



FIRST ITEM ON THE AGENDA

The ILO's Technical Cooperation Strategy and tripartism in the context of the United Nations reform process

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Introduction

1. In March 2009, the Governing Body requested the Office to prepare, for the present meeting, a paper on: (a) issues, lessons learned and challenges experienced by constituents in the “Delivering as One” (or One UN) pilot countries to develop a strategy for ensuring attention to employment and decent work and better involvement of tripartite constituents in the United Nations (UN) reform process; (b) in this connection, further developing a capacity-building plan and resource strategy, to prepare ILO constituents and staff for the integrated approach set out in the ILO Declaration on Social Justice for a Fair Globalization (the Social Justice Declaration), the priorities of Decent Work Country Programmes, and the Strategic Policy Framework 2010–15; and (c) enhancing the ILO’s Technical Cooperation Strategy, including in relation to resource mobilization, to ensure that donor funding is aligned with the decent work outcomes and priorities as set out in the Strategic Policy Framework 2010–15 and the Programme and Budget for 2010–11, and that, where possible, it is predictable and easily allocated to areas of greatest need, and with appropriately harmonized reporting requirements.¹
2. The topics correspond to references to technical cooperation in the Social Justice Declaration. The Declaration sets out technical cooperation as a means of action for the ILO. It calls for the strengthening and streamlining of technical cooperation in order to support and assist efforts by individual Members to make progress on a tripartite basis towards all the strategic objectives, through country programmes for decent work, where appropriate, and within the framework of the UN system. The Declaration stresses that technical cooperation should support, wherever necessary, the institutional capacity of member States, as well as representative organizations of employers and workers, to facilitate meaningful and coherent social policy and sustainable development. It also underlines the importance of efficient and effective resource use, promotion of effective partnerships within the UN and the multilateral system to strengthen ILO operational programmes, exploring innovative partnerships for the implementation of national strategies, mobilizing resources to address the special needs and capacities of developing countries and social partners, and the sharing of good practices.²
3. In view of the above, this paper proposes an enhanced Technical Cooperation Strategy in line with the principles of the Social Justice Declaration. The paper first examines how constituents have fared in Decent Work Country Programmes and the UN reform process, the main framework for technical cooperation. It then discusses how capacity building, the main modality of technical cooperation, can support constituents in making better progress on decent work through Decent Work Country Programmes and within the UN system. It further examines how technical cooperation can be strengthened and streamlined and how voluntary resources can be used more efficiently, and finally proposes an integrated Technical Cooperation Strategy to support the achievement of decent work.³ In line with Governing Body decisions to present Office strategies in a results-based manner,

¹ GB.304/13(Rev.), para. 30.

² ILO Declaration on Social Justice for a Fair Globalization, 2008. Sections particularly relevant to technical cooperation are: II(A)(ii) and (B)(vi), as well as Sections II(A)(iii), (A)(v), (B)(i), (C)(i), (ii) and (iv) of the annex. See also the implementation plan of the Social Justice Declaration in GB.304/SG/DECL/(Rev.).

³ On the relevance of the status of privileges and immunities of the ILO for the Office’s ability to properly deliver technical cooperation, see GB.301/LILS/1.

outcomes, measurement criteria, risks and assumptions, and estimated costs are presented as well.⁴

4. This Strategy is one of four integrated management strategies prepared by the Office for this session of the Governing Body. This is intended to respond to a key component of the Implementation plan: ILO Declaration on Social Justice for a Fair Globalization adopted by the Governing Body in March 2009.⁵ The paper entitled “Results-based strategies 2010–15: Overview” provides a summary of the purpose and structure of the common results-based framework applied to these four strategies as well as a table showing the interlinkages.⁶

Tripartism and the UN reform process

5. In cooperation with the Bureaux for Employers’ and Workers’ Activities, the Office circulated a questionnaire to the regions inviting them to provide feedback on their experience in the UN reform process, both in “Delivering as One” countries⁷ and in countries that developed a UN Development Assistance Framework (UNDAF). Detailed replies were received from all regions. In addition, on 3–4 September, the Office held a meeting on “Delivering as One: Lessons learned from an ILO perspective” to foster knowledge sharing among ILO staff involved in the One UN pilots. One session was devoted to tripartism in UN reform and was led by the Bureaux for Employers’ and Workers’ Activities. Information from this workshop is also reflected in this paper.
6. The replies to the questionnaire point to very different levels of engagement, understanding and participation in the UN reform processes. In general, it is clear that employers’ and workers’ participation in One UN and UNDAF processes is strongest where it builds on the established tripartite formulation and implementation of Decent Work Country Programmes. The vast majority of Decent Work Country Programme priorities are reflected to some degree in UNDAFs.⁸ The patterns and depth of this alignment require further study. Depending on how specifically a UNDAF is formulated, the ILO can be a lead agency in the implementation of an output or share a country outcome with other relevant agencies. In most cases, UNDAF outcomes are very broad, and as a result Decent Work Country Programme priorities and outcomes are reflected at the output level where the ILO is involved in the delivery. In the United Republic of Tanzania, for example, one UNDAF outcome calls for an effective mechanism, including social protection, to promote the rights of the poor and the most vulnerable, including persons with HIV/AIDS. This outcome covers the Decent Work Country Programme priorities which aim at mitigating child labour and the socio-economic impact of HIV/AIDS. In some cases a Decent Work Country Programme priority is only partially incorporated in UNDAFs. For example, while the Republic of Moldova’s Decent Work Country Programme has a broad priority on social protection, the ILO only deals with HIV/AIDS at the workplace and migrant workers in the framework of the UNDAF. In most Decent Work Country Programmes reviewed, there is at least one priority which is reflected in the UNDAF. Finally, some

⁴ GB.297/PFA/1/1.

⁵ GB.304/SG/DECL/1(Rev.).

⁶ GB.306/PFA/12/1.

⁷ The “Delivering as One” countries are: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, United Republic of Tanzania, Uruguay and Viet Nam.

⁸ See GB.306/TC/2 on the implementation of Decent Work Country Programmes.

UNDAFs contain decent work-related outcomes that are not part of the Decent Work Country Programmes. In the case of the Syrian Arab Republic, for example, the UNDAF contains an outcome on protection of children against exploitation, where the ILO is not involved in the delivery. At the same time, there are cases where the ILO carries out technical cooperation in support of a UNDAF outcome, even if the ILO is not an implementing partner in the UNDAF. The impact of Decent Work Country Programmes on UNDAF programming, including the involvement of the constituents and the ILO in delivery, needs to be further examined.

7. With regard to constituent involvement in the elaboration of UNDAFs, the picture varies from country to country. In most countries in Asia and the Pacific, for example, the social partners were involved in the preparation of a number of Decent Work Country Programmes, whose elements have subsequently been integrated in UNDAFs, but were generally poorly represented in the UNDAF consultations. Some constituent participation was reported in UNDAF consultations in Sri Lanka, Nepal and India. In Pakistan, a One UN pilot country, the workers' and employers' federations participated in the extensive consultation process that led to the UNDAF (2004–08), launched in March 2003. Their key concerns were incorporated into the Pakistan Decent Work Country Programme (2006–10) and the five thematic areas and joint programmes in the One UN Programme document (2008–12). In Pakistan, as well as in Viet Nam, another One UN pilot country, the ILO organized training sessions and meetings for unions for their participation in the UN reform process.
8. The social partners appear to have been more active, albeit to varying degrees, in a number of African countries: they participated in developing UNDAFs for Comoros, Kenya, Uganda and Angola, and took active part in the Common Country Assessment (CCA) formulation process in Mauritius and Seychelles. In the United Republic of Tanzania and Mozambique – both One UN pilot countries – Civil Society Advisory Committees were set up as a forum for dialogue between donors of the One Fund and civil society. Although in some other countries in Africa the constituents have hardly been engaged in activities relating to UN reform, the situation may improve in the future. In countries of the Southern African Customs Union for example, it appears that the relevant development actors are beginning to recognize the need to engage with civil society and the social partners in the formulation of UNDAFs and the design and implementation of joint programmes.
9. In Latin America and the Caribbean, the participation of the constituents in the planning processes of development policies has been uneven. In Uruguay – also a One UN pilot country – no effective engagement of social partners has been reported, even though the Office is trying its best to participate as a non-resident agency. In Argentina, a proposal to include the social partners in UNDAF consultations fell through because it was considered too complicated. The tripartite constituents' involvement is generally ensured indirectly through the ILO and through the integration of Decent Work Country Programmes into UNDAFs. This has led to the inclusion of issues relating to social dialogue and the Decent Work Agenda in several UN programming documents such as in Surinam, Mexico, El Salvador and Costa Rica. In Central America the participation of workers' and employers' organizations has often been promoted through government initiatives motivated by the impact of the global economic and financial crisis. In Europe, ILO matters were generally integrated into the UNDAF through ILO representation and through Decent Work Country Programmes. Only Turkey reported social partner participation in the UNDAF preparation.
10. Of the four countries in the Arab region that have so far signed a UNDAF, Lebanon is the only one where the social partners participated in the design process. In Iraq, where the CCA/UNDAF process started only recently and where the ILO is an active player in the UN Country Team (UNCT) coordinating structure, the Office has communicated with the UN Resident Coordinator on the need to engage the social partners in the process from the

onset. In the region, the interaction between Resident Coordinators and the social partners has been taking place on an ad hoc basis and is limited in scope. In cases other than those relating to UNDAF and Poverty Reduction Strategy (PRS) consultation processes, contacts have usually occurred during official meetings and ceremonies (e.g. the ILO's 90th anniversary) and have been facilitated by the ILO.

11. Social partners have been involved in the planning stages and implementation of UN joint programmes in which ILO participates. The formulation of joint programmes under the UNDP/Spain Millennium Development Goals Achievement Fund (MDG Fund), for example, was supported by social partners in Bangladesh, Cambodia, Costa Rica, Paraguay, and some other countries. In the Arab States, the constituents showed great interest in the preparation of a proposal on "Gender equality and women's empowerment in the occupied Palestinian territory".
12. With regard to ministries of labour, they appear to have participated only in a handful of UNDAFs. While involving the Ministry of Labour is a question for the governments, it seems that their absence in the consultation process hampers the integration of decent work approaches to national development. This also applies to ministries of labour in developed countries, which are usually not involved in discussions about policy coherence, UN reform and financing for development.
13. From the above, it is clear that while Decent Work Country Programmes have had some impact on UNDAF programming, the notion of tripartism and social dialogue is still not well-integrated into UN programming processes. Contacts between the Resident Coordinators, the UNCT and constituents are insufficient. There are several apparent reasons for this. The majority of workers' and employers' organizations cite limited capacity, information and understanding of the UN reform process and its implications. Replies from the regions also point to a lack of convergence between the agendas of the social partners and the wider development goals of UNDAFs, leading in some cases to a lack of interest. In one case, the Ministry of Labour made considerable effort to obtain a role for the social partners, but their participation remained weak. In countries experiencing difficulties in social dialogue, the governments' agendas can differ from that of the social partners. All regions also point to limited capacity of the constituents to engage in the policy dialogue on development issues, and to formulate projects and clear objectives. Another obstacle is the fact that the importance of tripartism for the governance of globalization is not yet fully understood beyond the ILO. Many UN agencies view the social partners as non-governmental organizations, and fail to understand the unique role played by employers' and workers' organizations as active socio-political actors of development and change in their countries. Finally, there is occasional and insufficient engagement of the ILO in UN reform processes at the country level, particularly where the ILO is a non-resident agency, and a lack of timely and effective communication by the Office to guide relevant specialists on the nature and substance of these processes.

Capacity building for development planning

14. The above analysis clearly shows that lack of capacity of the constituents on UN reform issues accounts for part of the reason tripartism has so far failed to be sufficiently integrated into UN country programming processes. For this reason, in response to the March 2009 Governing Body discussions and consultations with workers' and employers' organizations, the Office initiated a capacity-building programme entitled "Working with the United Nations", which aims at building capacity for constituents and staff to better influence UN programming processes. Under this initiative, the Office has trained 120 staff members, including employers' and workers' specialists, in the Americas, Africa and Europe. At least 40 more staff members will be trained in the Arab States and Asia before

the end of the year. The Office also organized two separate workshops for workers in the Americas, as well as a briefing on UN reform for the Workers' group during the International Labour Conference in 2009. In addition to a UN reform team established at headquarters, a regional network of UN reform focal points was set up to inform constituents and staff about developments in the field.

15. As reported in March, the Office continues to engage in UN reform at the higher policy level, participating in the United Nations Development Group (UNDG), its Advisory Group, and by following up on UNDG Working Groups, especially on matters related to tripartism, promoting the *Toolkit on Mainstreaming Employment and Decent Work* of the UN system Chief Executives Board for Coordination (CEB), international labour standards, and gender mainstreaming. More recently, the ILO Director-General's chairmanship of the CEB's High-Level Committee on Programmes (HLCP) has given the ILO and its mandate greater visibility within the UN system, including support for the elaboration and promotion of joint crisis initiatives which include social protection and the Global Jobs Pact.
16. It is clear that further capacity building and continued high-level policy dialogue on UN reform will be needed to ensure that tripartism and social dialogue are better integrated into UN programming. There is a well-articulated demand for greater capacity to understand the UN programming processes and their relevance for the particular agendas of the constituents. Expanded capacity building will be even more important in view of the expected development of 90 UNDAFs in the next three years.
17. These interventions are, however, only part of the solution to the dearth of tripartism in UN programming processes. At the national level, there remains widespread lack of basic understanding of the tripartite constituents' actual and potential contribution to the development process, including their special status as member-driven organizations, and their direct link to business and the workplace. UN reform is perceived as time-consuming, jargon-filled and bureaucratic, and the immediate benefits are often not apparent to constituents whose mandate is in many cases primarily focused on members' immediate needs. And even when the constituents participate, their involvement is viewed as contrived, as current development programming logic at the national level still often privileges finance ministries and various collections of businesses and non-governmental organizations as partners. The question, therefore, is whether more capacity building for constituents on UN reform in particular will necessarily lead to successful tripartite involvement in development programming.
18. The Social Justice Declaration provides guidance in this respect in its call for technical cooperation to "help, wherever necessary, the institutional capacity of member States, as well as representative organizations of employers and workers, to facilitate meaningful and coherent social policy and sustainable development".⁹ In this respect, a complementary strategy might be to strengthen the institutional capacity of labour ministries, employers' and workers' organizations so as to become principal development actors at the national, regional and international levels. Rather than focusing only on UN reform processes and procedures, capacity building could strengthen such skills as membership development, governance and accountability, results-based management, development policy, advocacy, communications and negotiation to strengthen the tripartite constituents' ability to effectively carry out their core mandates, to better formulate their needs in the development process, and to advance national development through decent work and Decent Work Country Programmes. Some capacity building of this nature has already been carried out by the Office through a project funded by the Netherlands and the United

⁹ ILO Declaration on Social Justice for a Fair Globalization, 2008, II(A)(ii).

Kingdom. The Bureaux for Employers' and Workers' Activities, together with the ILO's International Training Centre (Turin Centre), have also developed training focused on maximizing opportunities for employers' and workers' organizations in the framework of Decent Work Country Programmes, and linking this process to UNDAFs and UN reform. The objective of such a capacity-building approach would be to ensure that in development programming exercises, including UNDAFs and UN reform initiatives, the constituents are expressly asked to provide input in recognition of their unique contribution to development.

19. In view of the above, it is proposed to develop capacity building for constituents, especially for the development of Decent Work Country Programmes in the framework of the UN system, as one core element of the enhanced Technical Cooperation Strategy (see outcome 3 below).

Towards an enhanced Technical Cooperation Strategy

20. Before considering how the Technical Cooperation Strategy can provide capacity building in support of constituents' needs, a number of other requirements need to be considered. In June 2006, the Conference adopted conclusions concerning technical cooperation. The conclusions inter alia stressed Decent Work Country Programmes as the key mechanism for delivering technical cooperation, and called for the integration of the Decent Work Agenda in the UN programming framework. They also called for strengthening the tripartite constituents' capacity through technical cooperation, and the promotion of social dialogue in the multilateral system in the context of UNDAFs and PRSs. The conclusions called for stronger links between the regular budget of the ILO and extra-budgetary resources and endorsed a resource mobilization strategy that included promoting coherent multi-annual partnerships with donors corresponding to the Organization's programme and budget cycles and priorities. With regard to the substance of technical cooperation programmes and projects, the conclusions called for the integration of tripartism and social dialogue, international labour standards, gender equality and non-discrimination. They also stressed the importance of the integration of the services and expertise of the Turin Centre, and the enhancement of the knowledge base on technical cooperation interventions.¹⁰
21. As mentioned above, the Social Justice Declaration also calls for the strengthening and streamlining of technical cooperation, efficient and effective use of resources, and exploring innovative partnerships for implementation of national strategies.
22. Drawing on this guidance, the Strategic Policy Framework 2010–15 calls for expanded contributions to the Regular Budget Supplementary Account (RBSA), a shift towards un-earmarked multi-annual partnership agreements with donors, and allocation of extra-budgetary technical cooperation (XBTC) resources to a smaller number of larger strategic programmes, such as in the areas of measurement of decent work, labour administration and sustainable small and medium-sized enterprises. This would allow for greater alignment to programme priorities, established by the Governing Body and the International Labour Conference, and more flexibility to respond to economic and social developments and the needs of constituents.
23. The Programme and Budget for 2010–11 takes up these ideas and stresses alignment of RBSA and XBTC resources with Decent Work Country Programme and programme and

¹⁰ *Provisional Record* No. 19, International Labour Conference, 95th Session, Geneva, 2006.

budget outcomes, and the Office's increased efforts to improve programme and project quality and delivery rates.¹¹

24. In March 2009, following the Committee discussion on international development cooperation trends, the Governing Body requested the Director-General to further engage the ILO in UN reform and international development principles, as reflected in the Paris Declaration on Aid Effectiveness (2005), the Triennial Comprehensive Policy Review (2007), and the Accra Agenda for Action (2008).
25. A challenge for the ILO at this juncture is to translate the above technical cooperation principles, and the importance of capacity building in the context of Decent Work Country Programmes and UN programming, into a coherent operational strategy for carrying out technical cooperation. The following enhanced Technical Cooperation Strategy is therefore proposed.

Outcome 1: ILO extra-budgetary and RBSA resources are aligned with Decent Work Country Programme and programme and budget outcomes

Strategy

26. *Further align technical cooperation with the priorities and capacity needs of the constituents*, as expressed in the outcome-based workplans, Decent Work Country Programmes, programme and budget, Strategic Policy Framework and other policy decisions. Currently, only 58 per cent of extra-budgetary funding contributes directly to country-level decent work outcomes.¹² While the remaining funds mostly support work on decent work-related issues which have not been prioritized, this figure points to a continued misalignment of voluntary resources and decent work outcomes, undermining the ILO's ability to reach targets. As a first step, technical cooperation needs will be established through identification of resource gaps to achieve decent work outcomes. The Office has begun this process through an outcome-based workplanning exercise, in which outcome coordinators facilitate joint work between regions and sectors for the achievement of decent work outcomes as part of the programme and budget targets, as well as the delivery of global products. As part of this exercise, the Office identified Decent Work Country Programme outcomes that needed technical cooperation support, which regular and voluntary resources were already available for such outcomes, and which further resources were needed. This last step – the clear identification of needed additional voluntary resources to achieve Decent Work Country Programme and programme and budget outcomes – will drive both technical cooperation resource mobilization and its allocation. By maximizing alignment, the ILO can ensure that all of its resources – regular budget, RBSA and XBTC – are efficiently deployed to reach targets and outcomes.
27. *Increase international partnerships and policy dialogue to enhance the impact of ILO technical assistance*. The Social Justice Declaration calls for the promotion of effective partnerships within the UN and multilateral systems to strengthen ILO operational programmes and activities or otherwise promote ILO objectives. Strengthened dialogue with donors, international financial institutions, UN agencies and other multilateral

¹¹ ILO: Programme and Budget for the biennium 2010–11, paras 48–55.

¹² Based on a recent mapping of Decent Work Country Programme outcomes and linked country-level technical cooperation. This figure does not include technical cooperation programmed at the regional or inter-regional level, or funded by the regular budget.

organizations, as well as South–South and triangular cooperation will help advance the ILO’s strategic and operational goals and ensure that decent work as a development strategy is better incorporated into international development assistance frameworks and policies. This will in turn lead to reinforced synergies and better opportunities to leverage the assets and expertise of our development partners, including financial and human resources and technical capabilities.

28. *Mobilize resources through the RBSA and/or more predictable, un-earmarked renewable partnerships, or through direct project support to Decent Work Country Programme and programme and budget outcomes.* Less earmarked funding allows the ILO to fill identified resource gaps and to respond to new demands for services, such as through the Global Jobs Pact. To promote more predictable funding, the strategy would include the following elements:

- The Strategic Policy Framework 2010–15 contains the targets for RBSA mobilization.¹³ RBSA resources are directly aligned with the priorities established by the Governing Body and the Conference, and donors are encouraged to provide un-earmarked resources that can be more flexibly aligned to these priorities.
- The Office will seek to encourage donors to conclude new and better partnership agreements, or renew and improve existing partnership agreements, whereby light or un-earmarked resources will be allocated to identified resource gaps on a more stable and predictable basis, in line with the ILO’s programming and reporting cycles and in order to reduce transaction costs.
- Donors that prefer to support specific projects will be encouraged to support proposals that are fully aligned with Decent Work Country Programme and programme and budget outcomes. The Office will in all cases seek to harmonize reporting requirements, where possible and appropriate.

29. *Increase access to One UN and other UN funds.* Additional efforts will be made to enhance Decent Work Country Programmes and country outcomes so that they become well-structured components of UNDAFs and other development plans. In this way, decent work outcomes at the country level can directly draw from One UN and similar funds. Through enhanced local resource mobilization training and a better understanding of UN reform processes at the country level, the Office and its tripartite constituents will be better equipped to access and benefit from the increasing volume of official development assistance that is channelled through the UN system, UNDG and UNDP Multi-Donor Trust Fund Office.

30. *Expand public–private partnerships and widen the donor base.* After the endorsement by the Governing Body of a public–private partnerships policy in March 2008,¹⁴ the Office will seek to further expand its efforts to secure support from the private sector and private foundations, in full compliance with the principles adopted. In this respect, the Office recently issued internal governance guidance to facilitate resource mobilization from non-State actors, and it is developing an outreach strategy with new promotional materials. In order to broaden the ILO’s donor community, special attention will also be given to better partnering with the World Bank.

¹³ GB.304/PFA/2(Rev.), table on p. 32.

¹⁴ GB.301/PV, para. 249 and GB.301/TC/1.

Measurement

| Outcome 1 | | |
|---|--------------------------|--------------------|
| Indicators | Baseline | Target for 2010–15 |
| 1.1. Percentage of resource gaps identified in the outcome-based workplan exercise are adequately filled | TC results for 2008–09 * | 90 per cent |
| 1.2. Percentage of voluntary funding mobilized through RBSA, quality partnership agreements, One UN Funds, or direct project support to Decent Work Country Programme and programme and budget outcomes | TC results for 2008–09 | 80 per cent |
| Biennial milestones | | |
| 2010–11 | 2012–13 | 2014–15 |
| 1.1. 70 per cent | 80 per cent | 90 per cent |
| 1.2. 60 per cent | 70 per cent | 80 per cent |
| * To be reported to the Committee at the 307th Session (March 2010) of the Governing Body. | | |

Linkages, assumptions, risks

31. The enhanced Technical Cooperation Strategy elements are linked to and support the other strategies to be discussed at the current Governing Body session. With regard to the Human Resources Strategy, improving alignment and widening the donor base for ILO technical cooperation would involve a modest amount of staff training. In respect of the Information Technology Strategy, the achievement of improved alignment and monitoring of implementation depends on the successful enhancement of IRIS functionalities and availability in the field.
32. The assumption is made that donors will make efforts to respect the principles of the Paris Declaration and the Triennial Comprehensive Policy Review, which set out many of the concepts in the proposed Strategy. The mobilization of resources at the local level will depend on a strong ILO presence in countries, and the understanding that it is the joint responsibility of directors, specialists and constituents. It is also assumed that donors will strive to meet official development assistance commitments, despite anticipated budget challenges resulting from the crisis. As discussed in another paper before this Committee,¹⁵ there is a risk that the crisis could provoke a political reaction away from support for multilateral engagement. However, this risk is mitigated through the increasing recognition of and demand for decent work solutions in coordinated recovery efforts and in a reformed multilateral system. The Strategy also assumes a deepening commitment to results-based management by ILO staff and constituents, and continued progress on the roll-out of IRIS in field offices. Given the solid commitment to achieve these goals and the increasing penetration of a results-based management culture throughout development cooperation efforts, the risks are minimal.

¹⁵ GB.306/TC/4.

Outcome 2: ILO technical cooperation programmes and projects fully meet results-based management and ILO quality requirements

Strategy

33. *Foster better quality control of technical cooperation programmes and projects.* All ILO technical cooperation proposals undergo a rigorous appraisal process to ensure: that they are aligned with targets and outcomes set in the outcome-based workplans, Decent Work Country Programmes and other country-level development frameworks; that they fully integrate tripartism, respect for international labour standards and gender equality and non-discrimination; that they make appropriate use of the capacities of the Turin Centre; that they focus on capacity building and empowerment of constituents; and that they apply sound results-based management. Support and oversight structures are in place to ensure regular implementation monitoring, evaluation and dissemination of lessons learned. Increased quality of technical cooperation interventions, it is hoped, will also maximize the impact of voluntary funding.
34. *Foster more specific knowledge on operational intervention methods.* In over 50 years of technical cooperation, the ILO has developed a wide range of intervention models, tools, and strategies for dealing with issues ranging from withdrawing children from child labour in rural areas to capacity building for governments and social partners to devise effective labour market policies. While large strides have been made in monitoring and evaluating such projects and programmes, the lessons learned are often not shared within the Organization. Better systems for capturing lessons learned from technical cooperation will be established to feed into the future technical cooperation design, and to promote a more integrated approach across strategic objectives. This strategy component will be integrated into the Office's Knowledge Strategy.

Measurement

| Outcome 2 | | |
|---|------------------------|---------------------|
| Indicators | Baseline | Target for 2010–15 |
| 2.1. Percentage of technical cooperation proposals approved through quality control mechanism | TC results for 2008–09 | 100 per cent |
| 2.2. Delivery rate (expenditure/allocation) | TC results for 2008–09 | 90 per cent overall |
| Biennial milestones | | |
| 2010–11 | 2012–13 | 2014–15 |
| 2.1. Appraisal: 75 per cent | 90 per cent | 100 per cent |
| 2.2. Delivery: 75 per cent By the end of 2011 there will also be a results-based implementation monitoring system in place | 85 per cent | 90 per cent |

Linkages, assumptions, risks

35. This element of the Technical Cooperation Strategy would link to the Human Resources Strategy, as improved delivery and quality of technical cooperation depend in part on efficient recruitment procedures for technical cooperation staff, and appropriate management and development of this staff within the Organization. Further capacity development on project cycle management for results would have to be expanded as the ILO rolls out increasing technical cooperation in support of Decent Work Country Programme and programme and budget outcomes. With regard to the Knowledge Strategy, there is a clear need for operational lessons learned from technical cooperation to be included in the research and information dissemination activities. Only through enhanced sharing and discussion of experiences – including failures – can technical cooperation improve in quality.
36. The assumptions and risks are the same as for outcome 1.

Outcome 3: Through technical cooperation, ILO constituents attain technical and institutional capacity to successfully engage in development planning through Decent Work Country Programmes, in the context of UNDAFs and UN reform

Strategy

37. *Enhance capacity building through technical cooperation.* The Office, in collaboration with the Turin Centre, will step up efforts to ensure that technical cooperation results in a greater capacity of constituents to carry out their mandates and promote decent work as a means of development through Decent Work Country Programmes and, as appropriate, through the wider UN system. In line with the Programme and Budget for 2010–11,¹⁶ capacity-building modalities in technical cooperation will be based on clear capacity assessments and a focus on strengthening constituents to deliver their own mandates. Developing effective capacity-building interventions and measuring changes in capacity in line with results-based management will be especially important. Current modalities could be reviewed during a future session of the Committee, in particular the need to focus efforts on enhancing the institutional capacity of the tripartite partners, rather than the individual capacities of their staff. Consideration could also be given to widening the range of capacity-building recipients, in consultation with constituents, in order to broaden the ranks of actors capable of leveraging decent work as a key development strategy. This Strategy component would be integrated into other capacity-building efforts for the constituents, and would also build on the Turin Centre's pilot experiences and tools aiming at developing employers' and workers' organizations' capacity to effectively participate in the planning, design and implementation of Decent Work Country Programmes and development programmes. Further capacity building for staff to deepen results-based management skills would also be envisaged.

¹⁶ ILO: Programme and Budget for the biennium 2010–11, paras 379–386.

Measurement

| Outcome 3 | | |
|---|----------------------|------------------------------------|
| Indicator | Baseline | Target for 2010–15 |
| 3.1. Number of UNDAFs that reflect Decent Work Country Programme and/or other decent work priorities. | To be set in 2010 | 50 per cent increase over baseline |
| 3.2. Number of Decent Work Country Programmes in which tripartite constituents participate to their satisfaction. | To be set in 2010 | 80 per cent increase over baseline |
| 3.3. Number of UNDAFs in which tripartite constituents participate to their satisfaction. | To be set in 2010 | 40 per cent increase over baseline |
| Biennial milestones | | |
| 2010–11 | 2012–13 | 2014–15 |
| 3.1. 20 per cent increase | 40 per cent increase | 50 per cent increase |
| 3.2. 30 per cent increase | 60 per cent increase | 80 per cent increase |
| 3.3. 20 per cent increase | 30 per cent increase | 40 per cent increase |

Linkages, assumptions, risks

38. This component is linked to the Human Resources Strategy, as the recruitment of staff is often in competition with other UN agencies. It also links to the Knowledge Strategy, since better documented evidence of decent work supporting national development goals would strengthen the ILO's position in UN programming processes.
39. The strategy assumes continued ILO commitment to UN reform, and constituents' willingness to apply results-based management to capacity-building programmes. It also assumes the implementation of the recommendations resulting from the field structure review, so that the ILO can have a responsive and adequate presence at the national level.

Cost

40. The enhanced Technical Cooperation Strategy would support and be aligned with the Programme and Budget for 2010–11 outcomes on governance, support and management and policy coherence, and would contribute to building the capacity of constituents. The Strategy could be implemented through existing resources, except for outcome 3 (capacity building), which would require additional funding. For the 2010–11 biennium, US\$11,847,252 have been allocated specifically to partnership and development cooperation and support to UN reform and inter-agency programmes. This figure includes the activities of the ILO Office for the United Nations in New York. Roughly 25 per cent of these resources are devoted to important activities not directly related to the Strategy, including promotion of decent work in UN policy meetings, coordination of technical input in UN activities, and relations with civil society, parliamentarians and the faith-based community. At the same time, all regional management and programming units, as well as technical and support units at headquarters, devote a portion of their staff time and resources to supporting the Strategy by contributing to the improvement of technical cooperation programmes and projects, participating in UN reform, mobilizing resources at the local level, and providing technical support to building the capacity of constituents. Therefore, taking as a basis that the Office disposes of roughly US\$12 million to implement this Strategy, the estimated costs are presented in the table below by

outcome.¹⁷ The additional resources needed for outcome 3 would be sought as part of the projected voluntary funding for the biennium, to be used in an integrated manner by all units supporting capacity building. Efficiency gains are expected in the medium term, as transaction costs of resource mobilization decline, as quality of technical cooperation planning and implementation improves, and as the capacity of the constituents to promote decent work at the national level reaches its potential.

Table 1. Estimated biennial cost of the enhanced Technical Cooperation Strategy

| Outcomes | Estimated available resources | Key outputs | Resource gap |
|-----------|------------------------------------|---|---------------|
| Outcome 1 | Ca. US\$3,600,000 (30 per cent) | Resource mobilization Training on resource mobilization, technical cooperation planning in relation to outcome-based workplans Promotional strategy on public-private partnerships | None |
| Outcome 2 | Ca. US\$3,600,000 (30 per cent) | Training on results-based project cycle management Quality control, monitoring and evaluation procedures and tools Knowledge-sharing procedures and tools | None |
| Outcome 3 | Ca. US\$4,800,000 (40 per cent) | Promotion of decent work in the UN system Development of a strengthened capacity-building programme for constituents on Decent Work Country Programmes programming and in the context of UN reform | US\$1,480,000 |

Conclusion

41. The implementation of the proposed Technical Cooperation Strategy as outlined above would bring the ILO a step closer to implementing the Social Justice Declaration. It would allow the ILO to plan in a predictable and stable manner funding for Decent Work Country Programme and programme and budget outcomes, and to achieve targeted results. At the same time, the enhanced Technical Cooperation Strategy would provide greater assurances to donors that funds will be allocated to needs identified with regard to outcomes programmed through the Governing Body and the Conference. Results-based project management will ensure that ILO technical cooperation is of high quality and delivers results. Finally, enhanced capacity building in technical cooperation could result in a real change in the constituents' capacity to carry out their mandate, influence development processes through Decent Work Country Programmes and UN reform, and build lasting institutions that can pave the decent work road to development.

¹⁷ Estimated available resources from all Office units currently supporting the Technical Cooperation Strategy, including regular budget and projected programme support income, RBSA and XBTC. The estimate does not include resources of the Turin Centre.

42. The Committee may wish to invite the Governing Body to:

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

Geneva, 12 October 2009.

Point for decision: Paragraph 42.