



Governing Body

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Programme, Financial and Administrative Section

PFA

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DRAFT MINUTES

Programme, Financial and Administrative Section

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DRAFT

Programme, Financial and Administrative Segment

First item on the agenda

Update on the headquarters building renovation project (GB.325/PFA/1)

1. *A representative of the Director-General* (Deputy Director-General, Management and Reform) invited interested members to contact the Office to make a tour of the project. He informed members that the renovation works were ongoing and that it had been arranged that noisy work would be restricted to the hours of 6 a.m. to 9 a.m., so as not to disturb staff or the Governing Body proceedings.
2. *The Worker spokesperson* said that his group was pleased to learn that the plot of land located on Avenue Appia had been sold and that the Office was finalizing arrangements for disposal of the leasehold plot located on the Route de Ferney. It also welcomed the news that the total budget remained within the limits previously endorsed by the Governing Body. The Office should ensure a regular flow of information on the project, including between sessions of the Governing Body, and provide staff and visitors with clearer information about potential hazards. Improvements were also needed with regard to fire drills, a centralized hotline for problems and better separation of working areas.
3. *The Employer spokesperson* said that his group was pleased to learn that a management contractor had been selected but noted that, in order to cover the maximum guaranteed price, the project budget had been revised by removing the provision for inflation and a proportion of the provision for unforeseen costs. He requested the Office to confirm that those budget line items were no longer needed. Because the format of the project budget had been changed, it was difficult to compare it with the 2014 budget. The two budgets should be integrated or provided side by side for purposes of comparison. His group would also like to receive additional information on the disposal of the leasehold property as soon as it was available.
4. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe requested clarification of the issues mentioned in paragraph 1 of the document and the measures taken to minimize their impact. While welcoming the sale of the land, he noted that the sale price of 26 million Swiss francs (CHF) fell far short of the estimated CHF60 million that would repay a portion of the loan of CHF130 million to be obtained to finance the renovation. His group would appreciate an explanation of that discrepancy and clarification of how the Office planned to bridge the gap. Lastly, as the document did not contain a decision point, the group proposed the following: “The Governing Body takes note of the progress made in the renovation project of the headquarters building and requests the Office to provide an update of the status of the project during its 326th Session (March 2016)”.
5. *Speaking on behalf of the group of industrialized market economy countries (IMEC)*, a Government representative of the United Kingdom said that IMEC would welcome information on possible solutions if the income from the combined land sale and disposal fell short of the reduced estimate of CHF56.8 million and on the impact of that eventuality on member States. She asked how the Office intended to fund the interest payments on the proposed loan from the Swiss Government and how that loan fitted in with other proposed

funding mechanisms. While the Office's continued commitment to stay within the original project cost of CHF205 million was to be commended, it was disappointing that the report contained no information on possibilities for financing additional renovations. The Office should continue to explore innovative financing options, for both completing the full renovation and reducing the cost to member States of the reduced project.

6. *A Government representative of Mexico* looked forward to receiving additional information on the disposal of the leasehold plot, in order to learn the exact amount of the loan to be requested from the Swiss Government.
7. *The representative of the Director-General* (Deputy Director-General, Management and Reform), replying to questions, said that a hotline had been in place for the previous two years and that segregation walls had been installed throughout the building except on the seventh floor, where work would be completed within two weeks. Two fire drills had revealed shortcomings that had been addressed by installing new alarms and signage, with further improvements planned for the future.
8. Under the recently awarded guaranteed maximum price contract, the management contractor had taken over responsibility for inflation and contingencies, and those elements had accordingly been built into the project cost. He explained that the 2014 budget had contained only one line for floors 1 to 11 of the building, which had been broken down into a number of more detailed components in the new budget.
9. As examples of the "issues" mentioned in paragraph 1, it had been discovered during installation of the scaffolding that additional anchor points were needed, necessitating a reconfiguration of offices, and certain forms of work had had to be restricted to certain times in order to minimize noise disturbances. Other issues would be addressed as they arose.
10. The estimate of CHF56.8 million was based on the total income from the sale of the plot located on Avenue Appia and the disposal of the leasehold plot on the Route de Ferney. That combined amount of the proceeds from the disposal and sale was still expected to be close to the estimate. Any shortfall would have to be made up through efficiencies or other project savings. Further details would be provided at the March 2016 session of the Governing Body.
11. Any loan from the Swiss Government would be limited to the amount agreed at the 104th Session of the International Labour Conference and would be repaid not from membership income, but by letting out space within the building after the renovation. In order to pay for the full renovation project, the Office had been looking at models used by other agencies and would put forward options to governments in the months to come.

Decision

12. ***The Governing Body took note of the progress made in the renovation project of the headquarters building and requested the Office to provide an update of the status of the project during its 326th Session (March 2016).***

(GB.325/PFA/1.)

Second item on the agenda

Proposed 2016–17 budgets for extra-budgetary accounts: Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR) (GB.325/PFA/2)

13. *The Employer spokesperson* stressed the importance of CINTERFOR for countries in Latin America and the Caribbean. While the increases included in the proposed budget for 2016–17 seemed reasonable, staffing costs alone accounted for 80 per cent of the total; more action should be taken in the areas of training, knowledge management, jobs for youth and entrepreneurship. His group was pleased that the Government of Uruguay had paid most of the arrears in its contribution to the Centre and hoped that additional donors would make their promised voluntary contributions during the coming months. The Office, after consultation with the tripartite constituents, should provide a detailed explanation of each of the planned areas of activity set out in paragraph 11 and include expected outcomes for each budget line.
14. *The Worker spokesperson* stressed the importance of an integrated approach that recognized a Decent Work Agenda, freedom of association and collective bargaining as integral elements of a vocational training package. The Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), provided guidance on the formulation and implementation of a comprehensive employment policy, which must include education, skills development and lifelong learning, in response to the evolving labour market and new technologies, and must recognize prior learning, such as informal apprenticeship systems, in order to broaden options for formal employment.
15. The group welcomed the provision of capacity building for workers' and employers' organizations and called for the integration of normative components into the CINTERFOR strategy, including by promoting the ratification and implementation of Conventions Nos 122 on employment policy, 140 on paid educational leave, 142 on human resources development and 102 on social security, and of Recommendation No. 195 on human resources development. Workers' organizations should play a real role in discussing and setting vocational training policies, with a focus on sustainable and inclusive development and decent work creation. Vocational training should be included in collective agreements at the sectoral and enterprise levels, and in framework agreements between trade union federations and multinational enterprises. The experience of CINTERFOR should be shared through South–South cooperation and other methods. The Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) provided useful guidance by calling on multinationals to ensure that training was provided to workers in the host country, bearing in mind the country's development needs and policies.
16. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe noted with satisfaction that CINTERFOR planned to synchronize youth training policies with employment policies. With regard to paragraph 11(f) of the report, persons with disabilities should be recognized as a vulnerable group requiring inclusion. The Office was commended for allocating substantial funding to the Centre; it was hoped that such support could also be provided to training centres in other regions, including three in Africa.
17. *Speaking on behalf of the group of Latin American and Caribbean countries (GRULAC)*, a Government representative of Mexico expressed appreciation for the work of

CINTERFOR and endorsed its proposed programme and budget for 2016–17. He supported the Centre’s new strategy and the lines of action set out in paragraph 11, particularly with regard to decent work, the rural economy, youth and vulnerable groups, and the effort to strengthen the capacities of employers’ and workers’ organizations in response to new technologies. The Centre’s objectives should be aligned with discussions on the ILO’s centenary initiative on the future of work.

18. *A representative of the Director-General* (Regional Director for Latin America and the Caribbean) said that the new lines of action set out in paragraph 11 had been developed through extensive consultation and cooperation with member States; more detailed information would be circulated as requested by the Employers’ group. The Workers’ group had rightly noted the importance of collective bargaining and freedom of association; at a recent seminar on public sector collective bargaining in Buenos Aires, the Centre’s Director had made a presentation on the role of vocational training in successful collective bargaining and social dialogue. The Centre would be focusing more closely on the instruments mentioned by the Workers’ spokesperson and intended to align its work with the centenary initiative as requested by GRULAC. New technologies had an unavoidable impact on the world of work and CINTERFOR was already engaged in relevant collaboration and partnerships; for instance, one of the main collaboration programmes between vocational training institutions was training on the Brazilian SENAI methodology of technological prospection, which helped to provide vocational training that would prepare workers for employment at least five years into the future.
19. *The Employer spokesperson* said that, while his group endorsed the current wording of the draft decision contained in paragraph 20, it would welcome the inclusion of a second paragraph requesting CINTERFOR to submit information to the Governing Body at its 326th Session in March 2016 on how the lines of action set out in paragraph 11 of the document would be funded and on the results that it expected to achieve during the 2016–17 biennium. He subsequently withdrew that proposal, on the understanding that the group would be provided with the requested information before the Governing Body Session in March 2016.

Decision

20. *The Governing Body approved the income and expenditure estimates of the CINTERFOR extra-budgetary account for 2016–17, as set out in Appendix I of document GB.325/PFA/2.*

(GB.325/PFA/2, paragraph 20.)

Third item on the agenda

Other financial questions

Programme and Budget for 2014–15: Regular budget account and Working Capital Fund (GB.325/PFA/3/1)

21. *A representative of the Director-General* (Treasurer and Financial Comptroller) said that, since the preparation of document GB.325/PFA/3/1 at the end of September 2015,

contributions amounting to CHF12,176,618 had been received from nine member States, as detailed below:

Member States	Contribution received for 2015	Contribution received for arrears	Total contributions received in Swiss francs
Bahamas	3 348	–	3 348
Cuba	1 015	–	1 015
Dominican Republic	171 269	107 329	278 598
Iraq	258 707	304 770	563 477
Myanmar	4 452	–	4 452
Panama	4 065	–	4 065
Paraguay	–	5 189	5 189
Senegal	2 364	–	2 364
Spain	11 314 110	–	11 314 110
Total	11 759 330	417 288	12 176 618

Including contributions received between 1 October and 2 November 2015, the total contributions received in 2015 amounted to CHF296,092,496. Of that amount, CHF255,792,917 represented contributions for 2015 and CHF40,299,579 represented contributions for arrears. The balance due as of 2 November 2015 was CHF166,601,242.

22. *The Worker spokesperson* thanked those member States who had already paid their contributions for 2016 and previous years, and hoped that others would follow suit by the end of 2015. In the light of the information provided in paragraph 9 of the document, his group endorsed the draft decision contained in paragraph 11.
23. *The Employer spokesperson* said that his group endorsed the draft decision contained in paragraph 11.
24. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe commended the 20 member States who had already paid their 2016 contributions and settled their arrears. He encouraged those member States who had not yet settled their arrears to do so as soon as possible to avoid losing their voting rights and to enable the Office to pursue its work. His group endorsed the draft decision contained in paragraph 11.

Decision

25. *The Governing Body delegated its authority under article 16 of the Financial Regulations to the Chairperson who may approve any transfers within the 2014–15 expenditure budget that the Director-General may propose, if needed, prior to the closing of the biennial accounts and subject to the endorsement of such approval by the Governing Body at its 326th Session.*

(GB.325/PFA/3/1, paragraph 11.)

Audit and Oversight Segment

Fourth item on the agenda

Independent Oversight Advisory Committee (IOAC): Appointment of members (GB.325/PFA/4)

26. *The Employer spokesperson* said that his group concurred that there was a need to review the selection process defined in the IOAC terms of reference in order to guarantee its efficiency and cost-effectiveness in the future. His group endorsed the draft decision contained in paragraph 10.
27. *The Worker spokesperson* said that, while his group endorsed the draft decision contained in paragraph 10, care should be taken in the future to ensure gender balance, in addition to equitable geographical representation, in appointments to the IOAC.
28. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe thanked the three outgoing members of the IOAC, commended the work of those members standing for reappointment and endorsed the candidature of the proposed new members. His group endorsed the decision contained in paragraph 10.
29. *Speaking on behalf of IMEC*, a Government representative of the United Kingdom fully endorsed the benefits, value and importance of the IOAC and considered it complementary to other oversight bodies. IMEC agreed on the need to undertake a full selection process in 2018 to identify replacement members to serve for the period 2019–21. She thanked the three outgoing members for their contribution to the work of the IOAC during the period 2013–15 and welcomed the appointment of the three new members and two reserve candidates proposed. Her group endorsed the draft decision contained in paragraph 10.

Decision

30. *The Governing Body:*
 - (a) *conveyed its appreciation to Ms Eileen Fusco, Ms Hilary Wild and Ms Jeya Wilson for the valuable contributions they had made to the work of the IOAC during the period 2013–15;*
 - (b) *appointed Ms Carine Doganis, Mr Barry Greene and Mr N.R. Rayalu as new members of the IOAC for a term of three years commencing on 1 January 2016, and retained the candidatures of Mr Mukesh Arya and Mr Frank Harnischfeger on a reserve list.*

(GB.325/PFA/4, paragraph 10.)

Addendum: Appointment of a replacement member to the IOAC

(GB.325/PFA/4(Add.))

31. Following the non-acceptance of the appointment by one of the newly appointed IOAC members, Mr Greene, the Governing Body was called upon to select one of the two candidates on the reserve list as a replacement member, and to retain the other on the reserve list.
32. *The Employer spokesperson* recognized that both candidates on the reserve list were considered to be qualified for the position. His group would recommend the appointment of Mr Frank Harnischfeger (Germany) as the replacement member, but it would be open to join the consensus if strong support emerged for Mr Mukesh Arya (India).
33. *The Worker spokesperson* also supported Mr Harnischfeger as the replacement member.
34. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe also supported the appointment of Mr Harnischfeger, based on due consideration for geographical diversity in the Committee.

Decision

35. *The Governing Body appointed Mr Frank Harnischfeger as a member of the IOAC for a term of three years commencing on 1 January 2016, and retained the candidature of Mr Mukesh Arya on the reserve list.*

(GB.325/PFA/4(Add.), paragraph 7.)

Fifth item on the agenda

Annual evaluation report 2014–15

(GB.325/PFA/5(Rev.))

36. *The Worker spokesperson* welcomed the largely positive results of the 2013 independent review of ILO high-level evaluations and the Evaluation Office's (EVAL) efforts to enhance the quality and use of evaluations. He welcomed the fact that the assessment conducted by the Joint Inspection Unit (JIU) had ranked the ILO among the top three UN agencies with a demonstrably relevant and effective evaluation function. He endorsed recommendation 1 and invited the Office to ensure greater participation of constituents and workers' organizations in the design, implementation and follow-up to programmes under biennial milestone 2.1. His group agreed with the topics proposed in table 2 and supported the reduced number of evaluations in 2016. The evaluation of the ILO field structure should not be postponed beyond 2017. The evaluation of capacity-building efforts should cut across all outcomes. Constraints on staff must be considered when addressing milestone 3.2 on professionalization of the evaluation function. He inquired about the target on self-evaluations that had not been met but welcomed EVAL's intention despite capacity constraints to improve the quality of evaluations and the recommendations contained therein. EVAL should address shortcomings it had identified in project design, which could pose serious limitations to what evaluations could ultimately measure and lessons they could draw. His group encouraged EVAL to continue to provide additional support to high-budget projects to allow their effectiveness and results to be better

documented, especially given the critical gaps identified in box 1. His group fully endorsed recommendation 2.

37. *The Employer spokesperson* said that his group looked forward to receiving the results of the independent assessment of the ILO's evaluation function and hoped that it would bring the ILO's evaluation strategy into closer alignment with its Strategic Policy Framework 2018–21. He requested more information on the supervisory role of EVAL in assessing the performance of the Evaluation and Impact Assessment section of the International Programme on the Elimination of Child Labour (IPEC). He supported Office efforts to improve evaluation recommendations, but expressed concern about persistent poor project and programme design and insufficient monitoring and reporting. The critical gaps identified in box 1 required immediate attention. His group endorsed recommendation 2 and the draft decision.
38. *Speaking on behalf of the Africa group*, a Government representative of Zimbabwe commended the Office on having been ranked among the top three UN agencies with a demonstrably relevant and effective evaluation function. The independent assessment of the evaluation function should be conducted in a manner which guaranteed the credibility of its results. While his group welcomed the collaboration between EVAL and the Turin Centre, it requested more information on the impact of training on staff. He encouraged the Office to direct its efforts towards remedying shortcomings in the design of projects and programmes to ensure the effectiveness of evaluations, and to addressing the critical gaps identified in box 1. Clear performance indicators and the inclusion of monitoring and evaluation components at the implementation stage were essential for assessing project performance. He asked why the topic of labour migration proposed by his group had not been selected for the 2018 independent assessment of the evaluation function. He endorsed recommendations 1 and 2.
39. *Speaking on behalf of IMEC*, a Government representative of Norway welcomed the progress made by EVAL in institutionalizing evaluation as a tool for learning and for documenting results, including the "less is more" strategy. It was important to introduce good evaluation practices into the programme implementation process and, crucially, the programme and budget. She welcomed the systematic implementation of the results-based evaluation strategy, with positive results, and the development of effective and objective systems for evaluating project performance. She asked whether assimilating donor evaluation requirements which conflicted with Office-wide evaluation policies could enhance the ILO's evaluation function. IMEC attached great importance to the 2016 independent assessment of the ILO's evaluation function. It should be conducted in a manner which would guarantee its independence, credibility and utility. She generally supported the structure outlined in paragraph 13, but asked how the support secretariat would ensure independence and credibility. The Office should ensure greater evaluability of projects and programmes through better project design. She supported recommendations 1 and 2 and the draft decision.
40. *A representative of the Director-General* (Director, EVAL) concurred that the use of evaluation reports was crucial to the ILO's evaluation function. He stressed that investments in monitoring systems and adequate resources for the evaluation process were key to ensuring the quality of evaluations, particularly impact evaluations. With limited capacity, reducing the number of evaluations could therefore enhance their quality and produce better lessons learned. To overcome capacity constraints EVAL had decided to focus on independent rather than on self-evaluations. It was important for EVAL to play a role in the former to ensure their credibility. In the case of self-evaluations, it could monitor reporting compliance but could not manage them directly. The main problems affecting larger projects concerned design and the need to include better monitoring requirements therein as that affected their evaluability. EVAL was not responsible for

improving the design of such projects, as that could compromise their independence. That task belonged to the Partnerships and Field Support Department and technical departments. The use of the volunteers' network of certified evaluation managers had enabled EVAL to manage its workload. That model to deal with capacity constraints was considered to be cost-efficient in a zero-growth budget and had been emulated by other agencies. EVAL recognized the importance of the involvement of the tripartite constituents in the design, implementation and evaluation of projects as evaluations had shown it enhanced quality on all fronts. The Office's evaluation standards were based on international standards set by the OECD, which were compatible with most donor evaluation requirements. The ILO should manage the evaluation process to facilitate follow-up and the drawing of lessons learned, while taking steps to preserve the independence of such evaluations. The independent evaluation of the ILO's evaluation function would be fully independent, as it had been in 2010. EVAL would provide secretarial support but would not influence results. IPEC's authority to manage independent evaluations pre-dated the current evaluation policy. Discussions were under way with a view to integrating IPEC more fully into the ILO's evaluation strategy. The topic of labour migration proposed by the Africa group had not been selected as an evaluation topic for 2018 as an independent evaluation on migration had been conducted two years previously.

Decision

- 41. *The Governing Body took note of the report in document GB.325/PFA/5(Rev.) and endorsed the recommendations (paragraphs 14 and 64) to be included in the ILO's rolling plan for the implementation of recommendations to be reported on in the annual evaluation report 2015–16. It also confirmed the priorities identified in the report on the programme of work 2016–18.***

(GB.325/PFA/5(Rev.), paragraph 65.)

Sixth item on the agenda

Discussions of high-level evaluations (strategy and DWCP evaluations)

(GB.325/PFA/6)

- 42. *The Employer spokesperson*** understood that the independent evaluation had gone beyond just evaluating the ILO's Technical Cooperation Strategy 2010–15, also looking at the ILO's performance in implementing it. It would have been useful to evaluate the effectiveness of Governing Body decision-making and implementation of the Strategy, including delivery on outcomes and targets, such as the targets of Decent Work Country Programmes (DWCPs). He expressed surprise that there was insufficient data to evaluate the Strategy's impact. The discussion on the ILO Development Cooperation Strategy 2015–17 was therefore critical. It was necessary to see how the ILO reform and new development cooperation policies and programmes could be more outward looking. It was a concern that DWCPs lacked solid financial foundations and realistic budgets. He welcomed criticism of the narrow view of capacity development, saying that it should be more holistic. Regarding Part II, he regretted the inadequate acknowledgement of the important preventative function of labour inspection. While governments were ultimately responsible for implementing labour laws and ensuring independent and objective labour inspection, and should be the principal recipients of development assistance and labour inspection, the ILO should support balanced tripartite cooperation in that area. Regarding Part III on DWCPs in the Caribbean, for smaller countries a subregional approach could be

more cost effective and have greater impact. His group supported in particular recommendations 1 and 5, and the draft decision.

43. *The Worker spokesperson* was pleased to note the strong endorsement in the findings of the Technical Cooperation Strategy evaluation that more needed to be done to make more systematic use of development cooperation to promote the ratification of international labour standards across the four strategic objectives and improve implementation. Proposals on how to guarantee full tripartite consultation on DWCPs would be welcomed. He expressed concern that in none of the cases reviewed were the DWCPs costed and anchored in budgets. He agreed with the finding that raising capacity went beyond training. DWCPs should have a capacity-building component to prepare trade unions for greater involvement. The ILO strategy should be based on the development of solid DWCPs. The insufficient data on the impact of ILO development cooperation was a concern. The ILO must act on the low efficiency and sustainability ratings contained in table 1. He supported recommendation 1. Recommendation 3 should also refer to ratification of standards. Recommendation 5 must be consistent with the values and principles of the Organization, especially regarding funding. He requested clarification on the flagship reports mentioned in paragraph 41 of the Office response. Regarding Part II, he welcomed the alignment of the ILO's strategy and actions to strengthen labour inspection systems with the 2011 Conference conclusions and resolution. Regarding outcome 7 in the transitional strategic plan for 2016–17, results-based criteria would contribute to strengthening labour inspectorates and improving compliance. He requested reassurance that the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH) had sufficient staff to perform its mandate, requesting reports on the ratio of staff with labour inspection expertise. Office remedial action in project design was necessary. Serious issues and scope for improvement were identified in Part III concerning the Caribbean. More needed to be done to ensure a systematic design and implementation of approaches based on an analysis of country situations. He agreed with the conclusions and lessons learned and welcomed the recommendations, particularly 4, 5 and 8. He welcomed the Office's readiness to follow-up on the recommendations of the evaluations.
44. *Speaking on behalf of the Africa group*, a Government representative of Algeria said that the evaluations had highlighted the deficiencies of the development cooperation programmes and ways to improve them. Financial support was needed to improve the coherence and effectiveness of the programmes so that they had a real impact on the countries involved. It was essential to set quantifiable and measurable objectives that took into account the specific situation of each country to enable the impact of the programmes to be evaluated, particularly in terms of decent work. He supported the recommendation to increase and strengthen the ILO's presence in the field and provide relevant resources. More consistent and focused programmes for reinforcing labour inspectorate systems in terms of skills and human resources were important, as well as mastering techniques and supervisory, advisory and assistance procedures. The reasons for the lack of programme effectiveness and impact should be established. Programmes should be tailored to the specific situation and characteristics of each country. He supported the draft decision.
45. *Speaking on behalf of IMEC*, a Government representative of Belgium urged the Office to act promptly to address the issue identified in the Technical Cooperation Strategy evaluation of insufficient data in order to ensure that constituents benefited from ILO development cooperation and to inform future programming. To increase the effectiveness of its development cooperation, the ILO needed a field office structure that coordinated with other UN agencies. Regarding Part II on labour inspection, projects should be tailored to conditions within each country. She requested further information in relation to the indicators of outcome 7. Regarding Part III, she was troubled that the overall performance in the Caribbean was only moderately satisfactory and that efficiency in the management and implementation of the Office's programmes was rated as somewhat unsatisfactory.

She welcomed the Office's positive response to the recommendations. The group supported the draft decision.

46. *A Government representative of Trinidad and Tobago* welcomed the document's recommendations and the Office response, and was encouraged by the measures proposed. Caribbean constituents continued to be well served by the ILO. The 2030 Agenda for Sustainable Development was of particular importance to the region. Trinidad and Tobago was pleased to host the ILO Decent Work Team and Office for the Caribbean and placed high value on the meeting of Caribbean ministers of labour. It would welcome a regional plan.
47. *A Government representative of Bangladesh* agreed with the observation of the Workers and Employers that making the allocation of national resources a prerequisite for project approval would negatively impact the ILO's capacity to serve its constituents, particularly in least developed and developing countries due to their limited ability to mobilize the required resources. Comparing the Office's policy to the policies of other UN specialized agencies would offer a clear direction to optimize programme support costs. Regarding reducing time lags in project start up, he highlighted the situation in Bangladesh where a two-stage process was in place. Instead of two agreements being signed, a single document could be signed jointly by the development partners, the ILO and the national Government. He supported the draft decision.
48. *A representative of the Director-General* (Director, Partnerships and Field Support Department) said that the evaluations and the comments made during the Governing Body session, would provide a clearer picture of what needed to be improved. It was crucial that the ILO consider the impact of its actions. There was an important connection between the institution's values and potential funding. The ILO was based on values that guided the direction and use of financing and of projects. Those values were connected in two ways: cooperation based on international standards and development cooperation based on tripartism. Workers and Employers needed to be able to actively participate in ILO's development cooperation proposals.
49. *A representative of the Director-General* (Director, Governance and Tripartism Department) said that significant efforts had been made by the Office to develop its labour inspection strategy and mobilize resources. It had made resources available for the creation of the Labour Administration, Labour Inspection and Occupational Safety and Health Branch and increased the number of labour inspection specialist posts in the regions and at headquarters. The Office's labour inspection strategy had increased its focus on occupational safety and health and it had increased its intervention capacities at country level. While he acknowledged the need to develop its work through regional programmes, the Office was already undertaking a considerable amount of work through its existing programmes.
50. *A representative of the Director-General* (Regional Director for Latin America and the Caribbean) said that, with a view to addressing concerns regarding coherence and strategy, the Office would use the opportunity of the new biennium to develop a subregional plan and better define country diagnosis as a basis to better design the corresponding country-specific workplans. Work had already begun on developing an ILO programme strategy for the region, building on the conclusions of the previous two G20 Labour and Employment Ministers Meetings and the DWCPs. There would be country and tripartite consultations. Inefficiencies resulted partly from the lack of more explicit and systematic efforts to take stock and analyse decent work issues. The Office was piloting a new decent work country diagnostic tool in Jamaica, with plans to use it in other countries. It would feed into the reformulated guidebook on DWCPs that was being prepared by the Strategic Programming and Management Department as part of the review of field operations. The

Office also continued to participate in the UN system's efforts to establish a common basis for policy dialogue through common multi-country assessments. It planned to develop a broader capacity-building approach for constituents, a clear documentation and communications strategy to enhance the visibility of the ILO's work, and to carry out assessments to identify gender mainstreaming opportunities. The Office was aware of the complexity and specificities of the Caribbean region, which required continued and intense consultation efforts, improved diagnosis and much work on policy coherence and strategy. However, such efforts also required a critical mass of resources, which meant rebalancing to invest more in diagnostic work and high-quality consultations with constituents.

Decision

- 51. *The Governing Body requested the Director-General to take into consideration the findings, lessons learned and recommendations (paragraphs 25–38, 75–82 and 117–126) of the three high-level independent evaluations presented in document GB.325/PFA/6 and to ensure their appropriate implementation.***

(GB.325/PFA/6, paragraph 135.)

Seventh item on the agenda

Matters relating to the Joint Inspection Unit (JIU): Reports of the JIU (GB.325/PFA/7)

- 52. *The Worker spokesperson*** said that his group supported the Office's position in relation to the four JIU reports. Concerning the selection and appointment process for United Nations Resident Coordinators, it was important for the ILO to contribute with its own staff to the recruitment process, to promote understanding of the benefits of tripartite work across the UN system. With regard to the review of the management of implementing partners, the group supported the Office's decision to maintain public-private partnerships in line with the previously approved strategic framework of development cooperation. In addition, it encouraged the Office to progress further with the analysis of the resource mobilization function. Lastly, in connection with capital, refurbishment and construction projects, it noted that the Office's rules and practices were aligned with the principles and practices set out in the report.
- 53. *The Employer spokesperson*** noted with appreciation that the Office was implementing most of the recommendations that were relevant to ILO action and welcomed the update on the implementation of all recommendations.
- 54. *Speaking on behalf of the Africa group***, a Government representative of Ethiopia requested the ILO to expedite the implementation of JIU recommendations. The group noted the JIU's observation that ILO country offices identified implementing partners in an ad hoc manner. It encouraged the ILO to reconsider its position on recommendation 3 (JIU/REP/2013/4), acceptance of which could avoid duplication of efforts and enhance the ILO's implementation capacity and its coordination with other UN agencies and implementing partners.
- 55. *Speaking on behalf of IMEC***, a Government representative of the Netherlands expressed the group's appreciation for the Office's continued work on implementing the JIU recommendations and the accessible way in which the information was presented to

the Governing Body. He noted that recommendation 5 (JIU/REP/2010/8) and recommendation 3 (JIU/REP/2011/7) remained under consideration, since 2010. IMEC considered recommendation 5 to be covered by the Office's recruitment, assignment and placement system, and wished to know when action to implement recommendation 3, on inter-agency mobility of investigative staff, would commence. It encouraged the Office to collaborate with other UN agencies to improve the selection and appointment process for UN resident coordinators, and to focus on posts in countries with key ILO programmes. Recommendations 3 and 9 (JIU/REP/2013/4) had been sufficiently captured by the ILO Development Cooperation Manual and the Office Procedure on implementation agreements. Regarding resource mobilization, contributions should ideally be predictable, long-term and in line with the core mandate of international organizations, and ILO resource mobilization should continue to be reviewed periodically. With respect to JIU's work programme for 2015, IMEC called on the JIU to make specific recommendations for the ILO.

56. *A representative of the Director-General* (Director, Strategic Programming and Management Department) informed the Governing Body that the Office encouraged ILO managers to express interest in Resident Coordinator positions, organized coaching and training activities for potential candidates, and worked with the UN system to suggest appointments of ILO officials in countries with ILO programmes. However, he reminded the Governing Body that the selection and appointment to a particular duty station remained the prerogative of the UN Secretary-General. Although the Office had not accepted the recommendation on the review of the management of implementing partners, it had developed a number of procedures and documents in that regard. In relation to the resource mobilization function, the current level of voluntary funding and the immediate outlook showed a relatively stable scenario. That reflected the considerable efforts made to strengthen the design of ILO interventions and to integrate work financed by voluntary funding under an integrated results framework. The Office's resource mobilization strategy was in line with its constituents' needs and presented in its Development Cooperation Strategy 2015–17. It was based on modest increases in, and an improved quality of, the funding in terms of flexibility and predictability. With respect to recommendation 5 (JIU/REP/2010/8) and recommendation 3 (JIU/REP/2011/7), the ILO's selection system was compliant with the recommendation on inter-agency staff mobility. The acceptance and implementation of recommendation 3 related to the investigation function and would require agreement and disciplined coordination across the UN system. Until that time, the ILO acting alone would not work effectively. Moreover, there were concerns regarding the impact of the recommendation on terms and conditions of employment, recruitment and staff development. The Office would continue to work with the JIU on the basis of discussion and exchange.

Outcome

57. *The Governing Body took note of the report and invited the Office to take into consideration the views expressed during its discussion.*

(GB.325/PFA/7.)

Personnel Segment

Eighth item on the agenda

Statement by the staff representative

58. The statement by the Staff Union representative is reproduced in the appendix.

Ninth item on the agenda

Matters relating to the Administrative Tribunal of the ILO

Workload and effectiveness of the Tribunal (GB.325/PFA/9/1(Rev.))

59. *The Worker spokesperson* said that his group attached great importance to the work of the Administrative Tribunal. Additional measures were necessary to address its increased caseload, which was largely owing to the significant number of complaints from a single organization, the European Patent Organisation (EPO). The problems encountered within the EPO appeared to be ongoing and substantial, with an increasing number of labour disputes that could not be solved through internal remedies. Government members of the Governing Body that were also members of the EPO should raise concerns within the governing structure of the EPO over the management of human resources and the need to establish good industrial relations. Alternative measures such as mediation could also be considered to address staff issues within the EPO. If those measures failed, the EPO should consider establishing its own internal judicial system. The Workers agreed on the need to find an urgent, practicable and time-bound solution to adjudicate all EPO complaints in a manner that allowed the Tribunal to fulfil its mandate and serve effectively the other organizations that had recognized its jurisdiction. The conditions for the acceptance of new organizations could be reviewed to ensure that they had effective internal remedies compatible with the role of the Tribunal as a final adjudicatory mechanism. The Tribunal was otherwise functioning well. Shortening delivery times and other means of maintaining the quality of judgments were matters for the Tribunal, not the Governing Body. He therefore proposed deleting subparagraph (b) of the draft decision. Furthermore, he proposed removing “the selection process of judges” from subparagraph (c), as the existing procedure for the appointment of judges was sound and transparent. Lastly, he agreed that Article XII of the Statute of the Administrative Tribunal should be amended in order to ensure the principle of equality of access to the review procedure and to remove the imbalance to the detriment of staff members. The Workers supported the draft decision, subject to the proposed amendments.

60. *The Employer spokesperson* said that, according to updated information provided by the Tribunal that day, almost 90 per cent of all complaints filed in 2015 came from the EPO, which pointed to a problem within the EPO rather than the Tribunal. Like the Workers’ group, the Employers’ group supported subparagraph (a) of the draft decision, the removal of subparagraph (b) and the proposed amendment to subparagraph (c). While he had taken note of the areas of the Tribunal’s operations that could be improved, he did not consider them to be within the strategic role of the Governing Body.

61. *Speaking on behalf of the Africa group*, a Government representative of Ghana noted that the workload of the Administrative Tribunal had steadily increased, without a corresponding increase in the output, leading to an increase in the number of pending cases. While other factors presented challenges, the main difficulty the Tribunal faced was not the number of new member organizations in the last decade, but the number of cases brought against the EPO by its staff. The group noted with concern that that was a serious impediment to the Tribunal's ability to deliver effectively on its mandate by providing redress to the many international employees who needed it, and encouraged the ILO to deploy its expertise in social dialogue to further assist the EPO in reducing litigation. The Africa group endorsed the draft decision and requested the Office to report to the Governing Body on progress.
62. *Speaking on behalf of IMEC*, a Government representative of the United States noted that the increasing caseload of the Tribunal was partly the result of a growing number of organizations that had accepted its jurisdiction, which itself was a positive development. However, the growing caseload, coupled with mitigating factors, had put a significant strain on the Tribunal's capacity to manage its workload effectively. Further steps were required to restore the efficiencies of the Tribunal and enable it to discharge its backlog. The group agreed with the principal findings of the report and the draft decision, and strongly endorsed the request for the Director-General to initiate discussions with the EPO without delay to identify a solution to reduce the number of complaints generated and enable the Tribunal to serve all member organizations efficiently and effectively.
63. *A Government representative of France* expressed concern at the Tribunal's increasing workload and invited the ILO and the EPO to find a solution as quickly as possible to allow the Tribunal to carry out its mandate effectively.
64. *A representative of the Director-General (Legal Adviser)* said that the selection process of judges had been included in subparagraph (c), not with a view to amending the selection criteria, but to increase transparency by including both the selection criteria and the selection process in the Tribunal's Statute. Concerning the proposed deletion of subparagraph (b), he sought clarification as to whether the Office should pursue consideration of the other possible improvements proposed.
65. *The Worker spokesperson* said that the wording of subparagraph (c) could be seen as going beyond a codification of the current selection process. The reason for the proposed deletion of subparagraph (b) was because the text implied that the Tribunal was not functioning properly, whereas the real cause of the current difficulties was specific to the situation in the EPO. The deletion of subparagraph (b) did not preclude consideration of possible improvements to the functioning of the Tribunal, but the responsibility for deciding any change in the Tribunal's rules lay with the Tribunal as an independent body.
66. *The Employer spokesperson* agreed with the Worker spokesperson that the language of subparagraph (c) was unclear. His group had no objection to publishing the existing selection process; however, there should be no suggestion that the selection process needed to change. Regarding subparagraph (b), the Office and the Tribunal did not require authorization from the Governing Body to consider and implement the proposed operational improvements such as the introduction of an e-filing system.

Decision

67. *The Governing Body requested the Director-General:*

- (a) *to initiate without delay discussions with the European Patent Organisation (EPO), in consultation with the Tribunal as required, in order to identify a***

solution to the difficulties caused by the number of complaints generated within the EPO and which threaten the ability of the Tribunal to serve all other member organizations, and to report to the Governing Body at its next session;

- (b) to prepare draft amendments to the Tribunal's Statute relating to Article XII and the conditions of admission of new organizations, for consideration by the Governing Body.*

(GB.325/PFA/9/1(Rev.), paragraph 33, as amended.)

Recognition of the Tribunal's jurisdiction by two international organizations (GB.325/PFA/9/2)

- 68.** *The Employer spokesperson supported the draft decision.*
- 69.** *The Worker spokesperson also supported the draft decision.*
- 70.** *Speaking on behalf of the Africa group, a Government representative of Ghana proposed, in the light of the discussion on the functioning of the Tribunal that, in addition to the eligibility criteria, the Director-General could in future scrutinize the internal remedies set out by applicant organizations to ensure that they were compatible with the Tribunal's role as a final adjudicatory mechanism. Her group supported the draft decision.*

Decision

- 71.** *In the light of the information presented in document GB.325/PFA/9/2, the Governing Body approved the recognition of the Tribunal's jurisdiction by the Global Community Engagement and Resilience Fund (GCERF) and the Center of Excellence in Finance (CEF), with effect from Monday, 2 November 2015.*

(GB.325/PFA/9/2, paragraph 18.)

Appendix

Statement by the Chairperson of the Staff Union Committee to the Programme, Financial and Administrative Section of the Governing Body (325th Session – 2 November 2015)

Madam Chairperson,

Ladies and gentlemen members of the Governing Body,

Dear colleagues present today,

I again have the honour and pleasure to address you today as Chairperson of the ILO Staff Union, which represents 70 per cent of the staff working at headquarters and in the field.

The purpose of my statement is, as usual, to inform you of the views or concerns of ILO staff members about the decisions that you, members of the Governing Body, will take in this or in other forums.

In the current month of November 2015, there are several concerns occupying the minds of ILO staff members.

The document on the workload and effectiveness of the Administrative Tribunal of the ILO (GB.325/PFA/9/1(Rev.)) first caught our attention. The Staff Union was consulted, along with other staff associations and unions, before the presentation of this document; the Union is grateful to the Office of the Legal Adviser for taking this approach as part of a healthy consultation process. First of all, the Staff Union would like to recall that this institution is a basic guarantee for ILO employees because their place of work enjoys immunity from legal process and they cannot turn to the national courts when disputes arise concerning their terms and conditions of employment. In fact, when members of staff are faced with a sense of injustice, unfair treatment, and possibly harassment, having exhausted all internal remedies available in their organization, they must be able to turn to a legal body with the level of effectiveness and quality of decision-making to reassure them that their case, their workplace problem, has received close attention, and that a decision will be made objectively by persons with unquestionable expertise in employment rights. What matters to ILO staff is that this Tribunal can today maintain this quality of decision-making, which has contributed significantly to its reputation, and improve its services in the future, when there will be an exponential increase in the number of appeals. Furthermore, looking to possible improvements, the employment stability of staff working in the Tribunal as an essential prerequisite for the independence of any judicial institution, and the possibility for complainants to take part in joint legal proceedings, are major priorities for the ILO Staff Union.

I am not going to comment on or analyse in any detail the current status of the Tribunal but, that said, I will make a general observation that the issue of social dialogue and collective bargaining in international organizations is at the very heart of the problem. If, in some organizations, social dialogue is absent, if consultation and collective bargaining are not in place, if the voices of staff are not heard in formal labour relations settings, then these members of staff will have no other option but to assert their rights through legal means, and in some cases to take mass action.

As for the ILO Staff Union, I repeat it will, of course, be willing to discuss when the time comes any possible future improvements that would not only help maintain the

quality of decision-making and independence of this Tribunal, but also to explore all possible solutions to ensure its effectiveness and continuity.

I would now like to report to you, from the staff's viewpoint, on the status of labour relations in the Organization since my statement in March, by raising a few key issues.

You have had the opportunity to familiarize yourself with the update on the internal reform set out in document GB.325/INS/15/1, including the aspects relating to the progress of the review of administrative processes carried out with support from external consultants, as well as with the field operations and structure review. If I had not been a staff representative in this Organization, I would have been pleased, when reading this document, to see how all those review stages appeared to have been completed with disconcerting ease, transparently, and in a consultative atmosphere that seemed to have unashamedly reached an ideal level of social dialogue.

Of course, the staff representatives note with satisfaction that, in effect, engaging in social dialogue on an almost daily basis has provided some favourable outcomes that have satisfied both parties. That was the case on certain subjects such as the transfer of the Abidjan Regional Office, the restructuring of some departments and technical cooperation programmes, individual conflict resolution, the progress of the building renovation and improved building security, as well as the working groups set up to improve our health insurance fund.

However, critical gaps remain in the labour relations institutional framework, which means that the staff representatives cannot show the same complacency that we see expressed in this document.

The reform has hardly been a bed of roses for staff members, as they have the unpleasant impression that they are now in a constant state of reform and that some reform-related decisions are far less anodyne than the impression given by the management when they were first proposed. A case in point is the review of administrative processes: while it was launched on the pretext of simplifying administrative work, it is now turning out to be a major organizational reform, which will undoubtedly have much more significant implications in terms of governance and will inevitably have an impact on staff.

In my statement in March 2015, I already referred to the absolute need for upstream consultation with staff representatives so that this exercise does not fall into the same traps that it has previously and so that it has a chance of success. I was optimistic and naively had the impression that I had been heard. Unfortunately, the first few months were chaotic in terms of social dialogue: to begin with, there was no formal upstream consultation with representatives to discuss the key steps that were planned, the final goals, the working methods and the potential impact of this exercise on the staff. Moreover, turning to external consultants, especially a notorious firm known above all for advising large companies on their social plans, has led to a communications policy that had been quite some distance from, if not the polar opposite of, the terminology traditionally used in our Organization. However, it would appear that, following a number of specific steps taken by the Union, a very recent change of attitude on the management side leaves room to hope for better days where communication is concerned. It is the kind of consultation that staff members will never take lightly, because it is about their duties and because they are best placed to discuss how to make improvements in that regard.

I must let you know that the field structure review featured in the same report has not been a model example of how to consult with staff either. Now that the review is more or less complete, it will be important for staff representatives once again to become closely involved – in advance rather than retrospectively – in the final stages of its

implementation. The post classification exercise currently taking place on the ground is part of this final phase and is already generating a large number of questions from our colleagues. They would like the process to remain true to the initial demands they made in 2010 during the staff engagement phase, and to respect the agreement signed by both management and the Staff Union.

In light of what has happened this year, the Staff Union notes that social dialogue has not been entirely successful and that significant progress still needs to be made, including through this formal dialogue, but also in terms of respecting previous agreements, acknowledging the need for consultation and ensuring equal access to the information needed for future negotiations. If we are to avoid needlessly wasting the Organization's time, then we must treat this as a matter of urgency. In their most recent message to staff, senior managers celebrated the benefits of social dialogue to mark the achievements of the winners of the Nobel Prize in the past two years. The Staff Union would say in response that it is also essential to practise more consistently and coherently within the Organization the things that we are proud to bring to those outside it. In fact, both sides have a responsibility and a historic opportunity to demonstrate to the world that any reform is possible, not in spite of social dialogue but because of it. Just two weeks ago, Staff Union members met at their global meeting and reaffirmed the vision that they should be driving the process of transforming the ILO into a better workplace, as well as representing all staff as an equal and robust social dialogue partner. The Union is ready to fulfil its side of that bargain.

Before turning to the wider issue of conditions of service in the international civil service, I would like to refer once again to the concept of a single ILO and the effective integration of the work of the Turin Centre into the ILO's broader strategies. The Staff Union would once again like to lend its support to the demands made by the Staff Union of the Turin Training Centre, so that the career development of staff at both organizations can be viewed without distinction in terms of recruitment, promotion and tenure. Achieving that would send a strong and encouraging signal.

I now turn to the major issue of concern facing staff at the Organization and all their colleagues from other United Nations organizations.

You are no doubt aware that, at the request of the Fifth Committee of the General Assembly of the United Nations, a review of remuneration packages within the international civil service has now been running for two years at the International Civil Service Commission. The General Assembly is shortly to take a decision on the basis of the Commission's recommendations; those recommendations have already had a very negative impact on all staff concerned.

Distinguished delegates, the proposals were made on the pretext of simplifying the remuneration system. But in fact, the final decisions made during the summer have proved, in the end, to be toxic in a number of ways for the organizations and staff they employ; those decisions are ultimately turning into a pay cut which, moreover, affects the different categories of staff most unfairly.

There have been more than two years of discussions with the management of those organizations and representatives of international federations speaking for all international civil servants;

All the specialized agencies including those with a strong presence in the field have been strongly encouraged to take drastic measures to promote staff mobility;

Incentives have been put in place to attract young people to work in humanitarian affairs;

And after all that, the Commission then proposes a remuneration and benefits package that equates to a 10 per cent pay cut.

Taken together, these proposals primarily affect our colleagues who want to work in hardship locations, who are in single-parent families – and so by implication, women; and they clearly target young staff members with family responsibilities.

What is most shocking is that one of the proposals involves a 6 per cent increase in salaries for directors who are mainly based at the headquarters duty stations.

All these measures have provoked an angry response from all United Nations staff and generated an unprecedented campaign, the culmination of which is to be held in New York in the coming weeks. More than 10,000 members of staff have signed a petition that staff federations will deliver by hand to the UN Secretary-General; they are determined to defend their conditions of service as they were legitimately defined when the United Nations was established.

Distinguished delegates, while the contributor countries which you come from are mostly aware of the challenges facing the United Nations and its specialized agencies, it is the agencies which have a duty to invest in their most valuable asset: the men and women who work there. Indeed, the agencies require committed staff around the world with the best skills; they must make it their duty to attract such people when young and retain them when they have become more experienced with a salary and benefits package and a level of job security commensurate with their qualifications and in line with the principles on which the organizations they serve were founded from the very beginning; that will allow those men and women to accomplish the tasks that contributor countries assign them during the sessions of their executive boards – tasks which, let us not forget, are sometimes done under life-threatening conditions.

Undermining the staff of the United Nations is certainly not a good way to celebrate with dignity the Organization's 70th anniversary that took place last week.

On the contrary, the anniversary should be an opportunity to acknowledge and recognize all the work that the staff members have done since the establishment of this noble institution of global governance, and to provide it with motivational incentives for the future that will allow it to best achieve its objectives.

Thank you for your attention.

Catherine Comte-Tiberghien
Chairperson
Staff Union Committee