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Policy Development Section

POL

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DRAFT MINUTES

Policy Development Section

Contents

	<i>Page</i>
Employment and Social Protection Segment	1
First item on the agenda Recurrent discussion report on employment (2014) (GB.317/POL/1).....	1
Second item on the agenda Trade and employment (GB.317/POL/2).....	5
Third item on the agenda Prevention of occupational diseases (GB.317/POL/3).....	8
Social Dialogue Segment	13
Fourth item on the agenda Sectoral Activities Programme 2012–13 (GB.317/POL/4).....	13
Fifth item on the agenda Sectoral Activities Programme: Proposals for 2014–15 (GB.317/POL/5).....	14
Technical Cooperation Segment	19
Sixth item on the agenda Technical cooperation approaches and capacity development of constituents (GB.317/POL/6)	19
Seventh item on the agenda Regional perspectives on technical cooperation: Asia and the Pacific (GB.317/POL/7).....	26

Multinational Enterprises Segment	31
Eighth item on the agenda	
Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration): Operational plan for promotional activities and proposal for the new survey (GB.317/POL/8)	31

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Employment and Social Protection Segment

1. The Employment and Social Protection Segment was held on Wednesday, 13 and Thursday, 14 March 2013. It was chaired by Mr Shahmir (Government, Islamic Republic of Iran), as appointed by the Chairperson of the Governing Body. The Employer spokespersons were Ms Goldberg on agenda items 1 and 2, and Mr De Meester on agenda item 3. The Worker spokesperson was Ms Kelly on all agenda items.

First item on the agenda

Recurrent discussion report on employment (2014) (GB.317/POL/1)

2. *A representative of the Director-General* (Assistant Director-General for Policy) introduced the paper and drew attention to the proposed points for discussion.
3. *The Employer spokesperson* welcomed the opportunity to contribute to preparations for the recurrent discussion on employment in June 2014 and underscored the importance of those reviews as a governance tool. The end of the first cycle of recurrent discussions mandated by the ILO Declaration on Social Justice for a Fair Globalization was now approaching. She therefore suggested that the Governing Body might wish to schedule an examination of lessons learned from past discussions by both the Office and the constituents, prior to the 2014 International Labour Conference (ILC).
4. She supported the structure of the report on the recurrent discussion on employment, but expressed concern that it might oversimplify some contextual facts, assume consensus on certain divisive issues and present generalized solutions for complex matters. It did not address the fact that the sovereign debt crisis, rather than the 2008 financial crisis, had been the root cause of the problems currently facing some major economies. The report should take account of the fact that austerity policies could be beneficial in the longer term even if they had negative consequences in the short run, and that some apparent short-term fixes had led to long-term problems such as inflation or unsustainable public spending. The World Bank's *World Development Report 2013: Jobs* was a useful reference in that regard, as it identified the complex political choices facing developing and developed countries in their quest for an appropriate balance between equity and efficiency in promoting jobs and growth. Regarding the list of long-run trends in paragraph 13 of the paper, she said that growing income inequality was not necessarily directly related to job creation or employment generation and should not therefore be the first issue addressed in that context. On subparagraph (i), she pointed out that the part of aggregate demand that created jobs was investment and productive activity and that non-standard forms of employment were not always undesirable. She urged the Office to address the labour market aspects of demographic transitions and the skills mismatch. Turning to the priorities identified in section 3, the focus should be on employment and job creation which required emphasis on sustainable enterprises, investment, private sector development and competitiveness. Jobs could not be created without an enabling environment for sustainable enterprises. The Office should use the tools at its disposal to assess those key drivers of employment through case studies.

5. As for the points for discussion in paragraph 30, while policy coherence was important, the main concern should be developing the right priorities. The focus in subparagraph (iv) should be shifted from how the conclusions of the 2010 recurrent discussion on employment had been implemented by the ILO constituents to how those conclusions had been helpful to them. Turning to the options for country employment policy reviews, the Employers wished to know how employment policy would be defined, how the subjects of the reviews would be selected and how the results would be assessed.
6. *The Worker spokesperson* said that in 2014, the recurrent discussion should address the continuing employment crisis in terms of quality and quantity and the key employment challenges facing countries and their citizens. It should deal with substantive problems, global and national policy responses and examine how the ILO could help countries meet the employment challenges they faced. The Office report for the recurrent discussion should include an analysis of the diverse realities of ILO member States and help identify policies and measures that would respond more effectively to those realities, including standards-related action, technical cooperation, and technical and research activities. She supported the inclusion in the report of a section on challenges and suggested adding the following subheadings: the impact of the continuing economic crisis on the quantity and quality of employment, including its impact on workers' rights and labour market policy, collective bargaining and employment security; policy coherence at the national and international level to ensure that decent work was placed at the centre of macroeconomic policies, including trade policies; and achieving structural transformation, including through industrial policies that allowed developing countries to move from low to high value-added production. While supporting the inclusion of key trends, she noted that demographic transitions, the skills mismatch and the shift towards environmental sustainability would be examined at the 2013 ILC. Given that income inequality was the root cause of the current crisis, she called for high-quality analysis that drew on knowledge available across the Office. She suggested that efforts to address the gender gap should be mainstreamed throughout the report.
7. The action to promote employment in section 2 of the paper should be developed in the light of the challenges identified in section 1, in order to ensure that future priorities for ILO work responded to Members' needs by putting decent jobs at the centre of crisis recovery and structural change. Measures that had been implemented since the recurrent discussion in 2010 should be assessed against the headings of the 2010 conclusions. A thorough evaluation of all standards-related action needed to be undertaken, going beyond the promotion of the ILO Employment Policy Convention, 1964 (No. 122), and including policies to maintain wage levels. She suggested that the section should be reorganized under the following subheadings: progress by the ILO and member States on responding to the current challenges; follow-up to the 2010 recurrent discussion; follow-up to the "Call for Action" on youth employment; and implementation of the Global Jobs Pact and the Global Employment Agenda with a focus on macroeconomic issues. She also suggested that sections 3 and 4 could be merged. In order to achieve inclusive, sustainable growth, the ILO and its Members should address not only employment and social protection, but also rights at work and genuine social dialogue. The social partners should be involved in the design of employment-centred policies. Turning to paragraph 30, she suggested that section (iii) should analyse the impact of the lack of coherence in recent macroeconomic policy trends. She supported the inclusion of country employment policy reviews in section (v) and suggested that the Office could consult the reports of the United Nations (UN) Conference on Trade and Development and the World Trade Organization (WTO) in that regard. The speaker noted that the Bureau for Workers' Activities (ACTRAV) needed to be associated with and consulted throughout the process of drafting the report.

8. *Speaking on behalf of the member States of the Africa group represented on the Governing Body,*¹ a Government representative of the Congo recalled the objectives and strategic themes of the ILO Declaration on Social Justice for a Fair Globalization. He supported the analysis suggested for section 1 and said that youth unemployment was a constant concern in Africa. He suggested that paragraph 12 should include reference to the need for adequate technological transformation in Africa. He supported the analyses and themes in paragraphs 17 and 29, and wished to learn more about policies designed to create decent and productive jobs.
9. *Speaking on behalf of the member States of the Asia and Pacific group (ASPAG) represented on the Governing Body,*² a Government representative of the Islamic Republic of Iran expressed support for the development of the ILO's strategic orientations on employment. He endorsed the elements in paragraph 3, and the findings and the coverage in paragraphs 24 and 29, while calling for more tailor-made solutions. More weight should be given to the implications of the evolving external context and to actions to promote employment, especially for young people. In that regard, he called for measures to be taken to implement the "Call for Action" adopted by the Conference in 2012. He also highlighted the need for the ILO to be more coherent in the recurrent discussion and to avoid the duplication and fragmentation of its work.
10. *Speaking on behalf of the member States of the European Union (EU) represented on the Governing Body,*³ a Government representative of Lithuania agreed with the overall approach to the recurrent discussion report. She suggested that youth employment, employment quality, informality, trade impact and mobility deserved more attention. Concerns about sustainability should not be limited to the environment only. The EU was ready to share its experience on employment policies. Policy reviews should be a voluntary exercise and should not duplicate the monitoring of standards. The EU supported ILO cooperation with the G20, the International Monetary Fund, the Organisation for Economic Co-operation and Development and the World Bank, and invited it to strengthen cooperation with the EU.
11. *Speaking on behalf of the member States of the Association of Southeast Asian Nations (ASEAN) represented on the Governing Body,*⁴ a Government representative of Viet Nam expressed his appreciation for the paper. He supported the proposed coverage of the Office report for the recurrent discussion, as detailed in paragraph 29, and highlighted the importance of addressing youth employment. He suggested that the Office should consider holding discussions with constituents on how to stimulate demand and improve employment. Special attention should be paid to skills development, notably through technical cooperation.
12. *A Government representative of Switzerland* stated that the essential sections of the report were sections 2 and 3. Sections 3 and 4 could be taken together. The report should not exceed 50 pages. She underscored the importance that Switzerland attributed to job creation.

¹ Algeria, Angola, Botswana, Congo, Egypt, Ghana, Kenya, Niger, Sudan, United Republic of Tanzania, Togo, Zambia, Zimbabwe.

² Australia, Cambodia, China, India, Indonesia, Islamic Republic of Iran, Japan, Republic of Korea, Lebanon, Pakistan, Qatar, Sri Lanka, Thailand, United Arab Emirates, Viet Nam.

³ Bulgaria, Cyprus, Denmark, France, Germany, Hungary, Italy, Malta, Netherlands, Romania, United Kingdom.

⁴ Cambodia, Indonesia, Thailand, Viet Nam.

13. A *Government representative of France* welcomed the focus on employment and youth employment in the Programme and Budget proposals for 2014–15. The French Government was placing particular importance on youth employment, skills development, job security and intergenerational solidarity, all achieved through social dialogue. The Office approach presented in the report was satisfactory and should include issues of competitiveness in developing sustainable jobs.
14. A *Government representative of Canada* said that the report would need to build on previous analyses and discussions, focusing on continuing and new employment challenges. She supported proposals to link the discussion to the areas of critical importance and consider the impact of the internal reforms. The report should also analyse the work of the Office and provide an opportunity for constituents to share information. She requested more information on policy reviews and recalled that the follow-up to the ILO Declaration on Social Justice for a Fair Globalization provided for no increase in reporting obligations for member States.
15. A *Government representative of India* said that employment-led initiatives were essential for sustainable growth. He affirmed the need for globally coordinated policies and for partnerships and cooperation. He underlined the importance of education and skills development, and called for an internationally comparable skills qualification framework. Paragraph 13(vi) should caution against using trade barriers. After highlighting measures his Government had taken, such as adopting the Mahatma Gandhi National Rural Employment Guarantee Act, he affirmed that employment creation was vital in order to end the economic crisis.
16. A *Government representative of Brazil* expressed his support for the report. He suggested that the focus in paragraph 13(vi) on the growing global consensus for shifting towards environmentally sustainable, low-carbon, energy-efficient growth paths should be replaced with an emphasis on changing unsustainable and promoting sustainable patterns of production and consumption, thus echoing the language of the outcome document of the 2012 United Nations Conference on Sustainable Development.
17. A *Government representative of China* supported the ASPAG statement and explained the challenges his country faced in terms of urbanization, skills training and creating sufficient jobs. Particular attention should be placed on the employment of young graduates, skills mismatches, improving vocational skills training schemes and promoting South–South knowledge exchange.
18. A *representative of the Director-General* (Director, Employment Policy Department) welcomed the delegates' endorsement of the proposals and their useful comments. She affirmed that the Office would address the issue of creating an investment-enabling environment for enterprise development and the need for more nuanced policy analysis, as suggested by the Employers' group. The Workers' comments on focusing on both the quality and quantity of employment would also be taken into account. The report would take up the linkage between employment and poverty reduction, along with rural and informal employment. It would look at both the challenges and action taken, and the recurrent discussion would build on previous ILC discussions on skills and youth employment, as well as those on demographics and sustainable development. She proposed various options for the development of systematic employment policy reviews, possibly based on peer review mechanisms and taking advantage of tools and methodologies already in use in the Office. She noted that case studies would be developed in order to assess how ILO advice was used. The impact of lack of policy coherence would be more difficult to measure, but it would also be taken on board. The work on the recurrent discussion report on employment would be a cross-departmental initiative and would be facilitated by the internal reform and the areas of critical importance.

19. *A representative of the Director-General* (Deputy Director-General for Policy) acknowledged the Governing Body's broad endorsement of the three-part structure of the report. She agreed that there was a need to achieve the right balance between the analysis and policy response aspects of the report. The Office would aim in the future to submit shorter, more focused reports in order to facilitate more efficient discussion. The issue of country policy reviews was linked to the current review of research, statistics and publications, but no decision had been made in terms of the amount of resources to be allocated.
20. *A representative of the Director-General* (Assistant Director-General for Policy) welcomed the agreement on the three-part structure of the report and acknowledged the Employers' point on the importance of a nuanced analysis, particularly relating to developing and developed countries, time dimensions and policy trade-offs.
21. *The Worker spokesperson* concluded that policy incoherence resulted in lost opportunities for creating decent jobs, and that further analysis on issues of insecure work and labour market reform would add to the work of the Organization.
22. *The Employer spokesperson* welcomed the news that reports would be shorter in the future. She emphasized that the Employers wished to see their members' concerns, particularly those of small and medium-sized enterprises (SMEs), reflected in the report.

Decision

23. *The Governing Body invited the Director-General to take into account the views expressed during the discussion in the preparation of the Office report for the recurrent discussion on employment (2014).*

(GB.317/POL/1, paragraph 31.)

Second item on the agenda

Trade and employment

(GB.317/POL/2)

24. *A representative of the Director-General* (Assistant Director-General for Policy) introduced the paper, which provided information about two high-profile ILO publications on trade and employment.
25. *The Worker spokesperson* said that the Workers' group welcomed the discussion on trade and employment as well as the two studies undertaken by the ILO in collaboration with the EU and the WTO. She agreed with the findings that trade, employment and social policies needed to be coherent at both the national and international levels; that education and skills policies were needed to strengthen the capacities of the labour force to cope with changing economic situations and diversification; and that it was important for governments to pursue general gender-equity policies. She expressed disappointment that the paper did not highlight findings on how trade opening had led to specialization in low value-added manufacturing and de-industrialization; on the negative impacts of trade opening on employment quality, especially in export processing zones; and the reduced level of policy space as a result of trade opening.

26. She did not oppose the paper's focus on social protection and skills development, but wanted to see consideration of a wider range of policy responses, including increasing policy coherence at the national and international levels, the use of standard-setting mechanisms to develop standards for social chapters in trade agreements, and capacity building of ILO members to engage in the trade debate and the promotion of fair and equitable trade arrangements. She asked the Office to prepare a broader range of policy options for consideration by the Governing Body, and urged the screening group to consider putting a broader discussion on trade, employment and decent work on the agenda for the October 2013 session of the Governing Body.
27. *The Employer spokesperson* considered the paper and its underlying studies as useful and important, and said they were a good example of how to ensure policy coherence. She commended the ILO for its engagement in enhancing knowledge on the links between trade and employment by providing a more nuanced and balanced view of that complex relationship. The studies highlighted the uneven gains from trade and the role of well-designed systems of social protection in facilitating adjustment processes. Besides redistributive policies, human-capital formation and public goods were needed. She noted that education and skills would ensure that countries benefited from trade openness; the ILO Skills for Trade and Economic Diversification (STED) programme and its input into the G20 Training Strategy would be important contributions in that regard.
28. *Speaking on behalf of the member States of the Africa group represented on the Governing Body*, a Government representative of the Congo welcomed the paper and congratulated the ILO on its efforts to improve policy coherence. He noted that issues of trade and employment, trade and inequality, and trade and uncertainty were at the very heart of Africa's concerns. He proposed that there should be more technical assistance to generate more knowledge on the topic, assess the positive effects of trade on employment, and identify effective policies. The Africa group welcomed the Office's contribution towards the understanding of those issues and ILO tools that could contribute to work on it.
29. *Speaking on behalf of the member States of the EU represented on the Governing Body*, a Government representative of Lithuania asserted that international trade required coherent and coordinated action by different stakeholders and drew attention to joint ILO–EU technical cooperation in that regard. Research and analysis were key to supporting countries in assessing and addressing the effects of trade on employment. The EU's trade instruments were designed to contribute to sustainable development, including decent work and the promotion of ILO core labour standards. She reiterated the strong support of the EU and its Member States for cooperation between the ILO and other international organizations on trade and sustainability.
30. *A Government representative of Brazil* stated that her country did not regard free trade as an end in itself but as a powerful tool that, in association with other policies, could help reduce inequality and achieve sustainable development and social inclusion. The ILO Decent Work Agenda and the WTO Doha Development Agenda needed to advance hand-in-hand. She emphasized the fact that decent work did not imply trade barriers; trade liberalization could be a tool to promote decent work when associated with coherent social policies. The enjoyment of labour rights depended essentially on the strength of national tripartite institutions and on the development of social dialogue. She saw WTO and ILO mandates becoming mutually reinforcing towards the common and related goals of sustainable development and social inclusion.
31. *A Government representative of the United States* observed that the impact of trade on employment implied benefits and costs. Governments needed to find ways to harness the benefits. She applauded the ILO for its work on labour market adjustments to trade liberalization and for having recruited credible, international experts to work on the topic.

She welcomed the continuation of collaborative work on issues such as labour market policies to ensure equitable distribution of trade benefits, efforts to prevent the displacement of workers by trade, and the role of education and skills.

32. *A Government representative of India* highlighted the fact that the effects of trade were not always positive, owing to protectionist tendencies. In order to have a fair trade regime that encouraged employment opportunities, restrictions to trade would need to be reduced and the role of labour migration considered. He highlighted several key issues including enhancing policy coherence, reducing barriers to trade in developed countries, and improving collaboration between developed and developing countries on skills training.
33. *A Government representative of Trinidad and Tobago* said that, while he agreed with many points raised by the Workers' group, trade could have a positive impact if it was well managed. There could be employment without trade, but trade without employment was impossible. He commended the ILO for paving the way for more in-depth analysis on the trade–employment nexus. He emphasized the need to move labour issues to the forefront of the international debate and highlighted the importance of trade for small economies, such as those in the Caribbean.
34. *A Government representative of Australia* welcomed efforts to enhance the knowledge base on trade and employment. Trade should not be used to implement protectionist measures, which would constitute a retrograde step for all. Education and training, skills development, and investment in science, infrastructure and innovation were all complementary policies. Trade and social policies needed to be pursued simultaneously, not in isolation. The Australian Government had implemented assessment and consultative processes to provide input for policy development in that area. Australia was committed to the inclusion of strong and enforceable labour provisions in free trade agreements to promote labour rights.
35. *A Government representative of China* said that social protection policies were important as a buffer to external shocks and coordinated efforts were needed to balance trade policies and social protection policies. Trade protectionism was not conducive to creating high-quality jobs. He drew attention to the 2004 ILO publication *A fair globalization: Creating opportunities for all*, which emphasized the role of trade in enhancing productivity. More research and studies were needed on the issue of trade and employment. The ILO had a crucial role to play in that regard, and in holding discussions on the linkages between trade, growth and livelihoods.
36. *A representative of the WTO* stated that the WTO worked to ensure that trade opportunities were transformed into growth, jobs, development and poverty alleviation. Jobs were intimately linked to skills, and strong collaboration between policy-makers active in the areas of trade, jobs and skills could therefore contribute to enhancing the benefits of trade opportunities.
37. *A representative of the Director-General* (Deputy Director-General for Policy) thanked all the speakers for their valuable comments on the high-quality work reviewed and on its usefulness to constituents. She informed the Governing Body that the Office's work on trade and employment would continue on three fronts: (i) in collaboration with other multilateral organizations; (ii) in response to requests by member governments; and (iii) on an ongoing basis as an essential part of work on the challenges that ILO constituents faced. She noted the thoughtful, complementary views that had been expressed and underscored that they would all be taken into account in future work.

38. *The Employer spokesperson* found that there was a great deal of interest in the subject among the constituents and said that she looked forward to participating in discussions on how to frame ongoing ILO research. She observed that services trade had not been mentioned in the discussions and suggested that it should be a subject for consideration.
39. *The Worker spokesperson* asserted that there was a lack of confidence in the trade agenda among working people. There needed to be a response to the issues of equitable distribution and decent work. She reiterated the call for a further paper for the October 2013 session of the Governing Body that would examine trade and employment in a much broader sense with a wider range of options for policy responses, including the role of standards. She proposed that trade and employment could be a key area for consideration in the recurrent discussion on employment in June 2014.

Outcome

40. *The Governing Body took note of the paper and invited the Office to take into account the views expressed during its discussion.*

Third item on the agenda

Prevention of occupational diseases (GB.317/POL/3)

41. *A representative of the Director-General* (Chief, Safety and Health at Work and the Environment Branch) introduced the paper and the draft decision. He drew attention to the recent ILO publication entitled *National system for recording and notification of occupational diseases: Practical guide*.
42. *A representative of the Director-General* (Deputy Director-General for Policy) said that occupational safety and health (OSH) and occupational diseases were strongly linked to the areas of critical importance, notably in relation to unacceptable forms of work as well as productivity and working conditions in SMEs, and would thus attract significant resources from the Office. The ILO's policy functions and capacity on OSH would be increased through enhanced interaction with labour inspection and better links with social security, including disability systems and health-care systems. Reform of the ILO field operations would include strengthening engagement with national institutions responsible for workplace concerns, including occupational diseases, and with the multilateral system, including the World Health Organization (WHO).
43. *The Employer spokesperson* noted that the paper recalled the importance of occupational diseases and was timely, especially since the theme of the 2013 World Day for Safety and Health at Work was occupational diseases. He challenged the allegation that occupational diseases did not receive adequate attention. The problem was not one of ignorance or a lack of will to focus on occupational diseases, but rather that they were complex and dynamic in nature. There was often a long delay between cause and effect and other factors played a large part, including genetics, an individual's health status, lifestyle and behaviour, environmental factors, the joint effects of exposure to several substances or agents, changing working environments and the challenges of identifying and measuring workplace agents and associated ill health.

44. Fatalities from diseases caused by work were not acceptable. However, they should be regarded within the context of the toll of non-communicable diseases such as cardiovascular diseases, cancer, chronic respiratory diseases and diabetes, which accounted for 36 million deaths every year according to the WHO. Nevertheless, the Employers were convinced that a concerted effort was needed from a preventive perspective at international and national levels to tackle the problem.
45. The ILO possessed a wealth of knowledge and had good information on pneumoconiosis, radiation, chemicals, ergonomics, stress and agriculture. Unfortunately, there was no easy website linkage pulling together information on specific diseases, their causes and preventive measures. National information should be evaluated and adapted for the global context in order to avoid duplication of effort. He proposed that the ILO should establish an e-based repository as a major resource to assist in the prevention and treatment of occupational diseases.
46. He underlined the Employers' support for maintaining the Office's OSH-related efforts, notwithstanding the current budget constraints across the ILO. He urged the Office to integrate OSH more fully into Decent Work Country Programmes (DWCPs) and to cooperate with other international organizations. He supported the areas of ILO action listed in paragraph 41, except the sixth point, since compensation was not part of prevention. On the ninth point, he suggested establishing one roster for prevention and another for updating the ILO list of occupational diseases, as they were two different areas. The Employer representatives should be fully involved in the choice of experts for the two rosters. He added that, while musculoskeletal and mental disorders were major concerns, that did not automatically make them occupational diseases. He urged the Office to improve meeting room facilities to accommodate participants' physical and health needs.
47. *The Worker spokesperson* thanked the Office for the timely paper. She noted that the protection of workers against sickness, disease and injury was included in the Preamble of the ILO Constitution. There could not be decent work without respect for workers' safety and health. She noted the absence from the ILO core Conventions of a standard on safety and health, which gave the impression that OSH was optional. She called on member States to recognize and fill that gap.
48. There was a strong moral and economic case for giving high priority to the prevention of occupational diseases. She welcomed the efforts to implement the 2006 ILC resolution concerning asbestos and urged the Office to promote the Asbestos Convention, 1986 (No. 162), and the Occupational Cancer Convention, 1974 (No. 139). She stated that there were many agents that could cause occupational cancer and all of them had to be adequately addressed.
49. Many factors could influence the statistical outcome of occupational diseases, such as the level of training of doctors in the diagnosis of occupational diseases, employers concealing cases in order to avoid liability, workers being unwilling to report ill health, migrant and informal workers not being covered by official statistics and a lack of enforcement of national laws. Attention should be paid to emerging risks from nanotechnology, new chemicals and processes, climate change and green jobs. Infections, cancers (particularly those not related to asbestos), cardiovascular diseases, musculoskeletal disorders and mental disorders should also be examined. The ILO should use its influence on other product safety organizations to promote safe design in new technologies, particularly those which emitted radiation.
50. She welcomed the recognition in paragraph 30 of the Office paper that collective bargaining was an essential tool in the prevention of occupational diseases. Emphasis should be given to functional OSH committees in the workplace. The Workers endorsed

the promotion of relevant ILO Conventions, such as the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services Convention, 1985 (No. 161), the Chemicals Convention, 1990 (No. 170), the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), and the List of Occupational Diseases Recommendation, 2002 (No. 194). The strengthening of labour inspection should also be a key element in prevention strategies. She proposed that an item on carcinogens should be added in paragraph 41 and that a reference to the chemical industry should be inserted in paragraph 41(4). She urged the ILO to disseminate information on occupational diseases and new risks, support education and capacity building of the social partners, and promote the collection of statistics on occupational diseases.

- 51.** *Speaking on behalf of the member States of the Africa group represented on the Governing Body*, a Government representative of the Congo said that it was difficult in many African countries to prevent occupational diseases owing to a lack of relevant expertise, inadequate diagnostic tools and poor implementation of OSH programmes. He called for awareness-raising and training activities and underlined the importance of labour inspection. He supported the strategy and actions described in paragraphs 39–41 and requested ILO assistance to implement them at national level. He proposed that subparagraph (b) of the draft decision in paragraph 42 should be amended to include special emphasis on knowledge of occupational diseases in developing countries.
- 52.** *Speaking on behalf of the member States of the EU represented on the Governing Body*, a Government representative of Lithuania highlighted the prevention of occupational diseases as a key component of decent work and a requisite for sustainable development. She added that OSH played a vital role in the productivity and competitiveness of enterprises. An EU conference in November 2013 on improving safety and health at work would particularly focus on technical developments. The results of a study on the situation of occupational diseases in the EU would be published shortly and could be of interest for other regions. She supported the actions detailed in paragraph 41 but called for them to be better prioritized and explained. She supported the decision points in paragraph 42, provided her comments and suggestions were taken into account.
- 53.** *Speaking on behalf of the member States of ASEAN represented on the Governing Body*, a Government representative of Viet Nam said that the ASEAN countries had made significant progress in OSH, including in the prevention of occupational diseases. He emphasized the importance of the ILO Programme on Safety and Health at Work and the Environment and called for continued ILO support to Asian countries.
- 54.** *A Government representative of Japan* underscored the importance of preventing occupational diseases, the concomitant requirement for highly technical expertise and the role of the ILO in helping countries to develop their capacities. He explained Japan's experience in preventing occupational diseases in the context of its five-year Industrial Accident Prevention Plan. He voiced strong support for paragraphs 39–41.
- 55.** *A Government representative of Australia* explained that in the Australian Work, Health and Safety Strategy 2012–22, the term “illness” was used, rather than “disease”, in order to include the prevention of work-related disorders, not only occupational diseases. The Strategy promoted healthy, safe and productive working lives. He underlined the fact that the Strategy focused on workers rather than workplaces, given that a worker could work in many places. He supported the point for decision in paragraph 42.
- 56.** *A Government representative of Algeria* supported the proposal to amend the decision made by the Congo on behalf of the Africa group. He mentioned the national OSH services and legislation in Algeria and expressed his Government's support for the point for decision in paragraph 42.

57. A *Government representative of Italy* aligned herself with the EU statement. She suggested that three new regulations introduced between 2008 and 2009 updating and adding to the list of occupational diseases could be the reason for the rise in the reported cases of occupational diseases in Italy. Development of legislative tools and increased awareness among employers and workers facilitated the recognition of occupational diseases with long latency periods such as mesothelioma. She expressed appreciation for the reference in paragraph 27 to the Italian OSH legislation that explicitly included work-related stress in any risk assessment.
58. A *Government representative of Egypt* highlighted the need for concerted national and international action and the importance for countries to share information on occupational diseases in order to enhance prevention. He endorsed the actions in paragraph 41.
59. A *Government representative of Zambia* associated himself with the statement of the Africa group and called for more inter-ministerial coordination at national level. He mentioned that Zambia was in the process of developing and implementing a new national reporting system on occupational accidents and diseases. Zambia planned to ratify the Occupational Safety and Health Convention, 1981 (No. 155), and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), in the near future. He supported the point for decision in paragraph 42.
60. A *Government representative of India* said that without a safe and healthy working environment, social justice and economic growth could not be achieved. Preventive OSH measures were an integral part of good business activities. India had enacted legislation, provided guidance on OSH and ratified the relevant ILO Conventions. He supported the point for decision in paragraph 42.
61. A *Government representative of Indonesia* associated himself with the ASEAN statement. His country was committed to the prevention of occupational diseases. To that end, Indonesia had enacted several laws, disseminated guidelines and standards and applied ILO guidelines to help prevent occupational diseases. His Government was in the process of ratifying the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), and supported the ILO's efforts to implement a global programme for prevention and early detection of occupational diseases.
62. A *Government representative of the Republic of Korea* welcomed the Office paper and the setting up of a roster of experts. The Republic of Korea had been promoting a plan to expand the criteria and scope for occupational diseases through tripartite agreement, and made efforts to comply with international OSH standards.
63. A *Government representative of Canada* explained that her country faced challenges in collecting data on occupational diseases. Canada had assisted the ILO in the revision of its list of occupational diseases in 2010 and would be pleased to continue to do so. New standards had been published in Canada on nanotechnologies and on psychological health and safety in the workplace. Canada would be willing to share its experiences, especially in addressing emerging issues. She urged the ILO to develop international guidance based on successful national practices to strengthen national strategies and actions, and to increase collaboration at the international level. She supported the point for decision, as amended by the Africa group.
64. A *Government representative of the Russian Federation* said that preventing occupational diseases was vital in order to maintain and strengthen workers' health and the working potential of the country. He supported closer ILO cooperation with the WHO. In 2012, the Russian Federation had ratified the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), and planned to ratify the Safety and Health in Mines

Convention, 1995 (No. 176). A new list of occupational diseases had recently been adopted covering diseases caused by physical, chemical and other risks, which was in line with international standards. In January 2013, his Government had adopted a national policy to prevent diseases caused by asbestos-containing materials, which would be in force until 2020.

65. *A Government representative of the United States* affirmed the importance of OSH as an area for ILO work. The Office's experience and expertise in that area would enable it to create real change. She supported the establishment of a roster of experts to support the work on occupational diseases and welcomed the specific steps that the Office was planning to take to increase its efforts to advance OSH. She supported the decision point.
66. *A Government representative of China* supported the decision point. He emphasized key activities in strengthening national OSH systems, legislative frameworks, capacity for inspectorates and social dialogue. His country attached great importance to the prevention of occupational diseases and had a national strategy covering 2009–15. He expressed his appreciation for the collaboration with the ILO in organizing high-level conferences on work safety and occupational disease prevention.
67. *A representative of the WHO* stated that the WHO had several global initiatives to improve the prevention and control of occupational diseases such as the “Workers’ health: Global plan for action, guidance to develop healthier workplaces”, which promoted worker participation and the “11th revision of the International Classification of Diseases”. In 2011, the UN General Assembly had adopted a resolution entitled “Political Declaration of the High-level Meeting of the General Assembly on the Prevention and Control of Non-communicable Diseases”, which called on the private sector to improve OSH. She reiterated the WHO’s support for ILO efforts on OSH and on the prevention of occupational diseases.
68. *A representative of the Director-General* (Deputy Director-General for Policy) acknowledged the broad support for the path that was laid out in the Office paper and the shared commitment to make progress on the challenges that caused so much human misery and social and economic loss. The Office would take into account the views that had been expressed and would consult constituents on issues requiring further exploration.
69. *A representative of the Director-General* (Chief, Safety and Health at Work and the Environment Branch) urged all member States to mark the World Day for Safety and Health at Work, on the theme of occupational diseases in 2013, by taking initiatives to improve national strategies and preventive action.
70. *The Employer spokesperson* supported the decision point, as amended by the Africa group. He explained that he had made his previous statements about compensation not in an attempt to shift or avoid liability, but to avoid entering into other areas of discussion and to maintain the focus on prevention.
71. *The Worker spokesperson* remarked that compensation constituted a preventive measure and commended governments for their encouraging contributions. She urged the ILO to recognize OSH in its core Conventions and supported the amendment from the Africa group.
72. Supporting the amendment from the Africa group, *a Government representative of France* highlighted the need to further assess and acquire knowledge on the situation regarding occupational diseases in developing countries.

73. A Government representative of India noted the global nature of the challenge of preventing emerging occupational diseases.

Decision

74. The Governing Body:

- (a) *confirmed that the prevention of occupational diseases is a central element of the Decent Work Agenda, and supported the strategy and actions for prevention of occupational diseases described in paragraphs 39–41 of document GB.317/POL/3; and*
- (b) *requested the Director-General to intensify the Office's work on the prevention of occupational diseases reflected in paragraph 41 of document GB.317/POL/3, placing special emphasis on knowledge of these diseases in developing countries, and to take the Governing Body's suggestions into account.*

(GB.317/POL/3, paragraph 42, as amended.)

Social Dialogue Segment

75. The Social Dialogue Segment was held on Monday, 18 March 2013. It was chaired by Mr Smidt (Government, Denmark), as appointed by the Chairperson of the Governing Body. Mr Woolford and Ms Fox were the Employer and Worker spokespersons.

Fourth item on the agenda

Sectoral Activities Programme 2012–13

(GB.317/POL/4)

76. A representative of the Director-General (Director, Sectoral Activities Department) presented the paper, which comprised two sections and contained two points for decision. She explained that the outcome of the Global Dialogue Forum on the Effects of the Global Economic Crisis on the Civil Aviation Industry, held from 20 to 22 February 2013, would be reported to the Governing Body at its October 2013 session. She also drew attention to document GB.317/POL/INF/1, which contained an overview of sectoral work carried out in the second half of 2012, and asked whether the Governing Body wished to continue to receive such information.
77. The Employer spokesperson fully endorsed the draft decisions in paragraphs 10 and 17 of document GB.317/POL/4. His group supported the continued preparation of information papers such as GB.317/POL/INF/1.
78. The Worker spokesperson thanked the Office for having organized the two sectoral meetings mentioned in the first section of document GB.317/POL/4 and expressed support for the draft decision in paragraph 10. Regarding the second section of the paper, she agreed with the proposals made in relation to the two upcoming sectoral meetings and endorsed the draft decision in paragraph 17. Her group appreciated the information contained in document GB.317/POL/INF/1 and looked forward to future updates.

Decisions

79. *The Governing Body:*

- (a) *decided to forward the report of the 11th Session of the Joint ILO–UNESCO Committee of Experts on the Application of the Recommendations concerning Teaching Personnel (CEART) to the International Labour Conference at its 102nd Session (2013) for examination in the first instance by the Committee on the Application of Standards; and*
- (b) *requested the Director-General:*
 - (i) *to communicate the CEART report and the report of the Global Dialogue Forum on future needs for skills and training in the oil and gas industry to the governments of member States, requesting them to communicate the texts to the relevant employers' and workers' organizations, and to communicate the reports to the relevant intergovernmental and international non-governmental organizations concerned; and*
 - (ii) *take into consideration in planning and implementing future ILO activities the recommendations made by the Global Dialogue Forum and the CEART, where appropriate in consultation with the Director-General of UNESCO.*

(GB.317/POL/4, paragraph 10.)

80. *The Governing Body approved the proposals made in section II of document GB.317/POL/4 in relation to the holding of the Meeting of Experts on Policy Guidelines on the Promotion of Decent Work for Early Childhood Education Personnel, and of the Global Dialogue Forum on Initiatives to Promote Decent Work in the Chemical Industry.*

(GB.317/POL/4, paragraph 17.)

Fifth item on the agenda

Sectoral Activities Programme: Proposals for 2014–15

(GB.317/POL/5)

81. *A representative of the Director-General (Director, Sectoral Activities Department) presented document GB.317/POL/5, which contained proposals developed through a consultative process with the advisory bodies and through the programme and budget programming process with other ILO units. In preparing the proposals, the Office had taken account of the findings from the high-level evaluation of the sector-specific approach to decent work presented to the Governing Body at its November 2012 session. The Office had, therefore, given particular attention to ensuring that the dual governance systems would be aligned. For this reason, the proposals made in the paper comprised not only recommendations made by advisory bodies that reflected specific requests for sectoral work, but also the recurrent and statutory work of the Office related to the sector-specific*

dimension of the Decent Work Agenda. Additional details on the Sectoral Activities Programme 2014–15, such as the composition, dates and purpose of proposed meetings, would be presented to the Governing Body at its October 2013 session. She recalled that the Global Dialogue Forum on Future Needs for Skills and Training in the Oil and Gas Industry, held in December 2012, had made a recommendation to amend the proposal developed in consultation with the sectoral advisory bodies. The Forum had recommended that, instead of a tripartite sectoral meeting, a meeting of experts should be held.

- 82.** *The Worker spokesperson* thanked the Office for its work on sectoral activities, which was highly valued, and for having developed a comprehensive programme of sectoral activities for 2014–15. The Workers’ group supported the proposals contained in the paper, as they reflected a good balance both across the eight groupings of sectors and among various activities: fostering global and national dialogue; promoting sectoral standards; developing and promoting sectoral tools, guidelines and codes of practice; building the capacity of constituents; and creating partnerships with other international organizations with a sectoral focus. Her group welcomed the fact that the programme had been developed through extensive consultations, with the constructive involvement of workers and employers, and that the Employers’ group had agreed to include proposals for global dialogue forums on a number of challenging topics emerging in the world of work. That had been the logic behind the creation of global dialogue forums. Her group appreciated both the fact that those meetings were setting out to achieve those goals and the initiative taken by the Sectoral Activities Department to track trends in non-standard employment arrangements on a sector-by-sector basis. While the Workers welcomed efforts to integrate the sectoral approach into the overall work of the ILO, and in particular the recent initiative to link sectoral work with the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration), the sectoral approach needed to be further promoted both at headquarters and in the field, including with regard to sustainable enterprises. It was hoped that the new Office structure would help to promote even greater synergies in that respect. Steps should be taken to assess how many DWCPs made provision for sectoral activities, so as to enable the Office to identify gaps and assist it in raising awareness of the importance of taking a sectoral approach. Concerning the proposal to strengthen constituents’ capacity to promote social dialogue mechanisms in the utilities sector, her group would prefer countries from northern Africa to be selected. Regarding the bracketed text in subparagraph (b) of the draft decision contained in paragraph 18 of document GB.317/POL/5, her group was in favour of holding a meeting of experts to adopt a code of practice or guidelines, as such a meeting could address the needs of the sector more effectively by providing a practical tool for the industry. Regarding paragraph 18(c), her group noted with appreciation the active participation of governments in tripartite sectoral meetings to date and welcomed efforts to encourage that further.
- 83.** *The Employer spokesperson* said that, while much of the ILO’s work targeted specific countries or regions, sectoral meetings provided an excellent opportunity for representatives of sectors from all countries and regions to come together to debate very focused and technical issues that were relevant to them all. The high value of such meetings made it worth shouldering the programming challenges resulting from the different orientation. With respect to how sectoral meetings had evolved, he said that experience and a positive process of dialogue had given rise to three different types of meeting: meetings of experts, traditional tripartite meetings and global dialogue forums. They each served a distinct purpose and were very different tools for dealing with different challenges at different stages in the evolution of an issue or an industry. Meetings of experts provided the opportunity to tackle sometimes complex issues with input from highly knowledgeable people and to emerge with solid technical guidance; traditional tripartite meetings could move decisions and recommendations forward in areas where the parties were in broad agreement; and global dialogue forums were emerging as a place

where the ILO could start to wrestle with difficult issues. Often, the first step was simply to hear what the other parties had to say, and global dialogue forums served a useful purpose in that respect. The Employers' group supported paragraphs 18(a) and (c) of the draft decision. With regard to paragraph 18(b), he would be interested in hearing the views of governments and would welcome guidance on the exact meaning of the term "extreme climatic conditions".

- 84.** *Speaking on behalf of the member States of the Group of Latin American and Caribbean Countries (GRULAC) represented on the Governing Body,*⁵ a Government representative of Colombia said that her group supported the point for decision. In relation to paragraph 18(b), her group was in favour of holding a tripartite sectoral meeting. She agreed with the Employers' group that the term "extreme climatic conditions" was very broad and asked the Office to clarify it.
- 85.** *A Government representative of the Bolivarian Republic of Venezuela,* endorsing the statement made on behalf of GRULAC, echoed calls for more information on the meaning of the term "extreme climatic conditions". With regard to paragraph 18(b), he supported the inclusion of a tripartite sectoral meeting in the programme for 2014–15.
- 86.** *A Government representative of the United Kingdom,* noting that many international projects relating to offshore safety had been initiated since the 2010 Deepwater Horizon incident in the Gulf of Mexico, expressed the view that a tripartite sectoral meeting would ensure the best use of the limited pool of offshore safety professionals and avoid any duplication of work. It would enable the ILO to identify what offshore safety work had already been initiated and whether it could contribute to such ongoing initiatives. A tripartite sectoral meeting could also identify potential gaps in current offshore safety work and consider developing future sectoral recommendations to address them, through either the ILO or other bodies. The scope of the proposed national tripartite workshop to examine good practices to achieve full compliance in the supply chain in the oil and gas industry was far wider than usual for the ILO with regard to OSH issues, and he questioned whether environmental protection fell within the ILO's remit.
- 87.** *A Government representative of Colombia* supported the statement made on behalf of GRULAC, in particular with regard to paragraph 18(b). There was a clear need to align the views of governments, workers and employers in order to overcome the serious challenges that the oil and gas industry had been facing for several years; her Government was therefore in favour of holding a tripartite sectoral meeting.
- 88.** *A Government representative of Brazil,* endorsing the statement made on behalf of GRULAC, pledged his country's continued support for the work of the ILO Sectoral Activities Department. There was a need to enhance coordination and synergies between the programme of sectoral work and broader Office reforms; a sectoral approach to at least some of the areas of critical importance would be highly advisable. Brazil supported the practical approach proposed with regard to preparing for the 2016 Olympic Games. There was, however, further potential for cooperation activities in the preparation of sectoral meetings. With regard to the food, drink and tobacco sector, the ILO's role, as stated by the Office's representative to the fifth session of the Conference of the Parties to the World Health Organization Framework Convention on Tobacco Control, was to represent the common concerns of the ILO's tripartite constituents at relevant multilateral and national events where the social and economic implications of tobacco control policies were discussed. Accordingly, the Office should ensure that it did not present the views of a single constituent if they did not represent consensus. Regarding paragraph 18(b) of the

⁵ Argentina, Brazil, Colombia, Costa Rica, Cuba, El Salvador, Mexico, Panama, Trinidad and Tobago, Uruguay, Bolivarian Republic of Venezuela.

draft decision, Brazil supported the option of holding a tripartite sectoral meeting. The phrase “extreme climatic conditions” was problematic in the light of the provisions of the Antarctic Treaty and related agreements, which Brazil fully supported, as the economic exploration of oil and gas in the Antarctic would always be undesirable. Discussing a code of practice that would cover such activity was, therefore, unnecessary and inappropriate. With that clarification, he expressed support for the programme put forward by the Office.

- 89.** *A Government representative of India* said that a number of decent work technical cooperation projects were under way in India, in association with the ILO. All sectors of the global economy were being affected by the financial and economic crisis in different ways, which highlighted the need for a sectoral approach. Global dialogue forums could be made more effective and inclusive by focusing more on underdeveloped and developing countries. India supported the ILO’s organization of tripartite regional workshops and global sectoral meetings in 2014–15, as they could inform its future programme and provide greater understanding of sector-specific problems and solutions based on consensus. In India, a tripartite workshop had been held on the Work in Fishing Convention, 2007 (No. 188), in February 2013, with the active involvement of all stakeholders. The ILO should extend cooperation and support capacity building for constituents to facilitate exchange of experience and know-how on sector-specific issues within and across countries and regions. It should also work to replicate information and communication technology training programmes at national and regional level. Technical cooperation projects should focus on national priorities and sector-specific issues so as to promote the successful implementation of DWCPs. That could be achieved by integrating the objectives of technical cooperation projects into national programmes, thereby making work sustainable, and by promoting greater collaboration between tripartite constituents. With regard to policy coherence, differences in national situations should be taken into account, and policies should aim to meet the Millennium Development Goals and poverty reduction goals. Cooperation with other organizations should be based on a realistic perception of common and organization-specific objectives and should not lead to encroachment on the ILO’s mandate. The ILO had to match its performance and delivery mechanisms with emerging challenges; in that respect, the sectoral approach should be considered in DWCPs.
- 90.** *A Government representative of China* said there was increasing awareness among governments of the importance of sectoral policies in employment promotion. He asked the Office to take effective steps to encourage greater participation by governments in global dialogue forums and suggested that sectoral activities should focus more on those areas most affected by the crisis in employment caused by the international financial crisis. China supported the draft decision, favouring the option of holding a meeting of experts, in paragraph 18(b). For 2014–15, it was important for Office-wide work on the rural economy and formalizing the informal economy to reflect a sectoral approach, with particular attention being given to sectors with high levels of informal employment. Moreover, the impact of the Maritime Labour Convention, 2006 (MLC, 2006), should be examined and more attention given to environmental protection, greening the economy and those sectors most affected by changes in energy policy.
- 91.** *A Government representative of Mexico* underlined the strategic importance of the energy sector and endorsed the ILO’s sectoral work in that respect. Stakeholder participation in discussions was crucial in meeting national, regional and global challenges. Mexico supported the statement made on behalf of GRULAC and, with regard to paragraph 18(b), was in favour of holding a tripartite sectoral meeting, so that the conclusions thereof could be made available to all ILO constituents.

92. *The representative of the Director-General* explained, with regard to paragraph 18(b), that the wording had been proposed by the constituents in the advisory body. From the Office's perspective, the wording "extreme climatic conditions" had only geographical connotations, but guidance from the constituents as to their interpretations would be welcome. The focus of the proposed meeting would remain within the ILO's mandate, as it would consider technical matters, skills, and OSH as they related to promoting decent work. If the Governing Body could not reach a common understanding during its current session, a decision could be taken at the October 2013 session.
93. *A Government representative of Trinidad and Tobago* said that some countries with a long history in the energy sector were used to sending workers around the world, including to areas with harsh climatic conditions. Therefore, while the subject matter focused on specific locations, the movement of labour involved meant that it should be addressed on an ILO-wide basis.
94. *The Employer spokesperson* said that the meaning of the phrase "extreme climatic conditions" was still unclear. His group continued to deem its scope too broad, and he suggested that a final decision should not be taken at the present session.
95. *The Worker spokesperson*, noting the general interest in the proposal set out in paragraph 18(b), said that there seemed to be consensus on holding a tripartite sectoral meeting. The Workers accepted that position. Her group hoped the Governing Body would approve the meeting in principle at its current session, on the understanding that the Office would provide a more precise definition of "extreme climatic conditions" in October 2013.
96. *The Employer spokesperson* considered that the views of governments were of particular importance, given the concerns they had raised; further tripartite consultations were therefore necessary, and governments should take a leading role in defining the phrase "extreme climatic conditions". The Employers shared GRULAC's fears regarding drilling in Antarctica and did not want to see the ILO open the door to that possibility.
97. *The Chairperson*, summing up, noted that a strong preference existed for holding a tripartite sectoral meeting and proposed that the purpose of such a meeting be discussed at the October 2013 session of the Governing Body.
98. *The representative of the Director-General*, responding to points made, said that, before discussing the Framework Convention on Tobacco Control with the WHO, the Office would hold informal consultations with constituents on the position to be communicated. Regarding ILO work on the oil and gas sector, the Tripartite Meeting on Promoting Social Dialogue and Good Industrial Relations from Oil and Gas Exploration and Production to Oil and Gas Distribution, held in 2009, had recommended that the ILO work on environmental protection. However, the ILO would remain strictly within its remit in dealing with the issue. Regarding work in fishing, the ILO would be holding a Global Dialogue Forum for the promotion of the Work in Fishing Convention, 2007 (No. 188), from 15 to 17 May 2013 to look at future work and technical cooperation activities. In addition, the Meeting of Experts to Adopt Guidelines on the Training of Ships' Cooks would be held in September 2013. Collaboration with the Turin Centre included an ambitious programme to find synergies on capacity building among constituents.
99. *The Employer spokesperson* said that the problematic wording in paragraph 18(b) should be removed from the draft decision and the issue as a whole postponed to October 2013.

100. In response to a request for clarification from a Government representative of Brazil, *the Chairperson* said that he understood that, before the October 2013 session of the Governing Body, tripartite consultations would be held to allow the phrase “extreme climatic conditions” to be more clearly defined; the ILO would take no further action in that regard until a definition had been agreed. He therefore proposed that the draft decision be amended by deleting paragraph 18(b).

Decision

101. *The Governing Body:*

- (a) *endorsed the proposed sectoral programme for 2014–15, subject to approval by the Conference of the corresponding allocations in the Programme and Budget for 2014–15; and*
- (b) *instructed the Office to encourage the governments of all member States to participate in tripartite sectoral meetings in 2014–15.*

(GB.317/POL/5, paragraph 18, as amended.)

Technical Cooperation Segment

102. The Technical Cooperation Segment was held on Tuesday, 19 March 2013. It was chaired by Mr Correia (Government, Angola), as appointed by the Chairperson of the Governing Body. Mr Rahman and Mr Gómez Esguerra were the Employer and Worker spokespersons.

Sixth item on the agenda

Technical cooperation approaches and capacity development of constituents

(GB.317/POL/6)

103. *A representative of the Director-General* (Director of the Partnerships and Development Cooperation Department (PARDEV)) introduced the paper and explained that the draft decision might be reviewed, should the Governing Body decide in its Institutional Segment to put an item on technical cooperation on the agenda of the 103rd Session (2014) of the ILC.
104. *The Employer spokesperson* pointed out that the development and implementation of effective capacity development strategies for constituents could be achieved only if capacity development was built into the ILO’s overall organizational strategies, regardless of the sources of funding.
105. While the Turin Centre played a critical role in the capacity development of constituents, it had not been utilized adequately, in particular with regard to training, knowledge sharing, coaching and exposure. The ILO’s technical cooperation programmes should reinforce the training component to be delivered in collaboration with the Turin Centre.

- 106.** The Office's method of mapping technical cooperation approaches on the basis of intervention models had its limitations because it had not included a substantive analysis of DWCPs and no account had been taken of the independent evaluations of those programmes. Also, the consideration of the question of capacity development for social partners had been limited to the roles of ACTRAV and the Bureau for Employers' Activities (ACT/EMP). While the intervention model approach was useful in terms of analysing how capacity was developed, it did not lend itself to the assessment of the results. Moreover, the approach had not taken into account the technical cooperation appraisal mechanism. The analysis of appraisal results could be an important source of information on the state of capacity development for constituents in technical cooperation projects.
- 107.** He called for the further integration of financial resources. The allocation of extra-budgetary resources to support specific outcomes was a good example of an effective strategy to build a demand-driven and results-based programme. With regard to the draft decision, he suggested that the submission of a document containing a revised technical cooperation strategy should be brought forward from November 2014 to October 2013. Finally, he requested more information on the progress made with regard to the time-bound measures to implement capacity-development strategies that had been proposed by the Office at the 310th Session of the Governing Body.
- 108.** *The Worker spokesperson* requested the Office to define a capacity-building strategy taking into account four criteria of relevance to trade unions: first, the need to strengthen their role, functions and independence; second, the need to enable unions to face processes of change and to adapt their structures to meet workers' needs; third, the need to develop their capacity to participate effectively in tripartite and bipartite forums; and fourth, the need to meet the needs of trade unions.
- 109.** DWCPs should be developed in consultation with constituents, allowing them to define their own capacity-building needs. He added that specific programmes should be developed for workers and employers, and tripartite and bipartite programmes should be established to support relevant social policies. He stressed that capacity building for individual constituents at the country level should be carried out through the creation of specialized teams in employer and worker organizations, supported by regional networks. He said that DWCPs should appoint focal points to liaise with the social partners, that their outcomes should include international labour standards and that they should be promoted through tripartite commissions.
- 110.** Lastly, he observed that ACTRAV's role was to promote capacity building for trade unions within the Office and to facilitate the active participation of workers in DWCPs. He concluded by requesting ACTRAV, ACT/EMP and the Turin Centre to continue working together to develop capacity-building programmes for constituents.
- 111.** *Speaking on behalf of the member States of the group of industrialized market economy countries (IMEC) represented on the Governing Body,*⁶ a Government representative of Italy said that IMEC agreed to the mapping of technical cooperation approaches, provided that the mapping remained focused on concrete outcomes and field-based results. However, not all technical cooperation programmes necessarily contained a capacity-development component and, when such a component was included, it did not necessarily apply to all constituents.

⁶ Australia, Bulgaria, Canada, Cyprus, Denmark, France, Germany, Hungary, Italy, Japan, Republic of Korea, Lithuania, Malta, Netherlands, Romania, Switzerland, United Kingdom, United States.

- 112.** Concerning the recommendations in Part III of the paper, it was unclear how they were linked to the findings listed in paragraph 12. With regard to the recommendation contained in paragraph 16(a), she questioned whether constituents needed to receive training on resource mobilization. On the recommendation contained in paragraph 16(b), she said that better alignment and coordination should happen not only at the country level, but also in relation to the ILO's global and regional programmes. Steering committees should be organized only when they had an added value. Accountability should lie with ILO officials.
- 113.** She was strongly in favour of strengthening the Turin Centre, in particular with regard to learning methods and techniques, and asked for clarification on how Office-wide programmes on capacity development under the recommendation contained in paragraph 16(d) concretely related to the recommendation concerning the offer of capacity development on a recurrent basis and the idea of increasing the involvement of constituents in the design, implementation, governance and evaluation of DWCPs.
- 114.** She concurred with the draft decision in paragraph 17.
- 115.** *Speaking on behalf of the member States of the Africa group represented on the Governing Body*, a Government representative of Zambia stated that capacity development would speed up the achievement of desired outcomes in the African region and allow for effective participation.
- 116.** He supported demand-driven capacity development efforts. South–South and Triangular Cooperation (SSTC) initiatives were key to pushing the agenda forward in the African region. In addition, mentorship and internship programmes were among the innovative and sustainable approaches to capacity development. The Office should develop indicators targeting the informal economy. The Africa group was in favour of strengthening the links between the Turin Centre and the constituents' training and research institutions. Monitoring and evaluation remained a challenge and required particular attention. He agreed with the proposals set out in paragraph 16, in particular with regard to the decent work steering committees. He supported the draft decision in paragraph 17.
- 117.** *Speaking on behalf of the member States of ASPAG represented on the Governing Body*, a Government representative of Australia stated that it was critical for the ILO to capture the effectiveness of capacity development. The ILO was encouraged to demonstrate the impact of capacity development by making use of qualitative data if quantitative data were not available. The Office should maintain a roster of experts of diverse nationalities. The ASPAG countries had great demand for capacity development. She suggested that, in implementing the recommendation to strengthen the role of the Turin Centre, consideration should be given to making training more accessible. The revised technical cooperation strategy should draw on evidence and outcomes from all sources, including the field structure review and any potential ILC discussion on technical cooperation. ASPAG supported the draft decision.
- 118.** *Speaking on behalf of the member States of GRULAC represented on the Governing Body*, a Government representative of Colombia said that capacity building for constituents should be based on ensuring national buy-in to technical cooperation initiatives; non-conditionality; adapting solutions to national circumstances; stimulating exchange between countries at similar stages of development and respect for national priorities.
- 119.** Regarding the funding of technical cooperation projects, she said that indirect resources invested in activities by recipient countries and local actors should be taken into account, indicating that projects did not reflect them adequately, only taking donor funding into account. Lastly, she said that South–South cooperation was guided by the previously

mentioned principles and requested that those be adequately reflected in technical cooperation strategies promoting knowledge-sharing among constituents.

120. *Speaking on behalf of the member States of ASEAN represented on the Governing Body*, a Government representative of Viet Nam recognized the important role of technical cooperation in providing constituents with the capacity to set and achieve their own development objectives. The Turin Centre could develop various learning methods and techniques to make training more accessible and to increase the number of trainees. He supported the draft decision.
121. *A Government representative of India* stressed the need for a coordinated approach in capacity development and proposed that the Turin Centre's training programmes could be replicated at the regional level. Intervention models needed to take local conditions and requirements into account, which required more planning and research, as well as joint, cost-efficient and innovative approaches that were aligned with outcome-based indicators. He was disappointed to see that there had been no independent evaluations of capacity-development programmes, and asked what steps would be taken to make programmes more results-based. He supported the recommendations in paragraph 16 and the draft decision in paragraph 17.
122. *A Government representative of Zimbabwe* stressed the need for technical cooperation in support of regional decent work programmes and urged the Office to collaborate with regional training institutes. He supported the development of an Office-wide demand-driven programme on the capacity development of the constituents and agreed with the draft decision.
123. *A Government representative of Colombia* said that technical cooperation and capacity-building projects should be developed taking the interests of member States into account; they should be designed on a participative basis and meet national priorities. She added that her Government promoted the exchange of experiences with other countries through SSTC. By way of example, countries in the region had benefited from the experience shared by Colombia on the Special Committee for the Handling of Conflicts, which received technical assistance from the International Labour Standards Department (NORMES). She requested the ILO to facilitate exchange between countries, acting as a source of information and central contact point, and to actively promote the creation of working groups through networks using new technologies.
124. *A Government representative of China* said that China had benefited from the ILO's technical expertise and was involved in South-South cooperation. He stressed the need for demand-driven capacity development and the importance of the Turin Centre's expertise and experience in that regard.
125. *A Government representative of Kenya* supported the statement by the Africa group. The ownership of capacity-building programmes should be integrated from the design stage to create commitment and sustainability. The Turin Centre was encouraged to collaborate with national universities. Duplication of ILO activities should be avoided.
126. *The Employer spokesperson* supported the point made by the Workers' group with regard to the need for bipartite, as well as tripartite, capacity-development programmes on social dialogue and added that developing the capacities of employers' organizations would enhance their participation in DWCPs.
127. *The Worker spokesperson* observed that there was a significant decent work deficit, and that despite efforts to create consultation committees and to open forums for social dialogue, progress remained insufficient.

128. *A representative of the Director-General (Director, PARDEV) explained that the mapping of technical cooperation approaches included not only intervention models but also progress reports and evaluations. The annual evaluation report prepared by the ILO's Evaluation Unit for 2011–12 concluded that the appraisal functions carried out by PARDEV had had positive results. Furthermore, the training courses on project cycle management run jointly by PARDEV and the Turin Centre had improved the logical framework of projects. All technical cooperation projects were linked to 19 outcomes and country programme outcomes and were thus aligned with the ILO's overall results framework. Furthermore, submitting the revised technical cooperation strategy in November 2014 would allow for the inclusion of the findings of the reviews of technical cooperation delivery, the field structure and funding partnerships. The alignment of technical cooperation strategies with the Turin Centre and the regions would be further enhanced as they were now under the same portfolio.*
129. *A representative of the Director-General (Director of the Turin Centre) took note of the call for increased outreach, which was aligned with the Turin Centre's strategy. By 2015, 30 per cent of all training activities were to be carried out in partnership with local institutions. Current examples included partnerships in Pakistan, India and Cameroon. Furthermore, the Turin Centre had established an "e-campus". The Centre's programmes on the capacity development of Worker and Employer representatives remained at the core of its work, despite the current financial constraints. Like the ILO itself, the Turin Centre was undergoing a process of reform and it was expected that, with the resulting realignment, the role of the Centre would be strengthened.*
130. *The Employer spokesperson supported the draft decision.*

Decision

131. *The Governing Body requested the Office to submit a document containing a revised technical cooperation strategy with capacity development as one focus area at its 322nd Session (November 2014).*

(GB.317/POL/6, paragraph 17.)

Presentation: Technical cooperation overview

132. *A representative of the Director-General (Director, PARDEV) presented the ILO's technical cooperation activities in 2012. Approvals for annual extra-budgetary resources for technical cooperation (XBTC) amounted to US\$270 million. The share of XBTC mobilized locally was 35.6 per cent. From 2012 to date, Regular Budget Supplementary Account (RBSA) approvals were US\$32 million. In 2012, the overall delivery rate was 75.1 per cent (80.2 per cent in the field and 63.3 per cent at headquarters). Current year XBTC allocations stood at US\$291 million.*
133. *In 2012, the Office had organized four staff training courses, five in-house information sessions and three thematic partners' meetings and had published four "How-to" guides, one results report and seven donor brochures. The Office had appraised 223 project proposals, of which about 60 per cent needed improvement. Also, 256 progress reports had been despatched to donors.*
134. *XBTC expenditure by strategic objective showed an increase in employment-related and a decrease in standards-related projects, mainly because of decreased funding for technical cooperation projects to combat child labour. In order to enlarge the technical cooperation resource base, the Office had complied with calls for greater development effectiveness*

and had approached new partners offering a greater variety of partnerships that were not only financial partnerships. The Office had organized a number of thematic meetings and more would follow. Finally, the Decent Work Agenda needed to be promoted within the post-2015 development framework, as that framework would redirect future development resources.

Statements on technical cooperation in the regions

- 135.** *A representative of the Director-General* (Director of the ILO Regional Office for Africa) highlighted the significant advancements in Africa in terms of growth, but noted that the growth had not had a major impact on employment creation and poverty reduction. The ILO Regional Office for Africa had been working with the African Union to assess progress made since the 2004 Extraordinary Summit of Heads of State and Government of the African Union on Employment and Poverty Alleviation in Africa and would provide input to the forthcoming Ninth Ordinary Session of the Labour and Social Affairs Commission of the African Union on enhancing the capacity of labour market institutions in Africa. The ILO and its social partners were closely involved in the Africa-wide consultations on the post-2015 development agenda. The outcome document from the meeting of African ministers and stakeholders that had taken place in Hammamet, Tunisia, on 11 and 12 March 2013 represented the African common position on the post-2015 development agenda and emphasized the importance of inclusive economic growth and structural transformation. That would require accelerating the pace of growth, diversifying the sources of growth, investing in fiscally sustainable programmes, reducing inequality, promoting decent jobs and promoting rural development.
- 136.** By January 2013, 29 DWCPs had been finalized in the African region, 18 were being finalized, and six were at the preparatory stage. The Regional Office had invested in the capacity building of constituents to design and implement DWCPs, and had attracted donor attention to key DWCP areas. The ILO was also paying close attention to the situation in Mali, where it was developing a youth employment programme with other UN agencies.
- 137.** In Africa, there were 198 active technical cooperation projects with a combined budget of almost US\$272 million. In 2012, the region had recorded a delivery rate of 87.2 per cent. A total of US\$110 million of fresh resources had been mobilized for Africa in 2012, of which nearly half had been mobilized locally.
- 138.** A better balance in the thematic focus of the technical cooperation programme in Africa was needed. While themes such as promoting youth employment and combating child labour attracted a relatively high level of resources, others – such as promoting tripartism and social dialogue – attracted less technical cooperation. The region was therefore allocating resources from the regular budget, the RBSA and the regular budget for technical cooperation (RBTC) to support such underfunded outcomes.
- 139.** *A representative of the Director-General* (Director of the Regional Office for Latin America and the Caribbean) highlighted that, despite the international economic crisis, regional indicators pointed to economic growth. That had been reflected in a rise in formal employment, low unemployment levels, an increase in real wages, and progress on social security coverage and poverty reduction. However, high levels of inequality and poverty linked to the informal economy remained. As a result, the governments and social partners underlined the need to access technical cooperation enabling them to make progress on their own decent work agendas.

140. Technical cooperation in the region had led to higher levels of implementation and quality, and had diversified the sources and modalities of funding. By way of example, she mentioned SSTC in the region, led by Brazil and the Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR); she also mentioned the increase in the number of countries, such as Colombia, Peru and Chile, that entrusted resources to the ILO to advance their own development strategies. She also reported on progress in inter-agency projects promoting the Decent Work Agenda within the UN.
141. In the interest of successful and strategic regional cooperation, two major challenges needed to be addressed: achieving balanced economic growth and environmental sustainability; and placing cooperation on decent work at the heart of the “sustainable development” paradigm, in line with the review of the Millennium Development Goals beyond 2015 and Rio +20. The programme for the formalization of labour in Latin America and the Caribbean had been created to contribute to developing and strengthening national capacities to promote formalization procedures. Lastly, she highlighted the importance of tripartite social dialogue in giving new momentum to DWCPs.
142. *A representative of the Director-General* (Director of the ILO Regional Office for the Arab States) stated that the situation in her region remained difficult two years after the uprisings. In a context of rising unemployment, low investor confidence and fragile industrial relations, countries faced challenges to meet the high expectations raised by the revolutions. At the regional level, the ILO and the United Nations Development Programme (UNDP) had issued a joint report that proposed a new development paradigm for the region, which tackled both structural market deficits and deficits in social protection and social dialogue. Moreover, the ILO was assessing with the World Bank the impact of the inflow of Syrian refugees on the labour markets in Lebanon and Jordan.
143. With regard to resources for technical cooperation, the amount of US\$22 million mobilized in 2012 was consistent with the amounts mobilized in previous years and supported the implementation of 60 target country programme outcomes across the region. Saudi Arabia and the Swiss Agency for Development and Cooperation were the largest contributors in the region. The increased funding from the EU – €18 million had been allocated under the European Neighbourhood and Partnership Instrument for 2014–20 – was an opportunity for the region. However, although the Arab Spring had resulted in significant donor support for North Africa, securing access to resources for the broader Arab States region remained a big challenge. Another difficulty was that only six countries in the region were eligible for official development assistance (ODA). Increasingly, multilateral cooperation in middle-income countries such as Iraq was conditional upon the establishment of co-financing mechanisms with governments, which did not always exist.
144. The situation in the Syrian Arab Republic, Bahrain and Yemen had halted the development of DWCPs, while new and ongoing DWCPs were being revisited to integrate new priorities in Oman, Jordan and the occupied Arab territories. Through the assessment of a cluster of three DWCPs (for Lebanon, Jordan and the occupied Arab territories) the Regional Office was looking at how to adapt its work methods in crisis-affected countries and build a technical cooperation portfolio which could support the achievement of decent work outcomes.
145. Finally, the expanding crisis called for a regional ILO agenda that would include: more systematic support for dialogue and participation; the strengthening of social and economic rights for women, migrant workers and persons with a disability; enhancing the capacities of workers and employers; a focus on youth employment, entrepreneurship and skills development; and better targeted research.

146. *A representative of the Director-General* (Director of the ILO Regional Office for Europe and Central Asia) pointed out that the European and Central Asia region was facing an economic crisis where many issues, such as youth unemployment, had framed the Regional Office's interventions. Seventeen extra-budgetary technical cooperation projects were being run by the decent work technical support teams and country offices in Moscow and Budapest and the ILO Office for Turkey, focusing on areas such as employment promotion, skills development, OSH, social security, combating child labour, green jobs, promoting women's employment, vocational training, labour inspection and youth employment. In those areas, capacity building had been a key component.
147. The ILO Office for the European Union and the Benelux countries (ILO–Brussels) and PARDEV played a major role in developing and maintaining relations with the European Commission, which was an important donor for the ILO in the region. The EU's and the ILO's technical cooperation priorities were increasingly aligned, for example with regard to employment, migration and social protection.
148. The Russian Federation had become a new donor. With a contribution of US\$8 million, a skills development and employment project had started within the framework of the ILO–G20 Training Strategy in Armenia, Kyrgyzstan and Tajikistan as well as in Jordan and Viet Nam. Initial results were to be reported by the time of the G20 Summit, to be chaired by the Russian Federation, in September 2013. A public–private partnership (PPP) had been launched with the oil company LUKOIL that had provided US\$6 million for a project on youth employment.
149. ILO–Brussels, in partnership with PARDEV, the Turin Centre and the Human Resources Development Department, had organized training sessions on EU funding. Another challenge for technical cooperation was the fact that a high number of countries had not ratified the Convention on the Privileges and Immunities of the Specialized Agencies. Furthermore, there was limited donor interest in key priorities for the region, such as freedom of association, labour law and social dialogue.
150. The representative added that, in the region, 14 countries had held successful national consultations on the post-2015 development agenda. For instance, in Turkey, those consultations had resulted in the identification of decent work, employment and growth as one of the priority goals.

Seventh item on the agenda

Regional perspectives on technical cooperation: Asia and the Pacific (GB.317/POL/7)

151. *A representative of the Director-General* (Director of the Regional Office for Asia and the Pacific) introduced the paper and requested the Governing Body to provide guidance on how to frame the regional resource mobilization strategy.
152. *The Employer spokesperson* said that, despite Asia's sustained economic growth, challenges still remained. The changing nature of technical cooperation in the region, with an increasing number of donors, was a new and challenging situation. Countries such as India and China had become donors and the number of PPPs was increasing. He questioned whether ILO officials were equipped to cope with those changes and proposed capacity building for ILO officials in local resource mobilization.

- 153.** Support was expressed for the expanded priorities of the Asia and the Pacific Decent Work Decade 2006–15 as adopted at the 15th Asia and the Pacific Regional Meeting held in Kyoto, Japan, from 4 to 7 December 2011. More focus should be placed on increasing competitiveness, productivity and jobs. With regard to XBTC expenditure, the region had focused more on social protection and much less on employment. Employment was the best form of social protection and there should therefore be a better balance. It was appreciated that the Office had diversified sources of funding but more clarity was requested on the PPP strategy. The Employers’ priorities for ILO work in Asia were: the business environment; productivity and competitiveness; SME development; skills development; and youth employment. A number of countries in Asia were losing eligibility status to donor funding because of attaining middle-income status. However, social partners in those countries still required institutional capacity building.
- 154.** The Employers’ group supported the draft decision in paragraph 39.
- 155.** *The Worker spokesperson* stressed the importance of the reform of ILO regional structures and technical cooperation mechanisms. However, the report did not provide sufficient information on the allocation of resources to the different constituents. He observed that many ILO technical cooperation projects were not based on the real needs and priorities of countries and of their constituents; they did not adequately integrate the principles of the ILO, respect for labour standards and rights, and tripartism; and that training activities for workers were few and far between.
- 156.** He expressed concern that the report did not reflect the priorities established in the Asia and the Pacific Regional Meetings held in Busan in 2006 and in Kyoto in 2011, such as the recommendation to carry out a campaign for the ratification of fundamental standards, the promotion of collective bargaining and minimum wage enforcement. While the region was receiving increased funding, not enough was allocated to strengthening the ILO’s standard-setting work and to fundamental rights at work. He also objected to some of the results in the report, highlighting the imbalance between decent work deficits and the projects implemented, and the lack of consultations and union participation.
- 157.** He pointed out that half the countries in the region had not ratified Conventions Nos 87 and 98, and he requested that resources be allocated to finance a ratification campaign. He also observed that 18 per cent of resources were assigned to subjects related to standards and fundamental rights, and 0.6 per cent were assigned to freedom of association, in contrast with the 60 per cent allocated to employment issues.
- 158.** Lastly, regarding the decision under paragraph 39 on a resource mobilization strategy and action plan for Asia and the Pacific, he requested the Office to add the phrase “guaranteeing the best balance between the strategic objectives and responding to the real decent work deficits in the region”.
- 159.** *Speaking on behalf of the member States of IMEC represented on the Governing Body*, a Government representative of Italy requested information on the ILO’s experiences in the region with regard to UN coordination efforts at the country level. She asked the Office to ensure that the proposed effort in the field of resource mobilization for the Asia region would take place under the umbrella of coordinated and coherent overall resource mobilization efforts in order to avoid duplication. It was essential that the Office should coordinate, track and manage ILO resources appropriately.
- 160.** *Speaking on behalf of the member States of the Africa group represented on the Governing Body*, a Government representative of Zambia supported the call for a resource mobilization strategy for the region, to be aligned with the overall ILO technical cooperation strategy. The Africa group appreciated the good practice results-oriented

initiatives described in the paper, which included youth employment, extending social security to the informal sector, improved labour migration management and many other experiences that should be shared among regions. He urged the Office to consider the development of a continental exchange programme between the African region and the Asia and the Pacific region. The Africa group encouraged different modalities for resource mobilization, such as SSTC and PPPs, and supported the draft decision.

- 161.** *Speaking on behalf of the member States of ASPAG represented on the Governing Body*, a Government representative of Australia expressed support for the development of a coordinated resource mobilization strategy and action plan for the region in line with the expanded priorities identified at the 15th Asia and the Pacific Regional Meeting. ASPAG encouraged the continued dissemination of best practices in technical cooperation. The success of SSTC in facilitating technical assistance was highlighted and she encouraged the ILO Regional Office for Asia and the Pacific in Bangkok to promote the important outcomes achieved under such arrangements. ASPAG supported the draft decision in paragraph 39.
- 162.** *A Government representative of the Republic of Korea* underlined the need for a resource mobilization strategy in the region, including through modalities such as SSTC and PPPs. He suggested that the new strategy should go beyond simple funding and encompass efforts to maximize the sharing of expertise and in-kind contributions from donor countries and other related institutions. Also, stronger links between the technical cooperation activities of the ILO and bilateral ODA could lead to a more sustainable and tangible outcome. His Government would continue to lend its support to the Regional Office for Asia and the Pacific.
- 163.** *Speaking on behalf of the member States of ASEAN represented on the Governing Body*, a Government representative of Viet Nam supported the exploration of new avenues for financing technical cooperation activities with a view to achieving greater quality, efficiency and equity in the delivery of such programmes in the region. He requested the Office to expound more clearly on the workings of new cooperation modalities, namely SSTC and the creation of an SSTC trust fund. The Office should optimize the rich expertise of countries within the region for technical cooperation through the greater utilization and exchange of regional government and tripartite experts, and the use of information and communication technology as a cost-effective measure for capacity-building activities. An upgraded system of fund release, utilization and audit should be designed. That would remove obstacles to accessing funds and reduce delays in the implementation of technical cooperation projects.
- 164.** *A Government representative of Japan* shared his Government's experiences of cooperation with the Office, which included multilateral and bilateral technical cooperation projects relating to youth employment, formalizing the informal sector and building the capacity of governments, trade unions and employers' organizations. The Government of Japan wished to expand its technical cooperation programme even under fiscal constraints, such as through the establishment of a fund for building a social safety net. He hoped that a new regional technical cooperation strategy would reflect the outcomes of the Asia and the Pacific Regional Meeting and contribute to solving the challenges in the region.
- 165.** *A Government representative of India* requested the Office to re-prioritize technical assistance in the region to workers in the informal economy. After outlining India's experience, in particular with regard to public employment generation programmes, health insurance schemes and short-term modular programmes, he highlighted India's involvement in South-South cooperation and the organization with PARDEV of the IBSA (India-Brazil-South Africa) International Conference on South-South Cooperation held in March 2012. South-South cooperation, South-North cooperation and SSTC were

important. He welcomed the increase of extra-budgetary resources and noted the need to enhance the regular budget, particularly for DWCPs.

166. *A Government representative of China* commended the ILO for its support for policy advisers on labour legislation. The Chinese Government had actively participated in SSTC and provided US\$1 million for an employment promotion project in the Asia and the Pacific region. His country was prepared to continue sharing its experiences with regard to employment promotion and the expansion of social security. He supported the draft decision.
167. *A representative of the Director-General* (Director of the Regional Office for Asia and the Pacific), in response to a comment that fewer resources were spent on standards, said that a breakdown of activities targeting workers' organizations would be provided through ACTRAV, and added that much of his time was spent on social dialogue. Also, wage issues and social protection were important work areas. Currently, donors seemed to show more of a preference for promoting youth employment than for combating child labour, which explained the decline of resources for standards. Enterprise development activities, for instance in the areas of tourism, the seafood industry and environmental sustainability, were taking place in a number of countries. The labour-intensive project in Timor-Leste included skills development and workers' protection.
168. *A representative of the Director-General* (Director, PARDEV) mentioned that the discussion on PPPs would probably take place at the October 2013 session of the Governing Body. He gave his assurances that an Office-wide resource mobilization strategy would be developed within the framework of the technical cooperation, field operation and funding partnership reviews.
169. *A representative of the Director-General* (Deputy Director-General for Field Operations and Partnerships) acknowledged the Governing Body's expectations with regard to the upcoming field office review and explained that an integrated approach would be taken towards reviewing effectiveness and cost-efficiency on the ground in terms of operations, resource mobilization, strategic partnerships and technical cooperation. Better harmonization in resource mobilization would also be a critical part of the upcoming review. The regional strategy had to be derived from that global strategy as well as from the discussion on PPPs in October 2013. Therefore, he proposed that the strategy for Asia and the Pacific should be finalized in March 2014 instead of in October 2013. Furthermore, the Workers' involvement in technical cooperation went beyond the Asia region and would be discussed from a global perspective with ACTRAV and other Workers' colleagues.
170. *A representative of the Director-General* (Director of the Regional Office for Asia and the Pacific) acknowledged that the ratification of core ILO Conventions was slow in the region but emphasized the ongoing activities in that area. The Better Work and Better Factories Cambodia programmes were examples of integrated employment approaches that promoted social dialogue. The ILO was working with the Food and Agriculture Organization of the United Nations and a number of other agencies on rural employment issues. Also, exchanges were taking place with the Regional Office for the Arab States on migration issues and some African countries would also be involved.
171. *Speaking on behalf of the member States of IMEC represented on the Governing Body*, a Government representative of Italy reiterated her request for concrete examples of UN coordination efforts.

172. *A representative of the Director-General* (Director of the Regional Office for Asia and the Pacific) mentioned Pakistan and Viet Nam as the two pilot countries in that respect. The Office was substantially engaged in UN country team deliberations and in coordination and fund-raising efforts. The ILO also benefited from UN funds. It was difficult to convince UN country team members that the ILO had a different governance body to that of other UN agencies. Another difficulty was the unpredictable nature of contributions in times of financial constraints. The Office was also involved in the assessment of UN country teams as well as in policy debates on UN coordination.
173. *The Employer spokesperson* raised two concerns with regard to the suggested changes to the draft decision. He questioned whether the four strategic objectives would continue to exist within the reformed ILO structure. Furthermore, he did not support the use of the term “decent work deficits” as such deficits did not exist.
174. *The Worker spokesperson* reiterated that there was an undeniable decent work deficit in the region, as in other regions, and that the four ILO strategic objectives continued to apply during the reform, as they would in March 2014. He asked the Employers’ group to accept the amendment for the discussion in March 2014.
175. *The Employer spokesperson* suggested that, instead of “decent work deficits”, reference could be made to the “decent work objectives” of the region.
176. *Speaking on behalf of the member States of IMEC represented on the Governing Body*, the Government representative of Italy suggested that the word “guaranteeing” should be replaced by “seeking”.
177. *The Government representative of India* questioned the use of the word “real” in relation to “deficits” and wondered why the Asia and the Pacific region had been singled out in the paragraph, when the problem was a global one.
178. Both the Employers’ group and the Workers’ group reached agreement on the amended draft decision.

Decision

179. ***In view of the lack of a resource mobilization strategy in the Asia and the Pacific region, as well as the changing situation indicated in document GB.317/POL/7, the Governing Body requested the Office to submit, at its 320th Session (March 2014), a regional resource mobilization strategy and action plan for Asia and the Pacific, seeking an improved balance between the four strategic objectives and responding to decent work needs in the region.***

(GB.317/POL/7, paragraph 39, as amended.)

Multinational Enterprises Segment

Eighth item on the agenda

Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration): Operational plan for promotional activities and proposal for the new survey (GB.317/POL/8)

- 180.** The Multinational Enterprises Segment was held on Thursday, 14 March 2013. It was chaired by Mr Dupuis (Government, France), as appointed by the Chairperson of the Governing Body. Ms Hornung-Draus and Mr Gurney were the Employer and Worker spokespersons.
- 181.** *The Employer spokesperson* introduced her remarks by stressing that the MNE Declaration remained of great importance to the Employers and an effective follow-up mechanism was essential to its promotion. She commended the Office for its efforts to develop an operational plan for promotional activities and a new survey. However, the reform process that was under way in the Office, the vacant post at the head of the Multinational Enterprises Programme and the ongoing discussions on ILO engagement with the private sector were all inextricably linked with discussions on the MNE Declaration follow-up mechanism. The proposal for the new survey also needed to be fine-tuned. The decision concerning the operational plan and the new survey should therefore be postponed until March 2014 to give the new staff time to have some input into developing the strategy, thus giving them a sense of ownership of the follow-up mechanism. That would also give the Office time to develop a comprehensive strategy to promote the MNE Declaration and to improve the practical applicability of the survey. In addition, it would contribute to overall policy coherence, since the outcome of the consideration of ILO engagement with the private sector could be integrated into the MNE Declaration follow-up mechanism. She read out a new proposed point for decision, which had been agreed with the Workers.
- 182.** *The Worker spokesperson* endorsed the proposal that had been read out by the Employer spokesperson. While appreciating the work the Office had accomplished, the timescale between drawing up the draft survey, piloting it and producing the paper for the current session of the Governing Body had been too short to enable proper analysis of the best mechanism for gauging the impact of the MNE Declaration. There was, however, an urgent need for the ILO to steer the debates that were taking place in other multilateral organizations on the impact multinational enterprises had on people's lives. The external work that had already been conducted into survey methodology could be built upon. He requested more detailed information on options, costs and operational proposals, including an analysis of how best to collect quantitative and qualitative data and how best to combine Office headquarters and field resources with the work of external collaborators. The Workers remained convinced that some form of voluntary universal survey was needed and that extensive work should continue on the promotion of the MNE Declaration.
- 183.** *Speaking on behalf of the member States of IMEC represented on the Governing Body*, a Government representative of Denmark welcomed the operational plan for promotional activities, as detailed in document GB.317/POL/8. However, despite efforts to the contrary, the reporting burden on governments remained excessive and IMEC was concerned that the proposed questionnaire would not elicit the required information. Since

much of the information requested in the questionnaire was simply not available, there was a risk that replies would be based on opinion rather than fact. That would not provide the evidence needed for credible analysis. In addition, multinational enterprises themselves should be included in the survey. Given the expected results, the estimated cost of the survey did not constitute an efficient use of the ILO budget. Moreover, there was no allocation for the survey in the Programme and Budget for 2012–13. More relevant and focused follow-up of the MNE Declaration was needed, possibly involving academia, in order to provide data that would strengthen the ILO knowledge base in that area. IMEC supported the joint proposal made by the Employers and the Workers.

- 184.** *Speaking on behalf of the member States of the Africa group represented on the Governing Body*, a Government representative of Togo welcomed the operational plan for promotional activities. The establishment of a formal network of MNE focal points, the integration of the MNE Declaration into DWCPs and the proposals concerning PPPs, technical cooperation and company/union dialogue were particularly commendable. The engagement of an independent research institute to design the survey and the inclusion of a stable set of core questions and a thematic module were also praiseworthy. However, it remained unclear to what extent multinational enterprises would be involved in the survey, how much the survey would cost and how it would be financed. The Africa group therefore supported the joint proposal made by the Employers and the Workers, on the understanding that the review of the operational plan would not be postponed beyond March 2014.
- 185.** *A Government representative of India* said that, while the Office sought to promote the MNE Declaration in PPPs, it should take account of the tripartite nature of the Organization and ensure that governments were involved in all dialogue with the private sector. Under the Labour Inspection Convention, 1947 (No. 81), governments had ultimate responsibility for labour inspection; no other private or voluntary compliance mechanism administered by a multinational corporation could change that fact. Multinational corporations should adhere to national legislative frameworks with regard to national inspection mechanisms. He requested that, in the future, all information on and reports of Regional Meetings, including those concerning multinational enterprises and corporate social responsibility, should be sent officially to member States. In addition, any policy recommendations related to labour standards that were drawn up by other international organizations should be submitted to the ILO for consideration by the tripartite constituents before steps were taken to implement them. Subject to those observations, he agreed in general with the draft decision in document GB.317/POL/8.
- 186.** *A Government representative of China* said that, since the work of multinational enterprises directly affected global economics, it was essential to continue promoting the application of the MNE Declaration. The ILO should work closely with the International Organisation of Employers in order to assist multinational enterprises in facing global economic risks, providing social security and establishing harmonious labour relations. He supported the operational action plan proposed by the Ad Hoc Working Group and the amended decision point proposed by the Employers and the Workers.
- 187.** *A representative of the Director-General (Deputy Director-General for Policy)* welcomed delegates' comments and suggestions and their understanding of the fact that the Office was in the process of reform. The joint proposal made by the Employers and the Workers would allow the Office to produce a better result in the long run, while continuing its promotional work in the interim.

Decision**188. The Governing Body decided:**

- (a) to further postpone, until its 320th Session (March 2014), the review of the proposed operational plan for putting in place the MNE Declaration follow-up mechanism and the specified promotional activities on the basis of the recommendations submitted by the Ad Hoc Working Group at its 313th Session (March 2012), in order to obtain clarification of the various options for the organization, method and costs for operationalizing the follow-up and to allow for due consideration of how this work will be integrated into the reformed Office structure including the knowledge management strategy; and*
- (b) accordingly, to further suspend, until its 320th Session (March 2014), the decision taken at its 258th Session (November 1993) to conduct surveys of the MNE Declaration every four years.*

(GB.317/POL/8, paragraph 20, new text adopted.)