



FOURTEENTH ITEM ON THE AGENDA

Report of the Committee on Technical Cooperation

1. The Committee on Technical Cooperation met on 10 November 2009, chaired by Ms B. Naliaka Kituyi (Government, Kenya). The Employer and Worker Vice-Chairpersons were Mr L. Traore and Mr J. Gómez Esguerra, respectively.
2. The Committee had the following agenda items:
 - I. The ILO's Technical Cooperation Strategy and tripartism in the context of the United Nations reform process
 - II. Implementation of Decent Work Country Programmes
 - III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plan regarding the elimination of forced labour
 - IV. Technical cooperation in support of the ILO's response to the global economic crisis
 - V. United Nations policy for post-conflict employment creation, income generation and reintegration
 - VI. Other questions
3. The Committee began the discussion on the agenda items after a short video presentation on technical cooperation projects in Argentina, China, Liberia and Yemen.

I. The ILO's technical cooperation programme strategy and tripartism in the context of the United Nations reform process

4. A representative of the Director-General, Ms van Leur, Director of the Partnerships and Development Cooperation Department (PARDEV), introduced the first paper.¹ She recalled that, at the March 2009 session of the Governing Body, the Committee had

¹ GB.306/TC/1.

discussed a paper on trends in development cooperation,² and, in the light of that discussion, the Committee had requested the Office to prepare a paper on the three interrelated topics addressed in the present document. The paper began with an examination of tripartism and the UN reform process, based on a survey conducted together with the Bureau for Employers' and Workers' Activities (ACT/EMP and ACTRAV). Three principal reasons were identified for the often low level of participation of the constituents in UN reform processes. Firstly, the value of tripartism was not fully understood in many national contexts. Secondly, Members felt they lacked the capacity to participate effectively. And thirdly, a number of partners felt that UN reform was not central to their members' direct needs, and its benefits were not worth the significant investment in time and resources that active involvement in UN reform processes usually required.

5. Accordingly, the paper incorporated a capacity-building strategy to bring the essential elements of UN reform to the tripartite constituents, while also focusing on institutional capacity building to strengthen constituents' ability to play a more important role as development actors.
6. The paper then proposed an enhanced Technical Cooperation Strategy which consisted of aligning technical cooperation with decent work outcomes; increasing the Regular Budget Supplementary Account (RBSA) and multi-annual, less earmarked partnership agreements, as well as widening the donor base; ensuring better quality control of technical cooperation; and promoting better knowledge management and sharing of operational interventions. Finally, the strategy proposed the development of a results-based model of capacity building, a main means of intervention in technical cooperation, to ensure that such efforts led to real capacity results.
7. The Employer Vice-Chairperson recalled the request by the Committee for a paper on the issue of tripartism in the context of the United Nations reform process. He regretted that certain enabling conditions for decent work, such as job and income creation or sustainable enterprises, had not been mentioned. He said that the ILO should determine why the tripartite constituents' involvement in United Nations Development Assistance Frameworks (UNDAFs) continued to be so limited and called for increased efforts to share experiences and build capacity in order to rectify that. In view of the development of 90 new UNDAFs, the requirement to involve ministries of labour was emphasized, as was the need to enhance the ILO's strategy in countries where it did not have an office.
8. He highlighted the need to mobilize more resources to support the main elements mentioned in outcome 1 and hoped that the resources allocated to the Turin Centre would be aligned with the model used for other technical cooperation. He welcomed the initiative set out in paragraph 18, namely that capacity building, rather than focusing only on the UN reform process, could strengthen other skills, and he indicated the support of the Employers' group for the point for decision in paragraph 42.
9. The Worker Vice-Chairperson acknowledged that the paper helped shed light on the challenges facing ILO constituents with regard to UN reform. It highlighted that, while Decent Work Country Programmes had had some impact on UNDAFs, the concepts of social dialogue and tripartism were not yet sufficiently integrated. The reasons for that included: weak structures for organization and communication with the social partners; the fact that ministries of labour were marginalized in some countries; the constituents' own limitations on participating in the reform process; the lack of convergence between the

² GB.304/TC/1.

priorities of the social partners and the UNDAFs; and the fact that outside the ILO tripartism was not seen as a tool for the governance of the real economy.

10. He stressed that the strategy to build the capacity of constituents was not enough to guarantee tripartism in the reform process. He cautioned that it was necessary to address key policy issues in a high-level dialogue. For example, he referred to the ILO's involvement in the G20 summit and indicated that the International Trade Union Confederation (ITUC) and the Trade Union Advisory Committee to the Organisation for Economic Co-operation and Development (OECD) were monitoring its progress.
11. With regard to policy challenges, he mentioned: (a) incorporating the ILO's governance structure into the preparation of UNDAFs, for example, so that tripartism would be recognized in subcommittees on labour and socio-economic policies; and (b) including the Bretton Woods institutions and the World Trade Organization (WTO) in the UN reform process. He pointed out that trade unions would be less interested in the reform process if key negotiators were excluded.
12. He noted the timeliness of the capacity-building plan for constituents, given the large number of UNDAFs planned for 2010–13, but nevertheless requested that more detailed information should be provided in paragraph 16.
13. With regard to outcome 1, he requested the development of an indicator capable of measuring progress in the process of rebalancing the four strategic objectives. He added that the mobilization of resources for constituents within the framework of the Global Jobs Pact should be channelled through the RBSA and strategic partnership agreements containing specific provisions for employers and workers.
14. With regard to outcome 2, he called for improvements to the technical cooperation appraisal process to achieve greater alignment with the constituents' objectives and priorities. He said both ACTRAV and ACT/EMP should work together with PARDEV to support tripartism and ensure that it was implemented and monitored.
15. Referring to outcome 3, the Workers' Vice-Chairperson called for the participation of ACTRAV, ACT/EMP and the Turin Centre in the development of capacity-building programmes for constituents. He added that the ILO's main strategy was to have more and better decent work country programmes, with the capacity to promote labour relations and social pacts for sustainable development.
16. Lastly, he requested information on the alignment of RBSA resources with the 19 priority outcomes and supported the decision on the preparation of a document for the November 2010 session of the Governing Body. He emphasized that, in preparing that document, the Office should consider working with ACTRAV, ACT/EMP and the Turin Centre.
17. The representative of the Government of Peru, speaking on behalf of the Group of Latin American and Caribbean States (GRULAC), explained that UN reform was important for his region and urged the Office to make greater efforts to promote its tripartite mandate, and its presence in developing countries. He felt that the Office should be more involved with the UN system and encourage and facilitate the social partners' and the ILO's participation in the preparation of UNDAFs. He supported building the institutional capacity of the social partners, but stressed that the widened range of capacity-building recipients should include informal workers. He asked which methodology would be used to identify the needs of countries without a Decent Work Country Programme. The advantages of horizontal cooperation should be further promoted by the Office through the identification of best practices and by requesting the support of the governments of countries where those practices were found. He supported the point for decision.

- 18.** The representative of the Government of Italy, speaking on behalf of the group of industrialized market economy countries (IMEC group), welcomed the overall aim of the proposed strategy and commended the Office for its efforts to move technical cooperation closer to the principles of aid effectiveness, UN reform and good multilateral donorship. She was concerned at the ILO's limited capacity to engage in UN reform and inquired whether the new field structure would enhance the ILO's capacity in that respect and whether consultations with the UN were taking place on linking tripartism with UN country programming processes. The Office should work through the UN Resident Coordinators with regard to UN reform and with the World Bank in areas of employment and social protection. Supporting the alignment of resources, the speaker called on the Office to increase the visibility and transparency of RBSA funding. She strongly supported the need for enhanced knowledge sharing to improve the quality of technical cooperation, and suggested that it should reach the Governing Body with a view to priority setting in the programming cycle.
- 19.** While generally supporting the three proposed outcomes, she wished to see more emphasis on actual technical cooperation outcomes and its impacts on constituents, and on the development of indicators for field performance. Regarding outcome 1, the Office should aim for 100 per cent alignment of donor funds to Decent Work Country Programmes. She asked how outcome 3 would enhance capacity building through technical cooperation. Finally, she supported the point for decision but wished to see a further refining of the strategy.
- 20.** The representative of the Government of Brazil supported the GRULAC statement, as well as the proposed enhanced Technical Cooperation Strategy. The ILO, as a tripartite organization, had to strengthen its legitimacy by making its constituents part of UN processes. The ILO should be granted improved access to One UN funds and to increased partnerships. There should be a more prominent role for the ILO in the UNDAFs, and there were concrete reasons justifying increased resources to Decent Work Country Programmes and other ILO technical cooperation activities. Technical cooperation could be enhanced with the Turin Centre. Moreover, South-South cooperation was increasingly being recognized as an important mechanism of development, especially in times of crisis. In that model, there were no donors and beneficiaries, just partners. He supported the point for decision.
- 21.** The representative of the Government of Australia supported the IMEC position and stated that the enhanced Technical Cooperation Strategy should be aligned with the outcomes of the Strategic Policy Framework. He inquired what consultations had taken place with other UN system agencies to arrive at outcome 3, and what risks there were of the ILO's strategy not having aligned with those of the other agencies. Recalling the Governing Body decision to develop indicators of the performance of field offices, the representative asked why there were no references to field offices' indicators in the strategy.
- 22.** The representative of the Government of Mozambique, speaking on behalf of the Africa group, emphasized that the rest of the UN system should understand the value of tripartism. The ILO should continue to work more with other UN bodies, and he congratulated the Director-General on chairing the High-Level Committee on Programmes, since at that high level ILO policies could have a great impact. The Africa group proposed a Memorandum of Understanding with the UN to ensure increased participation of ministries of labour and social partners in UN activities. He supported the point for decision.
- 23.** The representative of the Government of the Bolivarian Republic of Venezuela supported the GRULAC statement. The relevance of tripartism and social dialogue was increasingly evident, especially during times of crisis. For the sake of social justice, there was a need to

renew mechanisms to strengthen constituents' capacities. Democratization and the expansion of tripartism should be strengthened within the ILO so that it could promote better democracy and social dialogue at the UN level. The Office should give instructions to its own supervisory bodies to apply the principles of social justice and to support the Advisory Opinion No. 1 of the International Court of Justice, which considers that any organization of employers or workers can be identified as most representative as long as it represents a specific opinion. It does not need to have the largest membership. According to the Court, if in a particular country there exist several organizations of workers, the Government must take all of them into consideration when nominating the Workers' delegate and its technical advisers. The Court issued this opinion in accordance with article 37 of the ILO Constitution. He supported the point for decision.

- 24.** The representative of the Government of India remarked that, as the member States were responding to the global crisis, it was crucial that the joint programming and new partnerships be based on specific needs of the constituents. The tripartite partners needed to understand the UNDAF mechanisms in order to fully use the benefits of joint programming and technical cooperation. Their active participation in all stages of the Decent Work Country Programme process was crucial for future success. With the help of the Turin Centre, the ILO should focus on capacity building of the member States and the social partners, while at the same time taking concrete steps to ensure their role in One UN processes. In line with the ILO Declaration on Social Justice for a Fair Globalization (Social Justice Declaration), future technical cooperation should be free from conditionalities and donors' preferences, and rely on clearly defined programming priorities. Alignment of extra-budgetary funds and the RBSA with the programme and budget ensured greater clarity of Decent Work Country Programme objectives. The representative supported the point for decision.
- 25.** The representative of the Government of Egypt recognized the ILO's role in the context of the global crisis. The value of tripartism was often not recognized by other UN agencies. Funds for the implementation of the ILO's strategy were required to give more impetus to the development of Decent Work Country Programmes, to improve capacity building for constituents and to overcome the obstacles faced by local institutions. He supported the point for decision.
- 26.** The representative of the Government of Bangladesh recognized the ILO's unique position to involve the constituents in joint UN programme design and implementation, and proposed a stronger focus on enhancing constituents' institutional capacity. Increased ownership of the Decent Work Country Programme processes would hopefully lead to their greater involvement in the UNDAFs and One UN. He encouraged the Office to revisit indicator 3.3 of the Technical Cooperation Strategy, as the target of 40 per cent did not reflect an optimal use of ILO's resources. He warned against putting too much focus on the One UN pilot initiatives. Requesting further clarification from the Office on indicator 2.2, he supported the point for decision.
- 27.** The representative of the Government of Japan expressed support for the IMEC statement and recognized the value of tripartism in UN reform. In the Asia and Pacific region tripartism had not been fully realized, and more capacity building was essential. In the context of RBSA expansion, he underlined the donors' need for visibility. Governments needed to satisfy the taxpayers' expectations, and the priorities of the Office did not always match those of the donors. He concluded by supporting the point for decision.
- 28.** The representative of the Government of the United States supported the thrust of the strategy to better align technical cooperation with the programme and budget and Decent Work Country Programmes. The paper did not clearly explain how the ILO's work had been affected in the countries where Decent Work Country Programmes were not included

in the UNDAFs, in particular regarding the difference between Decent Work Country Programmes developed in tripartite consultations and subsequently integrated into UNDAFs, and those where the constituents were directly involved in UNDAF development. She supported the idea of prioritizing capacity building for relevant institutions, instead of focusing on the UN reform processes. Outcome 3 was not clearly developed, but she agreed with the idea of tracking the percentage of Decent Work Country Programmes in which tripartite partners played a planning role. The respective indicator should not, however, be based on the level of satisfaction, but use a more precise measure of involvement. The strategy should better address its main goal of enhancing the impact of technical cooperation, and she suggested further refinement of the document.

29. The representative of the Director-General noted the views expressed by the Committee that there should be a focus on institutional capacity building of tripartite constituents, and that any initiatives should be developed with the Bureau for Employers' and Workers' Activities and the Turin Centre. While the UN framework posed challenges for the ILO, it was critical to gain access, as an increasing amount of future resource mobilization opportunities would be through One UN funding mechanisms, at both local and international levels. For that reason, the Office was placing a strong focus on making sure Decent Work Country Programmes were integrated into the UNDAFs. However, the Office would continue to work with donors who did not participate in One UN funding modalities. Alignment with Decent Work Country Programmes and decent work outcomes remained the priority consideration for technical cooperation.
30. In response to specific questions, she explained that delivery rates were one indicator of the quality of technical cooperation interventions, as good project design and management tended to produce higher delivery rates. With regard to the ILO's field presence, the Organization needed to extend its presence in UNDAF countries. The role of ILO national coordinators had helped in that respect, as it was not possible to have a full ILO office in each UNDAF country. The Office would also need to work better through the UN Country Teams and Resident Coordinators. Recognizing that resource mobilization for UN funds was a highly competitive field, important steps had already been taken to ensure that decent work was mainstreamed in the UN system, including through the Chief Executives' Board for Coordination (CEB) *Toolkit for mainstreaming employment and decent work*.
31. Referring to the ILO's work with other UN agencies, she elaborated on the important role played by the ILO Office for the United Nations in New York and the External Relations Branch in Geneva in liaising with the rest of the UN system. The basis of the Technical Cooperation Strategy was the 2007 triennial comprehensive policy review.³ Clarifying the purpose of the proposed capacity-building paper for the November 2010 session, she recalled that capacity building was a main means of technical cooperation, and that such a paper would provide guidance on how such interventions could be done better and lead to clearer results.
32. Regarding the RBSA, she acknowledged that it was still a new modality and that work was in progress to overcome teething problems surrounding transparency and visibility. She emphasized full alignment between the Technical Cooperation Strategy and the programme and budget, highlighting the integrated resource framework and mechanisms of quality control. She also spoke of efforts to diversify the ILO's donor base through public-private partnerships and South-South cooperation, as well as intensified collaboration with the World Bank as a result of a June 2009 joint statement.
33. ***The Committee recommends that the Governing Body:***

³ UN General Assembly: Triennial comprehensive policy review of operational activities for development of the United Nations system (A/RES/62/208), 14 Mar. 2008.

- *endorse the Technical Cooperation Strategy as set out in the paper and request the Director-General to implement it; and*
- *request the Office to prepare, in collaboration with the Turin Centre, a paper on capacity building as a means of technical cooperation for the November 2010 session of the Governing Body.*

II. Implementation of Decent Work Country Programmes

34. The representative of the Director-General introduced the paper for the second item.⁴ As the ILO moved into a second generation of Decent Work Country Programmes, the report detailed measures taken to address the quality of Decent Work Country Programmes, improvements in participation of the social partners, and the continued role of Decent Work Country Programmes in identifying national priorities and delivering services. However, more resources were needed as a substantial number of Decent Work Country Programme outcomes were not adequately funded. The identification of resource gaps under the outcome-based workplan process should help in that respect.
35. The Employer Vice-Chairperson regretted that the text should have been submitted for information purposes only and that there should be no point for decision to allow the Governing Body to provide clear guidance on the subject. He emphasized the need to harmonize the work of the Committees, in particular with regard to evaluation of the Decent Work Country Programmes. A document on that subject had been submitted to the Programme, Financial and Administrative Committee. He welcomed country ownership of the Decent Work Country Programmes and called on the Office to step up its efforts for better integration of the Decent Work Country Programmes into the UNDAFs, and to improve their quality through training of the staff and tripartite constituents. The involvement of the social partners from the design stage of the Decent Work Country Programmes, and indeed throughout the process, was indispensable. Lastly, he called on the Office to find solutions regarding the lack of necessary resources for the implementation of the programmes.
36. The Worker Vice-Chairperson requested the Office to draw up a strategy that would ensure the participation of the workers and employers in the Decent Work Country Programmes. He went on to make the following general remarks: the RBSA should enable a better balance among the strategic objectives; there should be a more inclusive focus on international labour standards in the Decent Work Country Programmes, with fundamental rights being linked to social and economic development; the trade union movement was marginalized in the UNDAFs, with its participation being channelled in the same way as that of any other civil society organization; in many parts of the world, especially in the Arab States, there were no institutional mechanisms for social dialogue. The informal economy should be given priority on the agenda of the Decent Work Country Programmes.
37. The Decent Work Country Programmes were policy documents that served to channel tripartite dialogue on labour issues, as well as social and economic ones. The capacity of trade union organizations should be strengthened in order to facilitate their participation in the Decent Work Country Programmes. The social actors should be actively involved in the implementation of the programmes, alongside greater involvement of the constituents in the design, monitoring and evaluation of Decent Work Country Programmes. The

⁴ GB.306/TC/2.

Decent Work Country Programmes should respond to the impact of the crisis, in particular with regard to employment recovery.

- 38.** The Worker Vice-Chairperson made specific comments referring to certain paragraphs of the paper. Firstly, the claim that the priorities of the Decent Work Country Programmes were included in the UNDAFs did not adequately reflect reality, given that was only the case in certain situations (paragraph 3). Although there might have been an improvement in trade union participation in the Decent Work Country Programmes, their involvement in the development and implementation of the programmes was marginal (paragraph 4). More information was needed on how the priorities of the Decent Work Country Programmes were aligned with the global outcomes and whether international labour standards, tripartism and gender equality were appropriately integrated (paragraph 6). He asked to be informed as to how tripartism was included in the design, prioritization and monitoring of the Decent Work Country Programmes (paragraph 7). Only a limited number of outcomes were linked to standards (mainly those concerning child labour), with few prioritizing freedom of association and collective bargaining (paragraph 9). RBSA resources had not been distributed in accordance with the instructions of the Governing Body, having been allocated to strategic funding objectives, while few resources had been made available for trade union rights and international labour standards (paragraphs 14–15). He recommended that it should be mandatory for Decent Work Country Programme priorities to include freedom of association and collective bargaining and a tripartite dialogue strategy (paragraph 51).
- 39.** He went on to make comments by region. With regard to Africa, progress had been made concerning trade union participation, but that participation was often formal and did not have an impact on the preparation and implementation of the Decent Work Country Programmes. Training was vital in promoting trade union participation in the region. As to the Americas, the most recent Decent Work Country Programmes had been adapted in response to the crisis, and he recommended giving higher priority to international labour standards and rights at work. As to the Asia–Pacific region, some quantitative progress had been made, although the Decent Work Country Programmes continued to be the result of the work of the ILO offices, with a low level of trade union participation, which attributed to the fact that trade union participation was channelled through civil society organizations. The priorities of the Decent Work Country Programmes should include workers’ rights and ratification of international labour standards. Lastly, with regard to the Arab States, he called for the capacity of the constituents to be strengthened in order to promote development through the Decent Work Country Programmes. The promotion of the rights and protection of migrant workers was a priority, alongside freedom of association and the right to organize and to collective bargaining. No Decent Work Country Programme could be accepted without genuine worker participation. Document GB.306/LILS/4 set out a strategy for the implementation of standards, including through technical cooperation. That strategy should be implemented in technical cooperation activities.
- 40.** A Worker member noted that technical cooperation was the vehicle for promoting international labour standards and capacity building of the social partners. Vulnerable groups and skilled workers needed Decent Work Country Programmes to promote skills development, social protection, employment in rural sectors, safety and health, tripartism, protection of migrants, women and youth, and to strengthen the labour inspection machinery.
- 41.** A Worker member questioned the report’s indication of increased participation of employers’ and workers’ organizations in Angola and Zimbabwe.
- 42.** The representative of the Government of Italy, speaking on behalf of the IMEC group, said that the present document only gave a snapshot of what was going on within some of the

Decent Work Country Programmes, whereas the Governing Body had requested annual status reports on the outcome and impact of Decent Work Country Programmes. The paper was descriptive and provided little information on the Office's overall assessment of the quality and performance of Decent Work Country Programmes, and lacked information on overall accomplishment of targets or on cost efficiency. Regarding outcome-based work planning for 2010–11, it was regrettable that the results of that process were not formulated in the present document.

43. The speaker inquired whether the Office had a medium-term funding plan for its different strategic objectives or outcomes to which an analysis of that type could relate in order to understand the degree of reorientation required. She also asked why direct Government funding of certain objectives and outcomes was not highlighted as the preferred long-term funding source for most Decent Work Country Programmes.
44. The speaker stressed that Decent Work Country Programmes should be integrated into the Poverty Reduction Strategies (PRSs) and their monitoring frameworks, as these were the country's own development framework, whereas the UNDAF was the UN system's response to the PRS, including Decent Work Country Programmes. She also proposed that documents relevant to Decent Work Country Programmes, such as evaluations discussed by other committees, should also be considered by the Committee.
45. The representative of the Government of France endorsed the IMEC position and stressed that Decent Work Country Programmes needed to feed into PRSs. She noted that the role of the International Monetary Fund (IMF) and the World Bank had not been mentioned in the paper.
46. The representative of the Government of Sweden emphasized that her country supported both tripartism and multilateralism. At the national level, the UN system did not have a strong financial weight. Very often the UN was still funding stand-alone projects in spite of commitments made in Doha and Accra. Poverty Reduction Strategy Papers (PRSPs) were receiving much more financing than Decent Work Country Programmes. For that reason, there would be a clear need for Decent Work Country Programmes to influence PRSPs to effectively promote the ILO's mission. Sweden would support country-owned Decent Work Country Programmes that were not a continuation of isolated ILO projects implemented in the past.
47. The representative of the Government of India reaffirmed the importance of increasing the involvement of the social partners in the Decent Work Country Programmes. He also stressed the need to align Decent Work Country Programmes with UNDAFs. With regard to the fact that Decent Work Country Programmes were mainly funded through extra-budgetary resources and the RBSA, he suggested that there was a need to consider the issue of convergence with donors' interests.
48. The representative of the Government of Mozambique, speaking on behalf of the Africa group, thanked the Regional Office for Africa for its support for the formulation of Decent Work Country Programmes. He encouraged the Office to work more closely with the Turin Centre.
49. The representative of the Government of Tunisia supported the statement made by the Africa group. She pointed out that Tunisia was in the process of developing a Decent Work Country Programme, but progress had been very slow. She asked the Office for support.
50. The representative of the Government of El Salvador noted that El Salvador was strongly benefiting from ILO support through its Decent Work Country Programme, including a

“building peace” programme. She expressed appreciation for the support provided by the Subregional Office for Central America in Costa Rica.

51. A representative of the Director-General, Ms González, Chief of the External Relations Branch in the Partnerships and Development Cooperation Department, responding to points raised in the Committee, noted that the paper under discussion was an overview of major trends. As Decent Work Country Programmes were also discussed in other committees, the paper tried not to repeat information covered elsewhere. The Office had noted suggestions for improvement of the report.
52. Another representative of the Director-General, Mr Thurman, Director of the Bureau of Programming and Management, indicated that the Office was striving to have one consistent policy on Decent Work Country Programmes. Although the Office reported on Decent Work Country Programmes to the Governing Body, carried out evaluations and maintained a quality assurance mechanism, more needed to be done to improve results-based management of Decent Work Country Programmes. Improvements were also needed in the degree of involvement of constituents, the extent to which recommendations of the Governing Body and International Labour Conference were integrated, and the degree of influence of Decent Work Country Programmes on PRSs and UNDAFs. Constituents also needed to enhance their understanding of results-based management, their capacity in the identification of priorities, and their understanding of the consequences that such identification bore.
53. On the issues of advocacy versus demand, he highlighted the Office’s efforts to ensure both the ownership of the Decent Work Country Programmes and the inclusion of international labour standards. The question of reporting to different Committees of the Governing Body on similar issues was in the process of being examined in connection with the review of the functioning of the Governing Body, with the objective of minimizing the reporting burden while providing information effectively. Finally, regarding funding, the programme and budget indicated the expected results and the Office was in the process of optimizing the use of different resources.
54. The Regional Director for Africa, Mr Dan, noted that in Africa, a number of Decent Work Country Programmes had been further aligned with the Global Jobs Pact since its adoption in June 2009. Decent Work Country Programmes needed high-level support, and in that regard he had recently met with several African Heads of State. The upcoming First African Decent Work Symposium on Recovering from the Crisis: The Implementation of the Global Jobs Pact in Africa, to be held in December, was to be presided by workers and employers. Regarding Zimbabwe, he confirmed that workers’ representatives had participated in the Decent Work Country Programme consultations. Regarding the delays noted in the process in Tunisia, he indicated that he would personally look into the matter to speed up the process.
55. The Regional Director for the Arab States, Ms Al-Nashif, agreed on the need to mainstream international labour standards in Decent Work Country Programmes. She noted a number of results in her region, including: a review of the Labour and Social Security Law in Iraq, with efforts made to guarantee tripartite participation; major breakthroughs on migrant workers in Lebanon; and a review of the sponsorship system and related amendments to labour laws in Bahrain and Kuwait. In the United Arab Emirates, discussions were under way specifically on occupational safety and health, and the Decent Work Country Programme would not be signed before reaching an agreement. In Oman, the first ever Constitution for a Trade Union Association had been drafted. In Jordan, the Office had brought up a number of workers’ concerns with the Ministry of Labour and with the Cabinet, and was striving to make the first Economic and Social Council operational.

56. The Regional Director for Asia and the Pacific, Ms Yamamoto, pointed out that the social partners in her region had been involved in Decent Work Country Programmes in various manners. In Mongolia and Bangladesh a tripartite committee had been established for the design and implementation phase; in Indonesia, that had been done through a tripartite forum. In Thailand, a tripartite committee had also been set up for the drafting process. In all of the Decent Work Country Programmes of the Pacific island countries, the tripartite partners were involved in the design, and arrangements had been made to build capacity for their participation in their implementation. In Pakistan, employers and workers had led the design process, with facilitation by the ILO. In the Philippines, the Decent Work Country Programme had been designed in tandem with the formulation of the third cycle of the decent work common agenda of the tripartite constituents. In Sri Lanka, all the social partners had participated actively in the development of the Decent Work Country Programme for 2008–12.

III. Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work: Technical cooperation priorities and action plan regarding the elimination of forced labour

57. The Committee had before it a paper.⁵ Introducing the document, a representative of the Director-General, Mr Tapiola, Executive Director of the Standards and Fundamental Principles and Rights at Work Sector, noted that that was the third action plan regarding forced labour, following two earlier ones in 2001 and 2005. The Conference was to discuss, in 2010, the way in which the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work was to be carried out in the future. The lessons learned on ILO action against forced labour were summarized in paragraph 6 of the paper. The commitment of the employers' and workers' organizations could also be seen in their own plans and actions, both nationally and internationally.
58. Forced labour and trafficking were complex subjects, on which there was a consensus. Industrialized countries also had problems and had turned to the ILO for guidance and training. The draft action plan thus reflected the concerns of all member States and employers' and workers' organizations. The plan, like the Special Action Programme to Combat Forced Labour itself, naturally depended on donor support. Lastly, the speaker expressed the Office's gratitude to the head of the Special Action Programme, Mr Roger Plant, who was retiring.
59. The Employer Vice-Chairperson referred to the discussion of the Global Report on forced labour discussed at the Conference in June and asked whether enough resources had been mobilized to eliminate all forms of forced labour by 2015, as called for by the Director-General. He emphasized the role of governments as the most important in the fight against forced labour and in the enforcement of the law. Care should be taken not to generalize when referring to vulnerable categories of workers. He called on the Office not to stigmatize domestic workers and workers in export processing zones. Further research was needed to identify how and to what extent workers in different sectors or activities were at risk of forced labour. That should be based on tangible facts.
60. He added that the two social partners should play their due role, and therefore, in regard to activities in receiving countries, the employers organizations should also be included. That

⁵ GB.306/TC/3.

was also true when working with enterprises in supply chains. The Employers' group supported the proposed plan of action and, in particular, the four priorities in paragraph 8 of the paper.

61. The Worker Vice-Chairperson agreed with the four main priorities and the basic objectives of the action plan. He emphasized the importance of the collection of information and research, including research on forced labour in prisons, and with regard to domestic workers, workers in export processing zones, and workers whose precarious conditions made them more vulnerable to forced labour. In order to guarantee the sustainability and efficiency of the action plan, there was a need for tripartite participation and monitoring of activities.
62. Training for workers' organizations was crucial. He encouraged the establishment of focal points within workers' organizations at national and subregional levels. A key priority was awareness-raising campaigns. Universal ratification of Conventions Nos 29 and 105 was close, and hopefully could be accomplished through the action plan. He also pointed to the need to address forms of forced labour in industrialized countries. He highlighted the need for studies on the role of employment agencies and other systems of contract labour on the incidence of forced labour, and one on how the current global economic crisis was affecting forced labour, and ensuring better coordination between the fight against forced labour and the promotion of other fundamental rights at work.
63. The representative of the Government of Mozambique, speaking on behalf of the Africa group, supported the ILO's objectives to eliminate forced labour. He wondered whether the ILO would have the sufficient human and financial resources to help eradicate forced labour by 2015. He asked why that component could not be included in the Decent Work Country Programmes.
64. The representative of the Government of the Bolivarian Republic of Venezuela stated that there were various old and modern forms of forced labour across the world. His country advocated the elimination of all such forms of exploitation everywhere. His Government had also introduced several initiatives to promote the rights and security of workers, such as reducing night work, providing equality of treatment to migrants, and increasingly eliminating the externalization of workers.
65. The representative of the Government of Egypt stated that his country had been one of the first to ratify Conventions Nos 29 and 105. Efforts made in his country to eliminate human trafficking had been acknowledged by the ILO, including those under the auspices of the First Lady, Ms Suzanne Mubarak. He further explained the National Plan to Combat Human Trafficking, which included awareness raising, drafting of new legislation, and training for judges and labour inspectors, as well as other elements.
66. The representative of the Government of Brazil stressed the crucial importance of establishing priorities in the combat against the regrettably long-lasting scourge of forced labour. Since 1995, his Government had intensified actions against slave labour with the creation of the National Commission to Eradicate Slave Labour. Since then, especially after 2003, 35,000 people had been rescued from slavery-like conditions. US\$31 million had been paid in compensation to the victims. He further referred to several initiatives taken in his country to prevent and remedy such situations. Those efforts and their positive results had been recognized in documents such as the recent Global Report and the recent publication, *Fighting forced labour: The example of Brazil*.
67. The representative of the Government of India complimented the ILO for its consistent efforts in eliminating forced labour through its global alliance against forced labour and human trafficking. Forced labour took different forms, including debt bondage, trafficking

and other forms of modern slavery. The commitment of the Indian Government to eradicate the bonded labour system was evident from the ratification of Convention No. 29 and the enactment of comprehensive legislation. He referred to the positive and proactive role of the Government of India in combating forced labour through technical cooperation with the ILO. The project had initially targeted 11,000 workers, and there was currently a great potential for replicating successful approaches in other areas and States facing similar concerns.

68. The representative of the Government of Bangladesh drew attention to the need to ensure that the references in the documents were not general in a sense that might lead to stigmatization. Cases of forced labour needed to be documented and should not lead to general statements concerning migrant labour. He also proposed an addition to the text of the Office document to take into account the discussions that had taken place at the Conference. The right balance in the references to the industrialized and developing countries was also important.
69. The Worker Vice-Chairperson stated that references to categories of workers who were at a higher risk of forced labour and trafficking were inevitable in order to set priorities and plan further action.
70. The representative of the Director-General concluded by stressing the need for more research to specify which groups were in the most vulnerable positions. There was no intention to make generalizations, for instance, to the effect that domestic workers, seafarers or migrant workers would all be vulnerable. Reference had been made to private employment agencies, and activities would fully respect the principles of the Private Employment Agencies Convention, 1997 (No. 181). The action plan noted that the ILO would work, among others, with recruitment and job placement agencies. The Special Action Programme to Combat Forced Labour also had to work closely with the ILO's International Migration Programme. It was not, however, a migrant workers' programme; it focused on those who were trafficked or who were otherwise at risk of ending up in forced labour, either in their own country or abroad. Convention No. 29 had gathered 174 ratifications and Convention No. 105 had 171. That underlined the need to go beyond ratification to strengthening implementation.
71. The Worker Vice-Chairperson also wished to express his group's appreciation to Mr Roger Plant, head of the Special Action Programme to Combat Forced Labour, who was retiring, and thanked him for all his valuable work to help those who were weak and vulnerable.
72. *The Committee recommends to the Governing Body that it adopt the action plan outlined in the paper, and requests that it be kept informed, through the Committee, of its implementation.*

IV. Technical cooperation in support of the ILO's response to the global economic crisis

73. A representative of the Director-General, Ms González, introduced the paper for this item,⁶ which examined the relationship between ILO technical cooperation and the global economic crisis.

⁶ GB.306/TC/4.

- 74.** The Employer Vice-Chairperson thanked the donors for honouring their commitments despite the financial and economic crisis. He emphasized that the crisis presented an opportunity for the ILO to promote its Global Jobs Pact, as its presence at the G20 meeting showed. He stressed the potential impact of targeted measures in response to the crisis, such as access to microcredit and support to small and medium-sized enterprises (SMEs), measures to strengthen the capacity of employers' organizations, assistance to vulnerable groups, social dialogue, and promotion of the Declaration on the Fundamental Principles and Rights at Work. Lastly, he expressed regret that the document was for information only, rather than being a framework for approval.
- 75.** The Worker Vice-Chairperson expressed appreciation for the report in its treatment of the changes in development cooperation as a result of the economic crisis. He noted first and foremost that official development assistance (ODA) was, according to OECD statistics, well below the level agreed in the Millennium Development Goals (MDGs), especially in Africa.
- 76.** With regard to the ILO's Technical Cooperation Strategy in the face of the crisis, he suggested it should be guided by the policy priorities established by the Global Jobs Pact and by the Declaration on Social Justice for a Fair Globalization. He expressed appreciation for the support given by the UN Economic and Social Council (ECOSOC) and the G8 to the Global Jobs Pact initiative.
- 77.** With regard to the Office's technical cooperation activities, he said it was still difficult to find a robust and coherent response with macroeconomic policies that would give top priority to full employment and decent work. He added that technical cooperation had been oriented towards assessing and mitigating the effects of the crisis.
- 78.** The speaker called for a greater degree of strategic orientation with regard to the new projects that would be needed in response to the crisis, and said priority should to be given to areas such as wages policy, macroeconomic policies aiming at full employment and decent work and increasing demand, public sector development, public works programmes, the expansion of social security schemes, strengthening collective bargaining, and the fundamental rights referred to in the Global Jobs Pact. He also pointed out that the technical cooperation activities in the document did not necessarily constitute a new approach to technical cooperation in the context of the jobs crisis.
- 79.** Lastly, he said the Workers' group called on the ILO to develop alternatives to the model of development that had led to the current crisis. They needed to involve changes in the policies of economic liberalization that held back industrialization in the developing countries and hindered the promotion of decent work and the objectives of the Global Jobs Pact.
- 80.** The representative of the Government of Italy, speaking on behalf of the IMEC group, welcomed the use of the RBSA as a rapid response for the financing and reorientation of technical cooperation projects to enable them to respond better to the consequences of the crisis. The IMEC group supported the inclusion of the aid-effectiveness principles, such as stressing country priorities, donor coherence and results-based management. While social recovery would lag behind economic recovery, the group supported the ILO in its response to the crisis. She noted that the paper gave scattered illustrations of the efforts of the ILO in tackling the effects of the crisis, and a more analytical work, focusing on transmission mechanisms and the policy experiences of countries, could have been more informative. She suggested that the ILO could have leverage and impact by providing an analytical basis for content-specific policy-making and policy advice based on countries' experience. The ILO should not be solely a service delivery organization. Further funding should be assessed in accordance with the Technical Cooperation Strategy, and resource gaps funded

through new partnerships developed through One UN funds, the World Bank and other donors.

- 81.** The representative of the Government of Mozambique, speaking on behalf of the Africa group, stressed that the decline in ODA was worrying and expressed the hope that the donors would continue to provide assistance to Africa to help combat poverty and deal with the impacts of the crisis.
- 82.** The representative of the Government of the Republic of Korea noted that ODA and ILO technical cooperation had played a crucial role in tackling the social dimensions of the economic crisis. He noted that, while ODA had reached an all-time high in 2008, donors might reduce their contributions due to domestic cutbacks. His Government planned to increase its ODA target and to join the OECD's Development Assistance Committee.
- 83.** The representative of the Government of the Bolivarian Republic of Venezuela noted that ODA continued to be insufficient for the achievement of the MDGs, especially in view of the scale of funds used to cover the losses of the banking sector. The lessons learned by the developing countries from the previous crises should be better understood; in that regard, she referred to the Petro Caribe initiative, the sucre regional currency, South-South cooperation and worker-run enterprises. The ILO should facilitate information sharing on such initiatives in all regions.
- 84.** The representative of the Government of Brazil expressed the need for coherence and coordination in the international community and for further technical cooperation. Predictable aid flows were crucial. South-South cooperation was a powerful means for economic and social development. Brazil had allocated US\$5 million for triangular projects with the ILO to complement North-South cooperation. Such forms of cooperation recognized the importance of clearly designed solutions in the national context and the sharing of skills, experience and knowledge. Brazil had signed four new projects with the ILO. She concluded by saying that Brazil attached great importance to the Committee on Technical Cooperation, which should be preserved and improved so that it could fulfil its role as an open forum to discuss strategies and share experiences for the benefit of all.
- 85.** The representative of the Government of China suggested that the ILO should analyse the effects of the crisis to better define its own priorities and to mobilize more resources to mitigate the impacts of the crisis. The US\$5 million fund was limited. Technical cooperation should be used to implement the Global Jobs Pact and to boost employment, carry out country studies, and document best practices and impact. The ILO should cooperate with the other UN agencies and multilateral institutions to further mobilize resources.
- 86.** The representative of the Government of India noted that, in the existing scenario, the ILO had a decisive role in prioritizing its technical cooperation strategies through short-term goals which were flexible and which required manageable resources and commitment. He stressed the need to coordinate the overall technical cooperation agenda by strengthening partnerships with the UN system and other multilateral institutions. The ILO could assume great importance in recommending, with the International Monetary Fund and the Asian Development Bank, measures to facilitate a speedy recovery. The ILO could act as a useful link between developing countries and international institutions, helping them pool their knowledge, expertise and means of action to organize aid and technical cooperation. He expressed the hope that the enhanced Technical Cooperation Strategy would help the ILO improve and streamline its technical cooperation programme to meet the needs of member States in managing the after-effects of the crisis.

87. The representative of the Government of Jordan noted that his country had been one of the first to receive ILO help with regard to the crisis. That help had been provided quickly and efficiently. A key issue for Jordan was the availability of staff capable to respond to the needs of the constituents.
88. The representative of the Government of Australia noted that technical cooperation had not been prominently described in the document, which was descriptive and lacked analysis. It would have been more valuable, in his opinion, to focus on the policies that the ILO had undertaken to mitigate the impact of the crisis. The ILO should enhance its cooperation with other UN entities. The Australian Government welcomed the fact that US\$2.5 million had been allocated to crisis-related issues, but was surprised that some US\$1.3 million had not been used.
89. The representative of the Director-General clarified that the report had been prepared in August, before the G20 Pittsburgh Summit, and therefore could not take into account more recent examples of technical cooperation such as that described by the representative of the Government of Jordan. She emphasized that the Office's medium- and long-term technical cooperation response to the crisis, including with regard to resource mobilization, would be shaped in the context of the Technical Cooperation Strategy and on the basis of the guidance issued by the Governing Body at its current session.

V. United Nations policy for post-conflict employment creation, income generation and reintegration

90. The Director of the ILO Programme on Crisis Response and Reconstruction, Mr Lazarte-Hoyle, presented the paper for this item.⁷
91. The Employer Vice-Chairperson noted that the Employers' group should have been consulted earlier with regard to placing such an important item on the Committee's agenda. The Employers believed that the UN consensus on such a matter represented a significant achievement for the ILO. Social and economic stability should be pursued in post-conflict settings, and special attention should be devoted to youth and ex-combatants. The ILO should make more efforts to mainstream conflict prevention by strengthening social dialogue in that area. He regretted that the policy did not propose concrete measures to support enterprises, employers' organizations or young people and women running or intending to set up a business.
92. Lastly, the Employers expressed concern regarding the low level of funding that the Office had allocated to the implementation of the policy. Furthermore, the group asked the Office to provide more information on the joint support team mentioned with regard to the implementation and working methods of the policy.
93. The Worker Vice-Chairperson welcomed the consensus reached by the United Nations on the policy, which provided a good framework for conceiving and implementing comprehensive programmes. Such an endeavour represented an opportunity for the ILO to increase its visibility in that area of work. The Workers agreed with the Employers that preventive measures must be in place. In that regard, they suggested that a case-by-case effort should be carried out to prevent conflicts by leveraging the participation of the tripartite constituents.

⁷ GB.306/TC/5.

94. The representative of the Government of Brazil recalled that the ILO had been conceived as an institution to establish universal peace through social justice, as stated in the Treaty of Versailles (1919). Social inclusion and reintegration were effective means to achieve stability and prevent conflicts. For example, the UN stabilization mission deployed to Haiti and led by Brazil clearly incorporated those principles. The ILO should play a more prominent role in promoting social justice and stability, especially in the current context of widespread economic crisis. Brazil was eager to share its own experiences and knowledge in that endeavour, and she suggested that the Office should create a mechanism for informal tripartite dialogue to share knowledge and enhance the role of tripartism in that area.

VI. Other questions

95. There being no issue under this agenda item, the Chairperson closed the meeting.

Geneva, 13 November 2009.

Points for decision: Paragraph 33;
Paragraph 72.