



FIFTEENTH ITEM ON THE AGENDA

**Report of the Committee on  
Technical Cooperation**

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1. The Committee on Technical Cooperation met on 11 and 12 November 2002, chaired by Mr. Aboye (Government, Ethiopia). The Employer and Worker Vice-Chairpersons were Mr. Sanzouango and Mr. Attigbe, respectively.
2. The Committee had the following agenda items:
  - The ILO's technical cooperation programme 2001-02;
  - Further developments regarding technical cooperation activities in the United Nations system;
  - On-the-spot reviews of selected technical cooperation projects by members of the Governing Body: Options for discussion;
  - Report of the Steering Committee on IPEC – Oral presentation;
  - Other questions.
3. At the suggestion of the Chairperson, and with approval of the two Vice-Chairpersons, it was agreed that, given the commonalities and overlaps in the issues covered, the first two agenda items would be covered together.

## **I. The ILO's technical cooperation programme 2001-02**

## **II. Further developments regarding technical cooperation activities in the United Nations system**

4. A representative of the Director-General, Mr. Trémeaud, introduced the Office reports<sup>1</sup> for these items. He indicated that the reports did not attempt to describe or list all the active technical cooperation projects but focused on new developments, lessons learnt and the way ahead.
5. Mr. Trémeaud informed the meeting that, in terms of volume of technical cooperation, there had been a number of positive developments since the last reporting period. The overall level of expenditures had increased by 34 per cent. As for individual sectors, there had been increased expenditures in the Fundamental Principles and Rights at Work Sector, and a slight decline in the Employment Sector; the other sectors had maintained their levels of the previous year. Despite some reduction, Africa continued to be the region with the largest share (27 per cent of total expenditures). The delivery rate had increased to 63 per cent.
6. Approvals had increased to US\$156 million, almost all of that in multi-bilateral trust funds. There was a pressing need to further diversify the sources of funds over a wider range of donors, exploring opportunities with the regional banks, the European Union, the private

<sup>1</sup> GB.285/TC/1 and GB.285/TC/2.

sector, etc. Furthermore, the Office should be developing new and high-quality programmes to continue attracting extra-budgetary funding.

7. Referring to the integrated framework for strategic planning and programming in the Office, Mr. Trémeaud underlined the challenge of bringing together the needs and demands of the constituents with the priorities of the donors. The Office was implementing mechanisms to allocate resources in line with the priorities set by the programme and budget and was putting in place the monitoring and evaluation systems needed to ensure impact and accountability.
8. Within the larger context of development cooperation, the ILO was actively engaging in the poverty reduction strategy paper (PRSP) process. While facilitating participation of the social partners in the design and monitoring of the PRSPs, it had pushed for an employment focus as a major route out of poverty. As regards the Millennium Development Goals (MDGs), the ILO would be contributing, with its Decent Work Agenda, to the attainment of the MDGs through action at the national level. Participation in the United Nations Development Group (UNDG) had allowed the Office a better insight into the ongoing United Nations reforms, particularly regarding the implications at the country level. Beyond agreements on common procedures, there was still a need to ensure that the respective mandates of UN agencies were better aligned and internal competition for donor funding reduced.
9. The Employer Vice-Chairperson, Mr. Sanzouango, commended the Office for preparing high-quality documents which reflected the wishes of the Committee. In commenting on the strategic objectives, he stressed that the ILO's approach should be tripartite in all its technical cooperation activities. The activities, not only of ACT/EMP and ACTRAV but also of all other departments, should reflect the needs of the social partners, articulated at the national and regional levels.
10. He noted the decline in UNDP funding and the reliance on multi-bilateral donors, which could entail a risk of the ILO's programmes being donor-driven. The ILO should broaden its resource base, and he inquired about progress in reaching an agreement with the European Union and the Asian Development Bank. Since most of the technical cooperation projects were now funded by extra-budgetary sources, he called for proper consultations between the donors and beneficiaries to ensure that the needs of constituents were taken into account in project design and implementation.
11. With regard to approvals per sector, he noted that those for sector 1 were on the increase from 26.2 per cent in 2000 to 30.6 per cent in 2001. He regretted the decline in approvals for the employment sector, which was a priority for the Employers' group.
12. With regard to the ILO's field structure, he requested more information on the composition of technical specialists in the multidisciplinary teams by sectors. It was important to ensure that specialists corresponded to the needs of the subregions. It was encouraging that the delivery rate had increased, albeit not across the board. For example, as regards HIV/AIDS, the rate was still low by contrast with the increasing need for ILO assistance to address the growing demand in this area.
13. Commenting on the TC/RAM allocation exercise, he was of the opinion that there was a risk of insufficient involvement of the social partners and that their needs would not be sufficiently taken into account. The Bureaux for Employers' and Workers' Activities therefore needed more direct access to negotiations with donors. He thanked ACT/EMP for its work aimed at responding to the changing needs of employers' organizations. He welcomed the fact that the ILO had now joined the UNDG, which would provide opportunities for it to ensure that the social partners were involved in the programmes of

the UN system. Of particular importance were the IMF/World Bank-driven PRSPs. He called for greater ILO visibility in these programmes and for the social partners to be supported so that their concerns would be reflected.

14. The Worker Vice-Chairperson, Mr. Attigbe, supported the Employers' statement and welcomed the efforts of the Office to improve the format and content of the technical cooperation reports. He wished to see, in future reports, a section on the impact of the Technical Cooperation Programme on the ILO's constituents in different regions. That would allow the Office to measure the evolution and impact of its technical cooperation.
15. The new evaluation framework and the strategic budget should lead to important changes in the project cycle, from the decision-making process, through design, planning, resource mobilization, implementation and monitoring, to evaluation of the programme in the context of increased involvement of the tripartite constituents.
16. The Workers' group requested the Office to ensure the systematic participation of ACTRAV and ACT/EMP in the technical cooperation activities of the four technical sectors of the ILO, and to highlight that participation in the technical cooperation reports.
17. The ILO should consolidate its integrated approach by mainstreaming poverty reduction and decent work deficit issues in its programmes, while reinforcing the MDGs. Follow-up was required on the resolutions adopted at the 90th Session of the International Labour Conference on the informal economy and cooperatives.
18. He regretted that the expenditures for African countries, particularly the least developed countries (LDCs), were down by 1.4 per cent. He asked for the next reports to give precise information on the regional distribution of the interregional programmes, to enable the Committee on Technical Cooperation to evaluate the different expenditures per region. The existing data did not give a clear picture of the proportion of fund allocations to the different programmes in NORMES, or address HIV/AIDS and poverty reduction matters. Currently the two big programmes, IPEC and DECLARATION, constitute the bulk of the extra-budgetary resources allocated to the Standards Sector. Furthermore, he hoped to see an increase in technical cooperation in the Arab States.
19. With regard to NORMES, he congratulated Saudi Arabia for the adoption of a law allowing workers to organize. However, that did not mean that freedom of association was fully respected in the Arab countries. It was important to continue the follow-up on the participation of constituents in the Declaration programmes.
20. With regard to employment, he pointed that participation of workers in such programmes was not mentioned in the reports. He also stressed that the Office should now develop concrete actions on poverty reduction instead of getting involved in new analyses. Not enough projects were implemented in French-speaking Africa. On social protection, he regretted that this Sector had preferred to work with NGOs often without consulting workers' organizations. In his view, the Office should continue its efforts not only to combat HIV/AIDS in Africa, but also to combat the problem in Asia and CIS countries. On social dialogue, he encouraged ACTRAV to continue to develop important long-term programmes on the PRSPs, the informal economy and social economy. He was of the opinion that there was still too little participation by the social partners in the activities of the Turin Centre. He asked the Office to take the necessary measures to remedy that situation.
21. He welcomed the partnership of the Office with other organizations but wished to know more about actual relations with the UNDP and the World Food Programme (WFP). The ILO contribution to the MDGs had to be reinforced to ensure that the fundamental

principles of the Decent Work Agenda were mainstreamed in the MDGs. The participation of the development actors, including the tripartite constituents, at the national level was very important to secure the country ownership of the MDGs.

22. Finally, he commended the Office on the high quality of the technical cooperation reports. He authorized that it would be important in future technical cooperation reports to add a chapter on clear aims, objectives and results of indicators in the framework of the ILO's strategic objectives.
23. The representative of the Government of Italy, speaking for the Industrialized Market Economy Countries (IMEC), commended the efforts of the Office for producing information on its technical cooperation programme under a clearer format than in previous reports. However, IMEC would have liked to have more information on concrete results of technical cooperation projects.
24. The group had noted with interest the shift in technical cooperation funding following the adoption of the Declaration of Fundamental Principles and Rights at Work. IMEC would like to see stronger linkages between debates at the International Labour Conference and technical cooperation activities, and the group would welcome information on how such linkages could be strengthened.
25. IMEC was pleased to see overall improvements in the delivery rate. The group requested the Office to produce a report examining the issue in more detail and analysing the significant variations registered in delivery rate by field of activity.
26. The group had taken note, with some concern, of the reduction in the LDCs' share of total technical cooperation expenditure, and requested further information on the level of resources allocated for poor countries. The group considered that considerable work had to be done if the ILO wished to contribute to the PRSP process and to the attainment of the MDGs.
27. IMEC welcomed the attention devoted to technical cooperation in areas of labour statistics and labour market information for effective labour administration, and suggested that this approach be extended to all regions. IMEC further requested a chart that would set out the field structures including all field offices, as the group was confused by the explanation provided by the ILO in the current document.
28. The group praised the efforts made to improve the ILO's monitoring and evaluation system. IMEC was interested in having a broad discussion on the way the Committee on Technical Cooperation could better contribute to designing guidelines and monitoring the implementation of ILO technical assistance activities.
29. The representative of the Government of South Africa, speaking on behalf of the African group, expressed concern at Africa's shrinking share in total technical cooperation expenditure and the decline in the share of UNDP and the United Nations Population Fund (UNFPA), major strategic development partners, as sources of funds. He urged the Office to do whatever was necessary to reverse those trends.
30. He stressed the importance of employment for the region, and regretted that the shares of expenditure and approvals in this field were shrinking. He also urged the Office to strengthen employment resources in the MDTs.
31. He welcomed the positive trend in expenditure on social protection, given that many countries had yet to put social security systems in place and in view of the challenges posed by HIV/AIDS. In that respect, he reiterated the priority for the region of the Platform

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of Action on HIV/AIDS in the world of work adopted by the Abidjan Regional Meeting, and expressed appreciation for the progress made by the ILO in addressing this challenge.

32. The speaker welcomed the work done by the ILO on PRSPs in Africa. He encouraged the Office to continue with the integration of decent work into the process and to pursue its efforts to promote social dialogue in other institutions such as the World Bank and the IMF. He appreciated the cooperation between ILO and other UN agencies.
33. Lastly, he noted the work of the Office in identifying links between the work of the World Commission on the Social Dimension of Globalization and the achievement of the MDGs. He hoped that the merging of MDTs with area offices would not in any way be disadvantageous to the constituents in the African region.
34. The representative of the Government of Kenya noted with appreciation that ILO technical cooperation expenditure had increased. He welcomed the fact that technical cooperation funding for the African region and for the LDCs continued, an example of the ILO's commitment to realizing its four strategic objectives in the region. The ILO was to be commended for the improved delivery rate.
35. It was a matter of concern that approvals from UNDP and UNFPA continued to decline. Praising the work of the ILO in each of the four strategic sectors, he said that the fight against HIV/AIDS was the top priority for the African region. The Kenyan delegation hoped that the ILO would lend its authority to the efforts of developing countries to bring pressure to bear on pharmaceutical firms to exclude anti-retroviral drugs from the patenting system under the World Trade Organization's Trade-Related Aspects of Intellectual Property Rights (TRIPS), in order to promote the affordability and accessibility of those drugs to millions of people living with HIV/AIDS.
36. The representative of the Government of Kenya commended the ILO for its support to the "Red Card Against Child Labour" campaign during the 2001 African Cup of Nations, and the Turin Centre for carrying out a large volume of training operations and projects services for the benefit of the entire ILO tripartite constituency. Finally, he called on the ILO to play a more visible and active role in assisting the continent of Africa in the implementation of the New Partnership for Africa's Development (NEPAD).
37. The representative of the Government of Germany noted that, while the battle against child labour was an important one, it was also important to promote the implementation of other ILO core labour standards.
38. In addition, the ILO needed to intensify its involvement and role in the PRSP process. The ILO could replicate the successful achievements of the first PRSP pilot countries, and it was also essential that the ILO actively engage the social partners in the process.
39. The representative believed that quality management and evaluations were essential tools, since the ILO was not the only organization with a substantial portfolio of technical cooperation programmes. She also stressed the importance of evaluations as a means of informing parliaments and the general public on the achievements and impact of ILO technical cooperation.
40. The representative of the Government of India expressed his appreciation for ILO guidance and assistance to national governments of developing countries in generating employment, and hoped that the ILO could develop synergies between government resources and ILO concerns in employment generation. He suggested that the ILO should take appropriate action to provide more assistance to the LDCs, and believed that it should make more efforts in resource mobilization. He concluded by stressing that the ILO needed

to adopt a strategy to lessen the negative social impacts of globalization and economic restructuring.

41. The representative of the Government of the Libyan Arab Jamahiriya endorsed the statement made by the African group. He appealed for an increase in the technical cooperation programme for Africa in view of the increasing challenges faced by the region. He pointed out that the Libyan Arab Jamahiriya was currently not receiving technical cooperation from the ILO, and requested that special attention be paid to the issue. Finally, he proposed that further coordination be sought between the Arab Labour Organization and the ILO.
42. The representative of the Government of Norway welcomed the increased delivery rate but pointed out that the delivery level remained among the lowest among the UN agencies. She noted the decline in technical cooperation for Africa and the LDCs, and urged the ILO to reverse this trend. She pointed out that Norway was committed to allocating a minimum of 40 per cent of its multi-bilateral assistance to LDCs.
43. She welcomed the ILO's membership of the UNDG, which should facilitate better coordination and division of roles and responsibilities, notably with respect to the MDGs. In that regard, she called for the ILO to demonstrate more clearly how it could support MDGs, and requested that the ILO in future provide more detailed information as to how technical cooperation could be considered in the context of MDGs. She welcomed the proposed linkages between the World Commission on the Social Dimension of Globalization and the MDG Millennium Project.
44. Mr. Anand (Employer member) noted with concern the decreasing trend of UNDP and UNFPA-funded technical cooperation, but he was even more concerned that these institutions were building their activities' network independently of the ILO's social partners; that tendency, if not checked, would weaken tripartism. He stressed that the prerequisites of employment promotion were technical training and skill development linked to well-focused programmes. He welcomed the efforts of the Bureau of Employers' Activities to develop joint activities with workers' organizations. Regarding the Turin Centre, he called for regionalization and decentralization of training activities and improved coordination between the Centre and the ILO Institute. Lastly, he called for increased technical cooperation for South Asia.
45. The representative of the Government of Mali expressed concern regarding the decline in technical cooperation for Africa and the LDCs, and requested a more detailed system for assessing the share of interregional technical cooperation programmes and projects across different regions. He welcomed the increasing delivery rate of the Office. Mali had benefited from major technical cooperation programmes (DECLARATION, employment promotion, the "Red Card Against Child Labour" campaign, etc). In addition, he called for the wider involvement of child labour programmes in the informal economy.
46. With regard to the operational implementation of the Global Employment Agenda, he requested that, in addition to the creation of new products, greater visibility be given to existing ones. On social protection, he called for more programmes to combat HIV/AIDs and for the extension of social security. Finally, regarding social dialogue, he requested that it be further consolidated as a priority among the traditional social partners.
47. Mr. de Arbeloa (Employer member) noted the importance of the Turin Centre and the Centre's much-appreciated collaboration with subregional training institutions. He noted the increased number of participants in the Centre's training programmes, as well as the fact that the Centre's activities were well aligned with the ILO's strategic objectives. He called for the strategic use of constituents' needs and priorities in the development of

future programmes. He finally expressed the hope that the financing of the Centre would be reviewed and that additional donors would support it.

48. Mr. Mahan Gahe (Worker member) pointed out that the largest share of technical cooperation funds was used to pay experts, very few of whom originated from developing countries, especially from Africa. He urged the Office to try to correct this trend. He also underlined the importance of international labour standards in the context of a globalized world and the critical role the Office must play in that respect. He welcomed the ratifications of Conventions Nos. 87 and 98 by several Arab countries, as well as the important work carried out by IPEC and by the PRODIAP programme in French-speaking Africa. He also pointed out the role of women in development, and encouraged the Office to further reinforce its collaboration with international financial institutions with respect to poverty reduction strategies.
49. The representative of the Government of the United States endorsed the views expressed by the representative of the IMEC group. Improvements in the Office's delivery rate were noted with satisfaction. She requested more details on the ILO's role in the UNDAF process and in the implementation of MDGs. With regard to the work related to UNDG and the MDGs, she highlighted the importance of carrying out those tasks within the framework of the ILO's four strategic objectives.
50. The representative of the Government of Barbados, speaking on behalf of the Caribbean subregion countries, highlighted the importance of technical cooperation projects relating to social dialogue and social protection. She noted the fact that the ILO was raising awareness among the donors on the social protection issue in Latin America, and hoped that more attention would be given to the subregion. In the light of the prevailing situation in the subregion, she also underlined the particular need to help address the HIV/AIDS problem.
51. Ms. Brighi (Worker member) expressed concern on the decreased contribution from the UNDP. She was concerned that it would mean that some countries not selected by major donors for technical cooperation activities would not be covered at all by the ILO's technical cooperation.
52. She noted that international labour standards received the smallest part of the regular budget expenditure for technical cooperation. She urged the Office to take steps to improve resource mobilization and ensure full involvement of the social partners. She called for full support for activities relating to the issue of forced labour in Myanmar. She expressed satisfaction with the agreement recently signed between the Asian Development Bank and the Office, and welcomed the activities that were to be implemented in Asia as a result of it.
53. Regarding the Turin Centre, she called for activities in favour of international labour standards and the strengthening of workers' organizations. She also stressed the need for close integration of regular and extra-budgetary funded activities of the ILO. She finally urged the Office to continue working in crisis situations in Afghanistan, the West Bank and Gaza Strip, Myanmar, Belarus and Colombia, and other areas.
54. The representative of the Government of China noted with satisfaction the progress that had been made in technical cooperation programmes on the elimination of child labour and poverty alleviation, but expressed concern at the decline in expenditures on activities in those areas. He emphasized the emerging importance of the activities related to social protection in the context of the informal economy. The Office was requested to support the implementation of such activities in line with the Memorandum of Understanding signed by the ILO and the Government of China in 2001.

55. In response to the deliberations of the Committee, Mr. Trémeaud, a representative of the Director-General, said that the Office would be following up directly with some of the Committee members on certain specific questions for which no immediate response could be given or which demanded more detailed replies. With regard to the rest, he made a number of observations centred on the major issues that had been raised.
56. He said first that the emphasis in the present report had been on recent trends, lessons learnt and assessments of the outcomes of activities on the ground. Efforts would be made in the future to also include forward-looking trends, as suggested by the present Committee.
57. On tripartism, he said that the Office was fully aware of the constant challenge to match the needs of the constituents with the possibilities of programmes attracting extra-budgetary funding. To ensure that the concerns of constituents were taken on board, ACT/EMP and ACTRAV had been systematically associated with the regular donor meetings and had also been asked to assist in the review of TC-RAM proposals.
58. Regarding the management of technical cooperation, he informed the Committee that delivery rates were monitored on a monthly basis and follow-up action was discussed with the Senior Management Team on the basis of quarterly performance reports. With regard to the evaluation systems pertaining to technical cooperation, it was treated in a separate document to be presented to the Governing Body (PFAC) during its present session. The document would propose an overall system, including evaluation of technical cooperation. He believed that this was a very important subject and the question of resources required to implement the proposed system needed be clearly addressed.
59. With respect to interregional projects in Africa, he noted that Africa still held the greatest number of existing interregional projects – 20 per cent as compared to Asia's 16 per cent. Africa remained the main focus for technical cooperation and the Office was positioning itself for further growth by aligning its own programme at the regional level with the priorities of the New Partnership for Africa's Development (NEPAD). Through programmes such as Jobs for Africa, extra-budgetary funding could also be channelled to proposals directly supporting Africa's development. Having said that, the Office regretted the limited resources flowing to LDCs. Part of the explanation was that despite the concrete proposals put forward by the Office on the occasion of the Third United Nations Conference on Least Developed Countries in May 2001, in Brussels, little additional donor funding targeted at LDCs had been made available. However, he noted that some of the comments made in the meeting by representatives of donor countries might signal an encouraging message.
60. He confirmed the rapid reduction in the number of technical cooperation staff, who were progressively being replaced by national coordinators. Several donor countries had expanded their associate expert programmes to include individuals from developing countries.
61. PRSPs constituted an important framework for ILO action at the country level. The Office was preparing a source book with guidance on decent work-PRSP linkages, and had provided capacity and resources to field offices to be engaged closely in the process. Nepal was cited as a promising example, with a pooling of regular budget and donor contributions. The Office had set up internal coordination mechanisms to maximize the impact it could make. He pointed out that a similar effort on MDGs had been made, with the Office participating at the global level in the United Nations Expert Groups as part of the Millennium Project and also through the elaboration of indicators linked to the Decent Work Agenda. One entry point for the ILO was on poverty reduction, with employment being put forward as a major route out of poverty. He had had a discussion in July with

Professor Jeffrey Sachs to raise the profile of the ILO and employment in that Agenda. At the country level, the Office would take part in the United Nations Country Team efforts regarding MDGs. Furthermore, CODEV was screening proposals for their stated contribution to MDGs. Part of this was the active collaboration of the Office, through the ILO/AIDS programme, with UNAIDS, for example in Ethiopia and Madagascar. The Office's focus was on AIDS in the workplace and the involvement of social partners, which constituted a real added value recognized by United Nations partners.

62. On resource mobilization, Mr. Trémeaud explained that the decline in UNDP funding of ILO projects was a result of the decrease in the UNDP's core resources, as well as the UNDP's policy of national execution. That was not likely to change in the near future. He thus stressed the need for a new type of partnership with the UNDP, where the technical teams in the field (the ILO's MDTs and the UNDP's Subregional Resource Facilities) could also engage in further dialogue.
63. Responding to discussions about IPEC and DECLARATION, he said that in 2001, 80 per cent of the total technical cooperation expenditure in sector 1 went to IPEC, 15 per cent to DECLARATION and only 5 per cent to the other programmes in that sector.
64. Mr. Trémeaud pointed out that other sources of funds had also been tapped, for instance, a number of projects were under preparation for funding by the Asian Development Bank, with whom the ILO had signed an agreement in May 2002. Programmes on employment and skill development in Nepal and Cambodia were under discussion. Bidding processes was another new area where the Office was developing experience, for instance, for American funding for IPEC, DECLARATION or IFP/SKILLS. In this area, the Office could draw upon the existing experience at the Turin Centre.
65. Mr. Trémeaud pointed out that in addition to the technical cooperation programme, financed from extra-budgetary resources and from the regular budget, that was discussed in the Committee, there was also the wide array of advisory services provided by the technical teams in the field and mainly financed from the regular budget.
66. Regarding the World Food Programme (WFP), he stated that there would no longer be a separate unit at headquarters financed by WFP. However, future collaboration would be based on mutual consultation at the field level
67. Regarding the field structure, a review now completed would lead to a more coherent and streamlined structure in the near future, clearly outlining the respective roles and responsibilities. The composition and size of the technical teams would be aligned with the needs in each subregion. The proposals for the 2004-05 programme and budget presented to the 286th Session of the Governing Body would provide an overview of this point.

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

68. The Chairperson introduced the agenda item and the report,<sup>2</sup> recalling earlier decisions of the Governing Body to carry out on-the-spot reviews, reports of which were discussed at

<sup>2</sup> GB.285/TC/3.

several meetings, and recalling that proposals had been made for the Committee to review past experience in order to decide the best way forward.

- 69.** The Employer Vice-Chairperson recalled the historical unanimous support of ILO constituents for the issue. He favoured continuing those reviews and highlighted four positive aspects linked to them: they provided deeper insight into projects and operations; the tripartite nature of the visits was an important tool for a common approach to technical cooperation projects; beneficiaries both from headquarters and from the field had welcomed these visits, which raised the visibility of the work of the Committee; and, as a result, strategic action by the Office was increased. He suggested ways of improving the future work of the reviews: maximum information should be provided to the evaluators before their departure, costs should be limited, and ways of improving reporting arrangements to the Governing Body should be investigated. Finally, the ILO could well base its action on UNDP and UNICEF experiences, as outlined in Appendix 2.
- 70.** The Worker Vice-Chairperson stated that the two options of continuing with on-the-spot reviews and having interactive meetings with regional directors were not mutually exclusive. He suggested combining both, thus maintaining the positive aspects of on-the-spot reviews while improving the impact of the exercise by involving regional officials and linking them to thematic evaluations. The opportunity that would be available for coordination with the United Nations at country level, within the MDG approach, could be developed. Financial aspects should be considered in order to keep costs to a minimum.
- 71.** The representative of the Government of Italy, speaking for IMEC, reiterated the preference for regular briefings by regional directors. She pointed out that the main question was how the Committee on Technical Cooperation could be organized to give the best support and direction to the secretariat for developing technical cooperation strategies. This implied seven necessary elements: a more interactive discussion within the Committee; more information on activities at country and regional levels; the integration of ILO activities into national decent work plans that fitted into the wider United Nations assistance frameworks and national policies such as PRSPs; an impact assessment of technical cooperation activities on the four strategic objectives; better information on recent project implementation and outcomes; the involvement of regional directors in Committee on Technical Cooperation debates, supported by regional and country staff; and a comprehensive presentation of ILO reporting, monitoring and evaluation activities relevant to the discussion. She concluded by suggesting that the secretariat include, at the start of the next committee meeting agenda, an item on improving the working methods of the Committee on Technical Cooperation.
- 72.** The representative of the Government of South Africa, speaking on behalf of the African group, maintained that the review exercise was intended to assess the impact of projects in terms of objectives, not to micro-manage the projects. The African group continued to support the review exercises; however, those should be cost-effective and include reports supplemented with findings and recommendations of the on-the-spot review team.
- 73.** The representative of the Government of China remarked that those reviews could be continued, with financial limits in place, and combined with other regular activities, such as mid-term and final project evaluations, and thematic evaluations that were presented to the Committee of the Governing Body.
- 74.** The representative of the Government of India, while noting the benefits of the reviews, did not find them cost-effective in their present form. He favoured interactive meetings with regional directors, including national experts. He also emphasized the importance of securing the sustainability of projects after ILO withdrawal.

75. The Chairperson, Mr. Aboye, summed up the deliberations on the issue and indicated that there was a need for inclusion of a point for decision in the report of the Committee and that funds would have to be sought for the exercise as there was no provision for it in the present budget. The Chairperson provided the following as the point for decision.
76. *The Committee recommends that the Governing Body approve and provide the necessary funding to conduct one on-the-spot review of technical cooperation field activities during one year of the biennium. On-the-spot reviews, which will not constitute an evaluation exercise but rather a reality check for the constituents, will be undertaken in conjunction with regional meetings, and linked to thematic evaluations that are undertaken for the Committee on Technical Cooperation. The reports of the on-the-spot review and the thematic evaluation will provide the basis for an open debate between technical sectors, regional directors and the Committee. Each review will be conducted by three members of the Governing Body, one from each group, and a region-specific tripartite group will be constituted to carry out the exercise in each respective region. Only one review will be undertaken in 2002-03, linking it to the regional meeting envisaged.*
77. The representative of the Government of Italy took the floor, stating that she was speaking on behalf of the Government of Italy and not on behalf of IMEC as in her previous intervention. She indicated, however, that other members of the IMEC group might share her opinion. She observed that, even though it was not a consensus position, a majority of the members of the Committee on Technical Cooperation favoured the continuation of the on-the-spot review exercise. She asked the Committee on Technical Cooperation to consider, at its March 2003 session, the establishment of ways to ensure the smooth functioning of the exercise while controlling the cost.
78. The Employer Vice-Chairperson, Mr. Sanzouango, expressed his support for the summary and decision point presented by the Chairperson. He noted that the majority supported the continuation of the exercise and the need to closely control the cost.
79. The Worker Vice-Chairperson, Mr. Attigbe, said that he was sympathetic to the views of the representative of the Government of Italy. At the same time, he agreed with the Chairperson's summary on the subject and the decision point that was presented. He reiterated that the exercise should continue, but be linked more closely to the regional meetings and controlled with regard to cost.
80. Responding to the deliberation of the Committee on this agenda item, a representative of the Director-General, Mr. Trémeaud, stated that the Office had taken note of the suggestions on the on-the-spot review exercise. On the issue of adding an agenda item on improving the working methods of the Committee on Technical Cooperation for the next session of the Committee in March 2003, Mr. Trémeaud drew attention to the fact that that would necessitate deliberations, firstly among the Officers of the Committee on Technical Cooperation and, if necessary, with the Officers of the Governing Body. He stressed the need for the Officers of the Committee themselves to look at the issue closely and for appropriate consultations to take place.

#### **IV. Report of the Steering Committee on IPEC – Oral presentation**

81. A representative of the Director-General, Mr. Tapiola, made an oral presentation for the Steering Committee on IPEC, which had met the previous morning. In a preliminary

remark, he recalled that 2002 was IPEC's tenth anniversary. He recalled that the programme in 1992 had begun on a small scale with one donor – Germany – and six participating countries. That had increased significantly and there were now 28 donors and 82 participating countries. The work of IPEC had been instrumental in the drafting of the Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. As for the provisional results of IPEC for 2002, he reported that total expenditure was likely to exceed the target, and would probably be in excess of US\$40 million. Thus far, 19 new ratifications had been registered in 2002 for the Worst Forms of Child Labour Convention, 1999 (No. 182), and three for the Minimum Age Convention, 1973 (No. 138). While a total of 132 ratifications for Convention No. 182 and 119 for Convention No. 138 had now been registered, the ratification targets for the biennium might not be fully met. The rate of ratification appeared to be slowing somewhat, but it was important to note that this was to be expected, as the remaining outstanding ratifications would probably require more concentrated action by the Office. With regard to the time-bound programmes (TBPs), Mr. Tapiola reported that, in addition to the current countries, ten more countries were preparing to initiate TBPs. Currently, 32 child labour surveys were under way. It was further reported that some 500,000 children had directly benefited from IPEC activities, with many more indirect beneficiaries. Mr. Tapiola drew attention to IPEC's changing role, moving from direct implementation of activities, to facilitating and providing advice to countries for formulating concrete policies and programmes to effectively eliminate child labour.

- 82.** Mr. Tapiola reported that during the discussions in the Steering Committee a concern was raised over the large number of children engaged in hazardous child labour worldwide, an estimated 171 million children. Dealing with this number would be both a necessity and a monumental task. Concerns were also raised over the decreasing rate of ratifications of Conventions Nos. 138 and 182. Members also stressed that now that high levels of ratifications had already been achieved, more emphasis had to be placed on the implementation of the Conventions. Many observations were also made regarding cooperation between IPEC and other departments in the Office, such as, for example, SAFEWORK, as well as inter-agency cooperation. He also noted that the Workers' and Employers' groups in particular had stressed the need for increased cooperation with workers' and employers' organizations, to benefit from their experience, as well as with ACT/EMP and ACTRAV. Although the report *IPEC Highlights 2002* was commended by all members, some of them noted that they would have appreciated more information about the challenges and constraints faced by IPEC. They called for an increased delivery rate of IPEC activities. Members expressed support for IPEC's decentralization and integration efforts with the field programmes. The Office was encouraged to carry out a global evaluation of IPEC activities, and Mr. Tapiola reported that such an evaluation would be launched in 2003. There were calls for action in the field of HIV/AIDS and child labour; to explore possibilities for new forms of technical assistance; and to promote reference to child labour in PRSPs.
- 83.** As possible highlights for next year's report, Mr. Tapiola mentioned the issue of education and child labour, as well as a cost-benefit analysis of the elimination of child labour. He noted that a full day of discussion would be beneficial to discuss such themes, but it would have to be determined whether this was feasible. Finally, he noted that IPEC, in its ten years of existence, had succeeded in placing the fight against child labour high on the international development agenda, through advocacy, research, standard setting and projects. He said that it had been decided not to organize any big anniversary event at this time, since 12 June had been designated World Day against Child Labour, which had coincided with a debate in the International Labour Conference on the Global Report *A future without child labour*. A special lecture would be held on 21 November in honour of IPEC's anniversary.

84. The Employer Vice-Chairperson welcomed the shift in IPEC's role from direct implementation of activities to facilitator of national initiatives so that the root causes of child labour could be addressed and the impact could be more sustainable. He said that the Employers supported the move towards increased cost-sharing with both private and public partners but noted that it was important that donor diversification was well monitored and coordinated. The Employers were satisfied with IPEC's efforts to monitor and evaluate its work, as this would be important for future work. In that regard, he mentioned, in particular, the development of the Strategy Planning Impact Framework, with support from the United States Department of Labor, that could also benefit other ILO programmes. He noted that progress in the pilot countries engaged in TBPs should be closely monitored to benefit future TBP-participating countries. The Employers also welcomed the move towards decentralization, because that would result in closer correlation of activities with national priorities and conditions and would allow for faster implementation of activities. He also noted that while there had been efforts to raise the importance of the fight against child labour to the national policy level, in particular for inclusion in PRSPs, the Office and the constituents had not always found it easy to participate in PRSP formulation. As regards IPEC partnership with workers' and employers' organizations, he said that the Employers would welcome more cooperation. In this regard he particularly referred to the Workers' declaration during the Conference discussion on the Global Report *A future without child labour* of 12 June. He stressed the importance of continued information-sharing and coordination and regular meetings with ACT/EMP, and he suggested a yearly publication listing IPEC's cooperation with employers. He also referred to ACT/EMP's own programme on child labour, which was supported by a contribution from Norway. He concluded by stating that while IPEC was the ILO's biggest spender of technical cooperation funds, its work could only succeed if governments would accept their responsibility to fight child labour.
85. The Worker Vice-Chairperson combined his statement with observations concerning item 5 of the agenda (Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation).<sup>3</sup> He commended IPEC for its report and suggested that more information on extra-budgetary funds could be given as regards sectoral areas and beneficiaries. He stated that the Workers supported the strategy of the Office on the elimination of child labour, while stressing the importance of focusing immediately on the worst forms of child labour and of strengthening cooperation with workers and employers. He emphasized the importance of the link between education and poverty for effective action against child labour. The Workers also supported the change in IPEC's role to that of facilitator, complemented by national action against child labour, as long as that would continue to reinforce capacity at the national level. He underlined that IPEC should call on the competent departments within the ILO for questions relating to bringing national legislation into conformity with the Conventions. The Workers supported the emphasis placed on the worst forms of child labour in the short term. They also supported IPEC's integrated approach mentioned in paragraph 16 of the document presented under item 5, which would permit giving priority to action against the worst forms of child labour in its overall objective of the elimination of child labour. The Workers also stressed the importance of access to primary education for all as a means to combat child labour. The Workers' group asked how the action plan under the follow-up to the Declaration would take into account issues such as the determination of hazardous types of work as required by Article 3(d) of Convention No. 182, as well as issues relating to other key provisions of the Convention. It was suggested that a mechanism was perhaps needed to accumulate and analyse information on the key provisions of the Convention.

<sup>3</sup> GB.285/TC/5.

The Workers supported the action plan presented in the document, in particular the elements mentioned in paragraphs 19 and 20. The Workers supported the promotion of national initiatives and ownership, as presented in paragraph 18, even though workers' organizations were not specifically mentioned, and they underlined the importance of strengthening the capacity of trade unions and their involvement for making this initiative work at the national level. The initiative also needed to be incorporated into the formulation of PRSPs, and IPEC needed to play a role in this. Regarding the partnerships mentioned in paragraph 23, the Workers welcomed the stated intention to directly involve the tripartite constituents in action against child labour. In this regard, he recalled the statement made by the spokesperson of the Workers' group during the debate of the International Labour Conference on 12 June. It was pointed out that the meaning of the term "tripartite-plus" in paragraph 21 was ambiguous. It would be preferable to replace it with "national IPEC steering committee". To illustrate the valuable role that workers and employers could play, the Vice-Chairperson invited the Worker member from India to add a few remarks.

- 86.** The Worker member from India related the experience with action by the social partners in Andhra Pradesh. Both employers and workers had joined in taking effective action against child labour and had made important contributions to IPEC's work in Andhra Pradesh. This experience served as proof of the essential role of workers' and employers' organizations.
- 87.** In resuming his statement, the Worker Vice-Chairperson noted that the fundamental Conventions of the ILO were mutually reinforcing. There should therefore be a clear linkage between the work of IPEC and technical assistance under the follow-up to the ILO Declaration of Fundamental Principles and Rights at Work. Lastly, he highlighted the role of IPEC in the elaboration of the PRSP in Tanzania, which prioritized education in its strategy to reduce poverty. He called for consolidation of that experience, inter alia, by conducting a study on the linkage between child labour and universal access to education.
- 88.** Mr. Anand (Employer member) commended the meeting of the IPEC Steering Committee the day before. He welcomed the IPEC's shift to more development-oriented action, away from the traditional project-oriented approach. He suggested that IPEC's next report should contain information on how that new approach was taking shape. He also noted that, while the Steering Committee was a good event to promote IPEC, beneficiary members of the Committee should be given more opportunity to evaluate substantively IPEC's activities. The fact that IPEC was shifting to the role of facilitator implied that government must be given the capacity to take over operational activities to combat child labour. He suggested that IPEC's tenth anniversary should be commemorated through activities in each of the beneficiary countries and regions between then and June 2003. He recalled that the experience in Andhra Pradesh was a model activity that could be replicated, and suggested that it be presented at the next session of the International Labour Conference.
- 89.** The Government representative of Germany said that it was astonishing that, while IPEC was the ILO's largest technical assistance programme, only 13 posts were funded by the regular budget of the Organization. She stated that her Government expected the Office to create more regular posts within IPEC to safeguard planning and operational continuity. She also stressed that more posts should be anticipated in MDTs, in particular where that had not been previously anticipated.
- 90.** The Government representative of Nigeria congratulated IPEC on its tenth anniversary, and commended the work of the Steering Committee. He noted that Nigeria had ratified Conventions Nos. 138 and 182 and had put the necessary structures in place to ensure the effective application of the Conventions. He said that IPEC needed to strengthen its

cooperation with national infrastructures, in particular in those countries that had ratified both Conventions.

91. The Worker member from Pakistan expressed his support for IPEC and stated that there was a need for IPEC to deepen its cooperation with the international financial institutions in the design of structural adjustment programmes, to ensure that these would be geared more towards poverty reduction. He also underlined the need for good practices accumulated by IPEC to be disseminated to the constituents.
92. In response to the questions raised, a representative of the Director-General, Mr. Tapiola, said that, since questions relating directly to item 5 of the agenda were also raised, he would also address those and thus cover both items 4 and 5 in his reply. He underlined that IPEC was a rights-based programme in the informal economy with a strong emphasis on poverty reduction. As to the concerns from the Workers and Employers referring to the Workers' statement made during the debate of the Global Report at the International Labour Conference on 12 June 2002, he said that the Office had endeavoured to follow up on that statement. If the feeling was that the follow-up had not been sufficient, the Office was ready to work on that further. He noted that close cooperation was taking place with ACT/EMP and ACTRAV, and felt that constant progress was taking place. On the meaning of the term "tripartite-plus", Mr. Tapiola clarified that the reference in document GB.285/TC/5 was to tripartite-plus-networks, not to tripartite-plus-structures. It explicitly referred to the fortification of broad-based networks for advocacy and action against child labour in a manner that built on the experiences of worker and employer constituents, and helped to strengthen them. He stressed that no one in the Office was in any way questioning the necessity to work on a tripartite basis. He recalled that there were several levels of action. For instance, bipartite relations between employers' and workers' representatives underpinned functioning tripartite systems. Likewise, there were arrangements in several countries where bodies for economic and social issues included representatives other than the traditional social partners. However, dealing with other organizations could in no way undermine the tripartite decision-making structures and the role of the employers' and workers' organizations in the framework of the ILO and its activities. Mr. Tapiola also agreed on the need for a systematic follow-up on implementation of Convention No. 182. That would be an integral element of the action plan outlined in document GB.285/TC/5. The same concerned cooperation between IPEC and ACT/EMP and ACTRAV. In response to the observation by the Government representative of Germany, he noted that five posts had been created in MDTs, and they were about to be filled. IPEC had also benefited from other allocations from regular funds.
93. The Chairperson, noting that there was still an important agenda item remaining, namely, Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation, and that the time left to have a meaningful discussion was inadequate, proposed that the item be carried over to the next session of the Committee meeting in March 2003. There was agreement on this proposal from the Employer and Worker Vice-Chairpersons.
94. Both the Employer and Worker Vice-Chairpersons referred to previous discussions on the duration of the Committee on Technical Cooperation where it had been requested that the Committee met for one-and-a half-days in the November sessions. They reiterated that they were of the view that that request should be implemented.

## V. Other questions

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

Geneva, 15 November 2002.

*Point for decision:* Paragraph 76.