



ELEVENTH ITEM ON THE AGENDA

**Report of the Committee on
Technical Cooperation**

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Introduction

1. The Committee on Technical Cooperation met on 8 and 9 November 2001, chaired by Mr. Aboye (Government, Ethiopia). The Employer and Worker Vice-Chairpersons were Mr. Hoff and Mr. Agyei respectively.
2. The Committee had the following agenda:
 - Report of the Steering Committee on IPEC: Oral presentation;
 - The ILO's technical cooperation programme 2000-01;
 - Further developments regarding technical cooperation activities in the United Nations system;
 - On-the-spot reviews – Oral reports on Africa and Asia;
 - Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation;
 - Oral report on the follow-up to the “Thematic evaluation: ILO projects on training for employment” (March 2000, [GB.280/16](#)).

I. Report of the Steering Committee on IPEC: Oral presentation

3. A representative of the Director-General, Mr. Kari Tapiola, reported in his capacity as Chairperson of the International Programme on the Elimination of Child Labour (IPEC) Steering Committee that had met on 5 November 2001. The Committee had reviewed the implementation of the IPEC programme for the 2000-01 biennium as well as priorities for the 2002-03 biennium.
4. Mr. Tapiola reported that on the basis of preliminary results for the current biennium, IPEC was on course to meet its targets. Controls and qualities had been improved and partnerships greatly expanded. The rates of ratification for the Worst Forms of Child Labour Convention, 1999 ([No. 182](#)), and the Minimum Age Convention, 1973 ([No. 138](#)), were unprecedented. Convention No. 182 was currently at 106 ratifications and Convention No. 138 at 115. The focus was now on implementation and delivery. The delivery had increased by 150 per cent. Twenty-nine national child labour surveys had been conducted, and three time-bound programmes started. Ten countries were preparing for a time-bound programme. The number of children and families benefiting directly from IPEC programmes was on the rise. In the next biennium IPEC was expected to meet even more ambitious targets. Challenges included the growing demand from countries for implementation of IPEC programmes; successful continuation of the ratification and implementation of the Conventions; addressing HIV/AIDS and child labour; and responding to the crisis situation in and around Afghanistan and in response to the global economic downturn.
5. During the Steering Committee meeting the 2000-01 implementation report was generally endorsed by the members. Mr. Tapiola provided a summary of the comments made by the Steering Committee. The delegates had: commended the ratifications and implementation of [Conventions Nos. 182](#) and [138](#); the broad-based partnerships, particularly with

employers and workers; and efforts to improve quality and accountability. However, Mr. Tapiola mentioned also the concerns brought up by the Steering Committee. These included the mainstreaming of IPEC into overall ILO work and the need to address the concern that IPEC was considered to operate somewhat separately. He explained that mainstreaming was work in progress. While the Steering Committee's functioning could be improved, IPEC was now already reporting to the Governing Body and the Committee on Technical Cooperation on three occasions in November 2001 and March 2002. Mr. Tapiola summarized the comments of members during the Steering Committee. Employers had raised concerns about the participation of enterprises in monitoring, gender and mainstreaming. The Workers expressed the desire for more tripartite action; more regular budget support; and more programmes in Central and Eastern Europe. The Governments commented on the need for mainstreaming; close coordination with the Declaration; communication and advocacy; monitoring, evaluation and impact assessment; and closer links with PRSP for sustainability. Suggestions from the Steering Committee included: strengthening tripartite participation at all levels; diversifying donor sources; and celebrating IPEC's tenth anniversary in the appropriate manner. Mr. Tapiola concluded his report by announcing that final results of the 2000-01 biennium will be reported to the Committee on Technical Cooperation of the Governing Body at the March 2002 session.

6. Mr. Sangeorge presented the IPEC campaign team's new initiative to increase awareness of the problems of child labour. IPEC had formed a partnership with the African Football Federation for the Africa Cup of Nations tournament in Mali in 2002. This event would reach over a billion people, not only in Africa but also all over the world through broadcasting on television, radio and in print. The theme "Red Card to Child Labour" would be the basis of the campaign, which would be carried out at all 32 matches of the Africa Cup Finals, and later be replicated in other regions.
7. The Employer Vice-Chairperson, Mr. Hoff, reported that he was pleased to learn of the informative and analytical IPEC implementation report submitted to the Steering Committee. He recommended that in the future the members of the Committee on Technical Cooperation receive a copy of the report together with the other technical cooperation papers. He expressed the Employers' appreciation for the multi- and bilateral support of IPEC donors; the ratification rates; and the improvement of IPEC's delivery. He expressed the Employers' concern that IPEC was not fully answerable to the Governing Body and that IPEC was donor-driven, which put into question its sustainability. He suggested that the Officers of the Committee on Technical Cooperation be invited to the Steering Committee meetings, being notified of the dates as early as possible. He reiterated the link between child labour and poverty and emphasized the need for IPEC's involvement in poverty alleviation programmes especially in least developed countries (LDCs). Greater involvement of social partners including employers was suggested. He also inquired what portion of donor funding was used for child labour activities undertaken in collaboration with employers' and workers' organizations.
8. On behalf of the Workers' group, Mr. Rampak (Worker member) emphasized the issue of poverty as the root cause of child labour, and urged that poverty be addressed. He listed the Workers' concerns as follows: heavy dependency on extra-budgetary funds; mainstreaming; sustainability; restrictions of some donors regarding the use of funds, including donor preference for partnerships with NGOs rather than employers and workers; the perceived unclear relationship between [Conventions Nos. 182 and 138](#); IPEC cooperation and working with trade unions, particularly in light of the time-bound programmes (Brazil, Chile and El Salvador were cited as examples of cases where improvements could be made); the need for special attention to issues of the girl child; and restructuring Steering Committee meetings to include in-depth discussion of important issues from the implementation report.

9. Mr. Murangira (Worker member) stated that the campaign team's football initiative was commendable provided that the real causes of child labour, such as poverty, HIV/AIDS, and conflict, would also be addressed.
10. The representative of the Government of South Africa, speaking also on behalf of the African group, emphasized the importance of training at the national level, particularly training of labour inspectors to strengthen and enhance programmes. He recommended that regular budget surpluses should be channelled to support IPEC activities in Africa.
11. The representative of the Government of El Salvador reiterated her position stated at the Steering Committee meeting. She said that in El Salvador tripartite cooperation was in place. A National Steering Committee had been set up to coordinate child labour activities in the country. NGOs, workers and employers were always working together.
12. The representative of the Government of India reiterated her statement made at the Steering Committee meeting for the record.
13. Mr. Tapiola thanked the Employer representative and noted that IPEC would ensure that enough copies of the report were printed in order for the members of the Committee on Technical Cooperation to receive them as well. He stated that there would be no problem in inviting the Officers of the Committee on Technical Cooperation to the Steering Committee meetings. Mr. Tapiola responded to the Worker representative regarding the link between [Conventions Nos. 182 and 138](#), by reiterating that the two Conventions go together. He welcomed constructive criticism and said IPEC would continue to reflect and consult on how the Steering Committee session should be structured, including thematic considerations.
14. Mr. Roselaers confirmed that the statements made on 5 November 2001 at the Steering Committee meeting would be reflected in the summary record. Concerning the questions related to the way IPEC implements tripartism, he mentioned IPEC's efforts to strengthen these partnerships including systematic training and briefing of its staff members on the important roles of employers and workers. Handbooks and manuals were used for that purpose. He added that every IPEC staff member going on mission was expected to contact and work with employers' and workers' organizations. He indicated that tripartite cooperation would be among the special themes to be covered in the IPEC implementation report for 2002.

II. The ILO's technical cooperation programme, 2000-01

15. A representative of the Director-General, Mr. F. Trémeaud, introduced the Office report. He mentioned that the structure and contents of the report had been adapted in line with the Committee's suggestion, notably providing more detailed information on evaluation results and lessons learnt. He sketched the quantitative developments in terms of resources, confirming the drop in resources from UNDP, offset by substantial increases in multi- and bilateral funding. He informed the committee that major efforts by the Office to improve the delivery of technical cooperation was starting to pay off with a reversal in the trend of delivery rates.
16. Mr. Trémeaud proceeded to highlight a number of recent developments relevant to the ILO's technical cooperation programme. First he mentioned the gradual establishment of a common programming framework for regular budget and extra-budgetary resources. This anchors technical cooperation activities more firmly in the ILO's programme and budget, clearly linking technical cooperation activities to the operational objectives and targets for

the Office. This development had received a positive response from donors, who supported programmatic approaches instead of the more traditional project-by-project approach. He noted that in this context the Office was implementing new mechanisms to establish, with the inputs of all sectors and regions, the priorities for technical cooperation.

17. Mr. Trémeaud informed the Committee of the ILO's new partnerships with development partners. Examples included the promising developments with the European Commission, which had shown an interest to work with the ILO on the PRSP process by increasing the participation of social partners and mainstreaming employment promotion for poverty reduction. Mr. Trémeaud also described ongoing work with the World Bank around the PRSP in pilot countries. Agreements were being negotiated with some of the regional banks, which would cover the inclusion of international labour standards in the lending decisions of these institutions.
18. Mr. Trémeaud made special mention of ILO involvement in the Third United Nations Conference on the Least Developed Countries (LDC III) in May in Brussels, where the Office advocated greater focus on employment for poverty reduction in LDCs. The Office has included specific proposals for action for the LDCs in its regular discussions with donors and development partners and made special effort to increase the amount of resources targeted for LDCs.
19. The Employer Vice-Chairperson, Mr. Hoff, expressing his group's appreciation for the report, stated that it reflected the changes requested and presented a coherent picture. He noted with disappointment that the total expenditure on technical cooperation was lower than in 1999 which was due to the decreases in UNDP and regular budget for technical cooperation (RBTC) expenditure. His group wished to stress the importance of RBTC as an integral component of the Office's means to respond effectively to the constituents' demands. His group considered technical cooperation as one of the most important sectors of the ILO and felt that RBTC contribution should reflect that. Although there had been increased funding from the multi- and bilateral donors for standards-related programmes, the decline in expenditure in the Employment Sector was worrying; he maintained that without the issue being addressed, standards would become irrelevant.
20. Referring to the LDC III Conference in Brussels, Mr. Hoff inquired about the possible role the employers and their organizations could play in the programme of action and in the implementation of the ILO deliverables.
21. The Employers wished to be informed in qualitative and quantitative terms on how the social partners were involved in the technical cooperation activities, particularly at the national level, but also in subregional projects like those in West Africa. He also sought information on the place of the NGOs. He remarked on seeing very few references to how the rest of the Office helped increase the capacity of employers' organizations. He was of the opinion that the social partners were best placed to know the areas and manner in which the Office could provide support to their organizations. His group requested this information in a report to the Committee.
22. The Employers' group appreciated the efforts made by the Turin Centre to improve the effectiveness of its training activities and the Employers were looking forward to seeing the results of those efforts. Mr. Hoff also expressed his group's appreciation for the measures that have been taken to strengthen the Employers' programme at the Centre, and integrating an Employers' staff member post in the regular budget.
23. The Employers were pleased to note the improvement in the overall delivery rate from 51 to 58 per cent. However, further efforts to improve the situation were clearly needed. Low delivery rates should also be seen as a risk to future resource mobilization. In its

discussions with the donor community the Office should not lose sight of the constituents' needs in all areas of ILO work, and in that context would like to see more efforts by the Office to increase funding for sectors other than the Standards and Fundamental Principles and Rights at Work Sector. Mr. Hoff expressed satisfaction with measures taken to clarify the roles and responsibilities of the respective units at headquarters and in the field.

24. Speaking on donor funding, Mr. Hoff stressed two points. First he maintained that social partners should be empowered to develop projects to strengthen their organizations, ensure that these are submitted for consideration by donors, and given the opportunity to support the project ideas. Second, he suggested that more information should be provided on the Office's strategy of resource mobilization with the donor community.
25. Mr. Hoff concluded by calling for a new look at solidarity and compassion in the wake of the 11 September incident. In his mind, technical cooperation could be a major contributor in bringing peace and harmony to the world.
26. The Worker Vice-Chairperson, Mr. Agyei, recalled the conclusions of the ILC 1999 discussion on technical cooperation, maintaining that technical cooperation should serve the strategic objectives of the ILO; its quality and impact were central to the constituents' concerns; it must be realistic in terms of ILO competencies and available resources; technical cooperation policy must address improvements in the content of the programmes as well as in the management process itself; it must re-examine organizational systems as well as seek procedural improvements; and technical cooperation must be integrated into the ILO's activities as a whole, serving not merely to deliver products but contribute to the design of those products and to ILO policies in general. These should be the benchmarks against which a comprehensive overview of the activities in the last biennium should be considered.
27. Mr. Agyei noted that the ILO had successfully been able to enhance the contribution of the donor community despite continued declines in UNDP and UNFPA funds. He stressed, however, that it was important to assess whether technical cooperation had fulfilled the mandate of the ILC's conclusions.
28. The Workers' group welcomed the increase in expenditures for the Standards and Fundamental Principles and Rights at Work Sector and expected that technical cooperation would link the promotion of core labour standards to a wider variety of standards.
29. The work on the Employment Sector reflected the magnitude of employment and unemployment issues in the majority of the regions of the world; it should be linked to cross-sectoral activities like social protection and in that context he felt that \$8 million for the Social Protection Sector was not enough for a sector covering work on health and safety, migrants and social security.
30. Mr. Agyei expressed concern regarding the increase in the use of subcontracting and of national experts, vis-à-vis decline in expenditures on training. He was of the view that the use of subcontractors should be carefully monitored to avoid "social dumping", and to make sure that coherence with the ILO's objectives would be maintained.
31. The Worker Vice-Chairperson was concerned with distribution of resources in the regions. Africa's share in 2000 was 31 per cent compared to 35 per cent in 1999. Expenditures had also declined in Europe and in the Arab States. Observing that more interregional projects were in place, he requested disaggregated regional data in future reports.
32. The group also expressed its concern over the continued reduction of technical cooperation expenditure for LDCs. He acknowledged that this decline was due to the decline of UNDP

funds and encouraged the Office to take proactive measures; otherwise if current trends continued the prospects for LDCs would become even more bleak.

33. More work should be devoted to the follow-up to the LDC III Conference, translating proposals or “deliverables” submitted to the donor community into technical cooperation packages. Referring to the recently held World Conference against Racism, Mr. Agyei expressed the need for the ILO to have technical cooperation projects focusing on countering racism and xenophobia in the workplace.
34. The group also welcomed the improvement in the delivery rate, fully supported the comprehensive set of measures adopted by the Director-General, and felt that the measures should be further deepened. The Workers’ group noted with satisfaction the high level of delivery rates achieved by ACTRAV (76.1 per cent), recalling that delivery has to encompass sound management and sustainability.
35. The Workers’ group welcomed improvements in the level of approvals by multi- and bilateral and direct trust funds and wished to put on record its appreciation for the governments that have contributed to the increase. It also welcomed the new programme-oriented partnership arrangements with a growing number of donors. He drew the attention of the Office to the necessity of fully involving all ILO constituents and the units of the Office that represent the constituents’ interests in procedures related to resource mobilization and decisions on allocations, like the newly established TCAM.
36. Mr. Agyei welcomed the wealth of information on ILO technical cooperation activities by strategic and operational objectives in this year’s report, even if regretting that not enough information was given on the impact of projects, emphasizing that impact assessment was very important.
37. Referring to the InFocus Programme on Crisis Response and Reconstruction web page featuring a set of tools for responding to crisis situations, the Workers’ group suggested that all departments should web enable their respective technical cooperation programmes and projects. CODEV should do the same; documents for the following Committee on Technical Cooperation should contain easy reference numbers through which members of the Governing Body and the constituents at large could consult the web page for more detailed information.
38. Regarding the Turin Centre, the Workers’ group indicated that a thorough discussion had recently taken place during their board meeting.
39. The Workers’ group appreciated and found useful the section of the report dealing with selected evaluation results and lessons learned. With reference to the evaluation process, the group expressed concern over the dismantling of PROG/EVAL and asked the Office for reassurance that it would uphold this important component of the programme.
40. The representative of the Government of Italy, speaking for the Industrialized Market Economy Countries (IMEC) group, remarked that the report contained interesting and relevant data and that the grouping of the information by sectors and by operational objectives constituted an improvement. However, the report appeared to limit itself to a collection of data on the different activities and did not reflect the global activity of technical cooperation as a contribution to the achievement of the strategic objectives. It was difficult to find examples of interesting and successful examples of programmes worthy of development for the future.
41. The group welcomed the increase in delivery rate. However, it still remained low, especially in Africa, showed a small improvement in Latin America, and did not rise

significantly in any region. The group observed an absence of indication of the priorities, and strategy by regions and programmes followed by the Organization to reach delivery targets and tackle the complex issues.

42. Efforts made by the social partners to strengthen their representation, capacity and services to social dialogue were welcomed. However, the presentation of activities of ACTRAV and ACT/EMP did not give a clear idea of the strategies they had been following or their objectives in the short and medium terms. This gave the impression that tripartism did not seem to be a priority for technical cooperation programmes.
43. IMEC shared the view that, despite the declining UNDP funding for ILO technical cooperation programmes, the ILO/UNDP partnership remained essential, as did the partnership with other international organizations within and outside the United Nations system. The group wished to receive more information on the new forms of cooperation between the two agencies already in place or under examination, both at headquarters and at country level. Furthermore, cooperation should be extended to new partners, such as research institutions, universities and the private sector (NGOs, enterprises, etc.); information on the cooperation with these actors should be contained in the report next year.
44. Expressing concern for decentralization of technical cooperation activity; the group requested that more quantitative and qualitative information on this issue be provided in the following report.
45. IMEC welcomed the signing of the Memorandum of Understanding between the ILO and the European Union and expressed its support for increased cooperation in promoting core labour standards and improving social governance in the context of globalization.
46. Finally, IMEC expressed its appreciation for the increased integration of the training activities of the Turin Centre within technical cooperation activities and the reorganization of the Centre in line with the strategic orientation of the ILO.
47. The Government representative of South Africa, speaking on behalf of the African group, underlined the group's grave concern over the continued decline in Africa's share of technical cooperation expenditure, particularly in view of ILO's declaration that Africa's special situation warranted priority consideration. Decrease in budgetary allocations would be detrimental to tapping Africa's potential.
48. The group noted that the LDCs' share had also decreased in real terms, a decline attributed to the decrease in the UNDP and UNFPA-funded projects. Maintaining that these were the most strategic partners in the poverty alleviation and development agenda of the African continent, the group requested the ILO to urge multi- and bilateral donors to review and redress this declining trend through their contributions to the technical cooperation activities of the Office. Acknowledging ILO's contribution to the LDC III Conference, the group requested the Office to ensure mobilization of necessary resources to achieve the commitments made at that Conference and to keep its constituents apprised of the developments in meeting those commitments.
49. The group considered employment creation as critical in poverty eradication and called upon the ILO to demonstrate its commitment by substantially increasing its regular budget expenditure for the Jobs for Africa programme. Similarly, since access to training was essential for Africa, and since most developing countries did not have sufficient funds to participate in the Turin Centre, the group urged the ILO to mobilize resources and establish technical cooperation packages aimed at subsidizing participants from developing countries.

- 50.** The representative of the Government of the United States endorsed the IMEC statement and applauded the ILO's ongoing successful work in the technical cooperation field. He stated that the report presented an informative overview of the ILO's technical cooperation activities and welcomed the continued trend in providing information on concrete results; he would like to see future reports contain more of such information.
- 51.** He commended ongoing efforts to increase collaboration and cooperation with the rest of the United Nations system. Welcoming the Director-General's call for additional corrective steps in the management of development cooperation and improved management accountability systems, he wished to be informed on the timetable for accomplishing those steps.
- 52.** The representative of the Arab Labour Organization, Mr. Majid Abugrara, was of the opinion that the recent mission of the ILO Director-General, as well as other missions undertaken by ILO specialists to the region, would further enhance the quality of the technical cooperation programme in the Arab region. Appreciating the decisions taken by the ILO concerning the Beirut Office, he encouraged the Office to increase its support to both Cairo and Beirut Offices and urged reinforcement of activities in the countries of the region including appropriate dissemination of information and documentation translated into Arabic. A web page should be established in Arabic. Citing good collaboration observed in a joint ALO/ILO project on management training at the Rabla centre in Tunisia, he felt that similar activity should be extended to the Khartoum social security centre. The representative expressed concern over the reduction in the allocation and decline in expenditures and suggested more use of Arab experts and specialists in the region. He concluded by asking the Office to shed more light on the workers' conditions in the West Bank and Gaza, and for a complete list of technical cooperation projects which could be widely distributed to the constituents of the region.
- 53.** The representative of the Government of India stated that it was encouraging to see that the Employment Sector had been given due recognition in the sphere of technical cooperation. He particularly welcomed the employment-generation activities, pointing out, however, that it was sometimes difficult for national governments to implement the ILO's concerns. In this regard, he urged that greater emphasis be given to institution-building and the development of centres of excellence. Concern was expressed on administrative and subcontracting costs which were generally too high. Lowering the same would allow more resources to go to the beneficiaries.
- 54.** The representative of the Government of Japan expressed appreciation for the report and efforts made by the Office with regard to technical cooperation. He underlined the fruitful discussion of the four strategies toward decent work, both on the occasion of the International Labour Conference in June and at the 13th Asian Regional Conference in August, which highlighted the essential role played by technical cooperation in securing decent work. The Japanese Government was pleased to have been able to contribute to such efforts, mainly in Asia.
- 55.** He stressed that the Japanese economy was suffering from record unemployment rates and that decline in income from tax was affecting the scale of the budget, making it more difficult to finance international technical cooperation projects. However, given the importance of the issue of decent work, the Japanese Government would strive to maintain its efforts. Pointing out that, in the process, less resources remained for domestic employment measures in Japan, he called upon the Office to ensure utmost efficiency in carrying out its technical cooperation activities.
- 56.** The representative of the Government of China expressed concern over the declining resources allocated to technical cooperation in the field of employment. He appreciated the

efforts made to increase delivery rates over the last year but, since the overall rate was still low, he urged the Office to take the necessary measures to increase the delivery rate further. He mentioned that technical cooperation programmes should be highly targeted and that the Office should respond to practical problems. He pointed out the need for high-level advisory services, in particular in the field of social security, adding that the technical capacities of the teams of experts in the field should be strengthened.

57. The representative of the Government of Portugal noted that the ILO was one of the few United Nations agencies that had a committee that dealt with technical cooperation. He pointed out that the environment in which the ILO was operating had become much more competitive. Noting that, while the donor countries were supporting the ILO's technical cooperation programme, UNDP was reducing its support; he stressed the need to reverse the trend. He felt that despite the recent increase, the delivery rate was still too low and wondered whether one of the reasons was an erosion of competences of technical cooperation management in the field. He asked whether the Human Resources Development Department had a comprehensive strategy to address this urgent and specific need. Suggesting that resource mobilization and delivery rate be added to indicators of impact, he also stressed the need for determining a new set of indicators that would highlight the impact of the ILO's technical cooperation activities.
58. The representative of the Government of Namibia suggested that in future reports, the Office should be more country specific rather than the present subregional presentations. He expressed concern over the delivery rate for the African region, and satisfaction over the recently launched ILO/AIDS programme with substantive allocation of resources.
59. The representative of the Government of Slovakia, speaking on behalf of the Central European group, regretted the fall in technical cooperation activities in the region in 1999 and 2000, for which he requested an explanation, and asked that the Office intensified activities in the region. He cited some positive examples of technical cooperation in the region, and asked for use to be made of national experts in the region to prevent child labour. He was of the view that distance learning should be encouraged.
60. Mr. de Arbeloa (Employer member) expressed satisfaction over the positive results in the region outlined in the report. He suggested changing the wording "expenditures" into "investments". He acknowledged the significant role played by CINTERFOR in the region and the positive work carried out by the MDTs in the region. He encouraged dissemination of best practices, such as those realized by the PROMICRO and MATAAC.
61. The representative of the Department for International Development of the United Kingdom suggested that the ILO should move to a more strategic relationship with the donors. She highlighted the need to set clearer priorities in technical cooperation, in line with the millennium targets, the commitments on LDCs and the PRSP process. She regretted that the report devoted 30 pages to describing inputs of technical cooperation without mentioning objectives and the expected outcomes. It was not indicated as to how lessons learned were incorporated in the planning process. She suggested that more regular budget funds should underpin technical cooperation programmes.
62. The representative of the Government of Brazil requested the Office to prepare a summary per region in next year's report, and wished to see more activities of the Turin Centre on employment. She remarked that Brazil had more than 60 units active in the field of combating discrimination in the country, especially discrimination on the basis of gender discrimination, sexual orientation and HIV/AIDS. While Brazil welcomed working with the ILO in these areas, the report gave the erroneous impression that the results in Brazil were due to ILO activities. In addition, she pointed out that initiatives related to the

Convention on homeworkers could be linked to activities on [Conventions Nos. 100](#) and [111](#), and the other core Conventions.

- 63.** Mr. Wade (Employer representative) welcomed the Universitas programme, especially the activity undertaken by ACT/EMP. He expressed his worry for the general decline in technical assistance in the region.
- 64.** Mr. Reyes Ureña, representative of the Government of the Dominican Republic underlined that technical cooperation was one of the pillars of poverty eradication. He thanked the United States Government for the support given to IPEC and the Declaration in the region and pointed out that the Dominican Republic was one of the ten American countries to have ratified all the eight fundamental Conventions. He welcomed the Spanish project on labour administration in the subregion.
- 65.** The Government representative of Burkina Faso regretted the decline in the technical cooperation programme in Africa. Referring to the Global Employment Forum, he stressed the importance of employment in the fight against poverty, especially in Africa. He urged the Office not only to request further cooperation from the multi- and bilateral partners but also to accord high priority to employment programmes. He welcomed the active participation of the ILO at the LDC III Conference and hoped that the relevant documents prepared by the Office would be made available. With respect to strengthening social dialogue and social partners, he noted the limited scope of activities related to labour administration and stressed the need and importance of strengthening labour administration in Africa. A subregional technical cooperation programme could be envisaged by the Office.
- 66.** The representative of the Government of the Netherlands expressed satisfaction with the layout of the document prepared by the Office and hoped that next time it could be translated into priority setting and consequently into a strategy. She reiterated the wish of her Government to see further linkages between regular and extra-budgetary resources, and noted the increase in extra-budgetary resources which was unfortunately impaired by the low delivery rate. She welcomed the views of the Office as to how to address the latter recurrent problem in a definite manner. The delegate encouraged the Office to establish longer term relationships with the donor countries to improve predictability of funds. She also indicated the readiness of her country to analyse any suggestion aiming at the harmonization of tools, such as reporting or communication structures, in order to diminish administrative workloads due to individual donor requirements.
- 67.** In response to the deliberations of the Committee, the representative of the Director-General, Mr. Trémeaud, thanked the participants for their valuable questions and comments and assured them that they would be duly taken into consideration. He indicated that the wish expressed by the IMEC group for a more analytical report with directions for the future was well noted and efforts would be made to provide this in future reports.
- 68.** On the question of resources, he indicated that fluctuations in RBTC expenditure were a recurring phenomenon, with less spending in the first year of the biennium than in the second year. Overall the levels were not significantly changing. Relations with the UNDP had changed considerably, with UNDP no longer being a major source of funding. Mr. Trémeaud stated that efforts to define closer technical collaboration, identifying within the six UNDP priorities entry points for the ILO, were under way. Development of a joint flagship project on employment for poverty reduction, as well as consultations between decentralized technical teams of both UNDP and the ILO, were also ongoing. Finally he highlighted some specific examples of promising ILO/UNDP collaboration, for example, the Universitas programme, mentioned in the report.

69. Regarding relations with the European Union, Mr. Trémeaud informed the Committee of some positive recent developments. In discussions that took place with Europe Aid, the development programme arm of the EU, it was agreed that the ILO would indicate to Europe Aid the countries in which the Office is involved in or would be involved with in the PRSP process. This would lead to collaboration at the country level and would facilitate incorporating elements of the Decent Work Agenda into the PRSPs. Mr. Trémeaud also highlighted Europe Aid's interest in a range of particular themes for possible financing or co-financing. The Employment Promotion for Poverty Reduction and the Jobs for Africa programme are clear examples. Mr. Trémeaud added that ILO-EU coordination in the field of social dialogue, given the importance of participation of civil society and particularly the social partners in the implementation of the EU's development programmes in Cotonou Agreement countries, would be welcome. The field of social protection would also be of interest to both parties as both share a common view and set of values based on the principle of solidarity. Finally, Mr. Trémeaud stated that the standards and rights elements of ILO work, based on the Declaration and IPEC, would be fields of coordination.
70. The Committee was also informed that some progress was made on the EU/UN Administrative Agreement and that practical solutions were being sought to the outstanding problems that would open the way for European funding of ILO activities.
71. On the funding from multi- and bilateral sources, he therefore welcomed the suggestions from the Netherlands representative to seek closer harmonization between donors on these matters.
72. In this context he also noted the importance of combining contacts between the central levels with contacts at country level between ILO offices and donor representations. To facilitate this, CODEV has been providing more information to ILO offices about different donor priorities.
73. In response to the request for the Office to set priorities for technical cooperation the Committee was informed that procedures were being developed to assign priorities for proposals from sectors and regions. Proposals would have to be clearly linked to the operational objectives of the Office and intersectoral and field/headquarters cooperation is strongly encouraged. Proposals would also be scrutinized for their relevance to the demands of the constituents and their contribution to national development plans such as the PRSP. At the moment both the Netherlands and the United Kingdom have agreed to work through these procedures and it was hoped other donors would follow.
74. Regarding setting of priorities at the national level, and based on the experiences of the decent work pilot programme in selected countries, new instruments were being developed which would identify the objectives and impact to be achieved in consultations with the constituents. There would be a clear link to the PRSP process and Mr. Trémeaud noted the necessary involvement of the social partners in this process.
75. In response to the request for more detailed information on the involvement of employers' and workers' organizations in the different ILO technical cooperation activities, Mr. Trémeaud stressed the fact that in the majority of ILO programmes there was a role for the social partners. He proposed to provide more information on this for the March report to the Committee.
76. Regarding the changes in the volume of programmes between sectors, the relative reduction in the Employment Sector was due to the perception of donors that in this specific area there were other players in competition with the ILO for funding. In the area of labour standards or social dialogue, on the other hand, the ILO had a natural

comparative advantage. However, the Office was taking action to influence the process and he noted the approval by Ireland of \$3 million worth of programmes in the Employment Sector.

77. On the same note he referred to the reduction in resources for Africa. This was certainly partly due to a number of crises in African countries. Mr. Trémeaud stressed that many interregional projects do cover a large number of African countries, but this is not reflected in the figures. In the next report the Office would try to provide detailed information on this. He noted that there were a number of recent excellent proposals for activities in Africa, notably one concerning Jobs for Africa which would be examined shortly. Moreover, the ILO was strongly involved with the New African Initiative coordinated by the OAU and the ECA. A meeting on employment and poverty reduction is being planned in Ouagadougou in April 2002. It is hoped these initiatives will result in additional technical cooperation activities.
78. Regarding the fluctuations for the Arab region, Mr. Trémeaud explained that this was due in large part to the fact that a large number of projects had finished at the same time while others were only starting. However, there was also the fact that the activities for Palestine had been delayed due to the ongoing difficult situation there. As for Europe, Mr. Trémeaud replied that it had been more difficult to attract donor funding, but he noted that there were encouraging new initiatives such as projects for the Declaration and IPEC, financed by Germany and the United States, as well as a French-funded programme on social protection.
79. A number of comments had been made about the recurrent unsatisfactory delivery rate. He reiterated the actions taken by the Office, and described new strategies that had been undertaken such as producing a manual on procedures and providing training to new officials and field staff. In addition, however, Mr. Trémeaud stressed that it was necessary to address the underlying causes for the delivery problem, notably decentralization. This would require a reinforcement of management and technical capabilities at the field level and Mr. Trémeaud asserted that the senior management of the Office was looking into ways to achieve this within the zero growth budget.
80. On evaluation and impact assessment, he confirmed the continued importance given to this by the Office. This should be seen in the context of the increased integration of activities financed from regular budget resources with those financed from extra-budgetary resources, which requires a common view and procedures for evaluation. Indeed he replied, the PROG/EVAL unit had been abolished and the responsibility transferred to CODEV. Transfer of resources to CODEV to enable it to take on the responsibility effectively would have to be reviewed. He informed the Committee that a major overhaul was taking place of evaluation systems and procedures. The Office was looking into the possibility that some donors could be interested in strengthening this work with some additional resources.

III. Further developments regarding technical cooperation activities in the United Nations system

81. Mr. Trémeaud, representative of the Director-General, indicated that the report placed before the Committee was intended to provide information on developments regarding operational activities in the United Nations system. At the outset, he sought guidance from the Committee as to whether it was justified to continue having separate reports on this

issue or whether the substance could be integrated into the annual report on technical cooperation.

- 82.** The Employer Vice-Chairperson, Mr. Hoff, on behalf of the Employers' group, fully supported the idea and proposed that, in future, the issue should appear as a chapter of the main report. Referring to the report at hand, he maintained that his group had always called for closer cooperation between the United Nations and the private sector. He expressed the need for a common resource mobilization strategy for the Office, involving the social partners. He expressed support for the ongoing consultations between the ILO and the UNDP on closer collaboration. He thanked the UNDP for its support to employers' organizations at country level especially in the field of HIV/AIDS.
- 83.** The Worker Vice-Chairperson, Mr. Agyei, thanked the Office for the informative paper and indicated that he would defer a decision on the proposal of having an integrated report after a discussion in his group.
- 84.** The Workers' group stressed the importance of further partnerships with other organizations in the United Nations system to attain better synergies and sharing of resources in the field of development cooperation. While regretting the erosion of UNDP funding for ILO programmes, Mr. Agyei noted with satisfaction that consultations between the ILO and UNDP had resulted in establishing specific linkages with the six core themes of the UNDP. Nonetheless, UNDP share of expenditure in the ILO has dropped dramatically. He was of the view that \$100,000 earmarked for the ILO to carry out joint flagship programmes was paltry and did not call for the high degree of optimism expressed in the document.
- 85.** Regarding the relationship with the World Food Programme, the Workers welcomed the key areas identified for further collaboration and hoped that there would be adequate consultations at national, regional and international levels. The group wished to be informed about the new ways of collaboration with WFP, especially about the direct involvement of trade unions.
- 86.** The Workers welcomed the wide acceptance of human rights and the rights-based approach to development as expressed by the United Nations Secretary-General. Mr. Agyei encouraged the ILO to contribute with its agenda of standards-based values and principles to foster sustainable development socially and economically, as well as capacity building of the social partners.
- 87.** The representative of the Government of Italy stressed the importance of the ILO's cooperation with other United Nations organizations. He stated that the ILO's work should be based on standards and employment and the Declaration and support for its objectives should be obtained through strategic alliance with UNDP and other international organizations. Referring to the initiatives undertaken by UNDP and ILO cooperation through the Universitas programme, he felt that it would be appropriate that the ILO made reference to that programme as the "best example" of inter-agency cooperation.
- 88.** The representative of the Government of Portugal stressed the strategic importance of maintaining dialogue with UNDP and the whole United Nations system.
- 89.** The representative of the Government of the Islamic Republic of Iran maintained that the high rate of unemployment was the root cause of many social catastrophes in Iran. Iran would like to receive more technical support from the ILO and was interested in designing new projects particularly on youth, women and international labour standards.

90. Responding to the issues raised, the representative of the Director-General, Mr. Trémeaud, indicated that the Office would take note of the comments made. He noted that the joint ILO/UNDP flagship programme should provide seed money for further development. He also informed the Committee that the ILO participated in the High-Level Committee on the Follow-up to the Millennium Declaration.

IV. On-the-spot reviews – Oral reports on Africa and Asia

91. Introducing the agenda item, Mr. Trémeaud recalled that two sets of oral reports for Europe and the Americas had been made during the March session of the Committee on Technical Cooperation. The reviews in Africa and Asia had been undertaken and oral presentations would be made on the findings. A meeting has been scheduled for 19-20 November 2001, where all the 12 members of the on-the-spot reviews will meet and share their experiences. The main findings would be reflected in the mid-term review on technical cooperation that had been called for by the International Labour Conference in 1999.
92. Ms. Lusenga (Government member of the team), speaking on behalf of the Africa team, reported on the findings of the on-the-spot review of a child labour programme implemented in the United Republic of Tanzania after a Memorandum of Understanding had been signed between the Government of the United Republic of Tanzania and the ILO.
93. The national action programme had three distinct phases. The first phase started with IPEC support to the Tanzanian Government and its social partners to develop and implement specific action programmes to protect working children leading to the eventual elimination of child labour. Capacity building of the implementing partners had been undertaken in the second phase and the third phase, which was still ongoing, aimed at withdrawing children from hazardous and exploitative work situations, rehabilitating them and placing them in schools.
94. The review team found that poverty was the source and consequence of child labour. Where children could not be withdrawn from the workplace due to much needed income, alternatives had to be devised to ensure that children were given an opportunity to attend school and to work in non-precarious situations. The team's opinion was that employment generation based on the decent work concept was the ultimate solution to the twin problem of poverty and labour and suggested that the forthcoming Global Employment Forum focus on Africa.
95. The review team had noted the general acceptance by all stakeholders that child labour was rife in the United Republic of Tanzania. The team had observed that there was political will to eliminate child labour. Education and training also played a vital role in advocacy and awareness campaigns. Sustainability was viewed by all stakeholders as critical and ILO projects needed to continue beyond the life cycle of funding. Sound rehabilitation plans, education, and income-generating projects were needed. Resource constraints were viewed as critical in preventing implementing agencies and stakeholders from effectively operating and monitoring progress. The on-the-spot team noted that when NGOs worked in collaboration with the social partners they proved to be a reliable partner in the fight against child labour. The lesson learnt was that each social partner should contribute to its area of expertise in order to avoid duplication of effort.
96. Ms. Sarmiento (Government member of the team) reported on the exercise in Asia which reviewed the South Asia and Viet Nam Project on Tripartism and Social Dialogue (SAVPOT), funded by the Government of Norway (1999-2002). The team chose to review

the case in Nepal. This four-phase project in Bangladesh, India, Nepal, Pakistan, Sri Lanka and Viet Nam aimed at facilitating the use of dialogue by building the capacity of institutions to cope with the pressures of globalization. Starting at the grass-roots level, it would subsequently be expanded into a national system. The project thus focused initially on various types of enterprises in each country. The dialogue was envisaged through both bipartite and tripartite channels.

97. SAVPOT aimed to: develop and profile innovative work and dialogue at the enterprise level; develop and support social dialogue at the national level, identifying where policy intervention could assist enterprise growth and workplace improvement; disseminate best practice and training; and increase the participation of women.
98. The review team observed that the SAVPOT programme in Nepal had met all objectives but the second. The team found a clear consensus that SAVPOT had been beneficial to all. Through the process of social dialogue there was now less ill will and a more genuine attempt to seek solutions to issues. The unions opined that through social dialogue they were able to improve workers' welfare and terms and conditions of employment. The employers were of the opinion that social dialogue had helped them reduce conflict at the workplace and increase productivity. The team found that the gender dimension had been taken into account and gender issues had been significantly advanced thanks to the joint efforts of the three major trade unions.
99. However, the team regretted that the structure in place for the implementation of the programme was confusing and it was difficult to understand the linkages among the various components such as the office of the Chief Technical Adviser, the ILO area offices and the technical advisers and experts. The team regretted that it had not been able to meet and discuss with the Chief Technical Adviser, since at the time no one had been appointed to replace the previous CTA.
100. Mr. Suzuki (Employer representative in the Asian team), highlighted the following for social dialogue at the enterprise level: the need for employers' willingness and determination to conduct a continuous intra-company activity for social dialogue; effort by the employers and workers concerned to genuinely develop and protect their autonomy and governance; a human-oriented systematic approach for intra-company communication enhancement; a balanced approach in the choice of agenda or issues for social dialogue; and strengthening of employers' and workers' organizations. He was of the opinion that a cautious strategic choice for the agenda of social dialogue needed to be made. There was a clear need to protect and develop the autonomy of employers and workers at the enterprise level, that it be free from any government intervention or any sort of "politicization", and for an effective transition to the self-governing phase. This autonomy enabled enterprises to survive and to contribute to society, and thus must be respected.
101. In conclusion, he stated that the ILO's quality input, coupled with a tremendous amount of goodwill, had gone into the grass-roots level and that affirmative acceptance and response from the grass roots had become visible and viable in the view of the on-the-spot review team. This experience by a member of the ILO Governing Body was something more than a piece of knowledge or mere perception of technical cooperation, but rather an enabling experience, in which the person had participated wholeheartedly. He therefore recommended that such on-the-spot reviews by Governing Body members should be continued, being of interest both to the Governing Body and the countries concerned.
102. Ms. Cornwell, Director of the Development Cooperation Department, mentioned for the record that it had never been envisaged that written reports of the on-the-spot reviews would be made available to the Committee on Technical Cooperation. As on the previous occasion, oral presentations had been foreseen. However, all the four reports would be

made available to the members who undertook on-the-spot reviews and were scheduled to meet on 19-20 November.

- 103.** The Employer Vice-Chairperson, Mr. Hoff, remarked that during the previous sessions of the Governing Body, the Employers had been preoccupied with the problem that the technical cooperation field was so vast and complicated that it was not easy to represent the Governing Body on the Committee on Technical Cooperation, to have a good grasp of the issues and to stake out new policies. Possible methods had been discussed of increasing the involvement of the Governing Body members and of giving them the opportunity to gain experience outside the context of the meeting room. Five years ago, certain Governing Body members had undertaken an evaluation of the multidisciplinary teams and the on-the-spot reviews had recently been initiated. He stated that the experiences gained by the members should be taken into account in order to improve the quality of the future work of the Committee on Technical Cooperation as such and to encourage new ideas.
- 104.** The Worker Vice-Chairperson, Mr. Agyei, informed the meeting that he had participated in one on-the-spot review team and the outcome had proved that it had been a wise decision to involve Governing Body members in such exercises, which gave first-hand access to information and the opportunity to make suggestions and improvements. With regard to the ILO working with NGOs, he commented that at times there were positive aspects to such arrangements, for instance regarding activities to eliminate child labour in the United Republic of Tanzania. Certain NGOs work together with the social partners, which is commendable. However, he stated that the ILO should not just work with NGOs to the exclusion of the social partners.
- 105.** Before concluding the deliberations on this agenda item, the Chairperson sought the Committee's approval for inviting the Vice-Chairpersons of the Committee on Technical Cooperation to participate in the on-the-spot review teams meeting scheduled for 19-20 November. This was approved.

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

- 106.** Introducing this agenda item, a representative of the Director-General, Mr. Tapiola, recalled that the ILO had set out to combat forced or compulsory labour as far back as 1930 through normative activities when the Organization adopted [Convention No. 29](#). In 1956, [Convention No. 105](#) was added to the Organization's labour code to guard against forced labour as a means of disciplining workers or strikers, punishing political opponents or minorities or obliging people to contribute to national development. These two Conventions were actually the most ratified fundamental Conventions. Yet, year after year, the Committee of Experts on the Application of Conventions and Recommendations had found that the laws and practices of a number of countries fell short of the Conventions' requirements. The Global Report for the 89th International Labour Conference, prepared under the auspices of the Declaration and entitled *Stopping forced labour*, concluded that the normative approach and supervisory mechanisms were necessary but not sufficient to eliminate forced labour. It suggested that a fully fledged technical cooperation dimension was needed for the ILO to tackle old and new forms of forced labour. The discussions at the June Conference, on balance, strongly endorsed the Global Report's analysis and suggestions. In line with the Declaration follow-up process, the Office had, in the paper before the Committee, taken matters further.

- 107.** Mr. Tapiola explained that the paper started off by informing readers about Declaration-related activities undertaken since November 2000 by the Office in general and the Declaration programme in particular. For example, table 1 indicated in which regions and which categories of fundamental principles and rights projects and programmes had been funded. The paper went on to summarize the major categories of forced labour that technical cooperation activities might focus on, as well as the means to use where there was political will to do so: awareness raising; studies and surveys; legislative reform, including effective application; measures designed to release and rehabilitate forced labourers or to prevent forced labour among poor or socially excluded groups, etc. Then the paper outlined what the Office had done so far to combat this phenomenon, notably through the International Labour Standards Department, the International Programme on the Elimination of Child Labour (IPEC), and the Social Finance Unit. But what each of them did on their own was not enough. To make a real dent into contemporary forced labour, the ILO's technical assistance needed to be more comprehensive, more visible and important, and more integrated and coordinated in its approach. To these ends, it was proposed that a special action programme to combat forced labour be established within the Declaration programme. Such a programme would need a minimum of regular budget funds to function and a maximum of donor support to achieve lasting impact. It would have to undertake international awareness raising; upon request, provide technical advisory services; and set up projects and programmes on recruitment, bonding, domestic work and trafficking that gave rise to forced labour. Overlapping would be avoided, and synergies would be sought.
- 108.** The Employer Vice-Chairperson, Mr. Hoff, referred to the Employers' group's observations made during earlier discussions on the Review of Annual Reports under the Declaration follow-up, and on the Global Report *Stopping forced labour*, which they hoped would be taken into account when setting priorities and action plans for assistance to member States. Their main points had been the promotional nature of the Declaration; its reference to the principles of the Conventions and not the Conventions themselves; and the main objective in ILO technical cooperation being to help member States to respect, promote and realize these principles. Promotion therefore should focus on creating a policy environment to eliminate forced labour. He referred to the eight types of forced labour distinguished in the Global Report and noted the Office's efforts in identifying technical cooperation in these areas. He emphasized the importance of political will to eliminate forced labour on the part of member States experiencing it, without which the ILO's technical cooperation efforts would be ineffectual. He encouraged the Office to assess the effectiveness of previous assistance provided in this area, inquiring whether it had measurable goals and objectives, and what criteria were used in setting priorities. Mr. Hoff indicated that in paragraph 9 the Office referred to employers' activities under the Global Compact as if they were part of the implementation of the Declaration rather than separate activities. Finally, he asked for an indication of how much of the funds made available for Declaration promotional activities had been channelled through workers' and employers' organizations.
- 109.** The Worker Vice-Chairperson, Mr. Agyei, welcomed the review of activities concerning the Declaration. He emphasized the need for the Committee to have full understanding of technical cooperation developments each year. Mr. Agyei welcomed the addition of two new donors. Referring to table 1, he acknowledged the efforts of the Office to balance its presence in different regions and encouraged the continuation of such efforts, asking how many of the programmes started in the previous biennium were still active. He appreciated the number of important events organized jointly with trade unions and ACTRAV with the support of MDT workers' specialists, in addition to other activities being undertaken independently by ACTRAV to promote the Declaration. He was pleased with the growing integration with other units both at headquarters and in the field, including the new training programme at the Turin Centre. While not agreeing with the paper's weak statement

regarding prison labour, the Workers' group strongly supported the idea of setting up a special action programme against forced labour. The programme should identify specific outcomes and clear targets. It should issue regular public reports – for example, annually, for the November meeting of the Governing Body. These reports should describe ILO initiatives, including data on the number of released and rehabilitated labourers and on the punishment of perpetrators. This would be a way to hold governments accountable and would raise public awareness in the countries concerned. Mr. Agyei hoped that over the coming three years the programme would review recent and current cases of forced labour so as to develop examples of good practices for ending forced labour in different circumstances. The ICFTU was already collaborating with specialized organizations on this issue. He remarked that there was no specific reference to the fact that domestic workers under forced labour conditions were almost exclusively migrant workers, mostly vulnerable irregular migrants. He indicated that it was not clear whether the ILO's Migration Branch was already addressing this category of migrant workers. He urged for priority to be given to independent national surveys to identify the total number and location of bonded labourers. These surveys should be disaggregated by sex, age and specific groups such as indigenous or other minority groups. Broad mapping and data collection should be undertaken in countries and regions where bonded labour had been reported but where its existence had not yet been acknowledged by the governments concerned. He called for explicit attention to the gender dimension of the problem and for awareness-raising campaigns targeting victims and perpetrators, emphasizing the illegality of the practice. Training schemes should be organized for officials and key members of the public, to increase understanding of the law and addressing the issue of corruption. Mr. Agyei acknowledged the importance of prevention programmes in the long term but emphasized the priority of release of those already in debt bondage. Bonded labourers should be encouraged to organize and link up with trade unions and rural workers' organizations. Land reform was essential to secure a basic livelihood for released bonded labourers and sharecroppers. Mr. Agyei called on the ILO to coordinate with other intergovernmental organizations such as UNICEF, WHO and UNDP. He stated that technical assistance should be provided to States in drafting legislation that complied not only with [Convention No. 29](#) but also with other ILO standards such as the Social Policy (Basic Aims and Standards) Convention, 1962 ([No. 117](#)), the Discrimination (Employment and Occupation) Convention, 1958 ([No. 111](#)), and the Indigenous and Tribal Peoples Convention, 1989 ([No. 169](#)). National and local action plans should be drawn for the identification, release and rehabilitation of bonded labourers and a comprehensive monitoring system established. Labour inspection services and the judiciary should also be strengthened. In conclusion, Mr. Agyei asked the Office to take into consideration these views and endorsed the point for decision in paragraph 40.

- 110.** The representative of the Government of Italy, speaking on behalf of the IMEC group, expressed the great concern of the group over the continued existence of traditional forms of forced labour as well as emerging new forms, such as those arising from trafficking of women and children. She recollected the innovative proposals that had been made during the discussion of the Global Report *Stopping forced labour* and indicated the expectation of the group that these would be further developed in the paper. Particular approaches of interest were: action plans to identify, release and rehabilitate forced labourers; monitoring the numbers of forced labourers freed; prevention measures at national level, including public information campaigns; and the prosecution of perpetrators. She emphasized the importance of a holistic approach, covering data collection, awareness raising, training, labour inspection and law enforcement, dissemination of good practices, as well as commitment by governments, social partners and international organizations. Cooperation between international organizations was essential for implementation of the action plan. She concluded by endorsing the approach adopted in the paper on behalf of the IMEC group, while requesting the ILO to address the needs identified through national and international research in this area and to make a better definition of attainable targets.

- 111.** The representative of the Government of South Africa, speaking on behalf of the African group, expressed praise for the paper but disappointment at its late availability. He noted the cross-cutting nature of forced labour involving all four strategic objectives of the ILO and hence the need for this problem to be addressed by technical cooperation in all sectors and not only in the Standards and Fundamental Principles and Rights at Work Sector. The African group endorsed the use of experience gained in IPEC through its global campaign and the time-bound programme approach as well as from countries that had already made efforts to eradicate forced labour. The group concurred with the ideas outlined in part IV of the paper, adding their hope that the Office would strengthen the capacity of MDTs and area offices to combat forced labour. The group supported the position of the Workers' group on increasing technical cooperation to increase countries' own institutional capacity to tackle forced labour, and concluded by strongly recommending that regular budget resources be made available for this important matter, rather than over-reliance on donor funds which cannot be accurately predicted.
- 112.** The representative of the Government of India emphasized the need for a holistic approach, with the participation of all constituents and social partners, for the elimination of forced labour across the world. She noted the various activities conducted by the Office in the context of the follow-up to the Declaration, including those conducted by ACTRAV and ACT/EMP, and by the Turin Centre. She agreed that political will on the part of the government concerned is the foremost prerequisite for effective elimination of forced labour. The promotion of the fundamental principles and rights at work should take place through national laws and practices, culminating in the ratification of relevant Conventions. She agreed also with the need for an integrated approach, encompassing legislation, awareness raising, identification, release and rehabilitation and impact evaluation. The special action programme proposed in the paper would give comprehensiveness to the ILO's activities in the field of forced labour, covering all population groups, forms of forced labour and regions of the world and involving inter-agency collaboration. The addition of a technical cooperation dimension to existing normative work was welcome. The delegate went on to describe the important measures under way in India to combat forced labour, emphasizing the Government's commitment to eradicate the problem. These included provisions in the Indian Constitution, ratification of both forced labour Conventions, domestic legislation and its implementation. The revised Bonded Labour Rehabilitation Scheme now provided for an enhanced rehabilitation grant, conduct of surveys by the state governments, awareness raising, impact studies, etc. In fact, the measures suggested in paragraphs 19-21 of the paper were already being implemented in India, in a frontal multi-pronged attack on the bonded labour system in that country. She concluded by expressing India's support for the point for decision in paragraph 40.
- 113.** The Government representative of Namibia acknowledged the comprehensiveness of the paper. It indicated that several projects were currently running in Asia with respect to domestic work under forced labour conditions while there were no programmes in Africa. Such programmes were needed for Africa where this practice was deplorable. She commended the approach of mapping the problem and carrying out tailor-made surveys. Referring to the Declaration activities in Niger that led to an awareness-raising programme at the community level, she encouraged the Office to continue down this track. Finally, she expressed her satisfaction that the special action programme to combat forced labour would not duplicate the existing efforts of IPEC with regard to child labour in the sex trade.
- 114.** The representative of the Department for International Development of the United Kingdom emphasized how seriously her Government viewed the development challenge posed by the persistence of forced labour in the world today, as both a cause and consequence of poverty. She agreed that different forms of forced labour required different

approaches and stressed the need for very focused and explicit objectives in action to eliminate it. She believed there was a strong need for transparency and international information showing where forced labour occurred, the policy responses of governments concerned and the measures taken by the ILO to address the situation. She welcomed the proposal to establish a special action programme, indicating that a body of knowledge, policy analysis and good practices for prevention, rescue, rehabilitation and viable alternatives for forced labour victims were essential. There was also a need for examples of punitive measures taken against perpetrators. She concluded by expressing her Government's support for the action plan on forced labour, building on the momentum established by publication of the Global Report. She urged the new programme to link closely with other agencies and governments that are meeting the challenge of eliminating poverty through pro-poor policy initiatives and focused actions.

- 115.** The representative of the Government of Japan, supporting the IMEC countries' statement, added that Japan had been promoting the ILO's core Conventions under the auspices of the 1998 Declaration, and that his Government would also make this clear in the LILS Committee.
- 116.** Japan appreciated the worldwide awareness raising and dissemination activities indicated in the paper. His Government itself had engaged in such activities, notably through several initiatives in Asia where, together with the United States, regional seminars had been funded in 1999 and 2000. Funds had also been made available for a forthcoming regional seminar on forced labour. He hoped that this collaboration with the United States would continue. The current economic downturn should not cloud the key importance of fundamental principles and rights at work. The Office had to be supported so that it could undertake technical cooperation activities and programmes.
- 117.** The representative of the Government of Mexico expressed full support for the Office's efforts regarding respect of fundamental principles and rights at work, notably forced labour. She stated that in June 1959 Mexico had ratified the Abolition of Forced Labour Convention, 1957 (No. 105), since when the requisite reports had been provided that indicated the Mexican legislation permitting full application of the Convention. She pointed out that article 5 of the Mexican Constitution stated that nobody could be obliged to render personal services without fair remuneration and without free consent, which was an impediment to forced labour. Concluding that no form of forced labour existed in Mexico, she said that she was surprised that her country was included in table 2 of the report and requested the Office to clarify the reasons for this inclusion.
- 118.** Mr. Wade (Employer member) encouraged IPEC in its current and foreseen activities against the worst forms of child labour and forced labour. He emphasized that, in his part of the world, child and forced labour happen mostly in rural areas due to climatic hazards that oblige populations to move from one region to another in order to find better living conditions. After reaffirming that employers should basically support governments determined to tackle these problems, the speaker recalled that at heart one was concerned here with the fight against poverty and help for those who stood on the sidelines – so that they could become economic actors.
- 119.** The representative of the Government of Benin thanked the Office and donor countries. While lending his support for the programmes and projects envisaged in the Governing Body paper, as well as for the point of decision, the speaker expressed the wish that the activities that had already been undertaken should be reinforced until they resulted in definite behavioural changes and the setting up of permanent structures capable of ensuring durability.

- 120.** The Government representative of the United States endorsed the IMEC statement. He commended the Office on its intent to coordinate and collaborate both internally and with the United Nations and other relevant agencies. He agreed that a special action programme could bring greater focus, cohesion and visibility to the ILO's efforts in combating forced labour. However, he mentioned that the proposal contained scant information on how the programme would further enhance the ILO's work to combat forced labour. For example, he questioned what types of "broader approaches and comprehensive activities" were envisaged. Whilst the document proposed that the structure and scope of the special action programme would be dictated by resource availability, he urged the Office to first identify needs and then secure funding to meet those needs. He suggested redrafting the performance indicators and targets on eliminating forced labour for the 2002-03 biennium, as they seemed to be targets for member States to achieve rather than for the ILO, as well as inclusion of measurable indicators such as the number of persons removed from forced labour situations. Finally he indicated his support for the point for decision in paragraph 40.
- 121.** Replying to the discussion, the representative of the Director-General, Mr. Tapiola, thanked members of the Committee for their critical and constructive observations, which would be taken into account in designing a special action programme that would provide added value through an integrated approach. The Office could not afford to pursue the same ultimate goals and to compete for the same donor funds through different units, but neither would it weaken existing ones. The Employer Vice-Chairperson had certainly been right in recalling the promotional nature of the 1998 Declaration. The future special action programme would not, as such, aim at further ratifications of [Conventions Nos. 29](#) and [105](#). Given the high level of ratifications, technical assistance would probably be rendered most of the time in countries that had already ratified one or both of these Conventions. Forced labour, where it resulted from trafficking, was today found in all parts of the world, in poor and rich countries alike. Still, at the outset the Office's technical assistance programme had to be realistic in what it should aim for; and then one would have to see how it might grow with time. Employer as well as Worker members had asked for information on the extent of Declaration-related activities that benefited their groups and whether their groups were directly involved in technical cooperation activities. While no precise figures could be given on the spur of the moment, paragraphs 8-9 of the paper mentioned, not exhaustively, activities carried out through ACTRAV and ACT/EMP, respectively. National and regional organizations of employers and workers benefited directly from projects that were aimed at strengthening their organizations as, for example, in East Africa, Indonesia and Ukraine. In all large projects, they were represented in tripartite project advisory committees which as a rule accommodated all trade unions. The Worker Vice-Chairperson's request for taking gender differences into account was justified and would be given full attention. As regards the query by the representative of the Government of Mexico, the reference in table 3 was based on the Global Report and the fact that trafficking had not spared this or any other country; but technical assistance for Mexico was not envisaged in this field. In response to the observation regarding performance indicators by the representative of the Government of the United States, Mr. Tapiola explained that the strategic budgeting approach required the Office to spell out more than the activities it wanted to engage in: it had to identify the changes that were to be brought about.
- 122.** Mr. Tapiola reiterated that no existing unit could be expected to provide the solution to forced labour on its own. Linkages and synergies had to be fostered within the ILO. The fight against forced labour had to be managed from the most comprehensive programme; and this programme had to cooperate with other international bodies active in this field. Finally, Mr. Tapiola thanked the two donors, the Dutch and the British Governments, who had already expressed an interest in supporting technical assistance designed to eliminate forced labour.

123. *The Governing Body may wish to endorse the approach outlined in document [GB.282/TC/5](#), and request that it be kept informed, through the Committee on Technical Cooperation, of the implementation of the activities proposed.*

VI. Oral report on the follow-up to the Thematic evaluation: ILO projects on training for employment (March 2000, [GB.280/16](#))

124. The Chairperson introduced the agenda item by recalling that at the March 2001 session of the Committee on Technical Cooperation, there was a request that the Office should report back to the Committee at its November session, responding to requests by members of the Committee for information and concrete action.
125. Mr. Aro, Director of IFP/SKILLS informed the meeting that, following the discussion of the Committee on Technical Cooperation in March 2001, IFP/SKILLS had established a technical cooperation mechanism and a support team to ensure quality in project design, monitoring and evaluation, as well as relevance, effectiveness and sustainability of training for decent work programmes and projects, in line with ILO constituents' needs.
126. Besides providing assistance, advice and technical support, a mechanism had also been put in place to ensure coordination and integration of technical assistance activities with other InFocus programmes and sectors, as well as to promote new programmes and projects.
127. Regarding social partners' effective involvement in IFP/SKILLS technical assistance projects and programmes, the Committee was informed that all ongoing technical cooperation programmes had been reviewed to ensure that social partners were fully consulted and involved in the designing, monitoring, implementation and evaluation of those technical assistance programmes.
128. Mr. Aro concluded by stating that the department had improved coordination and work with other InFocus programmes (e.g. IPEC) and sectors. Planning and coordination meetings had been held with the Turin Centre; joint programming had been undertaken within the sector and with the field structures.
129. In her response, Ms. Evans-Klock, Director of IFP/SEED, provided information on working with social partners, and developing new products and tools. In consultation with ACTRAV and ACT/EMP, IFP/SEED worked to support social partners' efforts to reach out and assist employers and workers in small enterprises, and to enhance the capacity of organizations of small enterprises and their workers to represent their members' interests, with full respect for the principles of independence, democracy and accountability, and to cater to their members' needs for relevant and adequate business services.
130. IFP/SEED invited and encouraged the social partners to become involved in its technical cooperation projects to promote entrepreneurship, good management, and job quality in small and micro-enterprises. It had trained employers' organizations and labour unions to provide relevant support services to their member workers or enterprises.
131. IFP/SEED was continually designing new training tools and adapting existing ones to improve long-term employment impact based on the experience gained in technical cooperation projects. Over the previous six months, new training tools and modules had been designed or tested on: promoting job quality and upgrading working conditions in micro-enterprises; designing radio and television programming that targets small

businesses; combating child labour through small enterprise development (in coordination with IPEC); assessing the policy environment for small business start-up and growth (with the Turin Centre as part of a technical cooperation project in francophone Africa); contracting small enterprises to provide municipal services, as a means of creating more decent jobs in the context of local development; and designing and promoting appropriate health- and life-insurance products that micro- and small enterprises could use in extending benefits to workers (with the Social Finance Programme and with STEP). A key question was how one could be confident that those projects and tools indeed contributed to the quantity and quality of employment opportunities for people in search of decent work. IFP/SEED was attempting to design cost-effective methods of measuring employment impact of technical cooperation projects. Since March, pilot testing of various methods had begun in Bulgaria, Papua New Guinea, Sri Lanka, Uganda and Viet Nam with the aim of learning from those pilot cases how to establish effective assessment methods as routine components of future projects.

132. Mr. Lenglet, Director of the Training Department, Turin Centre, stated that closer association between the ILO and the Turin Centre was one of three strategic directions in the Centre's current Five-Year Development Plan. As a result of working with the ILO's four sectors and regional structures, there was a growing number of joint products like projects, courses, activities and training packages, and an increase in the number of ILO staff that participated in the Centre's activities, either as resource persons or participants.
133. With the conviction that training, whether as a stand-alone activity or as part of a technical cooperation project, should be responsive to the conditions, concerns and needs of those who wish to be trained and wish to learn, the Centre ensured that the content and method of training were appropriate for and adapted to the background and expectations of the participants and their organizations. Consequently, all the stakeholders (participants, their organizations, and the sponsors) were actively involved in the design and implementation of projects and activities.
134. An objective of the Centre was to enhance the involvement of social partners in training activities. The Centre had a long-standing Programme for Workers' Activities with ACTRAV, and a more recent Programme for Employers' Activities, with ACT/EMP. Both programmes had advisory committees that reported to the Centre's Board. Conscious of the fact that few workers' and employers' organizations had the financial means to fund the participation of their representatives in the Centre's activities, the Centre had established a special fund.
135. Mr. Lenglet stated that the Centre was starting a series of pilot projects in order to develop networks of former participants in the five regions, in the belief that former participants, or alumni, could be excellent ambassadors for the Centre and for the ILO at large. One example of such an association *in statu nascendi* was the Spanish-speaking alumni network in industrial relations, which was being developed and strengthened in collaboration with a number of Latin American, Spanish and Italian universities.
136. As a matter of course, the Centre used new information and communication technologies in all its activities. Many of the Centre's activities had web pages, which were used to create a level playing field among the participants before they come to the course. The same web page was used for keeping in touch with the participants, and the participants among themselves, after the course was over.
137. Access to the Internet would remain unreliable and costly for some time to come; the Centre was developing the so-called Internet Course Reader. This computer application allows the learner to connect to the Internet for a brief moment, to download all the

required courseware, disconnect, do the homework, and reconnect again for a brief moment for sending off homework, emails, etc.

- 138.** The Centre had some very successful Internet-based courses that explored the potential of the interactive nature of the Web to the fullest. This is the case, for example, in its net-based network on local development, DelNet. It started three years ago in Latin America in Spanish. Now it also exists in Portuguese. It is in the process of developing an English version for Kosovo.
- 139.** Mr. Lenglet stated that the Centre was continuously striving to improve its training design and effect through the systematic use of standard end-of-course evaluation questionnaires. The Centre, its Board and sponsors believed that more should be done to assess the longer term effect or impact of the activities on the performance of the participants themselves or on the performance of their organizations. This was one of the objectives of the current development plan.
- 140.** The Employer Vice-Chairperson, Mr. Hoff, stressed the importance of the employers' organizations' interests being taken into account. While appreciating the honest responses received, he questioned the extent to which lessons learnt were actually taken into account when new projects were developed. He called for more discipline and a precise checking mechanism to assure the incorporation of the lessons learnt in the new programmes. Speaking about transparency, Mr. Hoff indicated that at times he had found it difficult to get hold of evaluation reports as they had been stamped as "secret" or "for limited distribution only". He concluded by stating that the ILO should not be afraid of making these reports public.
- 141.** The Worker Vice-Chairperson, Mr. Agyei, appreciated the presentation on the initiatives on training for employment and highlighted the importance of programme sustainability and evaluation. Satisfaction was expressed on the synergies between the ILO and the Turin Centre and the increasing use of information technology and distance learning in the activities of the Centre.

VII. Other business

- 142.** Mr. Hoff raised the need for the Vice-Chairpersons to be present in Geneva from the first day of the Governing Body sessions. He pointed out that as per present arrangements, they only arrived in time for their committees. This limited the scope for their conducting consultations with the groups and in preparing for the Committee meetings. He indicated that the two groups would need to follow up on this matter, as well as on the issue of having the Vice-Chairpersons of the Committee attend the IPEC Steering Committee.
- 143.** Mr. Agyei was also of the same opinion and added that their presence from the beginning would also permit them to attend the IPEC Steering Committee meeting.
- 144.** In his concluding remarks, the Employer Vice-Chairperson, Mr. Hoff, expressed satisfaction with the discussions and the outcome of the meeting. He suggested that the report of the Committee that will go to the Governing Body be concise, having extracted the essentials, and presented for necessary decisions.
- 145.** The Worker Vice-Chairperson, Mr. Agyei, in his concluding statement appealed for early dispatch of Governing Body documents so as to reach the members before they left for Geneva.

- 146.** The Chairperson informed 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 next meeting.

Geneva, 13 November 2001.

Point for decision: Paragraph 123.