



## Governing Body

309th Session, Geneva, November 2010

GB.309/16

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### SIXTEENTH ITEM ON THE AGENDA

## Report of the Committee on Technical Cooperation

1. The Committee on Technical Cooperation met on 9 November 2010. As the Chairperson, Ms B. Naliaka Kituyi, could not attend the meeting, the Committee was chaired in turn by the Employer and Worker Vice-Chairpersons, Mr L. Traore and Mr J. Gómez Esguerra respectively. Mr Gómez Esguerra took the Chair first.
2. The Committee had the following agenda items:
  - I. Capacity development for ILO tripartite constituents
  - II. ILO technical cooperation and Decent Work Country Programmes, 2008–09
  - III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plans regarding abolition of child labour
3. The Committee viewed a short film entitled *Never Abandon, Never Give Up*, which was the result of a technical cooperation project on migrant workers and HIV/AIDS in China.

### I. Capacity development for ILO tripartite constituents

4. The representative of the Director-General, Ms van Leur, Director of the Department of Partnerships and Development Cooperation, introduced a paper on the item.<sup>1</sup> She apologized for the late release of the documents before the Committee. The document under consideration responded to a request made by the Committee in November 2009 for the Office to prepare, in collaboration with the International Training Centre of the ILO in Turin (the Turin Centre), a paper on capacity building as a means of technical cooperation. It was the result of an intensive consultation process within the Office involving the Labour Administration and Inspection Programme, the Bureau for Employers' Activities (ACT/EMP), the Bureau for Workers' Activities (ACTRAV) and the Turin Centre, and it drew on a survey of capacity-development initiatives by ILO field offices and technical units as well as on the capacity needs-assessment exercises of ILO programmes and Decent Work Country Programmes.

<sup>1</sup> GB.309/TC/1.

5. The paper aimed at providing points for a discussion on the role of capacity building for constituents in the framework of technical cooperation. It outlined the major advantages and challenges of ILO capacity-development approaches. The deliberations of the Committee would be an important contribution to the elaboration of technical cooperation strategies on capacity development, and would feed into larger discussions on knowledge sharing and capacity development for the next biennium.
6. The Employer Vice-Chairperson reiterated the need to make documents available on time, in order to allow for sufficient debate, and regretted that the paper that had been produced did not reflect the social partners' concerns. Capacity building was essential, not just to fulfil the ILO's mandate but also to satisfy the needs of the constituents. In the case of the Employers, capacity building must address the concerns of enterprises and make it possible to influence the decision-making process at the heart of the ILO, as well as national development frameworks such as United Nations Development Assistance Frameworks (UNDAFs), Decent Work Country Programmes and poverty reduction programmes.
7. On behalf of the Employers' group, he expressed his disappointment that the Turin Centre, which was supposedly the ILO's focal point in terms of training, had not been mentioned more in the paper that had been presented. Technical cooperation projects and programmes should have a training component provided by the Turin Centre. Support should also be provided for the ACT/EMP programme in order to improve services for employers' organizations and to give them a more significant role in the various negotiation processes. Furthermore, donor countries had once again been requested to allocate funds directly to the Turin Centre within the framework of their partnership programmes with the ILO. He suggested that the point for decision should be amended in a clear and precise manner.
8. Mr Traore then took the Chair. Ms J. Mugo acted as spokesperson for the Employers' group.
9. The Worker Vice-Chairperson said that, from the point of view of trade unions, capacity building was aimed at strengthening the role and function of trade unions and their ability to handle processes of change and at establishing a union structure tailored to the needs of workers. On the issue of training, he mentioned the skills needed to participate in tripartite and bipartite forums and social dialogue round tables, negotiate and sign collective agreements, including with regard to better pay and working conditions, and influence social and economic policies.
10. He stressed the importance of constituent-specific training programmes for achieving results through the Decent Work Country Programmes, and of each plan having a capacity-building component that would make it possible to prepare workers for bipartite or tripartite discussions at the national level. In that regard, he highlighted as components: the identification of the labour priorities and needs of the Decent Work Country Programmes; negotiation with other social partners; training with regard to implementation, monitoring and evaluation; and the inclusion of an education and research area for trade union organizations. He stated that training would enhance the participation of workers at all stages of the Decent Work Country Programmes and the UNDAFs, and would improve the design and effectiveness of both the above.
11. The Turin Programme for Workers' Activities (ACTRAV–Turin) had played an important role in building the capacity of trade union organizations by including an assessment of how training contributed to capacity building and to the efficiency of trade union organizations.
12. With regard to the role of the constituents in the Global Jobs Pact, he said that capacity building was important and that the implementation of the Pact required an integrated

approach to promoting decent work, covering the relationship between macroeconomic policies and policies to promote employment, the adoption of standards, social protection and social dialogue. Those elements should also form part of the Decent Work Country Programmes.

13. In conclusion, he recalled that ACTRAV's mandate had been defined in resolutions of the Conference (2002) and the Committee on Technical Cooperation (2006), which recognized its role within the Office, as well as that of ACTRAV–Turin, with regard to formulating a capacity-building strategy for trade unions and promoting worker participation in the Decent Work Country Programmes. Lastly, he made some suggestions concerning the point for decision.
14. The representative of the Government of Argentina, speaking on behalf of the group of Latin American and Caribbean States (GRULAC), stressed that the strengthening of institutions was a fundamental pillar for governments. Technical cooperation programmes should have a specific focus, agreed upon between the parties, on the institutional capacity to be developed.
15. He suggested that the lessons learned and the results of the assessments (paragraph 6 of the document) should be part of wider debates that could be used by governments in their capacity-building processes and could help the ILO to further its work. He asked to continue the discussion with more descriptive documents, which could include an analysis of the adaptability of ILO technical cooperation in relation to the realities described and the needs of the constituents.
16. Lastly, he suggested different wording for subparagraph (a) of the point for decision (paragraph 18), indicating that the Office should be requested to take concrete and specific action to ensure further capacity building among the tripartite constituents and the mainstreaming of capacities into technical cooperation programmes and projects, which should be presented to the Committee for consideration and debate.
17. The Employer spokesperson endorsed the changes proposed by the Workers with regard to the point for decision.
18. The representative of the Government of Mozambique, speaking on behalf of the Africa group, noted that constituents' capacity building was a priority and one of the key elements for the successful implementation of the Decent Work Agenda in the region. The role played by the Turin Centre in capacity building needed to be strengthened. He encouraged the ILO to find practical means to overcome the difficulties described in paragraph 17 of the document. For example, terms of reference could be improved to allow the better selection of candidates for training for capacity development. He expressed appreciation for the countries that continued to make resources available for building the capacity of constituents and supported the point for decision.
19. The representative of the Government of Italy, speaking on behalf of the group of industrialized market economy countries (the IMEC group), thanked the Office for the useful paper. An integral part of defining capacity development was the evaluation of the impact of enhanced capacity. Capacity assessment, the design of training and learning plans and established criteria for monitoring and evaluation should also be mentioned as important elements of capacity development. The IMEC group welcomed the role played by the Turin Centre in providing training for capacity development and agreed that it should be further developed.
20. She noted that there was a gap with regard to the participation of the social partners in the UNDAF process. Although more than half of all UNDAFs reflected most or all of the

ILO's strategic objectives, the social partners participated directly in only 25 of them and had minimal participation in another 14. An important but missing piece of information was whether the UNDAFs that reflected ILO priorities were those in which the social partners participated. Her group recognized the importance of capacity development for governments, in particular with regard to labour administration, and appreciated the analysis of technical capacity challenges. Furthermore, it supported the notion that technical capacity should be built on institutional capacity. Although it was important to mainstream capacity development into projects, at the same time it was clear that not all projects needed a capacity-development component. Programmes specifically devoted to institutional capacity development should be aligned with the ILO's outcome-based work planning.

- 21.** Regarding the point for decision, the speaker proposed that paragraph 18(a) should read: "request the Office to take concrete steps to ensure that results-based capacity-development measures are mainstreamed into technical cooperation programmes within the framework of the outcome-based work-planning process". For clarity, in paragraph 18(b), the words "such programmes" should be replaced by "such capacity-development programmes". A new paragraph 18(c) should read: "request the Office to highlight to donors and potential donors the value of supporting the strategic role of the tripartite constituents and providing funding for capacity-development measures, including for core institutional capacity, aligned with the ILO's outcome-based work-planning process".
- 22.** The representative of the Government of Kenya urged the ILO to use the Turin Centre effectively and to strengthen links with other regional institutions to ensure the mainstreaming of capacity-development initiatives into technical cooperation programmes for the benefit of more constituents. He supported the point for decision, as amended by GRULAC.
- 23.** The representative of the Government of Brazil noted that over the period 2002–10, his country had signed some 400 memoranda of understanding and agreements for technical cooperation, including with the ILO. South–South cooperation had high-level support in Brazil and had benefited countries in Latin America as well as in Africa and Asia.
- 24.** Social partner involvement in the planning and implementation of technical cooperation programmes was key to developing national capacities and building institutional knowledge. In that respect, the role of the Turin Centre should be further strengthened. The Office should further promote South–South cooperation, including triangular cooperation initiatives, along the lines of the recent cooperation agreement between Brazil, the United States and the ILO to fight child labour in Haiti.
- 25.** The representative of the Government of Norway underscored that building the institutional capacity of partners at the country level was important to ensure sustainable economic development. The recent ILO and International Monetary Fund (IMF) joint conference held in Oslo in September 2010 highlighted the need to engage key actors in the labour market to make policy work on the ground, including through the strong involvement of employers' and workers' organizations. Noting that the social partners should be involved in the design of poverty reduction strategies, UNDAFs and Decent Work Country Programmes, the speaker said that donors also had a role to play, in terms of using their membership of the United Nations and the World Bank to ensure the participation of the social partners in development cooperation.
- 26.** The representative of the Government of Jordan thanked the Office for the comprehensive paper before the Committee, which clearly identified the lessons learned and actions to be taken.

27. A Worker member said that technical cooperation should play a greater role in encouraging governments to ratify and implement the core ILO Conventions. More resources were required to strengthen the trade union movement, including, inter alia, to boost the role that the social partners played in UNDAFs and to ensure consistency between UNDAFs and Decent Work Country Programmes.
28. Another Worker member stressed the importance of developing the capacity of the social partners, referring to a recent high-level forum in India to promote the national ratification and implementation of the core labour Conventions.
29. The representative of the Director-General noted the consensus in the Committee on the importance of capacity development in technical cooperation, and in particular institutional capacity development in support of the decent work goals. She noted that the discussion was part of a wider and continuing debate on knowledge sharing and capacity development in the ILO. As previously announced by the Director-General, the Turin Centre would be further mainstreamed into ILO operations and had an important role to play in capacity development.
30. There was clear evidence that more work needed to be done on institutional capacity building for governments and social partners at the national level. That would help increase social partner involvement in UNDAFs, which were central to UN reform and system-wide coherence. The Office had been active in its engagement with the United Nations to integrate decent work into UNDAFs. All ILO constituents, including donors, should raise awareness of the need to involve the social partners in socio-economic development. She pointed out that the ILO would host the Global South–South Development Expo 2010. South–South and triangular cooperation were emerging modalities for technical cooperation, which the Office was following closely.
31. After a pause in the deliberations, the Office presented to the Committee a draft text of the point for decision, which sought to take into account the various amendments that had been proposed. A number of further amendments were then proposed. The Worker Vice-Chairperson stressed that the term “adequate support”, as used in the phrase “to ensure adequate support for such measures” in paragraph 18(a), should be understood to include sufficient financing.
32. *In view of the above, the Committee recommends that the Governing Body:*
- (a) *request the Office to take concrete and specific actions to ensure that results-based capacity-development measures for the tripartite constituents are mainstreamed into technical cooperation programmes and projects, within the framework of the outcome-based work-planning process, and to ensure adequate support for such measures. Such actions should be reported to this Committee for consideration and debate;*
  - (b) *encourage ILO constituents to engage fully in a results-based approach to capacity development to ensure ownership, impact and sustainability. In the case of the social partners, such capacity development programmes should be developed under the guidance of ACT/EMP and ACTRAV;*
  - (c) *request the Office to highlight to donors and potential donors the value of supporting the strategic role of the tripartite constituents and providing funding for capacity-development measures, including for core institutional capacity, aligned with the ILO’s outcome-based work-planning process; and*

- (d) *request the Office, in cooperation with the International Training Centre of the ILO in Turin, to develop operational capacity-building strategies for constituents through technical cooperation, in relation to the principles set out in the 2008 ILO Declaration on Social Justice for a Fair Globalization, and in line with the current programme and budget and with the next one, which will be submitted to the Governing Body at its March 2011 session.*

## **II. ILO technical cooperation and Decent Work Country Programmes, 2008–09**

33. The representative of the Director-General introduced the paper relating to the second item.<sup>2</sup> She explained that the paper combined two items that in the past had been discussed separately, in view of the fact that the report *ILO programme implementation 2008–09*, submitted to the International Labour Conference at its 99th Session (June 2010), already covered results attained under Decent Work Country Programmes and technical cooperation as part of the ILO's integrated resource framework. She also pointed out that additional information was available on the ILO's donor dashboard. She noted that the number of Decent Work Country Programmes – a key mechanism for delivering technical cooperation – continued to grow, as did the number of UNDAFs that reflected the decent work priorities. The results of an analysis by the Office of 102 UNDAFs demonstrated that the ILO's Decent Work Agenda had been widely recognized as an important development strategy. However, unpredictability of resources posed a serious challenge. The ILO was behind in approvals and might find it difficult to meet the targets for extra-budgetary technical cooperation funds and the Regular Budget Supplementary Account (RBSA). In general, however, the situation seemed to be improving gradually. While the United States remained the largest donor, the Netherlands had been able to commit to a major agreement for the next three-and-a-half years. Australia, Belgium and Denmark had also committed resources to the ILO; and, in August 2010, France had signed a new partnership agreement. The Office had also been working closely with Brazil on South–South cooperation, and had looked into the development of public–private partnerships.
34. The Regional Director for Africa, Mr Dan, highlighted that, in 2010, 14 Decent Work Country Programmes had been finalized in Africa, bringing the total number of programmes being implemented to 23, while consultations were under way regarding a further 21. In the light of the Global Jobs Pact, those programmes were based on an approach involving economic stimulus and crisis response plans. The Decent Work Country Programmes provided an instrument within the context of the “Delivering as One” initiative for strengthening growth, employment and poverty reduction strategies, as well as UNDAFs. Furthermore, the Decent Work Country Programmes were increasingly regarded as truly national development programmes and were therefore better integrated into the institutional hierarchy, having been adopted in many African countries by the council of ministers, debated in national parliaments and supported by social and economic councils.
35. Presenting an update on key developments in the Arab region, the Regional Director for the Arab States, Ms Al-Nashif, noted that major results obtained during the 2008–09 biennium included: the adoption of the National Strategy Against Trafficking in Persons for 2010–12 in Jordan, which had been complemented by a series of amendments to the Labour Code; the establishment of a federation of trade unions and of a fully operational labour inspection system in Oman; and the integration of entrepreneurship development in

<sup>2</sup> GB.309/TC/2.

the national curricula in the Syrian Arab Republic and Oman. Lessons learned from Decent Work Country Programmes included the need for new programmes to shift from the initial “learning process” to a more systematic use of ILO tools and lessons learned in the design stage. She stressed the need to strengthen knowledge sharing and to enhance the Office’s preparedness to support the emerging demand from the constituents to move toward multisectoral and nationally owned national decent work strategies. There was also a need to develop the capacity of research institutions so as to build a solid knowledge base on decent work in the region. Close tripartite interaction in implementing Decent Work Country Programmes was perceived as key for the promotion of social dialogue at the national level and engagement with the UN and national partners was critical for maximizing results. Concerning the involvement and capacity of ILO constituents, it was pointed out that Decent Work Country Programme tripartite steering committees were being systematically established with the assistance of the ILO (for example, in the Syrian Arab Republic and Yemen). In terms of funding modalities, collaborative cost-sharing opportunities (for example, in Oman) or direct funding opportunities (for example, in the United Arab Emirates) were systematically explored.

- 36.** The Regional Director for Asia and the Pacific, Ms Yamamoto, informed the Committee that more than half the developing member States in the region had active Decent Work Country Programmes. In addition, all Pacific island countries, except the Marshall Islands, had such programmes, which were also complemented by the Pacific Action Plan for Decent Work. Noting that the Regional Office for Asia and the Pacific received many requests from the constituents with regard to mainstreaming specific recommendations of the Global Jobs Pact into their Decent Work Country Programmes, she stated that lessons learned from the current Programmes would guide the development of the next cycle of Decent Work Country Programmes. Among the results achieved within the framework of the Decent Work Country Programmes, she mentioned a National Conference on Green Jobs that had been organized by the constituents in India and the ILO, and the work carried out by the ILO constituents in the Philippines, calling for decent and productive employment policies in the national planning processes. Out of 18 draft Decent Work Country Programmes appraised under the quality assurance mechanism, 11 showed the full involvement of tripartite partners or the use of a participatory approach and social dialogue in identifying Decent Work Country Programme priority areas. She thanked the Government of Australia, which had become one of the biggest contributors to the ILO’s work in the region that year, and other major donors, such as the United States, the European Union, Japan and the Republic of Korea.
- 37.** The Regional Director for Europe and Central Asia, Ms Hoffmann, indicated that a new programme of cooperation with the Russian Federation had been launched, with priorities that had been identified through intensive tripartite negotiations. New Decent Work Country Programmes for Kazakhstan and The former Yugoslav Republic of Macedonia had been established. Croatia was one of the target countries of a new project aimed at enabling ILO constituents to design packages to recover from the crisis. Tripartite constituents were fully involved in the design, implementation and evaluation of Decent Work Country Programmes. Other results worth noting included a high-level ILO subregional tripartite conference on the role of economic and social councils in the Western Balkans and the Republic of Moldova and the establishment of a new economic and social council in The former Yugoslav Republic of Macedonia. New ratifications of Conventions had been recorded in Albania, Bosnia and Herzegovina, Kazakhstan and The former Yugoslav Republic of Macedonia. A new national employment strategy had been prepared with ILO assistance and adopted in Bosnia and Herzegovina. A Youth Employment Action Plan had been adopted in Serbia. ILO skills and entrepreneurship training programmes had been integrated into vocational training curricula in Azerbaijan and Kyrgyzstan. A national occupational safety and health strategy and law had been prepared with ILO assistance and adopted in Albania, and specific occupational safety and

health programmes had been implemented in Kazakhstan, Kyrgyzstan and Tajikistan. Decent Work Country Programme priorities were now reflected in UNDAFs, as the ILO was now part of the drafting teams in such countries as Ukraine and Kyrgyzstan.

- 38.** The representative of the Director-General read out a progress report prepared by the Regional Director for Latin America and the Caribbean, Mr Maninat. Most of the economies in the region had shown resilience to the negative effects of the international financial crisis. Strong counter-cyclical policies had limited the impact of the crisis; nevertheless, millions of men and women had lost their jobs or had been obliged to accept poorly paid employment. The Regular Budget Supplementary Account was instrumental in delivering the Decent Work Agenda and Decent Work Country Programmes continued to be developed, with a focus on the Caribbean. In spite of recent growth, the region of Latin America and the Caribbean was still marked by inequality. In 2009, the region had doubled the amount of locally mobilized resources. A relative decrease in expenditure and delivery rates had been recorded, mainly due to the overall reduction in new approvals and to delays in disbursements, which had limited the region's implementation capacity. The Regional Office for Latin America and the Caribbean had started implementing remedial measures and strong monitoring mechanisms. It had also contributed to: the implementation of regional youth employment programmes; the adoption of employment-intensive policies for public investment; the modernization of work processes in economic sectors using the System for the Measurement and Improvement of Productivity (SIMAPRO) methodology; the strengthening of tripartite commissions on equality of opportunities in the world of work; and the continuation of national efforts to eliminate child labour.
- 39.** The Employer spokesperson said that the document should have been submitted for decision rather than for information, and that the issues of ILO technical cooperation and Decent Work Country Programmes should not be combined but discussed separately. The document pointed to varied participation by constituents in Decent Work Country Programmes, but did not analyse the extent to which those programmes accommodated their needs. While positive changes had been introduced in the programmes to reflect emerging needs, adequate resources had not been mobilized for the implementation of the Global Jobs Pact.
- 40.** National governments should include Decent Work Country Programmes in national planning. The paper did not adequately emphasize achievements regarding employment, and while it provided lessons learned on tripartite participation, flexibility and visibility, funding needs should also be addressed. The paper reported a 68 per cent delivery rate, which should be improved upon. Noting a decline in funding by non-state actors for the 2008–09 period, she suggested that the Office could enlist employers' organizations to raise funds from such sources. The ILO should also mobilize resources from emerging donors, as it had done with Brazil. The increase in expenditure by the Employment Sector showed that the crisis emphasized the need to focus increasingly on jobs.
- 41.** The speaker noted that there had been remarkable improvements in delivery in Africa, but more details were needed on the reasons for the decline in delivery in the Americas. Improvements in contributions to the RBSA recorded in the previous two months were encouraging. The needs of ACT/EMP, ACTRAV and the Social Dialogue Sector should continue to receive attention, in particular with regard to the capacity development of regional employers' organizations.
- 42.** The Worker Vice-Chairperson stressed the importance of the constituents' participation in the various stages of the Decent Work Country Programmes, noting that their implementation should both be the result of negotiations with the relevant social partners and reflect their contributions. The Decent Work Country Programmes could be agreed



upon and implemented only if the social partners were recognized and if they were in a position to negotiate.

43. He referred to the difficulties faced by trade unions when participating in the United Nations framework, as they were not recognized in themselves, but rather were seen as a part of what was known in general as civil society. He requested further information on the Office's initiatives to ensure effective trade union participation.
44. He requested that a more detailed presentation of the results of the Decent Work Country Programmes at a regional level should be included in a future report. He specifically asked that the results relating to participation, freedom of association and the right to collective bargaining should be included. He added that new Decent Work Country Programmes should provide information on the involvement and participation of social actors in their design and on how standards, tripartism, gender equality and the priorities of the Workers' group had been incorporated.
45. Referring to the analysis of ILO technical cooperation for the 2008–09 period, he stated that the high level of approval bore witness to the ability to mobilize resources. However, he wondered whether it was technical cooperation that guided the Decent Work Country Programmes or if indeed the reverse were true. He added that the increase in technical cooperation resources had not been reflected in ACTRAV technical cooperation, and that in 2009 only 1.6 per cent of the total of those resources had been obtained, which was not enough to implement a trade union training strategy.
46. He highlighted the decrease in technical cooperation funds for standards, noting that such funds were used mainly to combat child labour. He stressed that more funds were required for the promotion of international labour standards, in particular freedom of association and the right to collective bargaining. With regard to social protection, he stated that funds were needed for the social security, labour and immigration sectors. Furthermore, the RBSA had not been used strategically to achieve a better balance between the different strategic objectives and within each one of those objectives. He asked to what extent the new appraisal mechanism for technical cooperation projects could contribute to a better balance between the results regarding the strategic objectives and the level of tripartite participation in the projects.
47. He concluded that greater efforts must be made to focus on Decent Work Country Programmes and on technical cooperation to build constituents' capacities, which required collaboration with the Turin Centre and ACTRAV.
48. The representative of the Government of Italy, speaking on behalf of the IMEC group, suggested that future introductory presentations to the Committee could include a presentation of a selected Decent Work Country Programme, with an explanation of how it operated in the field and how it was aligned with the work at headquarters. The Office was commended for the improved presentation of the document on the implementation of the Decent Work Country Programmes and the consolidation of data. Her group appreciated the implementation of a technical cooperation appraisal mechanism and better alignment of Decent Work Country Programmes with national development plans, poverty reduction strategies and UNDAFs. Nevertheless, improvements were required in terms of building social partners' capacity to participate fully in the formulation of UNDAFs. The means for improving delivery rates should also be addressed.
49. With regard to the ongoing process of reform of the Governing Body and the International Labour Conference, she stated that the implementation of the Decent Work Country Programmes should take place in the same context as that of their evaluation, in order to guarantee coherence and improve quality and efficiency. The field structure review should

also be discussed in the same forum, since Decent Work Country Programme quality and resource management were among the indicators used to measure the performance of the field structure.

- 50.** The representative of the Government of Sweden, speaking on behalf of the Governments of Belgium, Denmark, the Netherlands, Norway, Sweden and the United Kingdom, stated that partnership agreements contributed to increased predictability and better alignment with the Organization's programming cycles. The continued earmarking of funds was problematic, despite the Office's continued efforts to advocate funding that reflected the Paris Principles on Aid Effectiveness. Earmarking funds risked hollowing out the governance of an organization, complicated accountability, and undermined the ILO's capacity to deliver in a coherent and responsive fashion. A more in-depth analysis of the long-term impact of earmarked and unpredictable funding should be the subject of a future report, and could provide convincing arguments to other donors for the provision of flexible, unearmarked funding.
- 51.** The representative of the Government of Brazil took note of the improvements in ILO technical cooperation in terms of funding, outcomes and results. His Government worked with partner countries in the context of South-South cooperation. The advantages of such collaboration were that the solutions formulated in that context were well adapted to national realities and produced better and more effective results, as they had already been applied in similar situations. The Office was encouraged further to explore South-South and triangular initiatives and to strengthen relations between the ILO and non-governmental and inter-governmental organizations.
- 52.** The importance of involving social partners in technical cooperation was also noted. On the issue of funding, he commented on the increase in the proportion of resources allocated to ILO headquarters in 2008 and 2009 and the decrease in funds channelled towards field offices. In the context of technical cooperation, it was essential to concentrate resources on activities that aimed to transfer knowledge and practices to the beneficiaries. He noted with satisfaction that Decent Work Country Programmes were slowly being integrated in UNDAFs, but observed that funding from the "One UN Fund" had been down by 10 per cent for the 2008-09 period.
- 53.** The representative of the Government of China said that he appreciated the ILO's achievements in terms of its technical cooperation programme for 2008-09. He also noted the impact of the crisis on funding and the increased unpredictability affecting ILO technical cooperation activities. The gap between technical cooperation resources and the increased demand for technical cooperation from member States was noticeable and needed to be addressed. He noted the marked increase in expenditure on youth employment and local economic development in 2009.
- 54.** The representative of the Government of Jordan stated that the combined paper on ILO technical cooperation programmes and Decent Work Country Programmes was welcome as it provided a clearer picture of the interaction between the two. He appreciated the results achieved and the increased delivery in the Arab States. That region had the highest share of locally mobilized extra-budgetary expenditure. He hoped to see the same increase with respect to centrally mobilized resources.
- 55.** An Employer member recalled the historical background which had led to the absence of a truly modern private sector and the predominance of the informal sector in his country, Guinea. He expressed the hope that, with the support of the Organization, significant changes would be brought about with regard to the intensification of technical and financial cooperation, and the democratization and ownership of the implementation of ILO priorities such as decent work, the Global Jobs Pact and capacity building.

56. Responding to the questions, the representative of the Director-General noted the general consensus regarding the fact that the Office was on the right track in terms of its technical cooperation programme. The most significant change in ILO technical cooperation during the current biennium had been the elaboration of the outcome-based workplans for the 19 decent work outcomes. This allowed for a balanced allocation of resources to all issues within the decent work context. She also confirmed that the Global Jobs Pact had been fully integrated in the outcome-based workplans. She welcomed remarks on the need for unearmarked funding, which would allow the Office to respond more efficiently to constituents' needs. She confirmed that the resource mobilization strategy had seen a broadening of the donor base and an increase in public-private partnerships. The appraisal mechanism ensured high-quality standards, as well as the involvement of the social partners and the Turin Centre in project design. A supervision and tracking system was being piloted that ensured a high delivery rate on projects and would in the future allow for better reporting on results.
57. The Worker Vice-Chairperson referred to the statements by the Regional Directors. He highlighted the work carried out with the United Nations in Africa and requested the inclusion of the issues of standards, protection and social dialogue in employment-creation programmes. He criticized the fact that there were so few tripartite participation bodies within the Decent Work Country Programmes for Asia and called for the regional guidelines on ensuring the participation of the constituents to be changed. He recognized the importance of worker training programmes focusing on economic and social issues in the Arab States, and requested that cooperation with the United Arab Emirates include a concrete plan with a timetable to promote freedom of association, including changes to legislation. As to the Americas, he called for the revision of SIMAPRO and said that it should take into account the importance of trade unions and collective bargaining within enterprises. With regard to Europe, future reports needed to examine the reasons behind the mobilization of the workers in the more developed countries.

### **III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plans regarding abolition of child labour**

58. A representative of the Director-General, Mr Ryder, introduced the paper.<sup>3</sup> The main elements of the Global Report *Accelerating action against child labour* were covered in the document, and he highlighted some of the achievements and challenges, including aspects of the global estimates regarding child labour. He stressed that, at the current rate of decline, the goal of eliminating the worst forms of child labour by 2016 would not be met. For that reason, the proposed Global Action Plan provided for accelerated action to achieve the 2016 goal. He summarized the eight key priorities to be considered under the Global Action Plan: achieving universal ratification of child labour Conventions; leading the knowledge agenda; promoting national public policies with a more strategic focus; developing and strengthening regional strategies; strengthening advocacy, strategic partnerships and the worldwide movement against child labour; supporting capacity building for workers' and employers' organizations and their involvement in child labour programmes; better integration and linkages of child labour in Decent Work Country Programmes; and taking forward the Roadmap for Achieving the Elimination of the Worst Forms of Child Labour agreed at the Hague Global Child Labour Conference. He

<sup>3</sup> GB.309/TC/3.

emphasized that the point for decision was included in paragraph 31 and invited the Committee: to endorse the key elements of the Global Action Plan as contained in paragraphs 21–28; to re-endorse the 2006 Global Action Plan which continued to be the framework for action; and to reconfirm commitment to the elimination of child labour as one of the Organization’s highest priorities, and the role of the International Programme on the Elimination of Child Labour (IPEC) in supporting efforts to eliminate child labour. He concluded by noting that the financial implications of the Global Action Plan to be endorsed were contained in paragraph 30.

- 59.** The Employer spokesperson noted that the Employers’ group would have liked the discussion on the Global Report at the International Labour Conference to have been more interactive and to have offered clear guidelines for technical cooperation. Although ratification of Conventions was important, comprehensive action should also include national policies and action plans. Efforts by governments were recognized, especially those in Africa. Education and provision of decent work opportunities to adults were crucial in fighting child labour. Special focus should be given to South Asia and sub-Saharan Africa. Engagement of social partners was considered crucial in the fight against child labour. It was important to take into account the ideas contained in the Roadmap agreed at the Hague Conference. While supporting the 2010 Action Plan set out in paragraphs 21–28, including the Roadmap as a strategy to implement the Action Plan, the Employers proposed amending paragraph 31(b) to read “endorses the 2010 Action Plan taking into account the Roadmap adopted by the Hague Conference as a strategy to implement the Action Plan”.
- 60.** The Worker Vice-Chairperson observed that child labour numbers continued to decline but at a slower pace, and that the situation might deteriorate due to the economic crisis. He stressed that political will had weakened, that child labour was most prevalent in poor countries, and that one third of child labourers lived in countries that had not ratified one or both ILO Conventions on child labour. Given the prevalence of child labour in agriculture, that sector should be prioritized. The ILO should lead a reinvigorated movement against child labour, allowing governments to rediscover the level of political engagement that they had displayed a decade ago. He highlighted the importance of the Roadmap adopted by the Hague Conference and endorsed its support by the Governing Body. He pointed out that the review and update of national lists of hazardous work, as mentioned in the Roadmap, was crucial, and that further efforts were required to ensure that countries produced those lists. He expressed the concern that the ILO was not receiving sufficient information from governments regarding the implementation of the Worst Forms of Child Labour Convention, 1999 (No. 182) and that ratification alone was not enough. He appreciated the focus on quality education, decent work for adults and developing an integral approach to specific crisis situations, such as HIV/AIDS. Donor support should increasingly target the root causes of child labour, and projects with a strong social dialogue component were welcomed. He expressed appreciation for the ILO’s involvement in addressing child labour in specific sectors such as cocoa, sugar, tobacco and cotton, and mentioned the importance both of ACTRAV’s participation in the design of such initiatives and of workers contributing to their implementation at a national level. Finally, the Workers’ group endorsed paragraph 31 of the paper, and agreed with the amendment to paragraph 31(b) proposed by the Employers’ group.
- 61.** The representative of the Government of Argentina, speaking on behalf of GRULAC, thanked the Office for the document. He drew attention to the Global Report of 2010 and mentioned that it had generated a very fruitful debate at the 2010 session of the International Labour Conference. Finally, he endorsed the reference to the 2006 Global Action Plan as well as the 2010 Action Plan, as set out in paragraphs 21–28 of the document. He also expressed GRULAC’s support for IPEC.

- 62.** The representative of the Government of Mozambique, speaking on behalf of the Africa group, complimented the Office on the paper. Concern was expressed with regard to the possibility of not meeting the 2016 goal. Child labour was on the increase in sub-Saharan Africa and the financial crisis had made matters worse. The Africa group expressed strong support for the proposals contained in paragraphs 21–28 of the paper and endorsed the Roadmap referred to in paragraph 31. They supported the work of IPEC and encouraged more triangular and South–South cooperation.
- 63.** The representative of the Government of Italy, speaking on behalf of the IMEC group, referred to the meaningful debate on child labour during the 2010 session of the International Labour Conference. Over half of the 215 million child labourers were involved in the worst forms of child labour, and much more needed to be done to meet the 2016 goal. The IMEC group therefore supported the Roadmap adopted in The Hague. A holistic approach was crucial in public policies. Links between IPEC and other ILO programmes and the Decent Work Agenda were essential. Public–private partnerships were a way forward for technical cooperation in that area. The IMEC group endorsed the Action Plan in paragraphs 21–28 and the decision in paragraph 31, but proposed that the wording of paragraph 31(b) should be amended by replacing the last phrase by “including active support from the ILO for implementation of the Roadmap”.
- 64.** The representative of the Government of Brazil complimented the Office on the paper, recalled its participation in the Hague Global Child Labour Conference, and called on everyone to attend the 2013 Conference in Brazil where progress under the Roadmap would be assessed. She listed a number of achievements in Brazil in combating child labour, expressed concern with regard to child labour in Africa, reiterated Brazil’s commitment to South–South cooperation and encouraged everyone to attend the 2010 Global South–South Development Expo, to be held at ILO headquarters in late November. In closing, she expressed support for the elements outlined in paragraph 31.
- 65.** The representative of the Government of the United Republic of Tanzania fully supported the Africa group’s statement, and expressed concern with regard to the increase in child labour in sub-Saharan Africa. IPEC worked in 16 districts of the United Republic of Tanzania and an extension to the remaining districts was considered important. He thanked the Government of Brazil for its support through South–South cooperation, and asked the Committee to give due consideration to the proposal regarding paragraph 31.
- 66.** The representative of the Government of India emphasized that efforts to eliminate child labour should go beyond ratifying Conventions. The Government of India was implementing a four-pronged approach focusing on education, decent work for families, social protection and a legislative framework. He provided illustrations of work in each of those areas and the outcomes achieved to date. The issue of the ratification of ILO Convention No. 182 was under consideration in his country and he hoped to be able to report on a positive outcome in the near future. Summing up, he expressed support for the paper, including its point for decision.
- 67.** The representative of the Government of Kenya welcomed the paper and supported the position of the Africa group. The eight elements in paragraphs 21–28 were considered to offer a comprehensive framework for action, with the Roadmap providing a broad strategy for the implementation of the action plan. Concern was expressed with regard to the child labour situation in sub-Saharan Africa and the ILO was called on to support specific targeted areas where the problem was particularly worrisome. The link between decent work and combating child labour was deemed crucial. Kenya was proud to report that it had integrated the Roadmap in its national action plan, and that the new Constitution had improved protection against child labour. Finally, Kenya endorsed the 2010 Action Plan and confirmed its commitment to the elimination of child labour as set out in paragraph 31.

- 68.** The representative of the Government of Mexico highlighted three key national activities with respect to the elimination of child labour: the “Oportunidades” (Opportunities) Programme; the third phase of the IPEC project focusing on children working in agriculture and indigenous children; and the second national child labour survey. Finally, she reiterated her Government's commitment to the elimination of child labour and endorsed the paper as presented.
- 69.** The representative of the Government of Egypt mentioned his Government's ratification of ILO Conventions on child labour and the recent raising of the minimum employment age to 15 years. He also listed a number of policies his Government had implemented to reduce child labour. He supported the proposal in paragraph 31.
- 70.** The representative of the Government of France supported the statement made by the IMEC group and emphasized the importance of the fight against child labour as one of the four categories of fundamental rights at work. She quoted paragraph I(A)(iv) of the 2008 ILO Declaration on Social Justice for a Fair Globalization, stressing “that the violation of fundamental principles and rights at work cannot be invoked or otherwise used as a legitimate comparative advantage and that labour standards should not be used for protectionist trade purposes”. She highlighted the duty of countries to implement the provisions of the child labour Conventions and the need to strengthen labour inspection. South–South cooperation and the basic social protection floor were also relevant and important.
- 71.** The representative of the Government of the United States supported the IMEC group's statement. She strongly supported the goal of eliminating the worst forms of child labour by 2016, and urged the Office to focus on achieving that goal. She commended the ILO for its increasingly strategic focus that addressed root causes, and welcomed the further development of South–South cooperation.
- 72.** The representative of the Government of Australia expressed full support for the statement made by the IMEC group, emphasizing that the paper was built around an observation that progress in the fight against child labour had slowed in recent times, while much of the 2010 Action Plan was built around continuing existing efforts. He stressed the importance of openness to new approaches which could complement existing efforts. The Roadmap adopted in The Hague was an important contribution and the fact that it had been highlighted and supported by the ILO was indicative of fresh thinking, capable of reinvigorating the fight against child labour.
- 73.** A Worker member thanked the Netherlands for hosting the Hague Global Child Labour Conference. He underlined the importance of addressing root causes. Decent work for adults, improved national policies, free quality universal education, improved social protection, and strengthened roles for social partners were crucial. He highlighted that most child labour occurred in agriculture, domestic work and the informal economy, and in an unpaid family setting. He welcomed the strengthening of IPEC staffing to boost social dialogue. He called on the remaining member States to ratify the ILO Conventions on child labour and indicated that the Government of India would soon announce its intention to ratify ILO Convention No. 182. He ended by stressing the importance of brand ambassadors, to be appointed by IPEC.
- 74.** In summarizing the discussion, Mr Ryder stated that the Office had received messages from all sides expressing support for the key elements of the proposed Action Plan contained in paragraphs 21–28. Another key point was that ratification of the child labour Conventions was important but not sufficient. Other areas of agreement included the link between child labour and the promotion of decent work opportunities for adults, access to education, as well as the capacity and role of both employers' and workers' organizations

regarding the fight against child labour. He reiterated that a number of speakers had expressed concern regarding the reduced rate of decline in child labour, and the rise in child labour in sub-Saharan Africa. He welcomed the attention to South–South cooperation and expressed appreciation to all donors for their support. He concluded by saying that the discussion offered strong support for the approach proposed in the Action Plan, but that there were two amendments to the text of paragraph 31. He then drew attention to the amendment proposed by the Employers’ group to replace the word “including” by “taking into account” and the proposal by the IMEC group to delete “as a strategy to implement the Action Plan”.

**75.** Following exchanges with the spokespersons of the Employers’ and Workers’ groups and the IMEC group, the Chairperson concluded that the amendment proposed by the Employers’ group had the support of the Workers’ group and could be accepted by the IMEC group, resulting in paragraph 31(b) reading: “endorse the 2010 Action Plan contained in paragraphs 21–28 above, taking into account the Roadmap adopted by the Hague Conference”.

**76. *In view of the above, the Committee recommends that the Governing Body:***

- (a) re-endorse the 2006 Global Action Plan (summarized in paragraph 11);***
- (b) endorse the 2010 Global Action Plan contained in paragraphs 21–28, taking into account the Roadmap adopted by the Hague Conference;***
- (c) reconfirm its commitment to the elimination of child labour as one of the Organization’s highest priorities, and IPEC’s role in supporting efforts to eliminate child labour.***

Geneva, 12 November 2010

*Points for decision:* Paragraph 32  
Paragraph 76