

PROJECT RLA/03/52M/UKM
POLICIES FOR ERADICATION OF POVERTY,
EMPLOYMENT GENERATION AND PROMOTION OF
EQUALITY OF GENDER AND RACE IN THE INFORMAL
ECONOMIC SECTOR IN LATIN AMERICA :
ECUADOR AND BRASIL

FINAL EVALUATION REPORT: BRASIL

July 2006

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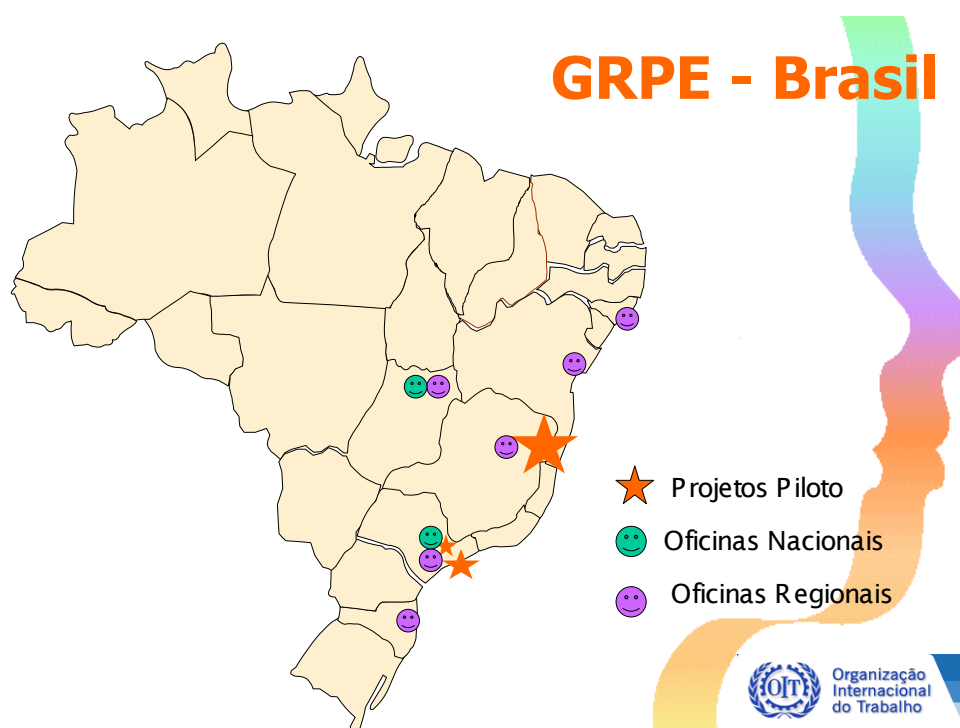
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Map of the Project's location



Abbreviations

ABC	Agência Brasileira de Cooperação (Brazilian Agency of Cooperation)
APN	National Partner Agency
CEBRAP	Centro Brasileiro de Análise e Planejamento (Brazilian Center for Analysis and Planning)
CEERT	Centro de Estudos de Relações de Trabalho e Desigualdade (Center of Studies of Relations of Labor and Inequality)
CONAMU	Consejo Nacional de Mujeres de Ecuador (The National Council of Ecuadorian Women)
CP	Coordination of the Project
ENAP	Escola Nacional de Administração Pública (National School of Public Administration)
GRPE	Program for Institutional Strengthening on Gender and Racial Equality, Eradication of Poverty and Generation of Employment
IPEA	Instituto de Pesquisas Econômicas e Aplicadas (Institute of Applied Economic Research)
MAS	Ministry of Social Promotion and Assistance
MDA	Ministry of Agrarian Development
MDP a	Project's Development Assessment Framework
MDS	Ministry of Social Development and Fight against Hunger
MEC	Ministry of Education
MESA	Extraordinary Ministry for Food Security
MLP	Logical Framework of the Project
MPS	Ministry of Social Security and Assistance
MRE	Ministry of External Relations
MS	Ministry of Health
MTE	Ministry of Labor and Employment
ILO	International Labor Organization
ONGS	Nongovernmental Organizations.
PNQ	Plano Nacional de Qualificação Social e Profissional (National Plan of Social and Professional Qualification)
UNDP	United Nations Development Programme
SEDES	Secretaria Executiva do Conselho de Desenvolvimento Econômico e Social (Executive Secretariat of the Economic and Social Development Council)
SEDH	Secretaria Especial de Direitos Humanos (Special Secretariat for Human Rights)
SEPPIR	Secretaria Especial de Políticas de Promoção da Igualdade Racial (Special Secretariat for Policies for Racial Equality)
SPM	Secretaria Especial de Políticas para as Mulheres (Special Secretariat on Policies for Women)
UNIFEM	United Nations Development Fund for Women

Chapter 1 – Reference Framework of the Assessment Study

1. Objectives of the Assessment Study

The objective of this study is to evaluate the results of the Regional Project RLA/03/52M - Policies for Eradication of Poverty, Employment Generation and Promotion of Equality of Gender and Race in the Informal Economic Sector in Latin America. The project started on October 13, 2003 and it is expected to be finished on July 31, 2006.

This assessment is focused on the performance of the referred Project in Brazil, through the office of ILO, and it should consider the relevance, efficacy, effectiveness, impact and sustainability of the Project through the results obtained along its development.

Team members of the Assessment Study

The assessment was accomplished by ILO/Brazil and National Partner Agencies – APN:

The ILO Team:

Mrs. Laís Abramo – Director of the ILO Office in Brazil
Mrs. Maria Beatriz Mello da Cunha – Programming Official
Mrs. Sônia Levy – Programming Assistant
Mrs. Solange Sanches – National Coordinator of the GRPE Program
Mrs. Márcia Vasconcelos – GRPE Program Official
Mrs. Rafaela Egg – Technical Assistant

APN Team:

MDS – Mrs. Célia Regina de Souza – Executive General Office Advisor
MTE – Mrs. Eunice Lea de Moraes – Minister Advisor
SPM – Mrs. Ângela Fontes – Undersecretary of Planning
SEPPIR – Mr. Jorge Carneiro – Director

External Consulting:

Mrs. Clarice Zilberman Knijnik – Independent Consultant

Period of the Assessment Study

The assessment study was accomplished from July 3rd to July 30th, 2006.

Methodology of the Assessment Study

The Final Assessment Study was based on the following methodological procedures:

1. Examination and comparative analysis between the current situation of the Project deployment and the Operational Plans of Deployment with the respective success indicators of the 2003 MLP;

2. Inquiring: (i) the Brazilian representatives (ii) the monitoring reports of the Project accomplishment; and (iii) acknowledgement of the success indicators in the final assessment of the results, the purposes and the Development Objective;
3. Presentation of guiding instruments for the Assessment Study: (i) Assessment Framework with five criteria; (ii) Summary of the Project's Assessment of Results based on the Project Development Assessment Framework and (iii) Operational Plans for 2003, 2004, 2005 and 2006, agreed by ILO and APN.
4. Validation of the reference assessment instruments with ILO and APN.
5. Gathering, analysis and interpretation of information to answer the main issues of the Assessment Framework and further preparation of a summary of the results reached by the Project;
6. Presentation of the results to ILO, APN and ABC for comments to the preliminary version of the Project's Final Assessment Report.
7. Approval of the final version of the Project's Assessment Report and prepare the executive summary.

This assessment was based mainly on: (i) interviews with key people and the Project Coordination for the deployment of the Project at ILO; (ii) search of existing technical documents, reports, and briefings; (iii) visits, meetings and interviews with consultants and staff related with the Project results and (iv) the Project Closing Seminar in June 2006.

Chapter 2 – Description of the Project

2.1 Context of the Technical Cooperation with ILO

ILO has an important technical and institutional experience in the accomplishment of projects aimed to the search of solutions for the eradication of poverty. This issue has also been integrating the agendas of governmental organizations, non-governmental organizations and international organisms.

For ILO, decent work is the fundamental path to overcome poverty and social exclusion. In the last decade, several studies and projects have acknowledged that the conditions and causes of poverty come differently for women and men, blacks and whites. Gender and race are, therefore, factors that differentiate the possibilities for overcoming poverty, having access to work, as well as the conditions of its achievement.

Relating to these conditions, the different government actors, non-government and international agencies, notably in Latin America, are accomplishing efforts so that the gender and race issues are part of the strategies of poverty reduction and policies of income and employment generation.

In Latin America, ILO is contributing to the poverty reduction and the deficit of decent work in the informal economy through the empowerment of the gender and race/ethnicity dimensions in the public policies of poverty eradication and employment generation. Since 1999, it is promoting institutional training and empowerment of its members in several countries, through the GPE Program. This is a result of the technical cooperation between ILO and the Dutch government, and it was done between July 2002 and December 2003 in the following countries:

Honduras, Nicaragua, Peru, Bolivia, Argentina and Paraguay. A similar project was developed, in Chile, from July 2003 to July 2004, in coordination with UNDP and with the support of the Japanese technical cooperation.

In the period of February 2002 to April 2003, the ILO's Regional Workshop for the Americas started the debate of a new project with the representatives from these member countries, to prepare a project within GPE for Brazil and Ecuador. The result was the project RLA/03/52M/UKM, using resources from the British Government's Department for International Development (DFID).

It is important to emphasize that the Project Document was developed by the Regional Specialist on Gender, based in Santiago, with the support of the Brazilian office.

The accomplished results, the lessons learned, and the recommendations resulting from the accomplishment of the other GPE projects in Latin America were valuable for the proposition of this regional project for Brazil and Ecuador. It had as fundamental objective that the gender and race discriminations are center structures of inequalities and the standards of social exclusion in Brazil.

The incorporation of the racial dimension together with the gender inequality was done because of the acknowledgement of its importance in determining the poverty situation and in defining work standards and social inequality, besides the importance of the black population in Brazil, who accounts for about 46% of the country's population. The new regional project is now named **Program for Institutional Strengthening on Gender and Racial Equality, Eradication of Poverty and Generation of Employment – GRPE**.

The original Project design proposed initial actions to contribute for the reduction of poverty and the deficit of decent work in the informal economy through the empowerment of the gender and race dimensions in the strategies, policies and programs of poverty eradication, employment and decent work generation, that are being drawn and deployed in Brazil.

The total amount for the Regional Project, to be used by the ILO Projects in Brazil and Ecuador, was of US\$ 900,000. In terms of the global budget, as of November 2004, the amount of US\$ 568,124 was stipulated to accomplish the Project activities in Brazil. This amount represents 63,1% of the Project's global budget.

The first actions done to organize the GRPE Program in Brazil were deployed between 2000 and 2002, through the cooperation among ILO, MTE, Santo André's government and the Government of Pernambuco, with the advisement of CEERT.

This work addressed the adaptation of the GPE Program to the Brazilian context and the incorporation of national experiences that were being developed for the inclusion of the gender and race dimension in the public policies of employment generation and overcome of poverty.

On June 2nd, 2003, a Memorandum of Understanding was signed by the President of Brazil and by the ILO's Director-General. This Memorandum established the referential framework for the development of a Technical Cooperation Program to foment a Decent work National Agenda. Thus, fomenting the Decent Work Agenda becomes a commitment between the Brazilian Government and ILO and it constitutes a greater reference for the contributions made by the GRPE Project.

Therefore, the new government authorities started to highlight the transversal issues in formulating public policies towards the social and economical development of the

Brazilian society, as seen by the establishment, in 2003, of the Special Secretariat for Policies for the Promotion of Racial Equality (SEPPIR) and Special Secretariat on Policies for Women (SPM).

The SEPPIR played a relevant role in formulating the new design for the GRPE Project in Brazil and in organizing the government organisms and social actors for its deployment.

On October 13th, 2003, the GRPE Program was officially launched in Brazil with the establishment of a Protocol of Intentions between ILO and the Federal Government to deploy the GRPE Program in Brazil. This Protocol established some parameters and asserted the need of outlining a set of strategies to incorporate and empower the gender and race dimensions in the policies of poverty eradication and employment generation.

The Protocol was signed by the Special Secretariat of Policies for the Promotion of Racial Equality, the Special Secretariat on Policies for Women, the Special Secretariat for Human Rights, the Ministry of Labor and Employment, the Ministry of the Agrarian Development, the Ministry of Education, the Ministry of Social Welfare, the Ministry of Health, the Secretariat of the Economic and Social Development Council, the Ministry of Assistance and Social Promotion and, the Extraordinary Ministry for Food Safety, later replaced by the Ministry of Social Development and Combat of Hunger.

The official launching of the GRPE Program in Brazil occurred at an international seminar, where the main results of the GPE Project in Latin America were presented and discussed, in a closing phase at the time. The staff of ILO in Geneva also participated in the event. The same staff had also participated in the deployment of the Program in other regions around the world.

As the length of the Program in Brazil was imagined to be from October 13th, 2003 to December 30th, 2005, the Technical Cooperation would be carried out during the period corresponding to the term of President Luis Inácio Lula da Silva (2003-2006). This political context was shown to be extremely favorable to establish the necessary conditions to plan and to deploy the Project.

In this way, great part of the executive actions and national activities, foreseen in the Government's plan, allowed the Project actions to support the delving of constituent issues of the new Public Policies Agenda – 2003/2006. At the same time, the actions undertaken by the federal administration allowed a strong interaction with the Project initiatives.

In February 2004, the 1st National Training and Planning Workshop took place, to present the content of the Training and Information Manual on Gender, Race, Poverty, and Employment to the participants and to define the first action plan to deploy the Project. The training of public managers responsible for the planning, deployment and monitoring of public policies emerged as one of the priority actions to be carried out.

The Office of ILO in Brazil promoted, in June of the same year, a Strategic Planning Meeting with the SEPPIR and the SPM, which contributed to the preliminary detailing of the Project actions.

So, as a result of these events, the following national strategies were agreed, in consonance with the strategies originally established in the Regional Project:

To support processes of planning, improvement and assessment of public policies, through technical assistance;

To develop pilot experiences;

To empower the institutional capabilities of other social actors (labor unions; employer's associations and civil society organizations);

To support the establishment and empowerment of dialogue forums and social organizations; and

To develop the knowledge foundations about the interconnection between poverty, employment, gender and race, through the planning of studies.

The expected results of the Project would be obtained by the development of technical activities for the institutional empowerment of the participants, with special emphasis in the training of the managers of policies and public programs on combat of poverty and employment generation. Other actions were aimed to prepare methodologies and knowledge to support the improvement of the strategic management of these issues for the different participants in planning and deploying public policies on poverty eradication.

In 2002, the training activities with the partners could be initiated in a short period of time due to the previous work done by ILO and the national partners. This work consisted of translating and the preliminary adaptation of the Training and Information Manual on Gender, Race, Poverty, and Employment to the Brazilian current scenario – with the pioneering initiative of dealing with the racial issue. The Manual was launched by ILO in 2001 in the Spanish version, and was the basis to the other Projects previously developed in the Latin American countries already mentioned.

In 2004, new Protocols of Intentions were signed to deploy the GRPE Project as a pilot project at the local level. The partners involved were the Regional Chamber and the Municipality Consortium of the Great ABC, and the City of São Paulo.

The SEPPIR and the MTE, because of the priorities granted to the issues dealt in the GRPE/Brazil Project, demonstrated a great deal of interest in increasing the counterpart resources, giving a greater support to the Project. Other organizations also contributed to the project, such as the SPM, the MPS and the MDS, with in loco support to several activities and initiatives.

The Coordination of the Project felt the need to evaluate the situation a little better, because of the limited conditions of human resources of ILO/Brazil to increase the range of the Project, the list of activities and products to be reached in this Regional Program.

In this scenario, it was proposed and initiated a new Project of Technical Cooperation with the participation of ILO, UNDP and SEPPIR, financing some activities which were originally contemplated in the Work Plan of the Project RLA/03/52M/UKM.

The initial resources of the Project BRA/04/063 – Public Management and Social Dialogue on Equality of Gender and Race, approved in December 2004, were in the order of US\$ 100 mil, excluding the counterpart resources “in loco” of approximately US\$ 70 mil.

This initiative allowed enlarging the actions initially planned in terms of training and research. This additional management of resources represented a greater level of complexity to the performance of the Project.

In October 2005, ILO and the participants of the Technical Cooperation had a follow up meeting of the Project accomplishments. Considering the difficulties faced in the first year of the GRPE deployment – due to the Project's articulation actions with new authorities and the new institutions at federal level – and the complementarities of the resources from the Brazilian counterparts – which added approximately US\$ 430 mil (US\$ 198 mil in cash). There was the need of increasing the length of the Program execution. At that moment, it was recommended an extension of six months, up to June 30th, 2006, to allow the conclusion of the Project's Action Plan, increasing the capability for the Project's deployment.

Between January and June 2006, the amount foreseen for payments reached the value of US\$ 229.5 thousand for the Regional Project, from which, US\$ 133.5 thousand were invested in Brazil.

This extension allowed reaching better results to the direct beneficiaries of the Project. The activities that could have been done are as the following:

- (i) The continuity of the technical assistance to the Program of Domestic Work Citizens, together with the MTE;
- (ii) The continuity of the support to the National Program of Professional Qualification, together with the MTE;
- (iii) The continuity of the pilot experience with the municipal district of São Paulo;
- (iv) The support to SEPPIR for the deployment of the National Policy of Affirmative Actions on Racial Equality in the world of labor;
- (v) The deployment of the Objective 4 (4.1.1. Systemization of the accomplished activities);
- (iv) The conclusion of the publications foreseen in the Objective 4 (4.1. Systemization of the lessons learned and pilot experiences); and
- (vii) The accomplishment of the Project's closing seminar (4.3. Dissemination of methodologies, lessons and good practices).

2.2 Structure, Organization and Dynamics of the Project deployment

The Project Activities were executed and supervised by the Regional Specialist on Gender with the support of the ILO Office in Brazil, including the initial articulations with the Federal Government, the signature of the Protocol of Intentions and the organization of the International Seminar in Oct/2003 and the National Training Workshop in Feb/2004, until the employment of the National Coordination in May 2004.

The National Coordination of the Project had the support of Consultants for short term products that allowed the Project deployment activities, agreed in the operational and financial planning of the Project.

The management structure for the Project deployment was proposed considering the permanent political-institutional linking and the national decision making levels. The following is the structure of the Project deployment:

1. ILO/Brazil (national and regional forums)

In the technical scope, a team of four professionals was constituted (1 Coordinator; 2 Program Officials and 1 Project Assistant) who deployed and carried out the Project actions, with the support and supervision of the Regional Specialist on Gender. Moreover, the project had the support of the administrative and the financial area of the Brazilian Office. This forum also acted directly in the regional articulation of the GRPE/ILO Project in Brazil, and its equivalent one in Ecuador, allowing the permanent knowledge sharing and experiences of deployment of the National Projects.

2. Multi Institutional Management (national forum)

A Group of Technical Coordination formed by ILO and the other 10 Brazilian signatories of the Protocol of Intentions, besides the relevant partners for the actions developed in the transversal themes of the Project: the National School of Public Administration (ENAP); the Institute of Applied Economic Research (IPEA); and Agencies of the United Nations System/Brazil, especially UNIFEM. This Technical Group played an important role in the Consulting and Coordination fields, as well as validating the Project actions. The meetings were called whenever the complexity of the issues demanded orientation from the signatories.

3. Multi Institutional Operational (national forum)

A Coordination Group formed by ILO and four of the Brazilian signatories: SEPIR, MTE, SPM and MDS. This technical-operational Coordination Group played a relevant role in following-up the Project deployment, acting as a focal point of political institutional articulation for the improvement of the agreed initiatives in the multi institutional management forum and the different national partners.

4. Multi Institutional Operational (local forum)

The deployment of the pilot experiences at the local level of the referred Project demanded the placement of operational and articulation structures from the different partners in the areas previously selected by the Project. In this context, two technical and management groups were selected, one at São Paulo's ABC region and another at the municipal district of São Paulo.

This structure for the Project deployment was appropriated so that the four strategic guiding axes of the GRPE/Brazil Project were deployed, according with interviews made during the assessment.

The following performance axes can be identified for the deployment of the GRPE Project strategies in Brazil:

- 1) Establishment of a national dialogue network;
- 2) Awareness and planning of demonstrative actions;
- 3) Establishment of a repertoire of information and pilot experiences;
- 4) Establishment of training actions for public policy managers.

The dynamics of the Project deployment considered the articulation in three forums: regional, national and local. Some important points should be highlighted that allowed the reduced basic ILO/Brazil team Project (four professionals) to reach the results:

(i) The establishment of support groups in each one of the Federal Government Ministries and Secretariats;

(ii) The establishment of executive focal points of support of the four organisms of the Federal Government which constituted the Executive Coordination. These focal points had the responsibility to enable the agreed activities;

(iii) The establishment of executive focal points and technical assistance at the local administration forums;

(iv) The establishment of points focal of technical assistance at the research institutions in the national, governmental or non-governmental levels.

The process of the Project deployment also had actions of activities planning through seminars and national workshops, where the annual operational plans were proposed and the initial budgets of GRPE/Brazil were validated for 2003, 2004, 2005 and 2006.

2.3 Summary of the Initial Project Plan

Cycle 2003-2005

In the original setting of the Regional Project, the annual quantitative indicators to verify the extent of the Results were not defined. This task was accomplished by the National Project Deployment Team, reaching an agreement with the national partners on the goals to be reached yearly. The outcome was the preparation of the Project's planning framework. This process took into account: the resources available; the initiatives of other Programs; the availability of counterparts; and the progress in the deployment of the activities in Brazil and in Ecuador.

The Immediate Objectives of the Project are consistent with the Development Objectives, which were appropriately proposed in the Project planning. This adjustment allowed the Project's Deployment Team to have a clearer view as for the actions to be accomplished and the results to be obtained.

In this analysis, the Logical Framework for the Project Document would be the one already agreed, between ILO and the signatories of the Protocol of Intentions in Brazil, in October 2003.

The procedure settings of the bi-annual reports of the Project deployment were used for the monitoring and the assessment of the Project, related to the actions of ILO. These settings are available for consultation in the Office of ILO/Brazil and in the Regional Workshop, in Lima.

This Project has, as immediate beneficiaries, the trainers and managers of policies and programs of poverty eradication, employment generation and promotion of gender and race equality (at local and national levels), while seeking the improvement of these managers' abilities on issues related to the promotion of decent work and gender and race equality for the workers in the informal and formal economic sectors.

At the same time, the indirect beneficiaries of the Project are the ones on the low income socioeconomic class, especially women, afro-descendants and other ethnic groups inserted in the informal and formal Brazilian economy.

The strategy to reach the Immediate Objectives of the Project was based on the deployment of the following groups of components:

1 - Strengthening of policies, strategies and current programs for poverty eradication and decent work generation in the informal economy on the national and local levels, incorporating the Decent Work Agenda and, especially, their objectives to promote gender and race equality in the National Priority Programs.

2 – Strengthening the institutional capabilities of ILO officers for planning and deploying policies and programs that are able to incorporate workers of the informal economy, especially women/black, in the strategies and policies for the combat of poverty and employment and decent work generation;

3 – Development of pilot experiences and knowledge sharing contemplating the gender and race transversality for the overcome of poverty and generation of employment and decent work. The objective is to develop a collection of good practices and methodologies to be reproduced and disseminated among other groups and in other regions of the country. At the same time, these good practices would give a feedback to the process of planning new project designs and strategies of deploying these policies on international, national or local scenarios.

4 – Strengthening or setting forums of tripartite dialogue about the Project themes, as well as providing the necessary conditions for the active participation of these tripartite forums, allowing the contribution of all ILO officers in Brazil (Government, labor and employers organizations).

5. Strengthening or setting social forums of monitoring and assessment of the gender and race transversality in the planning and deployment of public policies for poverty eradication, employment and decent work promotion in the formal and informal sectors of the Brazilian economy.

The action of the ILO Office and their National Partners, to obtain the GRPE Immediate Objectives and Results, was accomplished through the technical cooperation of its staff and representatives, along the planning, deployment, monitoring and assessment process of the Project, as it will be detailed bellow.

2.4 Review of the Initial Project Plan

It could be highlighted that the originally agreed MLP (October 2004) was showing small modifications in the Project deployment activities, due to new actions or situations that needed an effective answer from the Project.

The original deployment schedule of the Project was annually adjusted by the Project Coordination's Operational Plans of Action. This update was done according with the management capability and availability of human and financial resources from ILO and the national partners.

The adjustments were done only in the activities necessary to the Project deployment. The Results and Objectives remained the same as the framework originally agreed. Actions to organize the monitoring and assessment procedures were also incorporated.

The Project kept, with some delays in its execution, the Work Plan originally agreed, even with certain events that happened in the period of its deployment, as following:

- (i) The initial necessary time to articulate with the federal representatives for the Project deployment in the beginning of 2003;
- (ii) Changes in the high and middle management officials at the administration of the Municipal District of São Paulo, in 2004;
- (iii) The original draft from the regional Project Coordination showed some very ambitious results accomplished until the end of the cooperation, in terms of setting indicators and monitoring and assessment result systems of the Program, on a national level;
- (iv) Delays in the publication of the Manual of Training and Information, in Portuguese, due to the need of introducing specific data on the gender and race situation in Brazil as well as a new Module that dealt with the racial component.

The review of the Initial Plan of the Cooperation needed, in April 2005, an adjustment of its initial budget, approved in April 2006. This transfer of funds among budget categories made possible the accomplishment of the GRPE concluding schedule. The 2006 review kept the Development Objective, Purposes, and Results/Products.

Chapter 3 – Results Reached by the Project

3.1 Identification of the results reached

It was consolidated in the logical framework of the Project the Result 1.0, in 2004, in order to accomplish the Immediate Objective 1. This Result 1.0 was meant for the linking activities and initial awareness of national partners for the Project.

Enclosed is the Table of the Products Extent obtained by comparing the Project originally designed, through the Project's logical framework and the goals reached for each one of the Results, according with what was planned and executed by the Project, along the 2 years and 8 months of accomplishment.

Result 1.0: Managers of strategic importance for the Project deployment, identified and articulated.

This Result includes all the initial institutionalization and articulation activities for the achievement of the Technical Cooperation between ILO and the Brazilian Government, as well as the activities for the organization of relevant partner's network to deploy the GRPE/Brazil Project.

Generally, these preliminary actions to organize the operational structure and a network of strategic representative network represent a permanent action of ILO in its Offices. However, these actions are not planned and they don't have the financial resources, as activities in the logical framework of the Projects.

About the Result, the following activities were accomplished:

- (i) The signature of the Memorandum of Understanding between ILO and the Brazilian Government to prepare the Decent Work National Agenda;

(ii) To hold an International Seminar and to sign the Protocol of Intentions between ILO and the Brazilian Government to deploy the GRPE Project in Brazil, which is considered an institutional reference for the actions of ILO and the Brazilian Government in the Project deployment and the introduction of the Technical Coordination Group;

(iii) Consultation and Articulation meetings of Partners. It was necessary at least three articulation meetings with the signatories to agree on the procedures for the Project deployment: which would be the participants, the frequency of meetings; the responsibilities and articulation mechanisms.

(iv) Meetings to organize the Coordination Group for the planning, monitoring and validation of the Project.

At the same time, the principles and strategies of the Project action were being established among the different partners. In February and June 2004, the Workshops of the Project Planning were done and, with the Coordination Meeting, in October 2004, the logical framework and the Project Planning Activities were acknowledged.

This process took longer than expected, due to changes on the federal administration in the beginning of 2004 – previously mentioned in the report - and in the beginning of 2005, as a consequence of the municipal elections of October 2004. This caused important changes in the government of São Paulo and several cities of ABC, in which the pilot project were being deployed.

Hence, this Result 1.0 was reached along 2003 and 2004, and a network of strategic public managers was set to deploy the Project on the federal level and on the local pilot experiences.

Result 1.1: Technical ability of the public managers responsible for the strategies of poverty eradication and decent work generation in the informal economy strengthened through the incorporation of the gender and race dimension.

The accomplishment of the activities to obtain this Result was a strong challenge for ILO, considering their significant contributions for the scope of the Project's Development Objective: empowerment of the gender and race dimensions in the strategies, policies and programs of poverty eradication and employment generation in progress or already deployed in Brazil.

This Result was accomplished through the following activities:

(i) A diagnosis about gender and race inequalities in the informal and formal work market and its relation with poverty, through eight Technical Papers, that were agreed over nine Thematic Meetings (180 participants) and presented in the GRPE International Closing Seminar (100 participants). The thematic meetings also held lectures with specialists in the area. The studies and researches accomplished also produced publications: the GRPE booklets about collective negotiation, gender and race issue in the federal public service, and domestic labor in Brazil. The studies were used as input for specific publications on special dates such as Woman's International Day (March 8) and the Day of Black Consciousness (November 20).

The reach of this initial diagnosis would represent a significant progress in the area of knowledge and social dialogue among the different national partners on labor issues.

Some of these Studies and Researches are: Gender, race and the informal economy in Brazil; Domestic labor in Brazil; Incomes and expenses of Brazilian families according to sex and race; Gender, Race and Poverty in Brazil 1995-2003; and the History of house worker's trade union organization in Ibitinga-SP.

(ii) Mapping strategic managers for the transversality of the gender and race dimensions in planning public policies. There was a selection of about 1200 strategic managers for the planning of public policies on the federal level and on the three areas of pilot experiences. As a consequence, a network of public managers was created for awareness and training actions at public institutions, especially at MDS, MTE, SEPPIR and SPM. On the local level, networks were established with the support from the Municipality Consortium of the Great ABC and the Government of São Paulo;

(iii) Awareness and training workshops for public managers. In 2006 was held the 1st Training Course for the first 40 educators using the GRPE Manual of Training and Information on Gender, Race, Poverty and Employment. These trainings should continue through the initiative of each national partner, with the technical support of ILO.

The process of long term training was the one accomplished by the ABC government with the participation of SEPPIR and the Municipality Consortium of ABC. In this region, a total of nine workshops for public managers and regional social actors were held, among those directly supported through Project resources and those held with the direct support of SEPPIR, with about 470 people. These activities had the support of CEERT and CEBRAP on several different occasions. Still, twelve Training Workshops were accomplished with the support from the Government of São Paulo, with 360 local managers; one workshop in the municipal district of Salvador and one meeting with the municipal districts of Meso – the region of the Jequitinhonha valley and Mucuri – with the presence of 40 people.

The Ministry of Social Welfare incorporated the gender and race transversality in the activities of the national and regional coordinators of the Welfare Education Program, in the national and regional meetings in Brasília, Florianopolis and Recife, with the participation of about 330 managers.

The other trainings and the public manager's awareness were supported by the SEPPIR/ILO/PNUD Project, which financed these initiatives with resources from the Secretariat, starting from 2004;

(iv) To organize the initiative results and monitoring their impacts.

Hence, this result could be considered satisfactory achieved, and contributed to the awareness and training of approximately 1300 managers on local and national public policies, through the accomplishment 27 workshops.

These actions contributed to generate knowledge and the procedures necessary to the transversality of the gender and race issues in the planning and deployment of public policies.

(v) Translation and adaptation of the Manual Training and Information on Gender, Race, Poverty and Employment, introducing the transversal racial dimension in the Modules already existent and to develop a specific Module.

Result 1.2 – Focus on gender and race strengthened through the incorporation of such issues in the programs and policies on poverty eradication and employment generation in Brazil.

The Project considered strategic the support of actions on transversality of gender and race in the National Plan of Social and Professional Qualification - PNQ, because of its objectives, the target audience and the national range. Then, in partnership with the Department of Labor and Employment, two Training Workshops were developed for 60 national managers and representatives of the PNQ in the States.

A third workshop was done in Aracaju and approximately 40 representatives of the deploying institutions participated. The participants worked on the PNQ/MTE Project, for the awareness in the transversality of approaches on gender and race in their work actions.

The MTE also trained 30 managers who work at the Ministry, as well as officers from the Federal District Regional Labor Bureau, in a Workshop held in Brasília.

One of the long term actions accomplished by the Ministry of Social Development was the development, for the first time, of statistical data and monitoring of the Family Allowance Program (Programa Bolsa Família). These data considered on the beneficiaries' information about gender and race of this National Program of Provisional Income Transfer.

The importance of this information was highlighted by the Ministry officers, to monitor and to evaluate the Program. It took approximately seven months to gather this information by the Department of National Registry of the Program.

The Project did approximately 20 technical meetings with the expressive participation of national partners (400), to share the need of the transversality of the gender and race issue on public programs and policies of Poverty Eradication and Employment Generation. Such action had the support of the Ministries and Secretariats related to the deployment of GRPE/Brazil Project.

The Project's Management and Operational Technical Meetings, as well as the nine Thematic Meetings were important instruments for the awareness process on the transversality of gender and race in the public policies agendas.

The strategy of introducing the issue in lectures about related issues was another factor contributing to increase the range of the impacts of the Project. The officers of partner institutions and staff of ILO/Brazil were responsible for this action.

The setting of a support network for the Project was important for the attainment of the Project results. Research centers, universities, and researchers with recognized experience in the GRPE issue provided a quality seal for the initiatives. Participants of the support network were IPEA, DIEESE, CEBRAP, CEERT, IBD, the ETHOS Institute, IBGE, INSPIR, USP, UFMG and UFF.

These initiatives also assured conditions for the future use of the publications done by the new partners and strategic managers in order to continue the strengthening of such knowledge in the different forums of social dialogue in the world of labor.

Considering the time of deploying the Project (two years and eight months), this Result 1.2 can be assessed as very satisfactorily reached for its initial phase. The awareness of important national partners on the transversality of the gender and race dimension in planning public policies was reached.

The support of the Project came to strengthen the current political guidelines in the 2004/2007 Action Plan of the current Government, related to the issue, and the policies of strategic partners at the federal public administration.

It is expected that the studies and researches supported by the Project and spread among the national partners can assist the planning of the new 2008/2012 PPA (Plurianual Plan), on a national level, with a grater presence of the gender and race transversality in the policies and programs of Poverty Eradication, and Employment Generation in the next Government term.

Result 2.1: A support pilot experience of the GRPE deployed, focusing on workers of the informal economy, in its initial phase.

This Result was initially proposed during the 2004 Planning Workshops, through the preliminary selection of four areas for the pilot experience. These projects sought gathering information on the repercussion of GRPE at a local level, seeking to support awareness and management training at the local projects.

Initially, the following areas were selected: **(i)** Regions in the Great ABC Paulista; **(ii)** the Municipal District of São Paulo; **(iii)** the Jequitinhonha and Mucuri Valleys (Mesovale Region); and **(iv)** the City of Salvador.

At the ABC region, it was extremely important the work done together with the government of Santo André in the process of adapting the Manual and the city's articulation (the Great ABC Municipality Consortium)

Furthermore, these Pilot Projects would have the potential of gaining great visibility, being located in the South and Northeast regions of Brazil. At the same time, they gathered conditions that would allow its spread to new areas within these Regions.

In 2004, the Protocol of Intentions was signed between: **(i)** the Regional Chamber of the Municipality Consortium of Great ABC Paulista, consisting of seven municipal districts; and **(ii)** the government of São Paulo.

These actions were important for the deployment of the pilot projects and had an important participation of SEPPIR, through agreements signed between the Secretariat and the cities mentioned.

The 2004 municipal elections had consequences on the rhythm and the execution of the pilot project, especially at the ABC and at the municipal district of São Paulo. After the initial phase of changing the cabinet, the activities were retaken and new articulation, negotiation, and planning of actions were accomplished with the new local authorities, and new commitments for additional funding were made.

ILO and SEPPIR provided technical support for these projects through a process of permanent articulation. For this, they had help from the consulting services of Specialized Study Centers, such as CEERT and CEBRAP. These centers supported the meetings, planning and training workshops at the Great ABC and at the municipal district of São Paulo.

The Local Coordination was in charge of the deployment, both by the ABC Consortium and the Department of Labor and Solidarity of São Paulo.

A total of nine workshops for public managers and social actors were accomplished at the Great ABC Paulista, with the participation of SEPPIR and of the Municipality Consortium of ABC. These workshops were supported using the Project resources and the direct support of SEPPIR. Approximately 470 people, among representatives of social programs, union representatives and actors of the women movement and the black movement organizations.

One of the most important results was the assessment and the improvement of the deployment of the color/race and gender issue in four social programs: People's Bank (Banco do Povo); Citizenship Income (Renda Cidadã), Brazil Literate (Brazil Alfabetizado), and Regional House Shelter (Casa Abrigo Regional). Reports were produced on these initiatives and the results were presented nationwide, during the GRPE Closing Seminar, in 2006. It could be highlighted the campaign for a wider disclosure of racial inequalities for the people at the great ABC, through folders, billboards, posters, buttons and news in the local radios.

In 2004, São Paulo held twelve awareness workshops, training about 360 local managers. Around the same time, a municipal administrative rule created the Project GT Diversity, constituted by managers of several departments. In 2005, the Project GT Diversity turned into the Inter-Secretariat Commission for the Management of Diversity, formed by around 60 permanent members and 60 replacement members.

The experience at Mesovale Region of Jequitinhonha, with a strong presence of quilombolas (Negro slaves who took refuge in a quilombo) and indigenous remaining populations, had the support of Mesovales – the Development Agency for the region. A training meeting was done for approximately 40 managers, institutions, and participants of social local movements. This pilot project had the technical and the financial support of SEPPIR through the establishment of an agreement, which allowed the preparation of preliminary diagnoses on poverty and gender and race inequalities in the region.

In April 2005, the GRPE had the first articulation meeting with the municipal government of Salvador, and in November, a seminar to plan the Project initiatives. This pilot experience is in its initial phase, due to several factors that hindered the progress of the Project, among which is the complexity of the performance dynamics and the agendas of the women movement and black movement organizations that work in this region.

Through the coordinators report of two pilot experiences (ABC and SP), this Result can also be considered very satisfactory. This assessment can be confirmed by the testimonial of the Project's strategic partners and the tripartite constituents, in the Project's Closing Seminar. According with some of people interviewed, there are already actions needed in at least four new municipalities-pilot areas, to continue the initiatives of the GRPE Project.

The importance of the pilot experiences was also highlighted. For most of the interviewers, this importance was based in the fact that, in several places, the Program initiatives were the first concrete cases of the gender and race transversality approach in the world of labor, with impact in the decentralized public policies.

Locally, a list of the successful experiences was made for the Project. These experiences could have the potential of also being successful on other Brazilian pilot areas.

It was also produced more permanent dialogue forums to continue dealing with the GRPE issues and the training and direct awareness of at least 600 managers and representatives of the civil society.

Result 3.1 - Tripartite Dialogue Forums to promote equal and strengthened opportunities, improving the ability to introduce the Project issues at the forums of social dialogue.

This Result was reached through a group of activities that sought: (i) the constitution of a forum of tripartite dialogue for the promotion of equality and work opportunities; and (ii) the awareness and training of partners/constituents of the tripartite forum in Brazil about the project.

In 2004, two Planning and Training Workshops were accomplished, in order to reach this strategic Result to continue giving sustainability to the project and the medium and long term impacts.

The first awareness workshop for the social actors in the issues of the GRPE/Brazil Training Manual had the participation of 60 public managers, labor and company organizations. The second workshop was held in 2004 and had the objective to prepare the Project's Action Plan. Several organisms participated in this workshop including MTE, SEPPIR, SPM and ILO.

The International Seminar, held in 2003, was the event when the GRPE Protocol of Intentions was signed. Participated in this seminar 250 strategic partners that enable the continuity of the Project's deployment process.

In August 2004, when ILO's Director-General visited Brazil, the Presidential Decree that created the **Tripartite Commission for the Equality of Gender and Race Opportunities and Treatment at Work** was published, in the scope of the Ministry of Labor. This Commission has an advisory role and seeks, among other objectives, the promotion of public policies towards the: (i) invigoration of the equality of opportunities and treatment and (ii) the fight against all forms of gender and race discrimination in the world of labor. ILO plays an important role of permanent technical adviser for this Commission, as it was established in its Internal Rules.

The establishment of this formal tripartite dialogue forum represents one of the important results of the action of this Project, creating a room for permanent social dialogue. This forum consists of: **(i) the Government** (representatives of six Ministries and Secretariats); **(ii) the Workers** (representatives of the six biggest Brazilian labor union organizations); and **(iii) the Employers** (representatives of five national employers confederations).

Several of these partners had already participated of GRPE's national workshops and thematic meetings. In 2005, the 1st Work Meeting of the Tripartite Commission was accomplished as a support for the Project. A preliminary proposal for an Action Plan was also elaborated and the discussions of some issues initiated, such as: policies for the job market, affirmative actions, and national and international legislation.

Along 2005 and 2006, there were four Commission meetings, discussing the promotion of equality in the world of labor, with the participation of approximately 15 partners. These meetings were part of the initial process of consolidating and discussing the promotion of equalities in the workplace.

These data allows us to evidence the small progresses done by the Tripartite Commission and ILO/Brazil for the empowerment of the tripartite dialogue forums in promoting equal treatment in the world of labor.

The consolidation process of this forum shall demand new initiatives to support the monitoring and assessment actions for the deployment of the agreed Action Plan. The impacts of such actions could be better assessed in the next 5 years, starting from 2006.

The training and awareness of a greater number of representatives from the employer's organizations in Brazil should be strengthened, in a next stage of the Project.

The project also supported the repercussion of the empowerment of local forums for social dialogue, by an informal setting of such forums at the local level, through its pilot experiences.

The thematic meetings and the meetings with union and industry organizations, supported by this and other ILO and Government projects, have acted very positively in organizing these formal and informal forums of social dialogue.

This Result, as the previous ones, can be assessed as satisfactorily reached for this phase of the GRPE Project. The tripartite partners were more aware of the importance of including the gender and race dimensions in their strategies and initiatives in the world of labor. Also, an institutional framework of reference for the tripartite dialogue was established (Protocol of Intentions).

It is hoped that these initiatives will allow the tripartite representatives to act more actively in the managing process of public policies related to labor.

The studies and researches done by the GRPE Project should increase the network of strategic partners and their ability to respond to the project consultations or proposals, with a strong presence of issues such as the promotion of equality and treatment in the world of labor.

Result 4.1: Lessons learned and good practices of the diagnosis activities, technical support and the pilot projects developed by the Project, organized.

This Result was meant to support, through seminars and workshops, the dissemination of the established experiences to the ILO tripartite constituents, the workers union and industry organizations of the informal economy, and women movement and black movement organizations.

At the same time it sought: (i) knowledge about the pilot experiences, the lessons learned and the good practices developed in the Project (ii) knowledge sharing and good practices to the strategic partners and the Brazilian civil society organizations, making publications available at the ILO homepage and the homepage of other partners.

This Result is directly related to the previous ones, representing the systemization of the assessment and monitoring of the other initiatives developed in the Immediate Objectives I, II and III.

Regarding the pilot experiences issue, the Project reached the assessment indicators through reports of these experiences. In the case of the Great ABC, a publication should be done in order to broadcast the progress by the end of 2006.

Four new Brazilian municipalities requested, to the Ministries and Secretariats, the preliminary proposals to new potential areas to reproduce the Project's pilot experiences. However, a new pilot area was not yet defined. The selection of this area shall be agreed by the partners of the Project.

Considering all factors involved in the extension of the Project (vide chapter 2), there were difficulties in the systemization of the lessons learned, the good practices and the recommendations to be considered in the next projects or for a possible continuation or resume of GRPE.

Nevertheless, these lessons learned and good practices were dealt by ILO and the Project partners, through the coordination meetings and the thematic meetings, as well as ILO's biannual progress reports and the Project's final report. These reports were written biannually with little follow-up of the Project's logical framework, complicating the annual systematization of the reached indicators of the MLP Activities and Results performance.

The GRPE Closing Seminar was a very efficient instrument to assist in the preparation of a GRPE document, which included the lessons learned, the good practices and the recommendations. Until December 2006, the documents presented at that time should be made available, at the ILO's homepage.

The analyses of the project reports, the reports presented by the advisors and the assessments of trainings and events allow us to say that this Result was partially reached by the Project, with the preliminary identification of the lessons learned and the good practices by ILO and the partners in this GRPE phase I.

The national partners' contributions to the Project Closing Seminar and the interviews with the staff of the partners' institution were very significant for this assessment.

In all events, meetings, and workshops, most of the participants pointed that the transversality gender and race approach had positive points in promoting changes on individual and collective perception of the impacts of the policies on promoting equality and treatment in the job market.

It is being suggested that, in the next six months, efforts should be made to systematize these issues through publications, at the ILO's and the partners' homepage, a GRPE notebook with mechanisms and procedures to deploy new pilot experiences, and a document of the lessons learned and recommendations for projects on the transversality of gender and race in the planning and deployment of public policies.

Result 4.2: Methodologies and instruments of monitoring and assessment the impact of programs and policies of combat of poverty and promotion of decent work in the informal economy

This Result was design to strengthen the monitoring and assessment capability, for the national and the constituent tripartite partners, of the medium and long term impacts of policies, strategies and, programs of overcoming poverty and promoting decent work in the informal economy.

This strengthening shall be accomplished by: 1. presenting and validating a methodology for assessment of short, medium, and long term impacts and 2. presenting instruments of monitoring progresses in the social policies on the combat of poverty and the promotion of decent work.

Nevertheless, the resources originally allocated for these two activities contributing for this Result which summed up US\$ 2 mil (DFID) and US\$ 4 mil (SEPPIR) were not enough to deal with this issue. The commitments for the deployment of other activities and priority products of the Project demanded the rearrangement of the resources originally set for that result.

The strategic partners of the Project considered that this Result should be reached in the upcoming months. Therefore, SEPPIR agreed in financing these methodology suggestions and monitoring instruments through a consultancy of the ILO/UNDP/SEPPIR Project, which has been shown very efficient in the national counterpart support to the deployment of different initiatives of the GRPE/Brazil Project.

Unfortunately, this result was not reached directly by the GRPE/Brazil Project.

However, it shall be accomplished in the next eight months.

Result 4.3: Lessons learned and good practices among the Project countries and within ILO, disclosed.

In this Result, the following activities were accomplished:

- (i) disclosure of the lessons learned and good practices reached by the GRPE Project, together with the national partners and tripartite constituents;
- (ii) Promotion of the exchange of experiences between the Project in Brazil and Ecuador together with the staff of ILO and the other Brazilian partners;
- (iii) Disclosure of these experiences to Latin America specialists and in the headquarters of ILO (knowledge sharing); and
- (iv) Accomplishment of the closing event of the Project.

In 2004, the GRPE Team and the Project's Regional Specialist on Gender and Back Stopping, that only later would be the Manager of ILO/Brazil, participated of 19 events related to the Project, when lectures and presentations were accomplished with the objective of publicizing the studies, researches and documents of the GRPE Project. In 2005, there were 23 meetings and, in 2006, there were 25 meetings.

Some of these activities were also promoted by the other bilateral agencies and multilateral development organisms in Brazil such as: UNDP, the World Bank, DFID, IPC, CIDA and UNIFEM.

The GRPE Project was shared with specialists from Latin America, the ILO/Headquarters, and DFID, with the participation of the National Coordinator and the Director of ILO on five international Meetings:

- (i) "Knowledge Sharing Workshop on Employment Creation and Gender Equality". Geneva/2004;
- (ii) "Second Workshop Knowledge Sharing with DFID – funded projects on the informal economy" – Uruguay/2004;
- (iii) "Final Workshop Knowledge Sharing with DFID". Cambodia/2005;
- (iv) "Continental Conference of CIOSL/ORIT Women". Panamá/2004; and
- (v) "Research Consultation on Equality at Work". Geneva/May 2006.

Due to the regional nature of the Project, the Coordination in Brazil and in Ecuador maintained a close relation and exchange of information, along the deployment of GRPE. The exchange was shown to be very positive for the feedback of the articulation processes and the Project administration.

The teamwork allowed the identification of the specificities of the Project applicability in each Country and the success factors in the Project deployment. The participation of the Project Coordinator and CONAMU of Ecuador in the Project's Closing Seminar, in 2006, allowed the national partners to know the progresses reached in each Country and the contribution other ILO experiences on this issue.

At the same time, permanent actions of popularization were accomplished by the Project with the national media, especially in special dates related to Women and the Black Population, with the publication of studies accomplished by the Project. These publications can be seen at the ILO/Brazil website.

The Project's Closing Seminar was held in June 2006, the International Seminar on Gender, Race, Poverty and Employment: experiences and challenges, with the participation of approximately 100 strategic partners and tripartite constituent. The results reached were very significant for:

- (i) The validation of the studies and researches accomplished by the Project in Brazil and in Ecuador;
- (ii) Sharing of new knowledge and pilot experiences; and
- (iii) Gathering comments for the assessment and the preliminary planning of the activities yet necessary for the deployment of a second phase of the Project.

This result supported the translation and publication of a still low number of strategic documents for the knowledge sharing and the Project experiences as, for instance, the books: "House work in the clothing chain in Brazil" and "Questioning a myth: the costs of men's and women's labor in Latin America." These publications are available at ILO's library and they were distributed at the Project's workshops and meetings.

These books enriched the ILO's inventory of studies about the controversies seen in the Project. The books came to support several national partners with theoretical basis and data on GRPE in Latin America and Brazil.

The review, editing, and publication of the three GRPE Books and the GRPE Program's Final Report in Brazil were made available in June 2006. They constituted strategic products for the production of knowledge and training of the Project partners. These GRPE Books were supported by studies and researches developed at the scope of the Project. The other Project's publications were possible by an expressive financial participation of the SEPPIR/ILO/UNDP Project. The resources foreseen for the editing and publication were much reduced and the SEPPIR/UNDP Project was the instrument that made possible these reviews, editing, and publications.

There still not available at ILO/Brazil's homepage the final versions of the accomplished studies, researches and the GRPE/Brazil Project's Final Report. These documents shall soon be available at the ILO homepage, until December 2006, increasing the disclosure of these information, data, and knowledge produced by the Project. These products are available for consultation at the ILO's Library of upon request to the Project's Coordination.

This Result, originally constituted by a group of five activities to be accomplished, was added by four more activities, intended for: **(i)** producing Project's disclosure materials; **(ii)** the GRPE's monitoring and assessment system; **(iii)** participating in international seminars for knowledge sharing and **(iv)** assessment of the Project through external advisory.

This Result can be considered as partially reached, because the lessons learned and the good practices of the Project have not yet been formally organized.

The monitoring and assessment system of the Project impacts should also be improved through selection of indicators and procedures to identify the range of results and effects.

Therein, one of the suggestions proposed would be the assessment of behavioral/cultural/organizational changes of the tripartite constituent partners and perception change of strategic managers, as for the contents disclosed by the training initiatives, capacity building and awareness of the Project.

A valuable contribution observing these procedures can be found in the 2003 and 2005 researches done by the ETHOS Institute and IBOPE (Brazilian Institute of Public Opinion and Statistics) (with the participation ILO, UNIFEM, FGV, and IPEA), in relation to the "Social, Racial, and Gender Profile of the 500 Larger Companies in Brazil and their Affirmative Actions." This research allowed to compare the perception of the high and medium executive bodies about the controversies related to the situation of women and black people who work for them.

Chapter 4 – Assessment results according to Five Criteria

In order to obtain the assessment of the results (products, effects and impacts) reached by the Project, five criteria were used in agreement with the methodology adopted for this assessment: relevance, effectiveness, efficacy, impact and sustainability.

4.1.1 Relevance

Previous analyses confirm that the Project was executed appropriately, meeting the needs of technical and institutional empowerment of the Brazilian strategic partners on the issues of Gender, Race, Poverty and Employment.

At the same time, the Project introduced a strong component of technical empowerment of the ILO's Office about the mentioned issues, the consolidation of gender and race aspects, a production unit of knowledge and political-institutional articulation about these strategic controversies, with the significant participation in the policies of poverty eradication and the deficit of decent work in Brazil.

For the assessment of the Project's relevance, the context of GRPE/Brazil should be considered related to recent policies and social programs of the Brazilian Government, as well as to policies and programs developed in the last ten years, by ILO itself, related to the issue of employment generation – specially decent work – and the overcome of all discrimination forms.

The GRPE Program, in its Brazilian version, is accomplished incorporating the racial dimension to the ILO's "Program of Institutional Empowerment for the Equality of

Gender, Poverty Eradication and Employment Generation (GPE)", deployed since 1999 in other Latin America countries.

The Project is also supported by the political and institutional outline done by the ILO and the Brazilian Government for the deployment of the National Agenda on Decent work.

A great effort was made through seminars to identify the needs of the direct and indirect Project beneficiaries, as well as to build a network of strategic partners on a federal level and for the pilot experiences.

The Project also acted together with other initiatives developed by SEPPIR, SPM, MTE, MDS, and other partners, for the empowerment of the institutional capacities and the transversality of gender and race in the programs and policies on poverty eradication, employment generation, and decent work.

Most of the interviewees confirmed the relevance and the adequacy of the Project to the beneficiaries needs, during the 2006 assessment process. In the interviews made, it was highlighted the importance of this Project to support the progresses of dealing with the conceptual, methodological, and operational controversies related to the processes of managing public policies and the transversality of gender and race at their organizations.

The Project still agreeing with the priorities of the Brazilian policy for promoting equality of opportunities and dealing with gender and race in the workplace. This priority can be asserted by the policies, national plans, programs and projects, especially, from the following federal administrative organisms [O1]: the Ministry of Labor and Employment; the Special Secretariat of for the Promotion of Racial Equality Policies; the Special Secretariat for Women's Policies; the Special Secretariat for Human Rights; the Ministry of Education; the Secretariat of the Economic and Social Development Council; and the Ministry of Social Welfare.

This situation is a result of a long process of the Brazilian society ripening of actions, as of the workers, the women's movement and black population's movement, which consolidated important progresses in the last decades.

However, the process of the gender and race transversality on public policies is relatively recent, and it is related to the actions of those organized movements and the agendas of the international organisms. It can also be highlighted the Women's World Conferences: in 1975 in Mexico, in 1985 in Nairobi, and in 1995 in Peking; the 3rd World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance.

This context gained force with the creation, in 2003, of the Special Secretariat of Policies for the Promotion of Racial Equality (SEPPIR) and Special Secretariat on Policies for Women (SPM). These two Secretariats show great progress in the State Policies for the issues of gender and race/ethnicity, both to the Brazilian society and to the international community.

In the last years, therefore, the Brazilian institutional scenery was very favorable for this Project. The issues of opportunity equality and the promotion of racial equality play a very important role in the agenda of the Brazilian society.

The Project gained a greater relevance as its support was driven to the empowerment of public manages from those two Secretariats, together with the MTE, MDS and SCDES; public agencies that coordinate a significant number of

programs and national projects for the promotion of opportunities and treatment equality.

On the National Policy level, the 2004-2007 Brazilian Government Plurianual Plan (PPA) (as well as the previous 2000-2003 PPA), contemplates actions for the promotion of equality of opportunities and the racial equality.

The relevance of the Project can be also seen with the establishment and empowerment of social and tripartite dialogue forums, committed with the GRPE issues, as the Tripartite Commission of Equality of Opportunities and Treatment on Gender and Race in the Workplace, in the scope of the MTE.

The studies and researches made supported the production of knowledge on the gender and race transversality in the Brazilian workplace; as well as promoting its spread through publications, seminars, and trainings, with the different Project's national partners and the civil society organizations.

The issues of promoting poverty eradication and employment generation are also a priority for the Technical Cooperation Program of the Brazilian Agency of Cooperation and for the international commitments that the Government assumed through the Ministry of Foreign Affairs.

Considering what has been said previously, it is believed that the GRPE Project is of great relevance for the attainment of public policies on Employment and Income Generation, Combat of Poverty and Racial and Gender Equality, as well as for the deployment of the National Agenda on Decent work.

Still, these policies represent not only current national commitments with the Brazilian society, but also those agreed at international forums by the Brazilian Government, such as the Millennium Goals. Therein, the Project is also in accordance with the cooperation policy between Brazil – in the areas of social inclusion and equal treatment, poverty eradication and generation of decent work – and ILO, the United Nations System, the Multilateral Agencies of development and the Bilateral Agencies of cooperation, like DFID. The priority can be seen by the documents of Strategies; Programs for the Country and Programs from these international organisms and by donation and funding from the World Bank and the Interamerican Development Bank.

From ILO, the GRPE Project counted on the synergy actions from the Project “Promotion of a National Policy for the Combat against Discrimination in the Workplace and the Promotion of Racial Equality” (BRA/03/M06/NET) and the Project “Development of Social Inclusion through Actions for the Social and Professional Qualification of Workers” – PNQ (BRA/03/07/BRA).

The integrated action of these three Projects allows enlarging the relevance of the GRPE Project and the initiatives of ILO/Brazil in the technical assistance for dealing with these issues in the process of deploying public policies for poverty eradication and decrease of the decent work deficit.

Finally, the relevance increases while this Cooperation:

- (i) generated knowledge, methodology and processes for the empowerment of federal and local public management, so much for the training component as of pilot experiences, with a high multiplication level for the other state and municipal forums;
- (ii) Consolidated the increase of a communication network with the public and private actors that work on the issue;

(iii) Established new partnerships for projects; and

(iv) Supported the establishment of financial sustainability mechanisms for the actions, through the initiative of creating the SEPPIR/ILO/UNDEP Project.

Therefore, the Project was considered to be very relevant for the support of ILO to the technical and institutional empowerment of managing and planning public policies on Poverty Eradication, Employment Generation, and Decent Work; as well as the technical support of ILO to the strengthening of tripartite dialogue forums and social organizations for dealing with issues related to the themes of promotion of opportunity and treatment equality of gender and race in the workplace.

4.1.2 Effectiveness

The analysis of Expected Results of the Project GRPE/Brazil allowed identifying quite a diversified group of processes, articulations and initiatives with several actors for the technical and institutional empowerment of the national partners that, finally, generated wider results than the expected indicators.

Therefore, for this assessment, other qualitative indicators and, in some cases, quantitative indicators will be used for assessment of the Project effectiveness, not included originally in MLP. These indicators are, therefore, tuned with those of the Project; they serve as complementary indicators, allowing a better assessment of the progresses and effects obtained by the Project.

In general, the Results reached by the Project can be considered very positive, of a lot of efficacy and effectiveness to contribute to reach, in longer term, of the Development objective of the Project.

Another important point is the participation of different levels of Government and partners for the presentation and management of public policies on poverty eradication and reduction of the decent work deficit. The high complexity of current articulations can be observed by the slow consolidation processes of national policies, in issues of high sensibility as, for instance, the Decent Work National Agenda.

These national agendas have their complexity enlarged, most of the time, due to the coexistence of differentiated reasoning and the different actors' social, political and economical shared responsibilities, verified at different levels of social organization.

In this sense, the obtaining of certain effects and impacts of the Project would also depend on external factors to the direct control of the Project. To do so, the Project proposal should have pointed the "important assumptions" for the deployment and obtaining of results and effects.

For the sense of this assessment, these assumptions, then, will be pointed according to certain effects, impacts, and results that should be obtained did not reach its full capacity due to external factors, which were and controlled by the project, e.g.: (lack of) political decision from authorities and national partners for the deployment of certain actions; (modification) maintenance of sectarian policies of gender and race; and (necessity) existence of technical boards and resources to managers training and instructors training.

Immediate Objective 1: To incorporate and to strengthen the focus of gender and race in the policies and strategies of poverty eradication and employment

and decent work generation in Brazil focusing in the workers of the informal economy.

US\$ 211.000 (38% of the Project resources).

The acquisition of input, the execution of the activities and the reach of the Products contributed so that the Immediate Objective 1 was reached with high effectiveness, in support to the empowerment of the transversality of gender and race in the public policies of poverty eradication, employment generation and decent work in Brazil, as it is demonstrated in the assessment of indicators that follows:

Indicator 1: Managers' network of strategic importance for the deployment of the Project, operational.

This indicator was reached along the Project, having been necessary a very important effort from ILO and the national partners for that result, on national level and on the Pilot Projects in the Great ABC and the municipal district of São Paulo. Nowadays, this network counts with the direct participation of at least 120 strategic managers, on federal level, and 160 managers on local level.

These challenges were faced by the Project in different moments of its deployment. The first moment corresponded to the period between June and December of 2003 when the Memorandum and the Protocol Intentions were signed and when the SPM and the SEPPIR were created. The second moment happened, on local level in 2004, with the changes of authorities in the pilot project areas. Another important point was the complex process of articulation between different groups and the women and black movements, many times with strategies and differentiated agendas. It was crucial the contribution of the two special Secretariats and the MTE for the constitution of dialogue networks.

Another important contribution that enable the indicator activities were from the Projects developed by ILO, from strategic partners in the area of Employment and from the creation of several Councils with the participation of representatives from the Brazilian civil society, for the promotion of social development, with effects in the policies of poverty eradication, decent work and employment generation.

Indicator 2: Procedures and instruments for empowerment of the gender and race dimension elaborated and approved by ILO and the Brazilian Government (one Memorandum of Understanding and one Protocol of Intentions).

This indicator was reached with the signature of the National Agenda on Decent Work Memorandum of Understanding and the GRPE's Protocol of Intentions between the Brazilian Government and the ILO. At the same time, national planning workshops and training of strategic managers were promoted to present actions to be developed by the GRPE/Brazil Project. These workshops, with around 320 participants, provided the conditions to validate procedures and instruments of the Project to reach their Objectives.

Indicator 3: Diagnosis, from 10 studies, on the differences of gender and race in the Brazilian job market, published and discussed with the national partners.

This indicator was reached through the preparation of eight studies and researches considered basic to promote a diagnosis of the work situation in Brazil, considering

the gender and race aspect. Out of the ten studies originally expected, eight were accomplished, and one of them developed the contents for the ninth study. These studies were presented and discussed with the Project strategic partners, through thematic meetings and project coordination meetings.

The disclosure of this information about the formal and informal employment in Brazil, with the analytical aspects of gender and race, were of great help to support actions of the Special Secretariat; as well as to subsidize the preliminary discussions of the Tripartite Commission and of the Programa Trabalho Doméstico Cidadão (Program of Domestic Labor Citizens). Besides, such information has been allowing the ILO and the strategic partners to grant larger visibility to the Project issues in meetings, newspapers, the media and levels of social discussions and national organizations.

Indicator 4: Capacity Building, workshops and events for public managers' training, using the GRPE/Brazil Training Manual.

This indicator was reached with the important support granted by the SEPPIR/ILO/UNDP Project that financed greater part of these events originally planned by the Project. At the end of the Project 1300 strategic actors were qualified, trained and empowered in Brazil (on federal and local levels) and 40 managers were qualified in the instructors training course.

It is expected that these qualified managers can build an initial network to share the new concepts and information on GRPE issues; as well as increasing the participation of GRPE in planning public policies.

Based in questionnaires, these instructors considered the courses very positive for their performances in their institutions that work with the GRPE issues. They even suggested that the training could have a longer period. However, due to the lack of resources and political decision, new courses were not accomplished in their institutions or municipal districts to qualify new instructors.

The assessment of Results 1.0, 1.1, 1.2, and 1.3 showed that the Project also produced, besides the expected indicators:

(i) construction of institutional juridical framework of ILO and the Brazilian Government for the National Agenda Programs on Decent Work and GRPE/Brazil through the agreed compromises in the Memorandum of Understandings and the Protocol of Intentions. These instruments had immediate effects for the relevant government institutions for the deployment of public policies of poverty eradication, employment generation and decent work.

At the same time, the ILO/Brazil began to have better long term instruments to support the Brazilian Government in their national programs of social inclusion.

(ii) Preparation of GRPE Training and Information Manual to support formal training of public policies managers. The institutional and technical effects reached could be identified through the largest recognition of ILO by the organized society and public actors, that work with public policies of poverty eradication, employment and decent work generation; to increase the communication networks and participation of the communities in the deployment of initiatives on these policies; through the instruments of awareness, training and capacity building of public policies managers; and through the disclosure of information and experiences for the initial promotion of

behavioral changes and corporative culture at the partner institutions and tripartite constituents in order to reach the GRPE objectives.

(iii) constitution of a technical library and institutional training for the inclusion of the gender and race dimensions in presenting and managing public policies of social inclusion: The studies, research, trainings and awareness process; instruments and processes of articulation and implementation of Commissions, Thematic Meetings and Seminars showed short term initial effects, in terms of improving the response capacity and sharing of GRPE knowledge for: the ILO; some Ministries and two Special Secretariat; especially for the technicians dealing with employment issue, representatives of workers' employers' organizations; women movements and black communities; ONGS and local communities in the pilot experiences.

(iv) constitution or empowerment of differentiated levels of the relevant actors' participation to increase participation and sustainability of the necessary initiatives of gender and race transversality on public policies: Consulting boards; permanent network of consultation and information sharing; partnerships with Research Centers and Universities; organization of local project coordination; and participation awareness of the communities and constitution local networks of relevant actors for the planning, monitoring and assessment of public policies. These instruments for the participation of the civil society, the labor unions and employer's organization, ONGS and public organizations were elements to facilitate and improve the process of gender and race transversality on public policies of social inclusion, promoting the equality of opportunities and treatment in the workplace.

(v) support the renewal of technical, leadership, and sectarian, intra-sectarian and inter sectarian cooperation capacities of ILO and relevant partners in issues of equal promotion of opportunities and dealing with gender and race in the workplace through: technical meetings, task forces, national and international committees, seminars; successful experiences; specialists and analysts in key positions; group of counselors and expert contributors; technical training and establishment of technical cooperation protocols of intentions.

Due to the short period of Project deployment, facing the long process to achieve this Immediate Objective 1, the accomplished assessment considers as strategic for the high effectiveness: the constitution of the juridical and institutional framework for actions on these issues between the Brazilian Government and the ILO; as well as preparing the GRPE Training and Information Manual. This Manual was the reference document for the empowerment of managers and strategic partners in planning public policies, in medium and long terms.

Immediate Objective 2: In Brazil, at least one Program of poverty eradication and employment and decent work generation aiming workers of the national economy supported and deployed, generating pilot experiences to be applied. R\$ 172 mil – 30% of the Project resources.

To reach this Immediate Objective, the Results 3.2 (local dialogue level); 1.1 (manager training) and 1.2 (empowerment gender and race dimension) were of a major contribution.

This Immediate Objective 2 contributed to reach other results related to the Immediate Objective 4 (lessons learned, good practices and information sharing). In

the following we see the highlighted results that had larger short term effects, for the achievement of the Project's Immediate Objective 2:

(i) Setting and consolidating two pilot experiences on local level;

(ii) operation of the Task forces and Committees for the execution of pilot experiences, promoting the establishment of task force on different levels and with a multiplicity of actors, with procedures for production of results and to reach the goals; as well as of budget resources for the continuity of these initiatives;

(iii) assessment, monitoring and procedures for local pilot experiences: accomplished by ILO, for strategic partners or research centers; promoting initial unification of concepts, methodologies and results to be compared, lessons learned and good practices in the pilot projects;

(iv) setting a technical and institutional library for processes of multiplication of local experiences; enlarging technical capacity of deployment and assessment on the issues of municipality, unions and employer's associations, women movements and the black community, local communities associations, and public Employment organisms; framing a final report of the local experiences until 2006.

(v) Setting a research and study network: promoting partnerships with study and research centers, to produce appropriate products to the needs of public and non-public actors and the foundations for the mutual cooperation;

(vi) Setting and empowerment of dialogue forums and local social organizations: allowing the availability of documents and technician-scientific information; forums of discussion on the operational difficulties and deployment of action plans of projects; constitution of a network of social actors and strategic managers; decentralization of coordination actions of projects.

(vii) preliminary diagnosis for the constitution of local database systems on the five selected projects of poverty eradication, employment and decent work generation with data on gender and race: allowing the identification of operational and institutional difficulties for a progress in the collection, organization and partial availability of necessary information to the development of the Project activities on the local level.

(viii) Organization of Events of technical, operational and administrative integration to put into operation and monitoring the pilot experiences with the Coordination Units and study centers, promoting opportunities of knowledge sharing, successful experiences, innovative actions and setting common bases to deal with issues related to GRPE among the different local partners;

(ix) awareness and training of human resources and participation in technical meetings; promoting the empowerment of the capacities of the local strategic partners and knowledge sharing, studies and existent experiences to reach the Project results;

(x) Improvements in the information sharing on local communities and national partners: these improvements were accomplished by the publication of documents; pamphlets and advertising campaign for strategic partners and local communities, through the coordination units, promoting awareness to the internal or external users of GRPE. They also created places to nationally

disseminate these pilot experiences and exchanges with local levels the knowledge produced nationwide,

The Immediate Objective 2 was reached in a satisfactory way for short term actions and not so satisfactory for medium and long term for the GRPE objectives.

This was due to the reduced organization of the constitution processes, organization and operation of these pilot experiences, either for the ILO, as for the Coordination Units and Research Centers of support to the Project. This organization also constitutes an instrument either for the continuity of the local experiences as for its multiplication in other municipalities. It would be desirable that it was supported the production of a guiding document on pilot organization of experiences, with the indication of best practices and lessons learned.

Another important point would be a reflection of the criteria to be used for the selection of new areas for the execution of Projects, on local level, due to the diversity of the municipal districts profiles and Brazilian economic regions. The local experiences deployed by GRPE had a high participation level: in the national wealth production; in the generation of formal and informal jobs; and with long experience in terms of organization of the trade union movements and employer's organizations; women movements and black population movement.

Therefore, from the analysis of the Immediate Objective 2 success indicators, we can point out that two pilot experiences initial deployment was reached. The project of the Great ABC had a significant progress and the one of the city of São Paulo needed to be retaken from the end of 2005, because of the local cabinet change.

There should still be improved the procedures of monitoring organization and assessment of the gender and race dimension in the projects and programs of social inclusion in the local level, allowing the future assessment of the effects and impacts of these actions strengthened by the Project. The same process should be accomplished jointly with the partners, social actors and strategic managers to assess the relevance and future impact of this training done in the first phase of the project.

During the Project's final assessment seminar the different strategic partners pointed the importance of these two pilot experiences as well as the opportunity to know deeper the referred experiences through summaries done by these pilot projects coordinators.

This information is not yet available for the great public and parties interested on the ILO web page, it is expected to be published until December 2006.

Immediate Objective 3 – Issues/Policies of poverty eradication, employment generation, reduction of the decent work deficit and promotion of the gender and race equality in the agendas and forums of social dialogue, strengthened.

Resources: US\$ 61 mil – 10% of the Project

This Immediate Objective 3 was evaluated with a satisfactory effectiveness, contributing to medium and long term reach of the Project Development Objective. The strategic product for the effectiveness of the Project can be identified for the creation and formalization of the Tripartite Commission for Equality of Opportunities and Treatment on Gender and Race in the workplace.

It is appropriated to mention that other countries of the South Cone instituted similar Tripartite Commissions, in the period from 1995 to 1998. In the Brazilian case, the

Working Group for the elimination of discrimination in the workplace (GTEDEO) had been constituted in 1996.

Therefore, the Project supported, in Brazil, the construction of this juridical-institutional framework, obtaining initial effects in the actions for the empowerment of employment equality. It is expected that the effects on medium and long terms can be monitored and evaluated by the referred Commission.

The Commission already disposes of improvement indicators on the participations of the women and black population groups in the formal and informal job and work market (employment relationship stabilization) for 2005.

For the second indicator related to the sharing and incorporation of acquired knowledge for the tripartite partners, through the trainings and awareness of the Project, it is possible to say, from testimonies, that partners are using the knowledge in their strategies and participation policies; in the labor collective bargaining and in the contributions for the empowerment of their organizations and movements of groups of interest.

Related to the levels of social dialogue towards employers, no progress was made yet on this issue, unless through the Tripartite Commission.

It is possible to emphasize the important work accomplished by the ETHOS Institute, which has been promoting studies on companies and social responsibility.

In order to complement the diagnosis accomplished by the GRPE/ILO Project, the Institute produced two important studies in 2005, approaching the following issues: "Social, Racial, and Gender Profile of the 500 Larger Companies in Brazil and their Affirmative Actions" and "The Commitment of the Companies with the Promotion of Racial Equality."

The studies could integrate the training agenda and awareness of strategic public managers; as well as including the Tripartite Commission – MTE Agenda, allowing its broadcast on other local social dialogue forums.

The third indicator of this Immediate Objective 3 – Forums of social dialogue participating actively in the design and monitoring of public policies on national level and in the pilot projects – it has not been directly reached by the Project, but through actions and strategies of the Federal Government towards the increase of enquiring through the Forums; National Conferences and Councils for social inclusion (policies on poverty eradication, employment generation and decent work) with the participation of different social, economical, cultural and political actors.

The planning actions were thoroughly supported by the Project for those integrated activities of the Project Execution Plan, in their different levels. Through accomplished interviews, with some Project partners, the issues of GRPE are being gradually incorporated in the proposition of policies for next PPA 2007-2012. In the period 2004/2007 the Ministries and Special Secretariats have been monitoring actions, projects and programs with impacts in the issues of the gender and race dimension transversality.

Immediate Objective 4 – lessons learned and good practices of the diagnosis activities, technical support and the pilot projects developed by the Project, systematized and disseminated.

Resources: US\$ 124 mil - 22% of the Project

The Immediate Objective 4 should be a support for the organization of the lessons learned and good practices reached by the Project. To do so, the other Products of the Objectives 1, 2 and 3 should generate the contents and knowledge to be systematized by the Project together with the national partners and international agencies, with the ILO professionals in Latin America and in the headquarters, and to support the improvements to be introduced in the design of the new Technical Cooperation of GRPE in other countries.

The assessment of the actions and results that contributed to the effectiveness of this Objective indicated that this effectiveness can be classified as satisfactory.

This is because the reduced organization of assessment and monitoring, directly for the Project, by the inclusion of the race and gender dimension in the policies of eradication of poverty, employment generation and decent work. Also this need can be felt about the procedures and methodologies for these management and assessment processes of social inclusion policies. Therefore, the Project should have been expanded for more six months in order to allow reaching the expected products of these actions.

The procedures and methodologies used in the pilot experiences on local level were validated by local and national strategic partners. However, the final report of these experiences is its final phase. A GRPE notebook should be produced allowing these pilot projects to be widely spread; it could serve as Basic Methodological Guide for other municipal districts interested in participating on future pilot experiences network/GRPE.

These two Pilot experiences were introduced and disseminated on national and regional social dialogue forums of the GRPE Project, stated in the Closing Project Seminar in June 2006.

The eight studies and researches accomplished by the GRPE had their contents and information disseminated in trainings, awareness stimulation, thematic meetings and Project Coordination meetings. Three GRPE Notebooks were published and five books published that discuss the support issues to the GRPE.

These documents supported the increase of knowledge and information produced for the diagnosis of the situation in which the Project could act more directly, either in capacity building or as a support to the public policies managers' empowerment in the issues of the Project.

However, the publication on ILO's homepage and the homepage of strategic partners should be accomplished until the end of 2006. This availability via internet should have multiplying effects in the awareness actions and training on GRPE issued of partners and the civil society.

The inclusion on ILO's homepage of all modules of the Information Training Manual on GRPE, including the instructor's manual, was very effective for the multiplication of qualified instructors or instructors training.

A great support for the integrated action between GRPE/Brazil and Ecuador was given for the translation and publication of technical documents important to the empowerment of the experiences sharing among the ILO Offices in Brazil and in Lima's Representation,.

At the same time, these documents and information were disseminated among the strategic national partners during the Closing Project Seminar. This initiative allowed

the comparison of the two GRPE experiences in countries with specificities and similarities on some issues of gender and race/ethnicity.

The difficulties faced by the Project in organizing the lessons learned and the recommendations are mainly due to the already mentioned delay in beginning the Project, in 2003 and 2004.

The interviews made with relevant national partners were for the identification of the lessons learned and recommendations, which should be systematized by ILO and consultant to be contracted until the end of 2006.

Hence, this Objective was partially reached, with a level of medium effectiveness for obtaining the Development Objective. The resources originally allocated to reach this Objective – through their activities and results – were much reduced in comparison with the costs for their executions. It was necessary to count with the support of other Projects to reach this deployment level.

It is expected that this effectiveness is reached in a satisfactory way by finishing certain activities and producing results expected to be developed with technical and financial resources of the SEPPIR/ILO/UNDP Project and two other ILO projects with the MTE.

4.1.3 Efficiency

The Results and Activities accomplished were technically appropriate, produced with extended schedule and at a reasonable cost to reach the four Objectives of the Project.

The annually programmed payments made to each Project category is enclosed, as well as the Planning Framework with the forecast of costs of each accomplished Activity and Accomplished Product.

However, the Planning Framework of the Project Activities was very ambitious in terms of the number of activities to be accomplished in the 26 months originally proposed. The forecast of initial costs for each activity was underestimated in the project's design, which allocated two thirds of the US\$ 900 mil for Brazil (180 million people) and one third to Ecuador (12 million people). It was proposed for each activity, financing baselines for the cooperation in the Regional Project.

These situations had two effects: the articulation for the increment of “in cash” resources from national partners and the reduction of some quantitative elements in certain activities, as for instance, publications, translations, and the reorganization of the GRPE/ILO homepage with the inclusion of experiences and information of the Project.

The strategy of searching financial counterparts within the strategic partners was extremely effective (SEPPIR, SPM, MTE, MDS and local partners in the pilot experiences) overcoming either the reduced technical personal in the issues of GRPE in their organizations, as in the overcoming of the reduced budget allocation to execute all the Project Activities. This allowed the Project to accomplish a greater number of activities and results. This strategy assured, yet, certain financial balance, when allowing the deployment of activities with smaller schedule delays.

It should be especially highlighted the institutional initiatives of the Special Secretariat in overcoming the reduced technical staff and the reduced budget allocation in their institutions for the deployment of the Project initiatives. It was

different from the Ministry of Labor and Employment, which has decades of institutional experience.

Nevertheless, the interviewed authorities considered that the financial support of their institutions were very important for the empowerment of the initiatives of their own institutions on the GRPE issues, because it allowed an improvement of management instruments and necessary training policies on the issues of policies for poverty eradication, employment generation and decent work, with the gender and race transversality.

The budget resources of the GRPE/ILO/DFID Project granted reached the value of US\$ 568.129 and the total amount added to the GRPE by the relevant partners – SEPPIR/ILO/UNDP, MTE/ILO (PNQ), and Racial Equality Project/ILO – was around US\$ 309 mil (55%). Thus, the values granted for the GRPE/DFID Project and the additional contributions in Brazil, reached approximately **US\$ 878 mil**.

Furthermore, until December 2006, the SEPPIR, through the UNDP partnership, should assure the execution of activities of methodologies organization and assessment procedures of public policies through the available value of **US\$ 40.981,00**, representing a complement of 7.2% of the original DFID/ILO budget.

The following table shows the amounts of the additional resources by budget line and source:

Table 1

Amounts of the additional contributions of resources for budget line and source

Budget Lines		Total US\$ - 2003/2006		
		Additional Contribution Spent	Spent	
10	Staff			
13,01	Administrative Assistant		50.702,84	
15,01	Technical Missions	10.436,55	27.094,08	SEPPIR
16,01	Monitoring		430,00	
16,02	Assessment		5.000,00	
17,01	National Coordination		127.867,43	
17,02	Consultants	70.850,83	58,988.19	OIT
17,03	Research		10.834,84	
19	Project Staff Total	81.287,38	280.917,38	
20	Subcontracts			
21,01	Pilot Project		23.000,00	
29	Subcontracts Total		23.000,00	
30	Capacity Building			
32,01	Workshops	10.798,12	80.153,15	SEPPIR
32,02	Seminars	128.945,10	17.845,54	MTE
32,03	Knowledge		43.051,44	
32	Capacity Building Total	139.742,22	141.050,13	
40	Equipments			
41,01	Equipments		4.322,28	
49	Equipments Total		4.322,28	
50	General Expenses			
52,01	Publications	47.515,69	41.643,44	SEPPIR
53,01	General Expenses		11.836,54	
59	General Total	47.515,69	53.479,98	
Partial Total		268.546,29	502.769,77	

As for the financial execution along the years, it would be appropriate to say that, in 2003, payments were not made and in 2004, a total of 20.5% of the resources were spent. This year, the technical and financial resources for the Project were concentrated in building networks of strategic partners and national planning seminars. At the same time, the planning of the reference terms for the studies and researches initiated; as well as the conditions for the accomplishment of workshops and seminars. The monthly average disbursement was around US\$ 8.3 mil.

In 2005, the disbursed value reached 50.5%; the expected resources for the complete deployment of the Project reached the value of US\$ 401,928.09 (excluding the

expenditures of 13% of the Support Program). In 2006, it was disbursed the remaining 28.9% of the project's budget. This year, the greater initiatives will be accomplished, in order to achieve the Immediate Objectives and significant contributions for obtaining the Objective of the Project Development in medium and long terms.

At the end of 2005, the Project's team begins a planning review to extend the Project's execution period until 2006. This extension allowed the monthly disbursement average estimated in US\$ 34 mil for 2005 to be reduced for US\$ 20 mil. At the same time, this monthly average turns out to be US\$ 25 mil in 2006.

The differences between what is expected and what is executed, in the years of 2004 and 2006, are 11.5% and 9.4%, respectively. This situation allows us to say that the Project's Team were very efficient in terms of planning and being able to deploy the project nationwide; as well as a high level of experience in deploying of multi-level Projects (national and local) with a great number of national partners.

The biggest difference is reached in the year of 2005, with a 17% differential, due to the perspective of finishing the Project this year and the need of an extension of the execution deadline.

The available financial resources were in the order of US\$ 560 mil, which would represent the allocation of around US\$ 80 mil for results, and around US\$ 26 mil for the execution of each activity.

The Project recruited an ILO technical team (one National Coordinator, one Project Official and one Project Assistant); ten Consultants for studies and research; two contracts of research centers outsourcing; one consultant for external assessment of technical missions and follow up of the project's activities.

For **the recruitment of project staff and consultants** that assured the accomplishment of the expected results and immediate objectives of the GRPE was used approximately **US\$ 280.917 or 49% of the DFID financial resources** for the GRPE Project.

To this value was added approximately US\$ 70.850 as counterpart of the Project ILO/Racial Equality that allowed the assistance of one Project Official for the SEPPIR on GRPE issues; as well as US\$ 10.436 more for the technical missions.

The financing of **Project Staff** was approximately **US\$ 362.203**, with **resources from DFID/ILO and SEPPIR/ILO/UNDP**. This additional resource represents 29% for the same number of activities, increasing the projects results.

The accomplishment and the participation in **Workshops, Seminars, and Knowledge Sharing** financed with **DFID/ILO** resources represent approximately US\$ 141.050 or 25% of the total resources of the Project. Additionally, **the SEPPIR, through the UNDP cooperation**, disbursed approximately **US\$ 10.792** for airplane tickets and daily expenses needed for these activities. The **Ministry of Labor and Employment**, through the PNQ, financed approximately **US\$ 128.945** for GRPE Workshops and Seminars.

Therefore, US\$ 138.743 was added by two national partners for the Training Activities. The **total resources of US\$ 280.793** were necessary for the awareness, formation and training on the scope of GRPE, representing an **additional of 98%** in the Project's Planning Framework.

These budget categories summed up approximately 75% of the DFID/ILO resources for the GRPE. Therefore, the staff and training budget lines reflected the priorities granted to the Immediate Objectives 1 and 3 in the Framework of Planning Activities.

Related to the additional resources, the same priorities of activities were maintained, with the contribution of national resources.

The priority granted to the Immediate Objective 3 (Pilot experiences) was reached with strong technical and financial support from the SEPPIR, through the SEPPIR/ILO/UNDP Project, that added US\$ 10.451 for this purpose. This Objective had the resources of US\$ 40.451 for its deployment.

However, through established agreements among SEPPIR directly with the local partners, a significant number of deployment actions of the three pilot experiences of the GRPE/ILO Project were feasible and implemented.

In short, the components were financed according to the following investment categories, expressed in US\$, according to the table 2:

Table 2 - Total Budget resources of the Project ILO / DFID

	Budget Lines	Foreseen	Spent	%
10	<i>Staff</i>			
13,01	Administrative Assistant	54.539,40	50.702,84	
15,01	Technical Missions	28.930,00	27.094,08	
16,01	Monitoring	430,00	430,00	
16,02	Assessment	5.000,00	5.000,00	
17,01	National Coordination	123.552,00	127.867,43	
17,02	Consultants	61.292,98	58,988.19	
17,03	Research	12.612,00	10.834,84	
19	Staff Total	286.356,38	280.917,38	49
20	<i>Subcontracts</i>			
21,01	Pilot Project	28.000,00	23.000,00	
29	Subcontracts Total	28.000,00	23.000,00	4
30	<i>Capacity Building</i>			
32,01	Workshops	84.229,96	80.153,15	
32,02	Seminars	30.880,00	17.845,54	
32,03	Knowledge	48.366,00	43.051,44	
32	Capacity Building Total	163.475,00	141.050,13	25
40	<i>Equipments</i>			
41,01	Equipments	6.800,00	4.322,28	
49	Equipments Total	6.800,00	4.322,28	1
50	<i>General Expenses</i>			
52,01	Publication	69.967,00	41.643,44	
53,01	General Expenses	12.536,00	11.836,54	
59	General Expenses Total	85.503,00	53.479,98	9
	Partial Total	567.135,24	502.769,77	87
60	<i>Expenses</i>			
68,01	Programme Support	69.000,00	65.360,07	
69	Expenses Total	69.000,00	65.360,07	13

Total Cost			568.129,77	100
70	Provision Increase			
71,01	Provision	29.432,00	0,00	

Therefore, the analysis of the estimated values in the beginning of the Project and the resources disbursed for the GRPE deployment, it is possible to identify that the budget categories that had cut backs were exactly those related to the additional contributions of resources obtained by the Project:

- (i) Pilot Project – SEPPIR/ILO/UNDP;
- (ii) Publications – SEPPIR/ILO/UNDP;
- (iii) Workshops – SEPPIR/ILO/UNDP;
- (iv) Seminars – MTE/PNQ; and
- (v) Consultants – ILO/Racial Equality.

Related to the timing for obtaining inputs (consultants and equipments) of the activities and results reached, it can be pointed that they were compatible with the timing observed in other ILO/Brazil Projects. The planned equipments and the ones acquired for the Project were according with the specifications, the preliminary amounts and the facilities for development of the Project.

The average costs of consultancy, training, events, seminars activities and obtaining materials/equipment according to the disbursed amounts for the consultancy market in Brazil, especially concerning the contracting of staff or professionals to promote studies, seminars and trainings.

The Project faced situations of reduced internal operational capacity for the disbursement of important amounts that could be made available by the strategic partners in 2005, when the 2003 and 2004 Federal Government budget policy limitations were overcome. **Nevertheless, the GRPE Project used the all the DFID/ILO resources available and an additional of 55% of new “in cash” counterpart resources allocated by the Project’s strategic partners.**

Therefore, its efficacy can be assessed as very satisfactory, as the activities and products reached produced results and effects that were used by the project’s strategic partners in reaching the GRPE’s Immediate Objectives and Development Objectives in Brazil, with reasonable costs and timing.

4.1.4 Impacts

The short term results and effects accomplished by the Project are contributing to obtain, in a certain degree, the Development Objective in the following years. According to results obtained in the interviews, meetings and answered questionnaires, this is true due to the direct action of the Project (in a smaller scale) and for the indirect action of other Brazilian Government Programs and Policies on poverty eradication, employment generation and decent work.

Considering the agreed impact indicators on MLP and the defined strategies for the GRPE/Brazil Project, the impacts of the direct action of the Project in terms of their contribution for the long term attainment of the Development Objective are shown:

Indicator 1: Memorandum of understanding; Protocol of Intentions, which consolidate commitments of long term cooperation on the issues of Decent work and Promotion of Equality of Opportunity and Treatment on Gender and Race in the workplace; and the agreements accomplished with relevant partners for the pilot experiences of the Great ABC; Jequitinhonha Valley and the Municipal District of São Paulo. At the same time, a network of strategic managers was constituted on national level made by 200 participants.

Indicator 2: accomplishment of three of pilot experiences, which are contributing to reach the Objective, through the establishment of list of procedures and methodologies for the replication of the Project issues on a local level. This proximity of the GRPE with the direct beneficiaries of public policies will allow a better monitoring and assessment by the communities of the local projects and public policies of social inclusion with the race and gender dimension.

Indicator 3: training, awareness and formation of approximately 2200 managers and national partners, through approximately 30 Workshops and Seminars; as well as through the direct participation of the Project's staff in approximately 60 national and international meetings. However, this number represents a yet very low impact, in view of the current demands, considering, for instance, that only in the Federal Executive body there are about 1,300 million public servants who deal with issues related to the public policies.

The preparation of the GRPE Training and Information Manual constitutes a significant instrument of medium and long term impacts to reach the Indicator 3, in case it is systematically incorporated in human resources training programs in the future agenda of the Brazilian strategic partners.

Through the interviews accomplished with strategic and tripartite partners, it was possible to identify that the initial dissemination of the issues, with their partners, on several meetings accomplished by their institutions and organizations. The Central Labor Unions have been acting so that these gender and race components are part of their agendas, as well as to be present on important labor collective bargaining.

The national demands for training, formation and awareness of strategic and tripartite partners are of much superior to the reached results for the Project. Therefore, significant efforts and resources will be necessary for the deployment of these training initiatives of relevant actors on governmental and non-governmental levels.

Indicator 4: incorporation of related issues to the project in the national agendas of the strategic partners and tripartite constituents. These initial impacts were extended due to Programs and Public Policies being deployment by the current Brazilian Government and by the strategic actions of MTE, MDS, SPM and SEPPIR. The publication of studies, researches, GRPE Notebooks, supported by the Project, and the accomplished diffusion of this knowledge had short term impacts in terms of behavioral and cultural changes of strategic managers, according to testimonies collected at the Closing Seminar. Still, the assessment of some participants of the "instructor's course" allowed to identify some of these immediate effects through initial actions of introducing these issues at their original institutions, through meetings and informal discussion with their workmates.

The synergy processes among the GRPE/ILO actions and Programs and Projects of the Brazilian Government should be generators of increased effects and impacts of medium and long terms that would only be assessed in a near future.

In global terms, the following short term effects and impacts of the Project are contributing to reach the OD, but it needs to be significantly extended in the next years:

- (i)** Setting the communication network and interlocutors' participation acting on the planning process of public policies of social inclusion;
- (ii)** Building knowledge, information and common commitments among strategic partners for the inclusion of the race and gender dimensions in the policies and programs of social inclusion;
- (iii)** favorable conditions to be developed, using the same process, of a group of new pilot areas within the GRPE – as it was recently seen in the three pilot experiences and in the tripartite dialogue and social dialogue forums on national level;
- (iv)** identification for different actors of critical issues for the increase of the impacts of GRPE, as for instance, new rules and indicators to plan projects; social and tripartite assessments of monitoring and assessment of the progresses in the public policies (race and gender dimension);
- (v)** production of a group of courses and trainings using the learning material produced for different partners, which could be reproduced by different public and non public agents on local, state, and regional levels; and
- (vi)** Awareness of the strategic and constituent tripartite partners concerning the importance of including the race and gender dimensions in the policies of social inclusion, as one of the components for the promotion of equality of opportunities and decent work for significant parts of the Brazilian society, constituted of women and black population.

The areas of institutional empowerment supported by the Project, concerning the thematic axes, that presented positive initial impacts by the direct or indirect contribution of the Project, with a strong participation of the partners, were:

- (i)** Support for functional and organizational structure of the strategic partners to deal with the GRPE issues, especially, at the MTE, SPM, SEPPIR and MDS;
- (ii)** support to incorporate in the information systems the gender and race variables in the assessment and monitoring processes of their projects, programs and policies;
- (iii)** Support to the intra-sectorial coordination in the social development areas to deal with the thematic axes of GRPE;
- (iv)** Support to the inter-organizational coordination of strategic and tripartite partners;
- (v)** Development of human resources to deal with the thematic axes of the GRPE Project;
- (vi)** Support to the knowledge and information sharing on the thematic axes of the Project;
- (vii)** Support to the constitution of advisory forums and dialogue and social adjustment mechanisms in the thematic axes of the Project.

Related to the direct impacts of the project's deployment, the following points contributed to reach the Objective, due to the application of multi sectorial (transversalization) and vertical approach in dealing with the thematic axes of the Project, in Brazil:

(i) use of existent synergies in the Pilot areas with the work of local coordination forums. The deployment of these focal points favored better conditions for the participation, awareness and monitoring of Project activities by the different actors in the community. It also provided better opportunities, on federal and local levels, of information sharing among the strategic partners in the thematic axes of the Project.

(ii) Use of the synergies for the training and awareness of human resources on the GRPE in the two levels of the public administration and other non-governmental institutions relevant to the Project. These actions were also used for building communication networks; exchange of information about other projects; and accomplishment of local and national seminars;

(iii) Support to actions that seek to integrate, through pilot experiences, at least the federal and local levels in participative and social dialogue processes to act, together with the communities, for the empowerment of the strategies and policies of social inclusion incorporating gender and race. These actions tried to support the decentralization in the deployment process of some projects of social inclusion. Through this, it motivated the planning, monitoring and assessment processes to be executed, in the future, more directly by the closest levels of the beneficiary communities as: the Municipal Secretariat of Labor and Employment; Municipal Secretariat for the Promotion of Racial and Women Equality; Regional Employment Offices; Labor Unions and Workers and Employers Associations; and Communities Associations;

(iv) The Project supported the current activities of public agencies and other strategic partners, facing the social inclusion through capacity building, training and awareness workshops; meetings; and seminars for the communities and public policies actors. These initiatives generated a greater integration with the other projects deployed by different Brazilian and international public and non-governmental institutions who work with the strategic axes of the Project such as: UNIFEM, IPEA, DIEESE, UNDP, ETHOS Institute, the World Bank and Projects of social inclusion and income transfer as the Bolsa Família Program.

Through the Project assessment, short term effects accomplished by the Project could be observed. The long term accomplishments of the Development Objective were:

(i) Better practices of consultation and participation of the strategic partners and actors involved in the different phases of preparation of Policies and Programs of social inclusion (Employment).

(ii) Availability of studies, research, information and knowledge sharing between the strategic partners and the society;

(iii) Better recognition of ILO by the organized society; tripartite constituents and other public actors that work with the thematic axes of the Project;

(iv) Increase of communication networks and the participation of the communities, strategic and constituent tripartite partners in the deployment of initiatives;

- (v) Improvements on the capacity building and institutional experience of the strategic partners and tripartite constituents on the GRPE/ILO issues;
- (vi) Constitution of social dialogue forums of the important actors for a larger representation and sustainability of the necessary initiatives to the deployment of the Project;
- (vii) Renewal of technical leadership and of sectorial, intra-sectorial and inter-sectorial cooperation capacities, on GRPE issues.

The Project deployed a group of preliminary conditions and initial actions through the support to the strategic partners for the empowerment of their policies and strategies of overcoming poverty, employment generation and promotion of decent work, with the inclusion of the race and gender dimensions.

The complete accomplishment of the Development Objective will demand time and united efforts of a significant number of relevant institutions working on the GRPE/Brazil issues. The analyses show that, nevertheless, this Objective has a high probability of being accomplished in the following years, depending directly on the efforts of the strategic partners in disseminating and keeping the initiatives implemented by the Project effective.

4.1.5 Sustainability

A group of initiate activities for the Project needs larger resources to increase the deployment or multiplication in the following years. The continuity of these initiatives of the GRPE project would assure better conditions of sustainability of the effort accomplished on these three years, by the ILO and the strategic partners on national and local levels. However, it is possible to identify that the budget and technical resources allocated for the continuity of these initiatives are very reduced or inexistent, at the Ministries and Special Secretariats.

For example, both the SEPPIR and the SPM have a reduced staff for the continuity of the actions initiated by the GRPE project, considering, the increasing demands of Policies and National Plans approvals. A more differentiated and more positive situation is showed by the MTE and the MDS.

New challenges should also be faced by the Strategic Partners with the perspectives of a larger participation of States and Municipal Districts through the decentralization and disturbance of initiatives to be multiplied and disseminated. The same is true for the labor unions.

The demands to be met are still strong in areas related to: rules; information organization; consolidation of partnerships network; increase of databases; professional training; participation and organization of meetings, seminars, or conferences; monitoring and assessment; improvement of new dialogue forums; multiplication of decentralization experiences; deployment of the Action Plan of the Tripartite Commission (2006-2008), among other issues.

It would be necessary extra-budget or external resources to assure the continuity of these training and awareness initiatives on GRPE issues, at risk of the maintenance of the current budget organizational conditions of the partners and the reduced financial resources for the training of human resources at public organizations. If the same percentage of the national budget for the SPM, the SEPPIR, the MTE, and the MDS actions, both for financing and for investments remains for the next 4 years, the initial Project initiatives would be facing difficulties for its sustainability.

The sustainability of the Project has a medium probability of being achieved, in a certain degree, after the participation of this Cooperation, mainly due to the approval of the National Agenda Memorandum, the institution of the Tripartite Commission, the institution of Special Secretariats, and other Programs accomplished or being negotiated by the strategic partners.

The sustainability of the Project will be viable according to the partner's assurance of the continuity of the political priority on the Project issues in the National Agenda with an increase of financial and technical resources for the following years. According to interviews, it would be important for this continuity the use of resource budget in the next PPA.

Besides, as the National Agenda on Decent work has as one of their priorities the combat of gender and race inequality, its deployment should be set as space for the deployment of continuity actions of the GRPE Project, since the relevant partners of the Project incorporate new planning actions, research and the Agenda attainment.

The following factors will contribute to the operational and technical continuity of the results and Immediate Objectives of the Project:

- (i)** Continuity of the political and budget priority to the thematic axes of GRPE, on federal, state and local levels;
- (ii)** Professionals of the strategic and constituent tripartite partners qualified and graduated in GRPE; with the possibility of multiplication to new managers of federal, state and local levels. In order to accomplish this, it would be interesting the formal inclusion of GRPE subjects in the schools responsible for the public managers' training;
- (iii)** Capacity building in the Ministry of Finance and the Ministry of Planning, Budget and Management, non-signatories of the protocols;
- (iv)** Articulation and cooperation processes with partners of public and private organizations and ONGS allowing the multiplication of partnership, information and social dialogue networks;
- (v)** To carry out public contests for the consolidation of the Special Secretariat;
- (vi)** articulation with Programs and Projects in progress for the Promotion of Equality of Opportunities and Treatment on Gender and Race; the PPA and the Strategic Plans of poverty eradication, employment generation and decent work;
- (vii)** Immediate proposition of administrative rules (with indicators, goals, preparation procedures) to introduce projects and programs of public policies including the gender and race beneficiaries and the respective assessment of social impacts;
- (viii)** Diffusion and a national network of GRPE information management, with the database system of the strategic partners, technical and managerial information on the projects and initiatives in the thematic axes of GRPE;
- (ix)** Planning and monitoring and assessment instruments of contributive GRPE Projects, elaborated and made available for the different social and strategic actors;
- (x)** Negotiations with new funding sources to continue the activities and initiatives of GRPE, with current national and/or international funds;

(xi) Financing increase for GRPE disseminate projects by Social Funding, aiming the social inclusion and income transfer;

(xii) Increase of pilot projects on a local level and new pilot experiences on a state level. This would increase the impacts of social inclusion on the levels closest to the beneficiaries and communities

(xiii) To keep the ILO's technical support on the GRPE issues and greater articulation among international donors to increase the synergies of actions in these thematic axes.

Based in the assessment and the accomplished interviews, it is considered that, in a future scenario, after four years of the Project, there are different levels of probability of the following institutional and organizational resources necessary to maintain the results and initial effects reached by the Project:

(i) Support from the strategic partners' high management: medium to high;

(ii) Legal and institutional framework: medium to high;

(iii) Organizational capacity: medium;

(iv) Intra-organizational capacity: medium to high;

(v) Inter-organizational: medium to low;

(vi) Availability of financial resources: medium to low;

(vii) Enough technical resources: medium to low;

(viii) Support from the project's beneficiaries: medium to high;

(ix) Federal and municipal government's support: medium to high.

More specifically, the accomplished actions to constitute a network of strategic partners; strengthened forums of social and tripartite dialogue; knowledge sharing and pilot experiences; awareness and capacity building of strategic partners show a medium probability of maintenance of the short term benefits initiated by the Project in the four axes of performance.

Considering the foregoing relevant actions for the sustainability of the effects and impacts of the Project, after its conclusion, it is possible to highlight as possible **favorable factors for the sustainability**:

(i) 2004-2007 PPA, reflecting the political priority of social inclusion and reduction of the social inequalities, with efforts from the Special Secretariats for the reflection of the analysis in the current programs of race and gender dimensions in the federal organs;

(ii) 2008-2011 PPA, with strong probabilities of incorporating, in the planning of programs and actions in the setorial organs, the issues and the gender and race leveling dimension in the public policies. This will allow obtaining a faster progress of the GRPE/ILO Project impacts, through new investments on these issues;

(iii) preparation and deployment of the National Plan on Policies for Women (PNPM) and the SPM acting together with the National Action Plans and Committees of Assessment and monitoring of Gender forums in the sectorial public policies;

(iv) Preparation and deployment of the National Policy for the Promotion of Racial Equality (PNPIR) by the SEPPIR;

(v) Establishment of advisory and social dialogue forums such as: FIPIR; CNPIR, CNDM and SCDES.

(vi) Constitution of the Tripartite Commission for the Promotion of Equality of Opportunities and Treatment on Gender and Race in the level of MTE;

(vii) Programs and projects towards social inclusion and promotion of equality of opportunities from other international, multilateral, and bilateral cooperation organisms such as: UNIFEM, UNDP, DFID, FSE/UE, the World Bank, the IDB and the ILO;

(viii) Campaigns for the promotion of equality of opportunities and combat of social inequalities, as well as the expression of institutional commitments of strategic partners for the continuity of the Project initiatives;

(ix) continuity of the National Qualification Program (PNQ); the Solidary Economy and Productive Inclusion Program (Economia Solidária e Inclusão Produtiva); The Oriented Productive Micro credit (Microcrédito Produtivo Orientado – MTE); and other Programs of Transfer of Income (Bolsa Família, PRONAF and PAT)

(x) Operational planning for the continuity of Pilot Projects through agreed budget resources up to 2008, in the case of the Municipal District of São Paulo;

(xi) Availability of studies, research and the GRPE/ILO Training Manual at the homepage of ILO/Brazil and publications;

(xii) Campaigns to formalize the urban and rural labor market, increasing the access of social programs of health, retirement and unemployment insurances, for a great number of rural and domestic workers;

(xiii) Commitment of the Government and the ILO for the deployment of the National Agenda of Decent work;

It could be listed as possible **risk factors to the sustainability** of the effects and impacts of the Project:

(i) The probability of changes of the high authorities and strategic managers because of presidential, state, and municipal elections in the next three years;

(ii) The frequent changes in the technical and administrative staff and the reduced technical staff in some organizations;

(iii) The different support levels at the three levels of the Government and a reduced coordination among different government levels;

(iv) The difficulties of the inter institutional coordination of the GRPE policy and strategies among strategic and constituent tripartite partners;

(v) The managerial and cultural difficulties of the public bureaucracy involved in the transversality of issues in planning public policies;

(vi) Unstable annual flow of financial and budget resources at the three levels of the public administration;

(vii) a short period of the Project execution, that didn't favor the consolidation of planning and articulation actions with the strategic partners for the incorporation of Projects to continue the ones initiated by the GRPE, in their institutional budgets and

(viii) The difficulties in buying equipments for new municipal projects and the maintenance of the GRPE database system.

Based on the analysis performed, it can be considered as middling probable that the results and effects of the Project are relatively sustainable in the following years, based on:

(i) some elements that affect the sustainability were partially included in the design of the project, such as memorandums of understanding; protocol of intentions; dialogue and social improvement forums; and possibilities of receiving new resources for the deployment of new demanded activities;

(ii) some efforts were accomplished for the continuity of the Project during its execution: the diagnosis of necessary actions; the support for receive new financial resources to organize activities and new initiatives; a greater visibility for the ILO and the strategic partners through seminars workshops, trainings, publications, and meetings, and the institutional support to the deployment of Policies and Programs of empowerment of the GRPE issues;

(iii) At the Closing Seminar, there was a preliminary list of initiatives that could grant continuity for the actions of the Project for next years.

4.2 Positive and restrictive factors of the Project

4.2.1 Positive factors to the effects of the Project

4.2.1.1 Factors related to the design and planning

The original design of the Project proposed appropriate actions to reach the results and effects in the thematic axes of the Project, beginning with the construction of the juridical and institutional reference framework for the future deployment of commitments between the ILO and the Brazilian Government.

Among the strategies proposed by the Deployment Team of the Project to reach the results, we highlight:

(i) the constitution of networks with strategic partners in the preparation, validation, and execution processes of all the initiatives of the Project, generating an intense participation, by representation, of the direct and indirect beneficiaries of the Project and decentralization in the deployment of activities, monitoring and assessment of the results of the Project;

(ii) Knowledge sharing to support the preparation of public policies with the inclusion of the race and gender dimension;

(iii) Integration activities with Universities, Research Centers, Working Groups, Committees, and Councils working on the issue, by relevant contribution and experiences;

(iv) Awareness and training of strategic managers;

4.2.1.2 Factors related to the execution

The main factors that contributed to the execution of the Project were:

- (i) Sharing of the managerial and executive coordination with the national, regional, and local strategic partners, and international cooperation agencies, through regular meetings;
- (ii) Consolidation of a solid network of interpersonal relationship among consultants, the National Coordination, strategic partners, and direct and indirect beneficiaries of the Project; crucial to the effectiveness and efficacy of the project;
- (iii) Selection of consultants and research centers with knowledge and experience on the issue;
- (iv) Permanent and timely financial and technical support of the technical cooperation;
- (v) Strategic articulation with the strategic partners for the use additional resources for the relevant actions in the Project;
- (vi) Synergy with resources, results and professionals of current projects by the ILO and the Brazilian Government;
- (vii) Very favorable social, political, institutional, cultural, and macroeconomic contexts to the deployment of the Project, particularly political priorities and government programs;
- (viii) Disclosure and knowledge sharing, lessons learned and good practices among social actors and strategic partners, through international, national, and local seminars;

4.2.2 Restrictive factors to the effects of the Project

4.2.2.1 Factors related to the design and planning

The design and original planning were ambitious as for the diversity of initiatives to be deployed by the Project, without an appropriate estimate of time, financial, and human resources for its execution.

The planning of this cooperation didn't appropriately consider the necessary time for the preliminary activities of articulation for the construction of a network of relevant actors; the joint planning of the activities to be executed; the constitution of dialogue networks for the pilot experiences and the validations of the knowledge and products of the Project by different dialogue and social organization forums. All this created, therefore, extensions of the schedule.

Especially as for the Immediate Objective 4 – concerning the organization of the lessons learned and good practices – there was a discrepancy among the variables of time, intensity of efforts, and human resources for some of its indicators, such as: proposition and organization of knowledge; methodologies and assessment and monitoring procedures of public policies; organization of lessons learned and good practices on a national and local level.

In terms of proposition of regional management of the administrative and financial procedures of the Project, some difficulties and delays were faced for actions of payment control and the results of the Project; as well as regarding the review and extension processes for the execution of the Project.

4.2.2.2 Factors related to the execution

The **restrictive factors** to the execution procedure of the project were:

- (i) difficulty leveling the gender and race controversies in administrative and bureaucratic cultures of public management, as shown in the Report of Human Development – Racism, Poverty, and Violence, UNDP/Brazil, 2005 and the Progress of Women in Brazil, UNIFEM/CEPIA;
- (ii) Reduced human resources (technical and administrative) of the National Coordination for the frequent articulations with relevant partners and permanent participation on different forums of social dialogue, on national level and in the pilot projects;
- (iii) Reduced initial budget resources for the Project for the execution of the Logical Framework of the Project agreed with the national strategic partners, producing the need of increasing the additional resources to reach certain results;
- (iv) Reduced organization actions and diffusion of certain results of the activities developed (publications, homepage) by lack of resources and time;
- (v) Changes of relevant speakers and management levels of the federal and municipal public administrations in 2003 and 2004;
- (vi) Long processes of decision making on creation issues and activities through the technical and managerial areas of certain partners;

Chapter 5 – Conclusions

5.1 Lessons learned

5.1.1 Lessons learned related to the country's context and the Project management

The main lessons learned related to the deployment of the Project are the following:

A – Strategic Lessons:

Situation 1: In Brazil, the inequality and gender and race discrimination are phenomena that reach a major part of the population, because women represent 42% and the black population 44.5% of the job market, about 55 million people or 68% of the Economically Active Population in Brazil. Of this total, the black population reaches 36 million and the white women almost 19 million.

Lesson learned: The GRPE/ILO Project, previously deployed in other Latin American countries, to be executed in Brazil it should incorporate the component/dimension of race/ethnicity. This inclusion sought to assist the specificities of the Brazilian social, economical, political, and cultural setting. This innovative characteristic of GRPE/Brazil demonstrated to be a key element for the success of the referred Project.

Situation 2: The political and social scenario of the new federal public administration and the stage of the national participation of social actors contributed so that favorable conditions of political leadership, commitments and institutional appropriation of the strategic partners were produced for the deployment of GRPE, in its initial phase (2003/2006).

Lesson learned: The construction of a National Agenda for Decent Work and the agenda for the GRPE Project allowed commitments to be made, with strong participation of political leaderships; with social dialogue/organization of different social groups and strategic partners. These institutional and political commitments can reduce some risks, in the long term process, of changes on public policies of social inclusion, in the world of labor, with the incorporation of the race and gender dimension.

Situation 3: The institutional changes of the strategic partners (rules, legislation, behaviors, policies and organizations) on issues related to the GRPE objectives are favored when followed by experimentation, adaptation, and learning processes, through the gradual construction of new knowledge, dialogue and social organization forums and negotiation mechanisms.

Lesson learned: The GRPE Project supported the construction of dialogue and social organization forums among different actors for the promotion of the inclusion of the gender and race forums in the world of labor, which facilitates the strategies and actions of the strategic partners in the process of institutional change.

The *learning-by-doing* approach used by the Project, with support of the partners, in the deployment of the pilot project activities; in the production and adaptation of knowledge on the issues; and awareness, formation, and training of managers and strategic actors.

Situation 4: The previous experience of GPE and the exchange of management and operational information with Ecuador generated better conditions for the deployment of the GRPE in Brazil, as well as the strategy of maintaining the focus on the national constituents, reducing the failure risks on the national and local approaches.

Lesson learned: The Project tried to assist the needs of the constituents through the work on issues of interest for certain lobbies (domestic work; collective bargaining), through instruments and mechanisms of dialogue of medium and long term (Tripartite Commission and Local Agreements) and through the transfer of competence for the continuity to certain strategic partners (MTE, SEPPIR, SPM).

Situation 5: The financial and technical resources available for the Project in Brazil were reduced, considering the national extension and the execution complexity. They demanded a strong articulation with the other national and international

organizations working with the issue, for the composition of complementary activities and of *seed money*.

Lesson learned: The Project should have included a component for the feasible operational of new projects for the continuity and greater densification of their activities in Brazil. The experience of the SEPPIR/ILO/UNDP Project was shown to be very positive for the deployment of a group of activities of social awareness and pilot projects. This initiative should have been increased to support actions with the other strategic partners.

5.1.2 Lessons related to the management of the Project

Situation 1: The deployment rhythm in 2003 and 2004 was reduced, due to the need of building networks of strategic partners, resulting from the changes of strategic speakers in the federal administration; creation of the SPM and the SEPPIR, with weak capacity for contributing with financial and human resources; a multiplicity of new actors and non-governmental institutions in the political and institutional scenario working on the issue.

Lesson learned: In periods of political changes in the public administration, the Project should foresee a longer time for articulation activities and constitution of networks of strategic partners in the first year of the Project.

Situation 2: The selection of areas for the pilot projects deployment based on previous works on the issues of the Project, facilitating the dialogue and network constitution with strategic managers. The selected experiences, either of the ABC Consortium as the one of the municipal district of São Paulo are characterized for being atypical in the Brazilian scenario, because of the great participation and concentration level of opportunities of the Brazilian job market (formal and informal jobs).

Lesson learned: The pilot execution of experiences to be multiplied should happen in certain areas selected by its high potential of organization to deal with the issues of the Project.

The Project should have elaborated criteria for the selection of typologies areas for deployment of pilot projects, considering the diversity of articulation, deployment and monitoring capacity in the Brazilian local forums (approximately 5000 municipal districts, 26 capitals and around 300 medium size municipal districts).

Situation 3: In the Project, there was a management and technical change at the public institutions and the participation of different social actors, with strong transversality dimension on public policies of social inclusion and with multiple projects in process on the GRPE issues.

Lesson learned: Projects involving different political-administrative forums and demanding strong synergy process among the actors for planning, empowerment, and monitoring of public policies, such as GRPE, should try to deploy execution and decentralized monitoring structures. They could count with ONGs or to use support units in the core of regional managements of federal strategic actors (the MTE and other Ministries).

This process of administrative decentralization will produce articulations more solid due to the proximity with the beneficiaries and the pilot project's communities. Concomitantly, it will produce higher levels of responsibility of the communities and monitoring the deployment of the Project.

Situation 3: The participation of multiple public institutions, workers and employers organizations, ONGs and women and black movements, in multiple organizational and representativeness levels present challenges for the monitoring, assessment, and supervision system of this kind of initiatives of traverse and vertical Project, on public policies.

Lesson learned: Due to the multiplicity of actors and participants, it was shown very effective that Working Groups, National Management Coordination of the project and National Coordination Executive Committee of the Project should be created. The monitoring, assessment, and supervision actions are to be shared between the different strategic actors and the ILO.

Situation 4: the diversity of direct beneficiaries of the Project and the multi centered structure of the strategic partners created difficulties for the internal and external disclosure to the partners of the Project, the activities and products of the Project.

Lesson learned: In the preparation of the Project proposal, it should be introduced the disclosure of articles, studies, research, instruments, and monthly/annual report on GRPE at the ILO's web page; the public strategic partners, the labor trade union organizations and employers organization; the National Councils of Social Participation related to the issues of the Project. The sharing of this information to the strategic partners would allow the increase of the knowledge and progresses sharing of the GRPE Project.

Situation 5: The monitoring and assessment challenge of the effects and impacts on public policies of social inclusion and promotion of equality of opportunities, with the inclusion of the gender and race dimensions are the same for the strategic partners. Because of the synergies of policies and programs of income transfer (high participation of the GRPE target groups), the construction of economic and social indicators of assessment of these changes in the world of labor should also be better defined, for assessment means.

Lesson learned: The monitoring and assessment of progresses to be reached should be applied on a more permanent way in the next 5 years. This after-assessment done by the Project and the strategic partners would allow a better understanding of the effects and impacts of incorporating gender and race in the strategies and public policies of social inclusion.

The design of the Project should foresee the component inclusion for this activity, as an instrument of: permanent social dialogue; transparency of information for the exercise of the citizen's rights and the constitution of a place to support actions of improvements in the national agendas of the tripartite constituents.

Situation 6: The action of qualifying public managers was accomplished in an experimental way for this first phase, limiting to 40 instructors. However, their impacts, effects, and sustainability cannot be considered yet.

Lesson learned: These trainings can be refined in the subsequent phases. They could fulfill the recognition requirements for means of certification of relevant institutions – university centers and public administration schools (methodology, objectives and workload). This recognition would allow enlarging the number of training days, which was considered reduced for the ones being trained.

The Project design should include a definition that allows the distinction among the awareness, formation and training activities. This would allow the construction of typologies and minimum curriculum for each one of these initiatives. Moreover, it was not included in the projects and formal programs of human resource areas of the public administration.

Situation 7: The technical support activities and institutional empowerment of the GRPE Project meant for policies of social inclusion of the informal economy workers showed to be more effective, while using synergies of current qualification projects for the strategic partners.

Lesson learned: The Project in partnership with the National Program of Qualification from the Ministry of Labor could introduce the race and gender dimensions in the projects meant for the informal and unemployed workers and self-employment stimulators. This work was accomplished by training of regional and municipal coordinators of PNQ, enlarging the disclosure of these knowledge and mechanisms of gender and race transversality.

The identification of existing “available or initial” projects proved to be a success element in this Project. This identification and mapping work of projects should be increased with other strategic and constituent tripartite partners.

Situation 8: The participation of the employers associations in the Project activities was restricted to the Tripartite Commission. Therefore, it was not possible to assess the Project contributions to the awareness, knowledge sharing and beginning of changing processes for the incorporation of race and gender dimensions in the business strategies and projects of employment generation and transforming informal jobs into formal ones.

Lesson learned: The little participation of the employers associations in the Project activities referred to the need of including new instruments and innovative experiences meant for the constituents in the Project design, for the deployment of public policies of social inclusion in the world of labor.

Situation 9: The managers of the Ministries and Special Secretariats – in the deployment of forums of social dialogue and organization among strategic and constituent tripartite partners – allowed positive results in the summons actions and capillarity network of the Project; as well as in dealing with controversies of public policies towards the social inclusion and decrease the deficit of decent work in the society.

Lesson learned: The appropriation (*ownership*) of the Project can be enlarged as leaderships exist among the high forums of representativeness of tripartite constituents. The inclusion of the race and gender dimensions in their agendas of national dialogue come as a non excluding issue in dealing with the general

controversies of programs of employment generation for men and women and overcome of poverty.

Situation 10: The current initiatives of information gathering, analyses and diffusion, through public institutions, research centers and non-governmental organisms in Brazil allowed the ILO to deepen explore and disseminate studies, research and the GRPE training manual.

Lesson learned: The refinement of the role and institutional visibility of ILO – as for the need of effective actions of public policies of social inclusion with the incorporation of gender and race strategies – allowed to attest the planning of more effective public policies of social inclusion for women and the black population; considering the high participation of these groups among the most vulnerable part of the society, representing approximately 50% of the Brazilian economically active population.

This expertise was also important for the disclosure of this information through the media, acting as the tertiary sector (non-governmental and representative of interest groups) for the society awareness on the benefits to be reached by public programs for the promotion of equality of opportunities and combat to the discrimination in the world of labor.

5.2 Recommendations

5.2.1 Recommendations for the National Partners Agencies

Recommendation 1: To assure the measures and necessary actions for the continuity of the initiatives accomplished by the Project, in the next years, as well as the gradual inclusion of the GRPE annual goals in the 2008/2011 PPA proposal, as element to reach the international commitments of the Brazilian Government, in relation to ODM and other Conventions:

- (i) Human resources, institutional and financial;
- (ii) Support of the strategic and tripartite constituent partners;
- (iii) Institutional and political priority;
- (iv) Deployment of capacity building courses;
- (v) Institutional empowerment of the partner agencies;
- (vi) Consolidation of national policies for the promotion of racial and women equality;
- (vii) Monitoring and assessment deployment of impacts and effects of the GRPE project, especially actions of monitoring of capacity multiplication, for the strategic partners in each sphere of the public administration;
- (viii) Constitution of focal points of articulation and coordination of the activities for the continuity of the GRPE/ILO Project on the high institutional management level;

Recommendation 2: To continue promoting a favorable context so that the other strategic partners and constituent partners can continue working on the dialogue and national organization forums through the Tripartite Commission for the Promotion of Equality of Opportunities and Treatment on Gender and Race in the Workplace for the consolidation of understandings. This could demand:

- (i) A strategic action with the PPA and Commissions and National Councils of Society Consultation and Economic and Social Development;
- (ii) A strategic decentralized action for the largest participation of public institutions and ONGs (local and state) in the deployment of new pilot projects, because they are closer to the communities and due to a management scale of public policies of social inclusion.

Recommendation 3: To contribute technically and institutionally to assure the disclosure of studies, research and the follow up of social and economical indicators of employment generation, overcome of poverty and the deficit of decent work; as well as to create opportunities for successful knowledge and experience sharing deployed in this Project and other projects, as professional qualification, collective bargaining, formalization of jobs.

Recommendation 4: To work strategically to assure, in the next 4 years, the additional resources to the necessary constitutional budgets for continuity of the Project initiatives, in an possible phase II, in: training with the participation of public and non-public agents multi level and traverse, with emphasis on labor policies; new studies and projects of GRPE integrated public policies; updating data and information; small demonstrative projects in the formalization of workers; setting of cooperatives and support to the generation of jobs on local level, but not being a social handout program; and decentralization on state level of the GRPE Project with the constitution of dialogue and regional monitoring networks.

Recommendation 5: To work strategically in the institutions for the improvement of the monitoring and assessment system of the GRPE in relation to the planning and execution of the Annual Action Plans of other strategic partners for the integrated deployment/transversality of initiatives. As an example, it could be named the standardization of indicators and database system of the organizations, with the purpose of obtaining comparable results for the monitoring and assessment of the progress of projects and programs.

Recommendation 6: to propose a study and an assessment of the social and economical impact of a federal interministerial decree and the respective execution regulation at the Ministries of Planning, Finance and the General Secretariat of the Presidency seeking:

- (i) To prioritize the approval of projects of investments with the assessment of positive social impact on gender and race in the job market; or/and
- (ii) To incorporate a percentage of the resources (to be agreed among the strategic partners) of new public investments projects to deploy affirmative

actions on gender and race/ethnicity in the world of labor, such as: employment and income generation; promotion of equality of opportunities, and combat the discrimination.

5.2.1 – Recommendations for the ILO

Recommendation 1: To assure that the diagnosis measurement actions, contents adaptations and translation of manuals demanded approximately 2 years. Consequently, the activities dependent of these inputs were reduced in range, systemization for multiplication and immediate effects. This type of GRPE project plays a role of introducing/launching the themes in the different levels of social dialogue and to build dialogue networks of relevant social and political actors. It is suggested that the deployment period of similar projects can be enlarged in four to five years.

Recommendation 2: The Memorandums and Protocol of Intentions establishment actions; preparation of Logical Framework and Annual Plans of Project's Activities demand a period of 8 to 12 months. This process of deployment of instruments and Project activities have been allowing the construction of networks of strategic partners and mapping of other current national or international projects and programs, which can work together with the Project.

It is suggested the inclusion of preliminary mapping activities and other initiatives in the project's design and of other activities for the political-institutional articulation as: memorandums, protocol of intentions and agreements.

Recommendation 3: It is suggested that the design of new Projects should include planning, negotiation and deployment activities:

- (i) To increase the goals defined in MLP or to allow its reach during the period of the GRPE's deployment
- (ii) To assure the continuity of the results and immediate objectives of GRPE by the strategic partners, increasing the sustainability conditions and short term impacts;
- (iii) To promote the technical and institutional invigoration of strategic partners, with reduced technical structures, budget allocation, through the temporary placement of consultants with experience and knowledge on the Project issues.

Recommendation 4: It is suggested that the design of new similar Projects can include, as enclosed documents, guides and orientation notes of success indicators of the GRPE monitoring and assessment, to be used by the Office and by the National Partner Agencies. These assessments should be accomplished in three moments: during the project; at the end and at the post-evaluation period (centered in impacts and sustainability). The trainings and sensitizations should be monitored and assessed in a systematic way to subsidize subsequent assessments. In this sense, certain procedures and methodological instruments (pre and post project questionnaires) should be added at the ILO's homepage to allow this permanent monitoring.

Recommendation 5: It is suggested that the design of new Projects can focus resources and efforts, at a first phase, to build public policies on job, gender, and race on a national level, maximizing the resources initially assured in the Protocol of Intentions of the GRPE Project.

If additional resources are granted, the Project should work in the deployment of pilot projects, on local level, according with typologies and validation criteria to be defined with the strategic partners.

These projects should assist the policies of promotion of labor and employment (ILO) and being representative for deploying national policies on equality of labor opportunities and combat to racial and gender discrimination. At the same time, they would increase the repertory of strategic partners in analysis of case studies, contributing with lessons and recommendations to “improvements or changes” in the public policies.

Recommendation 6: It is suggested that the following actions – to assure the continuity of the initiatives initiated by the GRPE/ILO – were considered in the new Project design:

- (i) To maintain the GRPE professional technical team at the local office of ILO, for an additional period of six months after the conclusion of the Project, to support the strategic partners in planning and gathering new resources for the GRPE’s continuity;
- (ii) Technical and financial management of regional GRPE projects should be done directly by the National Office of each country, with the objective to reach greater operational agility of the resources meant for the national project;
- (iii) The sizing of the publication and editorial resources for books, studies and manuals should consider the current demands, depending on the dimension of each country and strategic “strategic partners/customers” and the activities objectives: sensitization, formation and training.

Recommendation 7: It is suggested that in countries where there are no databases and public registers, and where the information on sex and color is present, the design of the GRPE project should focus on building these relevant data for public policies of labor and employment in the formal economy. This initiative would allow building a base line for the GRPE project, allowing the monitoring and assessment of public policies with impacts on the Project issues. At a subsequent stage, there could be incorporated new Project strategies and initiatives of a gradual increase of its Objectives.

Recommendation 8: It is suggested that the project’s design can initially focus in building the *learning-by-doing* methodology, procedures and mechanisms of social and tripartite dialogue in the formal economy. The general needs of data on gender and race in the informal job market in the developing countries and its differentiated

treatment in terms of public policies should constitute a new stage of instruments and dialogue mechanisms on a national/regional and local level.

ENCLOSED