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SKILLS
DEVELOPMENT

*The Role of International Cooperation
in Education and Training for Work in
Latin America*

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OPENING REMARKS

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Sections 1, 2, 3, 5, 7 and 8 of this volume are summaries of presentations written by the authors themselves, and sections 4, 6 and 9 are based on oral presentations made by participants at the seminar. The written reports and the presentations are available at the WGICSD web site (www.norrag.org/wg).

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CONTENTS

SECTION 1: INTRODUCTION 9

INTERNATIONAL COOPERATION ON TRAINING FOR WORK PROGRAMMES FOR YOUNG PEOPLE IN LATIN AMERICA 9

Claudia Jacinto and Javier Lasida, RedEtis, IIEP/UNESCO

- 1.1. Actors and modalities of cooperation in training for work for young people 9
- 1.2. Changes in the prospects for cooperation 10
- 1.3. Cooperation approaches in programmes for unemployed young people 11
- 1.4. Some innovations in pedagogic approaches in labour training for young people linked to international cooperation 11
- 1.5. Some questions for the debate about international cooperation in programmes for unemployed young people 12

SECTION 2: THE RECENT ECONOMIC, POLITICAL AND SOCIAL CONTEXT OF EDUCATION AND TRAINING FOR WORK IN THE REGION 13

Jürgen Weller, ECLAC

- 2.1. Introduction 13
- 2.2. Economic context 13
- 2.3. Social context 14
- 2.4. Policy context 14

SECTION 3: NOTES ABOUT TRAINING FOR WORK AND THE ROLE OF INTERNATIONAL COOPERATION IN LATIN AMERICA 16

Claudia Jacinto, RedEtis, IIEP/UNESCO

- 3.1. The balance of international cooperation in vocational training: lessons learned 16
- 3.2. Some dilemmas for international cooperation facing proposed changes in approach 18
- 3.3. Concluding remarks 21
- 3.4. Bibliography 22

SECTION 4: THE RELATIONS BETWEEN DONORS AND RECIPIENTS IN THE DEFINITION AND IMPLEMENTATION OF PROGRAMMES 24

- 4.1. Occupational training and labour insertion programme (FOIL) 24
Teresa Esteban, FOIL/AECID
- 4.2. ProCAP, Bolivia 25
Géraldine Zeuner, SDC

4.3. SES Foundation, Argentina Alejandra Solla, SES Foundation	26
4.4. Continuing vocational training, Argentina Ana Catalano, Ministry of Labour, Employment and Social Security of Argentina	27
4.5. Fe y Alegría, Bolivia Janeth Cala, Fe y Alegría	29
4.6. SITEAL-IIEP-OEI, Argentina Néstor López, IIEP/UNESCO Buenos Aires	30
SECTION 5: NATIONAL CASES	32
5.1. Skills development policies in Peru: the role of national and international actors Néstor Valdivia, GRADE	32
5.2. Skills development and labour competences policies in Nicaragua (1991-2006): the role of national and international actors Melba Castillo, CIASES	36
SECTION 6: APPROACHES FOR MONITORING AND EVALUATING PROGRAMMES IN THE FIELD OF EDUCATION AND TRAINING FOR WORK: THE ROLE OF RESEARCH	40
6.1. Reflections based on the IIEP evaluation experience Nerio Neirotti, IIEP/UNESCO Buenos Aires	40
6.2 Programme evaluation models in latin america Claudia Jacinto, RedEtis, IIEP/UNESCO	42
6.3. The experience of the Fortalece-GTZ programme in evaluating and monitoring the fostering of youth employability Silvia Rubio, GTZ	44
SECTION 7: CRITICAL REVIEW OF THE 12 DEBATES IN <i>SKILLS DEVELOPMENT</i> PRODUCED BY THE WGICSD FROM A LATIN AMERICAN PERSPECTIVE	46
Pedro Weinberg, INADEH/UNDP Panama	
7.1. the importance of the meetings promoted by the WGICSD	46
7.2. Concept and scope of vocational training	46
7.3. Innovation in vocational training institutions	46
7.4. Training for rural populations	47
7.5. International cooperation for vocational training	47
SECTION 8: RECENT EVOLUTION AND FUTURE PROSPECTS FOR TECHNICAL COOPERATION IN VOCATIONAL TRAINING IN LATIN AMERICA AND THE CARIBBEAN	49
Martha Pacheco and Fernando Vargas, ILO/CINTERFOR	
8.1. Introduction	49
8.2. Technical cooperation in VTIs: origins and current scenario	49

8.3. Recent evolution of technical cooperation in VTIs	50
8.4. Prospects for technical cooperation in the new millennium	51
8.5. Conclusions	51
SECTION 9: INTERNATIONAL COOPERATION EXPERIENCES IN EDUCATION AND TRAINING FOR WORK	53
9.1. technical institute of training and productivity (INTECAP), Guatemala Doris Martínez, INTECAP	53
9.2. SENAI, Brazil Ricardo Lamago, SENAI	55
9.3. SENA, Colombia	56
9.4. SDC Peter Tschumi and Ruth Huber, SDC	57
9.5. JICA Toshiaki Furuya, JICA	59
APPENDIX 1: THE PROGRAMME	61
APPENDIX 2: LIST OF PARTICIPANTS	68

Acronyms

AECID	Spanish Agency for International Cooperation for Development
APROLAB	Programme to Support Vocational Training for Labour Insertion
CAPLAB	Centre for Labour Training and Development Services
CENFOTUR	National Training Service for the Tourism Industry
CETPRO	Technical-Production Education Centres
CIDA	Canadian International Development Agency
CINTERFOR	Inter-American Research and Documentation Centre on Vocational Training
CONALEP	National Technical Vocational Education School (Mexico)
COSEP	Higher Council of Private Enterprises
DANIDA	Danish Agency for International Development
DED	German Social Cooperation Service
EAP	Economically Active Population
FOAR	Argentine Fund for Horizontal Cooperation
FOIL	Occupational Training and Labour Insertion Programme
GDP	Gross Domestic Product
GTZ	German Technical Cooperation Agency
HAIGUD	Society for the Transfer of Technology
ICTs	Information and Communication Technologies
IDB	Inter-American Development Bank
IDIE	Institute for Educational Development and Research
IDR	Institute of Rural Development (Nicaragua)
IIEP	International Institute for Education Planning
ILO	International Labour Organization
INA	National Training Institute (Costa Rica)
INADEH	National Institute of Vocational Training and Human Development
INATEC	National Technological Institute (Nicaragua)
INCE	National Institute for Cooperation in Education
INFOP	National Vocational Training Institute (Honduras)
INFOTEP	National Institute of Vocational Training (Dominican Republic)
INICTEL	National Institute for Research and Training in Telecommunications
INJUVE	Nicaragua Youth Institute
INPYME	Nicaragua Institute of Support for Small and Medium Enterprises
INSAFOP	Salvadorian Institute of Vocational Training
INTA	Nicaragua Institute of Agricultural Technology
INTECAP	Technical Institute of Training and Productivity (Guatemala)
INTUR	Nicaragua Tourism Institute
IOM	International Organization for Migration
JICA	Japanese International Cooperation Agency
KOICA	Korea International Cooperation Agency
MAGFOR	Ministry of Agriculture, Livestock and Forestry (Nicaragua)
MARENA	Ministry of Natural Resources and the Environment (Nicaragua)
MED	Ministry of Education
MIF	Multilateral Investment Fund
MIFIC	Ministry of Public Works, Industry and Commerce (Nicaragua)
MITRAB	Ministry of Labour (Nicaragua)
MTPE	Ministry of Labour and Employment Promotion (Peru)

NGO	Non-Governmental Organization
OEI	Organization of Latin American States
OIJ	Latin American Youth Organization
ProCAP	National Labour Training Programme (Bolivia)
RedEtis	Network of Education, Labour and Social Insertion
SDC	Swiss Agency for Development and Cooperation
SENA	National Training Service
SENAC	National Commercial Training Service
SENAI	National Industrial Training Service
SENAR	National Rural Training Service
SENATI	National Service of Occupational Training in Industry (Peru)
SENCICO	National Training Service for the Construction Industry (Peru)
SICA	Central American Integration System
SINEACE	National Educational Quality Evaluation, Accreditation and Certification System
SITEAL	System of Information on Educational Trends in Latin America
SNFPC	National System of Continual Vocational Training
SNPP	National Service of Vocational Promotion
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
USAID	United States Agency for International Development
VTI	Vocational Training Institutes
WB	World Bank
WGICSD	Working Group for International Cooperation in Skills Development

SECTION 1: INTRODUCTION

INTERNATIONAL COOPERATION ON TRAINING FOR WORK PROGRAMMES FOR YOUNG PEOPLE IN LATIN AMERICA¹

Claudia Jacinto and Javier Lasida, RedEtis, IIEP/UNESCO

1.1. ACTORS AND MODALITIES OF COOPERATION IN TRAINING FOR WORK FOR YOUNG PEOPLE

Many of the cooperation actors who intervene in other regions of the world are also present in Latin America. In the field of donations state bodies in donor countries act in a wide variety of ways, but in most cases they do so through bilateral agencies like the German Technical Cooperation Agency (GTZ), The Swiss Agency for Development and Cooperation (SDC), and the Spanish Agency for International Cooperation for Development (AECID); multilateral organizations like the Multilateral Investment Fund (MIF) and international organizations like the Organization of Latin American States (OEI), the International Labour organization (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). There are also private actors including churches (especially the Catholic Church) and different kinds of non-government organizations (NGOs), foundations and enterprises that provide cooperation either with their own funds or through bilateral or multilateral financial administration. The most active of the multilateral organizations that provide credit are the Inter-American Development Bank and the World Bank. These actors have not all employed the same approaches and focuses, obviously, nor do they promote the same kinds of relations between donors and recipients of donations. However, in recent years, since the Declaration of Paris, there are signs that agencies are making a greater effort to cooperate with each other.

Latin America has a long history of horizontal cooperation among similar organizations in different countries. One pioneer example is the Movimiento Fe y Alegría (Faith and Happiness Movement), a main component of whose programmes is to promote sharing and reciprocal support among organizations in different countries involved in training young people for work. Another current example is the Centre for Labour Training and Development Services (CAPLAB) in Peru, which is supported by the SDC and which, after years in operation, has consolidated a model whereby technical assistance is provided for other countries in the region.

The main recipients of international cooperation, in terms of credits, are obviously state organizations like the ministries of labour, of social development and of education, and also vocational training institutions and youth institutes. Large donations go to NGOs in the development field. Recently local governments began to participate more and more as recipients of international cooperation.

It is interesting to note that some projects have led to the creation of new actors like regional networks and even training and guidance services, which have emerged as a part of public policies. For example, a programme in Central America that was supported by the AECID led to agreement on a regional technical standard for labour skills in training staff in vocational training.

¹ This document is based on a study carried out by RedEtis at the request of the WGICSD, and sources for it are available on the redEtis web page: www.iipe-ides.org.ar The main findings are summarised in the document of the same name, which sets out the main outlines and trends in work training programmes for young people in Latin America who are unemployed and/or living in poverty. The actors and cooperation modalities are examined, and also donors' strategies and the prospects for training that have dominated in this area. In the annex there is a table giving a breakdown of a series of international cooperation projects currently in operation in the region.

When it comes to the modalities of cooperation, it is common to find economic support for projects, and there are different procedures to provide this. In some cases there is a system of competing proposals, and in others the institution or organization responsible for the project is selected directly. The funds are allocated a wide variety of project areas including training itself and the technical team in charge, inputs and equipment, and monitoring and evaluation. In most projects there is technical assistance in the field of the transfer of know how. Other cooperation modalities are the development of materials, the promotion of networks, the compilation of data bases, seminars, and meetings or other sharing activities involving the institutions and organizations in question.

It is evident that the aim at the present time is to jointly construct intervention models that cater to the specific needs of the individual countries, and there is an emphasis on public policies and institutional structures within each country. The regional projects usually involve a basic intervention model that is recommended and this is later adapted to the receiving country's needs.

1.2. CHANGES IN THE PROSPECTS FOR COOPERATION

In the first decade of the 21st century cooperation approaches have been revised. Now there is a shared approach geared to the Millennium Goals and the objectives of other international initiatives, and evaluations have been made of the limitations of previous projects. The current trend is to favour wider projects geared to making a global impact in the areas of sustainable development and poverty reduction. As to training itself, there is a tendency to emphasise the training systems approach, lifelong learning and the quality of institutions. The main areas of intervention can be summarised as follows:

- Holistic or global approaches to training for work, support for a specific sector and for the training system as a whole. A central feature of the programmes is dialogue between public and private actors, not only in training for employment but also among other supplementary actors (health, local development, etc.), and/or the development of legal frameworks for training for work.
- The impact of public policies has become a major concern in international cooperation, with action to implement new public intervention models or to strengthen and improve the quality of existing services.
- There is an emphasis on the sustainability of strategies and on the need, from the very start, for public policies to be sustainable in the future. This involves incorporating other sources of funding and also other strategies.
- The development and strengthening of institutions. Recent projects are utilising institutional quality improvement models and methodologies based on standardised criteria.
- Sustainable development. In some projects there is a special emphasis on social participation and empowerment strategies as a route out of poverty. This is one of the approaches used by the SDC for example. The aim is to contribute to poverty reduction and promote equitable development, and there are three thematic priorities: the development of micro, small and medium enterprises, local governance, and access to public services at the local level.

1.3. COOPERATION APPROACHES IN PROGRAMMES FOR UNEMPLOYED YOUNG PEOPLE

In the area of cooperation for projects geared to unemployed young people, there has been a move away from micro projects that involve an *ad hoc* collection of innovative development strategies and towards the permanent strengthening of institutions, and even the promotion of new alliances. The first cooperation interventions in the region several decades ago included initiatives from religious movements. At that time, when a number of countries in the region were under dictatorships, some cooperation agencies contributed to labour training programmes for young people by financing NGOs in various countries.

The scale of cooperation projects expanded considerably in the 1980s and 1990s, and in some cases this meant national projects on a massive scale. These projects were a response to the need to provide training for growing numbers of unemployed young people in a context of employment crises and increased informality throughout the region.

In general, we can distinguish two main approaches in how international cooperation is channelled to youth unemployment projects: a) training geared to concrete opportunities in the formal sector, and b) other kinds of programmes that are considered “social” and are not linked to employment policies but rather to programmes to combat poverty and/or are aimed at the most vulnerable sectors of the population or people in the urban or rural informal sector.

The first of these approaches included large scale labour training projects of the demand-driven type, which are supported by credits from multilateral agencies, especially the Inter-American Development Bank (IDB). In this stage, ministries of labour came into the picture, as these became the new providers of training. Training centres had to offer courses geared to insertion in the formal labour market, which meant job practice in the workplace, and they were also responsible for assisting young people to find employment.²

The second approach involved courses in the community to provide a source of income for poor sectors. In some cases there were attempts to insert sustainable development models, but very often there were isolated courses in local communities geared to low-productivity informal occupations. This strategy may be effective in providing people with useful tools for their productive lives, but low educational quality (with respect to the parameters of greater productivity and enhanced competitiveness) and a lack of coordination with other education structures did not necessarily contribute to the objectives of lifelong learning or decent employment.

All in all, while international cooperation brought with it innovative approaches to training, support for specific projects with differing rationale and weaknesses as regards sustainability, they did not make a significant contribution to tackling the problems of parallelism or lack of coordination in the education offer.

1.4. SOME INNOVATIONS IN PEDAGOGIC APPROACHES IN LABOUR TRAINING FOR YOUNG PEOPLE LINKED TO INTERNATIONAL COOPERATION

For the last 15 years at least, on-the-job training has been coming to the fore, and more and more labour practice schemes have been introduced. At the same time, more and more socio-labour skills development models have come into operation, and also work placement guidance schemes with an increased emphasis on the post-training phase, in

² This model involves big projects in various countries, and it is still to be found in countries like Uruguay, Peru, Chile, El Salvador and Colombia. It also involves other labour retraining programmes, and more recently the implementation of skills development systems.

particular in terms of consultancy and guidance services for people seeking labour insertion.

Curricular design has been changing too, with the skills-based approach coming more and more into prominence. There are programmes, financed through international cooperation, that aim to improve the ways in which national systems are organised, and they necessarily involve a wide range of actors in the world of work and training. This includes training, certification, and the validation and evaluation of skills. But only in a few countries in the region are there systems to certify labour skills.

Lastly, in an attempt to tackle the high levels of informality in labour markets in the region, some projects involve training geared to organizing undertakings and this includes post-training technical assistance and economic and financial support. The most integrated approaches cater to the need to connect with local development, and also involve legislation and linkages to development programmes to bring local undertakings into the formal market.

1.5. SOME QUESTIONS FOR THE DEBATE ABOUT INTERNATIONAL COOPERATION IN PROGRAMMES FOR UNEMPLOYED YOUNG PEOPLE

In response to the shift in international cooperation towards wider and more complex approaches, we propose some fundamental points for reflection and debate.

- a. To what extent are more integrated and holistic approaches reflected in the concrete action that is actually implemented? In this area it is essential to have more comparative research to gauge the scope and outcomes of these new perspectives.
- b. Given that there are more and more pedagogic innovations and approaches in training itself, what is the sense in persisting with specific training action that is not based on suitable diagnoses of the situation of young people, which does not include modules built around basic and socio-vocational skills, and which do not have a post-course support component?
- c. Is the importance of management and of the relations and dialogue between international cooperation actors and local ones recognised in the formulation and implementation of programmes?
- d. Have the lessons learned about strategies to evaluate and monitor projects, not just as regards their impact but also in terms of the participation of the actors themselves, been incorporated?
- e. To what extent do initial diagnoses take account of the complexities of the macro-social processes involved, and also of the long, difficult transition from education to work that young people in the region have to go through?
- f. Lastly, in spite of the great efforts that have been made, and in spite of the considerable shift in the approaches adopted by international cooperation, and even in spite of the fact that in recent years some socio-economic indicators in the region have improved, there are still inequalities, and they are getting more acute. This brings us to the key question: how can the contribution of international cooperation be optimised in the framework of national, local and institutional development strategies in these countries?

SECTION 2: THE RECENT ECONOMIC, POLITICAL AND SOCIAL CONTEXT OF EDUCATION AND TRAINING FOR WORK IN THE REGION

Jürgen Weller, ECLAC

2.1. INTRODUCTION

The generation of skills and knowledge plays a vital role in economic, political and social contexts and discourse. In the theory of development (endogenous growth, human capital, social cohesion, widening and deepening participation in democracy) and also in development policy (the Millennium Development Goals), it is recognised that skills-generation plays a key role.

In Latin America in particular, in a scenario of economies integrated into the world economy, a long term development strategy for the region requires continual improvement in systems competitiveness, and this means the increasing incorporation of knowledge and innovation into productive processes (the high road strategy). Education and training for work are therefore vitally important in this effort.

Education and training for work is also commonly cited as a key component in the effort to reduce the great inequalities in the region since it facilitates access to assets that make it possible to generate greater income for people from low-income households. However, in Latin America, education and training is failing to meet these expectations, as is evident, for example, from the frequent complaints from enterprises about how difficult it is to find trained staff, the problems of coverage that still persist in many countries, and problems of quality and of inequalities in access to education.

In this study, some recent economic, political and social aspects that favour or hinder the development of these systems are analysed.

2.2. ECONOMIC CONTEXT

If the objectives outlined above are to be attained, a necessary condition, if not a sufficient one, is that the resources available will have to be increased significantly. This means there will have to be a favourable economic context and an efficient tax collection system.

Since 2004, the region as a whole has enjoyed a period of relatively high economic growth. To a large extent this has been based on taking advantage of the favourable world economic situation, and another important factor has been big rises in investment and consumption. Employment has gone up considerably, and unemployment rates have fallen to the levels that pertained at the start of the 1990s. It has to be said, however, that there have been marked differences in these indicators from one country to another.

In the current economic context there is great uncertainty, above all about how deep the recession in the USA will bite and how long it will last, and about the extent to which other countries in the world will “disconnect”. However, the impact in Latin America is not expected to be too severe.

2.3. SOCIAL CONTEXT

The problem, and the challenge, is to improve equity and social cohesion through better access to education for the whole population, to improve the quality of education and training for work, and to tackle the problem of segmentation in educational systems.

The social context in which this challenge will have to be undertaken is characterised by high levels of poverty and marked inequalities. Poverty levels decreased slightly when there was relatively high economic growth, and there were demographic changes and focalised social policies. In 2008, the impact of inflation has been greater on low-income households, and consequently there is a risk of increased poverty and even more of a rise in extreme poverty.

To make matters worse, there are marked inequalities between children and adolescents from households of different income levels and different parent profiles in terms of school attendance, repetition levels and finishing the full educational cycle. There is also great heterogeneity as regards the rural-urban gap and the situation of ethnic groups. For example, secondary school completion rates (as of 2005, approximately) were as follows: 56.7% urban-non indigenous; 43.3% urban-indigenous; 21.2% rural-non indigenous; 17.4% rural-indigenous. In many cases, public education has no system for handling special vulnerable groups, which is why NGOs and community projects play an important role in the effort to include these population sectors.

It seems that inequalities in society in Latin America have a negative effect on the quality of education in these countries. This could be due to the fact that the educational systems in question are segmented along socio-economic lines. The countries are very heterogeneous in this respect; there are some that have no schools in some areas, and others that are geared to total coverage of compulsory secondary education.

2.4. POLICY CONTEXT

It is vitally important to transform the existing consensus about this subject into sustainable, efficient and equitable policies, to improve the taxation system, and to overcome or at any rate attenuate the tendency for social and education expenditure to go in cycles.

Recent taxation yields reflect the fact that tax-based expenditure is less volatile today, and this improves the prospects for maintaining this kind of expenditure in the long term.

Up to a point the emphasis in social policies reflects an increase in social expenditure (due to increases in spending on social security and assistance and on education). But there are still big differences between one country and another, not only in terms of the amounts of resources allocated to these sectors but also in terms of policy design and implementation efficiency. Educational reforms that have been implemented – going beyond the question of coverage – are politically complex because they involve so many stakeholders with divergent interests.

In a number of countries in the region there has been a big change in the policy scenario in the wake of the emergence of governments of the “new left”. These governments typically put more emphasis on education (e.g. literacy campaigns, improved access), but it is not clear whether they have brought about qualitative improvements.

Training for work has undergone important changes, including a widening of its target population. Now this field ranges from ongoing training of trained personnel (in the framework of enterprise strategies to foster competitiveness) to improved employability among vulnerable groups with special problems in accessing labour markets. In various

countries there has been a marked increase in expenditure on vocational training. However, factors like the redefinition of strategic orientation and in some cases management problems have led to a fall in public expenditure in this sector and/or a reduction in the training for work coverage provided.

SECTION 3: NOTES ABOUT TRAINING FOR WORK AND THE ROLE OF INTERNATIONAL COOPERATION IN LATIN AMERICA

Claudia Jacinto, RedEtis, IIEP/UNESCO^{3 4}

3.1. THE BALANCE OF INTERNATIONAL COOPERATION IN VOCATIONAL TRAINING: LESSONS LEARNED

In Latin America in general and in some countries in particular, international technical cooperation played a decisive role in the creation, development and consolidation of institutionalised vocational training, and it has featured strongly in training for the informal sector too. In the 1990s there were changes in the orientation of funds. One aspect of this was that the contribution of multilateral cooperation organizations to national vocational training institutions, supporting *ad hoc* programmes and training for young people and other specific groups, was reduced, and bilateral funds, in particular from Europe, were reoriented to other regions, particularly Eastern Europe.

Credits from multilateral banks accounted for the largest proportion of international cooperation, and these funds went mainly to some key areas like basic education (ministries of education), programmes to fight poverty (ministries of social affairs and/or labour), and labour training for poor, young, unemployed people (ministries of labour). As to the impact on training for work, the profile of these allocations made for diversification in the private as well as in the public offer. A demand-driven training model emerged, this was consistent with public tenders for courses, and resources tended to go to training centres that could guarantee work experience placement for the trainees and enhanced subsequent labour insertion (for further details see Jacinto and Lasida, 2008).

Did the demand-driven approach lead to improved quality and equity in labour training? Evaluations show that these programmes involved some pedagogic innovations, like a more extended utilisation of job experience schemes, and overall they resulted in a slightly higher rate of employment among the trainees. But on the other hand there were a number of weaknesses such as the fact that the new training offer was prone to parallelism with the traditional vocational training offer, sustainability among the training centres that participated was weak, and the courses tended to be situation-specific and isolated rather than integrated into a system.

At the same time, in the field of social programmes to combat poverty, attention to the most vulnerable urban and rural population sectors was promoted. Multilateral cooperation also played an important role in these kinds of programmes, and funds went to ministries of social affairs, NGOs, foundations, churches (especially the Catholic Church), national training institutions, municipal governments, etc., for labour training courses, mostly in traditional trades geared to informal work and/or to set up micro-enterprises. However, these social programmes lacked the necessary technical quality and clarity of objectives as regards insertion into concrete employment (Jacinto, 2008).

³ These notes are reflections based on presentations and discussions that took place during the seminar entitled "The role of International Cooperation in education and in training for work in Latin America". In particular, we have drawn on comments made during the conclusions session and inputs from the two background papers (from RedEtis-IIEP-UNESCO and from ILO/CINTERFOR), and case studies about Peru and Nicaragua. The opinions expressed herein are the sole responsibility of the author. I am indebted to the members of the Working Group for International Co-operation in Skills Development (WGICSD) for their comments, and to the assistants Claire Galante, Sandra Lancestremere and Jorgelina Sassera for their help in systematising the information and translating and editing this text.

⁴ In these notes we have adopted the term "training for work" as an equivalent for "skills development". We are referring to "the development of vocational and technical skills" in line with the wide interpretation of the concept utilised by the WGICSD, which emphasises development through a varied range of institutions and actors in education, training and production systems.

It is pertinent to ask whether this dualism in the programmes did not in fact reinforce a certain degree of segmentation between high level training for competitiveness in sectors integrated into the formal economy on the one hand, and low quality training for poor population sectors on the other. We shall return to this point in due time.

Other sources of cooperation, in particular bilateral sources, were already operating in the region, and they were doing so in a more restricted way by supporting pilot projects, institutional development and technical assistance for governments (GTZ for example), while other agencies like SDC and AECID began to operate with funds of greater scope in some particular countries. At the same time, there was horizontal cooperation between countries in the region, and in fact this has been going on since the beginning of the 1960s. The horizontal cooperation mechanisms developed by vocational training institutions in different countries have been promoted by the Inter-American Research and Documentation Centre on Vocational Training (ILO/CINTERFOR). In a similar way, bilateral cooperation is promoting horizontal cooperation modalities in various programmes (see Weinberg and ILO/CINTERFOR, in this paper). This kind of international cooperation differs from credits from the multilateral banks as regards coverage and amounts involved, but it is still pertinent to inquire as to whether the different logic and perspectives of the two systems might not cause tension between them. We will examine this question in the following section.

In the last decade, and particularly since the Declaration of Paris, concern that action in this area may not be really effective, and about the presence of other cooperating agents, has led to a shift in the way that international cooperation is conceived and operates. There has been a move towards approaches that are more coordinated with national policies and with national development agencies, and towards coordination among these actors at the national level. At the present time there is a proposal to move away from specific projects towards approaches that are more sectoral and would support the permanent institutionalised educational and vocational training offer and/or to focus more on sustainable development in a particular community or location. There are obvious differences between the frames of reference of the different agencies in question, but to an extent their general guiding principles are the same.

Because the importance of basic and general skills is being recognized more and more in training for work, efforts are being made to extend compulsory schooling to the end of the basic secondary education cycle at least. There are also programmes that help young people and adults to finish their primary and/or secondary school cycle, and most of these receive support from international cooperation organizations (in particular from the World Bank and the AECID). Besides this, a number of countries, including Colombia, Mexico, Argentina and Brazil, have embarked on a process of energising and allocating increased investment to technical education.

In recent years the multilateral banks have come onto the scene with a sectoral approach and support for training for work as a system. This has meant that projects to strengthen a technical education system and vocational training have re-emerged, projects like Chilecalifica (supported by the World Bank), the project to modernise technical educational and training in Mexico, and the programme to strengthen technical and technological training in Bolivia (financed by the IDB).

More programmes catering to poor population sectors are using holistic approaches and seeking not only to link quality with equity but also to foster sustainable development at the local level and to improve the quality of life of people and of communities.⁵ Thus, with the decentralisation of public policies there are inter-sectoral approaches at the level of one specific locality, and these include social action, the generation of employment,

⁵ This approach is called "triple relevance" since training should be relevant to the labour market, to the profile of the target population, and to local development needs.

education and production development. This approach has become increasingly connected with bilateral cooperation, in particular from Europe. There have been numerous interesting experiences in this field like Reto Rural in Ecuador and the national labour training programme (ProCap) in Bolivia, which is supported by the SDC: In fact, in the last ten years, the SDC has come to occupy an important position in the region in terms of resources and contributions to innovation in training for work.

In the cooperation from Europe there is also a special emphasis on social participation and empowerment as strategies to combat poverty. That is to say, this kind of cooperation works to support the development of instruments to enable the poorest sectors of the population to make their interests felt and to demand their rights. This approach of basing development at the local level, basing it on the people's needs, also means that diverse cultural groups can be catered to. The capacities of NGOs and local governments to formulate and execute programmes are strengthened. In fact, this approach has become more prominent since the intrinsic limitations of top-down approaches started to be recognised.

Lastly, international cooperation has also contributed to the setting up of systems whereby the impact of interventions can be gauged. There is a need for impact evaluation, and this facet is coming more and more into the system throughout the whole process, from the design phase onwards, with an emphasis on outcomes, impact and accountability. The Logical Framework approach, which was initially developed by GTZ, has gone through various successive versions and is now in general use. In the youth training programmes that are promoted by the multilateral banks, some quasi-experimental impact studies have been used. In addition, particularly in the sphere of bilateral cooperation, it is recognised that there is a need for wider focuses that take account of constant and ongoing feedback from the processes involved and also of the situational and institutional conditions in which the programmes are implemented, and the contributions the programmes can make to community development and improving people's conditions of life. This process has led to recognition that the objective and subjective impact indicators utilised have to be complex.

These new approaches raise two key questions: What dilemmas does international cooperation face when the time comes for implementation? To what extent are these general principles reflected in the concrete action that actually takes place?

3.2. SOME DILEMMAS FOR INTERNATIONAL COOPERATION FACING PROPOSED CHANGES IN APPROACH

As mentioned above, even on programmes of diverse magnitude and scope, the donors are trying to reform their ways of operating in terms of improving and developing coordination among themselves, and of harmonizing national policies. From the start, the projects are conceived with a strong dialogue and pressure group component in an attempt to coordinate the country's policy priorities with the agencies' strategic guidelines. But obviously the scope and form that dialogue takes will vary from country to country and will depend on their individual national traditions, their institutional strengths, their own priorities and their governments' orientations (Jacinto and Lasida 2008). In fact, a series of dilemmas have emerged with regard to these different orientations. These include the following:

- From the agencies' side: the agencies themselves have difficulties in coordinating among themselves, and there are still some approaches that are isolated "by project" in spite of the emphasis on integrated approaches.
- From the side of the coordination between international cooperation and national policies: in these countries there are still different perspectives and different kinds

of action which can even sometimes work against each other, and there are institutional weaknesses that can hamper project execution.

Let us reflect briefly on these dilemmas.

a) There is a need for coordination among donors, but they have different agendas and there are new actors on the scene.

Since the Declaration of Paris, the agencies have emphasised the need to coordinate their activities so as to combine resources, know-how, linkages and coordinated components in projects of greater scope, etc. There have been a number of recent examples of this in the region, involving not only multilateral banks but also bilateral cooperation. However, this "combination of efforts" does not always come about, and some agencies have found it hard to combine their agendas, priorities and action even where there has traditionally been cooperation.

The donors are very diverse in nature and they make up a very complex panorama in which different strategies are in operation. For example, as to initial conditioning factors, the credits from the multilateral banks are granted under guidelines that are more prescriptive, especially as regards the use and administration of the funds and as regards certain components such as evaluation. Bilateral cooperation organizations, on the other hand, are more geared to responding to priorities that have been identified by the countries themselves, and have to try to overcome narrower visions of how their know how should be transferred, as was the case in the past. However, according to their own evaluations they do not always achieve this.

In addition, new actors have emerged such as some Asian countries or other countries in Latin America that are offering bilateral cooperation, like Venezuela for example, or vocational training institutions whose agendas are very different from those of traditional cooperation. This makes for a degree of competition between horizontal cooperation on the one hand and vertical on the other. Enterprises are also emerging as donors, and very often there are foundations linked to enterprises that have large resources to use in the framework of social responsibility. In this heterogeneous context, it is a difficult challenge for the agencies to collaborate and make alliances in which they coordinate approaches without losing their own identity.

b) The priority of aligning action with local policies and the participation of actors, in a context of asymmetries and cultural diversity.

In spite of the fact that agencies may share the same criteria, it is clear that there are differences in approach and emphasis, and these should be examined more closely. We can make a preliminary list, as follows.

Over the years there has been a tendency for the strong leadership that cooperation agencies exercise in the implementation of their interventions to progressively become supplemented or directly assumed by the countries receiving the funds. But this trend towards a more participative management model, or for national actors to take direct control, is not the general rule, and it can cause tension. This tension is often due to asymmetries in the relations between the parties, and it can be present in approaches to action, in the administration of funds and even in evaluation. Cultural differences, policy differences and the technical gap sometimes hamper dialogue with local actors.

The agencies themselves, which have emphasised the sectoral approach (SWAT) rather than project by project support, still sometimes engage in projects that are isolated or that do not meet relevance coordination criteria, partly because the more actors that are

involved the longer and more complex the formulation and execution processes become. Thus, sometimes the tension between "execution" and "coordination" can be acute.

A case study of Peru (see section 5 of this paper) throws interesting light on this matter. Statements by state employees in that country make it plain that there are a number of inconsistencies between the various participation guidelines laid down by the cooperation agencies. In fact, as regards international cooperation, they report that there is little flexibility, no attention to national priorities, deadlines and procedures are not observed, and there is a lack of coordination between the agencies themselves. It is clear that the great new guiding principles in international cooperation are not reflected in these state employees' perceptions. In addition, there is testimony from the agencies themselves about their own institutional instability and fragmentation, as we shall see below (Jaramillo, Valdivia and Valenzuela, 2007, see the summary in this publication).

c) To promote public policies, even though there is little coordination between them.

In the international cooperation agencies' current approach in the region, their role is to "strengthen the state, or in a wider sense, to strengthen national actors". These efforts to strengthen a country may take the form of innovations, initiating new processes, or providing new know how and/or funds. The national actors receiving cooperation are not only ministries of education or of labour but also ministries of finance and the economy, and productive sectors and civil society. The essential modality for international cooperation is that it has to make alliances with actors in the country so as to strengthen their capacities, and support national and local strategies and development policies so as to avoid fragmentation.

However, very often it seems doubtful if there can ever be global coherence among all the various policies of a state, and this seems even more improbable when federalism and decentralisation give way to national, provincial and municipal policies that are sometimes being implemented by different political parties or are based on different ideological orientations. There is another problematic aspect that has come to light through studies in Peru and Nicaragua, which is that in some cases there may be little inter-institutional coordination or collaboration among the public bodies that are involved in training for work. What is more, there can even be a continual power struggle in progress for control of this area. Each institution has its own individual objectives, interests and priorities, and frequently there is no long term vision about what technical and vocational education policies should be. Another obstacle to progress is that training policies are generally accorded low priority in the national context.

Furthermore, what is involved here is not just that organizations are not coordinated with each other, they also have different visions of what training for work is or should be. Thus, for example, in key areas like the organization of skill certification systems, ministries of labour approaches often differ from those of ministries of education, and other organizations of a more social kind that are in charge of programmes to combat poverty tend to promote more traditional *ad hoc* training courses in which this approach is not even discussed. Therefore the relation between countries and donor agencies should be seen in the context of these complexities. If there is no consensus in a country as regards a commonly-agreed approach to some of the questions raised by international cooperation, then what is the proper role of international cooperation?

These same dilemmas arise when it comes to broader issues, such as a country's own development strategy and the commitment to channel international cooperation resources within that strategy. As the case study of Nicaragua shows, there may be scant consultation in the formulation of policies and it may involve few actors. In this situation the government becomes the main actor, and this fosters top-down decision-making processes guided and oriented by a central authority.

d) Collaboration with national policies, faced with institutional weaknesses and policy instability

Cooperation agencies recognise that programme implementation can be hampered by a lack of global consensus about public policies in a country, and very often difficulties arise because of institutional weaknesses as well. It is common for a country, region or locality to have poor management capabilities, and instability in policies or among state employees makes it difficult for programmes to proceed as a lot of effort is needed to strive for coordination and make adjustments, etc.

The case studies about training for work in Peru and Nicaragua shed light on this problematic area. In Peru, international cooperation sources report that state bodies are very active in making proposals but when the time comes for implementation they are not efficient. The key factors in this deficiency are inadequate human resources and a high rate of rotation among civil servants. Other aspects that have been criticised are that international cooperation is often seen as a sort of petty cash resource to meet immediate financial commitments, and that the international contribution in terms of know how is undervalued.

In Nicaragua the execution of policies has been hampered mainly by budget limitations and restrictions on the resources allocated to education and vocational training centres. In the last fifteen years scant resources have been allocated to the education sector, and the shortfall is particularly acute in the area of technical education and training. There have been calls for more effective leadership in government organizations in order to improve coordination with international cooperation. There are so many different programmes and projects that it seems that efforts are being dispersed in different sectors because of changes in administration, a lack of policy continuity, and the rotation of staff from one state office to another, which makes follow-up difficult. The follow-up and evaluation processes consist of mechanisms that are weak and ill-defined so it is very difficult to gauge the effects and impacts of action (Vijil and others, 2008)

As well as this lack of coordination among different policies and weaknesses in implementation, there is another problem in that a country may have a wide variety of diverse geographical, political and socio-economic contexts. This raises another key issue for international cooperation: the need to support efforts to improve institutional quality at the macro, meso and micro levels.

3.3. CONCLUDING REMARKS

The formation of an integrated system of formal education, vocational training and labour training in the framework of lifelong learning seems to be crucially important if training for work is to improve in terms of quality and equity, and if it is to expand coverage and intensify its impact in poor areas as a way to contribute to making a country more competitive. This is the way that the contributions of international cooperation in skills development in the region should go, which would mean leaving behind the dualism of approaches whereby training for competitiveness is separate from training for the fight against poverty. The concept of lifelong learning, which would in some way build training opportunities into a systematic chain of institutions that are formal, non-formal and informal, has great potential for improving coordination among the various components and would be fruitful for the construction of a coherent system of education for development.

The main challenges and problems currently facing international cooperation in the region include resolving the dilemmas involved in the problem of how to make an

effective contribution to national development policies. These problems and challenges include achieving greater coordination among the agencies themselves and with the actors in each country, effectively formulating holistic and sectoral approaches, strengthening actors' management and implementation capacities, and overcoming fragmentation in policies of training for work.

As regards the agencies' relations, the matter of greater harmony with national policies in the different countries is now on their agendas, and action to improve this will take the form of institutional strengthening and strengthening different actors at various levels. However, there will have to be a greater effort in this direction if there is to be greater coherence among different initiatives.

It has to be recognised that the problem of lack of coordination among different government bodies is connected to very complex questions about the structure of public policies and the socio-political and cultural history of the region as a whole and of each country individually. The fact that various different ministries and other bodies participate in the field of training for work would not itself be a problem if it were not for the parallelism in action and tension between the different administrative spheres that hampers progress towards the contribution that an integrated development system could make.

International cooperation could help in this area by supporting the development of a long term strategic vision in technical and vocational education policies while also promoting sustainable development at different levels.

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SECTION 4: THE RELATIONS BETWEEN DONORS AND RECIPIENTS IN THE DEFINITION AND IMPLEMENTATION OF PROGRAMMES

4.1. OCCUPATIONAL TRAINING AND LABOUR INSERTION PROGRAMME (FOIL)

Teresa Esteban, FOIL/AECID

FOIL is a regional occupational training and labour insertion programme in Central America and the Dominican Republic. It is financed by the Spanish Agency for International Cooperation for Development (AECID). The programme is based on three core components: the joint creation of a fund by the Spanish government and the SICA (Central American Integration System) to assist in the financing of core action, in conformity with the declaration subscribed to by the Central American ministries of labour in Tegucigalpa (about the institutional development of public employment services, the harmonisation of occupational training action and the harmonisation of the action of the AECID with the ILO), the integration of occupational training and labour insertion.

FOIL is aimed at young people who are outside the educational system, workers in the informal sector and people from adult literacy programmes. In each sphere of action (regional, national and local) the programme works with vocational training institutions, public employment institutions and adult education systems.

The aim is to reduce poverty through regional integration, to overcome the restrictions on economic and social development in the region and to increase labour insertion in decent employment.

The programme operates in three fields: labour market information management (the creation of a regional labour market monitoring unit that coordinates a network of monitoring units to harmonise methodologies and carry out labour market studies that will serve as the basis for programming occupational courses); the quality of vocational training (curricular harmonisation and development, to establish standards for labour skills, updating, the training of trainers, etc.); and to strengthen employment services (employment portal, the classification of occupations, etc.). In the area of vocational training, the programme involves adapting curricula and proposing new execution systems for them, and promoting inter-institutional coordination and horizontal collaboration among the seven countries participating in the programme.

Different institutions participate at the regional level, such as the network of vocational training institutions and the employment committee of the Council of Ministries of Labour, which was set up through the programme, and whose executive institution is the Educational and Cultural Coordination Body. At the national level there are vocational training institutions, employment boards, adults boards at the respective ministries of education, and technical committees to draw up annual plans for the programme and execute follow-up on the training. Local institutions took part in the development of the pilot programme: these were training centres in priority areas, decentralised employment network offices that are responsible for guidance after occupational training and for the recruitment of the beneficiary population, and adults' centres.

4.2. ProCAP, BOLIVIA

Géraldine Zeuner, SDC

The ProCAP programme was implemented in Bolivia in 2007, with support from the SDC. Its overall aim is to activate the productive potential of the indigenous and peasant economy in the country. This is based on an inter-cultural community education approach, and the objectives are to foster gender equity and environmental and economic stability with the focus on self-employment and citizenship.

The programme involves training offers in specific fields in line with the productive potential of each local area, it promotes the development of community ethno-ecotourism through training offers in handicrafts, gastronomy and the tourist guide area, and it also involves work on systematising and evaluating experiences and the training of facilitators for alternative education.

The training offer is coordinated with the productive activities and vocations of peasant families, the participative construction of curricula by areas of intervention and the integration of humanistic training with technical training. Community education is also provided for families that produce and semi-attendance education courses with secondary level technical certification for young people and adults at alternative education centres.

In addition, the programme works on strengthening public institution policies, which involves Ministry of Education support and the establishment of a labour skills system. Spaces for dialogue and inter-learning between technical and alternative education have been implemented. Thus the goal of ProCAP's work is to match the demand with the offer by creating networks at the municipal level.

Some of ProCAP's main achievements in 2007 were as follows:

- 46 communities in the process of training in agriculture-related subjects.
- 46 communities in the process of training in livestock-related subjects.
- 12 communities in the process of training in community ethnic eco-tourism.
- 32 technical strengthening offers and 15 more defined at sectoral committees in 12 municipalities.
- 12 educational projects in 8 municipalities in the department of Chuquisaca.
- The definition of skills in 10 occupational areas, a process carried out with 70 workers.

ProCAP is faced with a number of problems or challenges, including the following:

- To create synergies for a holistic approach. Training is not a sufficient condition for employment, and inter-sectoral connections must be given due importance.
- There are methodological and ideological inconsistencies. It is difficult to maintain a participative approach if there is no common base.
- It is difficult to put the principles of the Paris Declaration into action in a context that is public-private and with beneficiaries who have concrete expectations. There is also the question of which body or organization should be in charge of the process (the national government, municipal authorities or the beneficiaries themselves).
- Sustainability is not easy in a context of many political changes.

4.3. SES FOUNDATION, ARGENTINA

Alejandra Solla, SES Foundation

The mission of the SES Foundation is to promote and develop different strategies to foster the social inclusion of adolescents and young people with limited opportunities, working from the perspective of rights. The organization's acronym, SES, stands for its three values, which are Sustainability of its commitment to future generations, Education seen as the driving force of development, and Solidarity as a basic component of social integration.

The mission of the SES Foundation is to promote and develop different strategies to foster the educational, social, political and economic insertion of impoverished adolescents and young people. The institution also aims to promote and contribute to the development of social organizations specialised in youth with limited opportunities by supporting work initiatives for young people, to contribute to the effort of sectors of civil society and to design, systematise, develop and disseminate different work technologies derived from practice to make it possible to subsequently replicate them in other regions.

It works in a network with twenty NGOs from all parts of the country and intervenes on a consultancy basis in public bodies and international institutions such as the Argentine Ministry of Education and the World Bank. Through the NGOs the foundation is also in contact with provincial governments and municipalities, and in addition it has made alliances with the youth area of the IDB, the United Nations Children's Fund (UNICEF), the Organization of Latin American States (OEI), the Latin American Youth Organization (OIJ), the AVINA Foundation, and private enterprises like Manpower and Autopistas del Sol.

One example of the foundation's work is the Navegar Sur programme, which was in operation from 2003 to 2007 and was financed by various organizations, particularly the International Youth Foundation. The aim of the programme was to improve labour insertion possibilities for young people below the poverty line by training them in information and communication technologies geared to specific market niches in economies in the region, and to promote a model of alliances to assist in providing a response to the labour situation of young people. The programme made alliances with local organizations, entrepreneurs' councils, local actors and other institutions committed to promoting labour insertion for young people. The Labour Training Groups strategy was utilised, whose basic principles are a) criteria of scale, b) alliances between community organizations and enterprises and institutions committed to fostering youth employability, c) adaptation to market niches in accordance with local contexts, and d) effectiveness to attain labour training and integrated growth objectives for young people inserted in their communities.

As regards the organization's international cooperation prospects, it emerges that in spite of the finance that was provided the initiative failed to reach the most vulnerable population sectors with integrating strategies that considers them as subjects rather than as beneficiaries.

The foundation's view is that there is asymmetry between donors and recipients in which the former find it difficult to recognize the communities' own resources. There were also difficulties in developing the inter-sectoral approach due to tensions between enterprises and politicians, and to the fact that the actors the intervention was aimed at did not participate in implementation. In addition, there was tension between the local and the national levels on the question of the scale of cooperation resources, which tended to agglutinate at the macro level. Besides this, very often it was not known at the local level what the demands of the productive sector were or what the vocational training offer was.

4.4. CONTINUING VOCATIONAL TRAINING, ARGENTINA

Ana Catalano, Ministry of Labour, Employment and Social Security of Argentina

This programme, which began in 2007, is focused on the educational deficiencies and vocational training of active employees, and its aim is to reach 600,000 people per year. To attain its objectives, the programme seeks to improve quality in the vocational training system and assist people to complete their primary or secondary education cycle.

The objectives of the programme are as follows:

- To lay the foundations of the National System of Continual Vocational Training (SNFPC) and develop its main components, which are a regulatory framework to support the SNFPC, the institutionalisation of social dialogue about quality employment and relevant training, the institutionalisation of practices in the area of enterprise social responsibility, and continual training in enterprises.
- To widen access to training to cover the whole of the economically active population (EAP) by strengthening the network of institutions and through training and employment policies.
- To provide fair access for vulnerable groups to decent employment and continual training.

The goals of the programme are as follows:

- To establish the main components of the SNFPC as the regulatory framework that recognises and coordinates continual training,
- Installed capacity in the SNFPC to cater to 3.11% of the EAP per year with national coverage that is federally equitable,
- 50% of labour insertion for the beneficiaries,
- Quality employment for the beneficiaries of the programme,
- Social dialogue among the actors on training and decent employment subjects,
- Inclusion processes for vulnerable groups.

The programme was designed with an integrated approach and it works with four components: vocational training and certification based on labour skills standards, levelling and the certification of studies for lifelong training, the strengthening and consolidation of the information and management monitoring system, and the promotion of training and labour inclusion modalities for young people. The aim of this last component is to generate opportunities for social and labour inclusion for young people aged 18 to 24 through training experiences and job practice in workplaces, to strengthen and specialise installed capacities in municipal employment offices, to cater to the young population and to the development of small and medium enterprises, and a system of practices in public organizations in each productive chain.

The aim is to create a system of continual training for a society in which the innovation, enterprise and training systems must amalgamate. Vocational training systems must become agents of innovation, like universities.

The programme was designed by experts at the Ministry of Labour and submitted to the World Bank with a request for funding. There the programme was analysed and discussed and no changes were made to the design. This is an example of how lessons can be learned from international cooperation.

In the presentation it was stated that the development banks have a vision of improving systems that emphasise effectiveness in the use of resources. This can be summed up as

cost effectiveness, and it may be a significant conditioning factor in the development of accumulative processes.

4.5. FE Y ALEGRÍA (FAITH AND HAPPINESS), BOLIVIA

Janeth Cala, Fe y Alegría

Fe y Alegría is a non-governmental organization whose objective is the formal and non formal education of socially marginalised children, young people and adults. It is a Catholic Church integrated popular education and social promotion movement that works with different congregations and lay actors, and its action is coordinated with local, departmental, national and international institutions and organizations. In 2007, Fe y Alegría had more than 1,300,000 students and participants in the region, it has 1,832 centres and it is present in 16 countries in Latin America (Argentina, Brazil, Bolivia, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, Panama, Paraguay, Peru and Venezuela) and in Spain (Entreculturas).

It has a network of basic and vocational agricultural and technical schools, community education centres, recreation camps and youth training and training for work centres. It operates permanent training programmes for teachers, it produces educational materials for teachers, communities and students, it provides radio education courses, and it seeks to foster education to prepare people for life and for productive work.

In the education and training for work programmes currently supported by international cooperation the IDB intervenes in the formulation of an innovative methodology to improve quality (El Salvador, Ecuador and Bolivia), the government of Bizkaya does so in the labour insertion area (Venezuela, Ecuador, Peru and Bolivia), and the government of Navarre in education in technology.

In Bolivia, programmes to update and strengthen alternative and vocational technical education have been implemented for different management areas and target groups. Four lines of action have been employed on these projects: centres that have a curriculum; technical, pedagogic and human training for teachers; equipment; and a network for working jointly.

The main provider of funds is the Bolivian state, which supports the programme by paying the teachers' salaries, but international cooperation also contributes in different areas. The Japanese embassy provides assistance for infrastructure and equipment, intermediate agencies like Entreculturas and Intermon Oxfam are involved, and enterprises like Holding Simon España and Red Eléctrica de España provide funding which is invested in infrastructure for technical centres that offer training in the electricity area in Bolivia and Peru. International cooperation agencies (AECID – DANIDA) and autonomous governments (the Basque Country and Valencia) also contribute.

The following levels of intervention have been achieved:

- Alternative technical education: 30 centres and 10,000 participants,
- Vocational technical education: 12 centres and 3,600 participants,
- Technical inflexion centres (which have a humanistic final certificate and technical specialisations): 9 centres and 4,500 students,
- Special education: an occupational training programme to prepare young people so they can develop technical skills.

4.6. SITEAL-IIEP-OEI, ARGENTINA

Néstor López, IIEP/UNESCO Buenos Aires

The System of Information on Educational Trends in Latin America (SITEAL) was initiated in 2003 jointly by the UNESCO International Institute of Education Planning (IIEP – UNESCO, Regional head office Buenos Aires) and the OEI. The material produced by the SITEAL is disseminated through its web site: www.siteal.iipe-oei.org.

The aim of this information system is to provide follow-up on the educational panorama in Latin America in the context of the far-reaching economic and social changes that have been taking place in the region, so as to contribute to the development and strengthening of social and education policies to provide quality education for all.

The SITEAL strategy is as follows:

- To analyse trends using a group of representative indicators that capture the main dimensions of the social and education situation.
- To capture the complexity of the diverse social situations that are coming into being in the region, with an emphasis on the heterogeneity of contexts in which the educational system has to operate.
- To identify new social and educational phenomena by an ongoing analysis of information.
- To advance substantiated hypotheses about future scenarios that can be used to guide education decision-making in the medium and long term.

The strategy adopted to pursue these objectives is to systematise, produce and analyse the quantitative information produced by various public bodies in the Latin American countries.

Since 2008 the SITEAL has been working jointly with the Latin American Institute for Innovation in Education for early infancy and the rights of the child, to construct, systematise and analyse an integrated system of standardised indicators about early infancy from the perspective of rights, using many sources of quantitative information in countries in the region. The objective of this system to monitor trends and provide follow-up and analysis is to create national and region-wide agreements about what should be and what can be achieved in the area of the rights of young infants, so that states, families and civil society can make an increasing commitment to working towards these targets.

The SITEAL is geared to an extremely heterogeneous spectrum of users whose common denominator is an interest in social and education matters in the region. These include government officials, professionals and experts at different administrative levels in education, legislators, opinion-makers, supervisors, directors, teachers and students at different levels of the system, social researchers and journalists.

The information production of the SITEAL is based on the very exhaustive use of household surveys. The SITEAL has made agreements with organizations that produce statistics and thus has access to micro data from household surveys in 17 countries in the region, in historical series that go back to 1990.

Since 2007, the SITEAL has been working on access to population census data from 16 Latin American countries, and it has been producing and using geographical maps that show social and educational information. In 2008, information about international and regional quality tests have been incorporated into the SITEAL analysis.

All the information the SITEAL produces is available on-line and can be accessed free of charge via the Internet. The SITEAL data base allows cross country comparisons to be made because there is a set of standardised indicators based on numerous sources of quantitative information about these countries. In addition, there is a statistical summary of each section that presents a selection of indicators broken down by year and region. There is an annual publication, the Report on Social and Education Trends in Latin America, whose aim is to promote discussion about the coordination between social and educational processes based on an analysis of the quantitative information generated by official bodies. There are also debates by specialists, bulletins and virtual forums.

SECTION 5: NATIONAL CASES

5.1. SKILLS DEVELOPMENT POLICIES IN PERU: THE ROLE OF NATIONAL AND INTERNATIONAL ACTORS

Néstor Valdivia, GRADE

This presentation summarises the results of the case study on Peru: "Skills Development Policies in Peru: the role of national and international actors", which was produced by Miguel Jaramillo Baanante, Néstor Valdivia and Jorge Valenzuela. The complete study is available at the WGICSD web site: (<http://www.norrag.org/wg/country-studies.php>).

5.1.1 Peru in the 1990s: attempts at reform and a new approach to skills development

Throughout the 1990s, the Ministry of Education (MED) experimented with far-reaching changes in its organizational structure and in the orientation of its policies. In 1993, in a report called "General Diagnosis of Education", three main problems in education in Peru were identified, namely low quality, inequity and inefficiency. From this point on, one of this Ministry's main concerns was the quality of education. In this period there was also a break with tradition in that constructivism and the skills-based approach were introduced. This shift in focus applied not only to basic education but to technical education and vocational training as well. At the latter levels, programmes promoted by international cooperation agencies like AECID and SDC-CAPLAB were very important in disseminating the new approach.

A milestone in the reform of technical training was a programme entitled Design of the Technical Education and Vocational Training System, which was funded by the AECID. This programme was initiated in 1993 and it had three core development components: the definition and submission of a technical education and vocational training model, the development of a National Catalogue of Titles and Certifications, and a strategy to plan the educational offer based on socio-economic and education information. The aim of the proposed model was to modernise technical education by reorganising the system, and re-defining vocational profiles and educational content. In addition, the new model was designed to avoid excessive specialisation, to provide more versatile teaching and to adopt a flexible module structure which made it possible to combine training in the education centre with training in the workplace and the ongoing and permanent upgrading of skills. In this model technical vocational training had two curricular components: basic training and specific vocational training. The latter was organized in a module structure and imparted the aptitudes, skills and knowledge for a trade. However, this attempt at reform ran into problems when the time came to move from the design phase to implementation.

There are differences in the ways that institutions think the skills-based approach should be applied. According to the Ministry of Labour and Employment Promotion the application of this approach involves a skills standardisation and certification system at the level of production sectors. These are supposed to guide training so that the offer can be correctly oriented. But on the other hand, the Ministry of Education leans more to global rather than sectoral reform, and proposes that courses be organized in modules. Thus the Ministry of Labour vision is that diverse social actors should be involved in the area of training, and enterprises should play a greater role, while the education sector view is that training should remain exclusively in the domain of the Ministry of Education except for necessary coordination with the labour sector.

International cooperation had two recurring problems in its relations with the Ministry of Education. First, the state had neither the technical nor political capacity to negotiate the

terms of support and assistance, and second, it did not have the capacity to adequately manage the budgets involved. The first problem still persists, and the second led to the institutional reform that in practice was implemented by a parallel administrative unit in the Ministry that was in charge of managing the cooperation funds and finance from the multilateral banks.

5.1.2. Diagnosis of the training market

Post-secondary education and training systems suffer from serious problems as regards the quality of their offer, and this has an impact on the effectiveness of investment in training. The general low quality of vocational training is connected to four factors, which are that there is great heterogeneity in the quality of the individual institutions in question, training is not well adjusted to meet the labour demands of the productive sector, there is little or no supervision or regulation, and information systems about the demand for training are lacking. It is true that the market is dynamic and expanding, but this lack of information or regulation may lead to losses of private and social well-being.

There are a great many training providers and programmes, both formal and informal. At the secondary education level these include secondary schools of the technical-CSVT type. At the post-secondary level there are sectoral training services for industry (National Service of Occupational Training in Industry - SENATI), construction (National Training Service for the Construction Industry - SENCICO), telecommunications (National Institute for Research and Training in Telecommunications - INICTEL) and tourism (National Training Service for the Tourism Industry - CENFOTUR), as well as higher education institutes that are technological (ISTs - Higher Technological Institutes) or for teachers (ISPs - Higher Pedagogic Institutes). Outside the academic hierarchy and disconnected from it there are Vocational Education Centres (CEOs), which recently started the transition to a new model which involved a change of name to Technical-Production Education Centres (CETPROs). Admission to a CEO or a CETPRO is not conditional upon any educational requirements.

There are training offers outside the formal system as well. These include public training programmes, extension programmes offered by universities, on-the-job training by enterprises and NGO programmes, the quality of which is very varied. Recent studies show that training offered by enterprises is not generalised.

The challenges confronting training policies are clear: the quality of training has to be improved throughout the system and access to training has to be expanded to give quality coverage to the poorest sectors of the population. There is a general consensus that a medium and long term national plan that establishes basic guidelines for training policies is needed. One obstacle to this is that policies to develop skills are given relatively low priority in the country.

5.1.3. Skills development policies

There have been a number of separate initiatives with little connection between them and pilot experiences that have tested training models, but these have not managed to gel into a coordinated general vocational training policy. In this context, the Ministry of Education and the Ministry of Labour, with support from SDC-CAPLAB, have promoted an important initiative to define a long term strategy in the field of training. This was set out in a document entitled "Guidelines for Vocational Training Policies in Peru", and it has been ratified by both Ministries.

This research project was a study of the design and development of a vocational training system. The resulting products include a national offer accreditation system, the

implementation of vocational training curricular-based labour skills standards and a progressive and flexible module approach, and the creation of a regulatory and institutional framework to sustain and develop policies in this field. Similarly, this would include programmes geared to disadvantaged population sectors, socio-labour monitoring units in the regions, and education and employment policies in function of the system. This document provides a good basis for the development of a group of long term policies, a task which, as was mentioned above, still remains to be tackled.

While there has been no state policy for vocational training, and there have been experiences of excellence with the capacity to adapt to the market, like the SENATI and the PROJoven programme for example. At the present time the SDC is supporting an initiative to provide the basis necessary for the construction of training policies: the Programme to Support Vocational Training for Labour Insertion (APROLAB). The aims of this programme include the establishment of a system of training in the country. Nevertheless, this still needs a commitment from the state because the implementation of training policies requires considerable resources.

SDC-CAPLAB and more recently APROLAB have promoted joint work with the Ministries of Education and of Labour, and they serve as a bridge between the two bodies. The Ministry of Education is currently setting in motion two large-scale initiatives to improve training quality, first, the process of converting the CEOs into CETPROs, with a module framework and based on skills, and second, the process of revalidating the ISTs. Progress is also being made on implementing the National System for Evaluating, Accrediting and Certifying Educational Quality. The Ministry of Labour and Employment Promotion has various training programmes for disadvantaged groups, for employed as well as independent workers. There has also been a pilot experience in labour skill standardisation in the clothes manufacturing sector.

Comments on the document "Skills Development Policies in Peru: the Role of National and International Actors – GRADE" by Norma Añaños, CAPLAB.

According to this study, the responses to the increasing demand to modernise vocational training have meant improved coordination between the training offer and the labour market, the development of focalised pilot programmes (which make it possible to identify vulnerable population groups), greater participation from the private sector and NGOs, increased investment from international cooperation agencies, and new legislation with participation from the sectors involved. However, it is clear that the proposed measures have been given low priority and are disconnected from each other. Therefore it is vitally important for the state to make a commitment and publicly affirm the need to reform vocational training. This affirmation has to be backed up by transferable knowledge derived from systematised experiences, process monitoring or guidance by key actors like the unions and entrepreneurs, and a commitment to develop capacities. Investment in vocational training and labour training requires changes in people's culture because at the moment training is not valued. In addition, a consensus with the productive sectors will have to be reached (including co-financing from these sectors), and there will have to be more public investment and private participation in which the poorest and most excluded sectors of the population are given priority. Besides this, relevant and good quality lifelong vocational training must be assured, and it must be possible to replicate good practices in cooperation agencies. The definition of skills requires management of the centres themselves and greater flexibility as to how accounts of the effects of training are rendered. In this respect, the role of cooperation in innovation and the application of innovative experiences are important.

Research into this matter has shown that state bodies are very active in drawing up plans and proposals, but not at all efficient in implementing them. Numerous documents are produced and discussed, but when the time comes to act they are not implemented

effectively. To make matters worse, regional offices of the Ministry of Education are very severe with training centres and tend to suppress any innovations.

5.1.4. The role of international cooperation

Regional cooperation has played a key role in the design and implementation of skills-development initiatives. The importance of this role is blurred by the fact that its contribution amounts to only a small part of Ministry budgets. But in many cases the funds from international cooperation (including loans from multilateral institutions) are the main source of finance for new initiatives or policies that are in the pilot phase or not yet fully implemented.

Since the 1990s, many international cooperation organizations have worked in the training field, and among them the SDC, the AECID and the European Union have been particularly prominent. The SDC has played an important role through its CAPLAB programme which has supported concrete experiences of modernising the CEOs, and this has benefited the users, who are mostly young people from poor homes.

However, the relations between the Peruvian state and international cooperation organizations is still asymmetrical as regards financial power. The Peruvian state frequently criticizes the international cooperation organizations for their rigidity and their tendency to offer pre-designed programmes. But what is worse is that there is no clear idea of what role international cooperation should be playing in the country.

The international cooperation organizations, on the other hand, complain about Peru's limited capacity to take advantage of the resources available because situations are unclear and policies lack continuity. This is connected to the fact that the Peruvian state is not clear about its development objectives, and to the fact that many middle and high level government officials tend to rotate from one post to another within the administration. Another obstacle to greater effectiveness in this field is that management capacities at the intermediate levels of public administration are weak. Other criticisms are that there is a common perception in the administration that international cooperation is just "petty cash" that can be used to meet financial emergencies, and that the contribution these agencies can make in terms of knowledge is under-valued. Lastly, the staff of international cooperation organizations recognise that there is a lack of coordination among these agencies themselves, which has been a problem. At the present time a much more conscious effort is being made for agencies involved in the same areas to coordinate their activities.

5.2. SKILLS DEVELOPMENT AND LABOUR COMPETENCES POLICIES IN NICARAGUA (1991-2006): THE ROLE OF NATIONAL AND INTERNATIONAL ACTORS

Melba Castillo, CIASES

This presentation is a summary of the outcomes of the case study “Skills development and labour competences policies in Nicaragua (1991-2006): the role of national and international actors”, which was prepared by Josefina Viril, Melba Castillo, Nadia Vado, Patricia Elvir and Vanesa Castro. The complete study is available on the WGICSD web site (<http://www.norrag.org/wg/country-studies.php>).

5.2.1. Context

In Nicaragua, with the arrival of a new government in 1990, there were structural reforms including trade opening, the liberalisation of the financial system, the

Comments on the document “Skills development and labour competences policies in Nicaragua (1991-2006): the role of national and international actors.” By Dámaso Vargas, INATEC

In a self-evaluation, INATEC made the following diagnosis: Nicaragua as a country is eminently rural in nature, and its vocational training centres were designed to work with assured workers, who are concentrated in urban areas. There are no training policies for the rural sector. The private sector is geared to the administration and the economy. There is no investment in training for the rural sector, in construction or training young people for development industry because this is so unprofitable.

In the light of this diagnosis, INATEC resolved to reorient its action, which meant investing in infrastructure and equipment for its centres. The aim of this approach was to offer short term training, to make requirements more flexible and to make changes to content. An effort was also made to identify the demand by using sectoral round tables that involve the private sector, cooperatives, small and medium enterprises, the peasant sectors, women and unemployed young people.

CAPLAB provided support to implement the institutional strengthening programme and to identify and replicate successful experiences. There was also an SDC employability programme for young people and a programme for women on the land called “Zero Hunger”. All this shows that INATEC systems have changed and training is now accompanied by credits and technical assistance. This involves working jointly with different government ministries.

deregulation of goods and services markets, a reduction in the role of the state, the privatization of public enterprises, and the implementation of stabilisation and structural adjustment policies. All this meant that the resources available to meet social demands were reduced.

The economy has lacked dynamism, and this has hampered greater incorporation into the labour market of the working-age population. This is reflected in the fact that a higher percentage of the employed population are still in the informal sector. There have also been big demographic changes: the 15-64 age bracket increased from 51.4% in 1995 to 58.4% in 2005, and this should

have been an opportunity for the country as there are now more people of working age and fewer who are economically dependent.

5.2.2. The formulation of skills development and labour skills programmes

The governing body of the National Technological Institute (INATEC) has not functioned well, and there has been little dialogue, discussion or analysis of technical education or vocational training policies. Policies were formulated without prior consultations with the executive agents, beneficiaries or other actors; that is to say they conformed to the “top-down” model, and the government became the main actor. There was little space for

analysis or the construction of skills development or labour skills policies at the education boards, and the technical education and vocational training board hardly functioned at all.

In addition, there were difficulties in executing policy action, due above all to budget limitations and restrictions on the resources allocated to the centres where the educational offers were executed. The annual budget allocation for education came to 4% of GDP, while in neighbouring countries like Honduras the figure was between 6% and 7%.

As an institution, the INATEC is weak at the central and local levels when it comes to implementing skills development or labour skills policies. What is more, the organization's centres have lacked the autonomy to deal directly with international cooperation organizations on matters of funding. Moreover, there have been other negative aspects like the lack of a labour certification system, instability in the administration, and the fact that trained government officials tend to rotate around different departments, which negatively affects policy continuity.

There are not enough suitable mechanisms to evaluate impacts or provide information to improve outcomes, in other words sufficient follow-up mechanisms are lacking, as are instruments to gauge the labour insertion situation of people who complete training.

5.2.3. The technical education and training sub-system

Training is accessible for workers and enterprises as it is shorter, less costly and more specific than technical education. The offer of courses has grown so much that there has been a detrimental effect on technical training, and consequently the people who have benefited from these policies are not those who are most in need. A curricular change based on labour skills was announced, but in fact training and technical courses still do not have curricula based on this approach. There are various reasons for this: a) training offers do not always respond to local demand or the needs of the labour market; b) the practical component in the training offers still does not meet national or international quality standards; and c) in most centres the equipment available is not suitable.

On technical courses, men tend to be concentrated in the agriculture-forestry, industry and construction sectors, while women tend to be in the trade and services sectors. Fewer women than men enter technical education and their drop-out rate is higher because of pregnancy, the demands of the home or economic problems. Women are more likely to take technical courses (85%) than higher technical courses (15%) because in this way they can enter the world of work more rapidly. It has been found that gender is not usually a criterion when scholarships for higher technical courses are awarded.

5.2.4. The situation of excluded people

The number of people who are excluded from these policies is greater than the number who benefit. There is great demand for technical education and training but the offer is relatively limited and access is difficult for sectors of the youth population. The main factors behind exclusion are that the courses have some academic entry requirements, registration on the courses has its cost, and nearly half the population are living in poverty. Young people in rural areas have limited opportunities to access technical education, and opportunities to obtain scholarships are few and far between.

Young people and adults who have dropped out of the primary and secondary education sub-systems are also excluded since they do not qualify for technical or vocational

studies. People who are illiterate are excluded as well, even though they may have empirical knowledge or experience in some specific skill or activity.

Another aspect of the problem is that the unemployed cannot opt for training through the INATEC since they do not belong to any enterprise that provides such training and they do not have the economic resources to finance the offer. This economic limitation also affects workers in micro and small enterprises. To make matters worse, enterprises very often give training priority to their executives rather than to employees who are not so well qualified.

5.2.5. The actors in policies

5.2.5.1. National actors: public institutions

The main actors who promote skills development and labour skills policies are INATEC, the Ministry of Education (MINED) and the Ministry of Labour (MITRAB). The main actors involved in technical training are the Ministry of Natural Resources and the Environment (MARENA), the Ministry of Agriculture, Livestock and Forestry (MAGFOR), the Ministry of Public Works, Industry and Commerce (MIFIC), the Nicaragua Tourism Institute (INTUR), the Institute of Rural Development (IDR), the Nicaragua Institute of Agricultural Technology (INTA), the Nicaragua Institute of Support for Small and Medium Enterprises (INPYME) and the Nicaragua Youth Institute (INJUVE).

The study shows that there is little inter-institutional coordination or collaboration. The institutions do not share a common vision, on the contrary, they each have their own different objectives, interests and priorities. Nor is there a vision that would make it possible to establish technical and vocational education policies for the long term. There needs to be clearer definition of the institutional structures involved and their scope, and also the spaces for dialogue that have been created in this area need to be consolidated.

5.2.5.2. National actors: private institutions

These actors participate in policy making through the Higher Council of Private Enterprises (COSEP), which has been a member of the INATEC governing body since 1991. But these actors have shown little interest in constructing policies or providing support for curricular design, and there is little synergy between the public and private sectors for constructing inter-institutional programmes or plans. At the local level there is a closer relation with the private sector, but this is very heterogeneous. The sectors where participation is greatest are tourism and the hotel trade.

5.2.5.3. International actors

Policies are supported by a number of agencies like AECID, SDC, GTZ, the German Social Cooperation Service (DED), the United States Agency for International Development (USAID), Lux-Development, the ILO, the United Nations Industrial Development Organization (UNIDO), UNICEF, the IDB, the World Bank, the European Commission, CARE, and the governments of Norway, Holland, Japan, South Korea and Taiwan. Some of the above provide direct support through the INATEC, others operate through the Ministry of Education or the Ministry of Labour, and others work directly with centres that are members of the INATEC or other local organizations.

This analysis points to the need for more effective leadership and follow-up on the part of the educational authorities if the country is to take better advantage of the support received, because it is evident that resources are widely dispersed among projects for

different sectors. Moreover, there is no space for dialogue with international cooperation organizations where the different programmes and projects could be coordinated (harmonised and brought into line). International cooperation has been important in the development of some sectors like tourism and hotel projects, for example, where there has been a greater concentration of support in recent years.

5.2.6. Conclusion

This research has revealed that there is a lack of adequate coordination among different government and non-government institutions, and that there is no long term policy vision to guide technical and vocational education to enable it to develop into a sub-system that effectively responds to the training demands of young people. In general, technical education is not seen as something socially or economically important, and this image acts as a disincentive for its potential users and contributes to a lack of interest in coordinating public and private activity in this field.

SECTION 6: APPROACHES FOR MONITORING AND EVALUATING PROGRAMMES IN THE FIELD OF EDUCATION AND TRAINING FOR WORK: THE ROLE OF RESEARCH

6.1. REFLECTIONS BASED ON THE IIEP EVALUATION EXPERIENCE

Nerio Neirotti, IIEP/UNESCO Buenos Aires

Two cases were presented in which IIEP-UNESCO featured as an external agent and methodological consultant for the development of evaluation.

1. Evaluation of the 2001-2005 Institutional Strategy of Ayuda en Acción (Assistance in Action).
2. Evaluation of the W. K. Kellogg Foundation "Integrated Groups of Projects" (new initiative).

6.1.1. Evaluation of the 2001-2005 strategy of Ayuda en Acción

Ayuda en Acción is a development NGO of Spanish origin. Today it is one of the main Spanish non-governmental international cooperation organizations and it has more than 190,000 supporters.

In Latin America it is involved in different projects in Bolivia, Colombia, Ecuador, El Salvador, Honduras, Mexico, Nicaragua, Paraguay and Peru. It intervenes at the local level (in local development areas) and also at the national level (influencing policies) and internationally (networks and campaigns). In the field of training for work its lines of action are to strengthen efforts to give dynamism to local economies and to support training geared to the sustainability of development processes by improving people's technical and vocational capacities, training leaders to promote progress in their communities and training to strengthen communities' participation in policies that affect them.

The most important change, as regards local actors, was the shift from seeking assistance to seeking action to support development with individual and collective actors playing a greater role in the process.

- Donors and beneficiaries: there must be a change from a vertical relation to a horizontal one.
- Partners and donors: backers should become co-responsible through the application of the "solidarity link" model.
- Voluntary groups: these should change from being collectors to being agents who raise awareness.
- Local counterparts: these must change from recipients of finance to strategic partners.
- Other NGOs: these must change from being in competition or indifferent to joining in the search for a shared vision.
- Governments: these must change from indifference or being in competition to involvement.

The change from providing assistance to strengthening individual and community capacities generated a boost for local development processes and made the social actors involved more visible and it involved promoting networking, platforms and coordinators; changing the North-South relation into one of solidarity; helping to replace paternalism with "solidarity links"; the development of strategic alliances with local counterparts, and the mobilisation of civil society through involving volunteers.

6.1.2. Evaluation of the W. K. Kellogg Foundation "Integrated Groups of Projects"

This foundation intervenes in three priority geographical areas in Latin America and the Caribbean which were selected because of their high concentrations of poverty. These are 1) Mexico, Central America and the Caribbean; 2) the North-East region of Brazil; and 3) the Andes areas of Bolivia, Peru and Ecuador. More than 60 integrated groups of projects were implemented in local areas in which the efforts of various organizations and donors come together.

The aim of the programme is to work with young people as agents of change, responsible not only for their own future but for that of the community. The integrated groups or clusters of projects are geared to human, social and productive capital development strategies. Alliances have been made with other institutions in the public and private sectors and in civil society.

6.1.3. Final reflections based on evaluation tasks

These evaluations were made in organizations involved in interventions at the local level. The proposal in both cases, albeit with different approaches and different experiences, was to shift from an assistance intervention model to a paradigm of the development promotion type, that is to say from an approach in which the recipient is a passive agent to one in which the actor receiving support becomes an active protagonist in development.

The evaluations led to the following conclusions:

- Programmes of education and training for work need to be coordinated with other interventions (basic education, health, employment generation, production, citizenship training, local development).
- Education and training for work must respond to demands that have their roots in a wide range of diverse socio-economic and cultural contexts (from universal remedies to attention to diverse groups).
- Intervention has to be a coordinated effort involving different actors. These are the national government, actors from the private sector, NGOs, community organizations, the world of academic research and production, and various donors and development agencies.
- The knowledge acquired from experiences has to be transferred in different ways (flexible models).
- The processes of education and training for work have to be constantly updated and must be sustainable.
- Influence on public policies and institutional structures in the country.

6.2 PROGRAMME EVALUATION MODELS IN LATIN AMERICA

Claudia Jacinto, RedEtis, IIEP/UNESCO

6.2.1. Approaches to evaluation

In Latin America there is concern about the lack of systematic evaluation, and even when there are evaluations they are fraught with technical weaknesses, political tensions, institutional difficulties and the fact that institutions have narrow visions of the context.

In the last 15 years the logical framework model for the formulation of projects has been adopted. This model emphasises the nexus between the main components of the design of the project such as identifying the problem and the target population, the strategy to adopt, the goals, the main products and activities to be included, and the suppositions and external factors that will have an influence on the project. In this model the evaluation parameters are established at the design stage. This approach has led to a considerable degree of standardisation in evaluation strategies, although the approaches adopted in these strategies differ.

The multilateral banks (the IDB and the World Bank, among others) have facilitated the incorporation of different approaches and in particular they have introduced the idea of impact evaluation. This means analysing the situation at the time of evaluation and making comparisons with a control group in order to isolate the factors underlying change. The standard criterion to measure the success of a programme is the increase in the rate of transfer from school to work. When unemployment is high the main expected result is an increase in access to employment, measured by the employment and unemployment rates of trainees after they have completed the courses. Another criterion is the rise in remuneration. In Latin America many people are employed in the informal sector, so the evaluations have also included indicators of stability and access to benefits such as holidays, pensions and health insurance. In addition, education indicators like re-insertion into formal education have been introduced.

Bilateral cooperation in general and particularly that from Europe has promoted approaches to evaluation that are more qualitative, with the emphasis is not only on the action executed and its scope but also on the opinions and perspectives of the participants themselves. Recently progress has been made in coordinating the participative monitoring process with impact evaluation, and one example of this approach is the GTZ.

These strategies have their advantages and their limitations,⁶ and this raises the following series of questions.

6.2.2. Questions about the interpretation of outcomes and reflections on good practices

- To what extent has double relevance been taken into account in the training imparted, with respect to opportunities in the market and the profiles and expectations of the beneficiary population?

The evaluations pay scant attention to double relevance in training, that is to say, to the extent and the ways in which training responds not only to labour market demands but also to the expectations of the beneficiary population. In fact, many of the training programmes are in learning areas that are not very attractive for young people, so when

⁶ See JACINTO Claudia and María Antonia GALLART. 1998. *La evaluación de programas de capacitación de jóvenes desempleados: una ilustración en los países del Cono Sur*, Paris, IIEP-UNESCO.

the time comes to evaluate strategies it is essential to bear in mind the beneficiaries' own ideas and expectations. In addition, these programmes should recognise knowledge that has been acquired previously.

- What are the institutional conditions (at the micro and macro levels) that favour and/or hinder the development and degree of success of a programme (insertion, impact on policies, institutional development, etc.)?

In some cases information about institutional variables is available but it is under-used. It tends to be used in the monitoring phase but does not lead to learning from practical experience. Moreover, a programme may fail because of weaknesses in the institutional mechanisms that are brought into play, so it is essential to know about and improve institutional factors while the programme is actually being implemented.

- How can other possible impacts like increased social participation, self-esteem, or effects that are more long term be measured?

Up until now this has been done through qualitative studies, but too little is known about the subsequent work histories of the young people on these programmes to be able to answer broader questions about social inclusion.

6.2.3. Conclusion

If evaluation models are to provide more information about good practices and have better mechanisms for interpreting outcomes, they should take account of the following:

- The complexities of the context and the relevance of initial diagnoses.
- The institutional conditions that facilitate implementation and make it viable, and those that hamper it.
- The strategies and perspectives of the participants themselves, at their various levels.

6.3. THE EXPERIENCE OF THE FORTALECE-GTZ PROGRAMME IN EVALUATING AND MONITORING THE FOSTERING OF YOUTH EMPLOYABILITY

Silvia Rubio, GTZ

The main objective of cooperation for development is to generate change in situations that are problematic or have the potential to improve, with the expectation that the changes will be positive for the people and institutions involved. GTZ orients its programmes to these objectives and it allows strategies and operational plans to be flexible. This vision is consistently maintained, as is clear from the planning, monitoring and evaluation of the employability projects in question, and from the follow-up on the completion of activities and on the number of beneficiaries.

The GTZ works with an impact model that begins with a survey and analysis of the region where the programme will be implemented, the productive fabric, and the development of a methodology, and once this is consolidated the products and services that the programme offers externally will come into play. There is an intense evaluation with evidence about the utilisation of these products and services: Who uses the services that are on offer? How are they used? What new advantages do people acquire through utilising the services that the programme provides? This approach is geared to detecting not only direct but also indirect effects, like poverty reduction for example.

Another feature of the GTZ monitoring approach is that it captures changes that occur as a consequence of interventions. Monitoring and evaluation are management tools to guide decision-making on all programmes. The management models are constructed in a participative way, which makes it easier for the actors involved to join forces in pursuit of the objectives, fosters co-responsibility, and is connected to the learning process. Monitoring is the basis for identifying lessons learned and good practices.

GTZ is implementing the following programmes in El Salvador:

The Fortalece (Strengthening) Programme

- The Programme to Strengthen the Economy and Employment has been in operation in El Salvador since April 2002. Its aim is to develop and institutionalise useful instruments to systematically foster the economy and employment at the regional and national levels.
- One of the components of the programme is the youth employment scheme, which is aimed at increasing the employability of young people between 14 and 25 years of age in selected municipalities.
- Two of the services (products) offered in this component are the Programme of Guidance and Skills for Work and the Pilot Programme for Rapid Employment Creation.

Programme of Guidance and Skills for Work

The objective of this programme is for young people to have a personal employability strategy geared to their first job or undertaking. It is a programme to raise awareness and help these people in their first contact with the world of work. It consists of four modules: a) vocational guidance; b) exploration of labour skills; c) managing undertakings; d) occupational guidance. In addition, it is a gateway to other training programmes or to the continuation of studies.

Pilot Programme for Rapid Employment Creation

- An individual route to employability: it fosters access to formal or informal employment or to self-employment, and it is based on the individual's own expectations and a training component.
- Enterprise competitiveness route: the enterprise participates by transferring knowledge through vocational practice. Enterprises participate in the training process through their demand for trained staff. This process is guided by tutors.

In the above-mentioned programmes, the products were monitored through systematisations in which the experience is reconstructed and analysed in all the institutions that collaborated in the implementation of the programmes. This means incorporating different points of view (roles are defined for the actors, universities, NGOs, government institutions), comparing what was planned with what was actually executed and identifying the causes of the changes.

The extent to which the product was taken advantage of and its direct utility are monitored through impact evaluations that take account of quantitative and qualitative aspects, and a quasi-experimental methodology is employed. However, measurement mechanisms to evaluate indirect utility and final utility have yet to be developed.

The cycle of the project terminates with monitoring and evaluation. At the start, objectives are established in cooperation with the partners and participants, and the evaluation is also carried out jointly and is not a final outcome.

Besides this, there are external evaluations, but again all the actors are involved so they feel committed to the outcomes as they have participated throughout the process. Monitoring and evaluation constitute an opportunity to learn and to strengthen capacities.

It is important to institutionalise the monitoring and evaluation processes, and this challenge is undertaken in phase 3 of the programme. The institution seeks to make a contribution to a culture of monitoring and evaluation.

SECTION 7: CRITICAL REVIEW OF THE 12 DEBATES IN *SKILLS DEVELOPMENT* PRODUCED BY THE WGICSD FROM A LATIN AMERICAN PERSPECTIVE

Pedro Weinberg, INADEH/UNDP Panama

7.1. THE IMPORTANCE OF THE MEETINGS PROMOTED BY THE WGICSD

The sustainability over time of the meetings initiative is important since the progress made in these discussions does not just broaden and renew the subjects in question but keeps the participating institutions interested.

The WGICSD contributions, the volume of information accumulated, the analyses, the prospects and the proposals all amount to a source of knowledge about the main trends in international cooperation in the vocational training field.

In the context of Latin America, two aspects in particular stand out. First, that it is possible to hold events in these countries more frequently because the progress that has been made in vocational training in the region is unique and it enriches the WGICSD perspectives and analysis. Second, it has been possible to convoke Latin American researchers and decision makers to actively participate in these debates.

7.2. CONCEPT AND SCOPE OF VOCATIONAL TRAINING

From a reading of the twelve WGICSD debates it emerges that the notion of vocational training that has been adopted leans towards the educational side, not only in concept but also in practice.

It is recognised that in Latin America the organization and management of vocational training is not confined to the sphere of educational systems but that vocational training is a weak point in labour relations systems. Furthermore, the way in which vocational training programmes, which are executed by specialised institutions, are connected to technological development has become a distinctive characteristic of these activities in the region. Vocational training is not just an educational fact, it is a subject for policy negotiations between employers and workers, and it is also seen as a component in technology transference processes in enterprises.

7.3. INNOVATION IN VOCATIONAL TRAINING INSTITUTIONS

In Latin America and the Caribbean the vocational training institutions constitute the institutionalised space where innovations in the field of education are produced, and this is a constituent element in the organizational culture of these institutions. What is more, the success that these organizations have achieved cannot be understood without taking account of the firm backing and financial and technical commitment of international multilateral organizations (mainly the United Nations Development Programme and the ILO), the multilateral banks and bilateral cooperation agencies, above all those in Europe. In addition, the fact that vocational training programmes are so strongly linked to technological development and constant innovation is considered a unique and distinctive feature of these systems in the region.

7.4. TRAINING FOR RURAL POPULATIONS

Various aspects of training for rural populations have featured in the debates sponsored by the WGICSD in the context of concern about combating poverty and promoting social inclusion. This connection has been verified in Latin America not only in the regular work of vocational training institutions but also from specific programmes financed with resources from ministries of labour, social development and agriculture.

In Latin America, unlike the typical situation in Africa and Asia, attention to rural populations is not centred on the family economy and subsistence farming. In Latin America, technical education and vocational training for the rural sector are built around three dynamic principles that are also challenges, namely technological innovation, international competitiveness, and the big increase in world demand for foodstuffs. In many countries in the region some of the schools and training centres that operate in rural areas go beyond their mandate to train human resources and work with new formulas for intervention in rural production that connect with agro-foodstuffs and agro-industries geared to exports. In this case their subjects of attention are productive units and value chains, but these institutions still discharge their traditional responsibilities of catering to young people and adults considered as individuals.

7.5. INTERNATIONAL COOPERATION FOR VOCATIONAL TRAINING

From a reading of some of the debates promoted by the WGICSD it emerges that international cooperation for vocational training in Latin America has evolved in a different way to how it has evolved in Asia and Africa. These distinguishing characteristics can be summed up as follows:

- The amount of technical cooperation in the region has decreased significantly.
- Almost no funds from the development banks (the Inter-American Development Bank and the World Bank) have gone to vocational training institutions. These organizations have allocated resources to projects involving training and human resources development but the funds moved through other channels (mostly ministries of labour) and went to other intervention categories (like training and employment for young people for example, labour retraining or skills certification). Recently the banks have shifted to projects to promote the development of organizations responsible for making these countries more competitive.
- There have been considerable cutbacks in European cooperation for the development of specialised institutions. Since the 1990s, technical assistance has been reoriented to the East European countries. The information from the debates indicates that the content of cooperation has also undergone a shift from an emphasis on industrial occupations to tackling problems with more social content in the African and Asian countries (poverty eradication, social inclusion, equality of opportunities, the pursuit of the United Nations Millennium Goals, etc.). Other European countries that had not previously played an active role participated in these initiatives (Holland, Denmark, Sweden, Norway and Finland). At the same time as bilateral European cooperation has been decreasing Japanese (JICA) and Korean (KOICA) cooperation has been increasing and is more and more intense. This trend is in evidence above all in Central America and the Dominican Republic.
- Since the beginning of the 1960s, horizontal technical cooperation between training organizations in different Latin American countries has been growing, and CINTERFOR is at the heart of this development. This specialist organization was set up by the ILO at the request of the member countries in the Americas, and it has facilitated the rapid and fluid diffusion of all kinds of innovations in technical-

pedagogic and management areas including the training of instructors, experts and management teams. It is also involved in providing various kinds of technical assistance.

The patterns of how cooperation has evolved with regard to vocational training institutions ought to be studied in depth, especially in the light of the outcomes of the experiences dealt with in the WGICSD debates.

SECTION 8: RECENT EVOLUTION AND FUTURE PROSPECTS FOR TECHNICAL COOPERATION IN VOCATIONAL TRAINING IN LATIN AMERICA AND THE CARIBBEAN

Martha Pacheco and Fernando Vargas, ILO/CINTERFOR

8.1. INTRODUCTION

The ILO/CINTERFOR paper presents the results of a survey conducted in the first quarter of 2008 among the vocational training institutions (VTIs) that are members of the network, and other sources of information were used as well. The aim of the paper is to facilitate analysis and debate about the current situation and future prospects of technical cooperation in the field of vocational training. The complete version of this paper is available at the WGICSD web site.

8.2. TECHNICAL COOPERATION IN VTIS: ORIGINS AND CURRENT SCENARIO

Characteristics that define the uniqueness of VTIs in the Latin American and Caribbean region:

- An institutional framework established by law.
- Clearly defined financing mechanisms.
- Administrative and financial autonomy.
- Orientation towards development and labour skills.
- Own accumulation and diffusion of knowledge in the techno-pedagogic and technological education field.
- Social dialogue mechanisms for the direction, management, and more recently the definition of occupational profiles.

Various different cooperation modalities have been involved in promoting the growth and spread of VTIs in the region. This study examines bilateral, multilateral and horizontal cooperation, and cooperation programmes are classified into three broad groups: didactic technology, social development and the fight against poverty, and institutional strengthening and management.

From the very beginning, the Latin American VTIs have benefited from international cooperation. Organizations like the Japanese International Cooperation Agency (JICA), the SDC, BMZ/GTZ, the Canadian International Development Agency (CIDA) and AECID supported the creation and consolidation of various VTIs. The surveys yield a list of countries that have provided cooperation, including Germany, the United States, France, Canada, Italy, Israel and Switzerland. Many of these have supported cooperation programmes since these VTIs first came into being. In addition, horizontal cooperation has been involved in the creation of VTIs. For example, the National Industrial Training Service (SENAI) of Brazil helped to set up the National Training Service (SENA), and SENAI in turn, along with the National Training Institute (INA) and the National Commercial Training Service (SENAC) provided cooperation in the foundation and early years of National Institute of Vocational Training (INFOTEP). The ILO has also been important in providing support for setting up VTIs.

The technical cooperation that institutions have received has gone through a number of different stages in the last sixty years. In the beginning, cooperation involved a wide range of activities and areas because vocational training was at a low level of development in the receiving countries, but as time went by the socio-economic situation

of the region and the progress made by VTIs brought about changes in focus and priorities in the different fields of cooperation.

There are two main challenges for vocational training in the region, first, to continue to improve the quality and coverage of education systems to facilitate the development of basic and specific skills, and second, to continue to raise the levels of investment in vocational training needed to improve employability and work productivity.

8.3. RECENT EVOLUTION OF TECHNICAL COOPERATION IN VTIS

Information from the 12 VTIs that responded to the survey shows that, in the last 10 years they have been involved in a total of 100 different instances of bilateral or multilateral cooperation, which is an average of 8 international cooperation programmes each.

An important aspect of this scenario is diversification by areas. Cooperation was provided by 69 different organizations ranging from multilateral agencies to local programmes, national education establishments and technology enterprises. The social area received the highest number of cooperation programmes with 44% of the total, next came programmes in the technology field (35%), and last on the list came programmes to strengthen management, with 21% of the total.

It seems that the trend in the cooperation received by VTIs in the region over the last ten years is for programmes in the social sphere and in the fight against poverty to increase. Multilateral organizations like the World Bank, the IDB, the European Community, the International Organization for Migration (IOM) and the ILO have intervened in this area. However, when we come to analyse the composition of the assistance programmes currently in execution we find that cooperation is more intensive in the sphere of technology (57%) followed by social programmes (22%) with management programmes last (21%).

The cooperation from VTIs is in subjects like the development of skills-based training, quality and equity management in training, and the use of information and communication technologies (ICTs) in training. Technical cooperation is increasing being provided under the modality of agreements or conventions involving highly specialised technologies in specific fields, and this involves training institutions in other continents and also multinational enterprises.

The survey shows there are 16 VTIs providing horizontal cooperation for other institutions (SENAI, SENA, SENAR, INADEH, INFOTEP, INTECAP, INATEC, SENCICO, CONALEP, INA, INACAP, SENATI, INADEH, SENAC, SENAI, INCE). Some institutions, like the SENA, have signed two-way conventions whereby the two institutions provide mutual assistance in that both take advantage of the progress the other makes, and they explicitly state the need to share such progress through cooperation programmes. This is what happens on work experience programmes for teachers and directors of centres who organize alternating visits to the partner institution. Besides this, there are cooperation programmes in the fields of technological innovation and management.

Horizontal technical cooperation is concentrated in technological areas (47%) and management (33%), so it seems that this kind of cooperation among VTIs mostly involves technical assistance and is imparted in training activities and improving training methodologies. Cooperation for social programmes, on the other hand, comes mainly from other sources that are bilateral or multilateral.

The ILO/CINTERFOR mission is to serve as an instrument for permanent active cooperation among vocational training organizations and actors in the region and in the

world. This has meant the utilisation of numerous tools and strategies, and these in turn have been evolving along with progress in the discipline itself and in educational technology as a whole. Thus to combine and coordinate technical assistance and foster inter-institutional horizontal cooperation, ILO/CINTERFOR has been involved in seminars and technical meetings, the coordination of programmes and/or regional initiatives, the publishing area, the maintenance of a permanent information and documentation service, the development and ongoing expansion of the institution's web portal, seminars and forums on the internet and e-learning. The organization's overall aim is to progress collectively, more rapidly and with lower costs, in innovation and the strengthening of vocational and technical training policies so as to properly fulfil its mission to be the meeting point between the productive system and those who actually produce, the men and women, the people and the enterprises, and thus make a contribution to bringing about sustainable and inclusive social and economic development.

8.4. PROSPECTS FOR TECHNICAL COOPERATION IN THE NEW MILLENNIUM

The survey shows that the prospects for technical cooperation in this new millennium are good. Some 60% of VTIs feel that bilateral technical cooperation has increased over the last ten years. The survey included a question about what the VTIs perceive their cooperation needs in the next five years will be, and it emerges that more than 67% of their projected needs are for technical cooperation in the sphere of didactic technologies. It also emerges that some new areas are becoming more important, like renewable energies, biotechnology, design, and clean production technologies. Other needs that stand out are for technical cooperation in the use of ICTs in training, support for enterprise competitiveness (mentioned by INFOTEP – the National Institute of Vocational Training), the creation of technological development centres, and the need for greater depth in the area of occupational prospective models (mentioned by SENATI).

Some of the projected cooperation needs have to do with equipping and strengthening centres and VTIs, and technology transfer. As to finance, mention was made of the need for financial cooperation for the construction of support centres to promote enterprise competitiveness, and the need to modernise equipment and update didactic workshops. What is needed in the fight against poverty and social development is technical cooperation in defining the training offer to increase labour insertion for young people, rural populations, women and indigenous people, and also training in training methodologies for vulnerable groups.

8.5. CONCLUSIONS

Today the Latin American countries and their VTIs have a new range of contexts and areas in which technical cooperation could operate. New technologies and concern about renewable energy sources, clean production systems and rural production are emerging as new areas where technical cooperation is in demand. A number of VTIs have made progress, and for some years they have been sharing what they have learned with other countries in the region and even outside it through horizontal cooperation programmes. However, there are other fields in which there is still a pressing need to develop and implement cooperation programmes to promote innovation in vocational training.

The nexus between vocational training, skills development and access to employment has brought the question of training into the centre of national policies in this field, and this has stimulated the demand for new programmes for the most vulnerable and needy sectors of the population such as young people and women, to develop their skills and competencies. This aspect can be found in the methodologies various VTIs have developed and made available through horizontal cooperation. The challenge for the VTIs

is to monitor their own operations to identify their needs, and match these with the offer and possibilities of access to suitable cooperation programmes.

The challenge for cooperation is to invest in capacities to generate knowledge, train teachers to manage ICTs comfortably and utilise them in the training process, and facilitate access for participants to new “de-schooled” training facilities that are less and less like traditional classrooms. International technical cooperation is more successful in that it fosters outcomes that are closer to creative adaptation instead of automatic transfer. This reflects what the receiving VTIs have learned, which is that the direct transference of technologies and knowledge without reflection and adaptation to the local context is usually not successful.

Cooperation is increasingly becoming a synonym for helping institutions to generate the skills to adapt and innovate rather than just accepting the transfer and installation of hard or soft technologies. For an illustration of this we need look no further than the impressive array of different methodologies for analysing occupations that have been honed and improved in VTIs throughout the region, from Mexico to Argentina and including the Caribbean. Each institution has taken advantage of its experts to analyse the potential of the skills-based model, and has moved into skills identification methodologies, vocational profile analysis, evaluation and certification.

At the present time, efficient technical cooperation is being sought more in areas like accumulated knowledge management, the dissemination of methodologies and tools that are flexible and can be replicated, local construction, lessons learned, good practices and learning communities. It seems that one of the great challenges in technical cooperation now is to foster the capacity to process information so it can be transformed into knowledge, applied and made useful, so there can and should be an effort to increasingly promote the transition of didactic and educational products into goods for public use in the vocational training community.

To sum up, what is needed to meet this challenge is to generate the skills that make it possible for people and institutions to be the subjects of permanent learning and to take advantage of the possibilities of more open access, so they can truly become managers of opportunities.

SECTION 9: INTERNATIONAL COOPERATION EXPERIENCES IN EDUCATION AND TRAINING FOR WORK

9.1. TECHNICAL INSTITUTE OF TRAINING AND PRODUCTIVITY (INTECAP), GUATEMALA

Doris Martínez, INTECAP

9.1.1. Background to cooperation

The amounts of cooperation received increased after 1972, and it came from many sources like Spain, Israel, Germany, Colombia, Japan, Italy, Argentina, Chile, Venezuela, China, Mexico, Canada, Switzerland, Brazil, Peru, South Korea, and Central American and Caribbean countries. Cooperation came too from international organizations and homologous institutions that have contributed by sending teams or experts in a variety of disciplines, or through scholarships and work experience schemes or by donating equipment.

9.1.2. Current projects

Bilateral cooperation has been involved in various projects. The Korea International Cooperation Agency (KOICA) constructed a centre for information and communications technology which was inaugurated in August 2008, and it will also start work on constructing and equipping an automobile repair workshop at the Guatemala 4 centre, which is in one of the most vulnerable areas in the country. This workshop will supplement the work of another centre that was donated by the Korean government. The JICA is implementing a project to improve vocational skills training in the Central American and Caribbean countries (PROTS), an initiative based on a ten-year agreement signed by the governments of Guatemala and Japan.

In addition, projects involving horizontal cooperation agencies have been implemented. The National Technical Vocational Education School (CONALEP) is working in a new phase of technical assistance for the transference of a training/education model based on skills standards. SENA is also contributing, as part of an agreement signed between the two institutions, and this inter-institutional cooperation will strengthen the INTECAP in its own interventions. Another example of multilateral cooperation is the ILO's work to strengthen the VTI network.

A further aspect of the current scenario is cooperation with enterprises in the area of didactic technologies. An academic alliance has been made with Microsoft, which will provide access to education licenses free of charge. This has come about because some of the computer services the institution provides have a cost, and through this new service licenses valid for one year will be offered to users.

9.1.3. Future projects

- The KOICA will implement a project for "Training with mobile units for vulnerable groups". The agency will provide 80 mobile units and there will be 40 more from the INTECAP. Another initiative is the project to build a training centre at Huehuetenango, as a study has shown that this is one of the departments where most poor people are concentrated and these are the groups it is considered most necessary to reach.
- The European Union works on the level of technical assistance for the country, but there is also a specific component in the department of Huehuetenango whereby a

vocational training centre geared to the development of tourism will be set up.

- SENSICO: a convention has been signed for cooperation in technology transfer.
- SENATI: there is an inter-institutional cooperation convention to foster the development of technological industry. Besides this, the SENATI has provided assistance to strengthen the INTECAP in its administrative and technical areas. In one experience technical and administrative staff were sent on work experience secondments so they would be able to observe how the SENATI has evolved and operates.
- The Salvadorian Vocational Training Institute (INSAFORP) has signed a convention to provide training services in the e-learning area.
- The National Vocational Training Institute (INFOP) has signed an inter-institutional convention for the transfer of technology and for administrative improvement support.
- The Argentine Fund for Horizontal Cooperation (FOAR): in response to the need to strengthen one of the INTECAP meat centres, a project called "updating of the beef and pork cuts system and the production of typical Argentine sausages" will be implemented.

9.1.4. INTECAP's needs

In the next 5 years, cooperation to provide technical support and financing will be sought to meet the following specific needs:

- High technology equipment for classrooms, workshops and offices, especially in the rural provinces of the country.
- New methodologies and curricular design for distance training.
- Training for technicians and administrative staff for the implementation of new training processes.
- To generate a training offer to improve the labour insertion possibilities of young people, women, rural populations, indigenous people, etc.

9.1.5. New alignment strategies for new international technical cooperation projects

A survey is being carried out throughout the institution to determine the needs for training, equipment, workshop modernisation, etc. In addition, there are periodic evaluations of training information measurement needs so as to be able to respond effectively and efficiently. The institution is also in close communication with cooperation organizations and accredited foreign diplomats in the country.

Technical cooperation with all institutions and countries is considered important. The INSAFORP is considered successful for having achieved cooperation based on some specific features: as an institution it is solvent, it has credibility, it is sustainable, and it works jointly with management and the technical cooperation department.

9.2. SENAI, BRAZIL

Ricardo Lamego, SENAI

The SENAI mission is vocational and technological training, and the organization provides cooperation on the level of technical education through to higher technological education. It has a network of technology centres that offer vocational education and technical and technological services as part of its strategy to support industrial development in Brazil. The SENAI has adopted a technical cooperation strategy as the channel for modernisation and to make the institution sustainable.

9.2.1. Panorama of SENAI activity

- In 2007 it was involved in all modalities (5,874 bearers of special needs).
- Its infrastructure includes 696 fixed and mobile operational units, and it has 171 laboratories. It is the biggest network in Brazil.
- It operates in 28 technological fields that reflect demands from enterprises.
- Its annual budget is 1,000 million dollars.
- It has entered into 74 international alliances, conventions and joint action initiatives of different kinds with 21 countries. Thirteen countries support the SENAI with technical cooperation.
- It participates in international tournaments, which are considered a very important space for the development of vocational training.

9.2.2. Cooperation modalities

- Institutional construction: cooperation in the physical construction of technology centres, buildings, equipment acquisition, and staff training for fixed vocational training centres.
- Trilateral cooperation: as Brazil is a middle income country it is considered by other countries to be a cooperation partner, especially for the transmission of know how. Brazil is an influential country in the region and it works with other countries on mutual cooperation programmes. In addition, it is involved in programmes to set up regional vocational training centres in Portuguese-speaking countries in Africa.
- Inter-institutional conventions and action: the SENAI focus, as a recipient and also as a provider of cooperation, is technological programmes.

The SENAI has shifted from providing cooperation for the physical construction of facilities to cooperation for the transmission of knowledge. Its activities are geared to technological and educational innovation, training, the dissemination of innovations, support for Brazil's foreign policy and the implantation of new SENAI qualifications. In addition, it provides assistance for Brazilian multinational enterprises that require the services of the institution outside Brazil. SENAI seeks cooperation in areas that are undeveloped in Brazil such as logistics, design, the environment, energy efficiency, new industrial processes and information technology.

9.2.3. Strategic alliances

SENAI has alliances with the Fraunhofer enterprise (Germany), the Madrid Scientific Park and the Federación Española de Entidades (Spain), Échanges et Consultations Techniques Internationaux (France), Consozio del Politecnico di Milano (Italy) and the Massey University (New Zealand). It has also signed conventions with Latin American institutions like SENA (Colombia), INA (Costa Rica), CONALEP (Mexico), INADEH (Panama), the Centro de Tecnología Ambiental de Asunción (Paraguay) and SENATI (Peru).

9.3. SENA, COLOMBIA

9.3.1. Introduction

The SENA invests in social and technical development. It offers and executes vocational training free of charge so that people can develop and enter into productive activities that contribute to the social, economic and technological development of the country. Its objectives are to make a contribution to increased productivity in Colombian enterprises and make them more competitive by constructing social capital. Between 1999 and 2007, vocational training coverage expanded, with a five-fold increase in training places to five million (from 979,104 places in 1999 to 5,112,888 in 2007). The SENA has 33 regional centres in the country and 115 training centres, and the organization maintains a presence in 1,099 municipalities.

The SENA has two aims in the area of international cooperation. The first is to position itself as the leading vocational training institution in the region, and to achieve this it provides technical assistance in institutional management in line with government priorities, through a strategy of horizontal cooperation. Its second objective is to contribute to making the country more competitive by promoting international alliances and cooperation projects, and through international technical assistance in the field of technology and knowledge transference. Its strategy is to develop international cooperation projects in various spheres of technology.

9.3.2. Specific objectives of the project

- To modernise and update new spaces for learning and technological infrastructure in training centres.
- To promote the training, re-training and international certification of instructors.
- To facilitate access to knowledge and state of the art technology through international secondments and work experience for trainees, depending on the particular competitive advantages of each cooperating country.
- To hold international events.

9.3.3. Cooperation with Israel and Germany

In November 2004, the SENA signed a framework agreement on technical cooperation and assistance with HAIGUD. Between 2004 and 2007, the organization signed 6 derivative conventions involving various projects. One of these is Aula Global (Global Classroom): this operates via the internet and with a TRAINET licence, and makes it possible to transmit in real time from a central point to train learners located in different SENA centres. There are also projects with virtual training content in special subjects like robotics and manufacturing, main parameter control in agriculture and the functioning of auto agronomy, precision agriculture, computer-controlled integrated manufacturing systems, and aviation maintenance.

Besides this, the SENA works in cooperation with the German Mannheim Institute of Automatization GMBH (SLV). The two organizations signed a cooperation framework convention on 21 June 2006 and five derivative conventions oriented to strengthening the SENA in the areas of welding, automobile mechanics, automatization, machines and tools and electronics. This involved sending 80 trainees and 70 instructors to training institutes in Germany.

The SENA has a total of 52 international partners in Latin America, Europe and the United States; 161 trainees and 175 staff have been trained abroad, and it has 31 international experts at its centres.

9.4. SDC

Peter Tschumi and Ruth Huber, SDC

9.4.1. The importance for SDC of labour skills development

In order to make its work as effective as possible, the SDC concentrates its efforts in ten fields in which Switzerland is strong internationally. One of these is vocational training, which is rated very highly in Switzerland and is co-financed by the state and the private sector (some 66% of young people in the country receive vocational instruction).

At the present time the SDC is supporting 25 labour skills development projects in 20 countries, and is focused on Latin America, West Africa, Southern Asia and the Balkans. For some years the organization has been operating a new strategy in which an education system is considered as a whole (which means that basic education and vocational education are both included), to foster the acquisition of knowledge and capacities that are important in the cultural, social and economic context of the people involved and of their society. The aim is to make a contribution not only to sustainable change and improvement in education systems but also to economic and employment development in these countries.

One objective is to promote widened access to labour skills, especially among disadvantaged population groups, by making the systems more flexible and by including private training offers. Another objective is to improve the quality and relevance of labour skills development by taking account of labour market demand and orientation, and by involving enterprises in the definition of vocational profiles and the financing of training courses. This is an effort to improve the quality of the offer and promote lifelong learning.

9.4.2. SDC in Latin America

During the 1990s, the SDC assisted technical training institutions in Peru, Bolivia, and Ecuador. Today it works with orientation and learning programmes and it is financing four operational projects with private and public partners, namely CAPLAB (Peru), Reto Rural (Ecuador), ProCap (Bolivia) and DCL (Nicaragua). Since 2002 it has been supporting ILO/CINTERFOR on a knowledge management project geared to horizontal cooperation. Because of the possibility for learning that the SDC itself embodies, it supports the mainstreaming of knowledge management not only in Latin America but for other projects in the world as well.

SDC programmes have a social approach and the models are developed from below, and this is a condition that can be replicated and subsequently inserted into public policies. There is also an emphasis on including young people, particularly those with low schooling levels, who need approaches that will enable them to accede to labour markets and goods and services markets on a long term basis. The proposal is to develop training offers adapted to the needs of populations living in poverty and that are accessible to people with scant basic training, which would make it possible for unemployed people to re-insert into employment, and at the same time cater to the needs of the informal market and of people in rural areas. There is a special emphasis on autonomous work, and this should always be oriented to markets.

On the macro level the objective is to contribute to the development of democracy in Latin America, working with decentralised local governments towards a modern state and having an influence on public policies.

9.4.2.1. Training centres

In Latin America, the centres that work with the SDC foster quality and equity in training policies and employ the skills-based approach. The aim is to promote linkages between training centres and the context they are in, especially production sectors, private institutions and civil society organizations. The SDC also fosters inter-learning networks among training centres, which is one of its strategies to exert influence on public policies at the macro level.

9.4.3. In the long processes of implementation of its projects, the SDC has learned various lessons, and the following stand out:

- To take advantage of spaces for decentralisation, working with interlocutors and actors at the regional and local levels, who are important points of reference for the programmes.
- To be able to have an influence on public policies and education systems. A key question is: How can secondary education be adapted so that it contains more vocational training subjects?
- To improve coordination with ministries of labour, education and the economy. A contribution can be made to the debate not only to foster the inclusion of state actors but also harness the experience of civil society.
- To provide platforms for meeting and dialogue between actors in different categories and to mediate so as to promote more inclusive policies.
- To foster different ways of working with the private sector and with transnational enterprises that have a social responsibility on the world level and want to reflect this in their strategies. This opens up possibilities to make public-private alliances to promote development by taking advantage of the private sector's know how and the financial resources available.

9.5. JICA

Toshiaki Furuya, JICA

9.5.1. Official Development Assistance from Japan

Cooperation from Japan operates through bilateral donations (technical cooperation and non-repayable financial cooperation), bilateral loans and contributions and subscriptions to international organizations.

In the area of technical cooperation, JICA acts in various modalities including training programmes, donating equipment, sending experts, sending volunteers, implementing master plans, feasibility studies, facilitating non-repayable financial cooperation and sending help when disasters occur.

9.5.2. JICA technical cooperation in technical and vocational education and training in Latin America and the Caribbean

In the Dominican Republic in 2000-2001, JICA cooperation was involved in the expansion of installed capacity in vocational training centres, and in Guatemala it contributed to the establishment of the System of Progressive Training for Instructors (PROTS, 2006-10).

JICA cooperation with the SENAI in Brazil began in the 1970s in the area of human resources development for technical cooperation, which involved training programmes, sending experts, "After Care" supplementary assistance and training programmes. More recently, it was involved in the following projects:

- The SENAI-Sao Paulo Automated Manufacturing Centre (1990-95).
- Supplementary assistance for the SENAI-Sao Paulo Automated Manufacturing Centre (1998-2000).
- SENAI training programmes for the countries of Latin America and the Caribbean, on the subject of automated manufacturing systems, 1997-2001 and 2003-2007).

In Paraguay between 1997 and 2004, the JICA provided assistance for the National Service of Vocational Promotion (SNPP) that involved activities in a project to develop human resources by technical cooperation in various areas including electricity, electronics, refrigeration and air conditioning, and the control and management of training, as well as the refurbishment of facilities and equipment, improving instructor skills and developing didactic materials such as text books.

In Ecuador, use was made of human resources that were already interconnected thanks to previous projects, and technical assistance from the SENAI and the SNPP (financed by Japan) was used to improve vocational training (2002-07). Experts were sent from Japan, Brazil and Paraguay, and the network of the JICA, SENAI and SNPP connections was exploited. Besides this, JICA was involved in other projects in Mexico, Jamaica and Honduras.

The aim for the future is to foster South-South cooperation. In 2007, the JICA and the SENAI carried out a joint study into the possibilities for future cooperation. The JICA is seeking to implement assistance for Angola based on collaboration with the SENAI, so in this initiative Brazil features as a donor and a partner of Japan, and, if successful, the assistance will be financed by Brazil.

9.5.3. Conclusion

For a number of decades Japan has been providing continuous assistance for countries in Latin America and the Caribbean, and today the Latin American countries are considered to be not just recipients of assistance but also donors. Latin America presents intra- as well as inter-regional cooperation opportunities, based on advantages like low transportation costs and the fact that the countries have similar languages and cultural backgrounds. In the future, the JICA will intervene not just as a donor of technical cooperation but as a facilitator of intra- and inter-regional cooperation and, thanks to the agency's global network, of inter-continental cooperation as well.

APPENDIX 1: THE PROGRAMME

SDC

SWISS AGENCY FOR
DEVELOPMENT AND
COOPERATION

ILO

INTERNATIONAL
LABOUR OFFICE

NORRAG

NETWORK FOR POLICY REVIEW
RESEARCH AND ADVICE ON
EDUCATION AND TRAINING

WORKING GROUP FOR INTERNATIONAL CO-OPERATION IN SKILLS DEVELOPMENT

THE ROLE OF INTERNATIONAL COOPERATION IN EDUCATION AND TRAINING FOR WORK IN LATIN AMERICA

Hosted by IIEP/UNESCO

Buenos Aires
14-15 May 2008

RATIONALE OF THE MEETING

During the last few decades, international cooperation has played an important role in the field of education and training for work policies in Latin America. Approaches and interventions of international cooperation have directly involved development issues such as institutional building of national training institutions, workforce learning, technical secondary and higher education. More recently, international cooperation programmes of education and training for work were included in poverty reduction frameworks and focused on topics such as life skills, basic education, vocational training skills, self-employment and entrepreneurship training and supporting programs. Education and training for work aspects can be found in programmes devoted to governance and citizenship as well. In addition, during the last years, the approaches adopted by international cooperation have become more integrated. Lifelong learning pathways related to local and national development policies are being tried out.

Furthermore, new forms of international cooperation are emerging. Latin-American countries are not only recipients of aid (vertical cooperation) but also “donors”. Indeed, several countries of the region are involved in both triangular cooperation and horizontal cooperation. Triangular cooperation involves two countries of the region and is funded by a third country, whereas horizontal cooperation implies two countries of the region or one Latin American country with another developing country.

Along with these new schemes, the actors of international cooperation in education and training for work are increasingly diversified. Donor agencies (both from the region and from outside) interact not only with national stakeholders but also with NGOs, enterprises or religious actors, forming a complex configuration of actors.

In addition, monitoring, dissemination and evaluation issues from recent education and training for work initiatives are under discussion and are increasingly being developed as accountability and learning strategies.

Concerning the particularities of international cooperation in education and training for work in the region, the seminar will be focused on the following questions:

- *What are the main characteristics of the recent economic, political and social context of education and training for work in the region?*
- *Which have been the main trends in terms of national policies in the field of education and training for work?*
- *What have been the approaches and actors in international cooperation for education and training for work in the past 10 – 15 years in Latin America?*
- *What has been the role of international cooperation specifically in the following two key areas:*
 - a) *The development of national training institutions;*
 - b) *The disadvantaged youth programmes?*

- *What types of relationship have been developed between donors and beneficiaries in the implementation of the programs?*
- *Which are the new forms of cooperation that have developed in the region, especially triangular and horizontal cooperation?*
- *Which are the approaches and debates in the region concerning monitoring, evaluation and dissemination strategies?*

Two background papers are being prepared to address these questions. The first paper is being elaborated by IIEP/RedEtis and will focus on “The role of international cooperation in Latin American policies addressing vocational training for youth”. The second background paper is being prepared by OIT/CINTERFOR and will be devoted to the “Recent evolution and perspectives in technical co-operation in the field of vocational training in Latin America and in the Caribbean”.

In addition, two national case studies will also be discussed. The first one has been elaborated by the *Grupo de Análisis para el Desarrollo* (GRADE) on “Skills Development Policies in Peru: the Role of National and International Actors”. The second study has been prepared by the *Centro de Investigación y Acción Educativa Social* (CIESAS) and will focus on “Skills Development and Labour Competences Policies in Nicaragua (1991-2006): the Role of National and International Actors”.

As in previous meetings of the Working Group for International Co-operation in Skills Development (WGICSD), short presentations will be encouraged in order to increase time for interaction during the discussions.

Languages of the meeting: Spanish and English (simultaneous interpretation)

PROGRAM

WEDNESDAY, MAY 14TH 2008

VENUE: IIEP BUENOS AIRES, AGÜERO 2071

SESSION 1

GENERAL OVERVIEW: APPROACHES AND ACTORS IN INTERNATIONAL COOPERATION FOR EDUCATION AND TRAINING FOR WORK IN THE PAST 10–15 YEARS IN LATIN AMERICA

Chair: Pedro Weinberg (INADEH)

- | | |
|---------------|--|
| 9:30 - 9:45 | Initial presentation
Margarita Poggi (IIEP Buenos Aires) & Michel Carton
(NORRAG/IHEID) |
| 9:45 - 10:05 | The recent economic, political and social context of education and training for work in the region
Jürgen Weller (CEPAL) |
| 10:05 – 10:25 | Presentation of the background paper by RedEtis: <i>The role of international cooperation in Latin American policies addressing vocational training for youth</i>
Claudia Jacinto (IIEP/RedEtis) |
| 10:25 - 10:50 | Questions to the presenters and open discussion |
| 10:50 – 11:10 | Coffee break |

SESSION 2

NEW COOPERATION INSIGHTS IN INTERNATIONAL COOPERATION IN THE FIELD OF EDUCATION AND TRAINING FOR WORK: FROM PRESCRIPTIVE TO COLLABORATIVE APPROACHES

Chair: Mechthild Minkner-Bünjer (University of Hamburg)

- | | |
|---------------|--|
| 11:10 - 12:10 | PANEL

Relationships between donors and recipients in the definition and implementation of programmes from the perspective of: |
|---------------|--|

- Cooperation agencies: Teresa Esteban (FOIL-AECI programme in Central America), Géraldine Zeuner (SDC)
- A NGO: Alejandra Solla (SES Foundation, Argentina)
- A national stakeholder: Ana Catalano (MTSS Argentina/WB)
- A religious actor: Janeth Cala (Fe y Alegría)
- Reflections from the experience of IIEP evaluation (Nerio Neirotti, IIEP BA)

12:10 – 12:50 **Questions to the presenters and open discussion**

12:50 – 14:50 **Lunch recess**

14:50 – 15:40 **PANEL: PRESENTATION OF THE NATIONAL CASE STUDIES**

- **Skills Development Policies in Peru: the Role of National and International Actors**
Néstor Valdivia (GRADE)
- **Discussant:** Norma Añaños (CAPLAB)
- **Skills Development and Labour Competences Policies in Nicaragua (1991-2006): the Role of National and International Actors**
Melba Castillo (CIASER)
- **Discussant:** Dámaso Vargas (INATEC, Nicaragua)

15:40 - 16:10 **Open discussion**

16:10 - 16:30 **Coffee Break**

SESSION 3

APPROACHES FOR MONITORING AND EVALUATING PROGRAMMES IN THE FIELD OF EDUCATION AND TRAINING FOR WORK: THE ROLE OF RESEARCH

Chair: Enrique Pieck (Universidad Iberoamericana, Mexico)

16:30 - 17:10 **PANEL**

- Néstor López (SITEAL, IIEP-OEI)
- Claudia Jacinto (RedEtis, IIEP)
- Silvia Rubio (GTZ)

17:10 - 18:00	Questions to the presenters and open discussion
18:00 - 19:30	WGICSD Secretariat meeting (by invitation)
20:15	Transportation from IIEP to the restaurant for dinner

THURSDAY, MAY 15TH 2008, MORNING
VENUE: IIEP BUENOS AIRES, AGÜERO 2071

SESSION 4

Chair: Manfred Wallenborn (ETF)

9:30 - 9:50	A critical review of the 12 <i>Debates in Skills Development</i> produced by the WGICSD from a Latin American perspective Pedro Weinberg (INADEH)
9:50 - 10:15	Open discussion
10:15 - 11:15	Workshops <ul style="list-style-type: none"> - Group 1: New trends in national policies in the field of education and training for work - Group 2: New modalities and actors of international cooperation in education and training for work - Group 3: The role of research in the monitoring and evaluation of education and training for work programmes
11:15 - 11:35	Coffee break
11:35 - 12:10	Summary feedback from workshops to plenary, and discussion
12:10 – 12:30	Conclusions
12:30 - 14:30	Lunch recess

THURSDAY, MAY 15TH 2008, AFTERNOON

VENUE: HOTEL PESTANA BUENOS AIRES, CARLOS PELLEGRINI 877. SALON RIALTO, 2ND FLOOR

SESSION 5

NEW CONFIGURATIONS OF ACTORS IN INTERNATIONAL COOPERATION IN EDUCATION AND TRAINING FOR WORK IN LATIN AMERICA: TRENDS AND PERSPECTIVES

With the participation of the persons responsible for international technical co-operation in the institutions of the CINTERFOR network.

The main objective of this session is to bring together and facilitate exchanges between those representatives and the WGICSD participants. They will discuss current trends and prospects in the field of international cooperation in education and training for work.

Chair: Martha Pacheco (OIT/CINTERFOR)

14:30 - 14:50 **OIT/CINTERFOR background paper presentation: *Recent evolution and perspectives in technical co-operation in the field of vocational training in Latin America and in the Caribbean***
Martha Pacheco & Fernando Vargas (OIT/ CINTERFOR)

14:50 - 15:00 **Questions**

15:00 - 16:00 **PANEL**

The participants will present their experiences in international cooperation in education and training for work in the region. This panel will also provide a platform for discussion on expectations, initiatives and ideas for the future.

- INTECAP (Guatemala)
- SENAI (Brazil)
- SENA (Colombia)
- Peter Tschumi & Ruth Huber (SDC)
- Toshiaki Furuya (JICA)

16:00 - 16:20 **Coffee Break**

16:20 - 17:30 **Open discussion**

17:20 - 18:00 **Conclusions and evaluation of the session**

18:30 **Cocktail**

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