

Provisional Record

Ninety-first Session, Geneva, 2003

Report of the Chairperson of the Governing Body to the Conference for the year 2002-03

This report on the work of the Governing Body is submitted to the Conference in accordance with article 14 of the Standing Orders of the Governing Body. It covers the period since the last general session of the Conference (June 2002), i.e. the 284th (June 2002), 285th (November 2002) and 286th (March 2003) Governing Body Sessions. It focuses only on the highlights of the Governing Body's year, and does not cover matters that are otherwise before the Conference.

Those seeking more extensive and detailed information on the work of the Governing Body as a whole are referred to the notes at the end of the report. They may also consult the minutes of its 284th, 285th and 286th Sessions (June and November 2002; March 2003) or the documents submitted to its committees and to the Governing Body itself. Other relevant material, as well as the reports and other Governing Body documents mentioned in the text and in the endnotes, are available on the Governing Body Internet site. ¹

I. ILO Declaration on Fundamental Principles and Rights at Work

Compilation of annual reports

In its fourth annual review under the follow-up to the 1998 ILO Declaration, the Governing Body reviewed the annual reports ² on the basis of the introduction by the ILO Declaration Expert-Advisers. ³ The Governing Body acted upon a number of observations by the Expert-Advisers and engaged in a more in-depth discussion on certain issues raised in the reports. In particular, it commended Bahrain, Oman, Qatar, Saudi Arabia and the United Arab Emirates for their continuing dialogue with the Office, and China for requesting technical cooperation on the issue of forced labour. It also urged the 41 countries that did not provide reports to do so on future occasions and suggested contacting directly the ten member States that have never reported under the Declaration's follow-up. Moreover, it called upon the international employers' and workers' organizations to reinforce their collaboration with the Declaration Programme, notably by providing their own comments and by encouraging national organizations to take similar action.

While endorsing the Declaration Expert-Advisers' recommendations, ⁴ the Governing Body launched an appeal to the donor community for substantial and durable extrabudgetary support for ILO technical cooperation, to meet the high demands expressed by governments and employers' and workers' organizations in countries which have not ratified all ILO core Conventions on freedom of association and collective bargaining, forced labour, child labour, and discrimination in employment and occupation.

Technical cooperation activities

In November 2002, the Committee on Technical Cooperation examined and approved the "Priorities and action plans for technical cooperation", which focused on the abolition of child labour. ⁵ The main thrusts of the action plan to abolish child labour are: (a) national and international focus on the worst forms of child labour; (b) promotion of national initiative and ownership; (c) information: availability, quality and utilization; and (d) partnership.

Discussion of the Global Report

The Governing Body approved in March 2003 ad hoc arrangements for the discussion of this year's Global Report on 13 June 2003. ⁶

II. Child labour

Through the dual reporting system established previously, informing both the Governing Body's Technical Cooperation Committee and the Steering Committee of the International Programme on the Elimination of Child Labour (IPEC), the Governing Body examined the work of IPEC during 2002. At its 285th (November 2002) Session, the Governing Body took note of an oral report by the Executive Director for Standards and Fundamental Principles and discussed an advance copy of IPEC's comprehensive report on action and future priorities regarding child labour. The debate continued during its 286th Session in March 2003, focusing on the final IPEC report on its 2002 activities.

Follow-up to the June 2002 discussion of the ILO Global Report: *A future without child labour*

The work by IPEC was instrumental in the drafting of the Global Report, *A future without child labour*, under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. The debate in the International Labour Conference fell on 12 June which has now been designated *World Day against Child Labour*. The Governing Body's consideration of IPEC's work in 2002 took place largely against the backdrop of the discussions held in June 2002. The Conference debate resulted in an Action Plan to Abolish Child Labour, which was proposed to the Governing Body in November 2002 and further discussed in March 2003. The celebration of the World Day against Child Labour added additional momentum to the Governing Body's debate on the Action Plan.

The Governing Body endorsed this Action Plan to Abolish Child Labour, which, based on IPEC's experience and shift in strategy, has as its main components a new focus on the worst forms of child labour; the promotion of national initiative and ownership; the generation of further reliable information on child labour; and global and broad-based partnerships.

The situation of child labour in the world: IPEC's responses and future strategy

The publication in June 2002 of new global estimates on child labour by the ILO in the report *Every child counts* has given rise to concerns, in particular in respect of the estimated 171 million children involved in hazardous work and 8.4 million children

trapped in unconditional worst forms of child labour. In order to meet this challenge, IPEC, based on a decade of operational experience, is gradually reducing its role in the direct execution of individual programmes while increasing its focus on policy and technical assistance for ILO member States in formulating their own policies and programmes related to the implementation of the Worst Forms of Child Labour Convention, 1999 (No. 182) and the Minimum Age Convention, 1973 (No. 138).

Achievements of IPEC during 2002-03

Throughout 2002 donor support for IPEC remained strong, as well as its capacity to deliver. Total expenditure in 2002 amounted to US\$40.8 million, representing a rise of US\$7.8 million, or 23 per cent, over 2001.

Ratifications of Convention No. 182 increased by 19, but ratification of Convention No. 138 had slowed to four. By March 2003, 134 ratifications for Convention No. 182, and 121 for Convention No. 138 had been registered, falling short of ratification targets for this biennium, which may not be fully met as the remaining outstanding ratifications require more specific action by the Office. Since the achievement of universal ratification of Convention No. 182 is an international commitment reaffirmed by the United Nations General Assembly Special Session on Children in May 2002, increased efforts are now under way to encourage the remaining countries to ratify the Convention.

The innovative "Red Card to Child Labour Campaign", launched during the African Cup of Nations in Mali in 2002, continued its success. It was made part of the 100th Anniversary Campaign and Match of *Real Madrid* in December 2002, with the support of the International Organization of Employers and the Fédération Internationale de Football Association (FIFA). In January 2003, the campaign featured prominently during the South American under-20 championships in Montevideo, Uruguay. The campaign has succeeded in reaching millions of households, making a large public aware of the issues of child labour.

With regard to the Time-Bound Programmes (TBPs) – a new implementation tool to prohibit and eliminate the worst forms of child labour within a defined time frame – IPEC refined the TBP concept during 2002, to take account of differing national situations regarding the extent and nature of the worst forms of child labour, and differences in institutional and technical capacity. During 2002, the first three national TBPs for El Salvador, Nepal and the United Republic of Tanzania moved from the preparation phase to implementation. The formulation of national programmes has since been completed in the Dominican Republic and the Philippines and eight more TBPs are under development and expected to be operational by the end of 2003.

Child labour and the Decent Work Agenda

IPEC's work to combat child labour contributes to reducing decent work deficits in many ways. A real effort is therefore under way to mainstream child labour concerns in the different ILO programmes and activities within the framework of the Decent Work Agenda. This important undertaking will be a prime objective for IPEC in the coming period.

Partnership between IPEC and workers' and employers' organizations

IPEC has continued its close cooperation with workers' and employers' organizations at both the policy and operational level, making these organizations major partners in the fight against child labour. The Action Plan to Abolish Child Labour recognizes the importance of global alliances in sensitizing public opinion and policy-makers. It therefore seeks to fortify broad-based networks for advocacy and action against child labour, in ways that favour and draw upon the strengths of employers' and workers' organizations. The Governing Body reaffirmed the central role of organizations of workers and employers in action against child labour, and the necessity to continue to work on a tripartite basis. At the same time, the Governing Body recognized the useful contributions, through tripartite channels, of other interest and advocacy groups in taking action at the local and global level. TBPs are one of the main types of operation where such broad-based networks for advocacy and action are taking shape.

III. Working Party on the Social Dimension of Globalization

Discussions with external speakers

- Mr. Mark Malloch Brown, Administrator of the United Nations Development Programme
- Mr. Jean-Claude Faure, Chairperson of the Development Assistance Committee of the Organisation for Economic Co-operation and Development

The Working Party continued the practice of inviting distinguished senior figures to share with it their thoughts on the social dimension of globalization. In November 2002 the Working Party was addressed by two speakers, Mr. Mark Malloch Brown, Administrator of the United Nations Development Programme (UNDP) and Mr. Jean-Claude Faure, Chairperson of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD).

Mr. Malloch Brown spoke about the Millennium Development Goals (MDGs), pointing out that they aimed to take development beyond its usual world of technocratic interchange within, and between, governments. The eight MDGs were straightforward and had been drawn from the summits of the 1990s. They represent measurable goals towards the implementation of the Millennium Declaration solemnly adopted by the largest and most senior gathering of world leaders that had ever occurred, at the Millennium Assembly of the United Nations in 2000 in New York. To date, the history of global conferences had been one of delayed accountability for the commitments made. With the MDGs and annual reporting at the country and global levels on progress towards achieving them, there was now a framework of real-time follow-up. That allowed citizens everywhere to hold their governments and the international organizations accountable for progress.

Mr. Faure spoke on the current strategy for international development assistance. He said that it was important for the international community to strengthen this process, which reposed on the three pillars of governance, coherence and patient monitoring of performance. He emphasized that partnership was the key to successful implementation. There was a need for quantified goals and well-established indicators, established by

developing countries themselves. He also stressed the importance of achieving coherence among trade, investment and development policies.

Mr. Trevor Manuel, Minister of Finance of South Africa

In March 2003, the Working Party was addressed by Mr. Trevor Manuel, Minister of Finance of South Africa. Mr. Manuel focused on three issues concerning the role of the State in the context of globalization: first, how States contributed to economic growth; second, how States provided an appropriate social and economic environment to resolve the discontinuities that arose from economic adjustment; and, third, how States managed to sustain economic development across international borders. He also emphasized the role of the State as regulator, balancing social and economic values. Proactive social policy such as a "social wage" that provided better education and inexpensive transport, could serve to both reduce economic insecurity and create economic opportunities for the poor.

Investment in the global economy and decent work

In November 2002, the Working Party discussed the topic of "Investment in the global economy and decent work". Among the issues raised were the problems of poor working conditions in export processing zones (EPZs); concerns over the current uneven distribution of cross-border investments; the issue of a "race to the bottom" as a result of competition among developing countries for investment; and the weakening of the bargaining position of workers in the face of increasingly mobile foreign capital. At the same time the many advantages gained through foreign direct investment (FDI), including investments in training made by foreign firms, the resulting improvements in wages and working conditions and the introduction of new technologies, were also recognized. The Working Party agreed that good governance, a sound investment climate, respect for property rights, a good physical infrastructure, and human resource development were all essential for attracting FDI. The need to create a favourable external environment to enable developing countries to benefit more from global investment flows was also stressed, as well as the importance of employment creation as a means of maximizing the benefits from global investments. It was also recognized that parallel efforts to improve labour standards were required. The ILO Declaration on Fundamental Principles and Rights at Work was seen as a powerful instrument for achieving that objective.

Governance, social partnership and globalization

In March 2003, the Working Party held the first of a two-part discussion on the topic of "Governance, social partnership and globalization". The concept of governance had gained importance as a factor explaining differences in development performance. The ILO had long been involved in the promotion of governance, particularly a key aspect – social partnership. There was broad agreement that good governance was essential for development and that the social partners should actively cooperate with governments in order to achieve certain socio-economic objectives. However, the foundation for good governance had to be respect for human rights and the ILO Declaration on the Fundamental Principles and Rights at Work. Good governance and effective social partnerships were also considered as an essential element for reaping maximum economic benefits from globalization and ensuring that these were shared equitably.

World Commission on the Social Dimension of Globalization

In both November 2002 and March 2003, the Working Party discussed progress in the work of the World Commission on the Social Dimension of Globalization, established by the ILO in February 2002. On both occasions the Director-General reported to the Working Party on the various consultations that the Commission had held with the heads of international agencies and business and labour leaders, as well as on the broad-based consultations that had been organized at both the regional and national level.

IV. International labour standards

Improvements in ILO standards-related activities

In the context of its ongoing discussions on improvements in ILO standards-related activities, the Governing Body held a first discussion in November 2002 on standards-related promotion and technical assistance. This initial discussion will be pursued at the 288th (November 2003) Session of the Governing Body.

In November 2003, the Governing Body will also continue an examination initiated in March 2003 concerning the questionnaires provided for in articles 38 and 39 of the Standing Orders of the International Labour Conference, and will study the possible content of a code of good drafting practices. A document on the procedures regulated in articles 19, 24 and 26 of the ILO Constitution will also be submitted for consideration at this November session.

In March 2003, a first discussion on standard final provisions currently in use in ILO Conventions resulted in an agreement that active informal consultations with the Employers', Workers' and Government groups would be held before this matter would be further pursued in the Governing Body.

Modernization of ILO standards

In the context of the ongoing process to modernize ILO standards and of the follow-up to the work of the Working Party on Policy regarding the Revision of Standards, 20 obsolete Recommendations were withdrawn at the 90th (June 2002) Session of the International Labour Conference and the question of the withdrawal of 16 other Recommendations is on the agenda of its 92nd (June 2004) Session. Furthermore, to date, 76 out of the required 117 member States have ratified (or accepted) the constitutional amendment of 1997 that, when it enters into force, will enable abrogation of obsolete Conventions.

Ratification and promotion of fundamental ILO Conventions

The campaign for the ratification of the ILO's core Conventions, initiated in 1995, has continued to stimulate member States to ratify these vital instruments. Since June 2002, there have been 24 ratifications of ILO fundamental Conventions by 19 countries. These ratifications have added 19 countries to the list of member States having ratified all the ILO's core Conventions.

There are now 90 States that have ratified all eight fundamental labour standards, and 35 that have ratified seven of them. The total number of ratifications obtained for these instruments amounts to 1,191, or 85 per cent of the possible 1,400 ratifications (before entry into the ILO of its new Member: Vanuatu).

Freedom of association

The Committee on Freedom of Association continued to receive numerous complaints concerning trade union rights and collective bargaining, and examined about 200 cases between May 2002 and March 2003. A certain number of positive developments were observed during the period under review, such as the release of detained trade unionists, registration of trade unions, or reinstatement of trade unionists dismissed by reason of union membership or activities.

Consolidated Convention on maritime labour standards

The Governing Body has continued to follow progress in the work relating to a consolidated Convention on maritime labour standards, scheduled for submission to the Conference for adoption in 2005. A draft of this Convention is being prepared by the Office under the direction of the High-level Tripartite Working Group on Maritime Labour Standards. At the Governing Body's request, the Office submitted to the Governing Body, at its 286th (March 2003) Session, a progress report prepared with the assistance of the Subgroup of the High-level Group. ⁷ Particular reference was made in that report to the role that the ILO supervisory system might play in relation to the new Convention. Many members commended the work that had been achieved so far. It was, at the same time, pointed out that the existing maritime labour standards should continue to be promoted, pending the adoption of the new Convention, and to be ratified by member States, as this would facilitate the acceptance of the new instrument.

Follow-up of constitutional procedures

(a) Special technical cooperation programme for Colombia

At its 285th (November 2002) Session, the Governing Body had before it a progress report on the start of implementation of activities in the framework of the special technical cooperation programme for Colombia. ⁸ It took note of the report, expressed support for the programme and exhorted the Office to continue to seek additional donor funding for it.

In March 2003, the Office submitted a new progress report describing the activities carried out since the November session of the Governing Body. ⁹ The Governing Body welcomed the positive developments stressed in the document but deplored the fact that the killing of trade unionists continued although the figures had come down in relation to previous years.

The Workers' group requested that information should continue to be periodically submitted to the Governing Body and exhorted all ILO member States to increase their support to the programme. The Employers'group requested that medium and long-term programme targets be established, to allow a better measurement of results.

(b) Observance by the Government of Myanmar of the Forced Labour Convention, 1930 (No. 29)

Following the appointment in May 2002 of Mr. Léon de Riedmatten as interim ILO Liaison Officer in Yangon, in September 2002, the Director-General appointed Ms. Hông-Trang Perret-Nguyen as Liaison Officer. Ms. Perret-Nguyen took up her assignment in October.

At its 285th (November 2002) Session, the Governing Body had before it a report from the interim Liaison Officer and the Liaison Officer on developments since June 2002. The Governing Body noted the Government of Myanmar's stated commitment to eradicate forced labour, but requested that this commitment be converted urgently into concrete action through the development of a comprehensive plan of action for the effective eradication of forced labour, something that had been requested by the Director-General in a letter dated 21 June 2002 to the Myanmar Minister for Labour.

In March 2003, the Governing Body discussed a report from the Liaison Officer on her activities, including the text of a plan of action presented by the Government of Myanmar, which she was not able to endorse. The Governing Body found that this text fell far short of its expectations and did not meet the minimum requirements to be meaningful and credible. The Governing Body therefore gave a firm deadline of the end of May 2003 for agreement on a meaningful plan of action, which should include two missing elements: a pilot region in which a systematic search for concrete alternatives to forced labour could be conducted, and a mediator/facilitator mechanism to help victims of forced labour to seek redress.

V. Employment and social policy

Global Employment Agenda

The ILO's Global Employment Agenda was adopted by the Governing Body at its 286th (March 2003) Session. The Agenda is the Office's response to the call made by the twenty-fourth Special Session of the General Assembly on the follow-up to the World Summit on Social Development in 1995, to develop a coherent and coordinated international strategy for the promotion of freely chosen, productive employment. The Agenda's main aim is to place employment at the heart of economic and social policies. The Agenda seeks, through the creation of productive employment, to better the lives of the hundreds of millions of people who are either unemployed or whose remuneration from work is inadequate to allow them and their families to escape from poverty. The Global Employment Agenda does not promote just any employment but decent employment in which international labour standards and workers' fundamental rights go hand in hand with job creation.

The main elements of the strategy that constitute the Global Employment Agenda were first debated at the Global Employment Forum (Geneva, 1-3 November 2001), attended by senior policy-makers, ministers, workers' and employers' representatives and participants from NGOs, academia and the private sector. The Forum identified key elements that should constitute the Global Employment Agenda. These elements were further discussed by the ILO's tripartite constituents in the Committee on Employment and Social Policy over the past 18 months. These consultations have gradually allowed greater consensus on the broad elements that should constitute the Global Employment Agenda. However, this does not mean that there is consensus on the weight that ought to be given to

specific elements, or on their substance in detail. This would form the basis of future productive discussion towards the successful implementation of the Agenda.

Poverty Reduction Strategy Papers (PRSPs)

At the 285th (November 2002) Session of the Governing Body, the Committee on Employment and Social Policy discussed an assessment of the ILO's experience of Poverty Reduction Strategy Papers (PRSPs). ¹⁰ This paper focused on the experience in five focus countries and provoked a rich and constructive discussion. Following a recommendation from the Committee, the Governing Body endorsed the decision to broaden and deepen the Office's work on PRSPs and in particular to focus on building the capacity of the social partners to engage in PRSP processes and to integrate decent work into poverty reduction strategies by seeking to influence development partners and inform development dialogues at both the national and international levels. The Governing Body requested the Office to prepare a further report on PRSPs for its consideration in 2004 with a view, inter alia, to an ILO contribution to the next IMF/World Bank joint review of PRSPs scheduled for spring 2005.

Microfinance in the ILO

In November 2002, the Committee on Employment and Social Policy discussed the role of microfinance for decent work. The discussion was based on a document prepared by the Office, ¹¹ which showed how microfinance raises and stabilizes incomes amongst the working poor.

The need for a more systematic integration of microfinance into the ILO Agenda was underlined, notably with regard to the Organization's work on the informal economy, PRSPs and the Global Employment Agenda. The Employers' and Workers' groups also wished to see the Office develop more tools to strengthen their capacity to advise the constituents on financial issues, such as the cost of capital and investment, capital market access for small and medium-sized enterprises (SMEs), asset formation in the informal economy, property rights and collateral empowerment of women through group-based financing schemes.

Exploring the feasibility of a Global Social Trust

In November 2002, the Governing Body examined a paper providing an overview of the results of a feasibility study of a Global Social Trust and highlighting the recommendations made by an Interregional Meeting of Experts on the feasibility of the Global Social Trust. ¹² Based on the idea of supporting the development of national security systems in developing countries through international financing, the Global Social Trust aims to facilitate the extension of social security coverage. The Governing Body authorized the Director-General to establish a Global Social Trust pilot project, with funding from extra-budgetary sources. The Governing Body also requested the Office to provide annual reports on the progress of the pilot project with significant evaluation of its progress being undertaken prior to the end of December 2005. Based on the outcome of the evaluation, in December 2006, the Governing Body will decide on the further continuation of the proposal. Furthermore, the Governing Body proposed that a small tripartite advisory board be appointed by the Director-General and the Officers of the Governing Body.

Global employment trends and examples of policy responses

In March 2003, the Committee on Employment and Social Policy received a summary of current global and regional employment trends, as recently published by the ILO ¹³ with selected examples of national policy responses. The analysis showed that at this critical stage in the global economic cycle, reviving global economic growth was essential. Additionally, at the national level, vigorous efforts were required to ensure that the recovery was translated into the creation of decent jobs to tackle the mounting employment problems.

Some key short-term policy issues based on experiences presented in the paper are: (a) is there scope for more fiscal measures to counteract the slowdown or recession in many countries in the world? (b) to what extent can active labour market policies serve as a useful complement to counter-cyclical policies and provide a safety net for the most vulnerable groups? and (c) in what ways can national efforts be assisted internationally by more concerted efforts in the fields of trade, aid, debt relief and financial flows? In the medium and long term, to sustain increases in employment at the rates needed to create a billion jobs over the decade ahead, governments need to address actively three sets of fundamental structural obstacles. These are the low pace of creation of decent jobs, adjusting to and managing the consequences of increased vulnerability to external shocks as the pace of globalization quickens, and the still high and rising levels of poverty and the working poor in the world.

Employment and social policy in respect of export processing zones (EPZs)

After examining a document on employment and social policy in respect of export processing zones (EPZs), ¹⁴ the Committee on Employment and Social Policy recommended to the Governing Body, at its 286th (March 2003) Session, that the Office be invited to continue to examine the issues touched upon in the document. This is to be done from the integrated perspective of all aspects of decent work, initially on a national, subregional or regional basis, within a tripartite framework. The Committee requested future reports on the results of research and other activities pursued, and also asked that in supporting the development of decent work country programmes by ILO constituents in countries operating EPZs, particular attention be paid to enhancing their contribution to both economic and social outcomes. These recommendations were adopted by the Governing Body in March 2003.

First ILO gender audit

The first ILO gender audit of ILO programmes and projects was conducted from October 2001 to April 2002. A report of the findings and recommendations ¹⁵ was submitted to the Committee on Employment and Social Policy in March 2003. The gender audit used a participatory self-assessment methodology and was the first of its kind in the United Nations system. The main objective of the audit was to promote organizational learning, establish a baseline on gender mainstreaming in the ILO, and identify good practices and areas to improve. Eight ILO offices in the regions and seven programmes at headquarters voluntarily participated in the audit which was facilitated by 30 ILO male and female staff trained as gender auditors. The audit found that high-level management commitment and strategic results-based budgeting had given a boost to promoting gender equality. Many good practices were identified, but progress was uneven. As there is still

confusion on gender concepts and their application, continued capacity building and tools development is necessary for constituents and staff.

The gender audit was welcomed as an important contribution to implementing gender mainstreaming in the ILO. It was also stressed that in addition to the gender audit, monitoring and benchmark systems needed to be established and accountability introduced to ensure systematic integration of gender-sensitive considerations into all ILO polices and programmes.

United Nations initiative on youth employment

In March 2003, the Committee on Employment and Social Policy considered the Office paper concerning the United Nations initiative on youth employment ¹⁶ in response to paragraph 20 of the Millennium Declaration. The United Nations General Assembly had specifically invited the ILO to play a major role. This invitation was contained in United Nations General Assembly resolution on promoting youth employment (A/RES/57/165), which had been adopted by consensus by the General Assembly in December 2002. In summary, the ILO was invited to assist in a two-year process, first in the preparation of national reviews and action plans and, second, in undertaking a global analysis and review of the action plans, and assisting in their implementation.

Stressing the importance of efforts to promote youth employment, the Committee unanimously agreed that the mandate conferred by the United Nations should be carried out. Concern was, however, expressed at the lack of regular budgetary resources for youth employment activities. The Governing Body took note of the United Nations General Assembly resolution A/RES/57/165, and asked the Office to assist and support, upon request, the efforts of governments in the elaboration of national reviews and action plans on youth employment, and to undertake, by May 2005, a global analysis and evaluation of progress made in this regard. The Governing Body also wished to be periodically informed of the progress made by the Youth Employment Network in the implementation of the United Nations resolution on promoting youth employment.

World Summit on Sustainable Development

(Johannesburg, 26 August-4 September 2002)

In March 2003, the Committee on Employment and Social Policy discussed the ILO's contribution to preparations for the Johannesburg Summit on Sustainable Development and proposals for priority ILO follow-up action. ¹⁷ Three priority areas were identified: (1) employment and income-generating opportunities related to poverty reduction; (2) the role of the Decent Work Agenda and changing production and consumption patterns; and (3) strengthening the capacity of the ILO's tripartite constituents to enable them to deal directly with many of the challenges of sustainable development. The Governing Body invited the Director-General to develop proposals for appropriate ILO follow-up action and to report at a later date on progress made.

Outcome of the Second World Assembly on Ageing

(Madrid, 8-12 April 2002)

In March 2003, the Committee on Employment and Social Policy had before it a report on the Outcome of the Second World Assembly on Ageing, ¹⁸ informing the Governing Body of the work of the ILO's delegation to the Assembly and summarizing the main outcomes with significance for future ILO work.

The Assembly adopted two outcome documents – the Madrid International Plan of Action on Ageing 2002 and the Political Declaration. The ILO's views on issues related to employment and social protection are reflected in important sections of the outcome documents. The key message, as put forward by the ILO to the Assembly, was that the genuine solution to this challenge of ageing is to be sought by increasing participation in the labour force, and thus lay in job creation. The ILO emphasized that many of the concerns raised over the financing of social security systems are based on the assumption that growth will not create enough jobs and that there will be fewer people contributing to the social security system and an increasing number seeking to benefit from its services for a longer period of time. The ILO stressed that we should not be thinking in terms of distributing the jobs currently available in a world of growing unemployment, but of creating more and better jobs. During the Assembly, the ILO organized a panel discussion on employment and social protection issues related to older workers and population ageing. Panellists included the Executive Directors of the Employment and Social Protection Sectors. The delegation was headed by the Director-General.

VI. Multinational enterprises

Promotion of the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy: Activities report and plan of action 2003-05

In March 2003, the Governing Body examined an Office paper concerning *Promotion of the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy: Activities report and plan of action 2003-05.* ¹⁹ The activities carried out by the Office during the past year to enhance awareness of the MNE Declaration included: the Tripartite Forum on Promoting the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (March 2002); participation in meetings organized by a range of international and intergovernmental organizations; and the organization of national-level seminars in Brazil and Kenya, as a part of the technical cooperation project on Piloting corporate social responsibility (CSR) by making use of globally agreed guidelines.

The Multinational Enterprises Programme was increasingly mainstreaming the MNE Declaration in the work of other programmes in the Office and continued also to advocate the aims of the MNE Declaration with other international organizations, in particular in the context of the United Nations Global Compact. The strategic action plan for 2003-05 comprised the intensification of the current activities in order to position the MNE Declaration as a key instrument in the broader CSR debate, as well as new proposals inspired by the suggestions of the Tripartite Forum on Promoting the MNE Declaration, taking into account the budget constraints.

New proposals included the organization of a series of (sub)regional tripartite seminars similar in format to the Tripartite Forum on Promoting the MNE Declaration, and of an international expert meeting, involving employers' and workers' representatives as well as experts in the CSR area, to discuss the relevance of the MNE Declaration in the context of the global CSR debate.

The Subcommittee on Multinational Enterprises asked the Office to prepare for its 288th (November 2003) Session, in consultation with the Bureaux for Employers' and Workers' Activities, a detailed action plan for the period 2004-05 that listed proposed activities to be undertaken by the Office in order of priority and included a timeline for

completion of activities, an evaluation plan as well as corresponding budget estimates and funding sources.

Eighth Survey on the effect given to the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy

In March 2003, the Subcommittee on Multinational Enterprises examined an Office paper concerning "Options for the Eighth Survey on the effect given to the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy", ²⁰ which contained in its appendix suggestions for possible questions to be included in the questionnaire that would serve as the basis for the eighth full-scale survey on the effect given to the MNE Declaration. The paper took into account the observations on the Seventh Survey by members of the Subcommittee in March 2001 and the discussion of the survey process and contents in November 2002. The Governing Body requested the Office to undertake consultations with the Bureaux for Employers' and Workers' Activities and with the Officers of the Subcommittee with a view to submitting proposals for the Eighth Survey to the 288th (November 2003) Session of the Governing Body.

VII. Sectoral activities

Sectoral meetings

In June 2002, the Governing Body, through its Committee on Sectoral and Technical Meetings and Related Issues, approved the recommendations of the Working Party on the Review of the Sectoral Activities Programme as regards the programme for the economic sectors in 2003. ²¹ In November 2002 and March 2003, the Governing Body took note of the reports of various sectoral and technical meetings and endorsed the recommendations adopted by them. ²²

Review of the Sectoral Activities Programme

Following a meeting in June of the Working Party on the Review of the Sectoral Activities Programme, the Governing Body, at its 285th (November 2002) Session considered a paper on the review ²³ and requested the preparation of a comprehensive paper, through an agreed process of consultation with representatives of the tripartite constituents and by use of a questionnaire to member States, that addressed meeting and non-meeting components of a new approach to sectoral activities for the 2004-05 biennium. 24 During its consideration of the requested paper 25 in March 2003, the Governing Body adopted a mix of action programmes and sectoral meetings for 2004-05 that are designed to increase both the flexibility of the sectoral activities programme and its impact. Two-year action programmes for the agriculture, education and textiles sectors were agreed, together with small planning meetings in 2004 to develop year-long action programmes for the construction, financial and professional services and hotel, catering and tourism sectors. A tripartite meeting for the media, culture, graphical sector was also agreed. Activities in 2004-05 for the other sectors concerned would be developed through tripartite consultation and presented to the Governing Body for approval. The Governing Body agreed that the governments of all member States would continue to be invited to participate in sectoral meetings for which the Standing Orders apply. ²⁶

Port security and outcome of the IMO Diplomatic Conference on Maritime Security

(London, 9-13 December 2002)

At its 284th (June 2002) Session, the Governing Body approved a tripartite delegation to the IMO Diplomatic Conference (London, 9-13 December 2002). ²⁷ The Conference adopted amendments to the International Convention for the Safety of Life at Sea, 1974 (SOLAS). These amendments to SOLAS include a new Chapter XI-2 that contains the International Ship and Port Facility Security (ISPS) Code, which lists requirements relating to the security of the ship and to the immediate ship/port interface. The Conference also adopted resolution No. 8, which called, inter alia, for the establishment of an ILO/IMO Working Group to undertake any further work which might be required on the wider issue of port security.

In March 2003, the Governing Body had before it an Office paper ²⁸ on the outcome of the above IMO Diplomatic Conference. The Governing Body approved the setting up of a Joint ILO/IMO Working Group on Port Security. The Joint ILO/IMO Working Group on Port Security is now scheduled to meet in Geneva from 9 to 11 July 2003 and is expected to prepare a draft text of the draft code of practice on security in ports that will be reviewed at the Meeting of Experts on Security, Safety and Health in Ports to be held from 8 to 17 December 2003. ²⁹

VIII. Technical cooperation

ILO's Technical Cooperation Programme 2001-02: Further developments regarding technical cooperation activities in the United Nations system

As agreed upon by the Officers of the Committee on Technical Cooperation in November 2002, the annual report on ILO technical cooperation in 2001-02 and the report on further developments regarding technical cooperation activities in the United Nations system 30 were examined together by the Committee on Technical Cooperation. The emphasis of the reports had been on recent trends, lessons learnt and assessments of the outcomes of activities on the ground. The Committee was informed that since the last reporting period, the overall level of expenditure had increased by 34 per cent while approvals had increased to US\$156 million. The delivery rate had risen to 63 per cent. The need to bring together the demands of constituents and the priorities of donors was highlighted; the Office had been implementing mechanisms to allocate resources in line with the priorities set by the programme and budget and was putting in place the monitoring and evaluation systems to ensure impact and accountability. The Committee was also informed that the ILO had joined the United Nations Development Group (UNDG); participation in the Group had provided the Office with better insight into the ongoing United Nations reforms, particularly regarding the implications at the country level.

The Committee suggested that the Office make efforts in the future to include forward-looking trends in technical cooperation, ensure that the ILO approach in all its technical cooperation activities is tripartite, and strengthen linkages between debates at the Conference and technical cooperation activities. Concerns were expressed about the decline of expenditure on the least developed countries. The Committee welcomed the ILO membership in the UNDG, the role of the ILO in the United Nations Development Assistance Framework (UNDAF) and Poverty Reduction Strategy Papers (PRSPs)

processes, and wished to see the ILO contributing to attaining the Millennium Development Goals (MDGs) with its Decent Work Agenda.

On-the-spot reviews of selected technical cooperation projects by members of the Governing Body: Options for discussion

On-the-spot reviews of field activities were conducted in each year of the 2000-01 biennium following approval by the Governing Body at its 277th (March 2000) Session. In March 2002, proposals were made that the Committee on Technical Cooperation, at the November 2002 session, should review past experience in order to decide the best way forward. The Office paper ³¹ provided a synopsis of the experience with the on-the-spot review exercise and outlines the lessons learned.

The Committee considered the issue and recommended that the Governing Body approve and provide the necessary funding to conduct one on-the-spot review of technical cooperation field activities in one year of the biennium, and that the review be undertaken in conjunction with a regional meeting and linked to the thematic evaluation to be undertaken for the Committee.

Thematic evaluation: Employment-intensive investment and poverty alleviation

In March 2003, the Committee on Technical Cooperation examined a thematic evaluation on employment-intensive investment and poverty alleviation. ³² The evaluation, based on findings of actual evaluations of 13 external and four internal programmes and projects showed the relevance of the Employment-Intensive Investment Programme (EIIP) for the ILO's poverty reduction and employment policies, which the programme has pursued in an increasingly focused and detailed manner over the past 25 years. It highlighted several lessons essential for the continued success of the employment-intensive investment and poverty alleviation projects: direct ILO involvement with both demonstration, training and large-scale public investment projects; the importance for the ILO to persuade decision-makers in developing countries and donor agencies to adopt labour-based methodologies; the importance for the ILO to maintain a strong presence in the regions especially to enhance the potential to intervene in the reconstruction of countries emerging from armed conflict and natural disasters.

The Committee supported the programme and raised questions on the need for more in-depth evaluation of programmes and for increased involvement of the constituents in preparing and disseminating various tools and policies. Issues related to the creation of regular jobs as opposed to temporary ones, the incorporation of working conditions in contract documents, the quality of work and the use of food in the payment of wages were also discussed.

Enhanced Programme of Technical Cooperation for the occupied Arab territories

Concrete steps have been undertaken to implement the "Enhanced Programme of Technical Cooperation in the Occupied Palestinian Territories", proposed by the Director-General at the 90th Session of the International Labour Conference and endorsed by the Governing Body in June 2002. This programme comprised a number of projects for

capacity building of the employers' and workers' organizations and the Ministry of Labour; the establishment of a Palestinian Fund for Employment and Social Protection (the Fund); and the promotion of social dialogue as a prerequisite for peace.

In addition to the US\$603,000 allocated by the Director-General to meet key immediate needs of the Palestinian constituents, the Governing Body approved in November 2002 a further allocation of US\$800,000 from the 2000-01 budget surplus, bringing the total ILO contribution from its own resources to US\$1.4 million, the bulk of which goes to support the establishment of the Fund.

The Fund has now been officially set up, and a meeting was organized in Jerusalem (May 2003) to present the concept to relevant actors, especially representatives of donor countries and institutions, in preparation for the donors' meeting to raise the investment capital. Special efforts will be made to involve regional donors and development funds.

IX. Financial questions

At its 285th Session, the Governing Body approved the reappointment of the Comptroller and Auditor-General and of the Deputy Comptroller and Auditor-General of the United Kingdom as External Auditor and Deputy External Auditor, respectively, for a period of four years from April 2004. 33

At the same session, the Governing Body, having agreed to the transfer of funds from the 2000-01 surplus to the Information Technology Systems Fund, approved the use of up to US\$600,000 from the Fund for the replacement of the electronic voting system and for further development of information technology at the Conference. ³⁴ In March 2003, it further approved the proposed use of up to US\$3 million from the Information Technology Systems Fund for improvements to the headquarters/field telecommunications infrastructure and US\$500,000 from the Information Technology Systems Fund for an electronic management system. ³⁵

At its 286th (March 2003) Session, the Governing Body approved proposed amendments to the Financial Regulations to ensure that any future surpluses would be dealt with in an appropriate manner. ³⁶ At the same session, the Governing Body considered the Director-General's Programme and Budget proposals for 2004-05. ³⁷ These proposals represented the continued application of the Strategic Policy Framework for 2002-05. The Director-General committed the Office to undertaking a significant shift of resources to the regions, financed mainly by reductions in support services.

The proposals were greatly appreciated, in particular the strengthening of the regions, the improvements in strategic budgeting and the transfer of resources from support services to strategic objectives. Furthermore, there was a large consensus on the priority of ILO work in relation to the HIV/AIDS pandemic. Consequently, the Director-General proposed that, within the resources transferred to the regions, an additional US\$500,000 be allocated for work on HIV/AIDS.

The Director-General had proposed a zero real growth budget of US\$448,020,730 which included US\$13.98 million in cost increases. Although a majority of members supported the Director-General's proposals for a zero real growth budget, in some cases they proposed a real budget increase in order to better meet constituents' needs and to improve the balance of extra-budgetary resources. Others felt that cost savings were still possible and argued for zero nominal growth. It was therefore proposed to hold a discussion of the future of the ILO budget outside the constraints of the programme and budget debate.

1/16

In March 2003, the Programme, Financial and Administrative Committee, having discussed the report of the Building Subcommittee, recommended that the Governing Body should authorize the Office to award the construction contract of the ILO Regional Office for the Americas in Lima to J.E. Constructiones Generales S.A. for an amount not exceeding US\$1,921,000, with a projected completion date of one year from the date on which the work begins.

Further to a recommendation of its Programme, Financial and Administrative Committee, the Governing Body also decided to propose to the Conference, at its present session, that it authorize acceptance of the gift of land offered by the Governments of Chile and the United Republic of Tanzania to build premises for the ILO Office in Santiago and Dar es Salaam, subject to a final decision by the Governing Body in November 2003, after a full examination of each individual proposal. The Governing Body confirmed its wish for a modern use of the headquarters' building, which would take account of the architects' recommendations, specifically with regard to safety and health aspects and requested the Office to submit, at its 288th (November 2003) Session, a complete report, including a detailed financial estimate and financial plan for the renovation of offices at headquarters.

X. Decision-making bodies of the ILO

International Labour Conference

Proposed improvements in the functioning and organization of the Conference

During the discussions that took place at the 284th (June 2002) Session of the Governing Body on questions arising out of the 90th Session of the Conference, several speakers called for improvements in the functioning and organization of the Conference.

In November 2002, on the basis of a document prepared by the Office,³⁹ the Governing Body began discussion on a wide range of issues – better use of information technology, time arrangements and the preparatory work for the Conference and, more substantively, the role of the plenary and the working methods of committees, starting with the Application of Standards Committee and the Selection Committee. It was agreed that the examination of these issues would continue at the forthcoming sessions of the Governing Body in 2003 and 2004.

Effect to be given to resolutions adopted by the International Labour Conference at its 90th Session (June 2002)

(a) Resolution concerning tripartism and social dialogue

At its 285th Session, the Governing Body examined a report ⁴⁰ describing the wide range of ongoing and planned activities, engaged by the Office and the Social Dialogue Sector to promote and strengthen tripartism and social dialogue, pursuant to the 2002 Conference resolution.

The Governing Body requested the Director-General to ask the governments and social partners concerned to provide information on measures taken by them to implement the recommendations contained in operative paragraph 1 of the resolution therein. A *note verbale* was sent to member States in April 2003 asking for the relevant information to be sent to the Office by 31 July 2003.

The Governing Body also requested the Director-General to take action pursuant to operative paragraph 2, by establishing a plan of action to strengthen the work of the various ILO sectors, at headquarters and in the regions, so as to ensure that the strategic objectives are operationalized through tripartism and social dialogue during the current biennium, and in the 2004-05 biennium. To this end, the Social Dialogue Sector drafted a questionnaire to identify ways to promote and strengthen tripartism and social dialogue in ILO action. This was sent to all units at headquarters and to the regions on 9 May 2003, requesting information by 31 July 2003.

(b) Resolution concerning decent work and the informal economy

At the same session (November 2002), the Office submitted to the Governing Body a report ⁴¹ on follow-up being given to this resolution, outlining steps already taken and planned in this regard. Upon examining this document, the Governing Body endorsed the cross-Office approach being initiated by the Policy Integration Department, with involvement of the sectors and the regions, and asked the Office to keep it informed of developments.

93rd Session (June 2005)

Following a first discussion at its 285th (November 2002) Session on the agenda of the 93rd (June 2005) Session of the Conference, the Governing Body decided that all six subjects submitted in November 2002 should be reconsidered in March 2003. For this session the Office was also asked to prepare and submit a detailed proposal for the Conference on the item of "youth employment/unemployment" for a general discussion, or a general discussion based on an integrated approach and examine the implications for the agenda of the International Labour Conference of the integrated approach to standards-related activities.

In March 2003, the Governing Body decided that the 93rd (June 2005) Session of the Conference should open on Tuesday, 7 June 2005, and that it should be held in Geneva. It decided, however, to postpone the decision on the two items that would complete the agenda of this Conference until the 288th (November 2003) Session of the Governing Body in order to enable a consideration of items emanating from the general discussion on ILO standards-related activities in the area of occupational safety and health in the context of the agenda of the 93rd (June 2005) Session of the Conference.

94th (Maritime) Session (2005)

At its 29th Session (January 2001), the Joint Maritime Commission recommended that the Governing Body convene a preparatory technical conference in 2004 for the first discussion of a proposed new instrument consolidating the existing body of ILO maritime Conventions and Recommendations, ⁴² and to convene a Maritime Session of the International Labour Conference in 2005 to adopt this instrument.

Further to this recommendation, ⁴³ in March 2003, the Governing Body decided that a preparatory technical maritime conference should be held in Geneva in September 2004. It also agreed that a Maritime Session of the International Labour Conference should be scheduled for 2005, in addition to the regular June 2005 session, and that the precise date and place would be determined at a subsequent session.

It was finally agreed to place on the agenda of the Maritime Session of the Conference, with a view to a single discussion, the adoption of an instrument to consolidate maritime standards.

ILO Governing Body: Structure and mandate

In June 2002, the newly elected Governing Body ⁴⁴ approved the reconstitution for the period 2002-05 of all its committees and subcommittees, with the exception of the Working Party on Policy regarding the Revision of Standards of its Committee on Legal Issues and International Labour Standards.

However, it was agreed that the possible restructuring of the Governing Body, the mandate of its committees and subcommittees, as well as other aspects of its procedures should be re-examined at forthcoming sessions of the Governing Body.

Fifteenth American Regional Meeting

(Lima, 10-13 December 2002)

The report and conclusions of the Fifteenth American Regional Meeting were discussed and adopted by the Governing Body in March 2003. The Meeting was attended by 159 delegates and advisers from 22 countries. As pointed out by the Minister of Labour and Social Security of Cuba, the Report of the Director-General submitted to the Meeting was a call for reflection on crucial issues that had aggravated the situation for the various social groups since the Fourteenth American Regional Meeting. A special session was held on the theme "Crisis and globalization: Possible answers". The participants analysed and discussed various ways of promoting a different type of globalization, one with "a human face", capable of creating decent work, and based on unconditional respect for human and labour rights and freedoms. A synthesis of this discussion was appended to the report of the Meeting ⁴⁵ and submitted to the Governing Body with the conclusions adopted by the Meeting.

Appointment of the Director-General

At its 285th Session, the Governing Body decided that the election of the Director-General should take place at the beginning of its 286th (March 2003) Session. On 25 March 2003, the Director-General was thus re-elected for a new mandate of five years, with effect from 4 March 2004.

XI. Relations with other international organizations

During the reporting period, the Governing Body was kept fully informed of ILO involvement in major events within the multilateral system, as well as in the most important international development initiatives. This included both special and regular

United Nations system and Bretton Woods institutions meetings and events of particular relevance to the ILO. The Governing Body was also fully informed about new emerging trends in the United Nations system, in particular the United Nations Development Group (UNDG), the Millenium Development Goals (MDGs) and the United Nations reform process. The focus of ILO efforts has been to emphasize the importance of adequately incorporating the Decent Work Agenda, including the promotion of a tripartite approach, into international development policies. The Governing Body has expressed a growing interest in this area of activity as well as in having more in-depth discussions on ILO involvement in external relations and partnerships.

At its 286th Session in March 2003, the Governing Body examined and approved the text of the cooperation agreement with the Latin American Parliament (PARLATINO).

Notes

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<sup>1</sup> http://mirror/public/english/standards/relm/gb/index.htm
 The compilation of annual reports by the International Labour Office, March 2003, can be consulted on the
Declaration Programme's public web site: www.ilo.org/declaration
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GB.286/4 or: www.ilo.org/declaration

ibid., pp. 1 and 2 or: www.ilo.org/declaration

GB.285/TC/5.

GB.286/13/1.

GB.286/LILS/8.

GB.285/5.

GB.286/7.

¹⁰ GB.285/ESP/2.

¹¹ GB.285/ESP/3.

¹² GB.285/ESP/4.

 $^{\rm 13}\,$ ILO, Global employment trends, January 2003, Geneva.

¹⁴ GB.286/ESP/3.

15 GB.286/ESP/6.

¹⁶ GB.286/ESP/5.

¹⁷ GB.286/ESP/4.

¹⁸ GB.286/ESP/7.

¹⁹ GB.286/MNE/1.

²⁰ GB.286/MNE/2.

²¹ GB.284/7, para. 18.

²² These included: the Tripartite Meeting on the Promotion of Good Industrial Relations in Oil and Gas Production and Oil Refining (Geneva, 25 February-1 March 2002, GB.285/STM/2/1); the Tripartite Meeting on Employment, Employability and Equal Opportunities in the Postal and Telecommunication Services (Geneva, 13-17 May 2002, GB.285/STM/2/2); the Meeting of Experts on Working and Living Conditions of Seafarers on Board Ships in International Registers (Geneva, 6-8 May 2002, GB.285/STM/3); the Tripartite Meeting on Lifelong Learning in the Mechanical and Electrical Engineering Industries (Geneva, 23-27 September 2002, GB.286/STM/2/1); the Tripartite Meeting on the Evolution of Employment, Working Time and Training in the Mining Industry (Geneva, 7-11 October 2002, GB.286/STM/2/2); the Joint Meeting on Social Dialogue in the Health Services: Institutions, Capacity and Effectiveness (Geneva, 21-25 October 2002, GB.286/STM/2/3); the Fourth Session of the Joint ILO/IMO Ad Hoc Expert Working Group on Liability and Compensation regarding Claims for Death, Personal Injury and Abandonment of Seafarers (London, 30 September-4 October 2002, GB.286/STM/3).

²³ GB.285/STM/1.

²⁴ GB.285/14, para. 43.

²⁵ GB.286/STM/1 and GB.286/STM/1(Corr.).

²⁶ GB.286/16, para. 32.

GB.284/205, para. 27.

²⁸ GB.286/STM/4.

- 29 The holding of this Meeting was approved at the 283rd Session (March 2002) of the Governing Body. 30 GB.285/TC/1 and GB.285/TC/2.
- ³¹ GB.285/TC/3.
- ³² GB.286/TC/1.
- ³³ GB.285/PFA/3.
- 34 GB.285/205, para. 27. 35 GB.286/PFA/6/2.
- ³⁶ GB.286/PFA/5.
- ³⁷ GB.286/PFA/9.
- ³⁸ GB.286/12/1.
- ³⁹ GB.285/3.
- ⁴⁰ GB.285/7/1.
- ⁴¹ GB.285/7/2.
- $^{\rm 42}\,$ See also under section IV: International labour standards.
- The elections were held on 10 June 2002 during the 90th Session of the Conference.
- ⁴⁵ GB.286/5.

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