



Evaluation Summaries

Evaluation: Strengthening the Employment Administration Services

Quick Facts

Countries: Bolivia, Ecuador, Peru

Mid-term Evaluation: February 2006

Mode of Evaluation: Independent

Technical Area: Social Dialogue, Labour Law and Labour Administration

Evaluation Management: America

Evaluation Team: Marleen Rueda Catry, ILO Geneva; Juan Jose Serrano Remon, Jose Garzia Tena, external evaluators

Project Start: March 2004

Project End: January 2007

Project Code: RLA/03/09/SPA

Donor: Spain (1,078,000 US\$)

Background & Context

Summary of the project purpose, logic and structure

The objective of the project was to strengthen the employment administration services in Bolivia, Ecuador and Peru in six areas (corresponding to the six immediate objectives of the project): general services and supporting organs, settlement and mediation to solve individual and collective conflicts, labour inspection, occupational safety and health systems, employment services and labour migration, as well as services for the formalisation of small and medium enterprises.

Present situation of project

The project has been implemented as planned, taking into account the limitations of time and

resources. External factors have inhibited the implementation in Bolivia and Ecuador.

Methodology of evaluation

The evaluation consisted of a review of project documents, meetings with key actors of the project, and a mission to the labour ministries of Ecuador and Peru. Bolivia was not visited, because it was clear from the desk study that no substantial progress had been made due to the instable political situation.

Main Findings & Conclusions

From the initial six objectives per country, only one or two could be realised. This is not due to an incoherent structure or inefficiency, instead, while the project was planned, some objectives were set too ambitious and difficult to achieve. The project's approach has been pragmatic, establishing priorities according to the interests of each of the labour administrations in the area of inspection. In this sense, the strategy has been coherent and the project has strengthened the approach currently realised by the ILO.

The necessity of technical support to the administration will continue to exist when the project finalises. It is advised by the evaluation team that the ILO installs means to connect the labour administration with the technical cooperation projects, which are being realized in other areas. The strengthening of the labour administration must be a joint objective, because the design of policies and programmes is not possible if there is not one efficient labour administration that can apply them.

Recommendations & Lessons Learned

Main recommendations and follow-up

For future projects, taking into account that circumstances changed in the countries since the project was drawn up, it should be considered to incorporate in the planning a clause that gives the opportunity to revise planning; or flexible elements that permit the adaptation of the project according to national interest.

In light of the good progress achieved in Peru, the project should concentrate its further efforts on Bolivia, which after the political normalisation seems to be in good condition to achieve results in its work inspection and mediation and settlement services, as was demonstrated by the project during the second half of 2005, and in Ecuador. Even though the difficulties seem to be not resolvable, part of these problems must be seen in the light of the existing institutional weakness and the non-existence of a monitoring system, because the ILO does not have a permanent office in the country that could ensure a continuation of project activities.

As regards the strategy, the project should renew its efforts and initiate activities for horizontal cooperation, so that the authorities in the labour statistic and labour inspection services in Ecuador can get to know the organisation and functioning of these services in Peru, as well as the recent changes which have resulted in their strengthening. The evaluation team expects that these activities contribute to an institutional strengthening of the Ecuadorian labour administration and contributes to a greater sustainability of the project in this country. At the same time, the labour inspection pilot project should be continued in Guayaquil and other possibilities for performance in this field should be explored.

The technical and administrative monitoring seems to have been correct, and the project was well integrated into the ILO structure. Apparently the objectives of this project and the objectives of the "Social Dialogue" project have collided, which has brought about a certain discomfort among the social actors

(employers). On side of the ILO, a larger coordination is necessary to avoid such conflicts in the future.

The evaluation team also recommends a better attention for the incorporation of the gender dimension in the technical cooperation projects, and recommends support from other agencies.

In order to make future co operations with the labour ministry more efficient and cost-effective, this evaluation suggests to speed up the procedures for appointing experts.

The project concerned with the labour inspection law, in whose elaboration and design the project was involved in an outstanding way, was not consulted at the Nation Labour Board. The evaluation team advises for future projects of this nature, that preliminary sketches or draft bills or regulations be presented in the tripartite organs, to give them the opportunity to study them and inform others about the matter prior to their approval by the Nation Labour Board.