



## Governing Body

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**Policy Development Section**  
*Technical Cooperation Segment*

**POL**

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### SIXTH ITEM ON THE AGENDA

## Technical cooperation approaches and capacity development of constituents

#### Purpose of the document

This paper: (a) reports on the results of the mapping of technical cooperation approaches, including capacity development of constituents; and (b) makes proposals on how the current technical cooperation strategy could be geared towards a more programmatic approach to capacity development through technical cooperation.

This paper is intended to contribute to the ongoing technical cooperation delivery review and a possible, subsequent revision of the technical cooperation strategy.

The Governing Body requests the Office to submit a document containing a revised technical cooperation strategy with capacity development as one focus area at its 322nd Session (November 2014) (see the draft decision in paragraph 17).

**Relevant strategic objective:** Effective and efficient utilization of ILO resources.

**Policy implications:** None.

**Legal implications:** None.

**Financial implications:** None.

**Follow-up action required:** The Office will revise the technical cooperation strategy by November 2014.

**Author unit:** Partnerships and Development Cooperation Department (PARDEV).

**Related documents:** GB.306/TC/1, GB.309/TC/1, GB 310/TC/1, GB.312/POL/9.

## I. Background

1. Capacity development is central to achieving the ILO's objectives as set out in the Strategic Policy Framework 2010–15, the 19 outcome strategies, Decent Work Country Programmes (DWCPs) and its technical cooperation programme. The Governing Body (notably during its 309th, 310th and 312th Sessions)<sup>1</sup> has highlighted ways of improving the ILO's capacity development approach and stressed the need for comprehensive, results-based capacity development measures for the tripartite constituents.
2. Capacity development has been defined as a “process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time”.<sup>2</sup> It is necessary to distinguish between technical and functional capacities (human resource development), organizational capacity (the internal mechanisms, tools and procedures) and institutional capacity (constituents' involvement in social dialogue and the tripartite governance of the labour market). Capacity development methods include training, knowledge-sharing, research, experiential learning, coaching and mentoring and exposure.
3. During the last discussion, the Office was requested to report on the results of the mapping of technical cooperation approaches in which capacity development was one focus and to make proposals on how the current technical cooperation strategy could be geared towards a more programmatic approach to technical cooperation and capacity development.
4. Capacity development is a common denominator in ILO technical cooperation programmes and projects. Therefore, this paper considers constituents' capacity development in the broader perspective of ILO technical cooperation and DWCPs and highlights the role of the International Training Centre of the ILO in Turin (the Turin Centre), the ILO Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR), the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV) in constituents' capacity development. Good practices and challenges in respect of constituents' involvement in technical cooperation, and their capacity development in particular, are presented, followed by proposals to improve the ILO's response.

## II. Findings

### 1. Capacity development in ILO technical cooperation and constituents' involvement

5. During 2008–12, voluntary contributions<sup>3</sup> constituted about 43 per cent of the total resources available to the ILO; these are indispensable for achieving decent work results, including through DWCPs and technical cooperation.

<sup>1</sup> See GB.309/TC/1; GB 310/TC/1 and GB.312/POL/9.

<sup>2</sup> GB.309/TC/1 and the United Nations Development Programme (UNDP): Capacity development: A UNDP primer (New York, 2009).

<sup>3</sup> Extra-budgetary Technical Cooperation (XBTC), Regular Budget Supplementary Account (RBSA) and Programme Support Costs (PSC).

6. About 20 new DWCPs have become active since November 2011. Out of a sample of 12 DWCPs,<sup>4</sup> all have clear outcomes or outputs on capacity development of constituents. Overall, DWCPs benefit from the increased involvement of constituents in their formulation, implementation, monitoring and evaluation. More use could be made of the ILO's tripartite structure to embed DWCPs and their monitoring and evaluation framework effectively into national policies and their evaluation systems.<sup>5</sup> This requires intensifying demand-driven capacity development efforts with and for constituents, aiming at developing strong, independent and representative social partners.
7. The Turin Centre's programmes for constituents are aimed at enhancing their knowledge and competencies with a view to strengthening their performance as policy-makers, managers, practitioners and trainers. During 2011–12, approximately 22,800 participants took part in the Centre's activities, including some 1,900 employers' representatives, some 3,200 workers' representatives, some 2,000 participants from labour ministries and some 6,500 participants from other government structures. Constituents are mainly involved through the implementation of human resource development components of DWCPs, through employer-specific, worker-specific and labour administration courses or through international tripartite knowledge-sharing activities.
8. Some of the lessons learned from impact assessments or ex-post surveys on Turin Centre activities are set out below.
  - (a) Training, learning and human resource development is an essential component of any capacity development strategy. As such, this dimension should be identified and resourced upstream in ILO's programme and project strategies.
  - (b) Most training did make a change in terms of individual and institutional performance. In particular, collaborative learning and experience-sharing seems to yield cost-effective results.
  - (c) Sustainable results depend on: the consistency and continuity of a training strategy and its effective links with other dimensions of policy and capacity development; relevance to constituents' needs and demands in terms of both substance and methodology; and institutional ownership and commitment by recipient organizations.
9. Capacity development of employers' and workers' organizations is a key function of ACT/EMP and ACTRAV, respectively. Both bureaux stress that the social partners' capacity to service their members is a prerequisite for delivering the decent work agenda. This calls for demand-driven and context-specific capacity development activities.
10. ACT/EMP's approach to capacity development of employers' organizations focuses on increasing the effectiveness of their management and governance structures and practices and their capacity to analyse the business environment, advocate on issues impacting business and effectively participate in the national policy debate, as well as provide demand-driven services.
11. ACTRAV's approach to capacity development of workers' organizations includes increasing their research and analytical capacities enabling them to participate in

<sup>4</sup> Albania, Argentina, Costa Rica, Guyana, Indonesia, Jordan, Lesotho, Moldova, Niger, Senegal, Ukraine and Viet Nam.

<sup>5</sup> ILO: *A meta analysis of lessons learned and good practices arising from nine Decent Work Country Programme evaluations* (Geneva, 2011).

meaningful social dialogue; developing the structures capable of organizing workers and enforcing their rights; and enhancing their ability to engage effectively in and benefit from the ILO's work (for example, with regard to the implementation of Conventions and DWCPs).

## 2. Review of technical cooperation approaches, including capacity development

12. In November 2011, the Office reported on approaches to capacity development in technical cooperation<sup>6</sup> based on the intervention models of ILO technical cooperation programmes.<sup>7</sup> In early 2012, the Office finalized a comprehensive analysis of 28 intervention models on which it was requested to report to the Governing Body. The findings of the review are set out below:

- (a) Linkages – all intervention models show a link to at least one of the 19 ILO outcomes. However, linkages between interventions or between interventions and other technical work are not always apparent. This may indicate that opportunities for more programmatic, joint and cost-efficient approaches are underexplored.
- (b) International Labour Standards and cross-cutting issues – only about half of the intervention models reviewed explicitly mention specific International Labour Conventions or Recommendations. Similarly, cross-cutting issues (such as gender equality and tripartism) are not addressed in many models although some models included measurable result indicators for tripartism and considered tripartite consultations as an enabling factor for policy development and compliance with legislation, as well as for promoting national ownership.
- (c) Results chain – there are variations with regard to how the logic sequence associated with an intervention is articulated in the results chain. Consistent use of result levels and associated indicators of performance is generally weak.
- (d) Capacity development – innovative approaches are being developed to promote sustainability and replication of results. These approaches go beyond the traditional development of training material and workshops and involve training of trainers, certification schemes, the development of networks of experts and trainers and institutional capacity development. Capacity development is one area where tools have been shared and adapted among different ILO interventions. Building on existing support structures and promoting national advisory groups was found to be an effective means of leveraging capacity development. Also, South–South cooperation, peer-to-peer learning and twinning arrangements in the form of study tours, knowledge-sharing experiences and advisory services were found to contribute to capacity development, although specific results were not always clear.

<sup>6</sup> GB.312/POL/9, appendix.

<sup>7</sup> The Technical Cooperation Intervention Model series is a mapping of approaches used in the ILO's technical cooperation programmes. The models outline the basic logic of an approach, where it has been used, what tools it has produced, notable successes and challenges, and the vision for the future. So far, 33 intervention models have been prepared. The 28 reviewed intervention models are listed in GB.317/POL/6/REF.

**Box 1****Increased participation of social partners in the fight against child labour**

During 2010–11, the International Programme on the Elimination of Child Labour (IPEC) endeavoured to promote and subsequently witnessed an increase in social partners' participation in setting child labour policy and time-bound activities, as measured by percentage of total expenditure. Of the 53 countries that, with IPEC assistance, adopted or implemented policies, programmes or action plans, or implemented measures to eliminate the worst forms of child labour, 33 included actions and policies developed or implemented by trade unions or employers' organizations or involved their active participation during the tripartite development process.

Some examples of social partners' action as a result of IPEC capacity development activities:

In Comoros, the Comoros Employers' Organization drafted and adopted a charter on corporate social responsibility on child labour forbidding members to hire children below the minimum legal age for employment.

In Ecuador, the Chamber of Agriculture and the Association of Flower Producers and Exporters developed child labour performance indicators and agreed to integrate them into their business models.

In Morocco, the social partners were empowered to work effectively with the Government in order to update the list of hazardous work prohibited for children below the age of 18.

Source: [www.ilo.org/ipec](http://www.ilo.org/ipec).

**Box 2****Constituents' capacity in reaching out to small and medium-sized enterprises**

The Sustaining Competitive and Responsible Enterprises (SCORE) programme seeks to increase the productivity of small to medium-sized enterprises (SMEs) while promoting respect for workers' rights. SCORE combines modular in-class training with on-site counselling and on-the-job learning: short training sessions for workers and managers are followed by consulting visits that meet the needs of individual enterprises.

The ILO is assisting governments, employers and unions in emerging economies in Africa, Asia and Latin America to offer the training programme to SMEs. Between 2009 and 2012, the ILO has built the capacity of four government institutions (for example, the National Apprenticeship System in Colombia), nine employers' organizations (for example, the Viet Nam Chamber of Commerce and Industry), and four private training institutes (for example, the Southern African Wildlife College in South Africa). These institutions have trained 233 SMEs (14 per cent women-owned), representing more than 46,000 workers, and have conducted more than 500 consulting visits. More than 1,700 managers and workers have jointly participated in classroom training (65 per cent managers/35 per cent workers; 33 per cent women/67 per cent men).

Outcome level results include over 50 per cent of participating enterprises reporting cost-savings due to the training (from US\$300 to \$15,000 within 2–3 months), 80 per cent reporting reductions in defects (-10 per cent on average), 42 per cent reporting reductions in energy consumption (-2 per cent kWh per production unit), and overall enterprises' absenteeism decreased by 3.6 per cent.

For further information, see <http://www.ilo.org/empent/Projects/score/lang-en/index.htm>.

### **3. Challenges in constituents' involvement in technical cooperation and capacity development**

- 13.** Among the challenges identified is the fragmentation of labour movements in some countries, which can constrain the project outreach. Also, divergence in mandates and strategies between social partners and the project strategy can occur. In other cases, social partners and their training institutes are not adequately considered as sources of expertise and implementing partners.
- 14.** For capacity development to be demand-driven and results-based, capacity assessment is needed at the start of the intervention and in its monitoring and evaluation. This needs to be strengthened in ILO programme development, in particular by better involving the intended audience of capacity development, including constituents, in the project design.

Other constraints can be: the project time span as well as partial competencies among ILO staff in capacity assessment and development,<sup>8</sup> as well as in results-based project design.

15. Opportunities for more strategic and programmatic approaches to constituents' capacity development, extending across the 19 strategic outcomes, within the framework of DWCPs and applicable to all global technical cooperation programmes and projects, could be better explored. Also, capacity development at the bipartite and tripartite levels on labour issues lacks a comprehensive strategy. Effectiveness and cost-efficiency gains could be made in this regard with the support of ACT/EMP, ACTRAV and the Turin Centre, for example through a joint Office-wide programme (see paragraph 16(d)).

### III. Recommendations

16. The following recommendations, proposing a more programmatic approach to capacity development through technical cooperation, may be taken into account in the ongoing reform reviews related to technical cooperation delivery and funding partnerships and eventually in the revision of the ILO technical cooperation strategy:
  - (a) ILO constituents should be further capacitated to increase their effective involvement in the design, implementation, governance and evaluation of DWCPs, ILO technical cooperation programmes and projects as well as in the broader United Nations framework (such as joint programmes, United Nations Development Assistance Frameworks). Capacity building on, for instance, results-based management, project cycle management and resource mobilization should be offered on a recurrent basis as a joint effort of the Turin Centre, CINTERFOR, ACT/EMP, ACTRAV, PARDEV and other units. This would also strengthen constituents' organizational capacity to deliver on their own mandates and programmes.
  - (b) The cost-efficiency and effectiveness of technical cooperation for constituents' capacity building can be improved through better alignment and coordination among technical cooperation initiatives. At the country level, this could be realized, among other things, by systematically establishing national-level decent work steering committees composed of ILO tripartite constituents and other relevant development partners that would oversee the DWCPs and the ILO projects and activities in that country.
  - (c) Strengthen the role of the Turin Centre in enhancing the Office's results-based capacity development approaches, in particular with regard to learning methods and techniques. For instance, ILO staff that is involved in capacity development with and for constituents could be encouraged to participate in training programmes on learning methods and techniques. Also, constituents could benefit more from such programmes, on a demand-driven basis.
  - (d) Explore the possibility of developing an Office-wide programme on capacity development for constituents taking account of the demands and competencies of workers' and employers' organizations. This programme should be aligned with the Strategic Policy Framework 2010–15, the 19 outcome strategies, the proposed areas of critical importance, DWCPs and the technical cooperation strategy and activities, with the support of ACT/EMP, ACTRAV, the Turin Centre, CINTERFOR and other relevant ILO structures at headquarters and in the field.

<sup>8</sup> PARDEV has published two "How-to" guides on capacity assessment and capacity development.

**Draft decision**

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