



Evaluation Summaries

Evaluation: USDOL-ILO Management & Labor cooperation project “PROMALCO”: For the promotion of human resource-oriented enterprise strategies and workplace partnerships in the Caribbean

Quick Facts

Countries: Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago; and

Non independent Dutch and British Territories: Anguilla, Aruba, Cayman Islands, Bermuda, Montserrat, Netherlands Antilles, Turks and Caicos

Final Evaluation: October 2005

Mode of Evaluation: independent

Technical Area: Social Dialogue and Fundamental Principles and Rights at Work

Evaluation Management: Standards and Rights Sector

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Project Start: January 2001

Project End: October 2005

Project Code: RLA/02/57/USA;
RLA/00/52/USA

Donor: United States (US\$ 1,590,000)

Keywords: industrial relations, productivity, management-labor cooperation

Background & Context

Project Background: The project's strategies sought to promote management-labor cooperation, proactive labor policy, improved industrial relations, and enhanced labor market efficiency. In addition, the project wants to advance good labor standards. In Project Phase

I (01/2001 – 01/2003), the project contributed to unlocking the potential of enterprises for innovation and global competition through workplace partnerships, respect for fundamental workers rights, and building of industrial democracy and the optimal use of its human resources. In project Phase II (01/2003 – 10/2005), the project contributed to making effective management-labor cooperation, the leading paradigm for employment relations in the Caribbean. Furthermore, the project demonstrated the compatibility of respect for fundamental workers rights with the productivity and competitive interests of enterprises.

Evaluation Context: The purpose of the final evaluation was to: (i) determine if the project had achieved its stated objectives and explain why/why not; (ii) assess and document the effects of project activities and outputs on the tripartite constituents; (iii) assess the impact of the project in terms of likelihood that outputs will be sustained; and (iv) report on lessons learned. The evaluation therefore addressed issues of both project implementation and actual project impact. Interviewees as well as itinerary were arranged with a view to include a maximum of project staff, stakeholders, beneficiaries and target groups in these countries.

Main Findings & Conclusions

The implementation rate and status of the project is impressive in the covered sub-region. Through sub-regional and local training and seminars, organized by the project staff, PROMALCO managed to bring key persons on board and introduced a new quality of management & labor relations. The project was very effective in advocating actual implementation of ILO standards by branding the PROMALCO issues in enterprises. Experts interviewed mentioned that the project had a particularly innovative design as it focused less on legislative aspects or capacity building of constituents but instead on management labor cooperation and core values as well as good practice cases. Comments on the further outreach of the project at the national levels must take into consideration the large number of countries and territories it had to cover.

Ongoing project reporting and monitoring during the implementation indicated steady progress in relation to work plans budgets and materials and the logical framework designed for the project or the rescheduling and reallocation of activities.

In order to support all activities of the project, rigorous and innovative research work was conducted in the sub-region and a comprehensive series of project materials were developed. These materials include research work, studies, learning modules and manuals, training curricula, publications, CDs, training seminars, promotional gadgets (pens, flyers, calendars, mouse pads...), PROMALCO news bulletins as well as a web page. The materialization of the project's activities and products as well as their impact on the constituencies was the consequence of a well performing project management. Through the project, a minimum of 1844 persons had directly participated in training courses and might be continue using ILO-PROMALCO material as reference documents in enterprises, training institutions or labor colleges. Some might have found these products as being too

“academic”, but the majority of interviewees described them as very useful and practical for dissemination among members of the participating organizations. While the quality of the products had widely been acknowledged, the project's implementation has often received comments for the late or partial dissemination of its materials and activities. Local Task Forces (LTF) did not materialize in most countries or were of short life expectancy. Instead, National Productivity Councils have lately been promoted by the project without any actual or sustainable tripartite structure having been established through the project. The project has relied on the cooperation of a variety of stakeholders, notably in the framework of the created LTFs, but also of firms or trade unions who dedicated available time and technical support, for example through the provision of information, trainers and the release of staff for the various project activities and training sessions.

The overall project methodology and approach were described as very appropriate to the needs of the countries, beneficiaries and target groups.

Recommendations & Lessons Learned

Lessons Learned: The PROMALCO approach, where the project team works directly with both social partners at the sub-regional, national and enterprises levels, offered the possibility of direct inter-action with the partners. In addition, by using this type of structure, the project will improve the ability of the social partners to continue project activities after the ILO steps back. This approach obliged however, the project to deal with partners of a large thematic, geographic and multilevel scope, thus limiting its ability of grassroots interventions and its multiplication potentials for sustainability.

There would have been the need to expose more middle level management and trade union representatives to the project concepts. The trickle down effect to the enterprise level

has not taken place as desired. Understandably, PROMALCO was not able to reach a large number of enterprises directly; however, the social partners could have played a more effective role in this regard. Interlocutors mentioned that public authorities were not often pro-active enough and that even top officials were in need of more awareness on relevant issues.

Despite their overall satisfaction with the results obtained through the project, almost all interlocutors of the evaluation team regretted that a chronically delayed delivery of activities and products as well as the cancellation or non-finalization of some interesting outputs characterized the project. As no sustainability plan was prepared under the project and as no transition plan was made for the handing over to the ILO-SRO, the latter will have to ensure most of the retrieving on a relatively urgent manner. The PROMALCO heritage (such as the web-page e-library) has to be cleaned up urgently and its operations (such as the finalization of the benchmarking tool) should be mapped out and continued within the ILO SRO mainstream activities. Future priorities might need to concentrate on “burning issues” mentioned by interlocutors (Public policies, productivity measurements, ILO program for Socially Sensitive Enterprise Restructuring, crime, CARICOM...).