how established employers' and workers' organizations could help to close those gaps. The listing of distinct categories in that same paragraph, which the Worker members had queried, did not imply an order of priority. Finally, he assured the Committee that the Office had found the discussion enriching and would take into account the points made.
84. The Chairperson read out an amendment to the point for decision in paragraph 32, requested by the Employer Vice-Chairperson, to add after "approach outlined in this paper" the words "with due attention to the report on the Committee's discussion". There was no objection to the proposal. The point for decision was adopted as amended.
85. *The Committee recommends that the Governing Body endorse the approach outlined in document GB.279/TC/3, with due attention to the report on the Committee's discussion, and request that it be kept informed, through the Committee on Technical Cooperation, of the implementation of the activities described.*

IV. Reporting arrangements concerning operational aspects of the International Programme for the Elimination of Child Labour (IPEC)

86. The Chairperson announced that the document submitted under this item¹ would not be discussed at present. The Officers of the Committee had agreed that an oral report on the outcome of the IPEC Steering Committee would be presented at the November session of the Committee. A written report on the operational aspects of IPEC would be submitted to the meeting in March 2001, as in previous years.

¹ GB.279/TC/4.

-
87. Mr. Tapiola presented an oral report on the meeting of the IPEC Steering Committee (ISC). The full text of his statement is appended.
 88. The Worker Vice-Chairperson thanked Mr. Tapiola for his presentation and looked forward to receiving a written report at the March 2001 Governing Body meeting, when he would have an opportunity to make more detailed comments. He added that the timing of the ISC had been unfortunate in that it coincided with the Board meeting of the Turin Centre.
 89. The Employer Vice-Chairperson was satisfied with the oral report, and requested that Mr. Tapiola's statement be included in the report.
 90. The representative of the Government of France, speaking on behalf of the IMEC group, noted Mr. Tapiola's presentation. He supported the proposal in the document circulated since the ISC now met before the Governing Body, and not after. He would like to retain the practice of discussion on the basis of written reports, as would be the case in March.
 91. Not all of the IMEC group's concerns were reflected in Mr. Tapiola's statements. He noted a lack of discussion within the ISC: the ISC should have a more active role and be at the helm of development; it should be better organized, with a more detailed agenda. He awaited follow-up action by the Office to address concerns raised by IMEC members at the ISC. His Government was very much committed to three points. First, there was a need to get information on the qualitative and quantitative impact of the programmes developed. Secondly, he needed more information on the situation of children. Finally, it would also be useful to have information on national plans and an interim review of progress. The ISC could benefit from international figures of independent stature to illuminate child labour issues, as this was a complex and global issue not restricted to the ILO. The Office should mobilize, analyse and act in coordinated fashion. UNESCO was considered to have an interesting approach, and had received praise for its recent report.
 92. The representative of the Government of Ethiopia, speaking on behalf of the Africa group, supported the document and generally endorsed the thrust of the information in Mr. Tapiola's oral report.
 93. Mr. Anand (Employer member) felt that the oral report should include more references to the situation in the field where projects were being implemented, showing the lessons learned. Proposals, indicators, targets, successes and failures, and achievements should all be made known. The programme was now much more substantial, and the role of national steering committees needed to be redefined. He regretted that the national steering committee in his country has not been very effective, and the IPEC programme had suffered from the lack of a national programme manager for one year. A competent national coordinator should be appointed immediately, otherwise the child labour problem would increase and the social partners would continue to suffer. There seemed to be a lack of organization at the national level.
 94. The representative of the Government of India thanked Mr. Tapiola for his report and supported the proposal for an oral presentation in November and a written one in March. The Government of India attached great importance to the InFocus programme and had signed a Memorandum of Understanding in February 2000. IPEC should focus on children in hazardous workplaces, with rehabilitation a priority. There was an established framework for the IPEC programme, with full cooperation between the ILO and the Indian Government. Existing arrangements with the national steering committee for the design of proposals, methods and execution, was felt to be working satisfactorily. With reference to the delay in appointment of a national programme manager, this has not been vacant for one year: a proposal had been received in August 2000 and this was under consideration

with his Government. The IPEC programme was an ideal choice for independent evaluation, and input from such evaluations would definitely help the Governing Body in further streamlining and strengthening IPEC.

95. Mr. Tapiola stated that the Office would try to both minimize costs and coordinate the timing of the ISC meetings, but problems were inevitable in some cases. Strengthening the ISC had cost implications, and these should not get out of hand. He agreed that a more detailed agenda would be possible and that the ISC might be a useful vehicle for reporting on some of the products in a more interactive environment. The ISC was an important forum for in-depth discussion. He would try to ensure a larger print run of the report in November for the Committee, but would need to find resources to do so.

Geneva, 14 November 2000.

Point for decision: Paragraph 85.

Appendix

Statement by Mr. Tapiola, Executive Director, on the meeting of the IPEC Steering Committee, 3 November 2000

The International Steering Committee of the International Programme for the Elimination of Child Labour (IPEC) met on Friday, 3 November 2000. This date, as well as the strengthened representation of employers' and workers' representatives, was decided during the previous session of the Committee in November 1999. This was in response to one of the recommendations of the External Auditors, who last year suggested reviewing the role of the Committee. Discussing IPEC in the Technical Cooperation Committee now also meets with the suggestion of the External Auditors.

The main conclusions of recent activities and the challenges faced by the programme are contained in a report entitled *IPEC Highlights 2000*, which was presented by the Director of the InFocus programme on Child Labour: IPEC. Since its transformation a little over a year ago into an InFocus programme, IPEC with all of its components has worked to reach the ambitious goals set for it. On all the main scores the programme is on course to meet the targets. The number of ratifications of the Worst Forms of Child Labour Convention, 1999 (No. 182), stands at 43¹ and those of the Minimum Age Convention, 1973 (No. 138), are at an additional five. As noted in the PFAC on Tuesday, the target for the biennium on Convention No. 138 is 20 new ratifications, and 16 have already been registered.

A crucial point is that delivery will almost double in 2000 and will more than double in 2001. The delivery target of US\$44 million in this biennium was set to be surpassed. The programme will directly reach twice the number of beneficiaries on the ground. The number of statistical SIMPOC surveys will total 18 by the end of the biennium. After the initial three time-bound programmes for the elimination of the worst forms of child labour now being launched in Nepal, El Salvador and the United Republic of Tanzania, there could be up to a dozen such programmes by the end of next year.

A comprehensive efficiency, quality and accountability drive is under way. The 24 recommendations made by the External Auditors following their audit in the first part of 1999 are being largely implemented; the report contained a summary of these recommendations and the status of their implementation. Innovations in IPEC approaches and methodologies are being sought. Monitoring and evaluation are receiving all necessary attention. The gender dimension has been addressed and several measures taken to achieve the goal of gender balance, which means more focus on the position of girls, for instance through the focus on domestic work and trafficking.

The basic message is that a lot of progress has been made but more has still to come, for instance on internal and external partnerships and on mainstreaming IPEC programmes within the ILO. Three major challenges require IPEC attention at present and in the near future: (1) the preparation and launching of time-bound programmes on the eradication of the worst forms of child labour; (2) the assistance to be given to member States as they move from ratifying to implementing the ILO's child labour Conventions; and (3) managing the continuing growth of donor contributions in as effective a manner as possible.

These points were underlined by the Director in his report and further elaborated by the IPEC management in their responses to questions raised in the Steering Committee. During the discussion, a number of issues were highlighted:

¹ Less than one week later this figure is 46.

- The participants by and large expressed satisfaction with the report, the results achieved over the past year, and particularly the increase in delivery to be reached by the end of 2000.
- The orientations of the programme, especially as regards the novel approach of time-bound programmes, was welcomed by all delegations and by the representatives of the Employers' and Workers' groups. Satisfaction was also expressed on a number of specific issues, such as the focus on domestic workers.
- The participants noted the important advances towards partnerships with other ILO programmes, with other agencies in the UN system, and with workers' and employers' organizations. They also took note of progress made as regards monitoring and evaluation and in strengthening the gender dimension of the programme.
- The strengthening of the management structure, bringing together all work on child labour carried out within the ILO into the InFocus programme, which had retained the name of IPEC, had increased the efficiency, transparency and visibility of the programme.

Invariably, a number of questions and concerns were also raised, and many interventions were neatly divided into a section congratulating the achievements of IPEC and another section starting with the word "however". The concerns expressed concentrated on the delivery rate, relations between headquarters and field activities, the number of staff financed from the regular budget of the ILO, links between IPEC and other ILO programmes, and the need to strengthen the gender dimension of the programmes. A number of suggestions for further improvement of the delivery rate and quality of IPEC activities were made, they will be taken up by the IPEC management in the months to come. These suggestions fall into four groups, which I shall try to summarize.

1. Delivery and improved efficiency

The drive to boost delivery, with emphasis not only on the rate of delivery but also on its quality, would have to be pursued vigorously. All means of further streamlining procedures, improving quality and accountability controls, and strengthening the monitoring and evaluation function needed to be undertaken. In this connection, the recommendations of the External Auditors, already largely implemented, will guide IPEC in further rationalizing the programme.

There was satisfaction with the identification of performance indicators although, it was noted, they could focus more on outcomes, which could include the efficiency of the tripartite constituents to deliver programming and policies themselves.

2. Internal and external cooperation

New ways of strengthening cooperation between IPEC and other major ILO programmes and between IPEC and the ILO field structures needed to be developed. The sometimes excessive centralization of decision-making and administrative procedures needed to be addressed, as they affected the delivery rate. On the other hand, it was also noted that too much decentralization might lead to losing sight of the Organization's objectives.

3. Funding

For the two categories of issues to be addressed effectively, it was important to ensure adequate regular budget funding and stable management, as well as the retention of IPEC's high-quality staff. The point on regular budget inputs was made by virtually all the representatives of the donor countries.

4. Tripartite participation

Close attention should be paid to ways and means of strengthening the tripartite participation at all stages and in all components of the IPEC programme, in consultation with the employers' and workers' organizations and with their respective support programmes in the ILO. This is particularly important in the context of time-bound programmes, on which both the Employer and

Worker spokespersons commented very favourably. Furthermore, information and awareness-raising activities should be targeted at employers' and workers' organizations and their members.

These observations and suggestions for further improvements will be taken up by the IPEC management and put to good use in the efforts of the programme to attain all the objectives set for IPEC in the coming 14 months, i.e. up to the end of this biennium.

The Steering Committee is scheduled to meet again the next time in November 2001 prior to the Governing Body. The desire was expressed, particularly by the Workers' group, that it would discuss more than now future directions, and not only review what the IPEC programme had done.