



SEVENTEENTH ITEM ON THE AGENDA

**Report of the Committee on Technical  
Cooperation**

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1. The Committee on Technical Cooperation met on 17 March 2003. In the absence of the Chairperson, Mr. Yimer Aboye (Government, Ethiopia), the morning session was chaired by the Worker Vice-Chairperson, Mr. Attigbe, and the afternoon session by the Employer Vice-Chairperson, Mr. Sanzouango.
2. Mr. Attigbe called the meeting to order.
3. The Committee had the following agenda items:
  - Thematic evaluation report: Employment-intensive investment and poverty alleviation.
  - Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Priorities and action plans for technical cooperation.
  - Operational aspects of the International Programme on the Elimination of Child Labour (IPEC).
  - Other business.

## **I. Thematic evaluation report: Employment-intensive investment and poverty alleviation**

4. The Chairperson regretted that Mr. Hultin could not present the report to the Committee. He stated that the Committee on Technical Cooperation was extremely important and he would have liked the Executive Director of the Employment Sector himself to be present to introduce the item.
5. The item<sup>1</sup> was introduced by Mr. Rizwanul Islam, Director of the Recovery and Reconstruction Department, Employment Sector. He recalled the earlier discussion on this programme that took place in the Committee on Employment and Social Policy (ESP) of the Governing Body in November 1998, which had given the Office a renewed mandate to assist member States and social partners in this area. He highlighted the major characteristics of the programme, namely its ability to contribute to the objective of job creation without compromising on quality and efficiency, to contribute to private sector development through the involvement of small contractors, to combine improved working conditions with job creation and to facilitate reconstruction of crisis-affected countries. He also described some of the main achievements in relation to poverty reduction. Mr. Islam concluded by examining some of the challenges that the programme faces and opportunities that it could respond to.
6. The Employer Vice-Chairperson, Mr. Sanzouango, considered the document important for this session. He appreciated the project evaluation carried out by the Office, but would have welcomed inclusion of ex-post impact evaluation. He stated that not all countries had the means to apply capital-intensive projects and that labour-based options had advantages for governments, employers and workers, such as employment and income generation, cost advantages, foreign exchange savings, improved construction capacity, access to markets, more transparent tender procedures, development of small enterprises, and a new

<sup>1</sup> GB.286/TC/1.

generation of entrepreneurs, thus providing opportunities for employers to enlarge their organizations. Noting the temporary nature of the jobs created, he called on governments to create an enabling environment for enterprise creation and development in order to have more sustainable jobs.

7. Contrary to what was stated in the document, equipment-intensive technologies had a positive impact on employment and income, owing to the multiplier effect. Whilst backing the application of labour-based methods, care should be taken that quality of the works was not compromised. He considered that small contractors could have access to labour-based investments, without changing the rules of free competition, e.g. by distributing small parts of the work to small and medium-sized enterprises (SMEs) or by fixing reasonable time periods for final payment. He favoured a more active participation of employers' organizations in the promotion of labour-based, SME-executed projects. Employers' organizations could play an active part in disseminating the principles of transparency and promoting the dignity of workers among labour-based enterprises. He opposed the introduction of labour clauses in contracts as this was tantamount to inserting a social clause or a conditionality in the tendering process. He considered governments to be primarily responsible for the application of labour standards. He also supported the promotion of labour-based investment policies through dissemination of technical guides, and encouraged the Office to hold more workshops for the social partners.
8. Mr. Sanzouango underlined that the ILO's first objective for this programme should be employment promotion; poverty reduction could be a favourable result of this. The group was of the view that poverty reduction could only be achieved if governments promoted an efficient utilization of resources and an enabling environment for enterprises to create wealth.
9. While labour-based programmes often depended too much on external funding, country examples showed that locally supported and funded programmes were feasible and should be encouraged. Labour-based infrastructure programmes were considered as complementary to equipment-based programmes, and could play an important role in reconstruction programmes for countries emerging from crisis situations.
10. Mr. Mahan Gahé, speaking on behalf of the Workers' group, underlined the important contribution that this ILO programme had made since the seventies. The Workers' group supported the ILO's labour-based approach to poverty alleviation, employment creation and the promotion of decent work, and considered it important value added to ILO activities in developing countries. The synergy with the InFocus Programme on Crisis Response and Reconstruction was positively appreciated and an increased collaboration with ILO units working on the Poverty Reduction Strategy Paper (PRSP) process and Jobs for Africa would be welcomed.
11. Mr. Gahé stated that the programme's main challenge was the institutionalization of labour policies in the development policies of beneficiary countries. He recommended three strategies to this end: the use of the PRSP process (fostering of economic growth by the integration of labour-based policies); increased involvement of social partners in labour-based strategies (in particular in PRSP processes); and the demonstration of the effectiveness of the approach. More demonstration projects should be undertaken to complement advisory services.
12. He highlighted the importance of applying all fundamental labour standards, which should be considered as a package. Appropriate attention should be given to conditions of work, decent wages, freedom of association and collective bargaining. With regard to Food-for-Work programmes, the group insisted on correct application of the Protection of Wages

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Convention, 1949 (No. 95). One should avoid the distorting effects on local food production of food imports and wage payment in food.

13. Mr. Gahé also made specific recommendations such as better planning and evaluation procedures, greater attention to country specificity and local conditions, consideration of alternative methods of employment creation (services, cooperatives), specific attention to working hours, as well as to working and safety and health conditions, ensuring benefits for designated target groups and avoidance of corruption, appropriate decentralization of capacities to better implement labour-based programmes.
14. Finally, he reiterated his support for the programme as already provided in the Programme and Budget proposals for 2004-05 and would welcome additional resources to enable it to reach its objectives.
15. The representative of the Government of Italy, speaking for the Industrialized Market Economy Countries (IMEC), welcomed the report on the Employment-Intensive Investment Programme (EIIP) and poverty alleviation and highlighted the optimization of the social impact of investments through small enterprises and community-based approaches, including target populations of women and rural workers as well as the provision of social safety nets, all of which formed an important part of the Decent Work Agenda. While most of the evaluation results were positive, the report identified reasons for both success and failure. However, the report could have been more comprehensive, providing better statistical information and demonstrating integration with other programmes. Better explanation as to how the approach created sustainable employment and contributed to poverty reduction strategies would greatly facilitate the Governing Body's recommendations to improve the planning of future technical cooperation activities.
16. The representative of the Government of South Africa, speaking on behalf of the African group, confirmed that the labour-based approach to employment creation and poverty alleviation was the right approach for economies such as theirs. The ILO should continue its policy advice on development and application of employment-friendly public investments in infrastructure and its efforts to build local capacity by giving preference to local service providers, consultants and small enterprises in the tendering process. The African group was concerned about the drop in technical cooperation expenditure over the past 20 years and the need to reverse this trend, as the creation of decent employment remained a key priority. The ILO was also urged to revisit the programmes' sustainability and impact, and to ensure replication of the invaluable experiences. Programmes should be driven by demand. The ILO presence in crisis-affected countries was essential.
17. The representative of the Government of the Islamic Republic of Iran, speaking on behalf of the Asian group, underlined the good potential of the construction sector for job creation and poverty reduction. While due attention should be paid to more equipment-based technology, the ILO should further develop its technical cooperation programmes in the area of labour-based approaches through the dissemination of "good practices", and the use of technical guidelines for job creation. More resources should be devoted to promote employment-friendly investment policy, and employers should be encouraged to use more labour-intensive techniques, except for hard and hazardous work. Special efforts should be made to improve labour management practices in developing countries. In addition, labour ministries should convince technical line ministries to integrate employment into their mainstream investment programmes.
18. The representative of the Government of Norway indicated that the Norwegian Agency for International Development (NORAD) provided substantive funds to the EIIP programme, and that positive results with regard to planning and implementation were reported.

However, long-term strategies promoting national management were required to facilitate an exit strategy for the ILO. She also highlighted the importance of this programme as a practical tool to integrate employment policy into PRSPs, and to reach the poorest people, including women and the unemployed.

19. The representative of the Government of Italy referred to a recent ILO/Italy project which had reached the objectives of cost-effectiveness, capacity building and job opportunities; however, more could have been done on planning, priority setting and assuring quality of the work. He asked for explanations as to how the quality of work could be better assured in poverty reduction projects.
20. The representative of the Government of India referred to the positive experience of his country with employment-intensive works, particularly the well-known Rural Employment Programme and the Employment Guarantee Scheme. All efforts should be made to ensure that labour-based approaches were cost-effective and generated enough employment to reduce poverty. Both national decision-makers and development and donor agencies should adopt labour-based methods to create employment and reduce poverty.
21. The representative of the Government of Kenya highlighted the experiences in Kenya (Ministry of Public Works) on the use of labour-based methods for road maintenance, which confirmed that the labour-based approaches were cost-effective, generated substantive employment, reduced poverty and improved skills. In Kenya, the capacity of the domestic construction industry was directly reinforced by support to labour-based contractors and consultants and indirectly by promoting local procurement. The approach had proven to be a unique opportunity for introducing several labour standards through appropriate clauses in contract documentation. For poverty reduction, the EIIP appeared to be more relevant than ever, and the ILO should continue to demonstrate how such policies could be put into practice. The ILO should maintain a strong presence in the regions to support countries emerging from conflicts and disasters and to persuade decision-makers and donors to adopt labour-based methods. Special efforts should be made to mobilize more resources for EIIPs in developing countries.
22. Mr. Anand (Employer member) underlined the importance of this ILO programme, which had been developed on the basis of experience from employment programmes in Asia, including from India. He welcomed ILO efforts in evaluating programmes, but proposed, for better impact measurement, selective evaluation of a few programmes worldwide. It was for this reason that the well-tried concept of the on-the-spot review must be retained in any new approach. The paper presented could have been more comprehensive. Next to advocacy work, the ILO should concentrate more on the development of pilot projects, as a model with multiplication potentialities, which would permit SMEs to replicate the approach on a larger scale. He stated that it was important to create employment first, before one could apply labour standards in due course.
23. The representative of the Government of Germany was particularly appreciative of the role that the ILO was playing in influencing international and national donors and development agencies to adopt employment-intensive approaches. The programme provided a good opportunity to introduce other important aspects of the decent work concept. Long-term and sustainable employment should be pursued and integrated into the PRSPs. Germany would support the ILO to cooperate with the World Bank and other international financial institutions to help create a conducive environment to promote sustainable employment.
24. The representative of the Government of China highly valued the ILO's employment-intensive investment strategy, which played an important role in employment creation and poverty alleviation, and in reducing decent work deficits. However, technical training was required to upgrade the skills of workers and to achieve a long-term impact on poverty

alleviation. He also expressed his appreciation for ILO cooperation on studies on labour-based policies and translation into Chinese of EIIP guidelines.

25. The representative of the Government of the United States, referring to impact assessments, asked whether any research had been undertaken to document the quality of the work, and its possible impact on long-term development and employment.
26. Mr. Suzuki (Employer member) stressed the efforts made by the employers themselves for more efficient use of scarce resources, including by SMEs, for the promotion of decent work and for freedom of association. He welcomed the report's emphasis on training of all partners involved.
27. Mr. Glélé (Employer member) supported the observations of the Employers' group and suggested that more attention be given to management training for SMEs and technical training for executing agencies. The tendering process could be improved through training of engineering consultants and contractors in appropriate bidding. He would appreciate a global evaluation of the programme's impact (decent and productive employment, poverty reduction).
28. The representative of the Government of Cameroon invited the ILO to sensitize development agencies on the importance of labour-based approaches for employment creation and poverty reduction, and pointed to the need for more resources for national labour-based programmes.
29. The representative of the Government of Lithuania supported the employment-intensive investment strategy. She requested more information on ILO-supported programmes and their relevance to Central and Eastern Europe.
30. The representative of the Government of Bangladesh welcomed and supported the programme. He informed the Committee that the approach had been institutionalized in Bangladesh and underlined the importance of employment-intensive investment for poverty reduction. He stated that the reduced funding for this ILO programme was a matter of concern, and that additional resources should be mobilized.
31. The Employer Vice-Chairperson, Mr. Sanzouango, stressed the importance of appropriate evaluation of ILO programmes in general, which should include information on delivery. He called on the Office always to focus on employment creation rather than the promotion of labour standards and stated that labour-based methods could coexist with equipment-based technologies. He stressed again that governments were responsible for labour legislation and enterprises for their correct implementation. He recommended better ILO representation on the commissions dealing with the PRSP process and the Debt Initiative for Heavily Indebted Poor Countries (HIPC).
32. Mr. Mahan Gahé, responding on behalf of the Workers' group, supported Mr. Anand's proposal on evaluation of labour-based programmes. One country per region could be selected for impact evaluation purposes. He stressed that labour-based strategies were an important mechanism for employment creation and poverty reduction.
33. Ms. Amadi-Njoku, Regional Director for Africa, confirmed the importance of EIIP for the Africa region and highlighted the relation between poverty reduction and employment opportunities for the poor. Employment programmes should address key issues, including the quality of outputs, the enabling policy environment and sustainability. The relation with pro-poor policies (including PRSP and the country cooperation framework of the United Nations Development Assistance Framework (CCF/UNDAF) processes), a demand-driven approach and capacity building for all involved were also important.

34. In response to the deliberations of the Committee, Mr. Islam conveyed his appreciation to the delegates for the many substantive contributions, which showed both the relevance of the policy advocated by the ILO through the employment-intensive investment programme and the interest and support from the constituents.
35. Referring to some specific observations and queries, Mr. Islam agreed on the need for more in-depth evaluation of programmes starting from their beginning, and increased involvement of the constituents in preparing and disseminating various tools and policies (including the incorporation of job creation in PRSPs). On the question of the ability of the programme to create regular jobs as opposed to temporary ones, he said that while jobs in construction were temporary by their nature, there was potential for regular jobs in the maintenance of infrastructure and in activities induced by infrastructure. Regarding the issue of incorporating conditions of work in contract documents, Mr. Islam mentioned that this work was within the framework of the overall ILO policy of decent work and was being carried out in full consultation with the constituents. On quality of works, he said that studies indicated the quality to be at least as good as those produced by more capital-based approaches. On the use of food in the payment of wages, Mr. Islam clarified that the ILO supported payment in food only in situations of emergency and food shortages needing immediate safety nets, and that even then it aimed at only partial payment of wages in kind.
36. In conclusion, Mr. Islam stressed that the programme would be working on the suggestions and recommendations put forward by the Committee with a view to further strengthening the Office's policy and programme development work in this important area.
37. The Chairperson thanked Mr. Islam and the Committee for their deliberations and stated that the Employer Vice-Chairperson would be chairing the following session.

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

38. Mr. Sanzouango called on Mr. Tapiola to introduce the document.<sup>2</sup>
39. Mr. Kari Tapiola, a representative of the Director-General, introduced the item. He explained that the reason that this item had been placed on the agenda was because there had been no time to discuss it at the Committee's previous session in November 2002. While this had at the time not barred the Governing Body from endorsing the Office's plan of action regarding the follow-up to the Declaration in general terms, the Committee would now discuss the operational aspects of the programme, also in the light of the discussions held at the International Labour Conference. He noted that the document should also be seen as a progress report on the work of the Declaration, and that there was reason to be proud of what the Office had achieved so far. He noted, in particular, the delivery rate of 76 per cent, which was some 10 per cent above the ILO average. He drew the Committee's attention to the proposed action plan to abolish child labour, as presented under section IV of the document concerned. With regard to the point for decision in paragraph 24 of that document, he pointed out that the adoption of this point would imply that the Committee would be kept informed on the progress of both the IPEC and the Declaration programmes.

<sup>2</sup> GB.286/TC/2.

40. The Employer Vice-Chairperson, Mr. Sanzouango, requested a number of clarifications. How were the priorities of the programme set? Were the goals well defined, bearing in mind that it would be impossible to do everything at the same time? With regard to IPEC's time-bound programmes, which were funded by donors, he asked how the prioritizing was done, how countries were selected for such programmes, and whether any studies had been conducted to identify the obstacles to the implementation of the principles and rights in the Declaration. More information was also requested regarding specific activities programmed for cooperation with employers.
41. The Worker Vice-Chairperson, Mr. Attigbe, noted with interest the amount of extra-budgetary funds of almost US\$62.6 million raised for the work of the InFocus Programme on Promoting the Declaration. He noted that the report appeared to indicate that most allocations had been made for activities relating to freedom of association and collective bargaining. He questioned these figures, since IPEC funding had not been included in the report. Better data were needed, listing in detail the allocation of resources by sector of activity and by beneficiary (governments, employers, workers and NGOs). The same information was requested in respect of IPEC. With reference to table 2 in the document, it was noted that virtually nothing had been programmed for the benefit of Arab countries. It was suggested that where there was little donor interest, the Office should assist the programme by providing regular budget resources. While the text of table 1 indicated that freedom of association and collective bargaining had attracted the bulk of the funding, he noted that the Workers wanted to have a regular budget line for this as well. Promotion of the Declaration, awareness raising and capacity building should be priority areas for the future. It was noted that there were a number of activities that concerned particular workers' organizations and the Bureau for Workers' Activities (ACTRAV). The work with Public Services International (PSI) and ACTRAV on wage equality was mentioned as an example in this regard. The Workers also wanted the Office to enhance its cooperation across areas, especially in the area of forced labour. The Workers wanted to know into how many languages the Declaration had been, and would be, translated and they also wanted the training materials developed in Turin to be translated into as many languages as possible. The Workers largely supported the conclusions of the evaluation of the InFocus Programme on Promoting the Declaration as reflected in document GB.285/PFA/11 and noted that these conclusions were also important for the work of the Committee on Technical Cooperation.
42. The Workers' group endorsed IPEC's strategy, as it aimed at eliminating all forms of child labour, with the worst forms of labour as a priority. The Workers supported the gradual shift in the role of IPEC to more policy and advisory work in order to strengthen national capacity to eliminate child labour. It was appreciated that this shift would also take into consideration the local situation and its implications for IPEC's functioning and infrastructure. With regard to paragraph 14, it was pointed out that legislative reform was a key element in ensuring compliance with the Conventions, and that IPEC should rely on the competent departments available in the Office in this regard. It was noted that the ratification and implementation of the Minimum Age Convention, 1973 (No. 138), should not be neglected. The Workers fully supported the approach proposed in paragraph 16, which placed the emphasis on combating the worst forms of child labour while not neglecting the battle against other forms of child labour. They would like to see in more detail how the programme's direct action activities were linked to the developments and monitoring problems faced in respect of the Conventions. To what extent was IPEC monitoring the determination of hazardous forms of work in various countries, as required by Article 4(1) of the Worst Forms of Child Labour Convention, 1999 (No. 182), and defined in Article 3(d)? To what extent was progress towards the application of other provisions of the Convention followed? It was suggested to develop a systematic mechanism linking information and analyses generated by IPEC to the key provisions of



the Convention. The Workers also wanted more precise indications as to the number of children that had been withdrawn from work through its activities.

43. The Workers' group supported the approach described in paragraph 18 regarding the promotion of national initiative and ownership. It was suggested that the role of workers' organizations be expressly mentioned in this paragraph. It was underlined that responsibility for child labour should also be integrated into PRSPs. In this regard, IPEC could play a role in training constituents in order to take into account child labour concerns in drawing up PRSPs. The group supported the ideas in paragraph 21, but did not support the term "tripartite-plus" and suggested that it be replaced by the term "networks of organizations". The group supported paragraph 23, but regretted the lack of permanent and effective participation of workers' organizations in IPEC activities. The group statement made during the June 2002 debate on the Global Report, *A future without child labour*, was again underlined. Regular meetings between ACTRAV and IPEC and national coordinators would be welcome and briefings of national coordinators and specific guidelines concerning ways of working with workers' organizations were needed. The annual report should mention the joint activities taking place between ACTRAV and IPEC. IPEC should allocate a portion of its budget for workers' organizations' activities on child labour. Increased participation in IPEC activities of ACTRAV's specialists in the field would also be welcome. The example was mentioned on the United Republic of Tanzania which, under IPEC's guidance, had given priority within the scope of the PRSP to providing free primary education for all as a means of preventing child labour. The follow-up of that experience should be reinforced and a study conducted on the linkage between child labour and access to education for all. The group supported the point for decision in paragraph 24.
44. The representative of the Government of South Africa, speaking on behalf of the African group, noted the progress achieved since the adoption of the Declaration and expressed the appreciation of the group for the Global Reports. The group welcomed the approach of IPEC to pursue the elimination of child labour, especially its worst forms. It was noted however that any assistance should be driven by the needs of the country in question, and that there should be an emphasis on the post-ratification process. The group noted that child labour was a direct consequence of poverty and as such it welcomed the integrated approach outlined in paragraph 7, especially the cooperation with other United Nations agencies and partners. The group was also concerned about the lack of programmed activities in Arab States.
45. The representative of the Government of the Islamic Republic of Iran noted the links between eliminating child labour and the need to expand educational opportunities to all, as well as the need for job creation for families. Obstacles to education and job creation were key factors that had to be addressed to achieve lasting effects. Awareness-raising efforts to inform parents of the hazards of child labour were also needed. Her Government also supported the changing role of IPEC to policy and technical support for the implementation of Conventions Nos. 138 and 182. The Islamic Republic of Iran had made progress in recent years as witnessed by increased enrolment rates in primary education reaching 97 per cent. The Islamic Republic of Iran and UNICEF were jointly working on improving the quality of education as well as the health of the children in the Islamic Republic of Iran. She expressed support for the approach outlined in paragraph 16.
46. The representative of the Government of Barbados, also speaking on behalf of the Bahamas, noted that recent studies in the Caribbean had raised the awareness of policy-makers in their countries of the prevalence of child labour in areas where child labour was thought to be non-existent, especially in illicit activities. Barbados and the Bahamas abhorred the occurrence of child labour and as such wanted to be included in any action plan developed for the region. Support was expressed in particular for the ideas

outlined in paragraphs 15(a) and 19. The representative asked if the programme had considered partnerships with legal authorities in countries to combat child labour in illicit activities.

47. Mr. de Arbeloa (Employer member), speaking for the employers' organizations in the Americas, highlighted the importance of the Committee on Technical Cooperation. For developing countries the Committee, as well as MDTs, the Turin Centre and CINTERFOR were essential. He noted that it was not sufficient to adopt only the Declaration. The ILO itself should take measures to apply the Declaration in all countries. The ILO should not wait for the constituents to ask for assistance. The Declaration included the most basic principles of the ILO. If the principles of the Declaration had been implemented fully across all countries, many of today's problems would not have occurred. He requested the Office to consider convening a workshop on the Declaration in Caracas or Bogotá for the region.
48. The representative of the Government of the United Kingdom appreciated the integration of activities of the Declaration programme within the ILO. It was noted that most of the contents of the document has already been discussed in November. She fully endorsed the proposed action plan and agreed with the change of IPEC's strategy, already discussed in the Steering Committee, aiming to facilitate and provide policy and technical support. It also supported the integration of the issue of child labour into the PRSP process as well as into other broad policy frameworks.
49. The representative of the Government of the Republic of Korea spoke on behalf of the Asia and Pacific group. The group noted the resources devoted to the follow-up to the Declaration and was appreciative. They noted that the Asia and Pacific region received the most funding in proportion to population size. It was also noted that the Arab States were not allocated any resources. It was suggested that the Declaration programme should be demand-driven in order to resolve the problems faced within the region. The group asked for more evaluation in future documents of the various activities and of the impact of the programme on countries. The group noted that the elimination of child labour required the expansion of education for all as well as job creation for parents in order to eliminate the problem of child labour in a sustainable manner. The group also suggested that time-bound programmes should be expanded considering the different situations in different countries. The action plan needed to address the question of synergies with other programmes such as employment generation.
50. Mr. Anand (Employer member) put emphasis on training and employment as essential components in the Preamble of the Declaration, which were necessary for the Declaration to be able to generate lasting effects. He mentioned that he would like to see more information about what had happened to the children once removed from child labour and asked for some case studies to be undertaken in this regard. He underlined the importance of going beyond the statistics – some success stories were called for.
51. The representative of the Government of the Dominican Republic said that the Declaration was the most valuable instrument in the region. He highlighted the contribution of donors to the Declaration and for all technical cooperation in the region, especially the Dominican Republic. He stressed the importance of giving priority to the worst forms of child labour, and that this should be reflected in paragraph 14 of the document. The representative supported the point for decision in paragraph 24.
52. The representative of the Government of Mexico referred to the recent launching of a programme of action against commercial sexual exploitation with the cooperation of IPEC, and funded by the United States Department of Labor. The programme offered protection

to victims, targeted society at large, identified victims and worked to strengthen legislation to combat the commercial sexual exploitation of children.

- 53.** The representative of the Government of the Libyan Arab Jamahiriya noted the absence of funding for activities in the Arab States. It was also noted that most Arab countries needed assistance to end child labour. Programmes should be implemented with the Arab Labour Organization and other affiliated organizations. It was hoped that progress in this region would be included in the next report. The Office was requested to provide more documents in Arabic so that the information could be better understood.
- 54.** The representative of the Government of Italy expressed appreciation for the donor support for activities and the high delivery rate. Italy supported a two-year programme on freedom of association with the Turin Centre and it had also funded other policy-level activities as well as direct action. It was mentioned that the Declaration and IPEC programmes should be better integrated with other programmes within the Office and other agencies such as UNICEF, the WHO and the Bretton Woods institutions.
- 55.** The representative of the Government of Germany supported the Office in respect of its continuing work in transition and developing countries. She stressed the importance of inter-agency cooperation and collaboration. With reference to paragraph 17, she requested to have more specific information about collaboration with other agencies thus far. She also asked what precise role the ILO played in the sector-specific agreements and initiatives mentioned in paragraph 22. She supported paragraph 24.
- 56.** The representative of the Government of Norway supported the need of IPEC to be more closely integrated with other areas of the ILO. Noting the importance of gathering statistical information, and recognizing the challenges to the Statistical Information and Monitoring Programme on Child Labour (SIMPOC), Norway wished to see more emphasis on strengthening national institutions responsible for child labour statistics. It welcomed the establishment of SIMPOC's advisory committee and asked to be informed about results of the SIMPOC evaluation. In June 2002, the framework and principles had already been discussed. The representative had expected the presentation of a more detailed plan of action along with a time line.
- 57.** The representative of the Government of Nigeria supported the African group statement and commended the Office on the reports and its efforts for the promotion of the Declaration and its projects. He also thanked the donor countries for their support. Nevertheless, he noted that more donor support was needed. He noted that the programme had gone beyond mere advocacy. He supported the main thrusts of the action plan to abolish child labour as presented in paragraphs 16 to 19. He suggested that the time-bound programmes be extended so that other countries could also benefit from them. He also emphasized the need for research on child labour.
- 58.** The Worker Vice-Chairperson, Mr. Attigbe, noted that the linkage between structural adjustment programmes and child labour needed to be studied. Structural adjustment programmes often had negative effects on the situation of children and exacerbated poverty. He suggested that IPEC approach the Bretton Woods institutions to raise their awareness of the negative consequences of certain programmes on child labour.
- 59.** A representative of the Government of El Salvador, speaking on behalf of the group for Latin America and the Caribbean, noted that the Declaration was a valuable instrument for decent work and thanked donors for their contributions. It was noted that there was an imbalance in the allocation of resources, and that too much was allocated for freedom of association. It seemed that freedom of association was recognized as a priority, but other principles and rights were also important. With reference to table 2, it was noted with

satisfaction that funding had increased for the Latin American and Caribbean region. In paragraphs 7-12, however, the description of activities undertaken ignored activities in this region. There was a discrepancy between funds provided and the description of activities. It was suggested that IPEC should shift to more technical assistance in policy-making.

- 60.** A representative of the Director-General, Mr. Tapiola, in responding to the discussion, started by thanking participants for their statements and donors for their support. To the three points raised by the Employer Vice-Chairperson he replied that: (i) the priorities, indicators and targets for the whole of Sector I were set out in the Programme and Budget proposals for 2004-05 examined during the first week of the current Governing Body session; (ii) time-bound programmes resulted from IPEC's discussions with countries on the nature and the magnitude of the child labour problems, the level of commitment, absorption capacity, etc. Only at the end of the process did the Office seek to match needs with such funds as were available from different donors; (iii) studies on obstacles hindering the realization of fundamental principles and rights at work normally preceded every technical cooperation project. For instance, they had been the main focus of work carried out in Benin, Burkina Faso and Togo on all four categories, in Mali on equal pay and in Madagascar on forced labour. Responding to the Employer member from Venezuela, Mr. Tapiola pointed out that the Declaration project in Colombia was an important component of the ILO's special technical cooperation programme for Colombia. The suggestion to hold a regional workshop on the Declaration merited further consideration. He thanked the Employer member from India for having organized, together with the Office, a tripartite conference on the Declaration in Kolkata last month.
- 61.** Turning to the many suggestions made by the Worker Vice-Chairperson, these would be studied carefully by the Office. Concerning table 1, one should be aware that it reflected the sequencing of action plans under the Declaration. The first plan in 2000 concerned freedom of association and collective bargaining, the second in 2001 forced labour. Since IPEC had been in existence for ten years, the table did not reflect donor support to that programme and thus the action plan did not start from scratch. An action plan on non-discrimination would be presented to the Committee at its November session. The point that regular budget resources should be used for Arab States when donor funds were not forthcoming was indeed heeded by the Office, which had fielded several high-level missions to Arab States and held seminars on the Declaration, globalization and labour law questions in Bahrain, Saudi Arabia and the United Arab Emirates; another seminar was to be held in Qatar. Working with the social partners was the standard operating procedure of technical cooperation projects under the Declaration. IPEC had national tripartite steering committees as well as special action programmes for employers' and workers' organizations. As regards the monitoring of measures taken under Convention No. 182, this was the responsibility of countries' competent authorities. IPEC would certainly help but could not substitute for them. The Office would review the words "tripartite-plus" used in paragraph 21 of the Office paper and avoid terminology that could give rise to misunderstandings.
- 62.** As regards points raised by the representative of the Government of Barbados, Mr. Tapiola replied that legal authorities with which the Office cooperated included specialists in parliaments and ministries, even customs officials and the police when it came to trafficking or children being made to smuggle drugs. As regards the suggestion of the Asia-Pacific region for greater synergies between IPEC and other ILO objectives, this had actually begun to happen at the country level where child labour was mainstreamed into PRSPs, and at the international level as set out in some detail in IPEC's *Highlights 2002*. With five additional IPEC posts now in MDTs and further decentralization on the horizon, synergies would happen to an even greater extent in the future. As to Germany's query on tangible inter-agency cooperation, there were quite a number of examples involving UNICEF and the World Bank in terms of research and close support, including on time-

bound programmes. The ILO and WHO cooperated on health hazards. Sectoral alliances had occurred, for instance, in Bangladesh's textile and garment industry, as well as in Pakistan's sporting goods industry, and at the global level as far as the cocoa and tobacco industries were concerned. The role of IPEC was advisory in all cases, and ranged from the partnership arrangement itself, to pilot projects, the sharing of experiences and the elaboration of monitoring systems.

63. The Chairperson concluded the item of the agenda pointing out that there was the need for inclusion of the following point for decision in the report of the Committee.
64. *The Committee on Technical Cooperation recommends that the Governing Body endorse the approach outlined in the paper, and request that it be kept informed, through the Committee on Technical Cooperation, of the implementation of the activities proposed.*

### **III. Operational aspects of the International Programme on the Elimination of Child Labour (IPEC)**

65. The Committee proceeded to consider the third item on its agenda. In introducing the document,<sup>3</sup> a representative of the Director-General, Mr. Kari Tapiola, described the proceedings at the meeting of the IPEC Steering Committee and the Committee on Technical Cooperation in November 2002. Since the information remained basically unchanged, he limited himself to noting the total expenditure during 2002 of US\$40.8 million, which exceeded the target. He noted that the ratifications of Convention No. 182 had increased by 19 to total 134, but that ratification of Convention No. 138 had slowed to four, now totalling 121. He thus concluded that the ratification targets for 2003 would probably not be fully met. He informed the Committee that five time-bound programmes were currently under way, with an additional eight under preparation in 2003.
66. The Employer Vice-Chairperson, Mr. Sanzouango, noted that a new development since November worth mentioning was the cooperation of the International Organisation of Employers (IOE) and the Spanish Employers' Confederation with ILO/IPEC in the soccer event featuring Real Madrid.
67. A discussion ensued among Committee members following the request of the Worker spokesperson for a clarification of the procedural implications of discussing the draft summary records of the Steering Committee meeting held in November 2002, while that body had not yet approved them. Once it was clarified that the document was submitted for information only, the discussion was resumed.
68. The Worker Vice-Chairperson, Mr. Attigbe, commended IPEC for its achievements, and noted that IPEC had shown itself willing to collaborate with employers' and workers' organizations. He encouraged IPEC to further consolidate its efforts to measure the impact of its actions in terms of the number of children withdrawn from child labour and readapted to society. He further requested IPEC to provide a list of NGOs that had worked with IPEC and showing how much funding had been allocated to each of them.

<sup>3</sup> GB.286/TC/3.

69. The representative of the Government of El Salvador, speaking on behalf of the group for Latin America and the Caribbean, thanked the Office for its useful report. Satisfaction was expressed with IPEC publications, and its efforts in the field of evaluation and integration. The fact was welcomed that today IPEC had become the main reference on child labour. It was hoped that IPEC would continue to organize activities in the Latin American and Caribbean region. The effects of globalization should become a point of attention in IPEC's programme.
70. Mr. Anand (Employer member) noted that unless the removal of children from child labour was linked with vocational education, no linkage with the world of work would be established. In the absence of this approach, they would be feedstock for negative and subversive activities in the world.
71. The representative of the Government of the Dominican Republic complimented the work of IPEC in his country and thanked donor countries for their support. Efforts against child labour in his country began in 1997, and since then had become a constant focus for the Government. He noted the recent agreement with the United States Department of Labor to train labour officers to act against the worst forms of child labour.
72. Mr. Tapiola, a representative of the Director-General, thanked the various members for their contributions. In response to the request of the Workers' group, he said that a list of NGOs that worked with IPEC would be provided, and that this would be an explanatory list linking the NGOs with the relevant activities.

## IV. Other business

### Presentation of an IMEC paper

73. The Chairperson informed the meeting that there would be a presentation of an IMEC paper. The IMEC group had presented a paper to the Officers of the Committee on Technical Cooperation in November 2002. Since it had not been possible for them to discuss the paper at that time, it had been decided that the paper would be discussed during the March session of the Committee at a meeting of the Officers and the regional coordinators. The outcome of that meeting would then be reported to the Committee through an oral presentation by the Chairperson of the Committee. No discussion had been envisaged. It was not possible to have that discussion during the current session of the Committee and it was agreed that IMEC would be requested to make an oral presentation of the paper to the Committee. There would, however, be a meeting of the Officers of the Committee and the regional coordinators, possibly during the June 2003 session of the International Labour Conference where the paper could be discussed. In any case, the meeting should be held before the Committee meeting in November 2003.
74. The IMEC spokesperson, Ms. Quintavalle, stated in her presentation that IMEC was interested in having a broad discussion on the way in which the Committee on Technical Cooperation could better contribute to providing guidelines and monitoring implementation of the ILO's technical cooperation activities. She requested that the document that had been submitted to the Officers be discussed at a meeting of the Officers and regional coordinators during the June 2003 session of the International Labour Conference so that the outcome of the debate could contribute to the overall review of the working methods of the Governing Body and its Committees that was envisaged for the November 2003 session of the Governing Body. She then highlighted seven points contained in the IMEC document.

- 75.** First, there was a need for more interactive discussion within the Committee. To achieve that, the Committee should be open to interventions by every member and to any member of the secretariat who could contribute to the debate. She underlined the importance for all such interventions to be limited to the agenda item under discussion. The secretariat should guide the discussion by including questions in the documents that would need to be addressed during the debate and by helping the deliberations to go in the right direction. Proposing that there should be more discipline in the interventions, she suggested that time limits should be set at the outset. Worker and Employer spokespersons could limit their first intervention to no more than ten minutes, as they would have the possibility of taking the floor again during the debate. The other interventions should not exceed five minutes in order to facilitate dialogue.
- 76.** Second, the Committee should be provided with more information on activities at country and regional levels. The report on the technical cooperation programme presented each November should contain more statistical data and information pertaining to concrete results and project outcomes. The IMEC spokesperson stressed that she was not asking for a completely different document, but more information and analyses on trends, for example in levels of funding in particular regions or sectors, or analyses of successes of particular methodologies.
- 77.** Third, Ms. Quintavalle expressed the view that attention should be paid to the integration of ILO activities in national decent workplans into wider United Nations assistance frameworks and national policies such as PRSPs. More time should be devoted to analysis of the decent work country programmes and workers and employers should be able to verify if those programmes were taking into account the needs and the possible contributions of the social partners. Representatives of the social partners and member States should be allowed to offer contributions even if they were not members of the Committee on Technical Cooperation.
- 78.** Fourth, documents presented to the Committee should contain more data on the real impact of technical cooperation projects on the implementation of the ILO's four strategic objectives, and be discussed with a clear idea of the targets established for each strategic objective for each country and/or region.
- 79.** Fifth, the IMEC group considered the thematic evaluations normally presented at the March sessions of the Committee as a good step in that direction as they focused on particular items. The discussion on thematic evaluation should be organized in a more interactive way, maybe with a panel comprising regional directors and MDT representatives.
- 80.** Sixth, she called for the involvement of regional directors, supported by members of the regional and country staff in the debates taking place in the Committee, particularly when discussing specific activities or countries. She was of the opinion that that could be done not only when thematic evaluations were considered but also on other selected occasions as regular briefings by regional directors and regional and country staff could greatly enhance the work of the Committee. Field staff could provide the Committee members with an "insider's view" of the technical cooperation projects and of key issues in their regions, and they could very usefully answer questions by Committee members. The format for such briefings would need to be flexible to suit the specific item.
- 81.** Seventh, the IMEC spokesperson suggested that the Office should make a comprehensive presentation of the reporting, monitoring and evaluation activities. Within the ILO evaluation framework, governments and employers' and workers' organizations needed to be invited to make available their expertise to help with the further development of evaluation methodologies, and to provide independent evaluators for specific evaluations.

Independent evaluation of major programmes and projects should be undertaken and, as much as possible, by professional evaluators. The terms of reference for each evaluation should be established in consultation with the stakeholders, donors, Governing Body or other parties, as appropriate. All relevant data should be made available to the Committee when an item in the Committee was based on evaluation results. She clarified that she was not asking the secretariat to provide all the data to the Committee but to make it available to all those interested in such information; in that respect, the establishment of an evaluation and monitoring database and web site would be welcomed. The IMEC spokesperson further observed that they were aware that donors were undertaking the evaluation of projects and programmes funded by them. She maintained that the results of such evaluation exercises should be brought to the attention of the Committee on Technical Cooperation.

82. In conclusion, the IMEC spokesperson stated that the group attached great importance to the work of the Committee on Technical Cooperation. That was the reason for which the group had proposed that the various possibilities to improve the working methods of the Committee be discussed. She was conscious of the fact that the IMEC proposal was only one contribution. Surely there would be other views. She reiterated her support for the proposal of the Chairperson that the paper be discussed, first at the meeting of the Officers and regional coordinators and then at the technical cooperation meeting itself so that all members of the Committee would be able to express their views.
83. The Chairperson thanked the spokesperson and stated that IMEC had made an important contribution, which would initiate thinking on the matter, and that the IMEC document would be discussed at an Officers' meeting either during the June 2003 session of the International Labour Conference or during the November session of the Governing Body.

### **New Executive Director, Regions and Technical Cooperation**

84. The Employer Vice-Chairperson, Mr. Sanzouango, informed the Committee that Mr. Trémeaud would no longer be in charge of the Committee on Technical Cooperation since he would cease his functions as the Executive Director, Regions and Technical Cooperation. Mr. Trémeaud would continue to be an Executive Director, member of the Senior Management Team, and Director of the International Training Centre of the ILO in Turin. He would lead an ILO Task Force with the mandate of proposing measures for a better integration of the capacities of the Turin Centre in ILO programmes and in development cooperation activities. Mr. Trémeaud would also oversee the preparation of the ILO's contribution for the forthcoming G8 meeting.
85. The Worker Vice-Chairperson, Mr. Attigbe, expressed his sincere thanks to the Workers' group for Mr. Trémeaud's impeccable engagements in the field of technical cooperation. He pointed out that Mr. Trémeaud had in fact associated himself with the development of ILO technical cooperation throughout his whole career, as Director of Cabinet, as Assistant Director-General, as Executive Director, and last but not least, as Director of the Turin Centre.
86. Mr. Attigbe paid tribute to Mr. Trémeaud and recalled that Mr. Trémeaud had been the representative of the Director-General at the Conference Committee on Technical Cooperation on three occasions, the last time being in 1999. Mr. Trémeaud had guided the Committee with great effectiveness, and had pushed for a better integration of technical cooperation with the regular budget. In addition, he had forged close ties with donors and strengthened the partnership between the ILO and donors. The increasing request for mixed committees demonstrated the quality and value of such partnership relations. The



execution rate of technical cooperation projects had reached 64.1 per cent. Furthermore, Mr. Trémeaud had contributed substantially to the streamlining of the ILO field structure in order to make it more efficient and accessible.

87. Mr. Attigbe was pleased to know that Mr. Trémeaud would lead an ILO Task Force with the mandate of proposing measures for a better utilization of the capacities of the Turin Centre in ILO programmes and in development cooperation activities and that he would oversee the preparation of the ILO's contribution for the forthcoming G8 meeting.
88. Finally, the Worker Vice-Chairperson, expressing his best wishes for success in Mr. Trémeaud's new functions and his satisfaction of seeing him continue with the ILO, took the opportunity to welcome his successor, Mr. Don Skerrett, to the Committee on Technical Cooperation.
89. Mr. Anand (Employer member) stated that it had been admirable for Mr. Trémeaud to combine the directorship of the Turin Centre with the function of Executive Director, Regions and Technical Cooperation. He observed that Mr. Trémeaud demonstrated wisdom and rich experience in a diplomatic style. Mr. Anand further pointed out that Mr. Trémeaud's leadership would be remembered for a long time.
90. The representative of the Government of South Africa, speaking on behalf of the African group, paid tribute to Mr. Trémeaud for work well done and for his leadership in the Committee. She expressed happiness to see that he would continue to serve the ILO through the Turin Centre. She also congratulated his successor Mr. Don Skerrett.
91. The representative of the Government of Italy endorsed the tribute and thanks already paid to Mr. Trémeaud. She expressed great appreciation of him for integrating the Turin Centre work with general technical cooperation activities.
92. The representative of the Government of France paid his tribute to Mr. Trémeaud for his excellent work. He believed that Mr. Trémeaud would continue to be of great value to the ILO in his new functions.
93. Mr. Trémeaud, a representative of the Director-General, stated that it had been a great pleasure and privilege to work in the Committee on Technical Cooperation. He expressed his appreciation for all the kind words. He pointed out that he wanted to share such kind words with his team in the Development Cooperation Department as well as with his colleagues, the regional directors, as they had always worked together as a team.
94. There being no other issue under this agenda item, the Chairperson closed the meeting, informing the Committee that in accordance with the standard procedures, the report of the meeting would be approved on its behalf by the Officers of the Committee. They would also agree on the agenda for the next meeting.

Geneva, 21 March 2003.

*Point for decision:* Paragraph 64.