CAFTA-DR LABOR CAPACITY BUILDING EVALUATION

AUGUST 9, 2011

Prepared by:

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Management Systems International

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LIST OF ACRONYMS

GENERAL

AFL-CIO — American Federation of Labor and Congress of Industrial Organizations

BSR — Business for Social Responsibility

CAFTA-DR — The Dominican Republic-Central America-United States Free Trade Agreement

CRS — Catholic Relief Services

CSR — Corporate social responsibility

CyG — *Cumple y Gana* (Comply and Win project)

DRL — Bureau of Democracy, Human Rights, and Labor

ECMS — Electronic case management system

FUNPADEM — *Fundación para la Paz y la Democracia* (Foundation for Peace and Democracy)

ILO — International Labor Organization (*Organización Internacional de Trabajo, OIT*)

IT — Information technology

MSD — Management Sciences for Development

MSI — Management Systems International

MOL — Ministry of Labor

NGO — Nongovernmental organization

OAS — Organization of American States

OCFT — Office of Child Labor, Forced Labor, and Human Trafficking

OTLA — Office of Trade and Labor Affairs

PACT — Private Agencies Collaborating Together

PMP — Performance Monitoring Plan

PWD — Persons with Disabilities

TOR — Terms of Reference

TTT — *Todos y Todas Trabajamos*: Establishing Worker Rights Centers

USAID — United States Agency for International Development

USDOL — United States Department of Labor

USTR — United States Trade Representative

WHA — Bureau of Western Hemisphere Affairs

WOLA — Washington Office on Latin America

COSTA RICA

ASEPROLA	*Asociación de Servicios de Promoción Laboral* (Association of Labor Advocacy Services)
CSJ-CR	*Corte Suprema de Justicia* (Supreme Court of Justice-Costa Rica)
MTSS	*Ministerio de Trabajo y Seguridad Social de Costa Rica* (Ministry of Labor in Costa Rica)

DOMINICAN REPUBLIC

DR	Dominican Republic
SET	*Secretaría de Estado de Trabajo* (Ministry of Labor in the Dominican Republic)
CSJ-DR	*Corte Suprema de Justicia* (Supreme Court of Justice-Dominican Republic)
FLD	*Fundación Laboral Dominicana* (Dominican Labor Foundation)
FENATROZONAS	*Federación Nacional de Trabajadores de Zonas Francas* (National Federation of Free Trade Zone Workers)
FINJUS	*Fundación de Institucionalidad y Justicia* (Institutional Foundation of Justice)

EL SALVADOR

ANEP	*Asociación Nacional de la Empresa Privada* (National Association of Private Businesses)
CSJ-ES	*Corte Suprema de Justicia* (Supreme Court of Justice-El Salvador)
MTPS	*Ministerio de Trabajo y Previsión Social* (Ministry of Labor in El Salvador)
STRAISPES	Sindicato de Trabajadores de la Industria de Seguridad Privada (Private Security Workers' Union)

GUATEMALA

AMCHAM	Costa Rican-American Chamber of Commerce in Guatemala
CACIF	*Comité Coordinador de Asociaciones Agrícolas, Comerciales, Industriales y Financieras* (Coordinating Committee of Agricultural, Commercial, Industrial, and Financial Associations)
CGTG	*Confederación Central General de Trabajadores de Guatemala* (Central Confederation of Guatemalan Workers)
IGT	*Inspectoría General del Trabajo de Guatemala* (Inspection Department Guatemala)
MTPS	*Ministerio de Trabajo y Previsión Social* (Ministry of Labor in Guatemala)
UASP	*Unión de Asociaciones Sindicales Populares, Guatemala* (Association of Popular Labor Unions)
VESTEX	*Comisión de la Industria de Vestuario y Textiles de Guatemala* (Guatemala Apparel and Textile Industry Commission)

HONDURAS

CGT   *Central General de Trabajadores de Honduras* (General Confederation of Honduran Workers)

COSIBAH   *Coordinadora de Sindicatos Bananeros y Agroindustriales de Honduras* (Coordinating Body of Banana and Agriculture Unions)

CSJ-H   *Corte Suprema de Justicia* (Supreme Court of Justice-Honduras)

CTH   *Confederación de Trabajadores de Honduras* (Honduran Workers' Confederation)

STSS   *Secretaría de Trabajo y Seguridad Social* (Ministry of Labor in Honduras)

NICARAGUA

CGTi   *Confederación General de los Trabajadores Independientes* (Independent Workers' Confederation)

CUS   *Confederación Unidad Sindical* (Trade Union Confederation)

FESITEX   *Federación de sindicato textil* (Textile Union Federation)

FUTASCOM   *Federación unificada de trabajadores del sector alimentos servicios y comercio* (Food, Beverage and Commercial Workers' Union)

MITRAB   *Ministerio del Trabajo de Nicaragua* (Ministry of Labor in Nicaragua)

UNEH   *Universidad Nicaragüense de Estudios Humanísticos* (University of Humanistic Studies in Nicaragua)

UniRSE   *Unión Nicaragüense para la Responsabilidad Social Empresarial* (Nicaraguan Corporate Social Responsibility Association)

EXECUTIVE SUMMARY

On August 5, 2004, the Dominican Republic-Central America-United States Free Trade Agreement (CAFTA-DR) was signed between the United States, five Central American countries (Costa Rica, El Salvador, Guatemala, Honduras, and Nicaragua), and the Dominican Republic. The Agreement obligated each country to effectively enforce its respective labor laws, and to reaffirm obligations as members of the International Labor Organization (ILO) and their commitments under the *ILO Declaration on Fundamental Principles and Rights at Work and its Follow-Up (1998)*.[1] In support of these efforts, the United States government (USG) provided approximately $86 million between FY 2005 through FY 2010 for the purpose of supporting labor capacity-building activities under CAFTA-DR. This resulted in the development of 22 technical assistance projects that were administered through three USG agencies: the US Department of Labor's Bureau of International Labor Affairs (USDOL), United States Agency for International Development (USAID), and the United States Department of State's Bureau of Democracy, Human Rights, and Labor (State/DRL).

The 22 labor capacity-building projects were designed to address five of the six priority areas established in the report entitled "The Labor Dimension in Central America and the Dominican Republic—Building on Progress: Strengthening Compliance and Enhancing Capacity" (referred to as the "White Paper"). Funding allocation was the direct responsibility of US Department of State's Bureau of Western Hemisphere Affairs (State/WHA), who worked closely with the Office of the United States Trade Representative (USTR). These agencies followed two primary principles in allocating the funds to the oversight agencies: (1) following the White Paper and its target areas for labor capacity-building and recommendations and (2) assigning each agency, in principle, a primary area of responsibility based on its expertise and experience. USDOL was designated the area associated with the labor ministries, USAID was assigned the judicial system, and State/DRL eventually became responsible for supporting civil society organizations focused on promoting a culture of compliance.

This multi-country evaluation seeks to determine the effectiveness of the labor capacity-building projects in countries within the CAFTA-DR region in five principal areas: (1) inter-agency programming and coordination process, (2) project design, (3) project implementation and effectiveness, (4) monitoring and evaluation, and (5) project impact and sustainability. The methodology included choosing a purposeful, non-random sample of 10 (of the 22) projects to provide specific examples of both good practices and lessons learned in each of the evaluation areas. Key findings and conclusions in these areas are as follows:

In the area of **inter-agency programming and coordination**, the evaluation team found that while no unworthy projects were funded, the overall funding allocation process lacked objective criteria and transparency. Another key coordination finding was that, while the White Paper worked reasonably well as an organizational tool for approving projects and allocating resources, agencies missed the opportunity to convert the White Paper into a strategic framework, with concrete objectives and indicators that could have been used to guide project design and measure the combined efforts of the CAFTA-DR labor projects.

Regarding **project design**, the funding agencies made use of the White Paper to help ensure projects would address problems that were previously identified by labor ministries and the ILO. The CAFTA-DR labor capacity-building projects incorporated a range of innovative and promising strategies: institutionalizing electronic case management systems to increase effectiveness and efficiency; establishing worker rights centers to provide free legal assistance to workers; using the TOT methodology to train large number of workers; providing effective strategic planning support to labor ministries; developing effective partnerships with the private sector to leverage resources and build capacities; using a phased pilot approach to develop the worker rights centers and then rolling it out in the region; introducing a highly effective negotiation

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[1] USTR. "The Dominican Republic-Central America-United States Free Trade Agreement: Summary of the Agreement," http://www.ustr.gov/webfm_send/2632.

methodology (interest-based bargaining); developing an innovative case study methodology; and applying time and motion studies to labor courts to decrease case backloads.

Despite these innovative project strategies, the project documents did not include a precise definition of the problem that the project intended to address or the data to support it. In addition, there were some inconsistencies in the way in which goals, objectives, and indicators had been conceived and written. Some projects had objectives and indicators that measured outcomes, while other indicators measured the activities conducted and the number of people trained. These inconsistencies impeded the ability of projects to measure the achievement of goals and objectives.

With regard to project **implementation and effectiveness**, projects aimed at institutional strengthening showed a correlation between the strength of their coordination mechanisms with counterpart institutions and their overall effectiveness. The evaluation team also found that civil society projects had a clearly articulated vision for producing and measuring outcomes. This vision allowed the projects to move from implementation and reporting on participation to the actual measurement of concrete benefits to workers. For both types of projects, effectiveness was found to be more a product of capable and stable management, rather than breadth of experience or seniority of certain implementing organizations. Short funding cycles, however, were found to hamper the ability of these projects to move beyond the implementation phase.

In the area of **monitoring and evaluation**, donor agencies had different expectations regarding the establishment of an objective monitoring system for measuring project outcomes. USDOL expected implementing organizations to establish a formal performance monitoring plan (PMP) at the project onset and provide periodic monitoring data in the quarterly reports, while State and USAID generally had less consistent guidelines in this same area. These inconsistencies prevented USG agencies from comparing project outcomes and did not allow projects to synthesize comparative data for reporting on overall progress toward larger strategic capacity-building goals. Higher standards for performance monitoring plans could alleviate this problem, but must be donor-driven. Projects can better ensure the collection of reliable data by designating a staff person to be responsible for overseeing monitoring and evaluation. External evaluations can also be useful to donors, project implementers, and stakeholders by holding projects accountable, increasing their transparency, and providing a process by which they can reflect on achievements-to-date and take corrective measures in order to better achieve project outcomes.

The impact of the CAFTA-DR labor capacity-building projects is difficult to assess without a well-defined baseline and clearly defined impact indicators. This is partially hampered by the limited resources available to the projects for gathering comprehensive and reliable quantitative evidence. Notwithstanding, qualitative data suggest that small victories have been achieved in promoting better labor practices. These efforts have contributed to an increase in visibility and awareness of labor issues within government institutions and civil society organizations.

Finally, with regard to the **sustainability** of the CAFTA-DR projects, several key cross-cutting sustainable outcomes or products were observed including: trainers who had the ability to replicate training on labor rights; electronic case management systems that increased efficiency and provided monitoring data; and curricula that were integrated into established university law schools. While few approached sustainability in the initial design phase, several projects developed a sustainability strategy in the implementation phase. These sustainability strategies focused on the most important and viable project outcomes and helped direct project staff in their efforts. Nevertheless, barriers to achieving sustainability, including insufficient time to implement intervention strategies, changes in government personnel, and the lack of institutional will, may negatively impact the ability to achieve sustainability.

Based on the findings and conclusions contained in this report, the following are the **key recommendations** for future labor capacity-building projects and programs. A complete list of recommendations is found in Section VI, "Conclusions and Recommendations."

1. Inter-Agency Programming and Coordination

- Future collaboration between State, USDOL, and USAID, with State/WHA overseeing the process, should include the design of a funding allocation process that is objective and transparent. The process should involve a set of concrete and tangible criteria for selecting projects to be funded as well as a methodology for applying those criteria. The selection criteria should help ensure that projects are chosen based on merit, and might include cost-benefit, project design logic, measurable objectives and indicators for determining impact, and a clear sustainability strategy. When available, evaluations should be used to assess project performance.

2. Project Design

- The funding agencies should issue guidelines on project design and proposal development in their solicitation instruments to help ensure consistency. The guidelines should include a requirement to provide a concise definition of the problem and data to support it. The guidelines should also include an explanation of the project design framework (i.e. Results Framework, Logical Framework) and the hierarchy of goals and objectives within that framework. The levels in the hierarchy – inputs, activities, outputs, immediate objectives – should each be defined. In addition, the guidelines should include instructions for writing objectives and their indicators, along with clear examples. The highest level of objective that the project is responsible for achieving (i.e. immediate objective and intermediate result) should have indicators that measure effects or outcomes. The agencies also should consider requesting diagrams that depict the causal linkages between the objectives, along with the critical assumptions that underlie the cause-and-effect logic.

3. Project Implementation and Effectiveness

- USG agencies should build the following four important principles into their project designs to increase project effectiveness:
  - **Knowledge**. Projects should have a plan in place to incorporate the knowledge that is gained during the implementation phase into ongoing project efforts. This information should be used to adjust strategies to achieve greater project efficiency and effectiveness. Project design should be flexible enough to allow project management to make necessary adjustments.
  - **Training for a Purpose**. Projects that rely heavily on the dissemination of information through training and awareness campaigns should include clear strategies for applying this information or skills in ways that will improve labor conditions for workers. The effectiveness of these strategies should be measured as part of performance monitoring.
  - **Institutional Commitment**. Projects that aim to strengthen institutions should negotiate the roles and responsibilities required for project success. These commitments should be articulated in written agreements that are signed and supported by the highest authority in the institution (e.g., a labor minister or supreme court president).
  - **Funding Cycles**. The agencies should consider funding projects for at least three or four years. Projects with a two-year funding cycle have difficulty achieving and measuring outcomes.

4. Monitoring and Evaluation

- Donor agencies should provide clear guidelines and expectations for projects to establish PMPs and collect baseline data during the initial start-up phase. The project PMP should include clearly defined direct and objective performance indicators that measure both outputs and outcomes. Performance

monitoring plans should also include target values, milestones, and data collection methodology. Project staffing should include individuals who are dedicated to overseeing and supporting all aspects of the monitoring and evaluation processes. Stakeholder input should be included when establishing appropriate indicators, as well as during discussions of results from ongoing monitoring.

5. Project Impact and Sustainability

- In order to better achieve true impact and sustainability, donor agencies should consider funding longer-term labor capacity-building projects that also focus on political advocacy or policy reform, and minimize projects that fund isolated activities or staff positions that only create a reliance on future donors. Donors should also ensure that planning for sustainability begins during the design phase, followed by the development of a specific, yet flexible, sustainability action plan during the implementation phase. Finally, donor agencies should identify as a priority the allocation of sufficient resources and planning time to establish a baseline reference and enable the collection of valid impact data.

I. BACKGROUND AND PROJECT DESCRIPTION

On August 5, 2004, the Dominican Republic-Central American-United States Free Trade Agreement (CAFTA-DR) was signed between the United States, five Central American countries (Costa Rica, El Salvador, Guatemala, Honduras, and Nicaragua), and the Dominican Republic. The Agreement obligated each country to effectively enforce its respective labor laws, and to reaffirm obligations as members of the International Labor Organization (ILO) and their commitments under the *ILO Declaration on Fundamental Principles and Rights at Work and its Follow-Up*.[2]

In the Department of State's budgets for FY 2005 through FY 2010, Congress provided funding for labor and environmental capacity-building activities in support of CAFTA-DR. Portions of those funds were transferred to the Department of Labor; the Department of State/Bureau of Democracy, Human Rights, and Labor (DRL); and USAID to administer technical assistance projects designed to support the implementation of the recommendations established in the report entitled "The Labor Dimension in Central America and the Dominican Republic—Building on Progress: Strengthening Compliance and Enhancing Capacity" (referred to as the "White Paper"). The White Paper reflected the commitments made by trade and labor ministry officials to improve each country's institutional capacity to implement the CAFTA-DR agreement, and identified six priority areas for improvement:

1) Labor law and implementation
   (i)   freedom of association, trade unions, and labor relations, and
   (ii) inspection and compliance
2) Budget and personnel needs of the labor ministries
3) Strengthening the judicial system for labor
4) Protection against discrimination in the workplace
5) Worst forms of child labor
6) Promoting a culture of compliance

Twenty-two technical assistance projects were administered by the three US government (USG) agencies. The projects were designed to address the priority areas of the White Paper — except for child labor, which is administered by USDOL's Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) with funds it receives from Congress. The goal of these 22 projects is to accelerate efforts to improve labor law enforcement and strengthen the capacity of corresponding government institutions.

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[2] USTR. 1998. "The Dominican Republic-Central America-United States Free Trade Agreement: Summary of the Agreement," http://www.ustr.gov/webfm_send/2632

II. EVALUATION PURPOSE AND METHODOLOGY

A. Evaluation Purpose

This multi-country evaluation aims to determine the effectiveness of the labor capacity-building projects in countries within the CAFTA-DR region. The USG donor agencies can use the findings and recommendations to make improvements to the technical aspects of the design, and to establish priorities for future projects and programs.

In adherence with the Terms of Reference (**Annex A**) for this report, the findings, conclusions, and recommendations center on five principal areas:
1)   Inter-agency Programming and Coordination Process
2)   Project Design
3)   Project Implementation and Effectiveness
4)   Monitoring and Evaluation
5)   Project Impact and Sustainability

B. Methodology

1. Evaluation Team

The evaluation team consisted of two independent evaluators with international expertise in conducting midterm and final project evaluations of USDOL-funded labor capacity-building, labor justice, and child labor elimination projects throughout Central America and the Dominican Republic. The international evaluators were joined by one local evaluator based in each of the CAFTA-DR countries, in order to provide additional insight.

The evaluation team was responsible for: developing the evaluation methodology, in conjunction with Management Systems International (MSI) and USG donor agencies; creating the interview tools; conducting interviews; facilitating other data collection; analyzing the data; presenting preliminary findings to USG donor agencies; and preparing the evaluation report.

2. Approach

The evaluation used primarily qualitative data collection methods. To the extent that it was available, quantitative data also was obtained from project documents and reports and was incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated where possible to increase the credibility and validity of the results. Efforts were made to include the participation of direct project beneficiaries in all six countries. The interviews incorporated some flexibility to allow for additional questions, ensuring that key information was obtained. While a consistent protocol was followed for each country and during each interview, modifications were made specific to the particular stakeholders and project activities.

3. Sampling Methodology

The evaluation team used a purposive, non-random sampling methodology to select 10 of the 22 CAFTA-DR projects that could provide examples of both good practices and lessons learned in each of the evaluation areas. The following five criteria were used during the selection process:

- Donor: a mix of the three USG donor agencies.
- Implementer: a mix of ILO, contractors, and non-governmental organizations (NGOs).
- Sector: a mix of projects focusing on government (labor and judicial), employer, unions, and civil society.
- Size of budget: larger projects were chosen as an indicator of importance and scope.
- Innovative strategy: smaller projects that offered an innovative strategy or targeted a special population could be highlighted.

Table 1 provides a list of the 10 projects chosen, their corresponding abbreviated name used in this report, and the implementing organization.

Table 1: Projects in Evaluation Sample, Abbreviated Names, and Implementing Organizations

Project	Abbreviated Name	Implementing Organization
1. *Campo a Campo*: Advancing Labor Rights in the Agricultural Sector in Guatemala	Campo	Catholic Relief Services (CRS)
2. Provide Job Training for Persons with Disabilities	Job Training for PWD	Trust for the Americas
3. Comply and Win III for Inspection	Cumple y Gana (CyG)	FUNPADEM (Foundation for Peace and Democracy)
4. *Todos y Todas Trabajamos*: Establishing Worker Rights Centers	TTT	Catholic Relief Services (CRS)
5. Verification of White Paper Recommendations	Verification	ILO (International Labor Organization)
6. Citizens' Access to Labor Justice for CAFTA-DR	Citizens' Access (PACT)	PACT
7. Strengthening Labor Justice for CAFTA-DR	Labor Justice (MSD)	MSD (Management Sciences for Development)
8. Promoting Compliance with Labor Standards for Migrant Workers	Migrant Workers	Trust for the Americas

Project	Abbreviated Name	Implementing Organization
9. A Worker-Centered Approach to Building a Culture of Labor Rights Compliance	Worker-Centered Approach (Solidarity)	Solidarity Center
10. Supporting Responsible Competitiveness	Responsible Competitiveness (BSR)	BSR (Business for Social Responsibility)

4. Data Collection Methods

Document Review: Before beginning the fieldwork, the evaluators reviewed numerous documents that provided important background information, taking notes on these documents for reference. The reviewed documents included the project documents/grant agreements/contracts, technical progress reports, strategic framework designs, monitoring plans, data-tracking tables, and external evaluations. During the actual fieldwork, the contents of these documents were verified, and additional supporting documentation was collected. (See **Annex B** for a complete list of documents reviewed.)

Data Collection Tools: A master list of key evaluation questions contained within the terms of reference (**Annex A**) served as the basis for the development of the data collection tools. These questions were used to develop interview guides in Spanish for individual and small group interviews conducted with donor agencies and project stakeholders. (See the data matrix tool in **Annex C** for general interview questions).

Data Matrix: A data matrix (**Annex C**) was compiled throughout the course of the fieldwork to document major points discussed during the interviews. The data were organized according to the terms of reference issued by USDOL. This organization of data provides a mechanism for verifying the contents of the evaluation report. The matrix also ensured that the data were triangulated where possible, and the source of each finding was consistently documented.

Stakeholder Interviews: In total, the evaluation team interviewed 328 people in the United States and in each of the six CAFTA-DR countries. Table 2 summarizes the number of interviews conducted by sector in each country. These sectors include: USG representatives; staff from implementing organizations; labor ministry officials; judges, lawyers, and staff from the judicial sector; union representatives; employer associations and employers; and other members of civil society including non-governmental organizations (NGOs), universities, and direct beneficiaries. (See **Annex D** for a complete list of names and titles of interviewees.)

Table 2: Interviews Conducted by Country and Sector

Country	USG Officials	Implementers	Labor Ministries	Judicial Sector	Unions	Employer Sector	Civil Society*	TOTALS
United States	14	9						**23**
Costa Rica	2	10	7	4	10	7	9	**49**
Guatemala	1	11	3	3	16	7	8	**49**
El Salvador	2	17	5	12	10	4	13	**63**
D.R.	1	11	5	11	4	3	20	**55**
Honduras	1	5	8	6	12	13	8	**53**
Nicaragua	2	3	5	1	9	5	11	**36**
TOTALS	**23**	**66**	**33**	**37**	**61**	**39**	**69**	**328**

*Civil Society includes NGOs, universities, unions, and project beneficiaries.

Field Visits: The field interview process began on February 15, 2011. USDOL and State, as well as Washington-based implementing organizations, were interviewed over a three-day period. The evaluation team then began their international fieldwork, spending one week in each of the CAFTA-DR countries: Costa Rica (February 28–March 4); Guatemala (March 7–11); El Salvador (March 14–18); Dominican Republic (March 28–April 1); Honduras (April 4–8); and Nicaragua (April 11–15).

Donor Briefing: Following the field visits, the evaluators conducted a briefing on May 5, 2011 in Washington, DC with nine representatives from the three USG donor agencies (see **Annex E** for a list of meeting participants). The evaluation team presented preliminary findings and asked meeting participants to provide additional evidence to support or challenge a particular finding. Relevant evidence has been integrated into this report.

5. Data Analysis

The evaluators used qualitative data analysis methods, including matrix analysis, to synthesize the raw data collected from document reviews, site visits, donor and project stakeholder interviews, and the donor briefing. The data analysis process was driven by the evaluation questions in the Terms of Reference (TOR).

6. Limitations

This evaluation is intended to provide an overview of the effectiveness of the CAFTA-DR capacity-building projects. As such, it does not offer the depth or scope that can be accomplished with a single-project evaluation. The purposive selection of projects for this evaluation was intended to provide information applicable to the larger CAFTA-DR project portfolio. While specific findings for each of the projects in the sample have been documented, the accuracy and usefulness of these findings is fully dependent upon the integrity of the information provided to the evaluators from the aforementioned sources.

III. PROJECT PORTFOLIO ANALYSIS

This section presents and discusses the results of a range of descriptive analyses conducted for the 22 CAFTA-DR labor capacity-building projects. The information used to conduct the analyses was provided by the three USG donor agencies for the projects they funded. Table 3 presents a snapshot of the projects.

Table 3: Project Portfolio at a Glance

Number of Projects	22
Total Value of Projects	$86.76 million
Average Project Value	$3.95 million
Average Length of Project	3.6 years
Average Investment per Country	$14.46 million

There have been 22 labor projects funded under CAFTA-DR with a total value of $86.76 million. The average project size is $3.95 million. The smallest project was Job Training for People with Disabilities (PWD), which had a budget of $470,000, while the largest is the Labor Justice project with a current contract value of $17.29 million. The length of the projects range from one to six years with the average length being 3.6 years. The funds have been relatively evenly distributed among CAFTA-DR countries with an average investment of $14.46 million per country. Table 4 shows the number of projects and their value for each funding agency.

Table 4: Number and Value of Projects by Agency (in millions of US dollars)

Donor	Number of Projects	Percent of Projects	Value of Projects	Percent of Funds
State/DRL	6	27%	$13.74	16%
USAID	5	23%	$29.38	34%
USDOL	11	50%	$43.64	50%
TOTAL	22	100%	$86.76	100%

USDOL funded 11 projects for a total value of $43.64 million, which represents 50 percent of the total projects and funds. USAID programmed $29.38 million, or 34 percent of the funds, in support of five projects. The Labor Justice project accounts for 59 percent of the USAID total. Although State/DRL funded six projects, their total value is only $13.74 million. The relatively small value can be explained by the fact that State/DRL primarily funded civil society organizations to implement projects with budgets of $2 million or less.

Table 5 shows how the agencies allocated projects to implementing organizations, which are listed as the ILO, contractors, and NGOs. The table includes the agency, the number of projects allocated to each type of implementer, the value of the projects, and the percent of the agency's total resources.

Table 5: Donor Allocation to Implementer by Number and Value of Project (in millions of US dollars)

Implementer	State/DRL			USAID			USDOL			TOTAL
	Projects	Value	Percent	Projects	Value	Percent	Projects	Value	Percent	
ILO	1	$2.97	22%	0	$0.00	0%	4	$16.79	38%	23%
Contractors	0	$0.00	0%	4	$24.29	82%	1	$0.94	3%	29%
NGOs	5	$10.77	78%	1	$5.09	18%	6	$25.91	59%	48%
TOTAL	6	$13.74	100%	5	$29.38	100%	11	$43.64	100%	100%

State/DRL chose to work primarily with NGOs. It programmed $10.77 million, or 78 percent of its resources, through NGOs and another $2.97 million through the ILO for the Promote Tripartite Social Dialogue project. USAID, on the other hand, preferred to work with contractors: it programmed $24.29 million or 82 percent of its resources through contractors such as Chemonics, DAI, and MSD. The only NGO that USAID is funding is PACT, which implements the Citizens' Access project with a budget of about $5 million. USDOL provided 59 percent of its $43.64 million to NGOs and another 38 percent to the ILO; the only contractor funded by USDOL is Alexius International, which is implementing a small $940,000 project in El Salvador.

NGOs received grants and cooperative agreements worth $41.77 million, or about 49 percent of the total funds ($86.76 million). PACT and the Solidarity Center received funding that accounts for 24 percent of the resources programmed through NGOs. Private contractors implemented four projects worth $25.23 million, which represents 29 percent of the total funds. MSD's contract with USAID makes up 69 percent of the contractor total. The ILO received a combination of cooperative agreements and a grant valued at $19.76 million that includes the $11.6 million Verification project, which represents 23 percent of the overall labor project funding. It should be noted that the US Congress made an initial $3 million available to the ILO for the Verification project.[3]

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[3] www.ustr.gov/about-us/press-office/speeches/archives/2005/july/remarks-ambassador-rob-portman-united-states-trade

Finally, Table 6 shows how the agencies allocated project funding by the six areas in the White Paper. USDOL invested the bulk of its resources in the labor ministries (51 percent) and on compliance (40 percent). USAID invested heavily in the judicial sector by allocating 77 percent of available resources to strengthening labor jurisprudence. State/DRL, on the other hand, invested all of its $13.74 million in the area of compliance.

Table 6: Donor Allocation of Funding by White Paper Area in Millions (US Dollars)

White Paper Area	Donors			Total Funds	Percent
	USDOL	USAID	State		
Labor Law	-	-	-	-	0%
MOL	$21.90	$3.00	-	$24.90	29%
Judicial	$2.00	$22.38	-	$24.38	28%
Discrimination	$2.45	$2.00	-	$4.45	5%
Child Labor	-	-	-	-	0%
Compliance	$17.29	$2.00	$13.74	$33.03	38%
TOTAL	$43.64	$29.38	$13.74	$86.76	100%

Approximately $33 million, or 38 percent of the funding, has been invested in the White Paper area of Promoting a Culture of Compliance. The Verification project, which has a strong compliance focus, is included under that area. Projects designed to strengthen and support the labor ministries and judiciary account for 29 percent and 28 percent of the funding, respectively. Only $4.45 million, or 5 percent of the resources, was invested in Protections Against Discrimination in the Workplace.

IV. FINDINGS

A. Inter-Agency Programming and Coordination Process

The following section presents findings associated with the allocation of funds, development and approval of projects, and the coordination among the three donor agencies as well as the coordination of the projects in the field. The findings include the process employed by the agencies to allocate funds, and the strengths and weaknesses in using the White Paper as the principal framework for resource allocation.

1. Resource Allocation Process

The United States government provided approximately $86 million between FY 2005 through FY 2010 to improve labor capacity-building under CAFTA-DR. The Bureau of Western Hemisphere Affairs (State/WHA) was responsible for allocating and coordinating the USG funds among the three donor and oversight agencies: US Department of Labor's Bureau of International Labor Affairs, United States Agency for International Development (USAID), and the United States Department of State's Bureau of Democracy, Human Rights, and Labor (State/DRL).

State/WHA worked closely with the Office of the United States Trade Representative (USTR) to allocate the funds for the CAFTA-DR labor projects. These two government agencies employed two primary principles in allocating the funds to the oversight agencies: (1) the White Paper and its target areas for labor capacity-building and recommendations, and (2) assigning each agency, in principle, a primary area of responsibility

based on its expertise and experience. USDOL was designated the area associated with the labor ministries, USAID was assigned the judicial system, and State/DRL eventually became responsible for supporting civil society organizations focused on promoting a culture of compliance.

The evaluation team was surprised to learn that the process of allocating funds takes nearly two years. USDOL developed a flowchart of the allocation process. According to the flowchart, once State's appropriation bill is passed by the Senate, it takes an additional three months before the bill is ready to be signed by the President and then sent to the Office of Management and Budget (OMB). After 11 months, OMB issues a Memorandum of Agreement to USDOL for the funding. Four months later, USDOL conducts a procurement competition for projects that takes an additional five months. According to agency representatives, the major drawback of such a long allocation process is that project ideas and designs age and become dated, and government officials who provided input and support tend to resign or transfer to other posts.

Representatives interviewed from State/WHA and USTR commented that, while the resource allocation process was not perfect and could be improved, the overall process worked reasonably well. State/DRL also noted satisfaction with the way in which the funds were allocated. However, representatives from USDOL were not always satisfied with the resource allocation process; they thought that the process lacked transparency and objective criteria for making decisions regarding project funding. USDOL officials thought that projects were not always funded based on technical merit. One WHA official who was involved in the allocation process agreed that funds were often assigned to agencies based more on equity and fairness criteria than on the technical merit of the proposed projects. This created a level of competition among the three agencies that hampered effective coordination, communication, and transparency.

The evaluation team included in its field interview guides a question on whether the CAFTA-DR governments should be required to meet a basic set of labor-related criteria before becoming eligible to receive USG funding, as country eligibility was *not* used to allocate resources. An analogy, to a certain extent, would be the Millennium Challenge Corporation (MCC). The MCC provides grants to countries based on 17 indicators designed to measure a country's effectiveness at ruling justly, investing in people, and fostering enterprise and entrepreneurship.

The idea of country eligibility criteria resonated quite strongly with the implementers, think-tank organizations, unions, and business associations, as well as with some agency representatives in Washington DC. Interviewees mentioned the following as possible eligibility criteria: approval of legislation related to labor codes and other bills associated with the ILO conventions; increases in labor ministries' budgets, especially for the inspectorate; increases in the number of public defenders (to reduce average caseload); increases in the number of labor courts and labor judges (dedicated to resolving labor cases); incorporation of labor law and ILO conventions into judicial training schools; and increases in resources (cash and personnel) dedicated to addressing discrimination and child labor issues.

However, several agency representatives noted that the idea of country eligibility criteria, which would have eliminated certain countries from funding, would not have been feasible at the beginning of CAFTA-DR due to the genesis and purpose of the funding. Another agency official commented that it would be difficult to implement the country eligibility criteria concept due to how funds are obligated and how labor policies differ from one government to the next. For example, an agency may decide to obligate funding to a country that currently meets the eligibility criteria. However, it is possible that the government could change and institute an anti-labor policy that would then make the country ineligible. It would be extremely difficult to de-obligate funds or withdraw funds from a project that has already started.

2. White Paper Framework

State/WHA used the White Paper to guide the project approval and resource allocation process. A State/WHA official involved in the initial allocation process considered the White Paper Framework to be a best practice. Another State/WHA representative commented that the allocation of USG funds designated for the environmental provisions in Chapter 17 of CAFTA-DR would have benefited from a White Paper-type of framework to help rationalize the allocation of funds, even though it is frequently noted in the literature that the labor ministries developed the White Paper recommendations without input from the judiciary sector or key private sector stakeholders such as employer and worker organizations.

The agency representatives spoke mostly in positive terms about the usefulness of the White Paper as an organizing framework to approve projects and allocate funds. The evaluation team, however, noted several weaknesses in the White Paper as an organizing framework. First, the White Paper does not always promote coordination and prevent the duplication of efforts. For example, Worst Forms of Child Labor is a White Paper focus area, and an area in which the Verification project is tracking progress. In addition, the Responsible Competitiveness project funded by State/DRL is addressing child labor in four of its 14 case study projects. Nevertheless, OCFT—which funds and oversees child labor projects—was not invited to participate in the inter-agency coordination meetings. USDOL/OTLA representatives explained that OCFT receives separate funding specifically for child labor elimination projects in Central America and the Dominican Republic, yet some efforts were made in the early CAFTA-DR funding years to exchange information. Sub-section 3, entitled "Country-level Coordination," will discuss findings related to coordination of project activities in the field.

The evaluation team found that many of the White Paper's recommendations were too general or, in some cases, vague. For example, 56 of the 139 recommendations listed in the White Paper call for meetings, trainings, or awareness-building activities rather than specifying the issue or root problem that these activities are intended to address. Such vague and non-specific recommendations tended to result in projects that focused more on outputs (e.g., the number of inspectors trained) than on the underlying problems (e.g., the quality of inspections). These issues are discussed in greater detail under Section B, entitled "Project Design."

Understanding the general nature of the recommendations, and recognizing the need for a mechanism to operationalize the recommendations, the authors of the White Paper recommended the development of a regional integrated strategic framework and country-specific implementation plans to be used by governments and donor agencies. For example, after being awarded the White Paper Verification project, the ILO worked closely with the stakeholders to develop a set of indicators and plans to guide and measure the progress in implementing the White Paper recommendations.

However, the Verification project's strategic framework and implementation plans were not used by the agencies to design and approve projects, measure accomplishments, and coordinate project implementation. An agency official in Washington, DC commented that failure to use the strategic framework, with its measurable goals and objectives (with indicators) was a missed opportunity. The official explained that a strategic framework with common objectives and indicators could have assisted the agencies in better identifying and designing projects and measuring the efforts of the projects funded under the White Paper. Another official told the evaluators that building consensus around a common strategic framework would have taken more time than the agencies had to obligate the funds.

> "The lack of participation by the private sector, unions, or human rights groups in drafting the White Paper, however, exposed it to widespread criticism that the document was superficial, misleading, and untrustworthy."
>
> - WOLA, DR-CAFTA and Workers' Rights: Moving from Paper to Practice, May 2009

The evaluation team recognizes that developing a common set of indicators for labor law compliance is complicated. USDOL has collaborated with the National Academy of Sciences to conduct research on developing universal indicators for labor law compliance. The collaboration is ongoing and has not produced a final set of indicators, as of the date this report was produced.

Finally, the organizations responsible for implementing projects funded under the White Paper do not have a thorough understanding of the White Paper and how USG agencies used it to design and allocate resources. The common perception among implementing organizations is that the Verification project is directly related to the White Paper, and that the remaining projects are related to Chapter 16 of CAFTA-DR. For example, when asked how his project supported the recommendations in the White Paper, one project manager told the evaluation team that the objectives and strategies stem from Chapter 16 and that the Verification Project is responsible for assisting governments in meeting their commitments as stipulated in the White Paper.

3. Country-Level Coordination

There have been formal efforts to coordinate the implementation of labor capacity-building projects at the country level in all six countries. These efforts were either carried out by the US Embassy's labor officer or by one of the implementing organizations. Implementing organizations commented, however, that there were not effective mechanisms in place to assist in coordinating the specific project activities. They expressed that such a mechanism could have helped the projects share information and lessons, collaborate on areas of mutual interest, create synergies, and avoid the duplication of efforts. The evaluation team identified several cases of duplication in the areas of education materials and training, especially with regard to labor inspectors and union leaders. Duplication of effort is discussed in further detail in Section C, "Project Implementation and Effectiveness."

Project implementers viewed the US Embassy as being best positioned to coordinate the projects. Currently, the US Embassy is helping coordinate the labor projects in Costa Rica and Nicaragua by hosting periodic meetings. The coordination efforts in Nicaragua have been the most effective and received the most praise from the implementing organizations. The keys to successful coordination have been (1) the support of the US Ambassador, (2) ongoing commitment of three consecutive labor officers, and (3) the assignment of a foreign service national to serve as the main contact point and a source of institutional memory of the projects and coordination meetings. The implementing organizations commented that the meetings have been valuable in providing both an overview of what the different projects are doing and an opportunity to identify shared technical or administrative issues. In addition, these discussions often led to follow-up meetings.

The US Embassy is not playing a key coordination role in the other CAFTA-DR countries. The labor officers in Guatemala, El Salvador, and Honduras noted that they meet with some of the projects and have a general idea of their activities, but have not taken formal measures to help coordinate the projects. The labor officer in Honduras said that he received a briefing from USDOL about the labor projects during his orientation, but has not received instruction and support on how to coordinate the projects. The labor officer in the Dominican Republic is relatively new and had very little information about the CAFTA-DR labor projects, or what her role might be in their coordination. All of the labor officers noted that short rotation cycles (one to two years) and heavy workloads are obstacles to effectively coordinating the CAFTA-DR labor projects. The labor ministries have attempted to coordinate projects funded by all donors (not only the CAFTA-DR projects) in the Dominican Republic, Honduras, and Nicaragua. According to the implementing organizations, the coordination meetings are inconsistent and not particularly productive. The labor ministries admitted to the evaluation team that the meetings are difficult to sustain due to the shifting demands and priorities placed on the ministries.

Implementing organizations also convened several CAFTA-DR project coordination meetings. For example, MSD convened a meeting in both El Salvador and the Dominican Republic. In the DR, this resulted in a matrix being developed to document contact information and key project activities. The CyG project also convened a meeting of the CAFTA-DR projects in Costa Rica and Honduras. The projects coordinating these meetings mentioned that these sessions occurred once or twice, but the meetings did not necessarily result in a greater coordination of project efforts.

In addition to the country-wide coordination meetings held by some US Embassies, several individual projects effectively coordinated informally around common interests. For example, Citizens' Access and TTT collaborated on an electronic case management and database system. Another example is CyG and Verification, who have collaborated with the Profil project to support ethics training for labor inspectors. CyG and Verification agreed to provide financial support for ethics training in El Salvador and Honduras, respectively, when Profil experienced a shortfall in funds (USDOL funded all three of these projects). Other projects, however, did not coordinate activities. Two State-funded projects, Solidarity and Trust, both aimed to build the capacities of labor unions in Costa Rica, El Salvador, and the Dominican Republic, yet they never met or shared information regarding their capacity-building activities and lessons.

4. Coordination and Support to Government Institutions

There were three projects in the sample that worked specifically with government institutions on labor capacity-building: CyG, Verification, and Labor Justice. CyG and Verification consistently received high marks from the labor ministries for their support and effectiveness. Ministry personnel consistently praised CyG's strategy of locating project offices in the labor ministries, providing a mix of technical assistance and assets (e.g., computers and software), and using project funds to help the ministries fill funding gaps. The labor ministries expressed certainty that CyG has helped build the capacity of the inspectors to conduct high-quality inspections. Labor Justice has received letters of support from the Supreme Courts in the Dominican Republic, Costa Rica, and Honduras for the project's capacity-building efforts.

Verification also was frequently cited as a highly-effective project. The ministries appreciated the support the project provided in developing the White Paper implementation plans and the verification reports, building the capacity to collect and analyze information, training and awareness-raising activities on labor rights, and a myriad of other capacity-building initiatives in line with the White Paper recommendations. Labor ministries also commented that a weakness of the Verification project is that it does not provide donations such as equipment and materials.

The Supreme Courts in Costa Rica, El Salvador, and Nicaragua also mentioned Verification as an effective project and appreciated the support they received to help the courts meet their White Paper commitments. The Verification project has supported the Supreme Court in El Salvador on a training needs assessment, a training on labor rights and the ILO conventions, and a consultancy to improve labor justice statistics. The project has also funded a range of consultancies and workshops aimed at assisting the Supreme Court in Nicaragua to revise the labor code, including the application of oral proceedings.

The Labor Justice project focuses on the judicial sector and labor courts, where it aims to increase efficiency in processing labor cases and, as a result, reduce the courts' backlog of cases. The project has also established labor justice observatories at universities in each country, developed a master's program in Judicial Studies in El Salvador, and is currently working with 22 universities in Nicaragua on improved labor law curricula and teaching. However, the project received mixed marks from the judicial representatives. For example, the project is installing an electronic case management system, redesigning of processes (e.g., time and motion studies), and providing infrastructure improvements (e.g. furniture, computers, recording equipment) in certain labor courts. Based on a range of interviews with labor court judges, the pilot courts generally are appreciative of the project and its interventions.

The opinions of Supreme Court magistrates and other key personnel vary considerably regarding the coordination and support of the project. The evaluation team interviewed a range of magistrates and their assistants responsible for labor law, as well as personnel responsible for supporting technologies within the justice system. Both compliments and complaints were noted. The most serious complaints were voiced in El Salvador and Costa Rica, where magistrates and staff complained about unrequested and uncoordinated external technical assistance, poor communication, unauthorized work with labor courts, and overly complex time and motion studies. The technology staff in El Salvador told the evaluation team that the electronic case management system in the project's pilot labor court is not compatible with the electronic system that the Supreme Court is developing with a loan from the Inter-American Development Bank.

All of the judicial personnel interviewed in the supreme courts and labor courts expressed concern that the project would end before the electronic case management system and other support technologies were fully implemented, tested, and functioning correctly. This issue is addressed in more detail in Section F, "Sustainability."

5. Good Practices: Inter-Agency Programming and Coordination

A number of good practices were observed regarding inter-agency programming and coordination. These include the following:

1) Using the White Paper as an organizing framework to approve projects and allocate resources. (State/WHA)
2) Organizing regular meetings to share information and coordinate labor capacity-building projects funded under CAFTA-DR. (US Embassies in Nicaragua and Costa Rica)
3) Collaborating on technical issues to improve project effectiveness. (Citizens' Access, TTT)
4) Building strong relationships and credibility with institutional partners, and supporting them by effectively addressing funding gaps. (CyG, Verification, Citizens' Access)

B. Project Design

The Terms of Reference (TOR) asked the evaluators to examine a range of issues related to project design. Specifically evaluators were asked whether the projects: (1) address clearly identified problems; (2) have clearly defined goals; (3) achieve these goals; and (4) have effective strategies. In addition, the TOR asked the evaluation team to assess the strengths and weaknesses of regional and country-specific project designs.

The achievement of project goals is discussed in Section E (Project Impact), while the effectiveness of project strategies is addressed in Section C (Project Implementation and Effectiveness). This section examines the identification of problems, the establishment and organization of project goals to address problems, and an overview of the various strategies to achieve the project goals. It also compares and contrasts regional and country-level project designs.

1. Problem Identification

The identification of the problem is critical since it drives the project design, especially the goals and objectives. It is also important to focus on a problem that can be realistically addressed within the project's mandate and available resources.

The evaluators asked stakeholders about the relevance of the problems the CAFTA-DR projects were addressing. The stakeholders unanimously agreed that the projects were confronting critical labor concerns in the region. This can be attributed to the donor agencies using the key areas in the White Paper to guide the selection of labor problems and, as pointed out earlier in the report, stakeholders believe that the focus areas

in the White Paper are relevant and reflect the issues facing workers in Central America and the Dominican Republic.

To specifically answer the evaluation question as to whether the problems were clearly identified, the evaluators conducted extensive reviews of the project documents. The evaluation team was looking for specific statements regarding the problem or problems the project intended to address along with data to support the decision to address the specific problem.

The definition of problems varied significantly among the projects in the sample. USDOL proposal guidelines request implementing organizations include a section on background as well as a problem statement. However, the evaluation team found these sections to be rather broad and often failed to include a concise statement that clearly stated the problem that the project will attempt to remedy along with the supporting data.

Although the Job Training for PWD project's problem statement is broad, it does include reference to unemployment rates for PWD and discusses obstacles and constraints for PWD to achieve higher rates of employment. The Campo project also incorporates some data on labor violations in the department of Izabal to justify the intervention. On the other hand, Cumple y Gana and TTT do not specifically define the problem or supporting data.

The project documents for State and USAID do not have specific sections on problem statements. The State project documents begin with a scope of work that sets out the overall goal and objectives of the project. The problem can be inferred from the goals and objectives, but the problem is neither defined nor supported with data.

The USAID Citizens' Access to Justice project begins with a short background on CAFTA-DR and a summary of what the project intends to do, but does not specifically identify the problem or present data to justify an intervention. The Labor Justice document also begins with a background discussion on CAFTA-DR, the geographic focus of the project, and the scope of work that lays out the goals and expected results. As with the State project documents, the problems can be inferred from the goals, objectives, and expected results, but the problems are not specifically defined and supported.

2. Project Goals

Clear project goals are important because they state exactly what the project is accountable for achieving. In addition, clearly written goals and objectives facilitate the development of indicators that will used to measure their attainment and, ultimately, the success of the project in addressing the problem.

The evaluation team's review of the project documents included a thorough analysis of the projects' goals and objectives and strategic frameworks of the ten projects in the sample. The analysis included how goals and objectives were stated and the cause-and-effect relationships and logic between the goals, objectives, and outputs/results.

The analysis revealed considerable differences in how goals and objectives are written for projects funded by the same agency. The analysis also identified best practices in project design and developed written goals and objectives. The evaluators selected several examples of some of these inconsistencies and good practices, which are presented and discussed below.

Verification: It is worth noting that the Verification project's mid-term evaluation identified a variety of inconsistencies in the project's objectives, outputs, and indicators and recommended a review and redesign. The goals and objectives have been rewritten, and the immediate-level objectives are written as clear

behaviors that labor ministries are expected to demonstrate. The evaluation team considers this a good practice.

CyG: The CyG project design includes a development objective (promote international labor rights), an immediate objective (improve compliance with national labor laws), and four intermediate objectives aimed at improving labor ministries' capacity to conduct, target, and enforce inspections. However, the evaluators identified several inconsistencies. The development objective is written like an activity rather than an objective, while the immediate objective resembles a development objective. The four intermediate objectives are stated as immediate objectives. In fact, the USDOL framework does not include intermediate objectives.

TTT: The project design consists of the development goal, one immediate objective (empower workers to exercise labor rights), and three outputs (provision of legal services, training, and labor rights information). The design is missing immediate-level objectives to measure the use of legal services and the application of labor rights information and knowledge. TTT's project document includes a strategic framework that demonstrates the causal relationships between objectives and outputs and lists the indicators and assumptions. The evaluators consider this a good practice.

Job Training for PWD: This is a simple and tight project design that consists of a development goal that is actually measurable (i.e. employment for PWD) and three immediate objectives focused on increasing employer awareness of disability issues, access to training for PWD, and the capacity of local organizations to place PWD in jobs. The project's design would benefit from having immediate objectives that measure actions that employers and PWD are expected to take to increase employment. The job placement objective is an appropriate immediate-level objective and has a precise indicator (job placement rates). The project design document contains a diagram showing the causal linkages between the outputs, immediate objectives, and development goal as well as the assumptions. This is considered a good practice.

Citizens' Access: The Citizens' Access project does not use the USAID Results Framework (RF) and terminology. Instead, the project states a general goal of increasing access to justice and lists four objectives: strengthen the capacity of free legal service providers, increase the participation of civil society to promote labor rights, build the capacity of Ombudsman/civil society to eliminate discrimination, and increase the use of interest-based bargaining to resolve labor disputes. The project's design does not meet the USAID RF requirements: measurable strategic goal, intermediate results stated as concrete and measurable outcomes, and causal linkages with assumptions.

Solidarity: The Solidarity project is using a completely different framework and terminology than the other State/DRL funded projects. The project design consists of a long-term goal (create a culture of labor rights compliance) and five short-term goals: create demand for labor justice, build viable worker organizations, strengthen unions, promote negotiation and bargaining, and promote democracy within unions. Each short-term goal lists an outcome, indicators, activities, and outputs. The short-term goals are stated like activities, while their outcomes are written like objectives. The indicators, activities, and outputs are clear, measurable, and linked to the outcomes. The indicators attempt to measure effects, which is considered a good practice.

The evaluation team also reviewed a sample of the actual solicitations from each agency and found that USDOL provided more guidance on project design and requirements for its logical framework, including the use of assumptions in constructing the project's causal linkages. The evaluation team also found that the USDOL-funded project designs were more consistent in how they defined the levels in their objective hierarchy (e.g., development objective, immediate objectives, outputs, activities, and inputs). USDOL-funded projects tended to include a logical framework or strategic framework depicting the causal linkages between the objectives and assumptions, which is considered a good practice.

3. Project Strategies

The project strategy describes the interventions and actions and how they will be implemented to achieve the project's goals and objectives. The CAFTA-DR projects employed a range of strategies to achieve the goals. The following the table presents a summary of the principle strategies for each project in the sample.

Table 7: Projects in Evaluation Sample and Their Principle Strategies

Project	Strategies
Campo	-Worker rights centers (legal support for indigenous populations) -Training of trainers -Labor rights awareness events
Job Training for PWD	-Job training and placement for PWD -Partnerships with the private sector (e.g., Microsoft) -Awareness-raising activities
Cumple y Gana	-Electronic case management systems for inspections -Strategic planning to target inspections -Inspection protocols and training -Public education on labor rights
TTT	-Worker rights centers (legal support) -Training of trainers -Labor rights awareness events -Phased pilot roll-out
Verification	-Verification process (data collection and analysis) -Tripartite meetings and dialogue -Strategic planning -Dissemination of labor rights materials/messages -Special White Paper area support grants
Citizens' Access	-Electronic case management system (software), computers, and training to free legal service centers -Small grants to NGOs -Information, Education, Communication (IEC) support for ombudsman institutions -Interest-based bargaining (IBB)

Project	Strategies
Labor Justice	-Judicial electronic management system (piloted approach) -Training and technical assistance on Alternative Dispute Resolution (ADR) and oral proceedings -Improved court infrastructure to support streamlined procedures -Time and motion studies aimed at streamlining processes -Master's degrees in judicial topics
Migrant Workers	-Training MOL and unions on labor rights for migrant workers -Technical assistance to MOL and unions on migrant labor rights -MOL field visit to Costa Rica
Worker-Centered Approach	-Small grants to unions for capacity building and legal assistance -Extension of American Center for International Labor Solidarity (ACILS) capacity-building approaches/relationships
Responsible Competitiveness	-Benchmarking assessment -Partnerships with local corporate social responsibility (CSR) organizations -Case studies on 14 companies (CSR champion projects)

The evaluation team asked implementing organizations and other key stakeholders what they thought, from a project design perspective, were especially innovative and promising interventions and strategies. The most commonly-noted interventions and strategies are presented and briefly discussed below.

- **Electronic Case Management Systems (ECMS)** – Labor Justice, Citizens' Access, Cumple y Gana, TTT, and Campo use variations of ECMS to manage caseloads. The project implementers felt that ECMS provided an innovative and creative way to use technology to increase efficiency in processing and tracking labor cases within their respective settings.
- **Worker Rights Centers (WRC)** – TTT and Campo project designs call for establishing WRC in close proximity to workers (e.g., industrial parks, manufacturing zones). The WRC concept is built on human rights centers and is intended to provide information and free legal advice on labor violations and remedies.
- **Training of Trainers (TOT)** – The TTT and Campo projects use a TOT methodology to create a multiplier effect that replicates the labor rights information. For example, TTT's project strategy describes a cascading methodology wherein it trains local NGOs who in turn train workers. TTT estimates that it will reach 13,500 by the end of the project.
- **Strategic Planning** – Cumple y Gana and Verification have strategies to provide training and technical assistance to the labor ministries on strategic planning. Cumple y Gana has focused its planning support on more effective targeting of labor inspections, while Verification has assisted labor ministries in developing plans to meet their commitments in the White Paper.
- **Partnerships** – Partnerships are key strategies for the Job Training for PWD and Responsible Competitiveness projects. Job Training for PWD partners with employers and Microsoft to increase

employment opportunities for PWD. Responsible Competitiveness, on the other hand, partnered with local corporate social responsibility organizations to build their capacity to more effectively support businesses on strategies to address labor issues while increasing competitiveness.

- **Pilots and Scale-up** – TTT piloted the WRC model in El Salvador and Nicaragua in year one and rolled out the model to the other countries in year two. The phased pilot approach allowed the project to learn what worked and what did not work and to adjust the model before going to scale.
- **Interest-Based Bargaining (IBB)** – Citizens' Access incorporated a simple, but highly effective, international negotiation technique called interest-based bargaining. IBB is used primarily in negotiations between unions and employers or employer organizations.
- **Case Studies** – The Responsible Competiveness project included an innovative strategy to assess and select companies (CSR champions) for case studies. The idea behind case studies is to demonstrate that companies can increase their competitiveness by addressing labor problems (e.g., child labor, strikes, and workplace safety). The case study is intended to document the competitiveness benefit and be used as an example for other companies.
- **Time and Motion Studies** – Industrial engineers commonly use time and motion studies to increase the manufacturing efficiency. Such studies identify and make recommendations for removing bottlenecks and streamlining inefficient processes. Labor Justice is using the time and motion study methodology to increase the efficiency of labor courts in processing cases. The objective is to decrease case backloads as well as to reduce the amount of time it takes to resolve cases.

4. Regional vs. Country-Level Project Designs

The evaluation team asked implementing organizations and stakeholders with experience in both regional and single-country projects to comment on the effectiveness of regional versus single-country project designs, including the advantages and disadvantages of each design type. In general, interviewees told the evaluators that the effectiveness depended on the objectives of the project. Projects addressing problems shared by various countries lend themselves to regional project designs, while projects addressing country-specific problems respond best to single-country designs.

The director of COVERCO (Commission for the Verification of Codes of Conduct) in Guatemala, who helped design TTT and Campo and served as the Chief of Party for the Continuous Improvement in the Central America Workplace project, told the evaluators that TTT is an appropriate regional project because disempowered workers with labor complaints and who are in need of legal advice and services are a reality in every CAFTA-DR country. He went on to say that Campo is an appropriate country-level design because it is addressing specific labor problems faced by indigenous workers in Guatemala.

Implementing organizations also thought that regional designs could reach greater economies of scale and cost-effectiveness than single-country projects. The regional director of TTT explained that the project is able to spread costs such as reporting, monitoring and evaluation, and support for its electronic case management system across all six countries. If a version of TTT were implemented in each country, each project office would be required to hire staff to compile donor reports, support monitoring and evaluation, and provide technical assistance to the case management system.

In discussing regional project designs with stakeholders, three dominant themes emerged around flexibility, structure, and information sharing. Representatives of implementing organizations, especially those working as national coordinators, told the evaluation team that having the flexibility to adjust regional project strategies to fit local needs and priorities is critical. They also commented that the regional office should be "lean" and play the role of empowering and supporting the country offices where the implementation occurs. Lastly, implementers agreed that a major advantage of a regional project is the ability to simultaneously share new information and lessons across countries.

The TTT and Labor Justice projects provide an interesting comparison of flexibility and regional management structures. TTT's regional director and national coordinators told the evaluation team that the project has had to make a variety of adjustments in countries. The national coordinators said that they have received support from both the regional director and USDOL to make these adjustments. The national coordinators also commented that since the regional office is thinly staffed (consisting of a director, a part-time M&E specialist and technology consultant, and an administrative assistant) more resources are available to country offices to implement the project.

The Chief of Party for the Labor Justice project identified some problems with the initial project design. The first mistake was having a project that was designed from the point of view of labor ministries rather than that of the justice system, as evidenced by the decision to hire former labor ministers as national coordinators. He went on to say that the combination of the project design, the use of former labor ministers, and the fact that the justice system was not consulted in developing the White Paper recommendations had caused conflict between the project and the justice system, especially the supreme courts. He also added that, since the award was issued as a task order under an indefinite quantity contract, the project has not had the leeway to adjust or modify the original project design.

Current and former national coordinators in Costa Rica, Guatemala, and Honduras echoed the same concerns about the flexibility of the Labor Justice project design. In addition, the national coordinators commented that the regional office in El Salvador was top-heavy (with approximately 25 staff), and that some of the decision-making and resources should have been shifted to the individual countries, where there were as few as three staff members working. The former national coordinator in Guatemala said that some of the early delays and conflict with the Supreme Court could have been avoided if he had been granted more flexibility to adjust the project strategy and more decision-making authority regarding resources.

5. Good Practices: Project Design

A number of good practices were observed regarding project design. These include the following:
1) Using logical framework models to establish the hierarchy of goals and objectives, the causal linkages, assumptions, and indicators. (TTT, Campo, Job Training for PWD)
2) Writing goals and objectives consistently and according to the definitions in the project design frameworks. (Verification)
3) Developing and using mechanisms to consistently share information across projects in regional designs. (TTT, CyG, Verification)
4) Adapting and adjusting regional project designs to meet country needs and priorities. (TTT, CyG, Verification, Solidarity)
5) Consulting ministries and other stakeholders during the project design process. (USDOL during the design of Job Training for PWD)

C. Project Implementation and Effectiveness

The TOR for this evaluation contains a variety of evaluation questions about project implementation and effectiveness. The following section discusses the findings for the effectiveness of institutional and civil society projects, elements of successful projects, financial management, and effectiveness of project strategies.

1. Effectiveness of Projects that Worked with Government Institutions

Approximately 40 percent of the 22 labor capacity-building projects funded under CAFTA-DR focused on government institutions. As discussed previously, there were three projects in the evaluation sample that aimed to build capacities of government institutions: CyG, Verification, and Labor Justice.

The evaluation team identified several key factors that contributed to effectiveness. One of the most important factors is close coordination and communication between project staff and government institutions. Projects that were able to build a strong relationship with government institutions and develop effective channels of communication and dialogue tended to be more effective. Labor ministries cited CyG and Verification as two of the most successful projects because they built strong relationships with key ministry personnel. CyG made a strategic decision to base its national offices in the labor ministries, which national coordinators credit for helping establish effective relationships. Verification also works closely with labor ministries and supreme courts to prepare the biannual verification reports, which requires a high level of coordination and communication.

Another factor contributing to effectiveness is the degree of flexibility that a project has to meet the needs and priorities of its partner institution. Counterpart institutions commented that both CyG and Verification have demonstrated flexibility in helping them find funding to support initiatives. For example, the Minister of Labor in El Salvador expressed gratitude to CyG for funding the launch of the new inspector ethics code that was technically supported by the Profil project. The El Salvador Supreme Court Magistrate overseeing the Court's input to the verification reports told the evaluation team that she was appreciative of the support that the Verification project provided to help meet its commitments to the White Paper.

The institution itself is an important factor in effectiveness. Due to their nature, labor ministries are less complex and easier to work with than supreme courts. Labor ministries have one person in charge (i.e. the minister) and relatively clear and straightforward organizational structures. Supreme courts, however, are complex and highly political. The supreme courts in the CAFTA-DR countries are comprised of between 13 (Guatemala) and 20 (Nicaragua) magistrates supported by political parties and elected by the legislative assembly. They elect a president and vote on policies but often form voting blocks to advance agendas of interest. The complexity and political nature of the justice system is challenging and generally more difficult than working with labor ministries.

The Labor Justice project has struggled from time to time in its efforts to work with the supreme courts in the CAFTA-DR countries. An exception is the Supreme Court in the Dominican Republic where the project's local sub-contractor, FINJUS (*Fundación Institucionalidad y Justicia*), has managed to build a strong relationship with the Court. While FINJUS is a competent and respected organization, the evaluation team observed that the Supreme Court in the Dominican Republic is a strong institution that demonstrates more leadership and solidarity among the magistrates than its counterparts in Central America. The magistrate overseeing the Labor Justice project told the evaluation team that the Court requires clear plans and written agreements with all cooperative assistance projects. The director of information technologies explained that the Court had a bad experience with another USAID-funded project that tried to introduce an information management system. She said the Court now requires a careful review and testing before technologies are accepted, just as it is doing with the electronic case management system that the project is installing in the labor court in Santiago.

2. Effectiveness of Projects that Work with Civil Society Organizations

More than half of the labor projects worked with civil society organizations such as NGOs, faith-based organizations, unions, and business associations. Many of the projects that worked with civil society organizations have been small (i.e., typically less than $2 million) with short timeframes (2-3 years). These

projects have also provided small grants. For example, Citizens' Access has funded 19 community-based organizations, while Solidarity provided small grants to most of the worker organizations that it supports. The Migrant Workers project also provided small grants to unions to conduct training aimed at supporting migrant workers.

The evaluation team discovered that the most effective civil society organization projects had a clear vision of how to apply information, skills, and technologies to address labor problems. The Citizens' Access project includes a component that provides an electronic database and case management system (e.g. originally developed by *Instituto de Dereches Humanos de la Universidad Centroamericano* (IDHUCA) and adopted by TTT), training, and computers to universities with free legal aid services. The universities that the evaluators interviewed have a clear vision of how to use these technologies to add and grow legal services for workers. The evaluation team was especially impressed with the *Universidad Politécnica de Nicaragua*. Citizens' Access is supporting the university to expand its community legal services offices, install technologies, and incorporate interest-based negotiation techniques in both university curriculums and legal services. The evaluators consider this strategic combination of interventions a good practice.

Solidarity is another project with a clear vision of how unions should apply new information and skills to increase the number of affiliates as well as the number of collective bargaining agreements. In Costa Rica, Solidarity provided small grants to *Asociación Nacional de Empleados Públicos y Privados* (ANEP) to train union organizers who are expected to recruit new affiliates. ANEP explained that part of the motivation to use the training to grow membership is to generate more revenue. The *Federación Dominicana de Trabajadores de Zonas Francas* in the Dominican Republic receives Solidarity grants to train organizers and affiliates. Newly trained organizers have targets for recruiting new affiliates and the affiliates have targets for new collective bargaining agreements. According to the director, the Solidarity project has been responsible for helping negotiate four collective bargaining agreements that provide salaries 3.5 times higher than the minimum wage.

The evaluation team also identified obstacles to achieving effectiveness in projects with a civil society focus. The major obstacle mentioned by the implementing organizations is relatively small budgets with short funding cycles. As mentioned above, typical civil society projects had budgets of less than $2 million with timeframes of between two and three years. Project managers told the evaluators that short funding cycles make it difficult to move beyond workshops and counting the number of people trained. The Responsible Competitiveness project implemented by Businesses for Social Responsibility (BSR) provides a good example. The three-year project spent its first year and a half conducting needs assessments and laying the groundwork for 14 case studies. The project ended as the diagnostic studies were concluded, which did not leave time to support and backstop the recommendations stemming from the assessments. The evaluation team discovered that very few of the companies are implementing the case study recommendations. Companies in El Salvador, Honduras, and Nicaragua told the evaluators they would like to have more support from BSR to fully implement the recommendations.

3. Elements of Successful Projects

The TOR asks the evaluation team to compare the effectiveness of implementing organizations, including international and national NGOs, the ILO, and contractors. The evaluation team found that some implementing organizations have competencies and licenses to operate within certain sectors. For example, the ILO has a mandate to collaborate with labor ministries while Solidarity, given its roots in the AFL-CIO, commands a certain level of trust and confidence with the unions. Catholic Relief Services' TTT and Campo a Campo projects also demonstrated a level of trust and confidence with members of the Church as well as the community at large. Direct beneficiaries of TTT shared with evaluators that the services provided have filled a tremendous gap for workers with little access to legal services or information. According to beneficiaries interviewed, before the TTT project, workers had no hope of a fair and just settlement from

employers. But with the help and support from TTT, the workers were informed of their labor rights and had the confidence to seek justice.

The evaluation team did not discover evidence, however, that these competencies and licenses automatically translated into successful projects. The Foundation for Peace and Democracy (FUNPADEM) and the ILO are both implementing capacity-building projects for labor inspectors; FUNPADEM, a Costa Rica-based NGO, is implementing CyG while the ILO is implementing Profil. Labor ministries in El Salvador, Guatemala, and Honduras consistently cited CyG as a highly-effective project that is having an impact on labor inspections. At the same time, these same ministries seldom mentioned Profil as an effective project, even though the ILO implements it.

The evaluation team asked the donor agencies, implementing organizations, and stakeholders what they thought made a project successful and several common themes emerged. The most frequently noted element of success is the project director (i.e. Chief of Party) and the national coordinators. While all of the project directors were highly regarded by their staff, some earned particularly high marks from stakeholders for their management. The project director of the Verification project was recognized by her staff, as well as by USDOL, for managing a complicated tripartite process to consistently produce high-quality verification reports. The TTT project director was acknowledged for his ability to establish unity among his staff across all six countries by keeping lines of communication open and organizing several venues for country staff to share experiences and lend support to one another. He was also recognized for keeping a very low regional staff overhead and conscientiously investing the greatest amount of resources for direct services to beneficiaries. The evaluation team observed that the CyG national coordinators are not only competent, but also well-respected by their labor ministry counterparts.

The Labor Justice project is a good example of what a project director and national coordinators mean to project effectiveness. The project's first two Chiefs of Party (COP) resigned within the first year and a half of implementation. Former and current Labor Justice staff told the evaluators that the turnover of the COPs not only delayed implementation but also caused the project to lose its vision and direction during a critical period. They went on to say that the decision to employ former labor ministers as national coordinators hampered the relationships with the supreme courts during the critical start-up phase of the project.

Another element of effectiveness is the flexibility of the project design and contracting mechanism to make adjustments. The project directors of Verification, TTT, Job Training for PWD, Migrant Workers, and Solidarity commented that project designs and their funding mechanism (i.e. cooperative agreements with USDOL and grants with State) provided enough flexibility to adjust the project strategies as necessary. They considered this a good practice. On the other hand, the directors for Citizens' Access and Labor Justice commented that they would like to have more flexibility to readjust strategies based on lessons and successes. This is especially true for Labor Justice, which is implementing under an IQC task order with relatively strict contractual obligations.

4. Financial Management of Projects

The TOR contains an evaluation question about project under-spending and slow burn rates. State/WHA is especially concerned that when projects are not able to spend approved budgets, this potentially indicates additional structural issues that should be considered if projects are to create impact. To address this concern, the evaluation team requested financial information from the projects and conducted simple burn rate analyses. The financial information was provided by project financial officers and validated by the funding agency point persons.

Table 8 shows the percent of the budget spent and the percent of time that has lapsed according to the project awards (e.g. cooperative agreements, grants, and contracts).

Table 8: Project Spending Rate Analysis
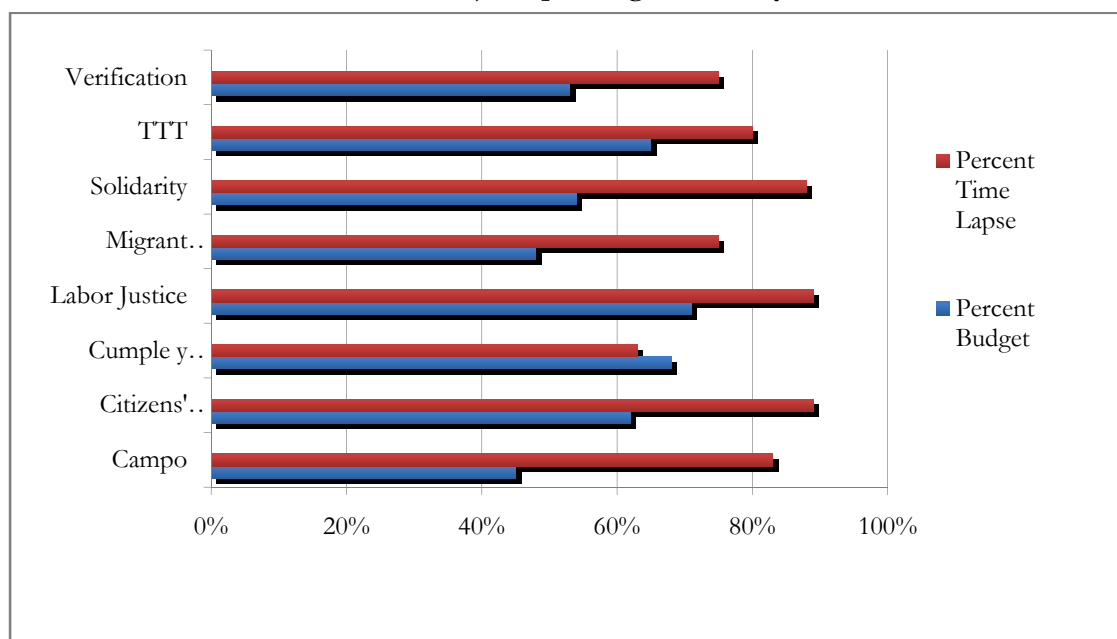
The USDOL-funded CyG project is the only project that is overspending. The other USDOL funded projects are under-spent. Verification and TTT have spent 53 percent and 65 percent of their budgets, respectively, but still have approximately 25 percent of project life to adjust spending. Campo has spent less than half of its budget with only six months of project life remaining. The Job Training for PWD project ended in September 2010.

The two USAID-funded projects in the sample, Labor Justice and Citizens' Access, are also under-spent. Labor Justice has spent 71 percent of its budget, while Citizens' Access has only spent 62 percent of its budget. These spending rates are a concern because both projects are scheduled to end in September 2011.

State/DRL is funding three projects in the evaluation sample. The Responsible Competitiveness project ended in September 2010. The Solidarity and Migrant Workers projects are ongoing and significantly under-spent. To date, with only three months remaining in the component's life (i.e., the overall grant has been extended to September 30, 2012), Solidarity has expensed only 54 percent of the funds allocated to the portion of the component being evaluated while Migrant Workers has expensed 48 percent of its grant with only six months remaining.

The results of the analysis confirm State/WHA's concern that projects are consistently under-spending approved budgets. The three donor agencies cite a variety of reasons for under-spending, such as project delays due to changes in governments, procurement and procurement policies, staff turnover, and even natural disasters such as hurricanes. One of the agencies commented that they do not, as a policy, instruct projects to slow down spending; rather, the agencies are to "find ways to cross the bridge without losing the project" if they are nearing the end of their funding cycle and new funding is on the horizon. Another strategy that the agencies employ to address under-spending is to authorize no-cost extensions of the projects. For example, USAID is planning to provide no-cost extensions to the Labor Justice and Citizens' Access projects.

5. Effectiveness of Project Strategies

Section B, "Project Design," provided an overview of the primary strategies and interventions used by each project in the evaluation sample from a project design perspective. It also identified a range of strategies that implementing organizations thought to be especially innovative and promising. This sub-section attempts to answer the evaluation question as to the actual effectiveness of the strategies. However, the evaluators could not make a truly objective assessment of strategy effectiveness without good performance indicators. The issue of performance indicators is discussed in more depth in Section D, "Monitoring and Evaluation."

In general, the evaluators also observed that the most common project strategies focused on training and information, education, and communication (IEC) materials and campaigns, and those projects generally did not attempt to measure the results or outcomes of the training and IEC activities. At the same time, agencies noted that it is challenging and resource-intensive to assess the outcomes of some strategies such as awareness campaigns.

One project that did focus on concrete results of capacity building is Solidarity. The project provided small grants to unions to build capacity on labor rights and collective bargaining. The specific capacity building activities had a definite purpose, such as recruiting more affiliates, increasing the number of unions, and reaching more collective bargaining agreements. The training and technical assistance was tied to a specific objective that the project measured. This is considered another good practice.

Several projects are introducing and embedding technologies that have or will become an integral part of an institution's operations. CyG has helped install an electronic case management program in the labor ministries to increase the efficiency and effectiveness of inspectors. The TTT, Campo, and Citizens' Access projects have modified and successfully embedded an electronic case management database that was originally developed by the human rights center at the Universidad Centroamericana "José Simeón Cañas" in their counterpart institutions to track and manage labor cases. In addition, all four of these implementing organizations provided sufficient time to oversee the implementation and use of the case management programs.

The Labor Justice project has also developed an electronic management system for labor courts aimed at increasing efficiency and reducing case backlogs. This, too, could prove to be an effective strategy for the labor courts if the project can assure that the system is operational and if the supreme courts agree to adopt, support, and replicate the system. It is not clear to the evaluation team whether the supreme courts in El Salvador and Costa Rica are willing to adopt and replicate the technology and whether the Supreme Court in Guatemala is able to support and replicate the electronic management system.

TTT and Campo have established Worker Rights Centers (WRCs) that are based on the human rights center (HRC) concept. WRCs provide free legal advice and support to workers. The projects' information systems show that the WRC has proven to be highly effective in assisting workers to resolve labor issues, including formally filed complaints against employers. The challenge, however, lies in sustaining the WRCs once the project ends. WRC sustainability is discussed in Section F, "Sustainability."

TTT and Campo also use a training of trainer (TOT) methodology to significantly increase the number of workers trained in labor rights and with access to the WRCs. In collaboration with local NGOs, the TOT strategy is responsible for training nearly 14,000 workers during the life of the project.

Job Training for PWD and Responsible Competitiveness used effective partnership strategies. Job Training for PWD established partnerships with companies that ended up providing jobs to project participants. The project also formed a partnership with Microsoft that gave the project access to voice recognition and other technologies to help PWD perform in the workplace. Responsible Competitiveness forged partnerships with the premier CSR organizations in the Central American countries to implement the case studies. According to

these CSR organizations, the experience increased their capacity to help their member companies address labor issues in ways that increase competitiveness.

Citizens' Access is using a highly regarded negotiation methodology known as interest-based bargaining (IBB). The project is introducing IBB to universities, unions, and employer organizations as a tool to be used in collective bargaining and other negotiations. Organizations that received IBB training and that are using the methodology told the evaluation team that they find IBB to be an effective negotiation tool. From a sustainability point of view, it is worth noting that several large universities have institutionalized the IBB methodology in their course curricula.

6. Good Practices: Project Effectiveness

A number of good practices were observed regarding project effectiveness. These include the following:
1) Building strong relationships with government institutional partners and maintaining frequent channels of communication, which could involve basing the project office in the government institution. (CyG, Labor Justice)
2) Developing and communicating a vision to apply and use the information and skills acquired from training and other capacity-building activities to improve the conditions of workers. (Solidarity)
3) Implementing an effective TOT methodology to efficiently reach large numbers of workers with labor rights information and link them to free legal support. (TTT, Campo)
4) Ensuring that projects have the flexibility to adjust strategies and making those adjustments to meet local needs and priorities; effective projects learn and use knowledge to make adjustments. (CyG, TTT, Verification)
5) Introducing technologies that improve efficiency and effectiveness; integrating these technologies into an institution's operations; and twinning the technologies with training to maximize its impact. (CyG, Labor Justice-DR)

D. Monitoring and Evaluation

Performance monitoring helps ensure that a project is being implemented as planned—whether the activities are on track for completion as scheduled and the desired results are being realized. While a number of ongoing project management strategies exist to know how a project is progressing (e.g., effective communication with project

> **Performance Monitoring Plans**
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> Performance Monitoring Plans shall provide a detailed definition of the performance indicators to be tracked; specify the source, method of data collection and schedule of collection for all required data; and assign responsibility for collection to a specific office, team, or individual.
> —*USAID Evaluation Policy,* January 2011

staff, conducting site visits, talking with beneficiaries, reviewing materials, and reading progress reports), an objective way to systematize this process is to establish a PMP that clearly lays out the performance indicators, targets, milestones, and data collection methodology. The performance indicators provide objective measurements of the project's progress towards achieving its stated objectives. According to USAID monitoring guidelines, performance indicators should address the direct products and services delivered by a program (defined as outputs) and the results of those products and services (defined as outcomes). The following discusses the findings related to the effectiveness of the projects' performance monitoring systems, external evaluation practices, and good practices found for both monitoring and evaluation.

1. Effectiveness of Performance Monitoring Systems

All three donor agencies agreed on the importance of ongoing performance monitoring, yet there was no uniform monitoring mechanism established by the three agencies. The evaluation team analyzed each of the 10 sample projects for basic performance monitoring planning criteria suggested in several USAID publications reviewed—from the most recent USAID 2011 evaluation policy to publications published 15 years ago that suggested the same basic criteria.[4] This performance monitoring criteria includes the following:

- **Performance indicators** are clearly defined, direct (measure intended change), and objective (unambiguous about what is being measured and what data is being collected).
- Performance indicators measure both **outputs** (products and services) and **outcomes** (results of products and services).
- **Target values** have been established for each indicator.
- **Milestones** (time-bound benchmarks) have been established and reported, and provide a clear sense of progress towards the expected outputs and outcomes.
- The **data collection** source, method, frequency, and responsibility have been established and followed.

Table 9 lists the 10 projects in the evaluation sample, the basic performance monitoring criteria, and a score for each of the established categories. The scores ranged from the absence of contents (0), to partial content (1), to a complete and quality content (2). The first five projects listed are funded and managed by USDOL, the next two are USAID projects, and the final three are State projects.

Table 9: Performance Monitoring Plans – Score by Criteria and Projects

0= no content, 1 = partial content, 2 = complete/quality content - Total Score Possible = 10

Criteria/Project Title	Campo a Campo	Job Training for PWD	Cumple y Gana	Todos y Todas	Verification	Citizens' Access (PACT)	Labor Justice (MSD)	Migrant Workers	Solidarity	BSR
1. **Performance indicators** are clearly defined, direct, and objective	2	2	1	2	1	1	1	1	1	1
2. Performance indicators measure both **outputs** and **outcomes**	1	1	1	2	2	2	1	1	2	1
3. **Targets** have been established for each indicator	2	2	2	2	2	2	1	2	2	1
4. **Milestones** have been established and reported	2	2	2	2	2	1	0	1	1	1
5. **Data collection** methodology has been established and followed	2	2	1	2	2	2	1	1	0	0
TOTAL SCORE	9	9	7	10	9	8	4	6	6	4

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[4] USAID. "Performance Monitoring and Evaluation Tips: Selecting Performance Indicators." No. 6, 1996. http://pdf.usaid.gov/pdf_docs/PNABY214.pdf.

USDOL Projects: USDOL consistently required projects to establish a comprehensive monitoring system for objectively measuring progress towards achieving immediate objectives. This resulted in the USDOL-funded projects having among the most complete performance monitoring plans based on the established criteria. Other features noted in the USDOL-funded monitoring plans include the following:

1) In three of these projects, the plans closely followed the logical framework established at the design phase (Campo, Job training for PWD, TTT).
2) Four of the five plans had clearly defined indicators that not only measured outputs, but also outcomes (Campo, Job training for PWD, TTT, Verification).
3) In two of the projects, the electronic case management systems served as an efficient and reliable database from which to gather the data that fed into the monitoring plan. This information was further used to help make strategic decisions in order to achieve better project outcomes (Campo, TTT).

Discussions with staff from several USDOL-funded projects revealed that, while the donor required a performance monitoring system, there were no expectations beyond measurement of outputs. Regardless, several projects recognized the need to objectively measure the results of their activities and included tracking outcomes as well as documentation of outputs. For example, the TTT project not only measured the number of workers participating in a training of trainers (an output), but also measured the knowledge gained in the process as well as their ability to replicate the labor rights workshop (outcomes). The Campo project had similar measurements of outcomes, as did the Verification and Job Training for PWD projects. The CyG monitoring system primarily measured outputs, but the strategic plans developed for the labor ministries established outcome-related indicators (e.g., measuring the quality of inspections), with the expectation that these would be monitored in an ongoing manner by the ministries themselves. This assumption was contradicted, however, by a labor ministry official in Honduras who stated: "There are a lot of trainings for labor inspectors, but the projects fall short of measuring the effect of all this training." Union stakeholders also wanted the CyG project to be more committed to measuring outcomes. One union leader in the Dominican Republic commented, "We want projects that can objectively verify results."

USAID Projects: Of the two USAID projects in the sample, the Citizens' Access project demonstrated a more comprehensive and strategic approach to performance monitoring. Like the TTT project, the Citizens' Access project also provided a dedicated staff person overseeing performance monitoring, but this person was not hired until January 2010 (the project started in September 2008). Before that time, there was no system established for performance monitoring, aside from a two-page narrative description. The new monitoring coordinator quickly established a comprehensive performance monitoring plan in the first quarter of 2010 with input from the entire Citizens' Access project team. In an interview with the project team, it was mentioned that the donor only expected measurement of outputs, yet the project was committed to measuring outcomes, where possible. The project monitoring specialist noted that establishing baseline information is necessary to effectively measure outcomes (baselines were successfully established for some of the small grants projects). Ideally, he would have liked the project to establish quantitative and qualitative indicators that measure knowledge, attitudes, and practices—something that is not possible without consistent baseline data or a longer implementation period.

The Labor Justice project created a fairly complete PMP in the project's early stages—including indicators measuring outputs and outcomes—yet the targets and data collection process were never established. During the evaluation field interviews, evaluators requested an updated PMP. The most recent plan provided to evaluators lacked clarity and depth, thus it was unclear exactly what was being measured. Target values were only partially established, and there was no narrative description regarding the data collection methodology.

State/DRL Projects: Two of the three State Department projects in the sample—Migrant Workers and Solidarity—established performance monitoring plans with objective performance indicators. The Solidarity project had a monitoring plan with both output- and outcome-related indicators. The Solidarity project representatives reported making a concerted effort to measure the results of their activities; for example, tracking the number of new collective bargaining agreements as a result of their training activities. Trust's Migrant Worker project lacked indicators that measured outcomes, yet it established clear output-related targets, some milestones, and a partial description of the data collection process. The third State/DRL-funded project, Supporting Responsible Competitiveness (BSR), established a unique system for measuring project performance. The monitoring information provided in the quarterly reports was more qualitative in nature, rather than direct and objective measurements of the project's intended results. It should be noted, however, that the BSR project developed a "demo project matrix," that identified indicators at the output and outcome level, yet these were not measured in any systematic manner. Further qualitative descriptions of the project's accomplishments were provided through the case studies.

According to representatives from all three State/DRL projects, it was never a requirement to establish a formal performance monitoring plan that also included a description of the data collection methodology. Furthermore, they commented that the funder was primarily interested in monitoring project outputs and did not provide the time or resources to measure project outcomes. All were in agreement that they needed more guidance from the donor in order to establish a performance monitoring plan with clear outcome-related indicators. At the same time, they mentioned that State/DRL's short project timeframes, as well as their relatively small grants, limit their ability to measure outcomes and, ultimately, impact.

2. External Evaluations

Aside from ongoing performance monitoring, external midterm evaluations can serve to adjust or reaffirm project strategies, while final evaluations can help determine project effectiveness, impact, and lessons learned. External evaluations also provide accountability to stakeholders. The most recent USAID 2011 Evaluation Policy guidelines recommend that at least 3 percent of program budgets be dedicated to external project evaluations, although none of the USAID projects in the sample conducted a mid-term evaluation.[5] Of the 10 projects in the evaluation sample, only five conducted external mid-term evaluations— Job Training for PWD, CyG, TTT, Verification and Solidarity—and four of these five were USDOL-funded projects and one was funded by State/DRL. For projects conducting external evaluations, no data was available regarding the actual percentage of project budget spent on conducting external evaluations.

Projects conducting a midterm evaluation stated they provided accountability to stakeholders, an opportunity to improve effectiveness, and guidance in verifying or redirecting project strategies. Projects not participating in mid-term evaluations commented that they felt this was a "missed opportunity." A staff person from USAID's Citizens' Access project commented, "A mid-term evaluation gives the project an opportunity to reflect on its advances, with the help of an outside perspective, and make the necessary adjustments in the implementation strategy to better achieve the project's objectives." Migrant Worker project stakeholders representing an NGO in the Dominican Republic also mentioned the need for midterm and final evaluations to adjust the implementation plan and measure project impact. In Honduras, Verification project union stakeholders agreed in their value, but that it is also important to see the results of these evaluations.

The following are some specific examples of how the results of midterm evaluations were used by projects that conducted such evaluations:

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[5] USAID. "USAID Evaluation Policy." January 2011.
http://www.usaid.gov/evaluation/USAID_EVALUATION_POLICY.pdf.

1) **Verification project**: According to interviews with Verification project staff immediately following the midterm evaluation, country coordinators were brought together to discuss the recommendations and develop a strategic plan for strengthening the second half of the project. This resulted in a significant readjustment of the project design, implementation strategy, performance monitoring plan, and sustainability plan. Succinctly stated by one project staff person in the Dominican Republic, "The midterm evaluation forced us to take a hard look, but in the end, it will help us create a better project outcome."

2) **Job Training for PWD project**: This project noted numerous benefits of the midterm evaluation. Among these are the following:
   a) It helped project staff reflect on the project goal and rework the project design to focus on those activities that would help achieve their objectives.
   b) It was completed on time and thus allowed sufficient time to make the necessary adjustments and maximize the project's results.
   c) It helped identify ways to strengthen the project's sustainability strategy as well as identify key stakeholders to involve in the sustainability efforts.

3) **TTT project**: The TTT project staff stated that the midterm evaluation did not provide any particularly new insights, but rather reaffirmed the strategies being undertaken by the project. Despite the evaluation's limited impact on the TTT project's strategies, the project director reaffirmed his belief that an independent midterm evaluation is essential for projects to reflect on improvements and redirect project activities, if necessary.

3. Good Practices: Monitoring and Evaluation

A number of good practices were observed regarding project monitoring and evaluation. These include the following:
   1) Establishing a comprehensive PMP directly related to the design/logic framework. (Campo, TTT, PWD)
   2) Using the data collected from the projects' electronic case management system for monitoring purposes, thus establishing an efficient and reliable data collection mechanism. (Campo, TTT)
   3) Dedicating project staff to oversee performance monitoring activities and to provide field staff and local partners with ongoing technical assistance. (TTT, Citizens Access)
   4) Involving project stakeholders to help identify appropriate performance indicators and participate in ongoing discussions of monitoring results. (Verification, TTT)
   5) Using the midterm evaluation results to verify or redirect project strategies. (Verification, Jobs Training for PWD)

E. Project Impact

"The implementation of the ECMS in our inspection unit took us from the dark ages of large accordion files to the present-day virtual inspection report. There is no going backwards from here." –General Director of Labor, STSS, Honduras

Impact refers to significant and lasting changes in the well-being of large numbers of intended beneficiaries (in this case, workers). It is often the product of a confluence of events for which no single agency or group of agencies can realistically claim full credit.[6] According to USAID's 2011 evaluation guidelines, in order to truly measure impact, the CAFTA-DR labor capacity-building projects should have established well-defined baselines, a rigorous counterfactual, and clearly defined impact indicators.[7] The evaluation team realizes that the establishment of a rigorous evaluation design using counterfactuals is not feasible in most of the CAFTA-DR projects, given the size of the budgets. As noted earlier, most projects did not establish baselines or impact-level indicators. In the absence of baselines and impact indicators to quantifiably measure impact, the following discussion focuses on the qualitative evidence of impact, as well as the barriers in achieving impact.

1. Qualitative Evidence Suggesting Overall Impact

Evaluators gathered qualitative evidence regarding the projects' contribution to the overall impact on improving labor conditions at the macro level. Stakeholders representing government, labor, business, and civil society sectors concur there was little impact on improving overall labor conditions, but at the same time, they cited numerous small victories and seeds of success in promoting better labor practices. The following are some of the cross-cutting areas of impact mentioned during the field interviews.

a. Increase in Institutional Efficiency through the Use of Technology. Perhaps the most commonly cited example of impact was an increase in efficiency with the implementation of electronic case management systems (ECMS) within the labor ministries, courts, and universities. Three of the CAFTA-DR projects (CyG, Labor Justice, and Citizens' Access) implemented ECMS systems within various institutions. Labor ministries in each of the CAFTA-DR countries noted the tremendous impact that the ECMS, implemented by the CyG project, had in terms of increasing efficiency for the inspection units as a whole. In Honduras, the general director of labor stated: "The implementation of the ECMS in our inspection unit took us from the dark ages of large accordion files to the present-day virtual inspection report. There is no going backwards from here." Similar statements were heard from the labor courts in El Salvador that had recently implemented an ECMS as part of the Labor Justice project. The impact was not as evident, however, because the system was just taking hold. University-based legal aid centers in El Salvador, Honduras, and Nicaragua also stated that their case management is now more efficient after the implementation of Citizens' Access ECMS.

There were no opposing views regarding the impact the ECMS had on the labor ministries, but there was general agreement that the impact of the ECMS within the judicial system and universities is still too early to predict.

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[6] Earl, Sarah; Fred Carden; Terry Smutylo. IDRC. 2001. http://www.idrc.ca/en/ev-64698-201-1-DO_TOPIC.html
[7] USAID. "USAID Evaluation Policy." January 2011.
    http://www.usaid.gov/evaluation/USAID_EVALUATION_POLICY.pdf.

b. Increased Focus on Labor Themes within the Judicial Sector. Interviews with supreme court judges in five of six countries stated that the Labor Justice project helped increase the visibility of labor law within the courts. One supreme court lawyer noted, "Before the White Paper and supporting CAFTA-DR projects, labor was the 'Cinderella' issue within the courts; now it's been elevated in stature." Aside from the ECMS, labor court judges in El Salvador, Honduras, and Guatemala cited the improved infrastructures and training to have a positive impact on improving labor court processes.

Despite the examples given regarding impact in the courts, labor unions, and civil society, stakeholders in all six countries told evaluators that the processes in the labor courts continue to be slow. Interviewees from a group of manufacturing, service, and textile union representatives in Guatemala discussed their personal cases of waiting years (some cited more than two years) to be reinstated after being fired for their union activity. Union members representing textile and banana workers in Honduras also mentioned extraordinary court delays of upwards of three years.

c. Increased Focus of Labor Rights Services within University and NGO Human Rights Centers. While the sustainability of free legal aid services may be uncertain, stakeholders involved with those projects (Campo, TTT, Citizens' Access) cited the impact the new focus on labor issues has had on the implementing institutions. CRS, for example, had a long history of focusing on human rights issues, but not a concentrated focus on workers' rights issues. Representatives of CRS and its affiliated Caritas throughout the region stated that labor and workers' rights are now part of the institutional agenda. Universities affiliated with the Citizens' Access project also cited the impact in terms of an institutionalized focus on labor law within its curriculum and its legal aid clinics.

d. Increased Understanding and Awareness of ILO Conventions among Unions. The projects working with unions, namely the Solidarity project as well as the TTT, Campo, Migrant Workers and Verification projects, all contributed to raising union members' awareness of ILO conventions regarding freedom of association and the right to organize. Unions working with the Solidarity project in particular were able to demonstrate that through the ongoing awareness and training efforts, there was an increase in collective bargaining agreements. This project also raised awareness of workers' rights to file an international labor complaint under CAFTA-DR. The first such case was filed in Guatemala in April 2008. Union affiliates interviewed in Guatemala and Honduras used this case as a firm example of the impact of training and awareness activities.

e. Increased Understanding and Awareness of Labor Issues Facing Special Populations. Trust for the Americas stated that the project focusing on job training for persons with disabilities led to an increase in awareness and commitment by both private and public sector institutions to both train and hire PWD. This has a direct impact on decreasing unemployment within this special population.

f. Creating a Culture of Data Collection and Monitoring. The Verification project was mentioned by labor ministry officials in both Honduras and Guatemala as having an impact on government, labor, and employer sectors in terms of routinely collecting data for the purpose of monitoring. While the impact is not as clear-cut, the Ministry of Labor's Director of Planning in Honduras stated, "The Verification project created a culture of compliance among the various sectors. This, and the fact that the sectors worked together in a coordinated manner for the first time, demonstrates impact."

g. Better Labor Inspections. The labor ministers across the region all cited the impact that CyG had on improving labor inspections. The assumption followed a logical sequence citing more inspectors, who are better trained as well as better paid, and who are carrying out more inspections has, in fact, led to better inspections. This was countered, however, by unions and other civil society organizations in every CAFTA-DR country, due to the lack of quantifiable evidence that proves such impact. One union leader in the

Dominican Republic concisely stated, "More inspectors and more inspections do not necessarily mean better inspections. We have no evidence of improved inspections in the workplace."

2. Barriers to Achieving and Measuring Impact

During interviews, project staff and stakeholders mentioned several overarching factors impeding impact. These barriers were mostly mentioned in Honduras and Guatemala, although there are some overarching barriers that affect the region. The most commonly cited barriers include the following:

a. Lack of Political Will to Enforce Existing Labor Laws. A lack of political will for countries to comply with existing labor laws was mentioned by NGO and union representatives in Guatemala, Honduras, and Costa Rica. In Costa Rica, a representative of ASEPROLA (*Asociación Servicios de Promoción Laboral*)—an NGO supporting *maquiladora* workers and labor organizations throughout Central America—expressed his disappointment that the CAFTA-DR projects did not place more emphasis on ensuring compliance with the existing labor laws. He cited numerous examples of workers getting fired for the simple reason of exercising their labor rights. A US government official in Guatemala also agrees that the general lack of political will is a major barrier impeding impact. Reflecting on this fact, he states, "The US government should have insisted that Guatemala and other CAFTA-signatory states clearly demonstrate that it was complying with its own labor laws before we consented to sign the trade agreement…Once Congress approved the agreement, however, the USG lost most of the leverage it had to effect a change in Guatemala's labor practices. In hindsight, in the case of Guatemala at least, it may have been more effective to spend the money helping to improve its labor record before agreeing to sign the treaty."

b. Inability to Impose Sanctions or Impose Sanctions that Serve as a Deterrent. Project representatives working with the labor ministries in Guatemala and Honduras, as well as NGOs representing workers, concurred that one of the root problems preventing impact of capacity-building efforts is the fact that labor inspectors cannot impose sanctions (such as in the case of Guatemala) or the sanctions imposed are so low that they do not serve as a deterrent (as in the case of all of the other CAFTA-DR countries). A former Minister of Labor in Honduras stated, "These projects did not contemplate the fact that there will be no sustainable impact until there is political reform." Union representatives in El Salvador, Nicaragua, and the Dominican Republic mentioned that some companies continue violating labor laws and paying the fines because it is more cost-effective than complying.

c. Labor Ministry Budgets. Labor ministries are still among the poorest of the ministries in each of the CAFTA-DR countries. This makes it difficult to offer decent salaries to labor inspectors as well as the necessary tools or resources to carry out inspections. While labor ministry officials in the DR and Costa Rica noted some progress in achieving and maintaining higher salaries and professional preparation for labor inspectors, Guatemala, Honduras, and El Salvador noted a bleaker outlook. Guatemala's General Inspector of Labor put this scarcity of funds into perspective: "Inspections have so many obstacles, including little money available for getting to inspection sites. Inspectors often either have to pay out of pocket or walk." The shortage of adequate and timely transportation, as well as the overall low salaries for inspectors, was also mentioned by labor ministry officials and project stakeholders in Honduras and El Salvador. A social science researcher interviewed at ASIES (*Asociación de Investigación y Estudios Sociales*) in Guatemala noted that the labor ministry budget dedicated to labor inspections in Guatemala has remained the same since 2001.

d. Inadequate Resources to Measure Impact. As mentioned in the project design and monitoring sections, projects did not establish direct and objective indicators to measure impact, in part because of inadequate project resources. At the same time, USDOL representatives noted that no one has been able to develop indicators to measure the impact of labor standards and compliance and that considerable efforts and resources have been spent to date to develop such indicators with the help of National Academy of Sciences, as well as other research organizations. Nevertheless, stakeholders expressed that they want projects to be

more committed to measuring impact. A Labor Justice project representative in Nicaragua noted that projects should include impact assessments as part of their overall project plan. This sentiment was echoed by one BSR case study business representative in Honduras (Tres Valles) who suggested that projects should consider conducting a participatory impact evaluation to take greater advantage of the resources and expertise that local project partners have to offer.

F. Sustainability

Preparing for the long-range sustainability of a project requires strategic planning to determine the desired long-term results, how these outcomes will be achieved, and who will be responsible for assuring sustainability. To achieve sustainability, project management experts recommend planning for this at the design phase, followed by the development of a specific sustainability action plan to guide the project during the implementation phase.[8] This plan serves as a dynamic road map toward sustaining the most important and viable project outcomes. Evaluators were asked to review efforts to plan for sustainability, discuss qualitative or quantitative evidence of the specific outputs or outcomes that appear to have a good chance of sustainability, document factors for achieving sustainability and/or the barriers to its achievement, and provide examples of successful implementation (good practices). The following discusses these findings.

1. Planning for Sustainability

Each of the 10 project designs were reviewed for discussion of initial sustainability strategies in the original project design (cooperative agreement, grant proposal, or contract). Seven out of the 10 projects discussed sustainability at the design stage, and three out of the 10 projects developed a written sustainability plan during the implementation period. Two other projects that are still ongoing stated that written plans were "pending" (see Table 10). Of the two projects in the sample that have ended, only one (Job Training for PWD) had planned for sustainability in the design and implementation phase, and had concrete evidence of sustainability (see Table 11).

Table 10: Planning for Sustainability in the Design and Implementation Phases

Project	Sustainability Strategy in Project Design?	Sustainability Plan Developed?
Campo a Campo	Yes – Training-of-trainer workshops, a labor rights certificate course, coordination of local labor organizations, the creation of a volunteer law student program to support services, the development and dissemination of educational materials, and the systematization of lessons learned.	"Pending"
Job Training for PWD	Yes – The institutionalization of two job training centers and job placement of direct project beneficiaries.	Yes (project finished)
Cumple y Gana (CyG)	Yes – Create the need for the project's services and products; promote a sense of ownership among interested parties; promote and institutionalize culture of change and follow-up; promote co-investment and co-financing; preparing and disseminating materials, case studies, and success stories under the project to be reproduced even after the project's end; providing the physical infrastructure, equipment, and environment necessary to enable continuity of action.	No

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[8] USAID. "*Project Management Toolkit: Achieving Results That Endure In Transition Societies.*" January 2003. http://pdf.usaid.gov/pdf_docs/PNACY789.pdf.

Project	Sustainability Strategy in Project Design?	Sustainability Plan Developed?
TTT	Yes – Training-of-trainers, creation of a volunteer law student program to support services, transferring the management of the labor rights centers to interested groups.	Yes
Verification	No	Yes (as result of midterm evaluation recommendations)
Citizens' Access (PACT)	No	No
Labor Justice (MSD)	Yes – Institutionalization of ECMS and capacity-building of IT departments; establishment of judiciary training schools; development of a sustainability plan to guide process.	No
Migrant Workers (Trust)	No	"Pending"
Worker-Centered Approach (Solidarity)	Yes – By ensuring that as the unions achieve the desired outcomes, establish new membership and negotiate new agreements. These unions will build into their own organizational plans and budgets the funds and staff to continue the work developed in the project.	No
Responsible Competitiveness (BSR)	Yes – Building local partners' overall capacity to promote change in responsible labor at the business, industry, and country levels; regional advisory committee.	No (project finished)

2. Evidence of Sustainability

As discussed, project sustainability is maintaining the outcomes or products beyond the life of the project, for example, institutionalizing a process or specific practices that further the desired outcomes and impact. Project sustainability should not include maintaining staff positions and activities or continuing to rely on grant funding. While projects would ideally go about achieving sustainability in a strategic manner, the evaluation field interviews revealed qualitative, and some quantitative, evidence of sustainability even without this strategic approach (see Table 10). Some of the cross-cutting sustainable outcomes or products are as follows:

Training-of-Trainers: Three projects—Campo, TTT, and Solidarity—used the training-of-trainers (TOT) model for sustaining informational workshops and establishing a corps of individuals who can serve as labor rights resources. One feature common to all three organizations is that they trained trainers who had a strong institutional base that could provide ongoing support—either the Catholic Church or the union. This was enhanced by the individual trainers' personal religious faith or a strong belief in the labor movement. Having sufficient time to provide the necessary backstopping or support in their new leadership roles was mentioned as key in achieving sustainability.

Electronic Case Management Systems (ECMS): Three projects featured the implementation of an institutional ECMS to increase efficiency and provide monitoring data—CyG, Citizens' Access, and Labor Justice. Stakeholder interviews offered several key factors leading to increased sustainability of the ECMS: (1) designing the system every step of the way with project counterparts (i.e., labor ministry, judicial sector, universities); (2) obtaining buy-in from the highest level, but working directly with ECMS users and information technology personnel; (3) having sufficient time to implement the ECMS, followed by a period

of intense backstopping and support; and (4) institutionalizing the technical capacity within the institution to conduct future modifications to the ECMS, as necessary. All four of these features were seen in the implementation of the CyG and Citizens' Access electronic case management systems.

Curriculum: While several projects developed training curricula, one project, Citizens' Access, integrated and institutionalized an interest-based negotiating curriculum into several university law schools throughout the region. This not only meant that the information continued to be relayed, but it also provided a way to sustain future printing costs through student fees.

Capacity-Building of Local Partners: Efforts to build the capacity of government institutions or NGOs with the tools or know-how to provide ongoing labor services or monitoring of labor conditions are also likely to be sustained. This includes BSR's efforts to work with local CSR partners and leave them with the tools to build the business case for better labor practices. Another example of capacity-building is the Verification project's efforts to work with institutions from three sectors—government, labor, and business—to regularly gather and report progress to improve national labor conditions. Interviews with labor ministry officials in all six CAFTA-DR countries described the transformation of regularly gathering and analyzing statistics, in part due to the efforts implemented by the Verification project.

Institutional Support or Buy-in: Several projects achieved broad institutional support or buy-in, resulting in a greater likelihood of sustaining products and services. These include CyG, Jobs for PWD, Verification, and the Labor Justice project in the DR. What is common among all of these projects is the strategy of working hand-in-hand with the government institutions—from the design phase to the implementation strategy. This creates a greater institutional buy-in and increases the chances of sustainability. In the case of Jobs for PWD, the project had an even greater ability to be sustained by purposely riding on the coat-tails of recently passed legislation protecting the labor rights of PWD.

Table 11: Quantitative or Qualitative Evidence of Sustainability

Project	Evidence of Sustainability
Campo a Campo	Possible ongoing support from local Catholic diocese to sustain labor rights center; training of trainers and labor rights certificate courses will leave a corps of people who can serve as legal rights training and information resources.
Job Training for PWD	POETA job training centers for PWD are currently self-sustaining with a combination of government funding, student dues, and/or union dues.
Cumple y Gana (CyG)	ECMS has been institutionalized in each of the six project countries; MOLs expressed commitment to ongoing monitoring of outcomes as defined in the inspection strategic plans; institutionalizing inspection protocols to promote uniform labor inspections.
TTT	Establishing "labor-rights promoters" to serve as ongoing resources for training and information; support from local Catholic diocese in Nicaragua and Catholic University in El Salvador to keep legal aid services in the institutional human rights centers.
Verification	Creating a culture of collection and analysis of data within institutions representing government, labor, and business; measuring progress against established indicators, and using data for continual improvement.
Citizens' Access (PACT)	Capacity-building of university legal aid centers to integrate and prioritize labor law and labor services; integrating interest-based negotiation into university curriculum and its application in legal aid centers.
Labor Justice (MSD)	Pilot courts: Structural improvements to create more efficient labor courts; technology for case management (where there was larger buy-in); potentially master's degree programs with labor emphasis.

Project	Evidence of Sustainability
Migrant Workers (Trust)	No direct evidence from interviews, but it is still early.
Worker-Centered Approach (Solidarity)	Training-of-trainers left the unions with the capacity to replicate the various labor rights training topics; increasing union affiliates allows for sustainability of programs with the support of dues.
Responsible Competitiveness (BSR)	Capacity-building of the local CSR partners to build the business case for better labor practices; implementation of diagnostic study recommendations to improve labor conditions within targeted companies (Honduras, Costa Rica).

3. Barriers to Achieving Sustainability

While there is evidence that all of the projects will achieve some level of sustainability, there were some common factors that served as obstacles to this end. Some of these barriers include the following:

Insufficient Time to Implement Intervention: Projects were less likely to achieve sustainability if they implemented their primary activities late in the project timeline. This was the case of the Labor Justice project, which, in some countries, was not going to implement its primary products or services until the very end of the project timeline. This leaves insufficient time to provide the necessary project support or troubleshoot any problems that may arise, thus decreasing the potential for a sustainable outcome. Other projects, such as Responsible Competitiveness, spent most of their project time carrying out diagnostic studies, and in most countries, it was left up to the participating companies to implement the recommendations for improving labor practices. This also leads to a decreased likelihood of sustainability since most companies are not yet convinced of the business case for investing in improved labor practices. The local CSR organizations are also donor dependent and are unable to provide the kind of follow-up that businesses needed to institutionalize and monitor the results of better labor practices.

Changes in Government Personnel: Changes in governments, as the result of elections, imply significant turnover of government personnel. According to project personnel from the CyG, Labor Justice, and Verification projects, this loss of "institutional memory" tremendously affects the continuity of the projects. Just as the projects are making headway with one administration, they are set back months with having to gain buy-in from the new administration's personnel. Added to this is the often negative political response, on the part of the ruling party, in supporting these types of US government-funded projects.

Lack of Institutional Will (or Budget) to Sustain Programs or Activities: Interviews with representatives of the labor ministries and the judicial sector made it clear that while they may support project activities, they simply could not assume the responsibility for providing continual funding of these activities with their limited resources. Ministries of labor are among the poorest of the ministries and without donor support, they would have to focus on the most basic services they provide. There was no doubt, however, that products that increased efficiency, such as the ECMS, would be sustained; as one ministry official stated in Honduras, "There is no going back." For products or services that did not allow sufficient time to gain that sort of buy-in, there was less certainty about achieving sustainability.

Creation of New Structures or Services without a Sustainable Funding Source: Most of the small grant projects are not sustainable because they fund staff salaries. For example, 35 percent of the funds to pay the *Federación Dominicana de Trabajadores de Zonas Francas* core staff come from the Solidarity small grant. When asked what the union will do when the funds end, the director said he hoped the Solidarity Center or another donor will pick up the funding. A similar situation was found among the Worker Rights Centers of TTT and Campo. These newly created legal aid centers did not have the same institutional commitment to

sustainability as centers based in university human rights centers.

4. Good Practices: Sustainability

A number of good practices were observed regarding project sustainability. These include the following:
1) Working hand-in-hand with government institutions—from design and implementation to evaluation. (CyG, Verification, Labor Justice-DR)
2) Obtaining buy-in from highest level of government institutions but working closely with their middle-management counterparts. (CyG)
3) Allowing sufficient time for products to be embedded into institutional processes—implement, support, backstop. (CyG, Citizens' Access)
4) Providing and embedding the tools/know-how with NGOs that will remain after funding ends. (Responsible Competitiveness)
5) Building projects into existing structures (Citizens' Access) or areas that are considered a political priority. (Job Training for PWD)

V. LESSONS LEARNED

The projects assessed in this evaluation offer some broad lessons that should be considered when developing future labor capacity-building projects in the CAFTA-DR countries, or in other regions of the world. The following are short vignettes drawn from the experiences of staff from USG donor agencies, implementing organizations, and other project stakeholders as they managed or implemented the projects. The lessons reflect project staff opinions regarding what projects might have done to improve outcomes or what resulted in a good practice. The source of the agency or organization providing the lesson learned is noted in parentheses; refer to the List of Acronyms on page *iii* for complete titles.

1. Inter-Agency Programming and Coordination Process

- Identify a point person for inter-agency level coordination, as well as a person to coordinate projects within each country. Include a clear definition of the coordinator's role and the expected outcome of his/her efforts. (USDOL, USTR, CyG, TTT, Verification)
- Create a mechanism for coordinating efforts among the projects in order to share approaches, leverage human resources and materials, and avoid duplication. (ILO, CUSC)

2. Project Design

- Consult with government institutions, employers or civil society organizations and conduct a needs assessment prior to devising project strategies so that projects can (1) meet the real needs of these institutions/organizations, rather than imposing their project ideas, and (2) obtain the necessary buy-in. (USDOL, MTSS, MTPS, SET, CSJ-CR, ESJ-ES, BSR)
- Provide sufficient flexibility in project designs to meet critical needs that may arise within the overall project scope. (CyG, Solidarity, ILO)
- Create a logical framework and PMP with clear indicators from the initial stages of the project. (USDOL, UniRSE)
- Implement project designs that have fewer components and/or fewer local partners, rather than larger projects whose scope is too broad or unwieldy. (Solidarity, Citizens' Access)

3. Project Implementation and Effectiveness

- Involve key stakeholders from the design stage and keep them involved (through meetings, implementing activities, and data collection processes) throughout the planning and implementation process. (FINJUS, CSJ-DR, CGT, CyG, Citizens' Access)
- Recognize that procurement and approval of donor funds can cause long delays and lead to tension and unrealistic expectations with local counterparts. (Labor Justice)
- Ensure that diagnostic studies do not take up a disproportionate amount of project time in comparison to actual program implementation and necessary follow-up and backstopping. (Labor Justice, Responsible Competitiveness, CyG)
- Recognize that a period of two or three years is not enough time for pioneer projects that focus on special populations or involve new implementation strategies. (Migrant Workers, Responsible Competitiveness)
- Expect slowdowns or disruptions in implementation timelines when there are changes in government and/or key government positions. (Labor Justice, CyG)
- Involve fewer intermediaries; leave more resources for the actual project implementation and ultimately the beneficiaries; choose implementing organizations with sufficient experience and local credibility. (COVERCO)

4. Monitoring and Evaluation

- Advise donors to give implementing organizations clearer guidance with regard to monitoring systems that adequately measure project results. (STSS)
- Emphasize the importance of accountability and transparency; perform mandatory external midterm evaluations. (USTR, CyG, CSJ-Honduras-Escuela Judicial)
- Provide adequate technical assistance to local partners to ensure the collection of reliable monitoring data and an augmented capacity to monitor progress and assess impact. (TTT, Citizens' Access, UNEH)

5. Project Impact and Sustainability

- Ensure that projects establish a reliable, relevant baseline to accurately measure impact. (Citizens' Access, TTT, STSS)
- Focus some projects on political advocacy or policy reform to achieve true impact and sustainability, and to address the root problems of labor rights violations such as non-compliance with existing labor laws or the inability to impose sanctions. (ASEPROLA, TTT)
- Create projects that strengthen stakeholder capacity, such as projects that increase the number of collective bargaining agreements and affiliates. Minimize projects that fund isolated activities or staff positions, or that create a reliance on future donors. (CUSC, COVERCO)

VI. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

1. Inter-Agency Programming and Coordination

- The funding allocation process lacked objective criteria and transparency. Evidence suggested that, while no unworthy projects were funded, the funding allocation process overall lacked objective criteria and transparency.

- The White Paper worked reasonably well as an organizational tool for approving projects and allocating resources. However, agencies missed the opportunity to convert the White Paper into a strategic framework with concrete objectives and indicators that could have been used to guide project design and measure the combined efforts of the CAFTA-DR labor projects.

- The US Embassy labor officers play an important role in coordinating projects in Costa Rica and Nicaragua and fostering collaboration among the projects. There were no formal efforts made in the Dominican Republic, El Salvador, Guatemala, and Honduras to coordinate the implementation of the projects.

- Projects that coordinated effectively with counterpart government institutions built strong relationships, developed effective communication mechanisms, and demonstrated flexibility in supporting the institutions. Institutional strengthening projects that were well-coordinated resulted in effective implementation.

2. Project Design

- The projects are addressing critical labor problems in the region. Using the White Paper to select labor problems helped ensure that the project designs are addressing problems that were previously identified by labor ministries and the ILO. However, the project documents did not include a precise definition of the problem that the project intended to address nor the data to support it.

- Project designs exhibited inconsistencies in the way in which goals, objectives, and indicators were conceived and written. Some projects had objectives and indicators that measured outcomes, while others measured the activities conducted and the number of people trained. These inconsistencies impeded the ability of projects to measure the achievement of goals and objectives.

- The project designs incorporated a range of innovative and promising strategies: Labor Justice, Citizens' Access, CyG, TTT, and Campo used electronic case management systems to increase effectiveness and efficiency; TTT and Campo established Worker Rights Centers to provide free legal assistance to workers and used a TOT methodology to train large number of workers; CyG and Verification provided effective strategic planning support to labor ministries; Job Training for PWD and Responsible Competitiveness developed effective partnerships with the private sector to leverage resources and build capacities; TTT used a phased pilot approach to develop the WRC and then roll it out in the region; Citizens' Access introduced a highly effective negotiation methodology (IBB); Responsible Competitiveness developed an innovative case study methodology; and Labor Justice applied time and motion studies to labor courts to decrease case backloads.

- Effective regional projects have established mechanisms for sharing information simultaneously among countries, as well as sufficient flexibility to allow country coordinators to adjust their strategies to meet local needs and priorities. Regional projects can achieve efficiency and economies of scale, but their strategies must to be adjusted for country-specific politics and the uniqueness of their operating environment.

3. Project Implementation and Effectiveness

- Among institutional strengthening projects, there was a correlation between their overall effectiveness and the strength of their coordination mechanisms with counterpart institutions. Weak coordination and lack of interest or leadership from the counterpart institution undermines project effectiveness.

- Effective civil society projects had a clearly articulated vision for producing and measuring outcomes. This vision allowed the projects to move from activity implementation and reporting on participation to the actual measurement of concrete benefits to workers. Short funding cycles hampered the ability of projects to move beyond the implementation phase.

- There is no evidence that the breadth of experience or seniority of certain organizations (e.g., the ILO) enabled them to more effectively implement projects than organizations with less international experience or credentials (e.g., NGOs). Rather, the effectiveness of projects was associated with capable and stable management, and the flexibility granted to managers to adjust strategies and ensure timely corrective measures throughout the life of the project.

- The projects are under-spending funds in relation to the project timeframe, which may make it more difficult to request additional funding from Congress. There was no evidence, however, that under-spending has affected project implementation. In fact, slow budget burn rates and the no-cost extensions provided by funding agencies have allowed projects additional time to achieve their objectives.

- The more effective and sustainable project strategies involved introducing and embedding technologies into institutions to increase efficiency and effectiveness. This is an effective strategy because the embedded technology becomes a part of the institution's operations, particularly when it is combined with training and donations (e.g., computers, servers, routers, and software).

4. Monitoring and Evaluation

- Donor agencies had different expectations regarding the establishment of an objective monitoring system for measuring project outcomes—USDOL expected implementing organizations to establish a formal performance monitoring plan (PMP) at the project onset and provide periodic monitoring data in the quarterly reports, while State and USAID generally had less formal expectations in this same area. These inconsistencies prevent USG agencies from comparing project outcomes and do not allow projects to synthesize comparative data for reporting on overall progress toward larger capacity-building goals. Higher standards for PMPs could alleviate this problem, but must be donor-driven.

- Projects can better ensure the collection of reliable data by designating a staff person to be responsible for overseeing monitoring and evaluation. Specifically, this will support the objective verification of results derived from the project outputs.

- There is a growing sense of fatigue amongst project stakeholders (government, unions, and other civil society organizations) regarding USG-funded projects that fall short of measuring project outcomes. This may lead to hesitancy on the part of stakeholders to participate or collaborate in future activities. At present, stakeholders are willing to participate in the establishment of appropriate indicators and to discuss the results of ongoing monitoring information.

- Technology-enhanced data collection and integration allows for a more systematic approach to data input, facilitating its potential integration into broader information systems. If used for this purpose, real-time data collection can serve to guide project decision-making and ensure timely program adjustments.

- External project evaluations are useful to donors, project implementers, and stakeholders by holding projects accountable, increasing their transparency, and providing a process by which they can reflect on achievements-to-date and take corrective measures for better achievement of project outcomes.

5. Project Impact and Sustainability

- It is difficult to assess the true impact of the CAFTA-DR labor capacity-building projects without a well-defined baseline and clearly defined impact indicators. This is partially hampered by the limited resources available to the projects for gathering comprehensive and reliable quantitative evidence. Notwithstanding, qualitative data suggest that small victories have been achieved in promoting better labor practices. These efforts have contributed to an increase in the visibility and awareness of labor issues within government institutions and civil society organizations.

- Several key cross-cutting sustainable outcomes or products were observed within the sample of CAFTA-DR labor capacity-building projects. These include trainers who had the ability to replicate training on labor rights, electronic case management systems that increased efficiency and provided monitoring data, and curricula that were integrated into established university law schools. While few approached sustainability in the initial design phase, several projects developed a sustainability strategy in the implementation phase. These sustainability strategies focused on the most important and viable project outcomes and helped direct project staff in their efforts. Nevertheless, barriers to achieving sustainability, including insufficient time to implement intervention strategies, changes in government personnel, and the lack of institutional will, may negatively impact the ability to achieve sustainability.

B. Recommendations

1. Inter-Agency Programming and Coordination

- Future collaboration between State, USDOL, and USAID, with State/WHA overseeing the process, should include the design of a funding allocation process that is objective and transparent. The process should involve a set of concrete and tangible criteria for selecting projects to be funded, as well as a methodology for applying those criteria. The selection criteria should help ensure that projects are chosen based on merit, and might include cost-benefit, project design logic, measurable objectives and indicators for determining impact, and a clear sustainability strategy. When available, evaluations should be used to assess project performance. There are a number of heuristic decision-making tools that State/WHA might employ to assess and select projects. State/WHA should also develop a schedule of key activities for each funding cycle related to developing or modifying

selection criteria, assessing projects against the criteria, conducting project status reviews, and coordinating meetings to share information.

- In the event that Congress decides to provide more funding for labor capacity-building projects under CAFTA-DR, State/WHA should work with USDOL and USAID to develop a common strategic framework with measurable objectives and indicators. The objectives should be based on the White Paper areas and include a select set of indicators (approximately 3-4 indicators per White Paper area). The funding agencies will ensure that the indicators are built into project designs and that the implementing organizations report on the indicators as part of the monitoring plans. In this way, agencies will have a common set of measures to track progress in each of the White Paper areas. The agencies can use the information to make decisions about new project development and to prepare reports for Congress.

2. Project Design

- To help ensure consistency, the funding agencies should issue guidelines on project design and proposal development in their solicitation instruments. The guidelines should include a requirement to provide a concise definition of the problem and data to support it. They should also include an explanation of the project design framework (i.e., Results Framework or Logical Framework) and the hierarchy of goals and objectives in that framework. The levels in the hierarchy (i.e., inputs, activities, outputs, and immediate objectives) should each be defined. In addition, the guidelines should include instructions for writing objectives and their indicators, along with clear examples of these. The highest level objective that the project is responsible for achieving (i.e., immediate objective or intermediate result) should have indicators that measure effects or outcomes. The agencies also should consider requesting diagrams that depict the causal linkages between the objectives, along with the critical assumptions the cause-and-effect logic.

3. Project Implementation and Effectiveness

- To increase project effectiveness, USG agencies should build the following four important principles into their project designs:

    1) **Knowledge**. Projects should have a plan in place to incorporate the knowledge gained during the implementation phase into ongoing project efforts. This information should be used to adjust strategies to achieve greater project efficiency and effectiveness. Project design should be flexible enough to allow project management to make necessary adjustments.

    2) **Training for a purpose**. Projects that rely heavily on the dissemination of information through training and awareness campaigns should include clear strategies for applying this information or skills in ways that will improve labor conditions for workers. The effectiveness of these strategies should be measured as part of performance monitoring.

    3) **Institutional commitment**. Projects that aim to strengthen institutions should negotiate the roles and responsibilities required for project success. These commitments should be articulated in written agreements that are signed and supported by the highest authority in the institution (i.e., labor minister or supreme court president).

    4) **Funding cycles**. The agencies should consider funding projects for at least three or four years. Projects with a two-year funding cycle have difficulty achieving and measuring outcomes.

4. Monitoring and Evaluation

- Donor agencies should provide clear guidelines and expectations for projects to establish PMPs and collect baseline data during the initial start-up phase. The project PMP should include clearly defined direct and objective performance indicators that measure both outputs and outcomes. Performance monitoring plans should also include target values, milestones, and data collection methodology. Project staffing should include individuals who are dedicated to overseeing and supporting all aspects of the monitoring and evaluation processes. Stakeholder input should be included when establishing appropriate indicators, as well as during discussions of results from ongoing monitoring.

- Donors should stipulate that at least 3 percent of a project budget must be earmarked for external midterm and final performance evaluations. This will ensure a transparent and objective account of how a project is being implemented, how the project is perceived and valued, whether expected results are being achieved, and other questions pertinent to program design, management, and operational decision-making.

5. Project Impact and Sustainability

- Donor agencies should consider funding longer-term labor capacity-building projects that also focus on political advocacy or policy reform, and minimize projects that fund isolated activities or staff positions that only create a reliance on future donors.

- Donors should allocate sufficient resources and planning time to establish a baseline reference and enable the collection of valid impact data. Baseline references should assess pre-intervention conditions that the project seeks to positively change, as well as trends and external factors that could affect project effectiveness.

  Donor agencies should require projects to begin planning for sustainability during the design phase, followed by the development of a specific yet flexible sustainability action plan during the implementation phase. As the project progresses, its sustainability should be monitored and assessed in terms of the most important and viable project outcomes. In addition, projects should be encouraged to follow good practices that can lead to greater sustainability, including working hand-in-hand with government counterparts, allowing sufficient time for products to become embedded into institutional processes, and providing the necessary support to counterpart institutions before completion of the project.

VII.ANNEXES

Annex A: TOR/Evaluation Questions

Annex B: List of Documents Reviewed

Annex C: Data Matrix

Annex D: List of Interviews Conducted by Country

Annex E: Debrief Participants

Annex A: TOR/Evaluation Questions

Multi-Country Evaluation of the Effectiveness and Impact of Labor Capacity-Building Programs in Countries Party to the Dominican Republic-Central America-United States Free Trade Agreement (CAFTA-DR)

I. BACKGROUND

The Dominican Republic-Central American-United States Free Trade Agreement (CAFTA-DR) between the United States and five Central American countries (Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua) and the Dominican Republic obligates each country to effectively enforce its respective labor laws. The countries also reaffirm their obligations as members of the International Labor Organization (ILO) and their commitments under the *ILO Declaration on Fundamental Principles and Rights at Work and its Follow-Up (1998).*

In the Department of State's budgets from FY2005 through FY2009, Congress provided funding for labor and environmental capacity building activities in support of CAFTA-DR. Portions of these funds were transferred to the Department of Labor, the Department of State/Bureau of Democracy, Human Rights and Labor (DRL) and USAID to administer technical assistance projects related to labor capacity building in CAFTA-DR countries. The technical assistance projects were designed to support the implementation of the CAFTA-DR labor chapter and the recommendations established in the report entitled "The Labor Dimension in Central America and the Dominican Republic—Building on Progress: Strengthening Compliance and Enhancing Capacity" (referred to as the "White Paper"). The White Paper reflected the commitments made by trade and labor ministry officials to improve their institutional capacities to implement the CAFTA-DR agreement and identified 6 priority areas for improvement.

The technical assistance projects administered by each of the three USG agencies were designed to address five of the six priority areas to accelerate, in concrete and deliberate ways, trends towards improved labor law enforcement and strengthened capacity of labor institutions. Recognizing that specific needs and challenges may vary by country, the priority issues are:

1. Labor law and implementation (i) freedom of association, trade unions and labor relations, and (ii) inspection and compliance
2. Budget and personnel needs of the labor ministries
3. Strengthening the judicial system for labor law
4. Protection against discrimination in the workplace
5. Promoting a culture of compliance

From 2005 to the present the three USG agencies have administered in total 23 projects in the CAFTA-DR countries. Although several CAFTA-DR programs have previously been the subject of evaluations and/or reviews, either as separate programs in a midterm or final evaluation, a technically sound, multi-country assessment of the strengths and weaknesses of the CAFTA-DR projects that can be used as a tool for informing future programming needs and priorities, has not been conducted.

II. PURPOSE OF EVALUATION

The purpose is to conduct a multi-country evaluation of the effectiveness and impact of labor capacity-building programs in countries within the Dominican Republic-Central America-United States Free Trade

Agreement (CAFTA-DR) region, and analyze and report on the findings. Donor agencies will use the findings and recommendations to improve on technical aspects of design and outcomes for future projects/programs.

III.   EVALUATION TEAM

The evaluation team will consist of a lead evaluator (evaluation 'team leader'); one international evaluation team member and one local evaluator based in each country evaluators. The Team Leader is Ms. Michele González Arroyo. Ms. González-Arroyo has over twenty years of experience in international labor, training, and evaluation. For the past eight years, she has conducted both midterm and final project evaluations of USDOL-funded worker rights and child labor elimination projects throughout Central America, the Dominican Republic, Colombia, and Bolivia. She has extensive experience developing evaluation protocols, reviewing program documents, interviewing stakeholders, presenting preliminary findings to stakeholders, and writing comprehensive reports with conclusions, recommendations, and lessons learned. Most recently, Ms. González-Arroyo prepared a report summarizing 86 USDOL child labor elimination project evaluations conducted from 2004-2009 in four different worldwide regions, including Central America and the Caribbean. Ms. González-Arroyo is fluent in English and Spanish.

Supporting the Team Leader, Mr. Dan O'Brien will serve as the second international evaluator. Mr. O'Brien is a private sector and labor expert with over 24 years of experience in the field of international development. Mr. O'Brien is skilled in evaluation, strategic planning, social audits, community consultation and disclosure, and cross-culture training. Based in Central America, Mr. O'Brien has regional specialization in Latin America and the Caribbean and is fluent in Spanish. He conducted the 2008 evaluation of the USDOL Central America and Dominican Republic Free Trade (CAFTA-DR) Labor Justice Training Program implemented by the ILO. In addition to his work on the CAFTA-DR Labor Justice Training Program evaluation, Mr. O'Brien also conducted the final evaluation of the Central American child labor prevention and eradication project, *Primero Aprendo* and traveled throughout the CAFTA-DR countries. Mr. O'Brien worked for CARE International in a variety of positions over a 14-year span that included Regional Program Advisor for Latin America.

Supporting the evaluation team is the MSI Project Manager, Ms. Jona Lai, who is responsible for all aspects of the contractors' performance, including planning, direction, and coordination of all contract-related activities. The MSI Project Manager is responsible for submitting deliverables and invoices to USDOL.

IV.   RESPONSIBILITIES

The responsibilities for carrying out the evaluation will be split between the USDOL-based Contracting Officer's Technical Representative (COTR), the management and administrative teams at MSI, the evaluators contracted by MSI, and the members of the Inter-agency Team. A detailed matrix laying out the responsibilities assigned is below.

Task	COTR	MSI	Evaluators	Inter-agency Team
Draft timeline for evaluation services activities and distribute for comment		X		
Set meeting dates and times	X	X		
Select Meeting Venue	X			
Contact relevant parties to determine availability for meetings (only in cases where schedule conflicts are present)	X			
Gather all project documents from interagency partners	X			
Conduct desk review of project documents		X	X	
Consult with inter-agency technical team on evaluation scale, design, methodology, data collection, documentation and data storage, timeline and work plan		X		X
Develop draft Terms of Reference	X	X	X	X
Review draft Terms of Reference		X	X	
Finalize Terms of Reference				X
Perform all necessary logistical tasks for the evaluation including travel arrangements, and, as necessary, recruitment and sub-contracting with in-country support (i.e. translators, drivers, etc)		X		
Schedule interviews with key informants		X	X	
Debrief inter-agency team for feedback on key findings and recommendations before drafting the report		X	X	
Write evaluation report addressing research questions included in the TOR			X	
Distribute initial draft report to DOL for first review		X		
Distribute draft report to Interagency Team for review and comments	X			
Review/comment on draft documents				X
Consolidate and send all comments back to contractor	X			
Participate in pre- and post evaluation fieldwork briefings with the inter-agency technical team, project managers, project staff, and evaluation team.			X	
Finalize evaluation report in English and Spanish, incorporating comments received from all reviewers		X	X	
Print and distribute report in accordance with Interagency technical team requirements.		X		
Assures quality of written documents, draft and final reports.	X	X		

V. **Key Evaluation Issues/Questions**

- **Any important findings or observations outside of these main questions will be appreciated.**
- **Specific findings, conclusions and recommendations at the country level will be useful, given the diverse levels of development among the countries in many areas.**

A. Inter-agency Programming and Coordination Process

1. In the programming process, what efforts were made to avoid duplication and foster coordination among projects? Were these efforts successful?

2. Have the project coordination meetings (from US Embassies, organized by the labor officers) been effective in monitoring all of the projects in this country under the CAFTA-DR labor portfolio? What are the lessons learned/good practices from those experiences?

3. Was there any impact, positive or negative, of the allocation strategy employed by the agencies on the CAFTA-DR labor portfolio? What are the implications for future programming?"

4. Were the White Paper intervention areas a useful way to organize and develop program ideas? (Do not assess the areas themselves, but rather how they were used in project development.)

5. How could input from the key project participants (MOLs, courts, unions, employers, NGOs) be gathered and used in the decision-making process more effectively?

6. In some cases, significant sums of money remain un-liquidated. Is this indicative of a broader structural/process-oriented problem?

7. Was there an effort to coordinate project activities? In which countries, and with which projects was this most successful? What factors contributed to successful coordination among projects? What factors impeded project coordination?

8. Were there any projects that demonstrated particularly effective coordination with and support to host-country governments? How was this accomplished?

B. Project Design

1. Are the projects addressing clearly identified problems?

2. Did they establish effective strategies to address those problems?

3. Do the projects have clearly defined goals? Have they accomplished these goals? If not, were there any extenuating circumstances?

4. Are there any strategies that work more effectively than others? Please describe, and under what circumstances?

5. What are the strengths and weaknesses of regional versus country-specific projects? Are there any particular regional projects that could become country-specific after a successful establishment or vice versa?

C. Project Implementation and Effectiveness

1. In each of the areas being addressed by the projects, is there marked improvement in the situation? If so, can it be directly attributed to the projects?

2. Were any projects particularly effective at using resources and funding? Was there variation in the results generated by similar levels of funding? If so, what appears to have contributed to disparate levels of effectiveness?

3. Did the projects have clearly identified beneficiaries? Did beneficiaries indicate that they have benefited from the project? Were some more effective than others and if so, what were the factors for this greater impact on the target group (e.g. the target group itself, the structure of the project, etc.) Were any important beneficiaries or stakeholders neglected or less impacted by the projects than others?

4. Were the projects that worked directly with government institutions effective? If so, what factors were critical to their success? If they were not, what were the greatest obstacles? Were there specific government institutions that proved to be strong partners for the projects?

5. Were the projects that worked with civil society effective? If so what factors were critical to their success? If not, what were the greatest obstacles?

6. What has been the effectiveness of working through NGOs vs. working through the ILO in comparable projects (Cumple y Gana vs. PROFIL)? What were the pros and cons of choosing local versus international implementers for projects?

D. Monitoring and Evaluation

1. Did projects have effective project monitoring systems? Were these systems used to improve project implementation? To what extent were project participants or participating institutions involved in monitoring and mid-course changes?

2. What trends emerge across projects in terms of monitoring good practices or weaknesses that can inform future technical assistance?

3. Did projects have/conduct effective project evaluations? Were the results used in evaluating the on-going efforts, future funding and/or future project implementation?

4. Did any good/best practices in monitoring or evaluation emerge from the various CAFTA projects?

E. Sustainability and Impact

1. Were the projects designed with a realistic sustainability plan once funding was exahausted? Were these initial strategies for sustainability adequate and appropriate? Are there examples to date?

2. What steps have been taken so far to promote sustainability and continuation of labor capacity-building efforts in the DR-CAFTA countries beyond the life of the various projects?

3. Are there any projects that appear to have a good chance at sustainability? How was this achieved?

4. Which actors and/or organizational structures have expressed commitment in terms of the projects' sustainability? In what ways? Have there been any barriers to obtaining this commitment? Explain.

5. Is there any clearly identified overall impact that can be attributed to the projects' efforts to date?

F. Lessons Learned / Good Practices

1. What are the key lessons learned?

2. Are there lessons to be learned regarding institutional and civil society programs? Are interventions more effective when done in conjunction with government or through civil society?

3. What lessons can be learned to date about the projects' accomplishments and weaknesses in terms of sustainability of interventions?

4. What are the specific technical findings and recommendations that could be considered good practices for future project design and/or improved outcomes?

5. How can the support provided by the USG agencies to the various projects be improved or expanded?

VI.   EVALUATION METHODS

Document Review: The evaluation team will review the following documents, as applicable, before conducting any interviews or trips to/within the region relating to the evaluation.

- Project Documents
- Quarterly Reports
- Training materials
- Evaluations
- Any other relevant documents

Team Planning Meeting: There will be an initial Team Planning Meeting (TPM) with MSI, the USDOL COTR, and relevant inter-agency staff. The objective of the team planning meeting is to reach a common understanding among the evaluation firm and the inter-agency team regarding the status of the evaluation, the priority evaluation questions, the available data sources and data collection instruments, and an outline of the final report.

Before the evaluation team leaves for the field, there will be a TPM with MSI, the USDOL COTR, the inter-agency team, and the evaluators in Washington, DC. The following topics will be covered: status of evaluation logistics, project background, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of evaluation team, outline of the final report.

Individual Interviews: Interviews will be conducted with the following individuals:

a. Staff members of projects
b. USG Project Managers
c. Selected individuals from groups familiar with the projects, to include but not limited to:
  - Project Advisory Committees or tripartite technical committees
  - Ministry of Labor Inspectors and Mediators who have received training
  - Ministry of Labor staff who have policy and decision-making authority over project focus areas (mediation, inspection, public awareness)
  - Ministry of Justice staff who have experience with the projects
  - Public defenders who have received training
  - Employer groups, unions, NGOs that have worked with the projects, as well as employer groups, unions, and NGOs that have not or that have refused to work with the projects
  - US Embassy Labor Attachés (those at post for at least 3 months)
  - Other donor groups who have been involved with the projects (possibilities include Spanish cooperation, IDB, ILO)

Field Visits: All six countries will be visited. The field work will be divided into two three-week visits. The first trip is scheduled for the last week of February and first two weeks of March. The second trip will take place during the last week of March and first two weeks in April. During each three-week period, three countries will be visited, beginning with Costa Rica, Guatemala and El Salvador. The evaluators used the following criteria for selecting a sample of 11 projects to highlight:

- Donor (a mix of the 3 donors)
- Implementer (a mix of ILO, contractors, NGOs)
- Sector (a mix of labor, unions, justice, employers)
- Country (all CAFTA-DR countries)
- Size of budget (as an indicator of importance and scope)
- Innovative Strategy (this will give the smaller projects that may have only been conducted in one or a few countries an opportunity to be highlighted).

Based on these criteria, the projects selected are as follows:

No.	Project Name	Donor	Implementer	Budget	Countries	Sector	Innovative Strategy?
1	Cumple y Gana	USDOL	Foundation for Peace and Democracy (Funpadem)	$6.49 million (including $2 million for gender discrimination)	All CAFTA-DR countries (note - no FY05 funds were used in Costa Rica)	Labor Ministries	
2	White Paper Verification	ILO (administered by USDOL)	ILO	$11.61 million	All CAFTA-DR countries	All Sectors	
3	Strengthening of Labor Justice	USAID	Management Sciences for Development (MSD)	$13.29 million	All CAFTA-DR countries (after FY05, Costa Rica was incorporated in all project activities)	Justice	
4	Todos y Todas Trabajamos	USDOL	Catholic Relief Services (CRS)	$ 6.445 million	All CAFTA-DR countries	Unions and Justice	
5	Strengthening Worker Organizations	State/DRL-ILCSR	Solidarity Center (ACILS)	$2,799,142	All CAFTA-DR countries	Unions	
6	Citizens' Access to Labor Justice	USAID	PACT Inc. and Interamerican Institute of Human Rights (IIDH)	$ 4.59 million	All CAFTA-DR countries	Justice and Unions	
7	Supporting Responsive Competitiveness	State/DRL-ILCSR	Business for Social Responsibility	$2 million	All CAFTA-DR countries	Employers	
8	Provide Job Training for People with Disabilities	USDOL	Trust for the Americas	$470,000	Costa Rica	Employers and Unions	Innovative project: Provide Skills for PwD, facilitate placement and educate employers on benefits of hiring
9	Campo a Campo:Advancing Labor Rights in the Agricultural Sector in Guatemala	USDOL	Catholic Relief Services (CRS)	$940,000	Guatermala	Unions and Employers	
10	Promoting Compliance with Labor Standards for Migrant Workers	State/DRL-ILCSR	Trust for the Americas	$88,957	Costa Rica, Dominican Republic, El Salvador	Unions, employers, labor	Innovative project: Capacity building for NGOs to serve migrant worker populations; Raise awareness among employers of rights of migrant workers; Capacity building for Labor Ministries to meet needs of migrants.
11	Ensuring Benefits in the Formal Sector	USDOL	Alexius International	$940,000	El Salvador	Employers and Labor	

Debrief after Fieldwork: The evaluation team will compose an informal de-brief that summarizes initial findings after each three-week fieldwork trip. At the end of all fieldwork, the team will travel to Washington, DC to present its initial findings to the inter-agency team and any other stakeholders the inter-agency team deems relevant.

VII.   DELIVERABLES AND MILESTONES OF EVALUATION

The period of performance shall be for twelve (12) months from 09/15/2010 to 09/14/2011. The following is a schedule of tasks and anticipated duration of each:

Deliverable/Milestone	Date(s)
Initial Team Planning Meeting (TPM)	October 20, 2010
Document Review (MSI)	November 2010-January 2011
Develop First Draft Terms of Reference (USG)	November 20, 2010
Initial phone interview between USG and Evaluators/MSI	Week of January 3, 2011
Receive feedback from MSI and revise TOR	Week of January 17, 2011
Approve TOR (USG)	Week of February 7, 2011
Develop evaluation instruments and guides	First two weeks of February 2011
Team arrives in Washington, DC	February 14, 2011
Interviews with USDOL and Inter-Agency partners	February 15-17 , 2011
Team departs for fieldwork in Costa Rica, Guatemala and El Salvador	February 27, 2011
Fieldwork in Costa Rica, Guatemala and El Salvador	February 28-March 18, 2011
Team returns to home base, drafts and submits preliminary findings from fieldwork, and works on draft report	March 19-March 26 2011

Team departs for fieldwork in DR, Honduras, and Nicaragua	March 27, 2011
Fieldwork in DR, Honduras, and Nicaragua	March 28-April 15, 2011
Team returns to home base, drafts and submits preliminary findings from fieldwork, and works on draft report	April 16-26, 2011
Data analysis and preparation of preliminary findings, conclusions and recommendations (PP presentation)	April 27-April 29, 2011
Washington, DC PP de-brief with USDOL and Inter-Agency staff	May 2, 2011
Prepare draft report	May 9-20, 2011
Submission of draft report	May 20, 2011
Draft report reviewed by USDOL/State and USAID for politically sensitive and accuracy issues	Week of May 23, 2011
Review of report (in English)	June 1-June 20, 2011
Receive comments from USDOL and USG	Week of June 21, 2011
Report revised	June 28-July 11, 2011
Report approved by USG	Week of July 12, 2011
Final revised report submitted in English	Week of July 26, 2011
Final report submitted in Spanish	Week of August 9, 2011

VIII.   REPORT

The evaluation team will complete a draft report following the outline below and in line with the dates for milestones and deliverables, above. The MSI Program Manager will share it with the USDOL COTR. The USDOL COTR, in turn, will share it with the points of contact for the inter-agency team. The evaluator will produce a re-draft incorporating the USG inter-agency comments where appropriate. The MSI Program Manager will provide a final draft in both English and Spanish according to the schedule outlined above.

The final version of the report will follow the format below (page lengths by section illustrative only) and be no more than 50 pages in length, excluding the annexes:

Report

1. Title page (1)
2. Table of Contents (1)
3. Acronyms (1)
4. Executive Summary (2)
5. Background (1-2)
6. Purpose of Evaluation (1)
7. Evaluation Methods (1)
8. Findings, Conclusions, and Recommendations (no more than 40 pages)
   This section should be organized around the TOR key issues and include findings, conclusions and recommendations for each.

Annexes

1. Terms of reference
2. List of Meetings and Interviews
3. Any other relevant documents including baseline survey, new indicator memo, project update

Annex B: List of Documents Reviewed by Project

Overarching Documents

1. Report to Congress: Progress in Implementing Capacity Building Provisions under the Labor Chapter of the Dominican Republic - Central America - United States Free Trade Agreement
2. WOLA report: DR-CAFTA and Worker's Right: Moving From Paper to Practice
3. AFL-CIO comments on CAFTA report
4. The Labor Dimension in Central American and the Dominican Republic. Building on Progress: Strengthening Compliance and Enhancing Capacity
5. Factsheet on CAFTA-DR projects: Update 2.21.2011 and Update 1.11.2011

Campo a Campo: Advancing Labor Rights in the Agricultural Sector in Guatemala

1. Project Document
2. Annex O: Strategic Framework
3. Performance Indicators Summary Table FY 2011
4. Lecciones Aprendidas – April 2011
5. Line Item Reports covering until for December, 2010
6. Quarterly Financial Report for: October – December 2010
7. Budget – April 2009

Citizens' Access to Labor Justice

1. Project Description
2. Quarterly Report: July – September 2010
3. Quarterly Report: October – December 2010
4. Monitoring Plan – Plan de Monitoreo del Programa de USAID para el acceso ciudadano a la Justicia Laboral para CAFTA-DR (Documento Preliminar) – February 2010

Cumple y Gana

1. Project Document
2. PMP Data Tracking Table (April/Sept. 2010)
3. Attachment C: INSPECTION, ORGANIZATION CHART
4. Final Evaluation Report – Cumple y Gana II – December 2008
5. Strategic Plan for MTPS Inspection Unit, Costa Rica – February 2009

Promoting Compliance with Labor Standards for Migrant Workers

1. Grant award: Action Memorandum
2. Federal Assistance Award: Promoting Compliance with Labor Standards for Migrant Workers: Awareness, Capacity Building and Technical Assistance
3. Quarterly Report: April – June, 2010

4. Quarterly Report: July – September, 2010

Provide Job Training for People with Disabilities

1. Project Document
2. Mid-Term Evaluation – February 2010
3. Strategic Framework
4. Annex A - PMP Data: Data Tracking Table

Strengthening of Labor Justice

1. Quarter Report: July – September, 2007
2. Quarter Report: October – December, 2007
3. Quarterly Report: January - March 2008
4. Quarterly Report: April 1 – June 30, 2008
5. Quarterly Report: July – September, 2008
6. Quarterly Report: October – December, 2008
7. Quarterly Report: January – March, 2009
8. Quarterly Report: April – June, 2009
9. Quarterly Report: July 1 – September 30, 2009
10. Quarterly Report: October 1 – December 31, 2009
11. Quarterly Report: January – March, 2010
12. Quarterly Report: April – June 2010 (Draft)
13. Quarterly Report: April – June 2010 (Final)
14. Quarterly Report: July – September, 2010
15. Quarterly Report: October 1 – December 31, 2010
16. Annex I: Summary of Results FY2010
17. Section C - Statement of Work, USAID El Salvador Regional Program Strengthening Labor Justice Task Order
18. Monitoring and Evaluation Plan, May 2007
19. Monitoring Plan

Strengthening Worker Organizations

1. Quarterly Report: April 1, 2010 – June 30, 2010
2. Quarterly Report: July 1, 2010 – September 30, 2010
3. Independent Program Review in Nicaragua and the Dominican Republic: December 2008
4. Program Evaluation
5. Federal Assistance Award – Cover page
6. FY08 Cost-Amendment: Action Memorandum
7. FY08 Cost Amendment - Appendix C: Implementation Timeline
8. FY08 Cost Amendment - Attachment A: Monitoring and Evaluation Plan
9. FY09 Cost Amendment - Attachment 1: Scope of Work and Strategic Objectives and Activities.
10. FY09 Cost Amendment - Attachment A: Monitoring and Evaluation Plan FY10
11. FY09 Cost Amendment - Attachment C: Implementation Timeline FY10
12. Appendix A: Evaluation and Monitoring Plan

Todos y Todas Trabajamos

1. Project Document
2. Independent Midterm Evaluation of the *Todos y Todas Trabajamos* Project: Worker Rights Centers in Central America and the Dominican Republic
3. Annexes to Mid-Term Evaluation: 1) Strategic Framework 2) Monitoring Of Indicators Up To June 09; 3) Mid-Term Evaluation Schedule; 4) Comments by San Pedro de Sula's CDL staff on difficulties with regards to the use of the Monitoring System
4. Monitoreo Indicadores Trimestral Y Acumulado De La Vida Del Proyecto. Período: Primer trimestre año fiscal V del 16 septiembre al 15 de diciembre 2010
5. Strategic Framework
6. Line item Reports covering until December, 2010
7. Quarterly Financial Report for: October – December 2010
8. Detailed Project Budget for Modification 6
9. Detailed Project Budget for Modification 12

Verification

1. Proposal: Verification of compliance with recommendations of the White Paper and Fair Labor Practices
2. Mid-term Evaluation Report – July 2009
3. Verification Report on the Implementation of the White Paper Recommendation, February 2010 – July 2010
4. Verification Project Monitoring Plan (PMP)

Supporting Responsible Competitiveness

1. Quarterly Report: April 1 – June 30, 2008
2. Quarterly Report: July 1 – September 30, 2008
3. Quarterly Report: January 1 – March 31, 2009
4. Quarterly Report: January 1 – March 31, 2010
5. Quarterly Report: April – June, 2010
6. Quarterly Report: July – September, 2010
7. Budget Realignment: 2009 Narrative
8. Federal Assistance Award: Championing a Movement: CSR and Responsible Competitiveness in CAFTA-DR countries
9. Project Document: Championing a Movement: CSR and Responsible Competitiveness in CAFTA-DR countries
10. DR+CAFTA Responsible Competitiveness Demonstration Projects http://drcafta.bsr.org/en/demo_projects

Annex C: Data Matrix

Evaluation of the CAFTA-DR Labor Capacity Building Projects

Fieldwork Data Matrix – Feb.-Mar.2011

Topics/questions	Key Informants	Comments
A. Inter-agency Programming and Coordination Process		
What efforts were made to coordinate with other projects in the country? Do you think the coordination was effective or could it be improved and if so, how?		
B. Project Design		
What was the process for creating the project design? Was this design done in conjunction with project stakeholders? Are regional or country specific projects more effective? Why?		
C. Project Implementation and Effectiveness		
What are the most effective implementation strategies or approaches used by the project and why? Refer to the projects' key stakeholders: labor ministries, courts, unions, employers, and civil society.		
D. Monitoring and Evaluation		
Monitoring: Did the project create an effective monitoring and evaluation system? How was this developed? How has the data been used to direct ongoing or future project		

Topics/questions	Key Informants	Comments
efforts? **Evaluation**: Did the project conduct an external MT or final evaluation? Why/why not? Pros/Cons.		
E. Sustainability and Impact		
Impact: What kind of impact do you think this project had on supporting the CAFTA-DR labor capacity building efforts and why? Were there any specific barriers to achieving greater impact?		
Sustainability: Do you think this project has a good chance at sustainability? If so, how will it be sustained? If not, why not?		
F. Lessons Learned / Good Practices		
General: What are the most important lessons learned from the implementation of the project that can/should be applied to future projects? Please consider the project design, implementation, monitoring, impact, and sustainability.		
Role of donor agencies: How can the support provided by USG agency to the various projects be improved or expanded?		

Annex D: List of Interviews Conducted by Country

NAME	TITLE	INSTITUTION	PROJECT
1. Sandra Pisk	Ministra	Ministerio del Trabajo y Seguridad Social (MTSS)	• Cumple y Gana • Verificación del Libro Blanco • Diálogo Social Tripartito • Todos y todas trabajamos • Job Training for PWD, Migrant Workers
2. Juan Manuel Cordero	Vice Ministro, Área Social	Ministerio del Trabajo y Seguridad Social	
3. Eugenio Solano	Director de Asuntos Laborales	Ministerio del Trabajo y Seguridad Social	
4. Rodrigo Acuña Montero	Director de la Dirección Nacional de Inspección de Trabajo	Ministerio del Trabajo y Seguridad Social	Cumple y Gana
5. Eric Briones Briones	Asesor Legal de la Dirección Nacional de Inspección	Ministerio del Trabajo y Seguridad Social	Cumple y Gana
6. Gabriela Romero Valverde	Oficial Mayor y Directora General Administrativa y Financiera	Ministerio del Trabajo y Seguridad Social	• Verificación Libro Blanco • Cumple y Gana
7. Sofía Ramírez González	Directora General de la Dirección de Planificación del Trabajo	Ministerio del Trabajo y Seguridad Social	• Verificación Libro Blanco • Cumple y Gana
8. Rodolfo Piza	Director de Proyecto	Foundation for Peace and Democracy	Proyecto Cumple y Gana
9. Luis Garnier	Gerente Regional de Proyecto	BSR, Proyecto Competividad Responsable	Proyecto Competitividad Responsable en DR-CAFTA
10. Bente Sorensen	Coordinadora	Organización Internacional del Trabajo	Proyecto de Verificación Libro Blanco
11. Rosa Cheng	Oficial de Monitoreo	Organización Internacional del Trabajo	Proyecto de Verificación Libro Blanco para Centroamérica y República Dominicana
12. Alvaro Ramírez	Ex director	Organización Internacional del Trabajo	Proyecto de Fortalecimiento del Diálogo Social en Centroamérica y República Dominicana

NAME	TITLE	INSTITUTION	PROJECT
13. María Teresa Torres	Oficial de Programación	Organización Internacional del Trabajo	Proyecto de Fortalecimiento del Diálogo Social en Centroamérica y República Dominicana
14. Jeremías Vargas Chavarría	Representante de país	Management Science for Development, Inc.	Programa de USAID para el Fortalecimiento de la Justicia laboral para CAFTA-DR
15. Franklin Acuña Arias	Consultor	Management Science for Development, Inc.	Programa de USAID para el Fortalecimiento de la Justicia laboral para CAFTA-DR
16. Beatriz Slooten	Coordinadora nacional	Trust of America	Jobs Training for PWD Migrant Workers
17. John Ramírez	Coordinador	CARITAS, Centro de Derechos Laborales	Todos y todas trabajamos
18. Orlando Aguirre	Magistrado, contraparte del proyecto	Corte Suprema de Justicia, Sala II	Fortalecimiento de la Justicia Laboral
19. Leila Chadid	Jueza Coordinadora del Sector Público	Tribunales Laborales de Goicochea	Fortalecimiento de la Justicia Laboral
20. Marni Guerrero	Jueza Coordinadora del Sector Privado	Tribunales Laborales de Goicochea	Fortalecimiento de la Justicia Laboral
21. Julia Varela	Magistrada de la Sala II y Coordinadora de la Jurisdicción Laboral	Corte Suprema de Justicia, Sala II	Fortalecimiento de la Justicia Laboral Verificación del Libro Blanco
22. Carlos Cabezas	Secretario general	Central General de Trabajadores	Verificación del Libro Blanco
23. Franklin Benavides	Secretario de prensa y propaganda	Central General de Trabajadores	Verificación del Libro Blanco
24. Betty Villalobos	Presidenta del Comité de Recursos Humanos	AmCham	Verificación del Libro Blanco Cumple y Gana
25. Yesenia Rodríguez	Asistente administrativa	CENDEROS (Centro Social para la Persona Migrante)	PACT
26. María Gabriela Ortega	Promotora Upala	CENDEROS (Centro Social para la Persona Migrante)	PACT
27. Vilma Colindres	Coordinadora proyecto Acceso a los derechos laborales de	CENDEROS (Centro Social para la Persona	PACT

NAME	TITLE	INSTITUTION	PROJECT
	las y los trabajadores transfronterizos	Migrante)	
28. Gabriela Díaz	Abogada de la institución	UCCAEP (Unión Costarricense de Cámaras de la Empresa Privada)	Cumple y Gana Verificación Libro Blanco Diálogo Social Tripartito PACT
29. Guillermo Keith Bonilla	Directivo nacional, encargado del sector privado	ANEP (Asociación Nacional de Empleados Públicos y Privados)/ Central Social Juanito Mora	Solidarity Todos y Todas Trabajamos
30. Gerardo Valverde	Promotor sindical en el sector privado	ANEP (Asociación Nacional de Empleados Públicos y Privados)/ Central Social Juanito Mora	Solidarity Todos y Todas Trabajamos
31. Edgar Morales	Secretario adjunto	ANEP (Asociación Nacional de Empleados Públicos y Privados)/ Central Social Juanito Mora	Solidarity Todos y todas trabajamos
32. Rodrigo Aguilar	Presidente	CTRN (Confederación Trabajadores de la Rerum Novarum)	Cumple y Gana PACT Diálogo Social Tripartito Migrant Workers Solidarity
33. John Kill	Agregado Laboral	Embajada de los EEUU	Coordinación de todos los proyectos
34. Helen Sanou	Asistente Agregado Laboral	Embajada de los EEUU	Coordinación de todos los proyectos
35. Omar Salazar	Director	ASEPROLA	Overview

NAME	TITLE	INSTITUTION	PROJECT
		(Asociación de Servicios de Promoción Laboral)	
36. Víctor Quesada	Tesorero Junta Directiva y Coordinación con Sindicatos	ASEPROLA (Asociación de Servicios de Promoción Laboral)	Overview
37. Rosita Acosta	Directora	ASTRADOMES (Asociación de Trabajadoras Domésticas) /CUSIMA	PACT Solidarity Todos y todas trabajamos Migrant Workers
38. María del Carmen Cruz Martínez	Promotora	ASTRADOMES (Asociación de Trabajadoras Domésticas) /CUSIMA	PACT Solidarity Todos y Todas Trabajamos Migrant Workers
39. Olman Chinchilla	Director	CMTC (Central de Movimiento de Trabajadores Costarricense) /CUSIMA	Cumple y Gana Diálogo Social Tripartito Jobs Training for PWD PACT
40. Miguel Marín	Secretario general	CMTC (Central de Movimiento de Trabajadores Costarricense) /CUSIMA	Cumple y Gana Diálogo Social Tripartito Jobs Training for PWD PACT
41. Jonathan Monge	Secretario adjunto para formación	CMTC (Central de Movimiento de Trabajadores Costarricense) /CUSIMA	Cumple y Gana Diálogo Social Tripartito Jobs Training for PWD PACT
42. Víctor Hugo Barrantes	Financiero	CMTC (Central de Movimiento de Trabajadores Costarricense) /CUSIMA	Cumple y Gana Diálogo Social Tripartito Jobs Training for PWD PACT
43. Leticia Hidalgo	Directora	PANACI (Patronato	Jobs Training for PWD

NAME	TITLE	INSTITUTION	PROJECT
		Nacional de Ciegos)	
44. Anahí Hidalgo	Contraparte PACT	Universidad de Costa Rica	PACT
45. Olga Sauma	Directora de Desarrollo Empresarial	AED(Asociación Empresarial para el Desarrollo)	Supporting Responsible Competitiveness
46. María Fernanda Pérez	Coordinadora de Gestión Empresarial	AED(Asociación Empresarial para el Desarrollo)	Supporting Responsible Competitiveness
47. Diego Calderón	Técnico en gestión de calidad	Coocafé	Supporting Responsible Competitiveness
48. Leonardo Sánchez	Contralor de producción	Coocafé	Supporting Responsible Competitiveness
49. Jorge Ortiz	Gestor Técnico	Cooperativa Llano Bonito	Supporting Responsible Competitiveness

B. DOMINICAN REPUBLIC

NAME	TITLE	INSTITUTION	PROJECT
1. Leonardo Valverde	Director Ejecutivo de Fundación Dominicana Laboral.	Fundación Laboral Dominicana. (FLD)	Citizen's Access to Labor Justice.
2. Lourdes Pantaleón	Persona clave de contacto del Proyecto en la FDL.	Fundación Laboral Dominicana. (FLD)	Citizen's Access to Labor Justice.
3. Alcibíades Moreta	Director Ejecutivo de CEAJURI	Centro de Educación y Asistencia Jurídica (Ceajuri)	Citizen's Access to Labor Justice.
4. Alexander Aleman	Coordinador Del Centro de Solidaridad	Centro de Solidaridad	Solidarity
5. Ligiana Pavón	Oficial de Programas	Centro de Solidaridad	Solidarity
6. Eduardo Moreno	Oficial de Programas	Centro de Solidaridad	Solidarity
7. Ygnacio Hernández	Secretario General	Federación Nacional de Trabajadores de Zonas Francas (FENATROZONAS)	Solidarity

NAME	TITLE	INSTITUTION	PROJECT
8. Frankelly Martínez	Coordinador	Catholic Relief Services (CRS)	Todos y Todas Trabajamos
9. Davidde Sala	Coordinador de los 4 centros de Derechos Laborales	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
10. Liduvina Santos	Encargada Centro de Derechos Laborales en Santo Domingo	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
11. Hermana Idalina Bourdignon	Encargada del Centro de Derechos Jesús Peregrino	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
12. Sandra Mateo	Abogada del Centro de Derechos Jesús Peregrino	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
13. Mario Jacobs	Abogada	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
14. Beneficiario directo	Centro de Derechos Jesús Peregrino	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
15. Beneficiario directo	Centro de Derechos Jesús Peregrino	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
16. Beneficiario directo	Centro de Derechos Jesús Peregrino	Servicio Jesuita de Refugiados y Migrantes	Todos y Todas Trabajamos
17. Magaly Pineda	Directora Ejecutiva	Centro de Investigación para la Acción Femenina (CIPAF)	Varios Proyectos
18. Altair Rodríguez	Investigadora	Centro de Investigación para la Acción Femenina (CIPAF)	Varios Proyectos
19. Max Puig	Ministro de Trabajo	Ministerio de Trabajo	Varios Proyectos
20. Valentín Herrera	Director de Trabajo	Ministerio de Trabajo	Varios Proyectos
21. Federico Gomera	Director de Coordinación de Sistema de Inspección.	Ministerio de Trabajo	Varios Proyectos

NAME	TITLE	INSTITUTION	PROJECT
22. Carlos Silié	Director Panificación y Cooperación Internacional	Ministerio de Trabajo	Varios Proyectos
23. Arisleyda Mercedes	Punto focal Libro Blanco	Ministerio de Trabajo	Varios Proyectos
24. Gavino Severino	Coordinador	Cumple y Gana	Cumple y Gana
25. Miriam López	Coordinadora	Organización Internacional del Trabajo	White Paper Verification.
26. Maribel Batista	Enlace sindicatos	Organización Internacional del Trabajo	White Paper Verification.
27. Santo Sánchez	Secretario	Confederación Nacional de Trabajadores Dominicanos (CNTD)	White Paper Verification. Solidarity
28. José Luis León	Secretario de Acción y Reclamos.	Confederación Autónoma Sindical Clasista (CASC)	White Paper Verification. Solidarity
29. Pedro Rodríguez	Vicepresidente Ejecutivo	Confederación Patronal de la República Dominicana (COPARDOM)	White Paper Verification
30. Carlos Villaverde	Gerente de Proyectos	Fundación de Institucionalidad y Justicia (FINJUS)	Strengthening Labor Justice
31. José Ventura	Administrador	Fundación de Institucionalidad y Justicia (FINJUS)	Strengthening Labor Justice
32. Julio Aníbal Suárez	Juez de Sala Labora	Suprema Corte de Justicia	Strengthening Labor Justice
33. Cecilia Cuello	Directora Técnica	Suprema Corte de Justicia	Strengthening Labor Justice
34. Pablo Roberto Aquino	Dirección Técnica	Suprema Corte de Justicia	Strengthening Labor Justice
35. Silvenia Pepín	Coordinación Internacional	Suprema Corte de Justicia	Strengthening Labor Justice

NAME	TITLE	INSTITUTION	PROJECT
36. Altagracia Peguero	Sistematización	Suprema Corte de Justicia	Strengthening Labor Justice
37. Nahuel Bourtokan	Centro de documentación	Suprema Corte de Justicia	Strengthening Labor Justice
38. Cristina Fulcar	Sistematización	Suprema Corte de Justicia	Strengthening Labor Justice
39. Adolfo Pérez	Tecnología	Suprema Corte de Justicia	Strengthening Labor Justice
40. Oriolis Camilo	Desarrollo de Sistemas	Suprema Corte de Justicia	Strengthening Labor Justice
41. Domingo Gil	Juez Sala Laboral de Santiago	Suprema Corte de Justicia	Strengthening Labor Justice
42. Nancy Salcedo	Juez Sala Laboral de Santiago	Suprema Corte de Justicia	Strengthening Labor Justice
43. Manuel Peña Conce	Representante	Mesa de Decanos y Directores de la Carrera de Derecho	Strengthening Labor Justice
44. Julio Manuel Castellanos	Director de Departamento de Derecho	Pontificia Universidad Católica Madre y Maestra	Strengthening Labor Justice
45. Kirsys de los Santos	Coordinadora	TRUST for the Americas	Promoting Compliance with Labor Standards for Migrant Workers.
46. William Chapatier	Presidente	Mesa Nacional para la Migración	Promoting Compliance with Labor Standards for Migrant Workers
47. Jenny Monroy	Representante	Movimiento de Mujeres Dominico-Haitianas	Promoting Compliance with Labor Standards for Migrant Workers
48. Sergio César Faña	Educador	Centro Dominicano de Asesoría y Servicios Legales (CEDAIL)	Promoting Compliance with Labor Standards for Migrant Workers
49. Fedia Reynoso	Administradora	Centro Dominicano de Asesoría y Servicios Legales (CEDAIL)	Promoting Compliance with Labor Standards for Migrant Workers
50. Nodia Hilario	Abogada	Centro Dominicano de Asesoría y Servicios Legales (CEDAIL)	Promoting Compliance with Labor Standards for Migrant Workers
51. Julissa Almonte	Representante	Empresarios e	Promoting Compliance with

NAME	TITLE	INSTITUTION	PROJECT
		Industriales de Herrera	Labor Standards for Migrant Workers
52. Noel Bou	Persona contacto con Proyecto	Empresarios e Industriales de Herrera	Promoting Compliance with Labor Standards for Migrant Workers
53. Stephannie Espinal	Labor Reporting Officer	US Embassy	
54. Evaydeé Pérez Sarraff	Coordinadora	Consultora de BSR	Supporting Responsible Competitiveness.
55. Fernando Ferrand	Representante	Consorcio Azucarero CAI. Ingenio Cristóbal Colón	Supporting Responsible Competitiveness.

C.   EL SALVADOR

NAME	TITLE	INSTITUTION	PROJECT
1. Julio Arroyo	Director Ejecutivo	Asociación Azucarera	Responsible Competitiveness Project
2. Fermina Cárdenas	Gerente CRS	Grupo CASSA (Compañía Azucarera de El Salvador	Responsible Competitiveness Project
3. Haydée Trigueros	Directora Ejecutiva	Fundación Empresarial para la Acción Social - FUNDEMAS	Responsible Competitiveness Project
4. Luis Cerón	Consultor Local	Fundación Empresarial para la Acción Social - FUNDEMAS	Responsible Competitiveness Project
5. Oscar Bolaños	Director	Centro de Estudios y Apoyo Laboral - CEAL	Solidarity
6. Wilfredo Romero	Secretario General	Sindicato Trabajadores ANDA-SETA / Sindicato Trabajadores Industria del Agua - SITIAGUA	Solidarity
7. Francisco López Amaya	Secretario Organización y	Sindicato Trabajadores ANDA-	Solidarity

NAME	TITLE	INSTITUTION	PROJECT
	Estadística	SETA / Sindicato Trabajadores Industria del Agua - SITIAGUA	
8. Wilfredo Berríos	Secretario General	Sindicato de Trabajadores de la Empresa AVX - SITRAVX	Solidarity
9. Irene Cuéllar	Facilitadora Nacional	Organización Internacional del Trabajo	Proyecto Verificación
10. Victoria M de Avilés	Ministra	Ministerio de Trabajo	Proyecto Verificación
11. Roxana Castro	Subdirectora Relaciones Internacionales	Ministerio de Trabajo	Proyecto Verificación
12. Martha Zaldaña	Secretaria General	Federación de Asociaciones o Sindicatos Independientes De El Salvador - FEASIES	• Proyecto Verificación • Todos y Todas Trabajamos • Cumple y Gana
13. José Martín Jiménez	Secretario Bienestar y Previsión Social	Confederación Sindical de Trabajadores de El Salvador - CSTS	• Solidarity • Proyecto Verificación
14. Julio Flores	Secretario General	Confederación Sindical de Trabajadores de El Salvador - CSTS	• Solidarity • Proyecto Verificación
15. Guadalupe Atilio Jaimes	Secretario General	Federación Sindical de Trabajadores Salvadoreños del Sector Alimentos, Bebidas, Hoteles, Restaurantes y Agroindustrias - FESTSSABHRA	• Solidarity • Verificación
16. María del Carmen Molina	Secretaria de Organización	Confederación Sindical de Trabajadores de El Salvador - CSTS	• Solidarity • Verificación
17. Mirna Antonieta Perla Jiménez	Magistrada Sala de lo Civil	Corte Suprema de Justicia	Verificación Fortalecimiento de Justicia

NAME	TITLE	INSTITUTION	PROJECT
18. Erick López	Asistente de la Magistrada Dra. Perla Jiménez	Corte Suprema de Justicia	• Verificación • Fortalecimiento de Justicia
19. Ena Lilian Núñez Mancía		Corte Suprema de Justicia	Verificación Fortalecimiento de Justicia
20. German Emilio Muñoz	Procurador Adjunto Laboral	Procuraduría General de la República	Verificación Fortalecimiento de Justicia
21. Emma Hernández	Coordinadora Nacional	TRUST for the Americas	• Migrant Workers
22. Vinicio Sandoval	Director Ejecutivo	Grupo de Monitoreo Independiente de El Salvador (GMIES)	• Migrant Workers • Citizens Access to Labor Justice • Todas y todos trabajamos
23. Jairo Damas	Jefe Unidad de Trabajadores Migrantes	Ministerio de Trabajo	Migrant Workers
24. Aracely Martínez	Secretaria General	Sindicato General Costureras	Migrant Workers
25. César Solanilla	Director Regional	Management Sciences for Development - MSD	Fortalecimiento de Justicia
26. Rommel Sandoval	Coordinador de País	Management Sciences for Development - MSD	Fortalecimiento de Justicia
27. Julio A Martínez Henríquez	Jefe de la Unidad de Informática	Corte Suprema de Justicia	Fortalecimiento de Justicia
28. Edson Montoya	Asistente Técnico de la Sala de lo Civil	Corte Suprema de Justicia	Fortalecimiento de Justicia
29. José Manuel Molina López	Juez Tercero de lo Civil, y Presidente del Consejo de Jueces del Centro Integrado de Justicia Privada y Social	Corte Suprema de Justicia	Fortalecimiento de Justicia
30. Mario Ítalo Martínez Guerra	Juez Segundo de lo Laboral	Corte Suprema de Justicia	Fortalecimiento de Justicia
31. Irma Arelis Zelaya Gómez	Juez Cuarto de lo Laboral	Corte Suprema de Justicia	Fortalecimiento de Justicia
32. Ana Patricia Lima	Coordinadora Gestión Judicial	Corte Suprema de Justicia	Fortalecimiento de Justicia

NAME	TITLE	INSTITUTION	PROJECT
33. Felipe López Cuéllar	Gerente General. Referente oficial para el proyecto, delegado por el Presidente de la Corte	Corte Suprema de Justicia	Fortalecimiento de Justicia
34. Bessy Aguirre	Colaborador Jurídico	Consejo Nacional de la Judicatura	Fortalecimiento de Justicia
35. Carlos Federico Paredes	Facilitador de País	FUNDAPADEM	Cumple y Gana
36. Manuel Zavaleta	Director General de Inspección	Ministerio de Trabajo	• Cumple y Gana • Proyecto Verificación
37. Javier Rivas	Asesor Ministra. Ex Director General Inspección	Ministerio de Trabajo	Cumple y Gana
38. Sandra Dueñas	Directora Regional del Proyecto	PACT	Citizens Access to Labor Justice
39. Angel Ling	Gerente de Proyectos Especiales	PACT	Citizens Access to Labor Justice
40. Avid Saravia	Gerente Financiero	PACT	Citizens Access to Labor Justice
41. Katia Chávez de Ramos	Gerente	PACT	Citizens Access to Labor Justice
42. Yeni Esmeralda Pérez	Asistente de Donaciones y Contratos	PACT	Citizens Access to Labor Justice
43. William Willy Lázaro Apolaya	Oficial de Monitoreo y Evaluación	PACT	Citizens Access to Labor Justice
44. Gustavo Lacayo Costa	Oficial de Proyecto.		Citizens Access to Labor Justice
45. Valerie Bouchard	Oficial de Comunicaciones	PACT	Citizens Access to Labor Justice
46. Maritza Rodríguez	Coordinadora proyectos IDHUCA	Instituto de Derechos Humanos de la UCA - IDHUCA	• Citizens Access to Labor Justice • Todos y Todas Trabajamos
47. Benjamín Cuéllar	Director IDHUCA	Instituto de Derechos Humanos de la UCA – IDHUCA	• Citizens Access to Labor Justice • Todos y Todas Trabajamos
48. Claudia Suárez	Médico	Asociación Atlacatl Vivo Positivo	Citizens Access to Labor Justice
49. Élida Martínez	Coordinadora del Proyecto	Instituto de Derechos Humanos de la UCA -	Citizens Access to Labor Justice

NAME	TITLE	INSTITUTION	PROJECT
		IDHUCA	
50. Concepción de Flores	Responsable de aspectos Administrativos PACT	Instituto de Derechos Humanos de la UCA – IDHUCA	Citizens Access to Labor Justice
51. José Antonio Villalobos	Coordinador Jurídico	UCA	Citizens Access to Labor Justice
52. Héctor Torres	Ex Coordinador del Proyecto	Escuela Superior de Economía y Negocios - ESEN	Citizens Access to Labor Justice
53. Krissia Morena Aguirre	Coordinadora del Proyecto y Encargada de Clínica de Asistencia Legal	Universidad Gerardo Barrios - UGB	Citizens Access to Labor Justice
54. Mike Roth	Oficial de Trabajo	U.S. Embassy	
55. Ivan Seassal	Regional Labor Justice Programs Manager	USAID	
56. Hugo Ayala	Chief of Party	Catholic Relief Services	Todos y Todas Trabajamos
57. Gema Chacó	Directora Regional de Monitoreo y Evaluación	Catholic Relief Services	Todos y Todas Trabajamos
58. William Antonio Pineda	Consultor Sistema Información	Catholic Relief Services	Todos y Todas Trabajamos
59. José Luis Pérez	Gerente de Proyecto	Catholic Relief Services	Todos y Todas Trabajamos
60. Roxana Marroquín	Comunicaciones y Educación (Capacitación a Sindicalistas)	Instituto de Derechos Humanos de la UCA – IDHUCA	Todos y Todas Trabajamos
61. Amparo Melara	Secretaria	Instituto de Derechos Humanos de la UCA – IDHUCA	Todos y Todas Trabajamos
62. Ana Luisa Solís de Salazar	Administradora Financiera	Instituto de Derechos Humanos de la UCA – IDHUCA	Todos y Todas Trabajamos
63. Fausto Payés	Abogado	Instituto de Derechos Humanos de la UCA – IDHUCA	Todos y Todas Trabajamos

D. GUATEMALA

NAME	TITLE	INSTITUTION	PROJECT
1. Mynor Custodio Franco Flores	Magistrado Vocal Noveno	CORTE SUPREMA DE JUSTICIA	Fortalecimiento de la Justicia Laboral
2. Jary Méndez	Directora de Carrera, Facultad de Derecho	Universidad del ISTMO	Fortalecimiento de la Justicia Laboral
3. Stephen Wishart	Representante para Centroamérica	Centro de Solidaridad	Solidarity
4. Gustavo Campos	Facilitador de Guatemala	Foundation for Peace and Democracy	Cumple y Gana
5. Juan Luis de la Roca 6. Jim Jui Baechli	Coordinador de País Consultor Especialista	Management Science for Development	Fortalecimiento de la Justicia Laboral
7. Marco Tulio Montufar 8. Nidia Archila	Inspector General de Trabajo Asesora del Inspector General de Trabajo	MINTRAB, Inspección General de Trabajo	Cumple y Gana
9. José Pinzón	Miembro	Central General de Trabajadores de Guatemala (CGTG)	Verificación del Libro Blanco
10. Julio Coj 11. Jorge Estrada 12. Dick Fletcher	Miembros	Unión Sindical de Trabajadores de Guatemala (UNISITRAGUA)	Verificación del Libro Blanco
13. Carlos Enrique Mancilla 14. Moisés Pérez	Secretario General Secretario de Finanzas	Confederación de Unidad Sindical (CUSG)	Verificación del Libro Blanco
15. Noé Ramìrez 16. Jesus Martinez	Secretario General Secretario de	Sindicato de Trabajadores Bananeros de Izabal SITRABI	• Campo a Campo • Solidarity

NAME	TITLE	INSTITUTION	PROJECT
	Conflictos		
17. Oscar Oliva	Coordinador de Proyecto	Centro de Estudios y Apoyo al Desarrollo Local (CEADEL)	Acceso a la Justicia Laboral
18. Ileana Quex	Coordinador de Proyecto	Centro de Estudios y Apoyo al Desarrollo Local (CEADEL)	Todos y Todas Trabajamos
19. Bernardo Roehrs	CSR Manager	AGROAMERICA	Supporting Responsible Competitiveness
20. Sandra Mazariegos	Jueza Laboral (Piloto)	Corte Suprema de la Justicia	Fortalecimiento de la Justicia Laboral
21. Carlos Linares Palma	ex Facilitador Nacional	Organización Internacional Del Trabajo	Verificación del Libro Blanco
22. Cesar Ricardo Barrientos Pellecer	Primer Coordinador del Proyecto	Corte Suprema de la Justicia	Fortalecimiento de la Justicia Laboral
23. Nikki Bahr	Coordinadora de Proyecto en CENTRARSE	RSE / CENTRARSE	Supporting Responsible Competitiveness
24. Lesbia Amezquita 25. Efrén Sandoval Sanabra 26. Ramiro Sanable	Directora Equipo técnico Equipo técnico	Movimiento Sindical Indígena Campesino de Guatemala (MSICG)	Strengtheninig Worker Organizations
27. Astrid Franco	Coordinadora en Izabal	Catholic Relief Services	CAMPO-CAMPO
28. Alicia Wardee	Ex-coordinadora de país Honduras		Fortalecimiento de la Justicia Laboral
29. Luz de María Morales, Directora de Planificación	Directora de Planificación	Ministerio de Trabajo y Previsión Social (MINTRAB)	Todos los proyectos
30. Ronald Figueroa	Director del Centro de Informática y Telecomunicaciones	Organismo Judicial	Fortalecimiento de la Justicia Laboral

NAME	TITLE	INSTITUTION	PROJECT
31. Luis Felipe Linares López	Secretario Ejecutivo Adjunto	Asociación de Investigación y Estudios Sociales (ASIES)	Cumple y Gana
32. Virginia Pineda	Ex - Coordinadora de país, proyecto	Management Sciences for Developm	Fortalecimiento de acceso a la justicia laboral
33. Guido Ricchi	Director de Asuntos Laborales	Comité Coordinador de Asociaciones Agrícolas, Comerciales, Industriales y Financieras (CACIF)	Cumple y Gana/Libro Blanco
34. Carolina Castellanos	Directora Ejecutiva	American Chamber of Commerce in Guatemala (AMCHAM)	Supporting Responsible Competitiveness
35. Homero Fuentes	Coordinador General	COVERCO	Todos y Todas Trabajamos
36. Lucrecia López López	Coordinadora de Proyecto	Catholic Relief Services	Campo a Campo
37. Walter Paxtor	Coordinador de Proyecto	Catholic Relief Services	Todos y Todas Trabajamos
38. Steve Steger	Consejero Adjunto de Asuntos Políticos y Económicos	Embajada USA	
39. Oscar Samayoa,	Gerente de Recursos Humanos	Inversiones De Desarrollo S. A (INDESA)	Campo a Campo
40. Marco Antonio Garcia Ruano	Gerente General	Desarrollo Bananero de Guatemala (BANDEGUA)	Campo a Campo
41. Elvis Márquez	Gerente de Relaciones Laborales		
42. José David Morales	Secretario General Organizadora	Federación Sindicato de Trabajadores de la Alimentación Agro Industrias y Similares (FESTRAS)	Solidarity
43. Sheny Godinez			

NAME	TITLE	INSTITUTION	PROJECT
44. César Luna 45. Lendy Elias 46. Zully Maldonado 47. Marcos Melino Monzón	Representante Representante Representante Representante	Sindicato de Trabajadores del Registro Nacional de Personas (STRENAP)	Solidarity
48. Adelina Olivia Mejia	Representante	Comité Adok de la Maquila (AVANDIA)	Solidarity
49. Rafaela Perez Herrera	Representante	Sindicato de Trabajadores de Fribo (SITRAFRIBO)	

E. HONDURAS

NAME	TITLE	INSTITUTION	PROJECT
1. Carlos Montes Rodríguez	Sub-Secretario de Estado	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana
2. Ramón Cruz	Asesor	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana
3. Elsa Ramírez	Directora General de Previsión Social	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana
4. Gina Hernández	Directora General de Trabajo	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana
5. Miriam Cerrato	Directora de Modernización	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana

NAME	TITLE	INSTITUTION	PROJECT
6. Allan Cruz	Director de Planeamiento y Evaluación de la Gestión	Secretaría de Trabajo y Seguridad Social	Verificación de la implementación del LB Cumple y Gana
7. Luis Alberto Ramos	Supervisor-Inspección General de Trabajo	Secretaría de Trabajo y Seguridad Social	Cumple y Gana
8. Gabriela Borjas	Departamento de Informática	Secretaría de Trabajo y Seguridad Social	Cumple y Gana Fortalecimiento de la justicia laboral
9. Bárbara López	Jueza Laboral	Corte Suprema de Justicia (CSJ)	Fortalecimiento de la Justicia Laboral para CAFTA DR
10. Adela Kaffaty	Abogada y notaria	Corte Suprema de Justicia (CSJ)	Fortalecimiento de la Justicia Laboral para CAFTA DR Verificación de la implementación del LB
11. Humberto Figueroa	técnico del CEDIJ	Corte Suprema de Justicia (CSJ)	Verificación de la implementación del LB
12. Rosa de Lourdes Paz de Harlem	Magistrada	Corte Suprema de Justicia (CSJ)	Fortalecimiento de la Justicia Laboral para CAFTA DR
13. Edith Urtecho	Directora de la escuela judicial	Corte Suprema de Justicia (CSJ)	Fortalecimiento de la Justicia Laboral para CAFTA DR
14. Magda Sofía Pérez Caballero	Técnica especializada Escuela judicial	Corte Suprema de Justicia (CSJ)	Fortalecimiento de la Justicia Laboral para CAFTA DR
15. Elsa Waleska Paz de Pineda	Directora del Consultorio Jurídico Gratuito	Universidad Nacional Autónoma de Honduras	Acceso ciudadano a la justicia laboral
16. Celina Isabel Mairena,	Trabajadora social	Universidad Nacional Autónoma de Honduras	Acceso ciudadano a la justicia laboral
17. Ismelda Aricia Sánchez	Asesora en procuración, directora en juicio, coordinadora en cursos de capacitación	Universidad Nacional Autónoma de Honduras	Acceso ciudadano a la justicia laboral
18. Aracely Zuniga	Decana de la	Universidad Católica	Acceso ciudadano a la justicia

NAME	TITLE	INSTITUTION	PROJECT
	facultad de derecho	de Honduras	laboral
19. José Luis Baquedano	Sub secretario general	Confederación Unitaria de trabajadores de Honduras (CUTH)	Verificación de la implementación del LB Cumple y Gana
20. Daniel Durón	Secretario General	Central General de Trabajadores (CGT)	Verificación de la implementación del LB Cumple y Gana
21. Marcos Nieto Posadas	Secretario General adjunto responsable de formación de la federación autentica sindical de Hondura	Central General de Trabajadores (CGT)	Verificación de la implementación del LB Cumple y Gana/otros
22. José Obdulio Marcía	Ejecutivo	Central General de Trabajadores (CGT)	Verificación de la implementación del LB Cumple y Gana
23. Alberto Taybo	Representante ante la Comisión del LB	Central General de Trabajadores (CGT)	Verificación de la implementación del LB Cumple y Gana
24. José García	Representante ante la Comisión del LB	Central General de Trabajadores (CGT)	Verificación de la implementación del LB Cumple y Gana
25. Evangelina Argueta		FESITRATEMASH/ CGT	Fortalecimiento de las organizaciones de trabajadores
26. Moises Montoya		SITRAJERZEESND / CGT	Fortalecimiento de las organizaciones de trabajadores
27. Germán Zepeda		COSIBAH (Coordinadora de Sindicatos Bananeros y Agroindustriales de Honduras)	Fortalecimiento de las organizaciones de trabajadores
28. Gloria García		COSIBAH	Fortalecimiento de las organizaciones de trabajadores
29. Nelson Nuñez		COSIBAH	Fortalecimiento de las organizaciones de

NAME	TITLE	INSTITUTION	PROJECT
			trabajadores
30. Armando Urtecho	Director Ejecutivo	Consejo Hondureño de la Empresa Privada (COHEP)	Varios proyectos
31. Marta Benavides	Directora técnica	AHM	Varios proyectos
32. Arnoldo Solís	Director legal	AHM	Varios proyectos
33. Daniel Facusse	Presidente	AHM	Varios proyectos
34. Laura Elvir	Coordinadora de proyectos	FUNDAHRSE	Competitividad responsable
35. José Obregon	Gerente	Finca Tropical	Competitividad responsable
36. José Amaya	Gerente	Gildan	Competitividad responsable
37. Claudia Sandoval		Gildan	Competitividad responsable
38. Walter Reyes	Sub Gerente General	Compañía Azucarera Tres Valles	Competitividad responsable
39. Allan Ochoa		Compañía Azucarera Tres Valles	Competitividad responsable
40. Gunther Echenique	Gerente de Desarrollo Humano	Compañía Azucarera Tres Valles	Competitividad responsable
41. Marlon Castillo	Coordinador de Desarrollo Humano	Compañía Azucarera Tres Valles	Competitividad responsable
42. Tania Gayo	Coordinadora Desarrollo Humano	Compañía Azucarera Tres Valles	Competitividad responsable
43. Celso Valles	Coordinador Responsabilidad Social Empresarial	Compañía Azucarera Tres Valles	Competitividad responsable
44. Elia Marina Martínez	Facilitadora Nacional LB	Oficina Internacional del Trabajo	Verificación de la implementación del LB
45. José Acevedo	Gerente	Catholic Relief Services	Todos y todas trabajamos
46. Carlos Patino	Coordinador	Caritas	Todos y todas trabajamos
47. Margarita Euceda	Abogada del centro de derechos laborales de Tegucigalpa	Caritas	Todos y todas trabajamos
48. Bertha Galán	Abogada del centro de derechos laborales de	Caritas	Todos y todas trabajamos

NAME	TITLE	INSTITUTION	PROJECT
	Tegucigalpa		
49. Mirtha Maradiaga	Facilitadora Nacional	Foundation for Peace and Democracy	Cumple y Gana
50. Germán Leitzelar	Ex coordinador de país	Caritas	Fortalecimiento de la justicia laboral
51. Samuel Florentino	Ex capacitador nacional	Caritas	Fortalecimiento de la justicia laboral
52. Jeremy Spector	Oficial de Asuntos Laborales y Derechos Humanos	Embajada de EEUU	Varios proyectos
53. Adelina Vásquez	Directora ejecutiva	Centro de Desarrollo Humano (CDH)	Varios proyectos

F. NICARAGUA

NAME	TITLE	INSTITUTION	PROJECT
1. Blanca Peralta	Coordinadora de Proyecto	Organización Internacional del Trabajo	White Paper Verification
2. Dan Caroll	Agregado Laboral	EMBUSA Embajada de los Estados Unidos de Norteamérica en Nicaragua	U.S. Embassy Managua Varios Proyectos
3. Roxana Santamaría	Political Officer	EMBUSA Embajada de los Estados unidos de Norteamérica en Nicaragua	U.S. Embassy Managua Varios Proyectos
4. Rina Campos	Coordinadora de Proyecto	Catholic Relief Services	Todos y todas trabajamos
5. José Espinoza	Secretario General	Confederación Unidad Sindical	Miembros del comité de seguimiento White Paper Verification. Contraparte de INEH Access to Labor Justice
6. Estela González	Secretaria de la	Confederación Unidad	Miembros del comité de

NAME	TITLE	INSTITUTION	PROJECT
	Mujer	Sindical	seguimiento White Paper Verification Access to Labor Justice
7. Luis Barbosa	Secretario General	Central Sandinista de Trabajadores José Benito Escobar, adscrita al Frente nacional de los Trabajadores	Miembros del comité de seguimiento White Paper Verification Contraparte de INEH Access to Labor Justice
8. Monseñor Antonio Herrera	Coordinador de Proyecto	Comisión de Justicia y Paz	Todos y todas trabajamos
9. José Rodríguez	Educador	Comisión de Justicia y Paz	Todos y todas trabajamos
10. Leyla Otero	Abogada	Comisión de Justicia y Paz	Todos y todas trabajamos
11. Karla Martínez	Abogada	Comisión de Justicia y Paz	
12. Pedro Ortega	Secretario General	Federación de sindicato textil	Strengthen Worker Organization
13. Ana María Pereira Terán	Secretaria de la comisión laboral	Corte Suprema de Justicia Comisión Laboral	Contraparte del proyecto White Paper Verification
14. Henry Hüeck	Gerente	Rama Café	Contraparte de UNIRSE Proyecto de competitividad
15. John Fong	Gerente	ANIFODA Asociación Nicaragüense de Formuladores y Distribuidores de Agroquímicos	Contraparte de UNIRSE Proyecto de competitividad
16. Jeanette Chávez	Ministra	Ministerio del Trabajo	Varios
17. Genaro García	Coordinador de proyecto	Unión *Nicaragüense* para la Responsabilidad Social Empresarial UNIRSE	Proyecto de competitividad
18. Oscar Castillo	Coordinador de proyecto y director de facultad de	Universidad Politécnica de Nicaragua	Access to Labor Justice

NAME	TITLE	INSTITUTION	PROJECT
	derecho.	UPOLI	
19. Carlos Cerda	Director de Proyecto	Universidad Politécnica de Nicaragua UPOLI	Access to Labor Justice
20. Ena Velásquez	Coordinadora del buffet popular	Universidad Politécnica de Nicaragua UPOLI	Access to Labor Justice
21. Marcos Carmona	Director	Comisión Permanente de Derechos Humanos CPDH	Access to Labor Justice
22. Denis Darce	Gerente de proyectos	Comisión Permanente de Derechos Humanos CPDH	Access to Labor Justice
23. Nilo Salazar	Secretario General	Confederación General de los Trabajadores Independientes CGT i	Miembros del comité de seguimiento White Paper Verification
24. José Brizuela	Secretario de organización	Confederación Unitaria de Trabajadores CUT	Contraparte de INEH Access to Labor Justice
25. José María Mendoza	Secretario de Organización	Federación sindical de trabajadores de la maquila y la industria textil FESTMIT	Strengthening Worker Organization
26. Marcelina García	Secretaria de la mujer	Federación sindical de trabajadores de la maquila y la industria textil FESTMIT	Strengthening Worker Organization
27. Yamileth Alguera	Directora	Instituto Nicaragüense de estudios humanísticos INEH	Access to Labor Justice
28. Fanor Avendaño	Rector	Universidad Nicaragüense de Estudios Humanísticos UNEH	Strengthening Labor Justice

NAME	TITLE	INSTITUTION	PROJECT
29. Ana Julia Moreno	Facilitadora de país	Foundation for Peace and Democracy	Cumple y Gana
30. Mireya Rosales García	Directora General de Inspección del trabajo	Ministerio del Trabajo MITRAB	Cumple y Gana
31. Isidora Barrera Rojas	Inspección departamental	Ministerio del Trabajo MITRAB	Cumple y Gana
32. Karla Rodríguez	Inspección de trabajo infantil	Ministerio del Trabajo MITRAB	Cumple y Gana
33. José Martínez	Inspector departamental sector industria	Ministerio del Trabajo MITRAB	Cumple y Gana
34. Marcial Cabrera	Secretario General	Federación unificada de trabajadores del sector alimentos servicios y comercio FUTASCOM	Strengthening Worker Organization
35. Doria Escalona	Comisión Laboral	Consejo Superior de la Empresa Privada COSEP	Contra parte del proyecto White Paper Verification
36. Freddy Blandón	Comisión Laboral	Consejo Superior de la Empresa Privada COSEP	Contra parte del proyecto White Paper Verification

G. UNITED STATES

NAME	TITLE	ORGANIZATION	PROJECT
1. EJ (Everett) Murtagh	International Relations Officer	US Department of Labor (DOL)	Cumple y Gana Todos y Todas Trabajamos Provide Job Training for People with Disabilities Campo a Campo: Advancing Labor Rights in the Agricultural Sector in Guatemala Ensuring Benefits in the
2. Paula Church Albertson	Deputy Division Chief – Trade Agreement Administration and Technical Cooperation (TAATC), Office of Trade and Labor Affairs (OTLA)	DOL	
3. Brenna Dougan	International Relations Officer,	DOL	

NAME	TITLE	ORGANIZATION	PROJECT
	International Affairs Bureau		Formal Sector
4. Ana Aslan	Latin America Team Leader, Office of Trade and Labor Affairs, Bureau of International Labor Affairs	DOL	White Paper Verification (OTI project but administered by USDOL)
5. Ryan Daniel Carrington	International Relations Officer – Office of Trade and Labor Affairs	DOL	
6. Pilar Velasquez	International Relations Officer – Office of Child Labor, Forced Labor and Human Trafficking	DOL	
7. Katherine Cook	International Relations Officer – Office of Child Labor, Forced Labor and Human Trafficking	DOL	
8. Eileen Muirragui	Division Chief, Latin America and the Caribbean	DOL	
9. Laura Buffo	Director for Labor Affairs – Executive Office of the President, Office of the United States Trade Representative	DOL	
10. Susan Garro	Global Issues Chief – Bureau of European and Eurasian Affairs	State Department	Solidarity
11. Melisa Doherty	Foreign Affairs Officer	State Department, WHA staff	Supporting Responsible Competitiveness
12. Teresa Fralish	Foreign Affairs Officer	State Department, WHA staff	Promoting Compliance with Labor Standards for Migrant Workers

NAME	TITLE	ORGANIZATION	PROJECT
13. Mark Mittelhauser	Director – Office of International Labor Affairs	State Department, DRL staff	
14. Sarah Morgan	Program Analyst	State Department, DRL staff	
15. Alexis de Simone	Program Officer – Central America	Solidarity Center	Solidarity
16. Lauren Stewart	Program Manager – Americas	Solidarity Center	
17. Molly McCoy	Program Officer – Americas	Solidarity Center	
18. Dario Soto	Chief Operating Officer	Trust for the Americas	Provide Job Training for People with Disabilities
19. Claudia Gonzalez	Director – Governance and Human Rights Unit DGHR	Trust for the Americas	Promoting Compliance with Labor Standards for Migrant Workers
20. Maria Liliana Mor	Program Manager, POETA Accessible	Trust for the Americas	
21. Cathy Feingold	Director – International Development	AFL-CIO	Solidarity
22. Teresa Casertano	Global Campaign Manager, Center for Strategic Research Organizing Department	AFL-CIO	Solidarity
23. Terry Nelidov	Project Director	Business for Social Responsibility(BSR)	Supporting Responsible Competitiveness

Annex E: Debrief Participants

CAFTA-DR Evaluation

Washington, D.C. Debrief at USDOL

May 5, 2011

	Participant	Organization	Title	Contact Information
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7.	Sarah Morgan	State	Program Analyst Office of International Labor Affairs. US Department of State	MorganSA@state.gov
8.	Tracy Quilter	USAID	Economic Growth Team Leader, Bureau for Latin America and the Caribbean	tquilter@usaid.gov
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