



FOURTEENTH ITEM ON THE AGENDA

**Report of the Committee on  
Technical Cooperation**

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1. The Committee on Technical Cooperation met on 14 and 15 March, chaired by Mr. Yimer Aboye (Government, Ethiopia). The Employer and Worker Vice-Chairpersons were Mr. Hoff and Mr. Agyei respectively.
2. The Committee had the following agenda:
  - Mid-term review of technical cooperation;
  - Operational aspects of IPEC;
  - Thematic evaluation report: Labour administration;
  - Other business.

## I. Mid-term review of technical cooperation

3. A representative of the Director-General, Mr. F. Trémeaud, introduced the Office report.<sup>1</sup> He provided the background to the exercise undertaken, pointing out that the major focus of the report had been on the implementation of the programme of action provided to the Office by the 87th Session (1999) of the International Labour Conference. As such, it did not provide a detailed picture and analysis of the whole technical cooperation programme, as is documented in the annual reports submitted to the Committee each November.
4. He suggested that the report should be read in conjunction with other relevant documents, namely the report on the on-the-spot reviews by members of the Governing Body, the implementation report discussed in the Programme, Financial and Administrative Committee (PFAC) on the 2000-01 activities including the technical cooperation programme of the Office, and the draft Memoranda of Understanding with the Asian Development Bank and the African Development Bank, presented for approval in the LILS Committee. Agreements with regional development banks showed the extent to which the Office had been able to increase partnerships for technical cooperation activities in the framework of the Decent Work Agenda.
5. Reiterating that the report at hand had been drafted at a time when latest figures had not been available, he provided an update for the year 2001. The level of expenditures had increased to US\$120 million. The level of new approvals had increased by 2.5 per cent to about US\$150 million; that increase cut across all the four sectors although it was highest for the Standards and Fundamental Principles and Rights at Work Sector. Efforts undertaken by the Office to address the delivery issue had started paying off. The delivery rate for the Office had improved from 51 per cent in 1999 to 57 per cent in 2000, and further to 63 per cent in 2001.
6. Mr. Trémeaud concluded by stating that recent trends showed that the Office had been able to implement a growing programme of technical cooperation with increased efficiency and the mid-term review provided an insight into the activities undertaken so far to implement the plan of action. The Office looked forward to receiving guidance from the Committee to continue its efforts.

<sup>1</sup> GB.283/TC/1.

7. The Employer Vice-Chairperson, Mr. Hoff, commended the efforts of the Office for producing a high-quality document and made comprehensive comments on a number of issues.
8. With respect to enhancing the relevance and effectiveness of the ILO's technical cooperation programme, he expressed his group's concern on inadequate consultations with the social partners in design, implementation and evaluation of technical cooperation projects. There was need for enhancing capacities of employers' organizations to enable them to participate fully in identifying focused and targeted programmes in priority areas like human resources development and small enterprise development. Furthermore, noting the importance of small enterprise development in employment promotion, he called upon the Office to provide more support for strengthening capacities of employers' organizations with respect to support services to small and medium enterprises.
9. Mr. Hoff commended the Turin Centre's deliberate policy of increasing focus on the ILO constituency and priorities which had led to an increase in the number of tripartite activities.
10. The Employers' group expressed appreciation for the assistance provided in Africa, Europe, and Asia and the Pacific on emerging economic and social requirements of regional integration and cooperation; more support would be required for capacity building of regional employers' organizations.
11. Hoping that efforts to delineate the roles and responsibilities between headquarters and the field structure would continue, Mr. Hoff requested that particular attention be given to selection of staff to fill managerial positions in the field.
12. With respect to evaluation, Mr. Hoff noted with satisfaction that the programme managers were integrating information from evaluation for their decision-making. He called for putting in place a system to ensure that lessons learned were built into new projects and that penalties be imposed for not incorporating them. He appreciated the follow-up to the presentations to the thematic evaluations and felt it would make the work of the Committee more meaningful.
13. In that light, the group fully supported on-the-spot reviews and called upon the Office to look into mechanisms of formally linking them to Regional Meetings, bearing in mind that the reviews needed to be topical, interesting and brief. He also asked that the ILO give consideration to further development of the system for involving Governing Body members in evaluation of technical cooperation projects. Proposals should be presented to the Committee in November.
14. With respect to extra-budgetary funding, Mr. Hoff expressed his group's concern on the growing imbalance in its distribution among the sectors and asked what leverage the Office had in ensuring that projects were demand-driven. The Employers' group was of the opinion that technical sectors should be allowed to send proposals and dialogue directly with the donors rather than go through a central unit, since the technical sectors knew the subject best and could convince donors. This particularly concerns ACTRAV and ACT/EMP.
15. The importance of collaboration, through the United Nations Development Assistance Framework (UNDAF), with the UN Resident Coordinators and the United Nations Development Programme (UNDP) at the field level, was also emphasized. The Employers' group attached increasing importance to technical cooperation activities related to HIV/AIDS, youth employment, capacity building of social partners and human resources

development, and was ready to provide its expertise in carrying out activities in these technical fields.

16. The Worker Vice-Chairperson, Mr. Agyei, referred to the discussions at the 87th Session (1999) of the International Labour Conference, where it was reiterated that technical cooperation was a fundamental instrument to translate political guidance of the Organization into action. The unique tripartite composition of the ILO within the UN family provided real strength that could be used effectively for technical cooperation.
17. The Workers' group supported the establishment of strategic objectives and a common programming framework linking activities carried out with regular and extra-budgetary resources; however, he pointed out the need for vigilance against marginalization of ILO constituents in the decision-making process. He stressed the need for the Governing Body to remain central for directing the way forward.
18. While expressing satisfaction with the increased total expenditures in 2001, and the Office's efforts that had led to improved levels of multi-bilateral and direct trust funds approvals, he wished to be informed of measures taken by the Office vis-à-vis the declines in UNDP and United Nations Population Fund (UNFPA) funding. Mr. Agyei was also concerned with the decline in Africa's share of total expenditure and sought clarification on the status for Europe and the Arab States, which the November session of the Governing Body described as declining in expenditure.
19. The group appreciated improvement in delivery rates. They were concerned about qualitative issues and suggested that the ILO shift to *results-oriented monitoring and evaluation* procedures.
20. Referring to a conclusion of the on-the-spot reviews, that consultations with the tripartite constituents had been inadequate, the Worker Vice-Chairperson called upon the Office to set out guidelines to ensure that the consultations are carried out as a matter of routine.
21. With regard to the ILO's involvement in the Poverty Reduction Strategy Papers (PRSPs) process, he called upon the Office, together with the constituents, to find innovative ways to incorporate ILO-specific approaches into PRSPs and similar broader development frameworks and suggested putting in the Committee agenda in the future the linkages between the ILO's activities and PRSPs. It also asked for a point for discussion on gender mainstreaming and gender audits.
22. The Workers' group was pleased to note the number of events in the field of the Declaration, and said that promotion of the Declaration had become a strategic tool of trade unions. ACTRAV clearly supported this work, and actually also utilized its own regular budget for technical cooperation (RBTC) resources on this.
23. Highlighting the crucial contribution of the Turin Centre, Mr. Agyei stated that its Programme on Freedom of Association should be further mainstreamed in the core activities of the Centre.
24. With regard to evaluation, the Worker Vice-Chairperson stressed the need for establishing guidelines and checklists for project documents as well as for training in design, monitoring and evaluation. The UNDP experience of establishing a central database was mentioned as a valuable example that could be followed.
25. The Workers' group expressed its general support of the Technical Cooperation Resource Allocation Mechanism (TC/RAM) but had some concerns about the practical modalities of

its implementation, particularly lack of transparency. The group was of the opinion that ACT/EMP and ACTRAV should be fully involved.

26. Mr. Agyei articulated the interest of the Workers' group in the ILO's policy dialogue with the Bretton Woods institutions and wished to be informed about the extent to which issues relating to freedom of association and the right to collective bargaining were part of the policy dialogue agenda. As for partnerships with the private sector, the Workers' group would like to be kept abreast of recent developments and that information should be transmitted through the officers as well as through the secretariats of the groups. Other possible discussion points for the future work of this Committee could be national frameworks for technical cooperation and the programme of work on the theme of the informal economy after the 2002 ILC.
27. The representative of the Government of South Africa, speaking for the African group, stated that NAI/NEPAD (New Partnership for African Development) was a home-grown comprehensive programme that sought to promote the continent's economic recovery, develop human resources, promote peace and stability and break the cycle of poverty. Its success would partly depend on support from other countries. He was of the opinion that the ILO's technical cooperation programme should be harmonized with the initiative, and strengthen it. Expressing concern over the declining trend in the ILO's technical cooperation at a time when NEPAD needed strong support, the group urged the ILO to package appropriate proposals and target specific donors.
28. He pointed out that although the majority of African countries had ratified the ILO's core Conventions, many were still struggling to implement and enforce them, partially because of lack of capacity within the national labour administrations. He called for the development of a training of trainers programme for labour inspectors.
29. The representative of the Government of Italy, speaking for the Industrialized Market Economy Countries (IMEC), welcomed the ILO's efforts to reorganize its structure in order to better serve local needs within a common programming framework and in collaboration with other partners, both within and outside the UN system. IMEC also welcomed the emphasis placed on gender equality and mainstreaming in every aspect of technical cooperation.
30. The group strongly supported follow-up activities to the Declaration. However, the approach was seen to be of direct financing and implementation of projects rather than promoting partnerships. He called for greater involvement of other institutions to ensure sustainability of actions undertaken.
31. Regarding the issues of quality, visibility and impact in ILO technical cooperation activities, IMEC stressed the need for a stronger coherence with the strategic objectives as well as the need to standardize management and evaluation procedures. IMEC welcomed in particular the engagement taken by the ILO to increase the number of external and independent evaluations.
32. The group expressed strong reservations towards the on-the-spot review exercise and called for more briefings by the regional directors.
33. In order to improve visibility, IMEC encouraged the ILO to continue its efforts aimed at designing a communication strategy, both at regional and global levels. IMEC stressed the importance of strengthening operational relations with the UN system within the context of UNDAF and the UNDP, as well as with the Bretton Woods institutions and regional development banks. IMEC welcomed the active involvement of the ILO in the Global

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Compact mechanism, as well as the signing of the Memorandum of Understanding with the European Union and the ongoing execution of the Universitas programme.

34. IMEC felt there was a need for stronger involvement of member States in defining the agenda of the Committee on Technical Cooperation.
35. The representative of the Government of the United Kingdom welcomed the ongoing strengthening of field/headquarters and ILO/donor relationships. She stressed the importance of putting more focus on comprehensive programme cycle management systems, and the need for the ILO to become more outcome-oriented. Reinforcement of field structures, more effective field/headquarters collaboration, joint planning and partnership agreements with donors were all essential in that respect. She was of the opinion that the TC/RAM resources allocation mechanism would provide for Office-wide priority setting, but more work was required to make it function effectively.
36. She maintained that the ILO should make the best use of its comparative advantage – using social dialogue effectively to ensure that negotiated labour policy was on national development and poverty elimination agendas. The ILO also needed to scale up its impact within the UNDAF and PRSP processes and work more closely with the UN Development Group (UNDG).
37. The representative of the Government of India reiterated that Asia had the largest number of poor people and stressed the importance of allocating appropriate resources for the informal sector which represented 90 per cent of the workers in India. He called for proper documentation of success stories for possible replication in other countries, for building in elements in the programme that will ensure sustainability, and for further use of national experts.
38. The representative of the Government of Germany was of the opinion that substantial changes needed to be made in the field and headquarters. He stressed the importance of focusing on impact and evaluation, and suggested that evaluation resources should be taken out of RBTC. He also underlined the importance of the Millennium Development Goals and further cooperation with the World Bank.
39. The representative of the Government of Namibia stated that both technical cooperation and donor funding were necessary. In order to use scarce resources efficiently, attention needed to be given to ensure that procurement of items reflected the needs of the projects and were not necessarily purchased to benefit the donor country. His Government was concerned that technical assistance was too often designed to help the markets in donor countries rather than fully devoted to assisting the recipient countries. Noting that IPEC programmes were overshadowing the technical cooperation programme of the ILO, he reiterated the need in other areas like capacity building and social dialogue. He was of the opinion that evaluation would improve delivery.
40. The representative of the Government of Japan reiterated his Government's continued support to the ILO's technical cooperation programme in the fields of employability and core labour standards, which he believed would promote decent work in Asia. He hoped the ILO would contribute to the development of decent work in developing countries in close collaboration with donors and recipient countries and, in that context, called for better coordination with recipient countries as well as within the donor community. Synchronization of individual programmes under the UNDAF framework would avoid duplication. He stressed the importance of training for national government officials in recipient countries for sustainability, and the need for sound project planning as well as follow-up evaluations.

41. The representative of the Government of France stressed the need for greater coherence at each stage of a project cycle. To this end, he noted the need to have preliminary outlines of the project systematically set up and discussed with donor nations. He noted that this facilitated work between the different ILO departments involved, the beneficiary countries and the donor countries. He explained that these standardized outlines featuring built-in stages for each stage of a project life cycle facilitated the participation, with raised visibility, of the social partners both in donor and beneficiary countries at the same stages.
42. The representative of the Government of Burkina Faso voiced concerns regarding the decline of technical cooperation expenditures for Africa between 1998 and 2000. He urged the ILO to strengthen partnerships with regional African organizations. Further, he felt there was a need to put into practice the Declaration on Fundamental Principles and Rights at Work.
43. The representative of UNDP, while recognizing the decline of core funding, stressed the importance of partnerships within the UN system encompassing the Bretton Woods institutions, as well as the European Union and the private sector in achieving the Millennium Development Goals. He stated that the ILO has a well-defined niche in the overall collaborative efforts of achieving these goals. He encouraged the ILO to move forward and to keep in mind that it has its share and responsibility within its competence and comparative advantages. He expressed his appreciation and welcomed the constructive and proactive spirit and intention of the ILO to strengthen its partnership with the UNDP.
44. Mr. Jeetun (Employer member) stated that an analysis of the trends in technical cooperation could have complemented the global figures given in the report. Expressing concern over the decline in technical cooperation expenditure for Africa and in activities relating to employment generation, he was of the opinion that additional resources needed to be devoted. He welcomed the improvement in the delivery rate but hoped for a higher target in the future.
45. Recalling his personal involvement in the 87th Session (1999) of the International Labour Conference discussions, Mr. Jeetun noted progress in implementing the Conference conclusions but regretted that progress seemed to be more advanced in certain areas than in others. He felt that further involvement of the employers in Turin activities was necessary and stressed the importance of implementing the small and medium enterprise (SME) programme in a larger number of countries. Finally, he pointed out the need to continue efforts for regional integration and to strengthen tripartism at the regional level.
46. Mr. Glélé (Employer member) noted with concern Africa's decreasing share of technical cooperation expenditure and urged the Office and the donors to allocate more resources to Africa. He stressed the importance of programmes on micro-enterprises which he felt contributed to the development of successful and productive enterprises in Africa.
47. The representative of the Government of Portugal maintained that the role of the Committee was to provide strategic guidance and not micro-management. Referring to major trends, he welcomed the progress made in the integration of the regular budget and technical cooperation activities; he felt this would contribute to balancing resources among the four strategic objectives and the Turin Centre.
48. He encouraged the ILO to take a more dynamic and innovative approach to partnerships and new donors including the private sector and the European Union. The representative noted with appreciation the improvement in the delivery rate, and stressed the need to incorporate evaluation in project design and implementation stages. He requested more information on the process of decentralization, the capacity of the field in technical cooperation, the balance between demand- and supply-driven projects, and the role of the

beneficiaries. He noted that the report did not mention dialogue with the constituents and suggested that the new decent work country documents could fill that gap.

49. The representative of the Government of the Netherlands stated that a clear focus and structure for delivery were required to ensure that an increase in multi-bilateral funding would have an impact. Improved managerial skills were needed. Her delegation also welcomed the Office's work on a common programming framework, a central structure, and a set of criteria which proposals would have to meet before they could be presented to the donors. She disagreed with the notion that the technical sectors were best placed to deal with the donors as coordination and priority setting had to be ensured.
50. She commended the Office for its work in trying to increase the visibility of the ILO and the Director-General for his initiative to strengthen regional services as that would help in dealing with the increased demand for work generated by UNDAF and PRSP.
51. She reiterated her group's reservations on the usefulness of the on-the-spot reviews and supported the idea of the Committee interacting with field directors and asking the regional directors to speak about the successes and problems faced.
52. The representative of the Government of Italy stressed the need for a revision of the evaluation system and suggested it be discussed in the November session of the Governing Body. He reiterated his Government's demand for independent evaluations especially regarding thematic evaluations. Regarding the involvement of members of the Governing Body in evaluation exercises, he was against continuing the on-the-spot reviews and felt that dialogue with regional directors would be useful. He also referred to the need for the Office to develop stronger partnerships inside and outside the United Nations system and with various donor and recipient countries.
53. The representative of the Government of the United States commended the Office for the progress made in the integration of regular budget and extra-budgetary technical cooperation resources and the improved collaboration between the field and headquarters. She welcomed the improvement in the delivery rate and the news that the ILO would participate in the UNDG. She urged more progress in the area of evaluation, especially the development of baseline and measurable and verifiable targets and indicators, and saw a need for more independent external evaluations. She was not in favour of continuing the on-the-spot reviews by members of the Governing Body, suggesting that a more useful method for enhancing their monitoring role would be to bring in officials from the regions to report to the Committee in an open dialogue. She cited as a possible topic the role of the ILO in various country planning strategies.
54. The representative of the Government of China called for recruitment of national staff in the execution of technical cooperation projects, pointing out that national experts could facilitate the implementation of projects due to their knowledge of the local environment. He stated that the main priorities for technical cooperation were reduction of poverty and social protection and that international labour standards should not be a precondition for implementing programmes. He also expressed concern over the decreasing trend of technical cooperation for employment promotion. The Government representative also regretted the low ratio of participants from Asian-Pacific countries in Turin activities.
55. Mr. de Arbeloa (Employer member) stated that technical cooperation was important for developing countries and there was a need for technical cooperation to be dynamic and flexible in order to react to rapidly changing situations. He underlined the usefulness of on-the-spot reviews, insisting that such missions provided support to the field officers in their tasks and had been warmly welcomed by governments and donors, who were encouraged by the direct interest and involvement of the Governing Body.

56. Mr. Anand (Employer member) strongly supported continuing with the on-the-spot review exercise which he felt had contributed to the increase in the delivery rate. He also saw a clear role for the Turin Centre to support national and subregional institutions by helping them develop ways to provide better skills development through the training of trainers.
57. Concerning SME development, having observed that the ILO has usually dealt with the organized sector of the economy, Mr. Anand pointed out that in Africa and Asia it was the informal sector which prevailed and fed into the formal sector. He thanked the ILO for its support in addressing the needs of the informal sector in India and, quoting the data indicated in *Mystery of Capital* (Hernand de Soto), he pleaded for its expansion in Asia as a whole, Africa and Latin America.
58. Mr. Suzuki (Employer member) agreed with other speakers' appreciation of the on-the-spot review exercise, which in his mind had increased the governance function of the Committee at the field level. On the issue of sustainability, he suggested that it was important to determine at the outset whether technical cooperation was necessary, ascertain that the country was ready for it, and look at inputs and outputs over time.
59. The representative of the Government of Denmark was not in favour of on-the-spot reviews as she was of the opinion that the Governing Body should be involved in strategic management and not in micro-management, as noted by others. The exercise may have benefited the field or the participants but not the Committee, and that was the main point. She supported the proposals of the representatives of the Italian and American Governments to bring the regional directors into dialogue with the Committee.
60. The representative of the Government of the Islamic Republic of Iran welcomed the closer cooperation between the ILO and the Islamic Republic of Iran during the previous few years, especially through technical assistance and training courses to promote ILO standards in his country. Stating that Iran had had its share of the global problem of unemployment, he requested that four issues be examined as a priority for the Islamic Republic of Iran: reopening of the ILO's country office in Iran; developing a country objective programme; providing Iran with more seminars, workshops and training opportunities; and technical assistance on such issues as labour relations, labour administration, labour inspections, technical and vocational training and social security.
61. The Employer Vice-Chairperson, Mr. Hoff, raised the issue of the cash surplus (because of arrears paid) and wished to have more precise information on the extent to which CODEV had been associated and involved in consultations regarding the use of the extra resources.
62. While recognizing that it was a management question and that the Director-General and the Office were open to new methods of relations between donors and the Office, he maintained that some units should have direct access to donors and should not have to go through intermediaries.
63. Mr. Hoff remarked that the report of the on-the-spot review exercise showed that the exercise had brought good results. Participants and donors, including members from the IMEC group, had felt that the exercise had been a useful one. He added that developing country governments were also sympathetic and in favour of carrying out these exercises. He stressed that further dialogue with the IMEC group would be needed to try to accommodate the views of all three groups on this issue. However, there appeared to be a handsome majority of the Committee that was interested in continuing with involving Committee members in evaluation, and those sceptical were asked to graciously give way to the needs and wishes of the Workers and Employers, since the ILO is a tripartite organization. He stated the expectation of the Employers' group to have discussions on

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concrete, realistic proposals at the November session of the Governing Body regarding the on-the-spot review exercises.

64. The representative of the Government of Nigeria expressed the need for more training programmes on occupational safety and health for labour inspectors in an effort to strengthen labour administration in African member countries. He also drew the attention of the Office to the high cost of training at the ILO training centre, stating that it precluded the participation of many African countries. He requested more scholarships or other forms of assistance that would aid in the capacity-building aspect of labour inspectors.
65. The Worker Vice-Chairperson, Mr. Agyei, stressed the importance not only of the implementation of technical cooperation but also of its proper design and decentralization in order to increase direct impact. He welcomed the growing integration of the Turin Centre's activities and the innovative approaches adopted which would benefit both trade unions and other ILO constituents.
66. He proposed that the Committee should review during the Governing Body session in November 2002 all past exercises (APP, discussion in the ILC, on-the-spot reviews, etc.) in order to decide the best way to move forward. The on-the-spot reviews benefited the Organization as a whole. He suggested that, in the meanwhile, the Office should conduct informal consultations with the groups' secretariats and with the representatives of the governments.
67. In response to the deliberations of the Committee, a representative of the Director-General, Mr. Trémeaud, thanked the members of the Committee and observed that although a lot of work had been accomplished since the 1999 discussions at the International Labour Conference, much remained to be done. The next Conference discussion on technical cooperation may be scheduled for 2005.
68. In responding to specific questions and issues raised, Mr. Trémeaud covered three sets of issues: *participation of the ILO in major international development frameworks; programming and resource allocation; and organization of the Office for implementation of the technical cooperation programme.*
69. On the question of the ILO's participation in national strategic frameworks, Mr. Trémeaud indicated that important and encouraging signs have been noted and that ILO standards, principles and values were more and more recognized internationally. The ILO had been participating in the UNDAF exercises at the country level. In those cases where the ILO had led thematic groups on social and employment issues, it had been possible to include elements of the Decent Work Agenda in the final UNDAF documents. Mr Trémeaud pointed out that the resources and time required for participation in UNDAF had been considerable. It had proven difficult to participate in countries without ILO offices. Lessons learned from ILO involvement in those exercises would be shared with the Committee and guidelines would be prepared for the field structures.
70. The ILO would join the UNDG, where operational issues for the UN system were discussed and where the ILO could make an active contribution in areas of its competence.
71. The ILO had taken active part in the UN Global Compact, which provided an opportunity to raise awareness and respect for the fundamental principles and rights at work in major enterprises worldwide.
72. The PRSP process was emerging as the leading development planning instrument in many of the developing countries. The ILO had been actively engaged in the PRSP process in pilot countries and had been able to add elements of decent work to it. The ILO also

facilitated active involvement of social partners in the national PRSP process; the successful experience in the United Republic of Tanzania was being extended to other countries.

73. The PRSP process had also played a central role in discussions with the European Union. Collaboration was also being explored in terms of the ILO's role in involving the social partners in the framework of activities under the Cotonou Agreement between the European Union and developing countries.
74. The Millennium Development Goals constituted an overarching framework for all development activities. As requested by the UN Secretary-General, the ILO has been setting up a network of institutions to work on youth employment. Other contributions would be on employment promotion for poverty reduction, gender equality and HIV/AIDS.
75. Finally, the ILO had been actively working to ensure within NEPAD that employment was given a central place as a major route out of poverty. The Office organized workshops with employers and with workers to elaborate common strategies in support of NEPAD.
76. On the issue of programming and resource allocation, Mr. Trémeaud referred to three different dimensions that had to be reconciled in allocating resources: coherence with the ILO's strategic programme and budget; the real needs of the constituents in the countries; and the resource levels and priorities of the donors. To the extent possible, the Office made every effort to strike the right balance.
77. Regular budget resources and the extra-budgetary contributions were being programmed under one common programming framework, the ILO's programme and budget. A new system is being designed for consultation and planning at the national level. On the donor side, there had been increased development in multi-bilateral partnerships around a select number of major programmes. CODEV associated the technical units systematically in the discussions with donors and encouraged field offices and technical specialists to make contacts at the local level.
78. In 2001, a first pilot round of the newly established TC/RAM took place with two donors. Despite the fact that the exercise was the first of its kind and that there had been little time for preparation, it was considered as quite useful. ACTRAV and ACT/EMP participated. The aim of the exercise was for the donors to be presented with the best proposals that were consistent with the strategic and operational objectives, and were in line with their priorities.
79. Mr. Trémeaud noted that although there were major fluctuations in expenditures on technical cooperation over the years, all four sectors had received increased amounts of resources in 2001. In terms of regional balance, the percentage share for Africa had declined, but not in absolute terms. In the Arab States, the fact that programmes foreseen for Palestine could not be implemented explained the stagnation in total expenditures for the region. For Europe, it was hoped that the relationship being developed with the European Union would lead to new opportunities.
80. Given the financial constraints of the UNDP, one did not expect to see a reversal of trends and more funding for the ILO. However, an interesting partnership was being extended and an ILO/UNDP joint task force had been developing an interesting programme on employment and poverty reduction.
81. On the structure and organization of the Office, Mr. Trémeaud informed the Committee that there would be a move towards having operations under single unified management at

the level of the newly merged MDT/area offices. There was still a need to work on the clarification of the roles and responsibilities of different field units, and senior management would be addressing those issues in the following months.

82. It had also been decided to continue with further decentralization of technical cooperation activities to the field. A database and a manual on technical cooperation were under way. Specialists in the field would be encouraged to give sufficient priority to further development of technical cooperation and measures were being taken to ensure that lessons learned through evaluations would be fed back into the design of new programmes in a systematic fashion.
83. Mr. Trémeaud concluded by thanking the Committee for the very rich debate.
84. At the conclusion of the session on the agenda item, the Chairman, Mr Agyei (on behalf of Mr. Yimer Aboye), concluded that on the issue of on-the-spot reviews, the Committee agreed to his earlier proposal that the Office would carry out consultations with all concerned to formulate proposals to be submitted to the November session of the Governing Body.

## **II. Operational aspects of the International Programme on the Elimination of Child Labour (IPEC)**

85. A representative of the Director-General (Mr. Tapiola) presented the definitive results, facts and figures for the 2000-01 biennium. He confirmed that IPEC had met its targets and in some cases well exceeded them. As at 31 December 2001, 113 member States had ratified Convention No. 182, and 116 had ratified Convention No. 138. These figures were already out of date since additional member States had ratified the Conventions since then. Delivery had expanded threefold between 1999 and 2001 allowing IPEC to exceed substantially its target of US\$44 million by spending US\$56.3 million. In addition, improved financial management and quality controls and a number of other innovations were noted. He responded to questions that had been raised during the earlier PFAC meeting regarding the target of time-bound programmes (TBPs) and direct beneficiaries of the programme. Mr. Tapiola recognized that while IPEC had targeted 12 TBPs, so far only three had been launched. Constraints in reaching the targets included time and financial limitations. He added, however, that 15 countries had decided to adopt this approach and that IPEC was actively assisting them in the preparatory work, including resource mobilization. As to the question concerning the counting of beneficiaries, Mr. Tapiola referred to table 1.7 of IPEC's report *Progress and Future Priorities*, which provided clarifications. He assured members of the Committee that double counting of services provided to children was being avoided and that IPEC was in the process of improving its methodology to count and track its beneficiaries. On the knowledge side, 38 studies had been carried out, or eight more than target. This research formed the backbone of the Global Report on Child Labour, which is expected to be launched in May. This Global Report will include new global child labour estimates and will be discussed at the June Conference in a plenary on 12 June. He further added that as a follow-up to the last meeting, IPEC had continued efforts to strengthen its evaluation and impact assessment capacity, reviewed its practices in applying tripartism in action against child labour, strengthened its knowledge base on hazardous work and mainstreamed IPEC programmes and staff in the regions in the ILO country and regional frameworks and related ILO programmes. Finally, he also noted the latest publication of a joint IPEC and Inter-Parliamentary Union effort and presented a video on the Red Card to Child Labour campaign launched in connection with the African Nations Football Championships in Mali, January 2002.

- 86.** Mr. Hoff (Employer Vice-Chairperson) complimented IPEC on the success of the Red Card to Child Labour campaign and invited the Employer Chairperson, Mr. Botha, to react to Mr. Tapiola's responses to the questions raised during the PFAC meeting. Mr. Botha noted that although table 1.7 in the report was very informative it also highlighted that action was still modest when the enormity of the problem was considered. He added that the Employers were appreciative of the size of the task and totally supportive of IPEC's excellent work. Mr. Hoff added that since IPEC is one of the best-funded programmes in the ILO, a broader approach, covering additional related areas such as employment, human resources development, poverty alleviation and small business development, should be adopted. Greater emphasis on monitoring, evaluation and impact assessment would also be appreciated. He enquired as to what events IPEC had planned in connection with its tenth anniversary and concluded his statement by requesting that the next IPEC Steering Committee meeting be scheduled in such a way that the officers of the Technical Cooperation Committee could attend.
- 87.** Mr. Agyei (Worker Vice-Chairperson) complimented IPEC on the reinforced initiatives to publicize the programme and the issue of child labour as reflected in the release of books, publications, videos and the important advances in the ratification of the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182). However, he stated concern at the slow ratification of the Minimum Age Convention, 1973 (No. 138). He also recommended that closer linkages be established between child labour and the other core labour standards. IPEC would benefit more if there was a greater focus on the right to education and social mobilization in order not to lose key opportunities. He drew attention to the African Subregional Seminar on the Role of Labour Inspection in Combating Child Labour held in Harare in September 2001 and expressed concern that a report had not been published to date. He was pleased that the issue of child labour had attracted new contributions and new donors, showing the increased commitment to combating child labour. There was, however, still a need to attract new donors. Considering the allocation of IPEC resources, he stated that the Workers were concerned about the low level of allocation in Central and Eastern Europe and the newly independent States. As noted in the last meeting, IPEC's report needed to be expanded to show the partnerships between IPEC and trade unions and employers' organizations. Guidelines on the roles and responsibilities of trade unions should be prepared and shared with IPEC field staff. He expressed concern with the lack of work IPEC had undertaken concerning social dialogue and tripartite cooperation and felt that tripartite partners' participation in the formulation of the TBP was insufficient. He commended IPEC for its work on gender and HIV/AIDS. He also requested more detailed financial information at the country level.
- 88.** Mr. Anand (Employer member), commending the document under discussion, suggested that the functions of national steering committees should be re-examined and be expanded in scope and made more effective. Guidelines on their functioning should be finalized and distributed. IPEC procedures on the disbursement of funds should be streamlined. While he appreciated IPEC's efforts to remove children from work, IPEC should establish more direct links with youth employment and vocational training programmes. He also suggested that IPEC modify the format of the report to include information on work in the area of child labour by governments and social parties of the ILO in addition to that done by IPEC.
- 89.** The representative of the Government of India reiterated that his Government was committed to eliminating all forms of child labour. His Government felt that long-term success would come through a sequential process giving priority to hazardous work. He expressed concern that with a shift from core funding to project funding, national concerns risked becoming secondary to donor priorities. He also noted that efforts in India to ratify Convention No. 182 were gaining momentum and that the Government of India had a

substantial government-funded programme on child labour in place. Finally, he noted that economic development, eradication of poverty and universal education needed to be addressed to successfully eradicate child labour.

90. The representative of the Government of France expressed gratitude to Mr. Tapiola for replying to the concerns his Government raised in the PFAC meeting and for the quality of work in IPEC. This encouraged donor countries such as France to continue support for IPEC. He also expressed support to the Statistical Information and Monitoring Programme on Child Labour (SIMPOC) for contributing information to find the solution to the child labour phenomenon. He also commended IPEC for the Red Card to Child Labour campaign and would like to see the campaign expanded to other regions and suggested that donor countries might support this initiative with adequate resources. He encouraged IPEC to work with other multilateral organizations and to link its activities more closely to other ILO programmes.
91. The representative of the Government of the United States congratulated IPEC for its success on combating child labour and requested more information on the global fund for child labour as a strategy to diversify its funding sources for TBPs. She also stressed the importance of including child labour in poverty reduction strategies and economic development programmes as a whole.
92. The representative of the Government of Canada commended IPEC on the excellent report. She submitted a corrigendum to the statement made by the representative of Canada as reflected in the report on the IPEC Steering Committee meeting held in November 2001.<sup>2</sup> The third sentence of paragraph 16 should read as follows: “The representative was of the view that the number of beneficiaries rather than the amounts spent should constitute the principal indicator of success.” [the French wording as read by the representative of Canada is as follows: “La représentante du Canada a considéré que le nombre de bénéficiaires plutôt que les montants dépensés devrait constituer le principal indicateur de succès.”]. The Government emphasized the importance of regional and thematic approaches for the success of IPEC programmes. She expressed support for IPEC’s work on gender but stated that a gender approach should be part of the whole programme cycle. They would also like to see the recognition of the work of other key organizations and the establishment of linkages between organizations focused on child labour. Participation of local communities and children themselves in IPEC’s activities should be improved.
93. The representative of the Government of Benin congratulated the ILO on its work in African countries and on the Red Card to Child Labour campaign in particular. He would like to see the campaign continued in other countries. He noted that more attention to African countries should be given in future.
94. The representative of the Government of the Netherlands commended IPEC for an excellent report. The report was comprehensive and more reader-friendly.
95. In response to the questions raised, a representative of the Director-General (Mr. Tapiola) thanked the members of the Committee for their continued support for IPEC. Mr. Tapiola pointed out that the forthcoming Global Report would address many of the issues raised regarding mainstreaming and building stronger linkages with other ILO programmes such as the Declaration, the Employment Sector in general and IFP/SKILLS in particular, as well as the SafeWork programme. He also emphasized IPEC’s recognition of the need to approach child labour issues broadly and noted that IPEC was strengthening linkages

<sup>2</sup> GB.283/TC/2, Appendix III.

between child labour and the other components of the Standards and Fundamental Principles and Rights at Work Sector. He briefed the members of the Committee on a number of events planned for the tenth anniversary celebration of IPEC. The timing of the IPEC Steering Committee meeting in November 2002 would be arranged in a manner which would allow the officers of the Technical Cooperation Committee to attend. Finally, Mr. Tapiola emphasized the work IPEC undertakes in Central and Eastern Europe, particularly in the area of working street children and child trafficking.

96. Mr. Röselaers, Director of the InFocus Programme on Child Labour, answered specific questions on the work IPEC was doing to improve tripartite involvement. He also noted that an informal expert meeting on impact assessment had been held in January 2002 during which external experts had confirmed that IPEC's approach on impact assessment was state-of-the-art compared to many organizations. Mr. Röselaers also addressed the question of the achievements of IPEC in respect of targets set for the TBP. He explained the difficulties to fully accommodate issues such as country ownership, quality and donor funding cycles and priorities. He added that IPEC was committed to diversifying funding sources by investigating the possibilities of accepting non-traditional sources of funds. As to the global fund on child labour, he explained that this was on hold, as it required consultations with other multilateral organizations. He acknowledged the cooperation between IPEC and other ILO programmes such as Gender Promotion, IFP/SKILLS and IFP/SEED. He also noted the strong cooperation between ILO and UNICEF and the World Bank. In addition, efforts had been reinforced to increase cooperation with UNESCO, the African Development Bank and the Asian Development Bank, particularly in the TBP countries. Finally he noted that gender mainstreaming in IPEC had been substantially improved.

### **III. Thematic evaluation report: Labour administration**

97. A representative of the Director-General, Ms. Paxton, introduced the document and highlighted the importance of technical cooperation activities for the Social Dialogue Sector. She drew the Committee's attention to the chapter "Lessons learned" as many of the points could be valid for technical cooperation activities in general. In summarizing the document's main points, she recognized that some features emerged as particularly eminent for the success or failure of technical cooperation work. A rigorous design of project documents as well as a timely and competent backstopping were important elements, as well as attention to sustainability, evaluations and replicability. Regional labour administration centres had shown some promise for backstopping and implementing purposes for labour administration projects. The systematic and substantial involvement of social partners in the overall process of project activities had been critical to a successful project.
98. The Worker Vice-Chairperson, Mr Agyei, welcomed the conceptual approach of the document. He stressed that the definition of labour administration and the need to establish national capacity, for "regulating the world of work and protecting people at work" as stated in paragraph 7 of the document, were still fully applicable. He indicated that the interest of the document lay not only in the evaluation of labour administration projects but also in the many considerations on project design, management and assessment. He appreciated the fact that the document clearly spelt the need for a national labour administration as a prerequisite for the implementation of decent work and that evidently the social partners' effective involvement in the projects was instrumental to the extension of the reforms. With regard to project design he pointed out that objectives should be directed to the solution of clearly identifiable problems. He strongly supported the idea that technical cooperation projects were a means to promote the ratification and application of

relevant standards and that this policy should remain the backbone of ILO activities, underlining that when governments decided to implement certain projects they should have the political will to support the implementation of standards. He also commented on the problem of the lack of coordination with other donors in the field and among ILO projects in the same country sponsored by different donors and recommended a top-level political dialogue between the ILO and in particular the World Bank and better in-house coordination. Lastly, he agreed with the conclusions on lessons learned and considered that the methodology used for that thematic evaluation should be largely applied across the ILO structures and a database on technical cooperation projects' lessons learned quickly developed.

- 99.** The Employer Vice-Chairperson, Mr Hoff, requested the Office to provide more information on single projects and make it available on the ILO web site. He commended the inclusion of lessons learned in the report. He recommended that the experience gained be fed into future project design and planning. With regard to the types of projects and strategies, he was pleased with the fact that all of them aimed at improving national capacity and fell within the strategic objectives of each country. He commended the efforts to involve the social partners and underlined how the involvement of employers in one of the studied projects led to a new spirit of trust and cooperation. He noted that there had been proper coordination between the field and headquarters but considered it unfortunate that there was no sharing of the products developed in different projects or diffusion of good practices. With regard to evaluation he reiterated the importance of identifiable targets and verifiable and clear performance indicators. He also recommended, as the Workers did, more coordination with other donors. Finally, he encouraged the use of the well-tested approach of pilot projects, either at country level or subregional level, and repeated that the Office should establish a system for a wide sharing of lessons learned.
- 100.** The representative of the Government of Germany reminded the Committee that strengthening labour administration had been a historic mandate of the ILO since the early days. Labour administration, as defined by the respective Convention, encompassed all public administration activities in the field of national labour policy and hence, by definition, constituted the backbone for an effective implementation of labour policy. On the other side, many of the ILO's programmes, such as IPEC or the Decent Work Programme, depended to a large extent on a strong and functioning labour administration system, if their work was to be successful and have an impact in the long term. He referred to several Conventions that gave the legal framework for labour administration activities in all the different areas. The representative recalled that not long ago, one unit at headquarters and several regional centres in Africa, Asia and Latin America coordinated in an effective manner ILO activities in this broad field, but an organizational split and decreasing support for the regional centres had weakened this programme remarkably. However, some of the evaluated projects had considerable impact despite the limited financial and human resources. He consequently called for the re-centralization of all labour administration activities, which would strengthen its possibilities.
- 101.** The representative of the Government of China considered that more dissemination of good practices was necessary, suggesting that the media be used for broadcasting results in technical cooperation. He highlighted that it was vital to take into account the real needs of countries when projects were designed. This would allow reasonable objectives to be defined and ensure durability.
- 102.** The representative of the Government of Burkina Faso emphasized the importance of strengthening labour administrations which was the only way for a ministry in charge of labour to be strong enough to promote decent work and implement adequate policies. He stressed how the ILO aimed to provide technical cooperation for labour administration. He recalled that since the last reorganization of the Office, it would be necessary to mobilize

departments from three different Sectors: in Sector 2 for employment services, in Sector 3 for labour inspection and in Sector 4 for labour administration and tripartism, in order to implement the projects detailed in the document. He considered that this could lead to a loss of coherence as well as dispersion and added that it could be more appropriate to bring those services together in a unique department for a more efficient technical cooperation programme. He repeated that decent work was the main objective of the ILO. Strategic objectives and priority programmes had been set up. One of them was the improvement of social dialogue. In this context, the ILO stressed that, taking into account all its missions and activities, labour administration was a fundamental actor. However, the ILO did not provide sufficient and systematic help. He wondered if the forecast merger between GLLAD and IFP/Social Dialogue would not endanger the continuity of the Office's assistance to labour administrations. He believed that technical cooperation should strengthen labour ministries, in a long-term perspective, in various areas. In order to achieve results in these fields, in particular in African countries, he suggested that a regional pluri-annual programme be set up.

- 103.** The representative of the Government of Benin agreed with the previous statement and stressed that technical cooperation should reach every region with special regard to French-speaking countries in Africa. He underlined in particular the need for ministers in charge of labour to have a counterpart inside the ILO, as employers' and workers' organizations had, which should lead to a specialized unit in charge of labour issues.
- 104.** The representative of the Director-General, Ms. Paxton, thanked the Committee for its valuable comments. In reply to the concerns expressed about the restructuring which had split the labour administration, labour inspection and employment services, she assured the Committee that she would raise this issue with Programme and continue to work on ensuring good cooperation with the three Sectors involved. With regard to the merger of two units within the Social Dialogue Sector, she assured the Committee that all labour administration functions would continue to exist. Moreover, the merger of GLLAD with the InFocus Programme on Social Dialogue would ensure a systematic involvement of social partners in the planning and execution of the relevant work, which was recognized as one of the factors contributing to the success of the project implementation. She promised that the lessons learned from this evaluation would be integrated into the future work of the programme. In this regard, she referred to eight more ILO projects in the pipeline with a labour administration component. On a specific point, she emphasized that the process of diagnosis and surveys of labour administrations had proven to be useful in leading to further targeted technical cooperation activities.

#### **IV. Other business**

- 105.** No issue was raised under this agenda item.
- 106.** The Chairperson informed the Committee that in accordance with the standard procedures, the report of the meeting would be approved on behalf of the Committee by the officers. They, along with the regional coordinators, would agree on the agenda for the next meeting.

Geneva, 19 March 2002.