INTERNATIONAL LABOUR OFFICE

Governing Body

Committee on Technical Cooperation

TC

FIRST ITEM ON THE AGENDA

Mid-term review of technical cooperation

Contents

Appendices

A. Introduction

1. Technical cooperation is a recurrent item on the agenda of the International Labour Conference. Following a resolution adopted at the 73rd Session (1987) of the Conference, the subject has been an agenda item every five years with one exception when it had been moved to the sixth year (1999), due to the busy 1998 agenda, with discussions on the Declaration on Fundamental Principles and Rights at Work and its Follow-up.

2. The resolution adopted at the 87th Session (1999) of the Conference concluded, among other issues, that the Office would provide a mid-term focused report between the Conference discussions on technical cooperation to the Governing Body Committee on Technical Cooperation in addition to the regular reports to the Governing Body.

3. This report focuses on the *programme of action for the ILO* contained in the resolution referred to above. The first section provides the backdrop and brings out the salient statistical information on technical cooperation. That is followed by a section which reports on implementation of the programme of action. The report concludes with some thoughts on the way ahead.

4. As approved by the Governing Body at its 277th Session (March 2000), on-the-spot reviews of field activities were conducted in each year of the 2000-01 biennium. Each review had been conducted by three members of the Governing Body, one from each group from the regions concerned. The reports of the four reviews were discussed during a meeting in Geneva of the members of all four review teams immediately after the 282nd Session (November 2001) of the Governing Body. While reference has been made to observations in the body of this report, as suggested by the Officers of the Committee on Technical Cooperation, the main findings can be found in Appendix I.

5. The context in which development cooperation activities have been undertaken since June 1999 has changed considerably compared to the preceding years. Following the election of the new Director-General, major organizational and structural changes were put in place. The adoption of a strategic programme and budget, later supplemented by a strategic policy framework, as well as the internal reorganization of headquarters' units with international focus (InFocus) programmes established, served to consolidate programmes for presentation to the donor community. This consolidation was reinforced by two developments that have progressed during this time period: first, the integration of the regular programme and budget with planning and designing of programmes financed by extra-budgetary resources; and second, the strengthening of the partnership arrangements with some members of the donor community, which is based on a programme (or thematic) approach as opposed to an ad hoc project-by-project approach. Coordination and collaboration between headquarters and the field in the area of development cooperation are being strengthened with these new approaches and recently regular and systematic joint programming exercises between headquarters' technical units and field offices have been established. In the regions, steps have been taken to streamline management structures and reporting lines and to delineate more clearly the roles and responsibilities of field offices.

6. The overall guidance for technical cooperation has been prompted by the development of the Decent Work Agenda, the strategic programme and budget as well as the discussions and conclusions of the four Regional Meetings that have been held since June 1999. New areas of development action have also come to the fore in the ILO in recent years: HIV/AIDS, crisis response and reconstruction, and the follow-up to the Declaration on Fundamental Principles and Rights at Work. In addition, new development targets and goals and new frameworks for planning and programming activities have emerged on the global scene: the Millennium Summit, the follow-up conferences held in 2000 to the

World Social Summit and the Beijing Conference, the establishment of the Global Compact, the World Conference on the Least Development Countries held recently in Brussels, the New African Initiative, the Third Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, as well as the continued reforms within the United Nations system, including the increased use of the United Nations Development Assistance Framework (UNDAF), and the recent development of the Poverty Reduction Strategy Papers (PRSPs).

7. Many of these programme developments, both internal and external to the ILO, are quite recent. Their impact on the design of development cooperation programmes and modalities for implementation has yet to be fully felt. The next two-and-a-half years will witness considerable adjustments in the ILO's programme. Some thoughts on the future are presented at the end of the document and guidance from the Governing Body Committee on Technical Cooperation is sought.

B. Trends in technical cooperation

8. The ILO's technical cooperation programmes since the 1999 International Labour Conference have been documented in depth in the reports submitted to the November sessions of the Governing Body in 1999, 2000, and 2001. This section will thus provide only a brief resumé with broad aggregates to provide a setting for the sections that will follow.

Overview

9. The ILO has been successful in the past few years in increasing the level of resources available for technical cooperation projects funded by the multi-bilateral community. Multi-bilateral approvals grew from $60 million in 1998 to $120 million in 2000 and were likely to increase to over $130 million in 2001.

10. The multi-bilateral community has expressed its confidence in the ILO, not only through this level of funding, but also in terms of the modalities in which the funds are programmed and spent. The development of the programme approach, whereby the ILO develops the specific proposals based on broad agreements on priority areas and target countries, is testimony to this.

11. Total technical cooperation expenditure during the recent past fluctuated slightly, decreasing in 1998 to $93.7 million; increasing to reach a high of $97.1 million in 1999, followed by another slight decline in 2000 when expenditure was $90.9 million. The decline in expenditure in 1998 and 2000 can be explained by reduced spending of the regular budget technical cooperation (RBTC) funds, which is a recurrent pattern in the first year of a biennium. Past experience has shown that expenditures pick up significantly during the second year; figure 1.1 illustrates this pattern. Preliminary figures for 2001 indicate a significant rise in expenditure; an update will be provided orally to the Committee.

12. United Nations Development Programme (UNDP) contributions continued to decline, falling from $24.6 million in 1998 to $15.1 million in 2000 or 16.6 per cent of total expenditure. It can be noted that although use of UNDP funds continues to fall, total expenditure does not greatly fluctuate due to the significant increase in expenditure of trust funds – from $57.1 million in 1998 to $64.6 million in 2000.

Figure 1.1. **Expenditure on ILO technical cooperation from all sources of funds (1999-2000)**
(expressed in US'000)
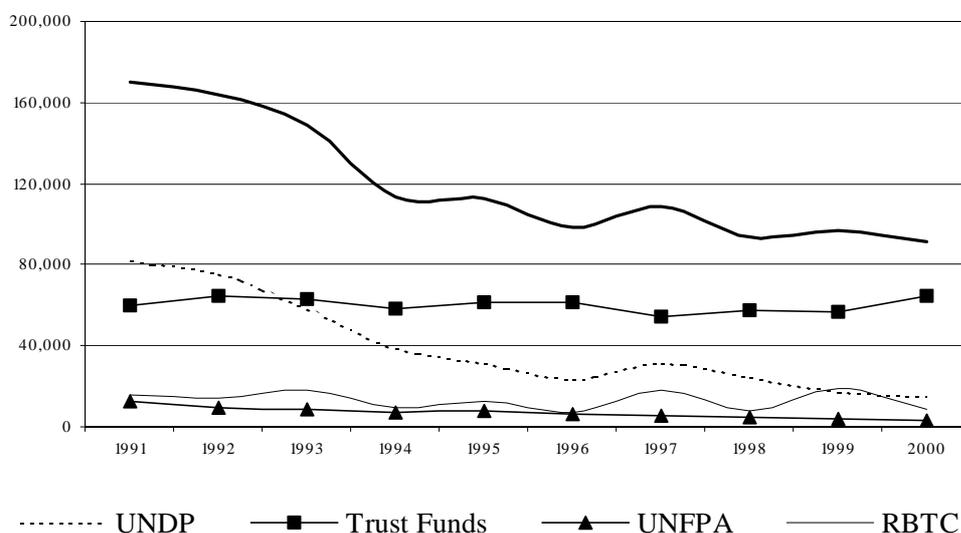
13. In terms of expenditures from different sources of funding, both the periods 1993-97 (period under consideration during the International Labour Conference in 1998), and that which followed, show similar rankings. However, there have been major shifts within. Expenditures from trust funds, which constituted 51.2 per cent in the first period, went up to 63.4 per cent in the second. UNDP share, on the other hand, declined from 31.5 per cent to 20.2 per cent during the two periods (see figure 1.2).

Figure 1.2. **Expenditure on ILO technical cooperation from all sources of funds (1993-2000)**
(expressed in US'000)
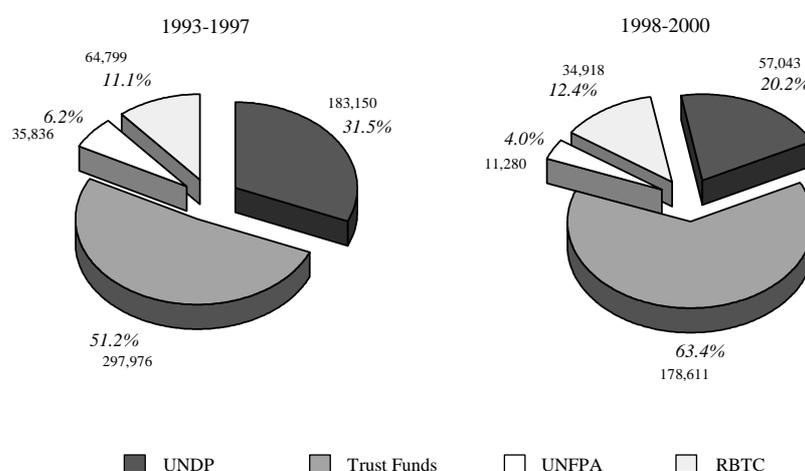
Expenditure by region

14. Figure 1.3 shows that Africa's share in total expenditure, although the highest among regions, declined from $35.4 million in 1998 to $28.4 million or 31 per cent of the total in 2000. On the other hand, expenditure in the Americas continued to increase steadily going from $12.7 million in 1998 to $14.3 million in 2000. Expenditures for Asia have held steady, registering $19.3 million in 1998 and $20.7 million in 2000. Expenditures for Europe and the Arab States have also remained steady since 1998 and 2000. It should be noted that interregional projects are steadily increasing, registering $20.1 million, the highest in the past five years. The expansion of major programmes such as the International Programme on the Elimination of Child Labour (IPEC) and an increased tendency to implement development cooperation programmes through interregional projects accounts for the increase in interregional/global expenditure.

Figure 1.3. **Expenditure on ILO technical cooperation by region (1998-2000)**
(expressed in US'000)
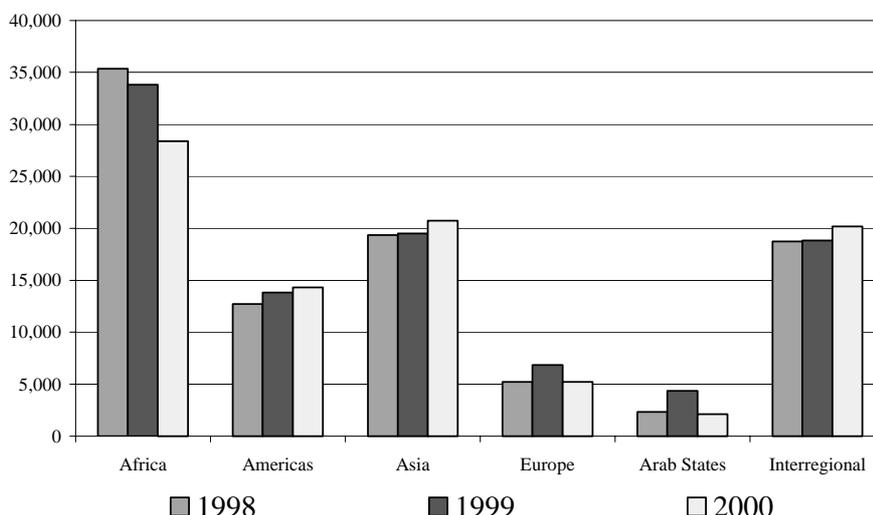
15. A breakdown of the interregional figures by region for the year 2000 provides a more accurate picture of the regional distribution of all expenditures. In 2000, Africa received nearly $7 million of the interregional expenditures, followed by Asia at $5.1 million, the Americas, $3.9 million, Europe, $2.4 million, and the Arab States, $1.5 million. It should be noted that in 2000 Africa received nearly 35 per cent of all interregional expenditures followed by 25.3 per cent for Asia. This illustrates the ILO's interest in the least developed countries of which most are located in Africa and Asia.

Expenditure by technical sector

16. As figure 1.4 illustrates, in 1999 and 2000, the Employment Sector recorded the highest expenditure at $47.9 million and $40 million respectively, followed by the Standards and Fundamental Principles and Rights at Work Sector (1999: $14.3 million, 2000: $23.8 million) the Social Dialogue Sector (1999: $18.9 million, 2000: $14.3 million) and Social Protection Sector (1999: $7.8 million, 2000: $8.3 million). A significant change in 2000 compared to 1999 can be seen in the increase in expenditure (11 per cent) for the Standards and Fundamental Principles and Rights at Work Sector.

Figure 1.4. **Expenditure on ILO technical cooperation by technical sector (1999-2000)**
(expressed in US′000)

$■$ **1999 *** $□$ **2000**
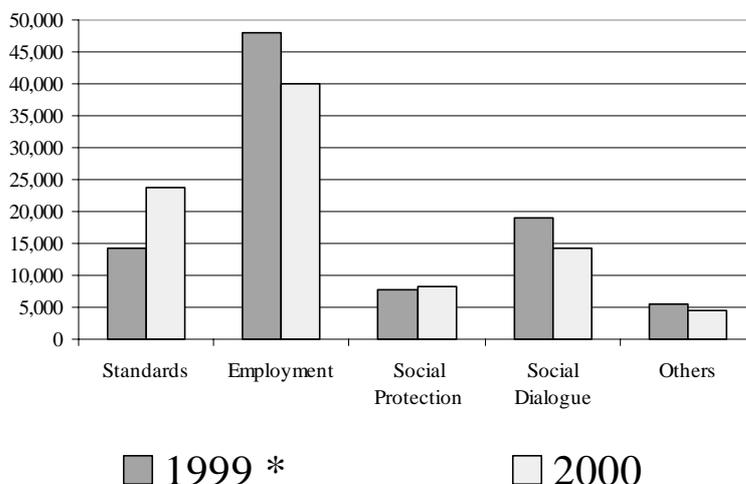
* Excluding additional estimated expenditure amounting to US$2.69 million, incurred by UNDP and notified to the ILO after the
closure of accounts for 1999, which cannot be broken down by technical sector.

Approvals

17. It can be seen from figure 1.5 that between 1998 and 2000 there was a general decline in
approvals from all sources of funds with the exception of the multi-bilateral component.
UNDP approvals of $19.2 million or 23.3 per cent of the total, in 1998 declined to 14 per
cent in 1999 and further to 6.5 per cent in 2000. Multi-bilateral approvals, on the other
hand, which stood at $60.1 million or 72.8 per cent in 1998, went up to $77.8 million in
1999. In 2000, total approval was $134 million, of which $120 million, or 90 per cent, was
from multi-bilateral sources.

Figure 1.5. **Approvals of ILO technical cooperation from all sources of funds (1998, 1999, 2000)**
(expressed in US′000)

$■$ UNDP $□$ Multi-bi $□$ UNFPA $□$ Banks and Others
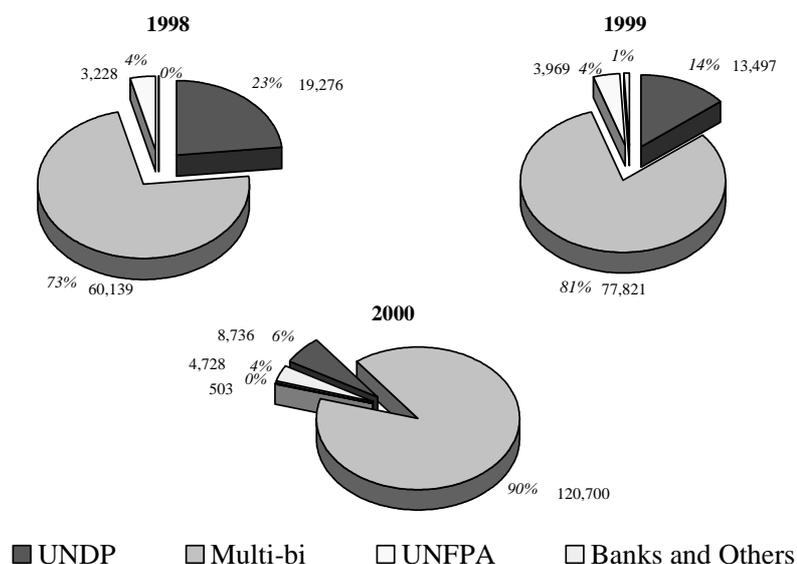
Delivery of technical cooperation

18. The 1999 Conference discussion drew attention to the steady decline of the Office's ability to spend extra-budgetary funding and to maintain the relatively high delivery rates that had prevailed in the first half of the 1990s. The Director-General took a number of steps to redress the situation in early 2000, and a formal circular was issued in May 2000. Steps identified at that time, which were later supplemented as more information became available, included: establishing a Delivery Task Force to analyse the situation, identify problems and suggest corrective measures; instituting a regular reporting system to the Senior Management Team (SMT) on progress and problems encountered; instructing line managers to define responsibility for project management and to establish monitoring and tracking systems, as well as improved planning and budgeting of activities over the project cycle; instructing support services to review potential bottlenecks caused by outdated procedures or practices and to review other means of measuring delivery performance; and setting up briefing and training programmes for staff at headquarters and in the field.

19. The following specific sets of action have been implemented over the course of the past biennium:

   ■ A system was put in place to monitor the delivery of technical cooperation unit by unit on a continuous basis in order to keep top management and the office at large fully informed.

      – a monthly implementation report by unit is now posted on the Intranet;

      – the SMT is periodically informed about the delivery situation (permanent item on the SMT agenda);

      – a comprehensive and analytical report on delivery, including suggestions for further action, is submitted to the SMT on an annual basis (three reports were submitted during the course of 2000-01).

   ■ A help desk was established to assist and address requests regarding project implementation.

   ■ Workshops on delivery matters have been carried out in the various regions.

   ■ A web-based information system is being developed in order to track project flows and to improve the information on the technical cooperation programme. This will allow better monitoring of the programme and better management and tracking of the project business flow – submissions, reporting, evaluations, etc.

   ■ Work is ongoing on the preparation of appropriate guidelines and good practices, including the preparation and availability on the Intranet of a practical manual on development cooperation.

20. The situation regarding delivery of extra-budgetary funding continues to be of concern to the Director-General. Following a general review of the situation at the end of 2001, he is setting in motion new reporting requirements that include target setting combined with a regular monitoring system on a quarterly basis. He has also instructed managers to focus on the qualitative issues involved in delivery and to review the measuring systems that have traditionally been used to determine if they are still adequate for current needs.

21. The delivery situation improved during the biennium. The Office's extra-budgetary expenditure grew by 5.5 per cent in 2000 and provisional figures indicate that growth for 2001 could be close to 23 per cent. This is an important achievement, since the expenditure

of extra-budgetary resources had been continuously decreasing since 1991. It is also important to highlight that the Office's ability to increase expenditure in 2001 came during a period when allocations were also increasing and there appears to be a genuine improvement in the overall situation. The delivery rate in 2000 improved to 58 per cent (compared to 51 per cent in 1999). While the accounts had not been closed at the time of writing, preliminary estimates are that the figure for 2001 may be in the 60 per cent range.

C. Report on the programme of action established by the Conference

22. The *Conclusions concerning the role of the ILO in technical cooperation*, [1] adopted by the International Labour Conference at its 87th Session in 1999, set out a broad framework for the ILO's work in technical cooperation, including the future orientation of ILO technical cooperation policy and a programme of action with specific directives. The remainder of this document deals primarily with developments and activities undertaken during the past two-and-a-half years that relate specifically to the points listed in the programme of action for the ILO.

23. These developments need to be seen against the backdrop of the reforms and structural changes implemented within the Office, set in motion by the newly elected Director-General in March 1999. As noted in the Introduction to this document, six key internal changes in the Office that have affected the development cooperation programme and that have been directly linked to the conclusions adopted by the International Labour Conference in 1999 have been: (i) introduction of a strategic programme and budget, based on four strategic objectives and two cross-cutting themes; (ii) integration of regular budget and extra-budgetary resources in all programming exercises as a way to streamline programming and maximize performance; (iii) regular joint programming between the technical sectors and the regions to facilitate the establishment of a common programming framework; (iv) the setting up of international focus (InFocus) programmes to spearhead development cooperation activities and improve coordination between headquarters and the field; (v) the development of a "programme approach" with a certain number of major multi-bilateral donors as part of a strategy for resource mobilization; and (vi) streamlining of functions and responsibilities in the management of activities in the regions. These reforms and others that have taken place over the past two-and-a-half years will be referred to below where they relate to some of the recent developments in technical cooperation.

1. Enhance the relevance and effectiveness of the ILO technical cooperation

24. Technical cooperation should support the four strategic objectives and be responsive to demands and needs of the constituents; country objectives should focus on the priorities of all the constituents and involve them in the process.

25. The distribution of the technical cooperation programme from 1998 to 2000 by strategic objective indicates the extent to which these objectives have been supported (in expenditure terms in US dollars) and the shifts that have been taking place in recent years, primarily in the growth of activities related to child labour and the Declaration, and the proportional decrease in activities related to employment. In developing the programmes

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[1] International Labour Conference, *Provisional Record* No. 22, 87th Session, Geneva, 1999.

within the four strategic objectives, the Office strives to ensure that headquarters and the field collaborate fully to ensure that four basic criteria are met:

(i)   that the proposals are technically sound and of high quality;

(ii)   that the constituents have been consulted and involved in the programme development and that the proposed action is relevant to the country or region concerned;

(iii) that the field of activity is anchored in the regular programme and budget so that there is support, synergy and linkages between regular budget and extra-budgetary activities and to ensure that extra-budgetary activities fall within the priorities set by the Governing Body and the International Labour Conference; and

(iv)   that the proposed activity meets the criteria set by the donor.

26. The way programmes are initiated, designed, drafted and cleared to meet these four criteria varies considerably depending on where the expertise lies and on the task to be accomplished. Nonetheless, it has been a long-standing instruction that all field offices should ensure that ILO constituents are involved in the development of the technical cooperation programme in a given country. The forms of consultation vary: some offices have set up tripartite meetings on a regular basis to review the programme; others have individual meetings; others consult through correspondence, especially for those countries where the ILO does not have an office. The type and extent of consultation also varies according to the nature of the project. Some projects require that several ministries or even state governments be involved. Others may focus only on one of the social partners. Overall, the result has been mixed, as most recently demonstrated by the Governing Body Committee on Technical Cooperation on-the-spot reviews in four regions.[2] One of the conclusions reached by a meeting held on 19 November 2001, of the 12 members of the Committee who participated in the reviews, was that consultation with the tripartite constituents was not adequate in all cases and that clear guidelines should be issued by the Office to ensure that a process was established and followed.

27. The Office is aware that guidelines on programme development are needed. Since the review of the Active Partnership Policy in 1998 and subsequent in-house consultations on the management of field operations, a number of steps have either been taken, as will be described in later sections, or have been outlined and have high priority for 2002. One of these steps is to revise the former country objective exercise in 2002. The planning process at the field level has become more complex in the intervening years since 1999. New external factors to the ILO, such as the PRSPs and the UNDAF or other development frameworks, will now play a significant role in defining the ILO's programme in a given country. The views and priorities of the ILO's constituents will be essential, not only in their own right, but also in terms of assisting the Office to ensure that its programme is relevant both for the country concerned and for the ILO, against the backdrop of the other frameworks. Within the ILO, the development of the Decent Work Agenda and the establishment of regional decent work teams and the inputs these should and can make at the country level will need to be taken into account. In addition, the moves towards a common programming framework, linking regular budget and extra-budgetary activities over the past two years have implied a greater need to ensure joint programming between headquarters and the field offices, including defining jointly objectives and work plans for one biennium. This work is currently in hand and is one of the main components of a project funded by the United Kingdom Department for International Development (DfID)

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[2] See Appendix I.

to strengthen and deepen strategic planning within the Office. The successor arrangements for the former country objectives are being formulated against this background and will feature guidance on including the priorities of the constituents and involving them in the process.

Common programming framework
for all programmes of the ILO

28. The Office was also requested to ensure that a common programming framework should be established, linking regular budget programmes with those financed through extra-budgetary resources. As indicated above, a number of steps have been taken to give effect to this directive. A first set of joint programming meetings between headquarters and the field was held in January-March 2000 to coordinate all activities, both regular and extra-budgetary, that had been planned for that year. During the latter half of 2000 and in 2001, significant strides were made to advance in this area. First, the Programme and Budget for 2002-03 specifically set out for each operational objective how extra-budgetary funded activities would be linked to the regular budget programme. Second, the work planning exercise, led by the Bureau of Programming and Management, developed the tools needed so that headquarters and field units could contribute to the setting of common objectives, the definition of indicators and the programming of activities. A major headquarters-field joint programming workshop was held in October 2001 to finalize this work. The joint programming exercise enabled headquarters sectors and the regions to identify common priorities and areas of collaboration. The identified areas were used to establish unit-level objectives. Unit-level objectives for all units in the Office, both headquarters and the field, for 2002-03, were available on the Intranet as of 31 December 2001. This will ensure greater coherence and collaboration among the headquarters sections and the regions. Work in this area is continuing with a DfID-funded project on strategic planning mentioned above.

Emphasizing gender in all aspects
of technical cooperation

29. The ILO policy on gender equality is spelled out in the Director-General's circular, *Gender equality and mainstreaming in the International Labour Office*, December 1999. This was accompanied by an ILO action plan on gender equality and mainstreaming in the ILO, which was submitted to the Governing Body in March 2000. This action plan provides for the introduction of procedures, including gender impact analysis, to ensure that technical cooperation programmes and projects are gender-sensitive and gender-responsive, particularly in relation to identification of objectives, outputs, activities and indicators.

30. The Office is currently pursuing a twofold strategy to mainstream gender concerns in technical cooperation: providing instruments and establishing monitoring mechanisms. An overview of initiatives in these two areas is provided below.

31. A major tool to integrate a gender perspective in technical cooperation is the *Guidelines for the integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects*. Efforts are currently under way to adapt and update these guidelines to fall in line with the new strategic budgeting framework, and to ensure that the project design and monitoring would meet the criteria being established for evaluation of technical cooperation.

32. The Turin Centre, with the support of the Bureau for Gender Equality, is currently developing an online open and distance-learning programme on mainstreaming gender equality in the world of work. The programme aims to enhance ILO staff and constituents'

capacity in mainstreaming gender concerns into their programmes and activities including technical cooperation projects.

33. The ILO's first Office-wide participatory gender audit will serve, among others, as a monitoring tool to assess where the ILO stands on gender mainstreaming, including technical cooperation activities. The results of the gender audit will be reported to the Governing Body in November 2002.

34. Initiatives have also been undertaken at the unit level to assess and monitor the extent to which gender concerns are mainstreamed in the unit's activities. IFP/DIALOGUE, the Strategies and Tools Against Social Exclusion and Poverty Programme (STEP) and International Programme on the Elimination of Child Labour (IPEC) have all undertaken comprehensive gender reviews in the past year. STEP assessed the gender factor of its technical cooperation projects in a working paper. IPEC undertook a major review of its projects and based on their findings designed a framework for an action plan to aid implementation of each project and programme.

35. Steps are being taken to ensure that the gender dimension enjoys visibility not only in gender-specific projects as it already does presently but also in the non-gender-specific projects and programmes. A recent attempt in that direction has been within the framework of the technical cooperation resource allocation mechanism (TC RAM); proposals received were examined and prioritized according to their meeting, among others, the gender criteria. This approach has potential for wider use in the ILO and could be developed further.

Emerging economic and social requirements of regional integration and cooperation

36. The focus was on: building or strengthening of tripartism within the regions; assisting regions to develop frameworks for social development; providing economic, social and labour market information; and strengthening the capacity of national constituents to address regional economic integration issues.

37. An ILO project assisting the XII Inter-American Labour Conference of Ministers of Labour sought to address the wave of changes driven by the process of globalization and technological revolutions in the Latin American and Caribbean countries. The Conference commended the project's promotion of fundamental principles and right at work within the context of hemispheric economic integration (Ottawa, October 2001). In coordination with CINTERFOR (the Inter-American Research and Documentation Centre on Vocational Training), activities were carried out in Argentina, Brazil, Dominican Republic, Uruguay, and Venezuela with the aim of improving workers' vocational training programmes in the context of regional economic integration. Through another project, the Coordinating Committee of Southern Cone Trade Unions (CCSCS), Southern Common Market (MERCOSUR) and the Andean Advisory Labour Council could discuss common strategies concerning the social dimension of economic integration and its impact on the labour market.

38. Subregional integration is one of the priority themes of the New African Initiative (NAI),which has evolved as the development framework for that region. The ILO supported the employers' and workers' organizations meetings with a view to helping social partners contribute towards the operationalization of the New Partnership for African Development (NEPAD). The ILO Office in Africa has also established long-standing partnerships with subregional institutions such as the Organization of African Unity (OAU), Organization of African Trade Union Unity (OATUU), International Confederation of Free Trade Unions Africa Region (ICFTU/AFRO), Pan-African

Employers' Confederation (PEC), Democratic Organization of African Workers' Trade Unions (DOAWTU), etc. Field offices are in direct contact with OAU subregional structures: the Economic Community of West African States (ECOWAS), Southern African Development Community (SADC), Central African Economic and Monetary Community (CAEMC), etc. and a Memorandum of Understanding was signed with the East Africa Community in 2001.

39. In western and Central Africa, the Project to Promote Social Dialogue in French-speaking Africa (PRODIAF) programme has promoted a regional approach to social dialogue within the context of the CAEMC and the West African Economic and Monetary Union (UEMOA) settings.

40. The ILO was actively involved in the Stability Pact Process for South-Eastern Europe, with the objective of bringing a social dimension to the initiative through the active involvement of the European workers' and employers' organizations. A first joint meeting of the employers and trade unions of south-eastern Europe took place in January 2002. The South-Eastern Europe Employers' Forum (SEEEF) has been encouraging exchange of information and development of joint approaches among employers of the Balkan region for the Stability Pact. Programmes of cooperation, supplemented by high-level tripartite seminars have been agreed upon with the 13 European Union accession countries.

41. In Asia, participation in regional integration efforts has been through collaboration with other organizations to respond to emerging regional social and economic concerns. Technical-level interactions were built up with Asian Pacific Economic Cooperation (APEC), Asia-Europe Meeting (ASEM), and South Asian Association for Regional Cooperation (SAARC). The South Asia subregional meetings of labour secretaries have also created a strong forum, which helped identify areas for ILO assistance. Regional integration issues were dealt with at a seminar organized with the ASEAN Trade Union Council (ATUC) in October 2001.

42. Training packages provided by the Turin Centre (tripartite or specifically targeted to the ILO's constituents) are also an effective way of building capacity. A specialized resource centre was established by the ILO in close cooperation with the Federation of Independent Trade Unions of Russia (FNPR), the ICFTU, several international trade confederations (International Union of Food, Agriculture, Hotel, Restaurant, Catering, Tobacco, and Allied Workers' Association (IUF), Union Network International (UNI), International Federation of Chemical, Energy, Mine and General Workers' Union (ICEM), International Transport Workers' Union (ITF)), the Solidarity Centre and the Ebert Foundation and will serve as a focal point for trade union training, and facilitate information exchange and networking. In Africa, information, training and advisory services have been provided for increasing the capacity of social partners through two regional centres for labour administration (CRADAT/ARLAC –the African Regional Labour Administration Centre)

Implementation of the Declaration on Fundamental Principles and Rights at Work

43. The follow-up to the Declaration set out in the annex to the Declaration itself refers to annual reports on unratified Conventions, global reports covering each year one of the four categories of fundamental principles and rights, as well as action plans for technical cooperation, designed in particular to mobilize the internal and external resources necessary to carry them out. Two such action plans have so far been submitted to the Governing Body and approved. The first, in November 2000, was aimed at freedom of association and the effective recognition of the right to collective bargaining (GB.279/TC/3). A brief summary on activities in pursuit of this action plan was submitted to the June 2001 Conference (*Provisional Record* No. 12, 89th Session of the International

Labour Conference, Geneva, 2001). The second, in November 2001, was concerned with the elimination of all forms of forced or compulsory labour (GB.282/TC/5). It provided additional information on ILO assistance carried out under the auspices of the Declaration by a number of units at headquarters and in the field; and it put forward a technical cooperation-oriented approach to combating forced labour.

44. The following table sums up the starting phase of the implementation of the Declaration.

Programmes and projects approved under the auspices of the Declaration, by category of principle or right and region (percentages of expenditures)

Period	Freedom of association and collective bargaining	Forced Labour	Child Labour	Non-discrimination	More than one category	US$(000)
1999-2000	56	7	0	21	16	23,069
2000-01	30	3	2	0	64	26,219

Region	Africa	Americas	Arab States	Asia and the Pacific	Europe	Global
1999-2000	24	18	0	48	0	10
2000-01	16	12	6	15	8	44

Creating an enabling environment, through technical cooperation, for the promotion, realization and implementation of international labour standards

45. Support for the follow-up to the Declaration has been paralleled by further strong progress in the campaign for universal ratification of the eight fundamental Conventions. While technical cooperation and work to raise awareness and provide advice carried out in connection with the Declaration follow-up are expressly aimed at promoting the principles concerned, positive effects have been observed in both the removal of obstacles to ratification of the Conventions and in their application, as noted by the supervisory bodies.

46. As regards freedom of association and collective bargaining, a two-year project benefiting from extra-budgetary funding was launched in January 2001 under the auspices of the International Labour Standards and Human Rights Programme of the Turin Centre. This project aims at improving the sustainability of technical assistance provided in that field by the Office by accompanying it with upstream and downstream training activities. This should help in better identifying constituent's needs. In this regard, the Freedom of Association Project takes advantage of the Turin Centre's new training methodologies, in terms, namely, of long-distance training, to increase its reach and ensure thorough follow-up. Comprehensive projects, in which technical assistance and training interact, were implemented, inter alia, for the port sector of the southern Latin American countries and in the Gulf States. Finally, a pool of experts was established in 2001 in the field of freedom of association in order to support the training efforts of the Turin Centre and the Office in this regard. The same type of project and financing could be reproduced for the other follow-ups under the Declaration.

47. As regards the elimination of child labour, the IPEC InFocus programme has deployed its own working methods in the form of technical cooperation; time-bound programmes, on the one hand, and the expansion of the knowledge base and the standards campaign, on the other. The former has manifestly assisted in the ratification process (with the extremely rapid rate of ratification of Convention No. 182 (some 115 to date) and the renewed rate of

commitment to Convention No. 138 (116 ratifications); and further integration of these complementary modes of action should lead to improvements in implementation of the Conventions, as the ratifications become operative and the reporting and supervisory processes are activated.

48. Both the InFocus programmes – promoting the Declaration and IPEC – have attracted considerable extra-budgetary resources, which again evidence the international commitment to assisting countries to ratify as well as implement the Conventions concerned.

49. The development of the integrated approach to standards-related activities is expected to impact on the way in which the whole range of international labour standards are accepted in national contexts. The normative tools provided by the ILO's Conventions and Recommendations, as well as by the Declaration, give the Organization a significant comparative advantage in the form of consensual and authoritative formulation of policies, goals and even detailed programme content. They provide an excellent framework for the elaboration of the decent work concept at the international level and decent work plans of action at the national level. The International Labour Standards Department is thus currently examining how to increase its synergies with the other technical sectors in order both to improve the effective implementation of standards relating to employment, social protection and social dialogue and to enable the standard-setting and supervisory processes to focus better on priorities. The weaving of normative considerations into the report for the International Labour Conference discussion on the informal economy is one example of this. Another will be the discussion of an integrated approach to standards-related occupational safety and health questions in 2003.

Promoting micro-, small and medium-sized enterprises which are a major engine of employment generation

50. Opening up opportunities for entrepreneurship and small enterprise development is a core ILO strategy for promoting more and better jobs. Most people in the world work in micro- and small enterprises – many started by women, young people and the poor. It is important to ensure that small enterprise development becomes a leading strategy for decent work, rather than a last resort for those working and living in poverty. In 1999, the InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED) was launched to lead the ILO's campaign to capture the potential of small enterprise development to contribute to creating decent work opportunities for all.

51. Substantial extra-budgetary core funding in 2000-01 accelerated IFP/SEED's ability to implement work in many countries simultaneously and to move quickly in turning new research into practical tools and policy guidance. Conceptual work and generic tool development have been combined with pilot testing and impact assessment, concrete action at the national level, and substantial international advocacy through publication series, conferences and partnerships with other international agencies.

52. New approaches to improve the quality of work in micro-enterprises have been piloted in India and Ghana; regional projects to help employers' organizations provide critical services and representation to women entrepreneurs have been launched in Asia and Africa; international seminars on best practices in business development services were held in collaboration with the Turin Centre; Start and Improve Your Business training continues to be made available in some 40 countries; and field testing of new cost-effective methods for assessing the impact of small-enterprise promotion efforts on quantity and quality of employment was incorporated into several technical cooperation projects.

53. The ILO's message is that micro- and small enterprises can also be places of decent work. Improving working conditions and job quality can yield a return in increased productivity, product quality and access to new markets even for the smallest businesses. This message that decent work is a potentially important factor of production, as well as a social objective, is put into practice through a variety of technical cooperation projects to reach small enterprises. For example, job-quality training was included in Improve Your Business courses in Viet Nam and initial assessments showed that trainees were able to improve their working conditions and business performance at modest costs. A feasibility study in Ghana has led to a pilot social marketing campaign to raise awareness of the job quality-business performance link. In India, one project is demonstrating to household enterprises how improving their working conditions can increase productivity and product quality and, in turn, help the local industry remain competitive in its global value chain.

54. Technical cooperation programmes also enable IFP/SEED to help boost decent work in smaller enterprises by including labour standards issues in small enterprise policy initiatives, by strengthening representative associations of small enterprises and workers, and by collaborating with other units to improve social protection (Strategies and Tools against Social Exclusion and Poverty (STEP), the Social Finance Programme (SFP)), freedom of association (IFP/DECLARATION), and safety and health in the small enterprise workplace (IFP/SafeWork, ILO/AIDS).

2. Improve the quality, visibility, effectiveness and impact of ILO technical cooperation

Efficient and effective structures

55. The Conference discussion in 1999 had drawn attention to the need for reform in delineating the roles and responsibilities between headquarters and the field structure and within headquarters and within the field. The overall aim of the reform process would be to provide a more efficient and a more accessible presence and service structure in the field. The reform undertaken at headquarters is well known.

56. A review of the field structure has been carried over the past two years. As the Director-General informed the Programme, Financial and Administrative Committee in March 2001, he had not considered that he had a mandate to close offices in developing countries. Instead of looking at structural changes, such as closing and opening offices, the Director-General focused on improving services and streamlining management and reporting lines. A significant innovation has been the establishment of the regional decent work teams, which are composed of the regional director and limited support staff from the regional office and directors of the multidisciplinary teams (MDTs) in the region. The regional decent work teams will be responsible for improving collaboration with headquarters, for strengthening work planning and implementation at regional level, for helping to build networks of expertise and for assisting in country-level decent work operations. The critical mass of ILO expertise and cooperation facilitation among regions is expected to be reinforced through the work of the decent work teams.

57. Another reform has been in the area of streamlining management and reporting lines. Since 1999, the management of MDTs and area offices in the same duty station have been consolidated under one director. This process has been ongoing for a number of years and was completed in early 2002. In addition, with the establishment of the regional decent work teams, it has been decided that all programming matters within the geographical jurisdiction of a merged area office/MDT will be coordinated by the director of that office, who is at the same time a member of the decent work team. This will lead to more coherent regional and subregional strategies and programme development. This reform is also

intended to place greater responsibility and accountability on the merged office structures, which will have the tasks of helping define programme priorities and of meeting the objectives set. The change should reduce confusion among the constituents within a geographical area as to responsibility for services by the ILO. Commensurate with this change, the Office is examining a more simplified nomenclature for ILO field offices. The details of the work on the new management systems and procedures, as well as on the reporting lines and the roles and responsibilities of different units – including headquarters and the field – was still ongoing at the time of the drafting of this document. It is intended to have the reforms in place, or a timetable set for certain areas where a transition period is required, by mid-2002.

58. In line with improving services to the regions, the Director-General has committed to decentralizing increased responsibility for the management of technical cooperation activities, as well as of a certain number of professional positions, to the field structure. A small headquarters/field workshop to examine proposals from the regional directors in terms of strengthening their capacity, both in terms of numbers and in area of expertise, has been planned for the first quarter of 2002. This workshop will also examine criteria according to which the management of technical cooperation should be increasingly decentralized to field offices.

Enhancing technical capacity through training

59. The ILO's International Training Centre in Turin continued to implement measures for enhancing its institutional capacity to improve the quality of training, and to ensure greater focus on the ILO's strategic objectives, gender mainstreaming and regional coherence of the activities.

60. Table 1 in Appendix II shows the overall financial volume of activities implemented by the Turin Centre: $24.8 million in 1999, $23 million in 2000 and $24.5 million (estimate) in 2001. The implementation of the activities was possible due to a variety of funding sources and arrangements, including financing from Italy and the ILO, grants from bilateral donor agencies, participation in international bidding and also direct contributions from recipient countries and organizations.

61. The most significant performance indicator for the Turin Centre is the number of participants trained. Tables 2 and 3 in Appendix II show the number and geographical distribution of participants. The total number of participants in the training programmes increased from 6,523 in 1998 to 8,070 in 1999. This substantial growth in 1999 was largely due to an exceptionally high volume of activities under the Committee on Employment and Social Policy (ESP) projects targeting European countries. The ESP component was reduced in 2000 and 2001 while activities for developing countries increased. The number of participants was forecast to increase for 2001 to 8,900 participants. In 2000, over 41 per cent of participants were women. This result was expected to be maintained and improved in 2001.

62. As a result of the Centre's deliberate policy of increasing focus on the ILO constituency and priorities, 35 tripartite activities were held in 2000, as against nine in 1999. As part of its strategy to strengthen tripartism, the Centre created a special fund (from the Italian voluntary contribution) in 1999 to encourage workers' and employers' participation in mainstream courses. During 1999-2001, some 160 fellowships were fully financed through this mechanism. The fellowships were granted on the basis of consultations with the employers' and workers' groups.

63. In 1999, an end-of-activity questionnaire to evaluate participant satisfaction was standardized and tested. In 2000, 46 per cent of group training activities used the

questionnaire. The Centre's aim is to cover 80 per cent of relevant activities in 2001. The standardization of this exercise enabled the Centre to process statistical information on participants' satisfaction and to identify trends, strengths and areas for improvement in its programmes and services. The information is fed back into the design and management of activities and working processes, and corrective action is taken as needed. In general, results seemed to show that, while the participants found the activity relevant to the needs of their organization and their current functions, they were not satisfied with the quantity and quality of the information received prior to courses. The Centre reviewed its practice in this respect and is increasingly using its web site to communicate and discuss matters with participants.

64. Some aspects of evaluation (evaluation of learning, long-term effects or impact evaluation), however, cannot be measured using standard tools. For evaluation of these aspects the activity manager, in consultation with the evaluation unit, decides on the appropriate tools to use on a case-by-case basis. Evaluating the impact of the training on a trainee's work performance and/or on institutional capacity is an important aspect to measure; however, it can only be measured over time and can hardly be isolated from a variety of external factors. The Centre makes an effort to organize follow-up workshops with former participants whenever possible. The workshops provide an opportunity for the Centre and participants to jointly assess the extent to which they have been able to implement the individual action plans drawn up during the training activity and identify any obstacles encountered. The Centre also undertakes periodic surveys of former participants and their institutions to assess how competencies obtained through the Centre's training activities were utilized by the individual and the institution. The Centre is trying to give this type of exercise broader coverage and greater reliability.

65. The implementation of the 2002 programme follows a line of continuity with the re-organization of the Centre's training programmes in January 2000. The main aspects are: strengthened focus on ILO priorities and strategic objectives (new programmes on social dialogue and on employers' activities); the continuation and deepening of the gender mainstreaming policy; the allocation of increased resources for the promotion of tripartite activities; the development of new distance-learning projects in areas such as follow-up to the Declaration, local employment initiatives, business development services, training and gender; strengthening of the current evaluation system including end-of-course evaluations and testing evaluation tools; and development of a networking system with former participants.

66. In January 2002, in accordance with the United Nations General Assembly's recommendation, the United Nations Staff College became an independent institution sharing premises with the Centre. The Staff College will continue to help strengthen the United Nations' performance by promoting a common United Nations management culture. United Nations teams operating in over 40 countries are being trained in the processes of the Common Country Assessment (CCA) and UNDAF. As priorities and needs change, Staff College programmes will similarly respond to the new developments, demands and skill requirements of United Nations managers in the twenty-first century.

Evaluation

67. The principles for future evaluation of ILO programmes and activities in the framework of the ILO evaluation strategy were described in Volume 3 of the Programme and Budget for 2000-01. During the March 2000 session of the Governing Body, the Director-General returned to the question with proposed practices for evaluation and a plan for evaluations. Following that session, the Office undertook a survey of evaluation policies and practices in other international organizations with the objective of learning from the experiences of others in formulating ILO practices.

68. Results of the survey showed that ILO evaluation practices were broadly in line with those of other international organizations, and indicated that further developments could be made on two issues: systemizing evaluation and integrating it into strategic budgeting; and use of independent evaluators.

69. The first issue called for ensuring that programme managers integrated information from evaluations into their decision-making and used such information in reporting on a programme's results. It was considered that this was a matter of internal procedures and of training; accordingly, the Bureau of Programming and Management organized training programmes in strategic budgeting, performance management, and oversight for officials at headquarters and in the regions. The Bureau also adjusted its structure and there was some redistribution of responsibilities so as to achieve greater integration and efficiency in the evaluation functions.

70. The second issue concerned responsibility for conducting evaluations. While an independent external evaluation may be more credible, it is also expensive; evaluating a medium-sized programme costs around $75,000 and requires about the same amount in terms of staff time to service the evaluation exercise. Furthermore, as experience has shown, high quality is not automatically guaranteed. In any event, as recommended by the Committee on Technical Cooperation, there would be more external independent evaluations, bearing in mind that it would be prohibitively expensive to have all evaluations done by outsiders.

71. Present arrangements for evaluations require that all projects will be subjected to an annual self-evaluation and an evaluation before the start of a new phase; projects with individual budgets of over $250,000 will, in addition, have an independent evaluation at least once during their life cycle.

72. In line with the above, evaluations have been carried out as routine. In addition, two thematic evaluations on *training for employment* and *labour administration* were carried out for reporting to the March 2001 and 2002 sessions of the Committee on Technical Cooperation.

73. A new feature has been the follow-up to the presentation of thematic evaluations. The Office, as requested by the Committee in March 2001, reported to the November session on the measures it had undertaken in response to the recommendations, comments and observations.

74. Another experiment has been undertaken for on-the-spot reviews by members of the Governing Body. Four tripartite teams visited selected projects in Africa, the Americas, Asia, and Europe. Their findings and recommendations have, and are helping, the ILO's orientation of technical cooperation work.

75. With regard to evaluation, the members of the Governing Body recommended that special attention should be given to incorporate and earmark resources for *ex post* evaluation in the project document, to enable assessment of impact and sustainability of the project. They also recommended that dissemination of evaluation results should be a regular feature in the Technical Cooperation Programme and mechanisms should be developed to integrate the lessons learnt into future projects.

76. Activities concerning the evaluation function in technical cooperation being undertaken by the Office or envisaged include: establishing guidelines and checklists for quality project documents; training in design, monitoring and evaluation; establishing tracking systems for the different activities in a project cycle, including evaluation plans for projects and programmes that are externally funded; establishing identifiable and verifiable sets of

targets against which objective assessments may be made, establishing procedures for the selection of independent evaluators as well as a roster of evaluators; and developing components of the database on technical cooperation to ensure that evaluation results are captured and made accessible for future design; and contributing to Office-wide databases on evaluation results, including best practices.

Best practices and lessons learnt

77. Mechanisms to report on lessons learnt and best practices have already been initiated. Based on evaluations undertaken, general assessments are made on projects and programmes. The annual reports on technical cooperation submitted to the November sessions of the Committee on Technical Cooperation carry sections on lessons learnt and success stories. The ILO Development Cooperation Department (CODEV) web site will contain success stories, many of which will also feature in the ILO *World of Work* magazine.

Designing communications strategies to increase the visibility of ILO activities and to promote wider partnerships

78. The strategy has been to focus at global as well as targeted levels, involving the appropriate tools and methods. In order to encourage media coverage of ILO activities, for instance, activities have included organizing tours of projects for journalists, and providing local media with updates and information on project development. In addition, interviews with the press, radio and television have been set up, at headquarters and in the field, for ILO officials as well as local participants and beneficiaries. In collaboration with the regional offices, a global media database is being compiled in order to identify more effectively means of reaching target media at local, regional and international levels.

79. The *World at Work*, which is also available on the Internet, has placed a tight focus and coverage to ILO projects in the field; assistance has been provided to facilitate local language adaptations of the magazine.

80. Several video programmes on ILO projects have been produced for local and international broadcast, including the CNN World Report, to which the ILO is a regular contributor. The InFocus Programme on Promoting the Declaration produced and disseminated videos in conjunction with Global Reports published under the Declaration, and four animated public service announcements on television. These "spots" were shown on a number of television channels, including CNN. Video news releases produced for the CNN World Report and shown on a rotating cycle addressed freedom of association, forced labour and human trafficking, and include footage from Bolivia, Brazil, Nepal and South Africa.

81. To strengthen partnerships, as part of its advocacy and outreach campaign, guidelines had been prepared and regional offices were assisted in identifying relevant United Nations and other partners (NGOs, employers, trade unions, development institutions, etc.) to participate in joint, co-sponsored activities in parallel to headquarters events and activities such as International Women's Day, workshops related to the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, the launch and promotion of ILO codes of practice on AIDS and on disability briefings on Declaration issues and launches of major reports.

82. Contributions on ILO stories are made on a regular basis to the United Nations daily live news broadcasts; TV public service announcements highlighting the ILO's work, projects and priority issues are a regular feature.

83. Information and multimedia presentations of ILO technical assistance projects have been made at exhibitions and trade fairs, both at local as well as international levels.

84. An important element has been translation and dissemination of ILO documentation, information material and posters into national languages.

85. The IPEC campaign for ratification of Convention No. 182 on the worst forms of child labour has developed a number of major and minor partnerships. Major partnerships include that with the African Football Federation and the organizing committee of the 2002 Africa Cup of Nations – the "Red Card to Child Labour" campaign during the championship in Mali. Promotion of the campaign during the opening and closing ceremonies, as well as the television broadcast during each of the 32 matches, targeted an audience of up to 600 million people.

86. In partnership with employers' and workers' organizations and NGOs, the IPEC campaign in 2001-02 made direct grants to 55 national campaigns and provided campaign materials to 140 countries. Activities supported included rallies, workshops and media briefings. In addition, the IPEC campaign, including those conducted with employers' and workers' organizations and NGOs, impacted on 106 events throughout the world attended by target audiences: parliamentarians, officials of labour and education ministries, and officials of employers' and workers' organizations and NGOs.

Integrating tripartite involvement at all stages of technical cooperation (with the exception of specific programmes requiring autonomy) with a view to strengthening the capacity of the constituents

87. Constituents' views and priorities have been taken into account through permanent consultations, field missions and workshops. ACTEMP and ACTRAV specialists have been in constant dialogue with the constituents and assumed a critical role in the process.

88. Conclusions of regional meetings, as the expression of demands from constituents, have been an important source in identifying needs in project formulation. The Africa region organized joint programming sessions with major employers' and workers' organizations, thereby ensuring that their needs are mainstreamed into the regional workplan and activities.

89. National frameworks for technical cooperation have recently been formulated in China, Fiji and the Philippines. Programming involved jointly identifying and mobilizing internal and external resources and implementing activities with the governments, employers' and workers' organizations. In several other countries in the Asia and Pacific region, tripartite and bipartite institutions provided appropriate forums for consultation (for example, the Workers, Employers Bilateral Council of Pakistan (WEBCOP) body established in Pakistan by the Employers' Federation and the workers' bodies to diagnose issues, identify areas for ILO assistance and assist in the monitoring and the evaluation of technical cooperation activities).

90. Large projects (IPEC, Declaration) established national steering committees, which involved constituents and other interested parties from civil society. These committees have met regularly, monitored and evaluated progress. Similarly, project advisory committees, like the one established in Cambodia, have worked as consultative mechanisms for ILO constituents, providing guidance and advice on such matters as workplans, implementation and coordination of activities, monitoring, reporting, evaluation, etc.

91. In Africa, the Jobs for Africa (JFA) programme has been organizing national training workshops on investment programming for poverty-reducing employment strategies for government, workers' and employers' organizations. Seventeen National Network Advocacy Groups (NNAGs) have been set up. They include ILO social partners and aim at influencing investment-led macroeconomic policies that are pro-poor and pro-employment generation.

92. It may be mentioned here that the Governing Body's on-the-spot review team were of the opinion that involvement of all parties concerned, including that of social partners, was crucial for ownership and to the success of the project/programme. It was therefore essential that they be kept involved from formulation to evaluation stages; furthermore, modalities for their oversight function need to be spelled out in the project document.

Granting a larger role for local experience in the formulation and implementation of technical cooperation

93. There have been varying applications of local experiences and expertise. In the Arab States, for example, there are instances where, having learnt from implementing a project on community-based rehabilitation in Iraq, modalities which had proved effective were applied to projects in the Syrian Arab Republic, and the West Bank and Gaza. Similarly, a project proposal on rehabilitation and re-integration of ex-detainees was formulated in line with a successful project implemented in the Palestinian territories.

94. Granting a larger role for local expertise in the implementation of projects has depended on the availability of the skill required. Europe was able to use local consultants on a large scale over a wide range of projects covering different fields within the mandate of the ILO. This proved very cost-effective. Both Africa and the Americas witnessed significant increases in the use of local expertise. Offices in the Americas have been increasingly using local expertise for posts of coordinators of technical cooperation projects as well as for undertaking research and preparation of studies. In Africa, use of local experts led to reinforcing of institutional capacity and human resources. In the case of Asia, while there are examples of some countries, which almost exclusively make use of national expertise and experience in implementing technical cooperation, others, particularly in East Asia and the Pacific have faced limited availability of expertise. ACTRAV projects in developing nations, as well as in transition countries, also faced difficulties in identifying suitable resource persons locally.

95. The on-the-spot review teams had recommended that, where feasible, use of national experts and national coordinators should be supported while ensuring that they have been adequately trained on the ILO's strategic objectives. In an ongoing move to deepen local experience in technical cooperation, the Office is making an effort and the issue is a subject at different meetings, including the Headquarters/Field Workshop of Management of the Regions and Headquarters Field Relations.

Strengthening partnerships and new approaches

Partnerships for resource mobilization:
The multi-bilateral donor community

96. The most significant development during the past two-and-a-half years in terms of strengthening relationships with the donor community has been the reinforcement of the partnership or framework agreements with a number of multi-bilateral donors. This

approach has a number of components, some of which vary from donor to donor: funding arrangements targeting major programme areas or themes, as opposed to individual projects, which are related to the regular programme and budget and which represent common priorities; agreements on target countries, which are mainly least developed countries (LDCs) or International Development Association (IDA) eligible countries; specific allocations and project development within the programme area to be determined by the ILO within certain parameters set by the donors; funding periods to coincide with the regular budget cycle of one or two biennia; streamlined reporting systems and forms; and annual or semi-annual review meetings. Partnership programmes, in one form or the other, currently exist with Denmark, France, Ireland, Italy (the Universitas programme), Japan, Netherlands, and the United Kingdom DfID. Discussions, either for a partnership agreement or for a more programmatic approach, are ongoing with Belgium, Germany, Norway and Sweden, and are just being initiated with Canada.

97. A second major development has been the considerable shift in the pattern of approvals, with significant decreases in funding from UNDP and UNFPA and equally significant increases from the multi-bilateral community. For example, multi-bilateral funding represented 50 per cent of all approvals in 1997 (with $60.2 million); in 2000 this funding represented 90 per cent of all approvals (with $120 million). This trend is likely to be accentuated in 2001. As a result of the support from the multi-bilateral donors, the overall approval level in 2000 reached $130 million, which represented the highest figure since the early 1990s. While the figures are not yet final for 2001, it is estimated that the overall level for last year will be over $140 million. An important proportion of the multi-bilateral funding for the years between 1999 and 2001 has been due to the large contributions by the United States Department of Labor. In addition, major agreements were signed in 2000 with the Netherlands and in 2001 with the United Kingdom DfID. A number of other countries also made major contributions during the past biennium including Canada, Denmark, France, Ireland, Italy, Japan, Luxembourg, Norway, Sweden and Switzerland.

98. The shift in funding patterns and the agreements reached with the multi-bilateral community have had an impact on programme development. UNDP funding was largely negotiated and managed at the field level; activities were mainly, but not exclusively, country specific and involved a limited number of discreet projects in individual countries. The partnership approach with the multi-bilateral donors works with a broader perspective, involving priority programmes or themes, and has resulted to a large extent in interregional projects, developed primarily at headquarters, with country-level activities coordinated through the regional structure. Greater coordination and collaboration between headquarters and the field offices have been called for, both for programme development as well as implementation. This headquarters-field collaboration in technical cooperation activities has been reinforced by the joint programming meetings to date, and which are scheduled to be held annually in the future.

99. In the light of these developments, the need to establish a process for identifying Office-wide priorities for technical cooperation programmes has emerged. This has been a key issue in the ongoing dialogue with the multi-bilateral partners. During 2001, steps were taken to set up an internal mechanism to consider proposals for funding under the partnership agreements of two major multi-bilateral donors. The four major criteria for programme development, cited earlier, were maintained, i.e. that technical cooperation programmes should be anchored in the regular programme and budget; they need to be in tune with the needs of constituents and respect the development targets of countries; they need to be of high quality and technically sound; and they need to meet the criteria of donors. A first exercise was held in the autumn of 2001 and the lessons that emerged have indicated that further work is required, in terms of the conception and preparation of proposals, inter-office consultations, consultations between headquarters and the field and in the review and appraisal procedures. On the other hand, the exercise also illustrated the

potential advantages of working through a systematic process, which brought headquarters and the field together, enhanced the coherence of programme development and reinforced strategic planning and that encouraged innovative cross-sectoral approaches. Work will continue in this area.

Strengthening relationships with the United Nations system, especially in the context of UNDAF, the Bretton Woods institutions and the regional development banks so that they take into account the core principles and values of the ILO when designing and implementing their activities

United Nations system

100. Since 1999, there have been a number of developments relating to the United Nations Secretary-General's reforms and the overall United Nations inter-agency consultative mechanism. The *United Nations Development Assistance Framework* (UNDAF) completed the pilot phase and evaluation. The major subsidiary bodies of the *Administrative Committee on Coordination* (ACC) were reformed and replaced by the Chief Executive Board for Coordination. The inter-agency consultative machinery – the Consultative Committee on Programme and Operational Questions (CCPOQ) – has been replaced by the High-level Committee on Programmes; the ILO is well-represented in the Committee. At the operational level, a mechanism along the lines of the Working Group on the Resident Coordinator System has been maintained as a functional informal subsidiary body of the *High-level Committee on Programmes*. The ILO will also continue to be an active player in this body.

101. The ILO continued to be involved in the UNDAF process; a revised ILO guidance note of July 2001 provides the Office policy on UNDAF participation. By the end of 2001, a total of 49 UNDAFs and 93 Common Country Assessments (CCAs) were completed globally with the ILO's participation in almost all of them.

102. Impressions of the Office through participation in the UNDAF have also been underscored by an independent evaluation carried out in 2001 by the United Nations Development Group (UNDG). It was observed that UNDAF supported the identification of capacity gaps existing within the United Nations system at the country level as well as providing a mechanism for building the capacity of the United Nations country team. It facilitated local consideration of global goals and provided an opportunity for thematic groups to address cross-cutting issues such as gender, poverty eradication and HIV/AIDS. Where the ILO was a lead agency in the relevant thematic group, for example, on employment (Philippines) and child labour (India, United Republic of Tanzania), its priority areas were well reflected in the final UNDAF documents.

103. It was also observed, however, that regional perspectives were not always fully integrated in the documents, and the process was generally not fully synchronized with the national planning process. There were neither targets, nor action plans for the United Nations system. Transaction costs were high both to the government and the United Nations system agencies. For the ILO, the exercises were time consuming and involved commitment of considerable resources.

104. A UNDG Inter-agency Working Group has developed a new and common format for country programme outlines and documents. All new country programmes of the funds and programmes are to be built on UNDAF goals and objectives; UNDAF, hence, would

become a "UN business plan" for its development cooperation programmes in each country as of January 2003. Specialized agencies had not been a party to the exercise.

105. With regard to the *United Nations Resident Coordinator System*, the Office participated in the development and formulation of generic guidelines and notes on several system-wide issues such as human rights, capacity building, crisis response and reconstruction, follow-up to global conferences, HIV/AIDS and joint programming in the context of the UNDAF through the Working Group on the Resident Coordinator System, an intersessional informal group of the now defunct CCPOQ. The guidelines are being used by the United Nations country teams at the country level.

106. The ILO/UNDP partnership has remained essential. The Office depends on UNDP's network of offices where it has no physical presence for logistic support and administrative services. UNDP's long-standing credibility with member States at the country level combined with ILO long-standing credibility in social issues are mutually supportive. With seed money from UNDP, a joint initiative to prepare a programme on employment and poverty reduction was launched at the end of 2001; it should lead to a global joint programme on employment and poverty eradication.

107. The ILO continued providing advice to the *World Food Programme* (WFP) on labour standards relevant to food for work (forced labour, child labour, minimum wage, discrimination in employment, etc.). It assisted in the preparation of *Food for Asset Guidelines* to be used by all WFP country offices. In addition, to respond to WFP's focusing on *enabling development policy*, discussions are under way to develop an ILO package to support WFP activities.

108. The ILO will continue to be an active player in United Nations reforms, United Nations inter-agency consultative machinery and in the United Nations Resident Coordinator System to promote its priorities and to ensure that other United Nations system agencies take them into account in their respective programmes. It will also continue to actively participate in the CCA and UNDAF processes in order to maximize their usefulness and as platforms for promoting the *Decent Work Agenda*, the *Declaration* and the ILO strategic objectives. The Office will also ensure that it plays an important role in the road map for the implementation of the Millennium Declaration especially the target to reduce by half the number of people living in extreme poverty by 2015.

The Bretton Woods institutions and the regional development banks

109. There has been close policy dialogue with the Bretton Woods institutions, networking at the analytical and research levels, and technical cooperation at the country level. Policy dialogue has encompassed the social and employment impact of structural adjustment policies and of globalization, labour law and wage policy issues, labour market issues, social security and pensions, enterprise development and rural credit, employment policies, gender issues and training.

110. In response to government requests, direct support to the PRSP process has been provided to several countries, such as Cameroon, Gambia, Guinea, Pakistan and Senegal. Five PRSP countries (Cambodia, Honduras, Mali, Nepal, United Republic of Tanzania) have been selected as special focus countries where the ILO's engagement will be carefully supported and monitored to demonstrate the effective contribution of the ILO's Decent Work Agenda. The ILO's work with the World Bank's sub-Saharan Africa Transport Programme and the International Forum for Rural Transport and Development has provided increased opportunity to influence government development programmes supported by the World

Bank, regional banks and bilateral donors. The ILO participates in inter-agency consultations on the CDF (Comprehensive Development Framework)/PRSP process.

111. The introduction of the PRSPs and the strengthened Bretton Woods focus on poverty reduction has re-energized cooperation between the ILO's *Employment-Intensive Investment Programme* and the World Bank and regional development banks. With regard to *international labour standards*, the ILO will continue to build further on progress made with Bretton Woods institutions, especially in developing, at the country level, its link in the CDF/PRSP processes. In the area of *social protection*, the ILO continues to be actively engaged in World Bank-financed social security projects in Cameroon, Congo and Gabon. ILO-World Bank cooperation in the field of *HIV/AIDS* was emphasized during a dialogue between the Director-General and the President of the Bank in June 2001; as a follow-up, the ILO has proposed that the ILO *code of practice* be integrated in Bank programmes in selected countries in Africa on a pilot basis.

112. The ILO will continue to expand and strengthen its relationship with the Bretton Woods institutions, in the context of a more integrated and broader development partnership, and to take a strong lead in promoting the components of decent work so that they are mainstreamed in the national and international development strategies.

113. At the request of the African Development Bank (AfDB), the ILO initiated a programme to sensitize management and professional staff of AfDB on core labour standards to encourage that the latter be taken into account in future projects. With regard to the Asian Development Bank, the project concerned with promoting international labour standards in their policy dialogue with the countries and in their investment programmes is progressing well.

Strengthening and developing linkages with other actors that share ILO values and objectives without weakening tripartism

114. As part of the overall resource mobilization strategy, the Office has been exploring private sector partnership possibilities. It is clear that the private sector is interested in such development and that those partnerships open new opportunities.

115. The ILO was actively involved in the Global Compact mechanism, launched in January 1999 by the United Nations Secretary-General. This, combined with the rising trend of corporate social responsibility, has led to an increasing demand from individual companies for direct, project-specific ILO services. The World Employment Forum provided another opportunity to explore future partnerships with the private sector.

116. It needs to be pointed out, however, that the United Nations system experience has shown that implementing projects with the private sector can be complex. Even if the Joint Inspection Unit report of 1999 on private sector involvement and cooperation with the United Nations system does not recommend system-wide guidelines, agency-level interaction was recommended and the item has been put on the agenda of the next inter-agency meeting of legal councillors.

117. In order to boost partnerships with the private sector, foundations and other non-traditional partners, an in-house review has recently been undertaken by CODEV and JUR. The review, bearing in mind the ILO's constitutional tripartite structure, identified specific problem areas and constraints for such partnerships and will propose to the Director-General, revised guidelines that would facilitate these partnerships. The Governing Body will be kept abreast of developments in this area as they evolve during 2002.

***Strengthening and extending partnerships
with a view to mobilizing resources:
Innovative approaches***

European Union

118. Relations with the European Union (EU) have always been a priority issue for the Office; the Commission and the European Parliament remain important partners in the promotion of international labour standards.

119. With regard to technical cooperation issues, the 9 August 1999 framework agreement between the EU and the United Nations remains the basis for negotiations between the ILO and the EU on financial and administrative methods for the ILO's implementation of Commission-funded projects. Given the existing modalities, the ILO's collaboration with the EU has been on a project-by-project basis. Only a few projects are currently financed by the EU: in the field of child labour (Pakistan), enterprise promotion (Guinea) and skill development (Niger).

120. Within the EU, the former office of the Directorate General VIII dealing with development cooperation as well as other parts of the European Commission has recently been restructured and a new Commission Service, the *Europe Aid Cooperation Office* (EuropeAid) has been created. As part of the European Commission, EuropeAid has the core responsibility concerning the implementation of all development projects under the EU.

121. The ILO had been undertaking concrete steps to develop an interface between the EU's development priorities and the ILO's Decent Work Agenda. In that context, a *Memorandum of Understanding* was signed by the two institutions in May 2001, followed up by high-level negotiations in Brussels, Geneva and Turin.

122. EuropeAid and the Commission were reviewing the mandates and capacities of different United Nations agencies, in order to define strategic partners. In that context, and with a view to exploring opportunities for closer collaboration between the two institutions in the area of technical cooperation, the Director-General of EuropeAid visited the ILO in 2001. It was agreed that: within the framework of annual consultations between the ILO and DG Employment, the ILO and EuropeAid will review their collaboration on a yearly basis; given that development programmes of the EU are based on national development strategies at the country level and, in many instances within the PRSP process, possibilities of concrete collaboration in this area would be reviewed; and the ILO will indicate to EuropeAid a number of substantial technical subjects for which developing countries had requested ILO assistance.

123. EuropeAid has particular interest in the ILO's methodology in the field of social dialogue. Other areas of interest include social protection, in particular HIV/AIDS in the world of work. Follow-up to the Declaration, especially the fight against the worst forms of child labour, and the Jobs for Africa programme could be areas for future collaboration.

Universitas

124. Universitas is an ILO partnership programme that seeks to support tripartite social partners, training institutions, development leaders and policy-makers in formulating socio-economic policies and strategies that focus on local economic development. The ILO is executing the first phase of the Italian development cooperation-funded programme. A second programme is now under preparation with different Canadian institutions.

125. Universitas has a two-pronged approach: (a) strengthening partnerships with the donors and the United Nations system at large on programmes that address poverty-reduction strategies through the development of local governance and local economic development; and (b) enhancing technical capacities and expertise of national stakeholders, United Nations and bilateral donors particularly in the field of local economic development.

126. At the international level, Universitas provides, in conjunction with the UNDP and the United Nations Office for Project Services (UNOPS), Anti-Poverty Partnership Initiatives (APPI) and Italian bilateral programmes, *exchange of information and innovative tools in human development and decent work*. Innovations from around the world include social and institutional practices with a proven impact on human development and decent work.

127. In each participating country, Universitas supports university-level curriculum development for the education and training of managers, and those working in the social field and with a key role to play in local economic development processes.

128. As an example of an innovative approach, one can cite the development of broad partnerships through sports. The issue of sport and development, for instance, is an important element in the overall strategy for the reduction of poverty in Mozambique as referred to in the *action plan for the reduction of absolute poverty* (PARPA), and to the UNDAF, particularly under the issue of local economic development, and local governance. Potential for sport-related micro- and small enterprise development both at the national and at the local level could bring together civil society, public institutions and social partners, not only from within but also from other regions.

129. Joint plans of action with APPI are envisaged in Algeria, Cuba, El Salvador, Guatemala, Honduras, Mozambique and Nicaragua. Other countries will gradually be added to this list.

D.   The way forward

130. In the past two-and-a-half years progress has been made in a number of fields as outlined above. Nonetheless, several difficulties have been encountered that will demand attention in the coming period. The overall reform of the field operations has been implemented on a step-by-step basis, to develop guidelines for country plans and programmes, including means of ensuring the full involvement of the ILO's constituents in the planning of activities. Much remains to be done to decentralize greater responsibility for development cooperation activities to the field. First, in line with the need to strengthen headquarters-field collaboration, greater efforts are required to integrate the full use of the Turin Centre's expertise and capacity in the conception and implementation of ILO development cooperation activities. Second, with priority given to developing partnership frameworks with the donor community and in improving the delivery of technical cooperation, it has not been possible to devote more time and resources to building a solid database and to establishing methodologies for measuring shifts and trends in activities and resources in certain circumstances. These difficulties have emerged, for example, in trying to track the amount of resources of interregional projects in least developed countries, or in trying to measure the resources different project activities devote to various components, such as building gender equality, promoting workers' or employers' activities. Third, insufficient work has been undertaken to advance in the area of programme design and in evaluation activities as a whole. These areas will be addressed in the coming months, as well as those that continue to require vigilance such as the delivery of programmes, together with the new challenges in programme development.

131. The development cooperation setting for the ILO in 2002 is distinct from that of 1999, as noted in the Introduction to this document. The challenge ahead for the ILO is to see that

its Decent Work Agenda is fully part of the development debate and process. Renewed work will be required to ensure that the ILO's programmes are coherent and consistent with the different frameworks that operate both at the global and the country level, including the UNDAF, the PRSPs and the European Country Strategy Papers for example; and that the ILO, with its tripartite constituents, is able to contribute to these processes, particularly given its comparative advantage with a decent work approach. The ILO's work in technical cooperation will increasingly need to show its interrelationships with the critical areas cited in global initiatives such as the International Development Goals, the New African Initiative, HIV/AIDS and gender equality. The ILO itself has focused on certain areas in the recent past, including social dialogue and strengthening tripartism, employment, as called for in the Global Employment Forum, and the four principle areas in the Declaration on Fundamental Principles and Rights at Work and the social dimensions of globalization. In the coming months, the ILO will be looking at the informal economy. Areas of programme development in the informal economy will need to be defined for technical cooperation activities, and no doubt new modalities of implementation will be required.

132. The donor community has been receptive to a number of these main target areas of development cooperation. One of the major challenges will be to ensure that programme development in these areas advances to meet the new demands, and that resource mobilization will be able to expand and that new partnerships will be able to be forged. These are difficult tasks as the subject areas are complex and often interrelated. The joint work of headquarters and the field offices will be called into play far more than in the past in order to guarantee technical quality and country relevance. Resource mobilization also requires attention. In the past two-and-a-half years the ILO has consolidated its partnerships with the multi-bilateral community. Much greater effort will be needed to expand the resource base with other partners and to define the areas where the mutual interests lie and where synergies can be optimized.

133. The Office looks forward to the guidance the Committee may wish to give on priority areas for development cooperation and adjustments in the modalities of operations.

Geneva, 14 February 2002.

Appendix I

Meeting of on-the-spot reviews by members of the Governing Body
(Geneva, 19 November 2001)

As approved by the Governing Body at its 277th Session (March 2000), on-the-spot reviews of field activities had been conducted in each year of the 2000-01 biennium. Each review had been conducted by three members of the Governing Body, one from each group from the regions concerned. The reports of the four reviews were consolidated during a meeting in Geneva of the members of all four review teams immediately after the 282nd Session (November 2001) of the Governing Body.

The following major review issues were addressed:

- Relevance of the project;

- Coherence and quality of technical services provided;

- Implementation process: Maintaining schedule and other aspects of delivery; role of ILO Offices;

- Sustainability and ownership of project, including involvement of constituents.

Within the framework of the above issues, the meeting shared their experiences and highlighted the following to be taken into account in the future.

Design

To be effective, programmes and projects should be based on sound situation analyses, having taken into account the demand and ILO's mandate-oriented elements. Special efforts need to be taken where existing statistical information is limited.

Projects should be interregional, regional or national as required. Since each has merits and limitations, a case-by-case approach needs to be taken.

Sustainability analyses should be undertaken at the very outset and be part of the programme/project document.

Involvement of all parties concerned, including the social partners, is crucial for ownership and through that, success of the programme/project; it is therefore essential that they are consulted and kept involved during the formulation, implementation and evaluation stages of the programme/project. Modalities for their oversight function should be spelled out in the programme/project document.

Evaluation of projects and programmes should be integral components in project design.

Special attention should be given to incorporate and earmark resources for *ex post* evaluation in the project document; this, to enable assessment of impact and sustainability of the project. This point should be brought to the attention of the donor community.

Dissemination of evaluation results should be a regular feature in the Technical Cooperation Programme and mechanisms should be developed to plough back lessons learnt into future projects. The successful and replicable cases of the IPEC programme in the United Republic of Tanzania and the Project for the Modernization of Labour Administration in Central America, Belize, Panama and the Dominican Republic (MATAC) programme were examples cited that could be disseminated.

Implementation

Roles and responsibilities for different parties associated with the implementation of the programme/project, and the links between the different parts of the ILO, i.e., the headquarters, regional offices, MDTs, area offices, the project team, and the social partners, should be established in unambiguous terms.

The right and efficient mix of partners needs to be established; a training project, for example, should envisage substantive involvement of Turin.

Although decentralization is theoretically the most effective way of implementing a project, capacity considerations (including availability of expertise in the MDTs) should be taken into account while determining the best location of project management. This should to be established at the outset in the design phase, if possible. Moreover, the particular conditions of a country, whether it is a least developing country or a country in transition, for example, need to be borne in mind.

Sustainability

Given that ownership is the most important single factor behind sustainability, due importance should be given to it from the beginning.

- Project documents should specify the modalities for transition from the project phase to self-sustained working phase.

- Projects which government support might have the most chances of proving sustainable; however, political will may not be adequate. Firm commitment with allocation of resources would be necessary.

It needs to be determined at an early stage whether a project would be self-sustaining or whether continued support would be necessary. In some cases, even though objectives are attained, there is still need for continued support. In cases where continued support is needed, steps are necessary at a relatively early stage to involve the concerned government or the donor. The ILO itself can assist in certain circumstances with the regular budget technical cooperation funds, while more long-term measures are being devised.

Differentiation should be made for countries at different levels of development; for the weaker ones, special efforts would have to be envisaged as it would be most likely that the government might not have the infrastructure and might not be able to sustain the costs after the termination of projects.

Where feasible, use of nationals experts and national coordinators are to be supported while ensuring that they have been adequately trained on the ILO's strategic objectives.

Care has to be taken to ensure that the project does not become completely dependent on single persons as that runs the risk of losing its sustainability.

Review of the on-the-spot reviews exercise

The tripartite exercise was considered, on the whole, to have been a positive one for a number of reasons:

- it provided the members of the Committee on Technical Cooperation an opportunity to see and to understand first hand the operations of a project and the many issues involved in development cooperation, thereby increasing the knowledge base of the Committee;

- the tripartite nature of the exercise illustrated that a common approach, focused on technical issues, as opposed to differing views according to particular groups could be taken in reviewing technical cooperation matters;

- the exercise provided members of the Governing Body with insights into the possible replicability of projects or pursuing similar projects in other regions on a pilot basis;

- the review exercise was welcomed by the beneficiaries, the management staff of the project and the field staff of the Office; it gave them some immediate visibility and constituted an incentive for them to pursue the work of the project in the future.

The on-the-spot reviews should be distinguished from follow-up action that should be pursued to ensure the continuation of the project activities and their sustainability.

- In considering these exercises for the future, measures should be taken to ensure that they contribute to an improvement in the governance of the technical cooperation programme; steps should also be taken to ensure that cost effectiveness is taken into account in the selection of reviews (number of projects and countries considered) and making the optimum use of the added-value of the exercises for the Committee.

- More preparation on the part of the tripartite teams would be helpful, including a discussion of some of the key issues within the Committee on Technical Cooperation prior to the visits. In this connection, the Office should make information on projects available in a readily accessible form, particularly on the Web.

- While still working as a team, the members could envisage dividing some of the tasks or field visits among themselves to gain the maximum coverage of a project and make the optimal use of limited time.

- An improved integration of the on-the-spot reviews with the work of regional meetings is required. These reviews should be a key input into the regional meetings and constitute a major item for discussion.

- Other considerations included ensuring that a gender balance was maintained in the composition of future teams and taking account of measures to hold costs to reasonable levels.

The meeting requested the Office to incorporate the above issues and observations in the mid-term review of technical cooperation called for by the International Labour Conference, 1999, that will be presented to the 283rd (March 2002) Session of the Governing Body.

Appendix II

Table 1.   Financial volume of Turin Centre activities
by ILO Sector, 1999-2001

ILO sectors	Turin Centre's technical programmes	1999		2000		2001 (estimate)	
		US$x1000	Subtotal	US$x1000	Subtotal	US$x1000	Subtotal
Sector I	International Labour Standards and Human Rights	850		1 500		1 650	
			850		1 500		1 650
Sector II	Employment and Skills Development	11 600		5 850		4 700	
	Enterprise Development	2 550		2 650		3 500	
			14 150		8 500		8 200
Sector III	Social Protection	800		1 500		1 350	
			800		1 500		1 350
Sector IV	Social Dialogue	600		1 000		1 100	
	Workers' Activities	1 300		1 600		1 700	
	Employers' Activities					700	
			1 900		2 600		3 500
Cross-sector	Management of Development	1 500		2 800		3 500	
	Distance Education and Learning Technology Applications (DELTA)	300		400		900	
	Other activities	1 500		1 500		1 100	
			3 300		4 700		5 500
UNSC	UN Staff College	3 800		4 200		4 300	
			3 800		4 200		4 300
Grand Total (US$x1000)			24 800		23 000		24 500

Table 2. **Technical cooperation by ILO sector at the Turin Centre, from 1999-2001**
(Number of participants)

ILO sectors	Turin Centre's technical programmes	1999		2000		2001 (forecast)	
		No. of participants	%	No. of participants	%	No. of participants	%
Sector I	International Labour Standards and Human Rights	518	6	387	5	830	9
Subtotal			**6**		**5**		**9**
Sector II	Employment and Skills Development	3 475	43	2 569	34	2450	27
	Enterprise Development	1 323	16	1 300	17	1 300	15
Subtotal			**59**		**51**		**42**
Sector III	Social Protection	284	4	529	7	550	6
Sub-total			**4**		**7**		**6**
Sector IV	Social Dialogue	420	5	420	5	410	5
	Workers' Activities	407	5	438	6	680	8
	Employers' Activities	71	1	0	0	180	2
Subtotal			**11**		**11**		**15**
Cross-Sector	Management of Development	640	8	1 006	13	1 150	13
	Distance Education and Learning Technology Applications (DELTA)	159	2	156	2	300	3
	Other activities	144	2	65	1	100	1
Subtotal			**12**		**16**		**17**
UNSC	UN Staff College	629	8	790	10	950	11
Subtotal			**8**		**10**		**11**
Total participants		**8 070**	**100**	**7 660**	**100**	**8 900**	**100**

Table 3.   **Distribution of participants by region
from 1999-2001**

Region	1999	(%)	2000	(%)	2001	(%)
Africa	1 713	21	1 268	17	1 550	18
Americas	759	9	1 532	20	1 650	19
Asia and the Pacific	834	10	888	12	1 000	11
Arab States	622	8	701	9	800	9
European Union	2 650	33	1 787	23	1 600	18
Europe (other)	779	10	614	8	1 200	13
International civil servants	713	9	870	11	1 100	12
Total	**8 070**	**100**	**7 660**	**100**	**8 900**	**100**