



FIFTH ITEM ON THE AGENDA

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

Contents

	<i>Page</i>
I. Introduction.....	1
II. Major ILO activities concerning the Declaration since November 2001	2
III. ILO/IPEC's strategy to abolish child labour	5
IV. Main thrusts of action plan to abolish child labour	6
(a) National and international focus on the worst forms of child labour.....	6
(b) Promotion of national initiative and ownership.....	7
(c) Information: Availability, quality and utilization	7
(d) Partnerships.....	8

I. Introduction

1. The 1998 Declaration on Fundamental Principles and Rights at Work has been given effect by the Office through general promotional efforts, annual reviews, global reports and by the Governing Body drawing conclusions regarding “priorities and plans of action for technical cooperation to be implemented for the following four-year period” (Declaration, Annex III(B)(2)). Three annual reviews have now taken place and been considered by the Governing Body during its March sessions.¹ The Conference has discussed three global reports.² The Governing Body had before it a first action plan concerned with freedom of association and the effective recognition of the right to collective bargaining in November 2000³ and a second action plan in November 2001 that was aimed at forced or compulsory labour.⁴ At its current session, the Governing Body is called upon to consider technical cooperation priorities and an action plan regarding the abolition of child labour. Given that the International Programme on the Elimination of Child Labour (IPEC) became fully operational six years before the adoption of the Declaration, in view of its own dynamic and the fact that it is guided by a steering group of donor and beneficiary countries reporting each year to the November and March sessions of the Governing Body,⁵ the format of the action plan on child labour differs slightly from those submitted previously.
2. This paper starts with a brief listing of activities carried out during the last year by the Office in relation to the 1998 Declaration. It then turns to child labour – outlining IPEC’s strategy and suggesting that the action plan focus generally on the worst forms of child labour and specifically on the promotion of national initiative and ownership; generating relevant data; and building national and international partnerships. In four years’ time, when the Conference discusses the second global report on child labour, it will have an

¹ Each annual review consists of two Parts. Part I is the “Introduction” by the ILO Expert-Advisers to the compilation of annual reports by governments that have not ratified all core Conventions, as well as of comments thereon by national or international workers’ and employers’ organizations. Part II is the actual “Compilation” of annual reports by the Office. For the first three “Introductions”, see GB.277/3/1, GB.280/3/1 and GB.283/3/1, for the first three “Compilations”, see GB.277/3/2, GB.280/3/2 and GB.283/3/2.

² The first global report covered the subject of freedom of association and the effective recognition of the right to collective bargaining. See ILO: *Your voice at work*, Report I(B), 88th Session of the International Labour Conference, Geneva, 2000. The discussion on this global report can be found in ILO: *Provisional Record* No. 11, 88th Session of the International Labour Conference, Geneva, 2000. The second covered the subject of the elimination of all forms of forced or compulsory labour. See ILO: *Stopping forced labour*, Report I(B), 89th Session of the International Labour Conference, Geneva, 2001. The discussion is in ILO: *Provisional Record* No. 12, 89th Session of the International Labour Conference, Geneva, 2001. The third global report was concerned with the abolition of child labour. See ILO: *A future without child labour*, Report I(B), 90th Session of the International Labour Conference, Geneva 2002. The discussion is in ILO: *Provisional Record* No. 13, 90th Session of the International Labour Conference, Geneva, 2002.

³ See GB.279/TC/3.

⁴ See GB.282/TC/5.

⁵ For the current session, see GB.285/TC/4.

opportunity for a comprehensive assessment of the effectiveness of the assistance provided by the ILO as regards the abolition of child labour.

II. Major ILO activities concerning the Declaration since November 2001

3. The two previous action plans summarized the ILO's initial activities undertaken by headquarters and field units in relation to the Declaration.⁶ The 89th Session of the Conference had before it a brief note informing delegates of activities in pursuit of the first action plan carried out since November 2000 on freedom of association and collective bargaining,⁷ and the 90th Session had a similar note regarding the same subject matter as well as activities aimed at combating forced labour.⁸ The present paper summarizes recent Declaration-related activities undertaken by the Office but does not repeat the contents of these notes to the Conference.

4. The InFocus Programme on Promoting the Declaration continued to enjoy considerable extra-budgetary support. Five donors accorded a total of US\$13.2 million during the last 12 months. Table 1 indicates the relative proportions of programmes, projects and activities aimed at one of the four categories of fundamental principles and rights, or at more than one, since late 1999.⁹ The category of freedom of association and collective bargaining has clearly attracted the bulk of the funds. Major requests for funding of forced labour activities are at the stage of submission at the time of writing. As regards child labour, extra-budgetary support has come to the Declaration Programme only for the elaboration of the global report, *A future without child labour* (see footnote 2). Technical assistance in this area is managed by IPEC. Non-discrimination may be expected to receive a boost when the global report on this subject has been considered by the 91st Conference in June 2003 and the subsequent action plan has been adopted. More than one category is covered by a few projects, for example the first generation of projects in Africa funded by France and the US-funded projects in Colombia and Ukraine. Much of the "Several categories" column in table 1 is actually accounted for by support for core activities, which tends to cover all four categories. Core support includes the funding of posts at headquarters and in the field, the holding of meetings, mission costs, etc. Cumulatively, \$62.6 million have been made available by donors with the specific purpose of supporting the ILO Declaration since the inception of the Declaration Programme in October 1999.

⁶ See GB.279/TC/3, section III and Appendix II, and GB.282/TC/5, section II.

⁷ See ILO: *Provisional Record* No. 2, 89th Session of the International Labour Conference, Geneva, 2001.

⁸ See ILO: *Provisional Record* No. 6, 90th Session of the International Labour Conference, Geneva, 2002.

⁹ To provide the Governing Body with the most up-to-date data on a rolling 12-month basis, the periods start in October of one year and end in September of the following year.

Table 1. Donor-funded programmes, projects and activities approved under the auspices of the Declaration, by category of principle and right, October to September each year, allocation basis (in per cent – rounded figures)

Category	Freedom of association, etc.	Forced labour	Child labour	Non-discrimination	Several categories	Total	
						%	US\$ (000)
1999-2000	55	6	0	21	17	100	23 345
2000-2001	30	4	2	0	65	100	26 016
2001-2002	46	6	0	7	41	100	13 219

5. Table 2 sets out the regions to which resources were allocated or notes the interregional or core support nature of the funding. The Asian region has received most support, followed by Africa and the Americas.

Table 2. Donor-funded programmes, projects and activities approved under the auspices of the Declaration, by region, October to September each year, allocation basis (in per cent – rounded figures)

Region	Africa	Americas	Arab States	Asia and Pacific	Europe	Inter-regional	Core support
1999-2000	24	18	0	46	0	5	7
2000-2001	14	12	5	15	8	23	23
2001-2002	15	21	0	30	4	11	19

6. Table 3 provides information on the origin of extra-budgetary support for Declaration-related activities. The Government of the United States, through the US Department of Labor, has to date been the Declaration's main supporter, followed by the United Kingdom and the Netherlands. The 2002 allocation of \$10 million from the US Department of Labor has principally gone to extend projects originally planned to take four years but which were initially limited to two years and subjected to evaluations to determine whether they were impacting as foreseen on the countries' respect for freedom of association and effective recognition of the right to collective bargaining.

Table 3. Donor-funded programmes, projects and activities approved under the auspices of the Declaration, by donor country, October to September each year, allocation basis (in thousands US\$ – rounded figures)

Donor country	France	Germany	Japan	Netherlands	UNDP	United Kingdom	United States
1999-2000	805	0	200	2 220	0	121	20 000
2000-2001	0	431	186	242	91	5 068	20 000
2001-2002	597	501	163	1 950*	0	0	10 000
Total	1 402	932	549	4 412	91	5 189	50 000

* Including \$740,000 through the TC-RAM facility under the partnership agreement.

7. The Declaration Programme handled a number of distinct advocacy, promotional and research activities. These included an Informal Technical Consultation on Pay Equity, jointly organized with Public Services International (PSI), the Bureau for Workers' Activities and the Sectoral Activities Department in Geneva in late November 2001, that discussed an ILO/PSI survey in over 20 countries and experiences on pay-equity strategies by trade unionists. PSI has subsequently compiled a resource package for use primarily in transition economies and developing countries. One of the joint DECLARATION/PSI follow-up activities is a workshop in Namibia and in the Philippines in the last quarter of 2002. The original research also served as an input in the elaboration of the first global report on non-discrimination due to be discussed by the Conference in 2003. As part of its promotional efforts, the Declaration Programme organized a series of press conferences and publicity events to launch the 2002 Global Report, *A future without child labour*, in all regions that led to the largest pick-up by media enjoyed by an ILO publication. The Declaration Programme further had a video prepared on child labour to accompany this global report; and it published two related working papers: S. Stevenson: *Child labour in the Russian Federation*, DECLARATION/WP/7/2002 (Geneva, ILO, June 2002) and B. Rau: *Intersecting risks: HIV/AIDS and child labour*, DECLARATION/WP/8/2002 (Geneva, ILO, June 2002). A broader think-piece was published in working paper form to stimulate discussion of the role and place of basic workers' rights: M.L. Vega Ruiz and D. Martinez: *Los Principios y Derechos Fundamentales en el Trabajo: su valor, su viabilidad, su incidencia y su importancia como elementos de progreso económico y de justicia social*, DECLARATION/WP/9/2002 (Geneva, ILO, July 2002).
8. ILO field offices, notably Section I specialists, continued contributing to the preparation of the annual review and global reports under preparation at headquarters. They are also often involved in meetings of which the Declaration is the sole or major topic, such as in the United Arab Emirates in January 2002. The Asia and Pacific region stands out for the initiatives carried out since last November. The Suva Office, for example, had the Declaration translated, printed and distributed in five local languages; these translations were then launched at high-visibility events together with folders, penholders, stickers, leaflets, newspaper supplements, etc. The Dhaka Office translated, printed the Declaration and convened a meeting in May 2002 to make the text known. The Islamabad Office, in collaboration with the Ministry of Labour, Manpower and Overseas Pakistanis, conducted in 2001-02 two studies and three national seminars on equal remuneration questions flowing from the ratification by Pakistan of Convention No. 100. In that country, the social partners were also remarkably active: the All Pakistan Federation of Trade Unions (APFTU) held two seminars on the Declaration in Lahore and Karachi; the Employers' Federation of Pakistan (EFP) held one in Lahore in April 2002. The Office in Indonesia and the Manpower and Transmigration Office of the Special Territory of Jakarta targeted an awareness-raising exercise on fundamental principles and rights at some 300 representatives of companies, unions, political, military and police authorities in September 2002. In Mongolia, a tripartite Seminar on the ILO Declaration and Core Labour Standards was organized in August 2002, and a study on forced labour was launched at the same time. At the level of the Asia-Pacific region as a whole, the Regional Office and the headquarters Declaration Programme jointly organized the Asian Regional Seminar on the Application of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, which took place in Bangkok, February 2002, and was funded by the Governments of Japan and the United States. On this occasion, it focused on forced labour. Also relevant for promoting the aims of the Declaration is the Asian Development Bank/ILO regional technical assistance project on "Strengthening the role of labour standards in selected DMCs", which covers child labour and gender questions in Bangladesh, Nepal, the Philippines and Thailand through studies, national validation seminars and the elaboration of manuals. In September 2002, a regional consultation organized by the ADB in Manila concluded the initial work.

9. Field offices and headquarters units take into account or actively promote the Declaration on their own initiative. For example, the InFocus Programme on Strengthening Social Dialogue (IFP/DIALOGUE) promotes the Declaration in practically all its technical cooperation projects by training beneficiaries in collective bargaining and related matters and helping labour ministries to effectively apply fundamental principles and rights at work. Cases in point are an Italian-funded project in Bosnia and Herzegovina and a Spanish-funded one aimed at modernizing labour administration in Central America (MATAAC).
10. The Bureau for Employers' Activities (ACT/EMP), besides convening a national workshop in Swaziland in May 2002 on the ILO Declaration and its follow-up, has continued to promote the fundamental principles and rights at work through its activities concerned with the Global Compact. Various subregional and national meetings and training courses were held in Bangkok in late 2001, Manila in May 2002, Kathmandu, Hanoi and Ho Chi Minh City in August and in Ulan Bator in September 2002.
11. The Bureau for Workers' Activities (ACTRAV), helped secure the adoption of references to the Declaration in collective bargaining agreements between Global Union Federations and multinational enterprises as well as in national-level negotiations with governments in transition countries of Central and Eastern Europe and in developing countries of Africa and Asia. The *Trade unions and child labour* training kit, developed by unions with support from ACTRAV, is now used by workers' organizations in various ways and is increasingly available in different languages. ACTRAV played an active part in a conference held in April 2002 in Kiev, Ukraine, that was co-sponsored by the ICFTU, the European Commission and the US National Endowment for Democracy and which was mainly attended by unions from the former Soviet Union.
12. The International Training Centre of the ILO covers the Declaration and its promotional follow-up in all its courses (more than 40 each year), held in Turin; it has elaborated a training guide; and it has a special web site that includes a virtual library allowing easy access to a number of references on freedom of association. It helps in the implementation of some of the Declaration Programme's field projects and carries out a number of distinct assignments. During the reporting period the latter included a freedom of association project in the port sector of CONOSUR countries; seminars organized for Central African workers' organizations (Burundi, Congo, Democratic Republic of the Congo and Rwanda); two interregional seminars, in September and October 2002 respectively, to obtain, from workers' and employers' organizations, information of interest to the preparation of the second global report on freedom of association and collective bargaining; a four-week seminar for Asian workers' organizations on international labour standards and the Declaration held in Turin in January and February 2002; a subregional tripartite seminar for Central Africa focusing on the elimination of discrimination in employment (addressing the issue of HIV/AIDS); a regional seminar organized for the Gulf countries and focusing on child labour and forced labour held in Bahrain in May 2002; a one-week regional seminar addressing the promotional follow-up of the Declaration and the constitutional reporting obligations for nine African countries held in September 2002 (Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia and Zimbabwe); and a one-week training activity on fundamental principles and rights at work and productivity for Burkina Faso and Benin held in October 2002.

III. ILO/IPEC's strategy to abolish child labour

13. The Office's goal will continue to be the progressive elimination of child labour through capacity building and the strengthening of the worldwide movement against child labour, with priority given to the pressing abolition of its worst forms and the provision of

alternatives for children and families. The Office in general and IPEC in particular intend to move beyond the broad mobilization of support and experimental action against child labour to tailor-made assistance to member States. Upstream policy-related activities and traditional downstream interventions would be combined in an integrated approach adapted to the capacity of member States.

14. IPEC's role is envisaged to change gradually from that of *managing or executing* to one of *facilitating and providing technical and policy support* to countries in formulating concrete policies and programmes in pursuit of the objectives of Conventions Nos. 138 and 182. Support will focus on:

- formulation, promotion, enforcement and monitoring of relevant national legal frameworks;
- collection and analysis of data on child labour as well as on the development of credible, comprehensive and independent child labour monitoring and reporting; and
- development and implementation of comprehensive time-bound policy and programme frameworks to address child labour issues.

15. IPEC will intensify the process of encouraging national agencies and institutions to take the lead in programme development and implementation, including resource mobilization, while also strengthening IPEC's technical capacity as facilitator and provider of advisory services. Drawing on successful pilot innovative approaches, it is planned to develop standard formats and tools in collaboration with other ILO departments with a particular focus on:

- (a) tackling problems relating to child soldiers, domestic child workers, child trafficking, the sexual exploitation of children and the work-related exposure of children to health and safety hazards, including HIV/AIDS;
- (b) enhancing opportunities for skills training for children particularly in the informal economy, for example through the development of apprenticeship schemes and cost-effective vocational training programmes;
- (c) using mainstreaming as a strategy, by integrating child labour into national development programmes covering poverty reduction, education and training, occupational health and safety, and social protection. The comprehensive time-bound approaches will seek to integrate action against child labour and other decent work initiatives undertaken by the ILO and the social partners.

IV. Main thrusts of action plan to abolish child labour

(a) National and international focus on the worst forms of child labour

16. Convention No. 182 requires member States to implement time-bound measures to eliminate the worst forms of child labour. It encourages the convergence of activities to combat child labour with other employment and social policies, and the mainstreaming of these into national poverty reduction and development programmes. IPEC activities are based on the premise that child labour cannot be eliminated sustainably without effectively addressing two other problems: (i) the lack of quality education that is easily accessible

and (ii) the absence of jobs or insufficient income for parents. This underscores the need for IPEC's programmes to be more closely integrated with employment, income generation and poverty alleviation; gender equality; and skills development. It is crucial to have member States build up experience and expertise in achieving such convergence and mainstreaming, and to bring to bear upon those processes the collective know-how of ILO constituents and other partners concerned with the child labour problem.

17. At the country level, advocacy networks to combat child labour and inter-agency cooperation will contribute to more effective and broad-based action against child labour. There are now a significant number of networks and cooperative agreements. They merit further enhancement, and more tools and instruments should be provided to national actors. As regards inter-agency cooperation, there is a definite need to reinforce and expand it with institutions such as the World Bank and regional development banks, UNICEF, UNESCO, WHO and UNAIDS, especially to link up with their poverty alleviation, education and health hazards programmes. Cooperation and coordination among multilateral agencies will also increase the likelihood of meeting the targets included in the 2002 Children's Summit (UNGASS) on the subject of child labour, with special emphasis on its worst forms.

(b) Promotion of national initiative and ownership

18. A major priority of the Office is to translate the gains made with regard to awareness raising and the ratification of Conventions Nos. 182 and 138 into effective national programmes of a scale capable of dealing with the child labour problem, with particular emphasis on the worst forms, within the shortest possible time. Effective and sustainable large-scale action can be achieved only by empowering national agencies and institutions, including civil society organizations, to mobilize resources and to formulate and implement interventions in a coordinated manner, for instance through comprehensive time-bound programmes and the mainstreaming of child labour into poverty reduction strategies and other national and international programmes for social and economic development. Towards this end, a major emphasis should be placed on building technical and institutional capacity for key IPEC partners, coalition-building in support of child labour interventions and networking local institutions and agencies at both national and international levels for policy research and analysis, advocacy, programme formulation and implementation.

(c) Information: Availability, quality and utilization

19. At the global level, generating information on the worst forms of child labour remains a considerable challenge. The Office in general and IPEC in particular intend setting out to advance further towards generating reliable and comprehensive information, including the preparation of reports on global child labour trends and indicators. SIMPOC will continue supporting national surveys and empirical studies. Increased emphasis will be placed on adding value to the information collected by more systematic analysis and utilization of data in policy or programme development and implementation. Partnerships would be envisaged with national institutions to promote data utilization in policy-making and advocacy in support of child labour interventions. Moreover, work aimed at increasing awareness of child labour in communities, schools and workplaces would be intensified. As a supporting strategy, more attention and resources should be focused on information dissemination through an increasingly sophisticated IPEC public web site and IPEC Intranet.

20. The various data collection and analysis activities at country and global levels will serve to enhance IPEC's knowledge base and its ability to provide high-quality technical assistance, while strengthening the ILO's position as a global clearing house for child labour data and research. They will also provide inputs for the preparation of ILO studies, an online yearbook of child labour statistics with indicators that fit into the Office's broader work on decent work, as well as the second global report on child labour due in 2006.

(d) Partnerships

21. To sensitize public opinion and policy-makers, cooperation is essential through global alliances aimed at the abolition of child labour as a fundamental human rights issue that is at the core of social and economic development. In view of the dynamics of the child labour debate, constant attention and contributions will be required from the ILO and its constituents at global, regional and national levels. Having, through adoption of Convention No. 182, declared the issue of combating child labour to be a global cause, the cooperation with many partners has to be nurtured as the ILO strives to show concrete results in reducing child labour on the ground. This implies supporting the actors at the global level, contributing knowledge and experience at that level, and impacting on relevant major events and forums. It also implies fortifying broad-based, "tripartite-plus" networks for advocacy and action against child labour, in ways that favour and draw upon the strengths of employers' and workers' organizations.
22. Sector-specific alliances have a number of advantages in combating child labour, including technical, professional and social proximity, use of existing networks and shared interests. In the recent past, multi-partner alliances have successfully been set up, and supported by IPEC, in the textile, sporting goods, tobacco and cocoa/chocolate industries. These have brought considerable dividends to all parties, permitted the elaboration of novel approaches to resolve specific aspects of the child labour problem, led to the discovery, codification and dissemination of good practices in combating child labour, and pointed the way to increasingly ambitious goals in attempting to make sectors and geographical areas child-labour-free. There is still a long way to go for this to be achieved in a verifiable and sustainable way; but the techniques and tools necessary for this purpose, including credible and independent monitoring systems, are being crafted and may be available, subject to availability of resources, within the reporting period of the second global report on child labour.
23. Special emphasis will be placed on cooperation with employers' and workers' organizations. During the Conference's discussion of *A future without child labour* on 12 June 2002, a number of specific suggestions were made by constituents. Active follow-up is under way to implement them as soon and as fully as possible. Direct involvement of the employer and worker constituency in elaborating ways and means to strengthen tripartite cooperation in combating child labour is explicitly foreseen, including through the organization of special meetings for each group in early 2003, to discuss and decide on the most effective ways to ensure their involvement in normative action and promotional work, in advocacy and research, and in operational technical assistance programmes to combat child labour.

24. *The Governing Body may wish to endorse the approach outlined in this paper, and request that it be kept informed, through the Committee on Technical Cooperation, of the implementation of the activities proposed.*

Geneva, 17 September 2002.

Point for decision: Paragraph 24.