



SIXTEENTH ITEM ON THE AGENDA

Report of the Committee on Technical Cooperation

1. The Committee on Technical Cooperation met on 11 November 2008, chaired by Ms B. Naliaka Kituyi (Government, Kenya). The Employer and Worker Vice-Chairpersons were Mr L. Traore and Mr J. Gómez Esguerra, respectively.
2. The Committee had the following agenda items:
 - I. Follow-up to the resolution on technical cooperation adopted by the 95th Session (2006) of the International Labour Conference: Mid-term implementation report
 - II. Implementation of Decent Work Country Programmes
 - III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plans regarding freedom of association and effective recognition of the right to collective bargaining
 - IV. Field structure review to improve the effectiveness of technical cooperation: Oral presentation
 - V. Other questions
3. The Committee began the discussion on the agenda items after a short video presentation on the impact of the ILO's technical cooperation programme worldwide.

I. Follow-up to the resolution on technical cooperation adopted by the 95th Session (2006) of the International Labour Conference: Mid-term implementation report

4. The Committee had before it a paper.¹ A representative of the Director-General, Ms van Leur, Director of the Department of Partnerships and Development Cooperation (PARDEV), introduced the paper. She noted how the ILO and the entire United Nations

¹ GB.303/TC/1.

system were experiencing a rapidly changing international development aid arena which would have an impact on the technical cooperation policy of the ILO. The adoption by the International Labour Conference of the ILO Declaration on Social Justice for a Fair Globalization would also have a fundamental impact on the way the ILO worked.

5. The Office was responding to these changes by revising its overall policy to ensure a more coherent and integrated use of the ILO's means of action, including international labour standards, tripartism and social dialogue, and technical cooperation. The aim was to increasingly integrate and align the various available resources – regular budget, the Regular Budget Supplementary Account (RBSA) and extra-budgetary resources – and to direct these resources towards decent work outcomes in an integrated manner. ILO donors would be encouraged to gradually shift away from funding stand-alone technical cooperation projects that potentially had a distorting effect on achieving decent work outcomes. Instead, they would be encouraged to support predictable, inclusive, multi-annual partnership agreements; to provide resources directly to decent work outcomes; and/or to fund the RBSA. They were requested to move away from earmarking and, in return, the Office would better deliver on measurable results.
6. Decent Work Country Programmes (DWCPs) needed to be integrated in national planning cycles and United Nations Development Assistance Frameworks (UNDAFs) to enhance system-wide coherence and to ensure adequate resources for decent work outcomes under the new “Delivering as One” United Nations funding mechanisms. These proposed changes were a logical response to the rapidly changing aid environment, the Paris Declaration on Aid Effectiveness, the Triennial Comprehensive Policy Review (TCPR) and the Accra High-Level Forum on Aid Effectiveness.
7. The Office was taking measures to step up its capacity to deliver on outcomes and results, and in this regard capacity building was crucial. The Office had a very sharp focus on results-based management and on delivering results. Evaluation was indispensable in this regard. The independent Evaluation Unit (EVAL) of the ILO carried out a broad range of activities, including country programme evaluations; sector, policy and instrument evaluations; and evaluation capacity development for staff and constituents. Evaluation findings and lessons learned were used as inputs for future DWCPs and strategies. In 2009, an evaluation would be carried out on the existing programme and project monitoring and evaluation instruments in the ILO.
8. The representative of the Director-General concluded by saying that the Committee's guidance and advice were sought on the actions taken by the Office in the context of its enhanced technical cooperation strategy.
9. The Employer Vice-Chairperson recalled that during the International Labour Conference in 2006, the Employers' group had asked the ILO to ensure that technical cooperation would become a basic means of achieving the four strategic objectives of the Organization. The group also highlighted the importance of technical cooperation in job creation through enterprise development and in the enhancement of economic growth. In this connection, he expressed his regret that the document submitted was not for decision.
10. He considered that the Committee on Technical Cooperation should work more closely with the Programme, Financial and Administrative (PFA) Committee. He pointed out that while two evaluations of DWCPs were scheduled to be discussed in the PFA Committee, the Committee on Technical Cooperation was to examine the implementation of DWCPs.
11. He stressed the importance of evaluation and results-based management. Noting the need for the social partners to influence national policies, he underlined the importance of their capacity building and securing the necessary funding. While acknowledging the ILO's

efforts in mobilizing financial resources for the RBSA, he stressed that the ILO Bureau for Employers' Activities (ACT/EMP) and Bureau for Workers' Activities (ACTRAV) should have access to this pooled fund so as to enable them to assist in capacity building of the social partners.

12. The ILO's efforts to ensure the social partners' participation in technical cooperation were appreciated, and the roles of ACT/EMP and ACTRAV in that respect should be further strengthened. Since the social partners were collaborating in the implementation of the DWCPs, the ILO should respond to their needs.
13. The International Training Centre of the ILO (Turin Centre) could play a more important role in the implementation of the ILO Declaration on Social Justice for a Fair Globalization, which was aimed primarily at capacity building; it would be advisable to create a focal point in the regional offices for the Turin Centre.
14. The Employer Vice-Chairperson concluded by thanking the donors for their financial contributions to ILO technical cooperation and pointing out that further assistance would be required.
15. The Worker Vice-Chairperson stressed the importance of the ILO Declaration on Social Justice for a Fair Globalization for promoting coherent technical cooperation activities based on a better articulation between the ILO's four strategic objectives. In order to meet these challenges, technical cooperation needed to focus on strengthening the capacity of the social partners to implement the Decent Work Agenda by allocating more extra-budgetary resources to ACTRAV and ACT/EMP; improving the existing balance among the various activities concerning fundamental rights, with greater emphasis on freedom of association and collective bargaining, a subject which donors could support as well; incorporating into the multi-annual partnership agreements specific projects aimed at facilitating participation by workers' and employers' organizations in DWCPs; reporting and monitoring, through indicators, the involvement of the social partners in the DWCPs; integrating ACTRAV and ACT/EMP into the appraisal process of the RBSA proposals; and promoting further networking between headquarters, regional offices and the Turin Centre.
16. The Workers' group requested further information on the delivery rate of technical cooperation projects, as well as projects funded by the European Union (EU), the World Bank and the Asian Development Bank, and on the use of the Toolkit for Mainstreaming Employment and Decent Work. It was regrettable that the Office had not implemented specific projects with ACTRAV and ACT/EMP to strengthen the capacity of the social partners in the UN reform process. It was ACTRAV that had led on capacity building for trade unions in the Philippines, the United Republic of Tanzania, Uruguay and Viet Nam. More information was requested on the training plan scheduled for 2009, and how the trade unions would be incorporated. The capacity-building project funded by the Netherlands and the United Kingdom was a promising initiative in this regard. ACTRAV and ACT/EMP should receive funds to build the capacity of the social partners to be involved in the elaboration of the 90 DWCPs under preparation. More information was also requested on the internal working group of the Office in promoting tripartism in UN reform. The current financial crisis offered the opportunity for the ILO to place employment and social development at the centre of national agendas.
17. The Workers' group noted the amounts of extra-budgetary resources allocated to strengthening the social partners and to ACTRAV. The Office should ensure that ACTRAV received more resources. More information was sought on how much of the US\$117.6 million of extra-budgetary resources allocated in 2007 to promoting standards

and fundamental principles and rights at work had gone towards freedom of association and collective bargaining.

18. The RBSA should finance projects in areas which did not receive adequate extra-budgetary resources, and the Office should indicate how these funds would contribute to a better balance among the four strategic objectives and among regions. ACTRAV and ACT/EMP should be included in the appraisal of RBSA proposals. In light of the roll-out of 90 additional UNDAFs in the following three years, the Office should, in consultation with ACTRAV and ACT/EMP, implement a number of pilot projects to strengthen the capacity of employers and workers to mainstream DWCPs into the UNDAFs. Informal donor meetings should be held after the Governing Body, to allow those meetings to take its discussions into account. In addition to ACTRAV and ACT/EMP, the Workers' and Employers' groups' secretariats should also be invited.
19. Further efforts needed to be made to ensure that the Turin Centre received a percentage of funds from partnership agreements and from the RBSA.
20. In conclusion, the Workers' group pointed out that the paper lacked information on major substantial results of the overall technical cooperation programme, and did not elaborate on achievements in the planning, implementation and evaluation of technical cooperation projects. Major organizational and management challenges were also missing. These concerns should be addressed in the March 2009 session in relation to the Strategic Policy Framework 2010–15.
21. The representative of the Government of Italy, speaking on behalf of the group of industrialized market economy countries (IMEC group), welcomed the mainstreaming of the Decent Work Agenda into UN programmes and the integration of all the ILO's means of action, including technical cooperation. Results-based management and measurement and reporting of indicators would be required to convince donors to move to unearmarked funding. The search for other means of resource mobilization, such as public–private partnerships (PPPs), was also encouraged. Special emphasis was placed on the need for coordination with other UN agencies, and on the systematic inclusion of the Turin Centre in all ILO activities.
22. The representative of the Government of India welcomed the stronger links between regular and extra-budgetary resources. The recommendations of the Joint Inspection Unit should be followed to achieve better results. Technical cooperation should be based on national priorities, with increased responsibility of the social partners in the design as well as the monitoring of results. Decent work should be seen as the integration of social and economic objectives.
23. The representative of the Government of Norway, agreeing with the IMEC position, appreciated the capacity building of the social partners by the ILO through social dialogue and promotion of gender mainstreaming in all activities, as reflected in the Programme Cooperation Agreement 2008–09.
24. The representative of the Government of Lebanon highlighted the problems of forced labour and sexual exploitation as the biggest challenges requiring social development and discussion. He emphasized the need to develop new mechanisms and mobilize more funds. He encouraged further cooperation of States to consolidate the right to collective bargaining.
25. The representative of the Government of Egypt supported capacity building in member States, stressing the importance of taking the special needs of countries into consideration. However, there was a long way to go and resource mobilization would be required at all

levels. He emphasized the importance of a tripartite approach and giving the social partners the opportunity to participate in DWCPs.

26. The representative of the Director-General pointed out that donors had responded positively to the RBSA as a funding modality and were now providing resources for decent work outcomes. A report on the implementation of the RBSA would be provided in the implementation report in March 2010.
27. She affirmed that RBSA was part of the regular budget. The Organization had started using this innovative and new approach. The Regional Directors would be in the driver's seat for RBSA, and that would help step up efforts for the Decent Work Agenda and achieving decent work outcomes. Implementation and delivery on results and RBSA would commence in the current biennium, and it was thus too early to speak about impact. She also stressed the importance of unearmarked resources in resource mobilization, a principle which had been adopted in the TCPR. Some major donors were already moving in that direction. Donors were also continuing to contribute towards the UN reform, in which the ILO was increasingly participating.
28. With regard to the ongoing UN reforms, the ILO was sensitizing all of its staff with a view to ensuring that DWCPs were reflected in the country UNDAFs and other programming initiatives. The ILO was currently taking stock of its interventions in the eight "One UN" pilot countries and was preparing to engage in the 90 UNDAF roll-out countries. It had also been active in various UN working groups, such as the High-Level Committee on Programmes and the High-Level Committee on Management with regard to harmonizing business practices.
29. Referring to the involvement of the social partners in the ongoing UN reform and UNDAFs, she outlined some of the results of a survey showing the varying degrees of involvement in different member States and the reasons for it.
30. With regard to the new appraisal mechanism in the ILO, this procedure would ensure the alignment of all project and programme proposals with the respective DWCPs and country-level and regular budget outcomes. RBSA and technical cooperation activities would be governed by three principles: (i) ensuring the integration of international labour standards in all projects and programmes, which would also include activities to strengthen the capacity of workers and employers; (ii) mainstreaming gender into all programmes, which would be the subject of discussions at the International Labour Conference in 2009; and (iii) involving the Turin Centre, which should be better integrated into ILO activities. All projects and programmes were to be screened as part of the appraisal mechanism with respect to involvement of the Turin Centre, not only to benefit from the Centre's skills in training and capacity building, but also to ensure that the Centre had direct access to technical cooperation, which would be an integral part of the training component of ILO activities both at headquarters and at country level.
31. With regard to PPPs, she informed the Committee that operational guidelines had been established by the Office in consultation with ACTRAV and ACT/EMP.

II. Implementation of Decent Work Country Programmes

32. The Committee had before it a paper.² A representative of the Director-General, Ms van Leur, introduced the agenda item. She pointed out that a new DWCP guidebook was available which emphasized the participation of the social partners. The DWCP quality assurance mechanism also ensured social partner participation, and the project funded by the Netherlands and the United Kingdom provided for capacity building for ILO staff and constituents in DWCPs. Under this project, two workshops had been held in Cairo and New Delhi. In 2009 there would be a substantial training programme that would target constituents and ILO staff.
33. The Employer Vice-Chairperson noted from the document that the social partners had been consulted on a seemingly ad hoc basis in the initial stages of the DWCP process. The situation had since improved, as indicated in the document and in the Employers' group deliberations. He raised the question as to what happened in the event that a DWCP ended in the middle of a national development strategy being implemented. The ILO needed to facilitate the inclusion and participation of the social partners in the ongoing UN reform.
34. The ILO should not lose its tripartite nature in the process of engaging in the UN reform. The Turin Centre should enhance capacity-building initiatives among the social partners so that they could participate more effectively in the ongoing process of UN reform. Moreover, the DWCP process should also place a greater emphasis on the development of sustainable enterprises. In conclusion, he requested that a report on the impact of DWCPs with regard to the four strategic objectives at the country level be submitted to a future session of the Governing Body. That report should also provide information on the social dimension of globalization in selected regions in the world, particularly in Africa.
35. An Employer member informed the Committee that Pakistan, having been the first country in the Asia and the Pacific region to sign off on a finalized DWCP, now had US\$33 million worth of technical cooperation projects in the pipeline. He thanked the various donors, including the EU, the Netherlands, Norway and Spain, for their support. Initially, the ILO had had difficulties in linking the DWCPs to the UNDAFs and UN reform. That situation had been improved through the linking of decent work and the first Millennium Development Goal (MDG). There was concern over the competition among UN agencies for access to the One UN Fund, and some areas of the ILO mandate were being assumed by other UN agencies. The ILO should ensure that Directors appointed to field offices were at the same level as their UN counterparts at the country level so that they could adequately represent the ILO.
36. The Worker Vice-Chairperson stated that DWCPs were meaningful tools to build a strategy in the field of work based on an agreement between constituents. That required ACTRAV to have more resources in order to support workers' organizations in their contribution to the DWCPs. Tripartite implementation committees should be institutionalized as the means of securing tripartite involvement in the implementation of DWCPs. Further information was needed on the amount of resources allocated to freedom of association and collective bargaining, and the role of non-governmental organizations in the DWCPs. Although the Workers' group supported the conclusions set out in paragraph 22 of the paper, there was a contradiction with the annual evaluation report submitted to the PFA Committee on the question of linking DWCPs with baselines and results. The Workers' group expressed reservations at the largely positive tone of the document, which did not reflect the problems currently encountered in the DWCPs. In the

² GB.303/TC/2.

future, the discussion on DWCPs should take place in the Governing Body, as these programmes had implications going beyond technical cooperation. Commenting on the regions, the Workers' group stressed that in Africa trade unions were often not involved in the preparation of DWCPs and felt that their priorities were not adequately taken into account. In the case of Latin America, strategies had to be designed to strengthen the participation of the social partners in UNDAFs. ACTRAV and ACT/EMP needed to be more involved. The Workers' group also called for the development of DWCPs in the Andean region. In the case of the Gulf States, the Workers' group highlighted the need to involve representative organizations of workers in the development of DWCPs. Efforts had to continue to promote the ratification of international labour standards in the Arab States. In Asia and the Pacific, the Workers' group called for more work on ratification and implementation of international labour standards, in particular Conventions Nos 87 and 98. Workers were not always properly included in the elaboration of the DWCPs and UNDAFs through appropriate consultative mechanisms and, as a result, their priorities were not taken into account. The strengthening of the workers' capacity to contribute to DWCPs remained an important issue at a time when workers were facing growing precariousness owing to flexible contractual arrangements.

37. The representative of the Government of Italy, speaking on behalf of the IMEC group, welcomed the paper, while indicating that there could be other reporting modalities. She emphasized the importance of strengthening the results-based approach and systematic evaluation, pointing out that accelerating the regional review panels and the provision of extra training could improve the quality of DWCPs. The active participation of the social partners was key to the success of DWCPs. Gender mainstreaming was being successfully implemented with support from the ILO in the entire UN system. She was pleased to note the increased integration of new DWCPs into UNDAFs, "One UN" pilot countries and national programming cycles, which should put the ILO in a better position to access financial resources. Noting that some countries had moved on to a second DWCP, she wondered whether there had been significant priority shifts. Special attention should be given to national ownership and linkages to national policy and budgeting processes in order to enhance the sustainability of DWCPs. A clearer picture was also needed of the mobilization of donors' contributions for DWCPs.
38. The representative of the Government of Australia, speaking on behalf of the Asia-Pacific group, was encouraged by the progress in integrating DWCPs into the "One UN" pilots and requested further information on that subject. He was particularly interested in how ILO activities were being linked into and coordinated with the "One UN" umbrella. His delegation strongly supported the need to build the capacity of the social partners to contribute to the DWCP process, and acknowledged the work being done to develop DWCPs for some of the ILO's newest Members. He hoped that the remaining DWCPs in the Pacific would be finalized soon in line with the ILO Tripartite Technical Meeting on Decent Work: Pacific Island Countries.
39. The representative of the Government of India stated that DWCPs were an effective tool to deliver the Decent Work Agenda at the national level. India's DWCP was expected to be finalized soon, and the consultations with the Government, social partners and other stakeholders had played an important role in the process. In India, the DWCP would have a significant impact in the large informal economy, which employed the bulk of the country's workforce.
40. The representative of the Government of Pakistan pointed out that promoting decent work required sustainable enterprises, and emphasized the importance of managing the effects of globalization and strengthening institutions and governance at all levels. Decent work was best promoted through strong and efficient markets and institutions. The DWCP for Pakistan, launched together with the social partners in September 2005, focused on

employment generation, poverty reduction and human resources development. Furthermore, he stressed the importance of sound labour inspection and labour protection policies, and capacity building of workers, employers and the government constituents.

41. The representative of the Government of Brazil stated that her Government had developed programmes to combat child labour and forced labour as part of their DWCP. A Memorandum of Understanding had been signed in 2003 to ensure compliance with fundamental principles and rights at work. She highlighted plans to include gender and race in the decent work programme of the State of Bahia and added that successful programmes in Brazil and the Common Market of the Southern Cone (MERCOSUR) were spreading to other countries in the region. Lastly, she stressed the importance of South-South cooperation in the context of technical cooperation projects.
42. The representative of the Government of Zambia, speaking on behalf of the Southern African Development Community (SADC), stated that DWCPs were the key to achieving productive employment and decent work. However, while their limited time frame helped to gauge their impact, the question of sustaining activities beyond the end of DWCPs should be further considered.
43. The representative of the Government of the Philippines stressed the need for strengthening tripartite involvement for the successful implementation of DWCPs. Furthermore, more support from EVAL was needed in the region to evaluate DWCPs.
44. The representative of the Government of Lebanon pointed to the need for additional efforts to implement international labour standards and labour inspection.
45. The representative of the Government of Jordan thanked the Office for the evaluation work carried out in the country in 2007. Providing support to the social partners was important to guarantee decent work, and there should be further coordination among UN agencies in Jordan.
46. The representative of the Government of the United Republic of Tanzania pointed out that national employment and youth employment policies and programmes had been developed and launched in November 2008. In response to the comments made by the Worker Vice-Chairperson on limited worker consultation in the United Republic of Tanzania, he stated that workers had participated and were fully represented in consultations.
47. A Worker member noted the need to increase resources to develop and strengthen the capacities of the social partners. Additional resources should also be made available in the areas of migration, youth employment and child labour.
48. The Regional Director for Africa, Mr Dan, stressed that DWCPs were a process, not just a set of projects. The Regional Office would work closely with the social partners to improve their participation in the DWCPs. To gather greater information on the process, the social partners would be involved in a pilot project to improve labour market information and to measure progress made in relation to decent work. The aim of the Africa region was to have DWCPs in place in all countries in Africa by 2010. The involvement of finance ministries in the DWCPs was essential, and this point would be important in the five-year follow-up to the Ouagadougou Declaration on Employment and Poverty Alleviation in Africa.
49. The Regional Director for the Americas, Mr Maninat, underlined the importance of monitoring and evaluating DWCPs, as this resulted in improved second-generation DWCPs. In order for DWCPs to address relevant priorities, involvement of the social actors from the design phase of DWCPs was essential. He indicated that eight DWCPs had

been signed in a tripartite fashion. The Regional Office was continuously working on improving the participation of the social actors throughout Latin America. The decent work programme of Bahia in Brazil, the first at the state level, had been developed and agreed upon by the tripartite constituents. He informed the Committee that 18 per cent of the outcomes were related to fundamental rights at work.

- 50.** The Regional Director for the Arab States, Ms Al Nashif, clarified the involvement of the tripartite constituents in Iraq in important priorities such as the review of labour and social security laws. Referring to questions on the role of non-traditional actors in DWCPs, she explained that this included mainly think tanks and academic institutions, which played a vital role in improving the understanding of the Decent Work Agenda in the region. DWCPs allowed the ILO to enhance coordination within the UN system and increased opportunities to deliver in an integrated way, as was demonstrated by the ILO's role in delivering approximately US\$1 million under the Gender Equality and Women's Empowerment window of the UNDP–Spain MDG Achievement Fund in the Palestinian territories.
- 51.** The Regional Director for Asia and the Pacific, Ms Yamamoto, pointed out that 18 per cent of the decent work outcomes for the region were related to fundamental principles and rights at work. Over 9 per cent of outcomes were dedicated to capacity building of the social partners. She also underlined the important role of the constituents not only in designing and planning DWCPs but also in monitoring and evaluation, and pointed out that capacity building of the social partners was an integral part of the implementation of the DWCPs. She noted further that a new challenge was to create alliances between the ILO's social partners and other strategic partners in the process of preparing UNDAFs and national development plans. The need to promote the ratification of fundamental Conventions in the region was reflected in the DWCPs. The member States in the Pacific region were focusing on advancing the formulation of DWCPs with a view to a regional ministerial meeting planned in 2009 for their adoption. Referring to paragraph 51 of the paper, she pointed out that the 14th Asian Regional Meeting had identified five priority areas that had been translated into DWCPs. She announced the publication of the Asian Decent Work Decade Resource Kit, which comprised a set of tools developed by the ILO to promote those five priority areas. There was a clear need to increase the capacity of country offices in the region to assist the implementation of DWCPs, especially within the framework of UN reform.
- 52.** The Regional Director for Europe and Central Asia, Ms Ulshoefer, noted that the evaluation conducted on the first generation of DWCPs had highlighted the importance of emphasizing ownership by the tripartite constituents, increasing the formulation of DWCPs in compliance with UNDAFs and improving the quality of DWCP documents. The tripartite constituents had always been involved in the consultation and implementation of DWCPs, but new DWCPs now comprised the creation of tripartite overview boards to ensure greater ownership and shared responsibility for achievement of outcomes. In order to increase the alignment with UNDAFs, the ILO worked through their national coordinators who participated in the UN country teams, and had increased its cooperation with other UN agencies. The regional quality assurance mechanism had contributed to further improvement of the quality of second-generation DWCPs. In accordance with the Declaration on Social Justice for a Fair Globalization, continuous efforts were being made to integrate the four strategic objectives into the DWCPs by promoting ILO Conventions in several technical areas, reducing the informal economy and enhancing the capacity of the social partners for national policy-making. In conclusion, she pointed out that DWCPs were the umbrella for all technical cooperation projects in the region; however, some outcomes still lacked the necessary funding.

III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plans regarding freedom of association and effective recognition of the right to collective bargaining

53. The Committee had before it a paper.³ Introducing the document, a representative of the Director-General, Mr Tapiola, Executive Director, Standards and Fundamental Principles and Rights at Work Sector, noted that freedom of association and collective bargaining represented a key ILO mandate, and that the best way must be found to pursue this mandate, which had been reaffirmed by both the 1998 Declaration on Fundamental Principles and Rights at Work and the 2008 Declaration on Social Justice for a Fair Globalization.
54. The Employer Vice-Chairperson welcomed the document and asked about the lessons that could be drawn from previous action plans. He stated that the Declaration on Fundamental Principles and Rights at Work should not lose any of its strength with the introduction of the new Declaration on Social Justice for a Fair Globalization.
55. He called for a mobilization of resources, and in particular for support for ACT/EMP, to further promote field activities relevant to freedom of association and the right to collective bargaining. In this regard, he said that DWCPs should be linked to the Declaration on Fundamental Principles and Rights at Work.
56. He was concerned that the 1998 Declaration might be losing prominence owing to the increase in the number of ratifications. Linkages therefore needed to be established between the reports under the 1998 Declaration and the reports under the new Declaration on Social Justice for a Fair Globalization, and their contents needed to be harmonized.
57. The Employer Vice-Chairperson endorsed the action plan.
58. The Worker Vice-Chairperson noted that freedom of association was the jewel in the crown of the ILO, as reflected in the Declaration on Social Justice for a Fair Globalization, and that freedom of association and the right to collective bargaining were fundamental to achieving the four strategic objectives of the ILO.
59. He welcomed a number of innovative actions on the part of the Office. Noting, in this connection, the provision of training for judges and labour inspectors, he pointed out that insufficient numbers of competent judges and inspectors constituted an obstacle, in particular to the protection of the vulnerable in developing countries. He also welcomed the activities on advocacy and public awareness.
60. He stressed the need to strengthen the capacity of ACTRAV to support workers. He noted that standards, especially those enabling freedom of association and the right to collective bargaining, should be present in all ILO activities and DWCPs, with an internal mechanism to ensure that was done. The Office must work in an integrated manner to promote collective bargaining, including for rural and migrant workers and workers in export processing zones.

³ GB.303/TC/3.

61. The Workers supported the universal ratification of the Freedom of Association and Protection of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), and stated that such universal ratification required a clear strategy. The years 2008 and 2009 marked the 60th anniversary of Conventions Nos 87 and 98, respectively, which should be highlighted with intensified action to raise public awareness on the importance of the two Conventions and to evaluate progress in and obstacles to their implementation.
62. He appealed to donors to increase funding and emphasized the need to allocate RBSA resources to ACTRAV and ACT/EMP to promote freedom of association and the right to collective bargaining.
63. The Worker Vice-Chairperson endorsed the point for decision.
64. The representative of the Government of Italy, speaking on behalf of the IMEC group, thanked the Office for a well-balanced and concise report and agreed to the proposed plan of action. She strongly encouraged the Office to concentrate on mainstreaming fundamental principles and rights at work, particularly in relation to the application of DWCPs.
65. She asked for clarification on how the Office intended to promote and influence initiatives by multilateral organizations. Welcoming the attention to vulnerable categories of workers and those displaced as result of conflict, she said that the promotion of freedom of association and collective bargaining rights should be guided by a more gender-sensitive approach. She asked the ILO to take into account and to further develop the expertise offered by the Turin Centre in all six areas identified by the plan of action.
66. The IMEC group took note of the decline in resources dedicated to promoting freedom of association and collective bargaining. These principles should be the core objectives of the ILO's technical cooperation policy and funding strategy through the elaboration and implementation of DWCPs and large-scale projects. The call for substantial and durable extra-budgetary resources for such a fundamental area of work seemed inconsistent with the Office's call at the same time for unearmarked, multi-annual contributions, preferably through the RBSA.
67. On behalf of the IMEC group, the representative of the Government of Italy endorsed the point for decision.
68. The representative of the Government of the Bolivarian Republic of Venezuela acknowledged the level of detail in the report and expressed his support for the attention paid to workers in the rural and informal sectors and to migrants and workers in export processing zones, who benefit, in his country, from wide recognition without any discrimination. He stated that, as indicated in the paper prepared by the Office, freedom of association and collective bargaining projects required funding beyond the regular budget and referred to the appeal for extra-budgetary resources made by the independent expert to the donor community at the March 2008 session of the Governing Body. He asked whether there had been an appeal by the Office to the donor community.
69. The representative of the Government of Lebanon acknowledged her appreciation of the action plan and asked for clarification on whether the six themes identified were new and different from those in the previous action plans. She requested information on the reasons behind the decline in funding and whether this was due to better observance of the principles. Finally, she asked whether there were new areas of dispute that might have

arisen, for instance, as a result of the impact of climate change on employment or of the economic crisis. She also called for expanding technical cooperation with Arab States.

70. The representative of the Government of Egypt stressed the importance of the assistance provided by the Office in the six areas highlighted in the action plan. He stated that the ILO had provided support for the development of the 2003 Labour Code and in June 2008 had launched a new tripartite technical cooperation project on fundamental principles and social dialogue. He requested the Office to continue its support to build the capacities of the tripartite constituents.
71. The representative of the Government of Kenya, noting the importance given to freedom of association and collective bargaining in the 2008 Declaration on Social Justice for a Fair Globalization, urged the Office to continue offering technical cooperation assistance. He emphasized the importance of developing the capacity of the tripartite social partners in the six areas identified. He stated that information sharing on best practices in countries and regions where these rights were enjoyed was important in order to encourage those who might be in doubt about the impact of realizing these rights. Referring to the new laws recently adopted by Kenya, he indicated that the Government and social partners needed support in their implementation. He endorsed the point for decision.
72. The representative of the Government of Japan, stressing the importance of tripartism and social dialogue for social justice, referred to his country's support for the development of harmonized industrial relations in the countries of the Association of Southeast Asian Nations (ASEAN). At the beginning of 2008, Japan had launched a project to promote better industrial relations for ASEAN integration, through which the Government of Japan would continue to cooperate with the ILO to build sound industrial relations in the Asia-Pacific region.
73. The representative of the Government of India stressed the importance of tripartism and social dialogue for the effectiveness of the Decent Work Agenda. While tripartism and the six areas identified in the action plan should continue to remain the focus of technical cooperation, employment was a major issue in the Asia-Pacific region, and this sector should be allocated the largest portion of technical cooperation. Referring to paragraph 23, she supported policy coherence and social dialogue at the level of multilateral organizations, but said that this should not dilute the basic purpose and objectives of technical cooperation programmes.
74. While noting that workers' rights to freedom of association and collective bargaining were guaranteed by constitutional provisions, she said that the reasons for India's non-ratification of Conventions Nos 87 and 98 were purely technical. She called for a diversification of resource mobilization efforts in order to address the concern of declining resources and to make more use of national and local expertise to ensure sustainability and reduce costs. She endorsed the point for decision.
75. The representative of the Government of Tunisia agreed with the six priority areas identified in the document and approved the action plan. Noting that her country was going to adopt a social policy in keeping with the 1998 Declaration and with international labour standards, and that its labour law already provided for many rights at work, she stressed the importance of inspectors in giving effect to law. She provided information regarding the number and functions of labour inspectors in this respect, as well as on labour law, industrial relations, wages and the involvement of the social partners in sustainable development through the UN Global Compact. She endorsed the point for decision.
76. The representative of the Government of the United Republic of Tanzania said that his country had benefited from ILO assistance in all of the six areas identified in the draft

action plan. He stressed the importance of tripartism in the planning and implementation of key strategic decisions. In expressing his support for the action plan, he emphasized that its adoption at country level should involve the social partners and should take the priorities and circumstances of the country into consideration.

77. Mr Tapiola, responding to the discussion and the questions raised, noted that many of the lessons learned from previous action plans were highlighted in the 2008 Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, Freedom of association in practice: Lessons learned. Referring to the different approaches for promoting freedom of association and the right to collective bargaining, he said these could be developed variously through the supervisory mechanism, social dialogue, capacity building for employers and workers, labour inspection and dispute settlement. He recalled paragraph 320 of the Global Report, which explained the diversity of the ILO's means of action in the light of the reluctance of some constituents to engage in activities on freedom of association. It was difficult to identify what constituted a pure freedom of association programme, and the complex array of issues that were being addressed made it hard to pinpoint technical cooperation activities that related exclusively to freedom of association without looking at these in a broader context.
78. Regarding harmonization between the follow-up to the 1998 Declaration and the Declaration on Social Justice for a Fair Globalization, Mr Tapiola indicated that this would be looked into during further discussion of the follow-up to the 2008 Declaration.
79. Mr Tapiola stressed the need to integrate freedom of association into DWCPs. However, some of the cases under the supervisory mechanism referred to countries where the situation could not be considered decent and where it was not feasible to have a DWCP. Therefore, freedom of association needed to be addressed in different ways depending on the situation. That might mean, for instance, following up on recommendations made by the supervisory bodies.
80. He said that the 60th anniversaries of Conventions Nos 87 and 98 had been taken into account when planning activities, giving as one example activities that had taken place in Indonesia in August 2008.
81. Referring to the promotion of that principle among multilateral organizations, Mr Tapiola stated that freedom of association was recognized as belonging to the category of human rights; its presence in decent work initiatives should make it prominent in the UNDAF context. In the past four years, one international organization had agreed to look at all four principles of the Declaration; this was welcome in view of the fact that there could sometimes be reluctance to support the principles and rights of freedom of association and collective bargaining.
82. On the issue of resource mobilization, Mr Tapiola said that this should be further discussed with the donors in the context of the 2008 Declaration. While there might be hesitation by some donors to give explicit support to freedom of association, donors were more likely to address that principle and right by means of industrial relations programmes.
83. ***The Committee recommends that the Governing Body endorse this plan of action to promote freedom of association and the effective recognition of the right to collective bargaining, as outlined in the paper,⁴ and request that it be kept informed, through the Committee on Technical Cooperation, of the implementation of the activities proposed.***

⁴ GB.303/TC/3.

IV. Field structure review to improve the effectiveness of technical cooperation: Oral presentation

- 84.** A representative of the Director-General, Ms van Leur, gave an oral presentation on the field structure and its consequences for technical cooperation. She highlighted the important challenges the ILO faced with regard to technical cooperation following the adoption of the Declaration on Social Justice for a Fair Globalization. The growing global recognition of the Decent Work Agenda had raised expectations among the ILO constituents and other global partners, as had trends in international development cooperation, such as the principle of national ownership as stressed in the Accra High-Level Forum on Aid Effectiveness. With the “Delivering as One” UN approach in eight pilot countries, the ILO and its constituents were faced with new opportunities. Although the ILO was not represented in all countries, the Office was able to: provide additional expertise through subregional and regional offices; train resident coordinators and UN country teams on the Decent Work Agenda; and apply decent work toolkits at country level and integrate the Decent Work Agenda into national development strategies with the support of the ILO tripartite constituents. As a result, the Office was reviewing its overall policy with a view to establishing a coherent and integrated mechanism for delivering technical cooperation. The aim was to integrate resources – the regular budget, the RBSA and extra-budgetary resources – and align them towards decent work outcomes. In this respect, while DWCPs would continue to be the Office’s main mechanism for delivering services to the ILO constituents, UNDAFs would provide the constituents with an opportunity to benefit from additional resources for implementing social policies as part of their national strategies. The implementation of DWCPs contributed to UNDAF outcomes.
- 85.** A number of possible suggestions were presented for decentralizing technical cooperation as part of the ILO field structure review: (a) strengthening the technical capacity of the Office in the regions, possibly through fewer but larger decent work technical support teams; (b) establishing a single type of ILO field office specializing in servicing Members through, inter alia, contributing to and participating in UN country teams and UNDAFs; (c) deploying ILO capacity by complementing the network of field offices with national coordinators recruited and based in countries according to needs, particularly in those countries with no ILO office representations; and (d) clarifying further the roles and responsibilities of regional offices, field offices, technical support teams and headquarters technical programmes. As requested by the Governing Body in March 2008, a paper on the field structure would be presented to the PFA Committee at the Governing Body’s 304th Session (March 2009).
- 86.** The Employer Vice-Chairperson stressed that the Turin Centre should be closely involved in the field structure review and that its role should be strengthened to better identify and implement technical cooperation activities. The present field structure allowed direct relationships with the employers and workers through ACT/EMP and ACTRAV specialists, who enjoyed regular contact with headquarters and field units. These relationships, along with ILO expertise on social policies, should be maintained and reinforced; DWCPs should continue to include the priorities of employers’ organizations, as identified in consultation with ILO specialists. He requested clarification of how the social partners’ needs were taken into consideration in the “One UN” pilots. Employers’ organizations should be consulted regarding the field structure review in order to improve the efficiency of technical cooperation.
- 87.** The Worker Vice-Chairperson stated that decentralization was good, but internal coherence, quality standards and management oversight should be maintained. He stressed the need for participation and ownership by workers’ and employers’ organizations.

Commitment and identification of needs were essential for the successful implementation of DWCPs and to build democracy in all member States.

88. The representative of the Government of Lebanon indicated that regional offices should continue to have some control over staffing decisions and programme implementation. She asked what had happened to multidisciplinary teams and indicated that employment and standards specialists should continue their work in the regional offices.
89. The representative of the Government of Kenya indicated his desire to have a discussion on a paper that would be circulated before the next Governing Body session. Resident coordinators generally worked closely with Ministries of Finance and Planning, while the ILO worked with its tripartite constituents. The UN was still not used to the unique tripartite nature of the ILO. The aim of a joint programme was to take systematic account of the constituents' needs. It would be necessary to discuss the above issues and possible solutions at the March 2009 session.
90. The representative of the Government of Australia indicated that he looked forward to receiving the Office paper in due course for the discussion at the 304th Session of the Governing Body.
91. The representative of the Government of the United States regretted not to have received a document in writing and indicated that it would be essential to be presented with findings on the field structure review in the PFA Committee in March 2009.
92. The representative of the Director-General replied that note would be taken of the remarks made by the members of the Committee, and that they would be considered during the preparation of the paper for the March 2009 session.
93. In closing, she paid special tribute to Mr Iqbal Ahmed , who was to retire, for his dedicated work in serving the Committee on Technical Cooperation and assisting the Chairperson over the past 15 years. The Employer and Worker Vice-Chairpersons echoed the sentiment, thanked Mr Ahmed and wished him well.

V. Other questions

94. There being no issue under this agenda item, the Chairperson closed the meeting, informing the Committee that, in accordance with the standard procedures, the report of the meeting would be approved on its behalf by the Officers of the Committee. They would also agree on the agenda for the meeting of the March 2009 session of the Committee.

Geneva, 14 November 2008.

Point for decision: Paragraph 83.