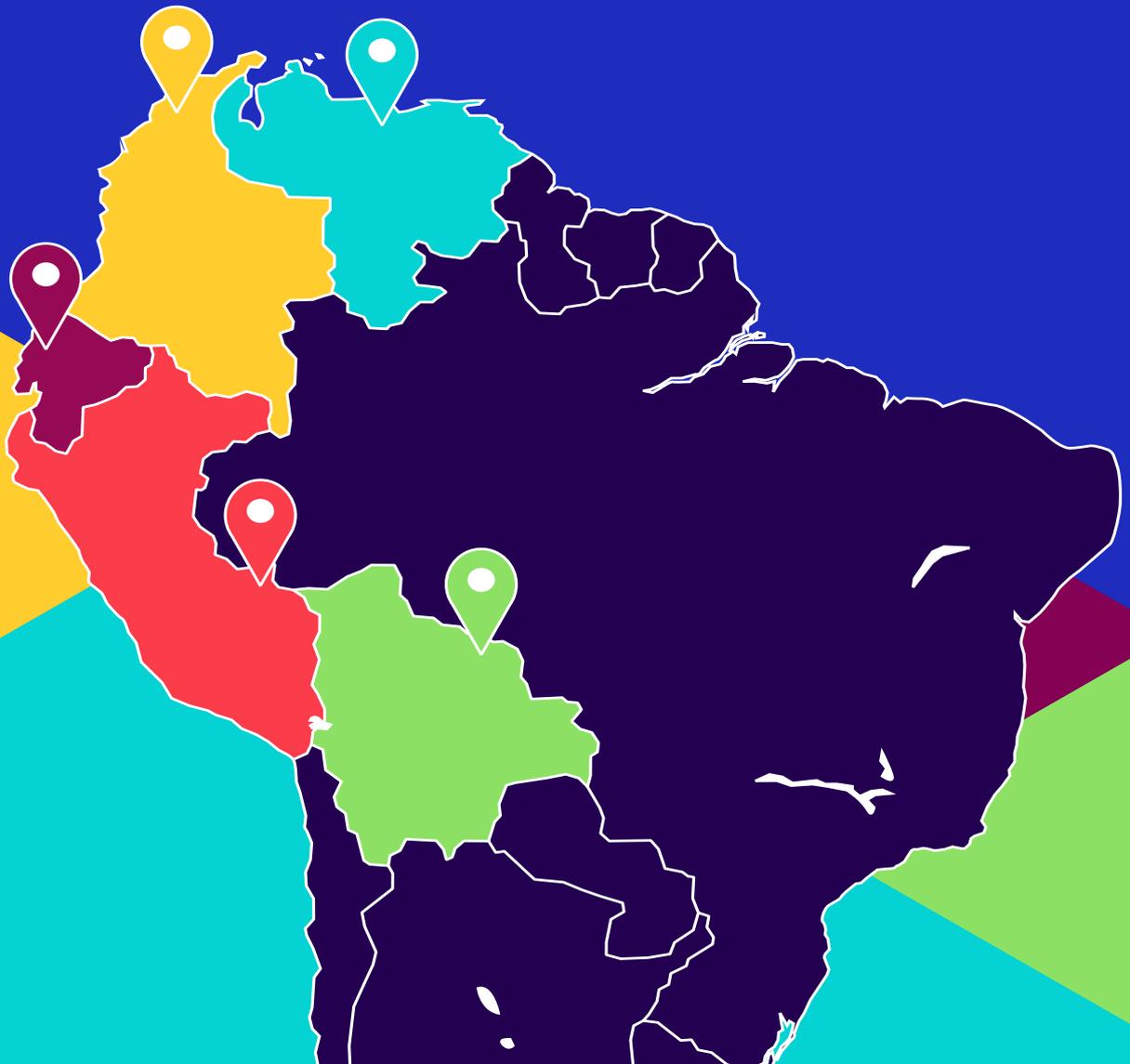




- **High-level independent evaluation of the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela, 2016–19**



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Colombia, Ecuador, Peru and
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Venezuela, 2016–19**

Final report
4 September 2020

Evaluation Office

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► Abbreviations

ACT/EMP	ILO Bureau for Employers' Activities
ACTRAV	ILO Bureau for Workers' Activities
ASOMUC	Association of Women Construction Workers
CCA	Common Country Assessment (Colombia)
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEPB	Bolivian Confederation of Private Sector Businesses
CETCOIT	Committee for the Handling of Conflicts Referred to the ILO
CO	country office
COB	Bolivian Workers Central
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
EVAL	ILO Evaluation Office (Geneva)
FEDECAMARAS	Federation of Chambers and Associations of Commerce and Production of Venezuela
FES	Friedrich Ebert Stiftung
GDP	gross domestic product
HLE	high-level evaluation
IESS	Social Security Institute of Ecuador
ILO	International Labour Organization
INFOCALES	National Institute for Job Training
M&E	monitoring and evaluation
MIG-SCORE	Gender Equality Model – SCORE
MTEPS	Ministry of Labour, Employment and Social Prevention (Plurinational State of Bolivia)
MTPE	Ministry of Labour and Employment Promotion (Peru)
NAP	national action programme
P&B	ILO Programme and Budget
PAGE	Partnership for Action on Green Economy
PATSS	Technical Assistance Programme for Social Security
RBM	results-based management
RBSA	Regular Budgetary Supplementary Account
RBTC	Regular Budget Technical Cooperation

SCORE	Sustaining Competitive and Responsible Enterprises
SDGs	Sustainable Development Goals
SF	Strategic Framework
SME	small and medium-sized enterprise
SUNAFIL	National Superintendency for Labour Inspections (Peru)
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
UNSDCF	United Nations Sustainable Development Cooperation Framework
USC	University of Southern California
XBTC	Extrabudgetary Technical Cooperation

▶ Executive summary

Purpose and scope

This evaluation examined the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela, 2016–19. The ILO Decent Work Team and Country Office for the Andean Countries (DWT/CO-Lima) was the main interlocutor for the work being evaluated.

In an effort to ensure validity and reliability, findings were verified using multiple methods and sources.¹

Summary of findings

A. Relevance

- ▶ **Key finding 1:** ILO support was considered to have been positive and relevant by the constituents.
- ▶ **Key finding 2:** ILO programming was aligned with national, regional and international development strategies, as well as with the results of the ILO's programme and budget.
- ▶ **Key finding 3:** There were no tripartite governance mechanisms in place in the Andean countries for the strategic frameworks/national action programmes.

ILO constituents perceived the support received from the ILO as having been positive and relevant. Constituents valued the advances in social dialogue and tripartism. Nevertheless, some thought that the Office could have been more proactive in this regard.

ILO programming in the Andean countries aligned with national, regional and global development strategies (including the 2030 Agenda for Sustainable Development and the SDGs), as well as with the results of the ILO's programme and budget.

Constituents did not feel a sense of ownership of the ILO programming frameworks, mostly because they were not created in a participatory manner. However, constituents did feel some ownership of the projects and the CPOs to which they were linked.

There were no tripartite governance mechanisms in place for the strategic frameworks/national action programmes, which is usually the case in countries with Decent Work Country Programmes.

¹ Data were collected by means of a synthesis review of 13 evaluation reports; a desk review of 76 documents; remote interviews with 114 stakeholders from the Plurinational State of Bolivia, Colombia, Ecuador and Peru; four country case studies; and web-based surveys to which 88 ILO staff and constituents responded.

B. Coherence and validity of design

- **Key finding 4:** The principles of results-based management were not strictly applied to the ILO's programming. This constrained their use for planning, management, monitoring and evaluation.
- **Key finding 5:** The programming was perceived by stakeholders as having been done from "behind the desk" and in a "top-down" manner.

The principles of results-based management were not strictly applied to the ILO's programming. This called into question the evaluability of the programming frameworks. The fact that the frameworks were poorly constructed constrained their use for planning, management, monitoring and evaluation.

In a context that was not always conducive to constructive social dialogue, it was not possible to design a programming framework with a joint vision for the subregion. The priorities and the CPOs were designed with a top-down focus.

C. Reform of the United Nations system – Strategic adjustment of decent work programming

- **Key finding 6:** The ILO succeeded in including some themes related to decent work in international development frameworks in the Plurinational State of Bolivia, Colombia, Ecuador and Peru.
- **Key finding 7:** While the UN Sustainable Development Cooperation Framework (UNSDCF) may provide opportunities to integrate ILO cross-cutting issues into the work of different UN organizations, it also creates important challenges. UN Resident Coordinators often lack understanding of the ILO's tripartite structure and the importance of social dialogue.

The ILO succeeded in including some themes related to decent work in the UN Development Assistance Frameworks (UNDAFs) and in the new UNSDCFs of the Plurinational State of Bolivia, Colombia, Ecuador and Peru.

The UNSDCF may provide opportunities to integrate the ILO's cross-cutting issues into the work of different UN organizations. However, DWT/CO-Lima will have to address challenges that affect the Organization's capacities, the fulfilment of its mandate and the effectiveness of the results. Such challenges include: competition among agencies, small portions of shared resources, high administrative costs and resistance to issues important to the ILO.

The ILO is a non-resident agency in most of the countries under study. Delays due to consultations between the country-based project offices with DWT/CO-Lima reduced the ILO's room to manoeuvre and delayed decision-making.

D. Effectiveness

- **Key finding 8:** Despite the challenges to the implementation of the respective strategic frameworks, considerable results were achieved.
- **Key finding 9:** Notable results were achieved in respect of international labour standards and social dialogue. With regard to gender equality and non-discrimination, in general, much remains to be done. The integration of environmental sustainability is basically absent in all countries.

- ▶ **Key finding 10:** The use of trust funds, in particular in Colombia and Ecuador, has been an important way of assuring continued funding for ILO-supported programming. However, there are some challenges regarding the identification of priorities for the allocation of such funds.
- ▶ **Key finding 11:** The ILO's capacity to contribute to positive changes in the area of decent work did not depend on large budgets. However, a reasonable and steady volume of funding was indispensable.

The four countries have common and unique challenges concerning the implementation of their respective strategic frameworks. Despite these challenges, they collectively addressed programme and budget outcomes 1–10. The results of 57 CPOs were recorded in the Integrated Resource Information System (IRIS) Strategic Management Module.

Trust funds provided a significant portion of the total budget of Colombia (70 per cent) and Ecuador (57 per cent). While they constitute an important way of assuring continued funding, their increasing use also posed challenges. One particular challenge was the identification of priorities by the funding partners (who are at the same time recipient countries), which may be different from those identified by the ILO in its national programming frameworks.

The ILO's capacity to contribute to positive changes depended on a reasonable and steady volume of funding, different national contexts, administration and management of the project offices, the level of institutional representativeness, the availability of technical support, the quality and relevance of projects, and the capacity to respond to national and international demands.

E. Efficiency

- ▶ **Key finding 12:** Most ILO actions were coordinated with constituents on a bilateral basis.
- ▶ **Key finding 13:** The ILO project offices, established in the four countries, were supported by DWT/CO–Lima through resource mobilization and regular technical support. However, they faced challenges due to the rigidity of programming procedures, delays in response from DWT/CO–Lima and budget limitations.
- ▶ **Key finding 14:** Especially in Colombia and Ecuador, the use of trust funds has superseded the traditional extra-budgetary development cooperation (XBDC) multidonor funds.
- ▶ **Key finding 15:** Constituents ranked the quality of the technical capacity of the project offices as being very high. However, better representation of, and coordination with, tripartite constituents was required.
- ▶ **Key finding 16:** The project-based structure of ILO project offices created inefficiencies.
- ▶ **Key finding 17:** Overall, support to the ILO's strategic programming was cost-efficient.

The ILO coordinated the actions in the different countries, mostly on a bilateral basis (with the government, employers and workers). However, it was generally highly valued by the constituents.

The ILO's project offices² received support through the mobilization of resources and technical advice from the DWT specialists. Nevertheless, the rigidity of the programming and the

² Project offices are ad hoc offices that have been established at the national level, and that are funded from project-specific sources. Their main purpose is to manage the implementation of programmes for which the ILO has received project-specific funding. They are not part of the permanent structure of the ILO, yet they are accountable to the Andean office. These project offices have been established in each of the four countries: the Plurinational State of Bolivia, Colombia, Ecuador and Peru.

administrative delays created challenges that affected the implementation of projects. This ultimately impinged on the effectiveness, efficiency, impact and sustainability of the results.

It became difficult for the ILO to mobilize resources for middle-income countries. A more strategic vision that donors could support would be useful.

Trust funds became an important component of the total national budget for ILO interventions, especially in Colombia and Ecuador. Since 2017, the use of such funds has superseded the traditional XBDC multidonor funds. This change was caused by the reduction of international cooperation in the region, combined with the increased capacity of countries to fund their own development needs.³

The project-based structure of the project offices generated technical and administrative inefficiencies that obstructed articulation between projects and teams.

The evaluation concluded that, overall, the support of the ILO to the implementation programming frameworks in the Plurinational State of Bolivia, Colombia, Ecuador and Peru was cost-efficient.

F. Likelihood of impact

- **Key finding 18:** While the decent work results achieved were valued as positive overall, ILO programming should be adjusted to the context of each country, to increase its potential impact.

The ILO contributed to the promotion of decent work in diverse, positive ways. However, many stakeholders thought that programming should be adjusted to the context of each country, to increase potential impact.

Some of the most commonly highlighted examples of impact were improved capacity to influence policies and programmes, advances in tripartite relations, progress in rural employment, the strengthening of labour administrations and improvements in the application of international labour standards.

G. Sustainability

- **Key finding 19:** The ILO's good reputation was a factor that positively contributed to the continuation of interventions and their success over time.
- **Key finding 20:** Sustainability was affected by multiple factors.

The ILO's comparative advantage and high-quality technical assistance, its capacity to involve tripartite constituents, and its role in developing national policies were all factors that positively contributed to the continuation of interventions and their success over time. On the other hand, there were many factors that did not promote sustainability.

³ ILO, Estudio sobre características, restricciones y oportunidades de los proyectos (XBDC) financiados con fondos del gobierno, Oficina Regional para América Latina y el Caribe, 2019, 7.

H. Effects of the COVID-19 pandemic with regard to the impact and the sustainability of the ILO interventions in the Andean countries

- Key finding 21: In the short term, the COVID-19 pandemic has had serious repercussions on fundamental global issues and national priorities, which have serious implications for the immediate needs of constituents.
- Key finding 22: Despite their importance, in the medium term some of the ILO's core labour standards may become less of a priority for donors and governments.

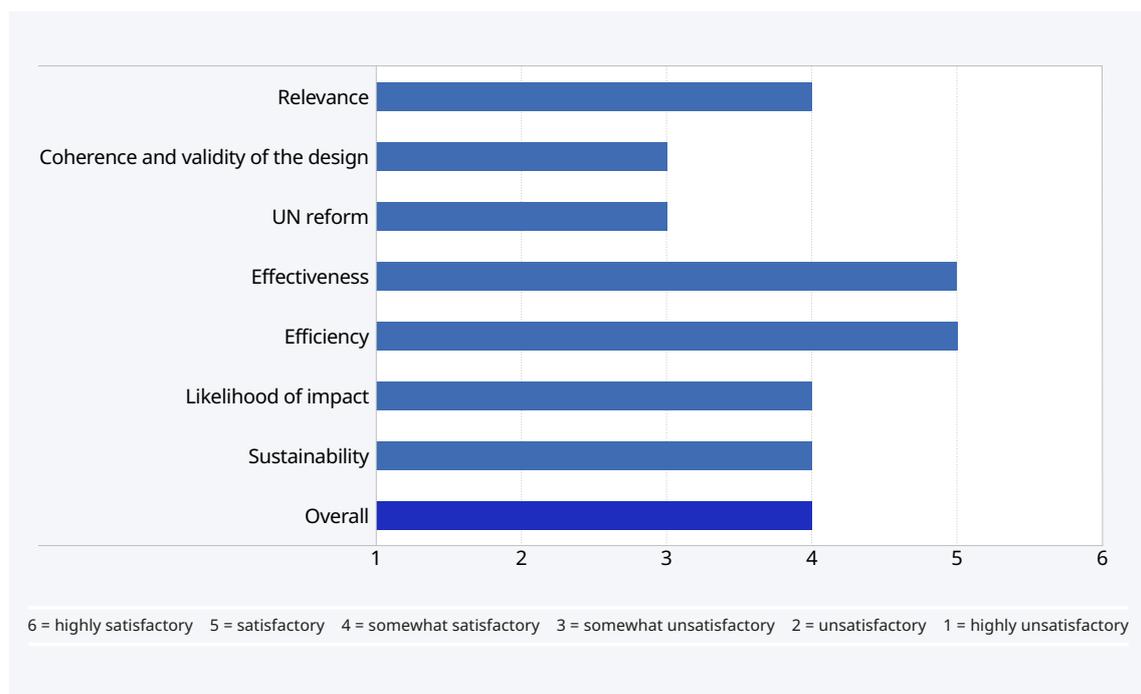
The COVID-19 pandemic has had a serious impact on the labour markets in the Andean countries, causing social dialogue to deteriorate. The pandemic required governments to put high priority issues on the negotiation table. As a result, in the medium term some of the ILO's core labour standards have come to be considered less urgent. It is too early to assess how the pandemic will affect such core standards in the long term.

Similarly, there may be changes in the budgetary flows from donors (including national donors), which could result in a possible reduction and/or a refocusing of the thematic priorities to which they will contribute.

Overall assessment

The following general assessment of the ILO's results is based on a desk review, interviews with key informants, case studies and results from a web-based survey of constituents and ILO staff (see figure 1).

► Figure 1. Findings of the high-level evaluation: Scoring



I. Specific considerations for the Bolivarian Republic of Venezuela

- **Key finding 23:** The ILO's limited technical assistance in the Bolivarian Republic of Venezuela allowed for the continuation of a dialogue in challenging circumstances with selected constituents, particularly with the employers' organization FEDECAMARAS (Venezuelan Federation of Chambers of Commerce).

As a result of the national context, the ILO did not develop a programming framework in the Bolivarian Republic of Venezuela. The limited technical assistance allowed for the continuation of a dialogue with selected constituents, particularly with the employers' organization FEDECAMARAS.

The ILO's work in the Bolivarian Republic of Venezuela focused on promoting fundamental principles and rights at work in the context of its normative mandate. The dialogue between the ILO and the Government of the Bolivarian Republic of Venezuela was crucial in facilitating the work of the Commission of Inquiry, the ILO's highest-level normative investigative procedure.

Conclusions and lessons learned

The ILO's programming frameworks in the Plurinational State of Bolivia, Colombia, Ecuador and Peru were relevant to the needs of constituents and consistent with the priorities of the ILO, the national policies and the SDGs. A lack of participation by constituents in the design of the frameworks led to a perceived lack of national ownership and strategic coordination of programming.

In a context that was not always conducive to social dialogue, it was not possible to design a programming framework with a joint vision for the subregion. Nevertheless, many stakeholders agreed that it would be possible to establish macro-level tripartite agreements that could lead to basic institutional agreements and, ultimately, to the development of national operational plans.

Many stakeholders stated that the Decent Work Country Programmes model is not a viable option in the current context in the Andean countries. Nonetheless, there is widespread agreement about the need to adopt long-term, strategic programming models.

UN system reform will offer opportunities to integrate ILO decent work issues throughout the UNSDCF's. Nevertheless, in the Andean region the Organization will have to address some important challenges that affect the Organization's capacities, the fulfilment of its mandate and the effectiveness of the results. Further, the fact that the ILO is not a resident agency in the respective countries limits the participation and effective influence of the ILO in the UN national programming frameworks.

The trust funds and the extrabudgetary technical cooperation funds were essential to the ILO's operations. However, the programme priorities of funding partners do not always correspond to those of the constituents.

The current organizational structure of project offices at country level did not meet the need for continued support of constituents beyond the end of the project. It also obstructed the creation of synergies between projects.

The ILO's past experience in dealing with employment issues during the 2007 economic and financial crisis might help to guide the future of the employment policies in the Andean countries during the COVID-19 pandemic.

The ILO's work in the Bolivarian Republic of Venezuela has focused on promoting fundamental principles and rights at work in the context of its normative mandate. The dialogue between

the ILO and the Government of the Bolivarian Republic of Venezuela was crucial for facilitating the work of the Commission of Inquiry, the ILO's highest-level normative investigative procedure.

J. Recommendations

Recommendation 1

Strengthen tripartite structures, social dialogue and response to the needs of constituents.

DWT/CO–Lima and the project offices in the countries should redouble their efforts to strengthen the structures and processes for tripartite social dialogue in order to provide better-tailored technical assistance.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, ACTRAV, ACT/EMP	High	Short- to medium-term	Within existing resources

Recommendation 2

Continue working with a focus on the sustainability of results.

In line with the recommendations of the evaluation on field operations and structures of the ILO,⁴ it is advisable to undertake a systematic field operations demand inventory, in order to allow for the elaboration of a plan for the required technical demand to meet national needs.

Responsible unit	Priority	Time implication	Resource implication
ILO DDG/FOP, regional office, DWT/CO–Lima	High	Medium-term	Within existing resources

Recommendation 3

Define a Strategic Programming Framework for the Andean subregion (grounded in results-based management), to be accompanied by an adequate budget and a resource mobilization plan.

Such a strategic framework would allow the ILO agenda to become more independent from the agenda of the donors.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, PARDEV, Strategic Programming and Management Department (PROGRAM)	High	Medium-term	Medium-term

Recommendation 4

Review configuration of the field structure using established models.⁵

A review of current structure models⁶ for ILO resident representation in non-resident countries should be undertaken, both in DWT/CO–Lima as well as in the project offices in the countries, identifying key functions, requirements and challenges.

⁴ ILO, Independent evaluation of the ILO's field operations and structure 2010–16. ILO EVAL, 2017.

⁵ Based on ILO, Independent Evaluation of ILO's Field Operations and Structure, Final Report, September 2017, Evaluation Office.

⁶ Along the lines of "National Coordinator", "Country Coordinator", "CTA/international expert-led", "constituent-based" and "Honorary Consular".

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, regional office	High	Medium-term	Low

Recommendation 5

Develop a strategic programming framework for the ILO's project offices in the Andean countries.

It is necessary for the project offices in the countries, together with DWT/CO–Lima, to develop a programming framework that facilitates planning for ILO assistance and cooperation in respect of decent work for the medium term (four years), on the basis of consultations with national constituents and other relevant actors in the country, and grounded in a country assessment process. It is equally necessary to develop monitoring and evaluation plans, sustainability plans, as well as funding/resource mobilization plans for such strategic national programming frameworks.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, regional office	High	Short- to medium-term	Low-medium

Recommendation 6

Improve the positioning of the ILO in the framework of UN reform in the countries.

In order to better position itself as an agency of tripartite representation, the ILO should review the countries' team profiles and determine the financial resources that are required for the project offices, in order to strengthen both their capacities and their mandate.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, regional office, Multilateral Cooperation Department (MULTILATERALS), DDG/FOP	High	Medium-term	Medium

Recommendation 7

In a post-pandemic scenario, continue contributing to the strengthening of the social protection systems and active employment policies.⁷

It is recommended that the ILO continue to provide assistance to governments in order to extend social protection and strengthen employment policies, with the objective of countering the effects of the crisis, facilitating access to medical services, and mitigating the social and economic repercussions of the pandemic, both at the level of individual households, to provide a secure basic income, and at macroeconomic level, by stabilizing the aggregate demand.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, Social Protection Department (SOCPRO), Employment Policy Department (EMPLOYMENT)	High	Medium-term	Medium

⁷ Based on ILO, La pandemia COVID-19 y sus efectos en la sostenibilidad del Seguro de invalidez, vejez y muerte del IESS, Oficina de la OIT para los Países Andinos, 2020, May.

Office response

The Office welcomes the overall positive assessment and accepts five of the seven recommendations fully, and two partially (3 and 5). They provide important insights to improve the design, implementation and results of current and future programmes of action of the Office. While the recommendations are useful and will be applied, the Office questions some of the key findings based on shared alternative evidence and country specifics, in particular as related to the top-down approach to programming. The Office provided reports of evaluations, missions and details on programming workshops that balance such an interpretation. It is also worth mentioning that the evaluation unnecessarily distinguishes the project-based offices and the DWT/CO. The two actually overlap, constituting the only recognized formal structure. It is also important to note that the evaluation was done entirely virtually under adverse circumstances related to the impact of the COVID-19 pandemic.

The Office would like to thank the tripartite constituents in the Andean region for their participation and contribution to this evaluation, despite the most severe crisis faced by the countries in recent history.

Recommendation 1

The Office agrees with Recommendation 1. The Office will strengthen tripartite structures and social dialogue, starting from the existing social dialogue initiatives led proactively by the DWT/CO. The Office will advocate for the set up or consolidation of a more structured consultation process with constituents – and possibly with tripartite bodies in some countries – to ensure that the technical assistance responds to specific and contextualized needs.

Recommendation 2

The Office agrees with Recommendation 2. The Office will undertake a systematic field operations demand inventory in order to allow for the elaboration of a plan for the required technical demand to meet national needs.

Recommendation 3

The Office partly agrees with Recommendation 3. The Office will develop national programming frameworks, including a resource mobilization strategy aligned with national priorities, with the support of PARDEV.

Recommendation 4

The Office agrees with Recommendation 4. The Office is already implementing the recommendation by out-posting one specialist in Colombia and assigning a country coordination role among regular budget (RB) staff. The DWT/CO will formalize such functions in their job description, when appropriate.

Recommendation 5

The Office partly agrees with Recommendation 5. The strategic framework should be aligned with the UNSDCF. The duration will depend on the overlap between the UNSDCF and programme and budget cycles. The design of such a strategic framework will be made possible by increasing the capacity of the Programming Unit.

Recommendation 6

The Office agrees with Recommendation 6. Investment will ensure that the Office benefits from a more structured and in-depth inception training programme for development cooperation staff on the ILO tripartite structure, international labour standards and supervisory bodies, and the Decent Work Agenda. The Office will also design a co-financing model of the administration and support structures of the project offices, in order to sustain the capacity of the Office and to improve the relationship with constituents and the UN system.

Recommendation 7

The Office agrees with Recommendation 7. The Office will increase its interventions related to active employment policies and social protection in particular through XBDC projects and will enhance resource mobilization in coordination with the Regional Office for Latin America and the Caribbean (ROLAC) and PARDEV.



MARCIA VIDAURRE

de lesa → Grupo de consumidores

ra tipo

en terreno
tudo

de riesgo (P1)

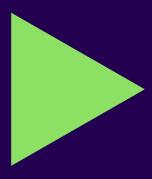
experiencia
datos
literatura
**riesgo y
Severidad**

TIP
Biotecnología
QUIMIA
Físico

personas
Ambiente
maquin
entorno humano
red, equip.
viceso
empleados

→ Arbol de decisiones

ISO / HAC



1



▶ 1. Introduction

1.1. Background

High-level evaluations (HLEs) are governance-level evaluations aimed at generating information on Organization-level performance using results-based management (RBM) principles. The results of HLEs contribute to high-level decision-making on policies and strategy, and to accountability. The Office and the Governing Body participate in identifying the priorities for the HLE, determining the timing of and the planned usage of each evaluation.

In November 2019, the Governing Body approved the ILO Evaluation Office's (EVAL's) work plan for 2020, which included an independent, high-level evaluation of the ILO's Decent Work Programme in the Americas.

After a review of resource allocation in the region, and after consultation with the Regional Office, the Governing Body determined that the principal focus of the evaluation would be the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela, undertaken from 2016 to 2019.

It is important to mention that the Decent Work Technical Support Team (DWT)/Country Office (CO)–Lima has very few programmes in the Bolivarian Republic of Venezuela. Nevertheless, the country is included in the scope of the evaluation so that the ILO can plan strategically for the time when it has a greater presence in the country.

Only seven Decent Work Country Programmes (DWCPs) have been approved in the Americas region, and none of them are in the countries included in the scope of this evaluation. As a result, the evaluation is based on an analysis of the Country Programme Outcomes (CPOs) to assess whether the ILO programmes are effective instruments for achieving the goals of the Decent Work Agenda in the Andean subregion, and to derive from it lessons learned and recommendations.

None of the countries in this evaluation has a DWCP. The Andean countries established Strategic Frameworks (SFs) for the 2016–17 biennium and national action programmes (NAPs) for the 2018–19 biennium. Many of the activities under these action programmes are in line with the 2014 Lima Declaration and the 2018 Panama Declaration for the ILO Centenary: The future of work in the Americas. The Bolivarian Republic of Venezuela currently does not have an action programme.

1.2. Evaluation purpose, scope and clients

1.2.1. Purpose

This evaluation's purpose is threefold: (a) accountability, (b) organizational education, and (c) improved programming. The evaluation seeks to determine how well the Andean countries achieved the planned outcomes laid out in their respective action programmes, how they achieved them, and under what conditions. The evaluation also seeks to contribute to

organizational learning by identifying lessons learned and emerging good practices. This information will inform future ILO strategy.

In addition, the focus of the formative evaluation implies that it will produce lessons learned from the programming, and will formulate recommendations for the future that can be used to inform the strategic decision-making for the region in terms of the ILO's programming in the region.

1.2.2. Scope

The scope of an evaluation establishes boundaries around the object of evaluation and determines what is included and what is not. EVAL and the ILO Regional Office for Latin America and the Caribbean examined a list of five subregions (Andes, Caribbean, Central America, North America and the Southern Cone of Latin America). The criteria for selection included data from official development assistance, previous HLEs, and the public safety situation in the subregion. Ultimately, the Andean subregion was chosen as the focus of the evaluation.

Because the evaluation is based on the ILO's outcomes, the evaluators identified and analysed outcomes (at a strategic, regional and national level) addressing key issues related to the evaluation criteria for the Plurinational State of Bolivia, Colombia, Ecuador and Peru. In view of its unique circumstances, there are separate evaluation questions for the Bolivarian Republic of Venezuela.

1.2.3. Clients

The Governing Body is the evaluation's principal client. It is responsible for any governance decisions based on the evaluation's findings and recommendations. Other key stakeholders include the Director-General and the members of his Cabinet, the Evaluation Advisory Committee, the Regional Office for Latin America and the Caribbean, DWT/CO-Lima and the Andean region's tripartite constituents.

1.2.4. Criteria and evaluation questions

The evaluation covers areas of general interest (evaluation criteria) and specific questions included in the Terms of Reference: (a) relevance, (b) coherence and validity of design, (c) effectiveness, (d) efficiency, (e) effectiveness of management, (f) likelihood of impact and (g) sustainability.

After conversations with EVAL in Geneva and the Regional Office and Subregional Office, it was decided that the HLE should also explicitly address the Decent Work Programme in the context of the United Nations (UN) reform that is underway, with a view towards the future. For planning purposes, the focus is on the mandate and not current capacity.

Hopefully, the reform underway at the UN will have a significant impact on ILO operations at the national level, including changes in the frameworks for institutional cooperation and organization, and the way in which the ILO undertakes its programmes in the future. The fact that there are no ILO representatives in any of the countries in the subregion and that programmes are managed from the CO in Lima was noted. In the initial phase of the evaluation process, the evaluation team developed specific questions on this topic that were included under the evaluation criteria "strategic adjustment".

Following recent ILO guidance regarding the inclusion of cross-cutting policy drivers in evaluations, the HLE team developed specific questions to ascertain to what extent programming addressed them.

► Table 1. Evaluation criteria and questions

Criteria and evaluation questions
<p>Relevance</p> <p>a. Constituent needs</p> <ol style="list-style-type: none"> 1. Has the ILO programming in the Plurinational State of Bolivia, Colombia, Ecuador and Peru been relevant to the needs of the constituents? 2. Do the tripartite constituents feel ownership of the SF/NAP frameworks? <p>b. National and international strategies</p> <ol style="list-style-type: none"> 3. Are the NAPs in the Plurinational State of Bolivia, Colombia, Ecuador and Peru relevant to the national, regional and international development strategies (including 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs))? 4. Are they relevant to the ILO Programme and Budget (P&B) outcomes? <p>c. Governance</p> <ol style="list-style-type: none"> 5. The DWCPs are directed by tripartite steering committees. How are the individual NAPs governed? 6. What are the effects on programme relevance – if there were any – of the absence of a DWCP?
<p>Coherence and design validity</p> <p>a. Results-based focus</p> <p>Was an RBM approach implemented?</p> <p>b. Logic and coherence of the SFs/NAPs</p> <ol style="list-style-type: none"> 7. The DWCPs were conceived in such a way as to be coherent with ILO programming. Was the ILO programming coherent without DWCPs? <p>c. Evaluability of the SFs/NAPs</p> <ol style="list-style-type: none"> 8. To what extent are the SFs/NAPs evaluable?
<p>United Nations reform: Strategic adjustment of the Decent Work Programme</p> <p>a. Strategic adjustment</p> <ol style="list-style-type: none"> 9. How has the ILO's Decent Work Agenda been integrated into the United Nations Sustainable Development Cooperation Framework (UNSDCF)? <p>b. Implications on the mandate and the effectiveness of ILO outcomes of fulfilling the UNSDCF</p> <ol style="list-style-type: none"> 10. What lessons were learned, in terms of efficiency and effectiveness, from the implementation of the mandate and achieving decent work outcomes in the selected countries, as a result of improved coordination and the establishment of synergies and alliances?
<p>Effectiveness</p> <p>a. Implementation challenges</p> <ol style="list-style-type: none"> 11. What were the principal difficulties/challenges, internal and external, in achieving the desired outcomes? <p>b. Principal outcomes obtained</p> <ol style="list-style-type: none"> 12. What results were achieved and what were the factors that contributed to their success? Were there any unexpected results? <p>c. Management effectiveness</p> <ol style="list-style-type: none"> 13. How did the ILO support the Andean countries to achieve the expected results? 14. Did the lack of parity in financing affect effectiveness? <p>d. Cross-cutting policy drivers</p> <ol style="list-style-type: none"> 15. How did the outcomes address the ILO's cross-cutting policy drivers – international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to a sustainable environment? <p>e. Conclusion</p> <ol style="list-style-type: none"> 16. How did the countries address problems pertaining to decent work in the absence of a DWCP?
<p>Efficiency</p> <p>a. Coordination</p> <ol style="list-style-type: none"> 17. How well did the ILO and its strategic partners coordinate to support the implementation of action programmes? 18. Were synergies generated among the Andean countries? <p>b. Distribution of resources</p> <ol style="list-style-type: none"> 19. How efficient was the ILO support for executing the SFs/NAPs in the Andean countries?

Criteria and evaluation questions

Likelihood of impact

- 20. To what extent did the SFs/NAPs contribute to the countries' ability to achieve positive change in the realm of decent work?
- 21. In what ways did they share lessons learned from the SFs/NAPs?
- 22. How has the COVID-19 pandemic affected the impact achieved through the SFs/NAPs?

Sustainability

- 23. What lessons, positive and negative, were derived that can improve the sustainability of the analysed SFs and NAPs?
 - 24. In what ways could the COVID-19 pandemic and the national and global response to it affect the sustainability of the achieved outcomes?
-

Considering that the COVID-19 pandemic is ongoing and that its long-term effects are still largely unknown, it was decided, in consultation with EVAL and CO-Lima, that it was important for the HLE to look into how the pandemic has affected the impact and/or sustainability of the results that have been obtained with ILO support during the time frame under evaluation.

1.3. Methodology

The evaluation followed the ILO evaluation policy, which adheres to international standards and best practices as per the updated principles of the evaluation standards approved by the Development Assistance Committee of the Organisation for Economic Co-operation and Development and the United Nations Evaluation Group. More specifically, the evaluation team undertook the evaluation according to the EVAL Protocol Number 2: Protocol for High-level Evaluation for DWCP.

Methods and techniques:

(a) Document analysis

The evaluation team examined a variety of documents, including some containing information on programme outcomes for both biennia. The analysis included data related to the CPOs, official data on development assistance, information related to the ILO P&B, information pertaining to the SDGs, directives from EVAL, and other pertinent material from secondary sources.

The evaluation team received programming and financial documents related to ILO support of the Andean countries (the Plurinational State of Bolivia, Colombia, Ecuador and Peru). This included information on (i) planning for national programmes; (ii) technical cooperation projects; (iii) Regular Budget, Regular Budget Technical Cooperation (RBTC) and Regular Budgetary Supplementary Account (RBSA) allocations and expenses; and (iv) CPOs and outcomes from ILO support. DWT/CO-Lima provided access to an extensive database with relevant documents that the evaluators reviewed in detail.

Lastly, the evaluation team undertook a secondary analysis of evaluations of projects and programmes that had been conducted. It also analysed the synthesis review that was conducted by the University of Southern California.

(b) Interviews and remote focus groups

The field missions were initially planned for May 2020, but due to the COVID-19 pandemic, the evaluation team was unable to travel internationally. Instead, the team – with support from national consultants in the Plurinational State of Bolivia, Colombia, Ecuador and Peru – conducted remote interviews and group discussions, in which 114 people participated.

Participants included ILO representatives from the Geneva headquarters, the Country Office for the Andean Countries and the project offices in the countries of the region, employers' and workers' organizations, ministries of labour, other governmental agencies and in-country partners, UN agencies and civil society organizations.

In the case of the Bolivarian State of Venezuela, the evaluation team conducted remote interviews with ILO representatives in Geneva and the Country Office for the Andean Countries.

The interviews and focus groups were conducted via Skype, Zoom and by telephone.

(c) Online survey

Part of the standard methodology to collect information for the HLEs is the use of internet surveys. The evaluation team developed two types of separate online questionnaires: one for ILO personnel, and another for national constituents and other stakeholders. In total, 88 people responded to the online survey.

(d) Case studies

The team used the information derived from the above-mentioned data collection techniques to prepare four cases studies (the Plurinational State of Bolivia, Colombia, Ecuador and Peru), following a single, predetermined case study format.

The team used a combination of evaluation approaches to triangulate the information. It used a results-based focus to explore the achievements of the SF/NAP/CPO; a case study focus to examine ILO programming in the Plurinational State of Bolivia, Colombia, Ecuador and Peru; mixed methods to guarantee the validity and reliability of the findings; and a participative focus that, where possible, involved the key stakeholders, including ILO constituents and other strategic actors.

(e) Limitations of the evaluation

The evaluation was undertaken in the midst of the COVID-19 pandemic, which significantly affected data collection for this HLE. The senior consultants had originally planned their field mission for May 2020, but were unable to travel due to international flight restrictions as a result of the pandemic.

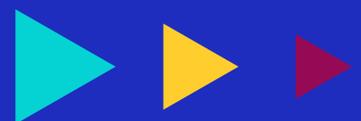
The evaluation team would like to highlight the unparalleled level of support that DWT/CO-Lima provided throughout the entire evaluation process, specifically with regard to the mapping and collection of relevant documents, the identification of key information sources, logistics, the Country Office's consistent availability for interviews and exchanges, and for remaining in close contact with the evaluators.

Instead of traveling to the countries, senior consultants relied on support from the national consultants in the Plurinational State of Bolivia, Ecuador, Colombia and Peru. The interviews and focus groups were performed remotely using various video-call platforms. In general, remote interviews and focus groups are less productive than in-person meetings. We were also unable to have any informal meetings with the sources, which is routine during these in-country visits. To a certain extent, these factors limited the quantity and quality of the information collected. Where possible, the evaluators compensated for these shortcomings with additional, focused interviews with some of the sources, and an exhaustive document analysis.

The calendar for the evaluation limited the time to write up the case studies to two weeks, with an additional two weeks to write the draft report. During this time, the evaluators made great efforts to maximize their time and the efficiency of their efforts.



▶ 2



▶ 2. Context and ILO programming

2.1. Contextual considerations for Andean region countries

The Lima Declaration, adopted in 2014, observed that, in the previous decade, there had been significant progress in the Americas with regard to economic growth, decreased unemployment, poverty reduction and the improvement of other labour indicators.

For its part, the Panama Declaration for the ILO Centenary: The future of work in the Americas, adopted in 2018, identified persistent challenges at the regional level, including (a) low and volatile economic growth; (b) insufficient productive development and low rates of productivity; (c) high rates of informality and inequality; (d) an increase in unemployment and poverty; (e) various deficits with regard to the application of the fundamental principles and rights at work among workers and employees; (f) challenges related to the effects of environmental development on employment; (g) a reduction in the coverage of social security systems and their sustainability; and (h) problems with jobs creation and sustainable enterprises.

In broad brush strokes and general terms, the economic and employment situations of the four countries that were the focus of the case studies are described below.

In the **Plurinational State of Bolivia**, the gross domestic product (GDP) had an annual growth rate of 4.7 per cent between 2002 and 2014, after decades of very variable growth that had little impact on the poor sectors of the country. Propelled by a favourable external environment and prudent macroeconomic management, the incidence of poverty declined from 63 to 39 per cent between 2002 and 2014. During the same period, extreme poverty declined from 39.5 to 17 per cent.⁸ At the end of the natural resources boom, during which the country grew and poverty declined, the Plurinational State of Bolivia returned to high rates of public spending and growing domestic lending, which maintained the country's high economic growth, even as the prices and volumes of gas exported after 2014 declined. These measures resulted in an increase in national debt and a gradual reduction in the macroeconomic buffers that had accumulated during the boom times. Beginning in 2014, the deterioration of the international context slowed poverty and inequality reduction.⁹ According to the National Institute of Statistics, in 2019 the unemployment rate was 4.8 per cent. However, it is important to note that the most significant labour problem in the Plurinational State of Bolivia is not unemployment, but informality. Fully 60 per cent of workers in urban areas work in the informal sector. Women, indigenous women in particular, are the most represented in the informal sector.

Colombia has a record of prudent macroeconomic and fiscal policy. Despite an economic slowdown, it has maintained its investment rating since 2013. After a deceleration of 1.4 per cent in 2017, economic growth picked up to 3.3 per cent in 2019, powered by strong private consumption and greater investment.¹⁰ In 2017, the growth in employment was just 1 per cent over 2016 rates, or 226,400 new jobs. However, Colombia's job creation is vulnerable in that the jobs created are precarious, which is to say they are unstable, provide little

⁸ World Bank, "Alliance Framework for the Plurinational Bolivarian State for fiscal period 2016–2020", 2015.

⁹ World Bank, "Bolivia: Overview", April 2020.

¹⁰ World Bank, "Colombia: Overview", April 2020.

job security, offer irregular income, and do not provide workers access to social protections and social dialogue. This type of employment has doubled in Colombia in the past 25 years.¹¹

Colombia is immersed in a complex process of political and economic transition and reconciliation related to its long history of violence. With the support of the international community, the country is currently in a process of reconstructing its political and economic infrastructure, while it works through various reform processes. The country is still recovering from decades of armed conflict, a process that began when the Government and FARC signed a peace accord in 2016.

Between 2000 and 2014, **Ecuador** experienced a long stretch of growth and stability, which provided for significant declines in the incidence of poverty and inequality. However, since the end of 2014, the country suffered the effects of a macroeconomic shock, which originated with the decline of international oil prices and sparked an abrupt deceleration of economic growth. Currently, the economy of Ecuador shows signs of recovering. However, this recovery could be tenuous so long as the macroeconomic imbalances that created the shock remain unresolved.¹² The labour market conditions in Ecuador indicate that, even while overall employment (and unemployment) have remained relatively stable, adequate employment has declined since December 2014; underemployment has increased since 2012, particularly in December 2015.¹³ In 2018–19, it declined from 41.1 per cent to 37.9 per cent. During the same period, underemployment grew from 18.3 per cent to 18.7 per cent.¹⁴

So far this century, **Peru's** economy has had two distinct phases of growth. Between 2002 and 2013, Peru stood out as one of the most dynamic countries in Latin America, with an average annual GDP growth of 6.1 per cent. The solid jobs and income growth reduced poverty rates considerably. Poverty rates (based on the percentage of the population that lives on less than US\$5.50 a day) fell from 52.2 per cent in 2005 to 26.1 per cent in 2013. This is to say that some 6.4 million people emerged from poverty during this period. Extreme poverty (those who live on less than US\$3.20 a day) fell from 30.9 per cent to 11.4 per cent in the same period. Between 2014 and 2019, the expansion of the economy decelerated an average of 3.1 per cent per year, largely as a consequence of corrections in the international prices of natural resources. This generated a temporary decline in private investment, lower fiscal income and a slowing of consumption.

The Peruvian labour market in recent years has been characterized by a reduction in salaried workers as a share of the population, and an increase in self-employed workers – the sector known as “independent workers”, which is comprised of lower-skilled labour working in more precarious conditions. In 2007, salaried employees accounted for 46.4 per cent of the economically active population, while “independents” – those who typically work informally – accounted for 36.9 per cent.

In recent years, each of the countries in the Andean region has been affected, albeit to different degrees, by political instability and civil unrest.¹⁵ Sudden changes in government in the region are often accompanied by protests and civil unrest in the form of large-scale street demonstrations, work stoppages, or marches organized by workers or civil society groups. These events can happen suddenly, interrupting daily life and resulting in occasional

11 National School for Organized Labour, “Report on the state of Decent Work in Colombia”, October 2018.

12 Inter-American Development Bank (IDB) and IDB Invest (IDS), “IDS Strategy In Ecuador (2018-2021)”, May 2018.

13 In Ecuador, according to the National Employment, Unemployment and Under Employment, adequate employment refers to people with employment who, during the week in question, had income equal to or higher than the minimum wage, and worked 40 hours or more a week, independent of their desire and availability work additional hours.

14 Pamela Olmedo, *Employment in Ecuador – A view of the situation and perspectives for the current labour market* (Friedrich-Ebert-Stiftung (FES)-Ecuador, 2018).

15 See, for instance, on increasing unrest in South America, the *Washington Post*, “How to make sense of the many protests raging across South America”, 14 November 2019, available at www.washingtonpost.com/world/the_americas/a-government-chased-from-its-capital-a-president-forced-into-exile-a-storm-of-protest-rages-in-south-america/2019/11/14/897f85ba-0651-11ea-9118-25d6bd37dfb1_story.html.

violence and confrontations between protestors and authorities. In October 2019, there were moments of political instability in the Plurinational State of Bolivia,¹⁶ Peru,¹⁷ Ecuador¹⁸ and Colombia that resulted in unrest in these countries.

Labour unrest is frequent and common in all of the countries, and there is ever-growing concern about economic inequality and income disparity.

2.2. Special considerations for the Venezuelan context

The situation in the Bolivarian Republic of Venezuela, specifically the problematic state of the rule of law in the country, constitutes a particular concern for the ILO. In recent years, the political, social and economic transformation in the country has seriously affected the functioning of democracy, limiting ILO programming there.

An in-depth analysis of the Bolivarian Republic of Venezuela is beyond the scope of this evaluation. Given the situation in the country, it received limited attention. In March 2018, during the International Labour Conference, the ILO formed a Commission of Inquiry to examine a complaint from 33 delegates of employers' organizations. In its report, published on 3 October 2019, the Commission made recommendations to the Venezuelan Government, and requested that it respond to these recommendations before September 2020. Given the extraordinary situation, the HLE team performed a desk audit of limited scope, which was complemented with remote interviews with ILO representatives.

2.3 Strategic objectives for the ILO in the Latin America and the Caribbean region

During the time period under evaluation (2016–19), the 2014 Lima Declaration and the 2018 Panama Declaration for the ILO Centenary: The future of work in the Americas have guided ILO programming in the Latin America and the Caribbean region, providing the broadest regional framework for the subsequent development of country documents.

2.3.1 The Lima Declaration (2014)

Despite economic progress in employment, the Lima Conference observed the vast inequalities that persist in the region. It concluded that combating inequality requires "integrated economic and social public policies to promote social inclusion, decent work and productive employment, as well as an enabling environment for sustainable enterprises".

The expectations in terms of policies included 19 points on which the ILO should provide assistance to its constituents in the implementation of firm commitments. These included a broad framework of policies to promote full, decent, productive and freely chosen employment; policies to promote respect for freedom of association and collective bargaining; policies to promote an enabling environment for the creation and development of enterprises; and coherent and comprehensive strategies to facilitate a transition from an informal to a formal economy.

Ten ILO action measures were identified, including the promotion of social dialogue between governments and social interlocutors; the promotion of decent work in various spaces of

¹⁶ See, for instance, on the Plurinational State of Bolivia, CNN, "Bolivia's death toll rises as protests continue", 20 November 2019, available at www.cnn.com/2019/11/20/americas/bolivia-unrest-intl-hnk/index.html.

¹⁷ See, for instance, on Peru, CNN, "Protests in Peru as country is thrown into political uncertainty", 1 October 2019, available at www.cnn.com/2019/10/01/world/peru-protests-vizcarra-congress-intl/index.html.

¹⁸ See, for instance, on Ecuador, Reuters, "Ecuador indigenous groups, workers keep pressure on Moreno", 5 October 2019, available at www.reuters.com/article/us-ecuador-protests/ecuador-indigenous-groups-workers-keep-pressure-on-moreno-idUSKCN1WK0DQ.

regional and subregional integration; and the implementation of DWCP with the participation of social interlocutors, with an emphasis on respect for freedom of association, collective bargaining and the promotion of enabling environments for sustainable enterprises.¹⁹

Governments, workers and employers in the region agreed that these concrete and pragmatic conclusions of the Lima Declaration could serve as the “inspiration for the development of policies” and “as a guide for ILO action”.²⁰

2.3.2 The Panama Declaration for the ILO Centenary: The future of work in the Americas (2018)

The Panama Declaration for the ILO Centenary: The future of work in the Americas, is based on an examination of the future of work in the region, with the goal of creating a better future of work for current and future generations.

The document reflects three important lessons from the region’s recent experience:

- (a) Increased productivity and productive diversification are key to sustained, inclusive and sustainable growth.
- (b) Without fiscal space, which is largely associated with strong and sustainable growth and a reduction in the high levels of public debt, redistributive policies soon reach their limits.
- (c) Structural gaps persist if specific, long-term measures are not adopted to bridge them.²¹

The Panama Declaration urged the ILO to continue in its leadership role, and identified priorities for the ILO and its constituents for the next four years “which should inform policy development”.²²

The Panama Declaration highlighted that it is the responsibility of all actors to ensure greater coherence among policies. It concluded that the dialogue among governments, employers and workers is fundamental to ensuring that these policies are viable and sustainable, and that they respond to the present and future needs in the world of work.

These two regional frameworks have been a reference point for the various ILO offices in the region for determining priorities and creating national documents, taking into account the regional P&B.

In the countries of the Andean region, the multiple regional priorities in these frameworks, together with the P&B outcomes, were grouped into priorities for each country, which were translated into CPOs. These priorities and CPOs have been used as frameworks for the ILO’s Decent Work Programme in the region.

2.4. ILO programming in Andean countries, 2016–19

None of the countries included in this report has a DWCP, which are usually used as the principal vehicles for ILO programming in much of the world. In contrast, the Andean countries have adopted SFs for the 2016–17 biennium and NAPs for the 2018–19 biennium. The priorities contained in the SFs/NAPs are in line with the Lima Declaration and the Panama Declaration for the ILO Centenary: The future of work in the Americas, respectively. Below we include a synopsis of the principal priorities of the SFs/NAPs in each country.

¹⁹ Lima Declaration, 2014, p. 3.

²⁰ Lima Declaration, 2014.

²¹ Panama Declaration, 2018.

²² Panama Declaration, 2018.

2.4.1 Bolivia (Plurinational State of)

Strategic Framework 2016–17

During 2016 and 2017, the ILO's work had three main priorities:

- (a) Productive diversification and support for productive and sustainable enterprises: In which the ILO focused its efforts on dialogue spaces for the design of public policies based on consensus, and supporting research on and proposals for productive development policies with a gender equality focus.
- (h) Constructing equality, decent work and protecting indigenous women in the construction industry: The reduction of inequalities is a stated priority of the Government. The ILO promoted decent work and the protection of indigenous women.
- (c) Strengthening social actors and promoting compliance with international labour standards.

National Action Programme 2018–19

The NAP for the Plurinational State of Bolivia has three priorities:

- (a) The first is to promote development policies for more and better jobs. It is foreseen that this could be achieved by creating an enabling environment for enterprise development and by developing the capacities of businesses and employment opportunities for youth.
- (b) The second priority is to construct equality and strengthen social protections. The ILO will support the protection of workers from unacceptable forms of work, and will also support the expansion of social security coverage.
- (c) The third priority is to strengthen employers' and workers' organizations. The ILO will contribute to strengthening compliance with international labour standards.

2.4.2 Colombia

Strategic Framework 2016–17

During this period, Colombia identified three priorities:

- (a) The first was fighting labour inequality and social protection in the rural economy, through the promotion of decent work in the rural economy as a strategy for constructing peace.
- (b) The second priority was tripartism and compliance with international labour standards and labour laws. The expectation was that this would be achieved through labour inspections, the eradication of child labour, strengthening workers' organizations and collective bargaining, and institutional strengthening of employers' organizations.
- (c) The third priority was developing human capital and productive and sustainable enterprises for more and better jobs. The ILO will support professional training, employability and entrepreneurship for victims of conflict. It will also provide assistance to businesses and organizations in the social solidarity economy.

National Action Programme 2018–19

The NAP for Colombia has four priorities:

- (a) The first is the transition to formal employment and the expansion of social protection. It was expected that this would be achieved through the formalization of micro, small and medium-sized enterprises, the expansion of social security coverage, and creation of a social protection floor.

- (b) The second priority is to promote tripartism, social dialogue and compliance with international labour standards. The ILO will promote labour laws to support freedom of association. Collective bargaining will help promote conflict resolution, and employers will support industry peace and sustainable enterprises.
- (c) The third priority is combatting unacceptable forms of work, and avoiding forced and child labour. Special attention will be given to indigenous and Afro-Colombian populations.
- (d) The fourth priority was developing human capital and productive enterprises for more and better jobs. Attention will focus on making small and medium-sized enterprises (SMEs) more productive, and improving labour conditions, particularly in post-conflict areas.

2.4.3 Ecuador

Strategic Framework 2016–17

For the 2016–17 biennium, the ILO structured its work around two broad courses of action:

- (a) The first was promoting decent work through productive development for more and better jobs, which was pursued through three avenues:
 - (i) The first was support for the Federation of Chambers of Industry of Ecuador. The goal was to provide it with tools to conduct better evaluations of the economic situation of the country, with which it could create public policy proposals for productive development from a business sector perspective, within the framework of the Ecuador Agenda 2030.
 - (ii) The second was productive reactivation of areas affected by the 2016 earthquake (principally the province of Manabi). This was accomplished through the Reactivation of Business and Employment (REMESUN+E) project, which was coordinated with the Ministry of Industry and Labour.
 - (iii) The third avenue was supporting research on productive diversification with the Ministry of Human Talent.
- (b) The second course of action was promoting tripartism and compliance with international labour standards, particularly with regard to the eradication of child and forced labour. The ILO also supported the Ecuadorian union movement in defending freedom of association (by monitoring the dissolution of the National Educators Union of Ecuador 2016) and, in terms of the normative system, by emphasizing freedom of association and social security.

National Action Programme 2018–19

The NAP in Ecuador 2018–19 consists of three priorities:

- (a) The first is promoting decent work through the development of productive policies, especially among rural youth who were affected by the earthquake. Employers' organizations will become strong, independent and representative.
- (b) The second priority is promoting and complying with international labour standards. Constituent capacities would be strengthened, especially with respect to child labour and a stronger labour inspection system.
- (c) The third priority is broader social protection to combat inequality through the extension of the social protection floor, and by supporting formalization in the rural economy.

2.4.4 Peru

Strategic Framework 2016–17

This was focused on supporting four broad priorities:

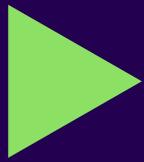
- (a) Promoting productive development policies and programmes for more and better jobs, an issue that is addressed by numerous projects.

- (b) The transition from an informal to a formal economy, which supports the Labour Ministry's strategy for 2017–21.
- (c) Supporting tripartism and compliance with labour legislation and international labour standards, particularly for the prevention and protection from unacceptable forms of work. The priority of youth employment was addressed by the promotion of a bill to create government subsidies for social security in cases in which employers hire unemployed youth or youth coming from the informal sector.
- (d) Combatting inequality at work and strengthening social protections for all. The ILO worked on this issue to strengthen representative and independent employers' and workers' organizations by deepening their knowledge of national legislation and international labour standards. The goal was to help organizations so they could better substantiate their positions and create policy proposals to improve social protections in the country.

National Action Programme 2018–19

The NAP for Peru has four priorities:

- (a) The first is to promote policies and programmes for productive development. It was foreseen to achieve this by creating an enabling environment for decent green jobs, especially for youth and by making SMEs more productive, while also improving labour conditions.
- (b) The second priority is the transition to a formal rural economy by strengthening the tripartite constituents.
- (c) The third priority is to promote tripartism and international labour standards to avoid unacceptable forms of work. Labour inspection systems will be renewed and systems for workers and employers will be strengthened.
- (d) The fourth priority is to combat inequality by expanding the social protection floor.



3

▶ 3. Findings

3.1. Relevance

This section analyses the relevance of ILO programming with regard to constituent needs, international and national development frameworks (including SDGs) and P&B outcomes. At the same time, it analyses constituents' ownership of the SFs/NAPs.

Summary of the principal findings:

- (a) In relation to the needs of the constituents, the ILO's support was seen as being relevant and positive. In general, the interviewed representatives of the Andean country institutions agreed that the ILO was a critical actor in the effort to advance the Decent Work Agenda, and a pillar of support for the promotion of social dialogue.
- (b) Nonetheless, there is general agreement among constituents in the Andean countries that the ILO should undertake greater efforts to define strategies that are more consistent with the reality of the countries, and that the ILO could play a bigger role promoting social dialogue and tripartism.
- (c) Constituents do not feel a sense of ownership of the ILO programming frameworks, because they were not participative and tripartite in manner. They say the ILO actions lacked a strategic connection to each other and to the national context. However, the deployment of these strategies – the CPOs and other ILO interventions – were carried out in close partnership with the constituents. On another note, relationships between the ILO and its constituents tend to be bilateral in nature. They reported that sometimes ILO priorities responded to current demands, and at others they responded to the availability of funding to work on particular issues.
- (d) There is a general opinion among the consulted constituents throughout the region that the ILO should consult more with its national constituents.
- (e) ILO programming in the Andean countries is relevant to national, regional and international development strategies, including the 2030 Agenda for Sustainable Development and its SDGs, and the ILO P&B.
- (f) Lastly, we found that in the Andean countries, the SFs/NAPs lack tripartite governance bodies, which usually exist in other countries that have DWCPs. The coordination and governance of the actions are largely undertaken in a bilateral fashion with the relevant parties or by steering committees.

3.1.1 Constituent needs

Finding 1: In relation to the needs of the constituents, the ILO's support was seen as being relevant and positive. In general, the interviewed representatives of the Andean country institutions agreed that the ILO is a critical actor in the effort to advance the Decent Work Agenda, and a pillar of support for the promotion of social dialogue.

Based on our interviews with representatives of the Ministry of Labour, and employers' and worker's organizations, we conclude that the constituents view ILO support positively, and regard it as being relevant. Table 2 shows that 53 per cent of those interviewed said ILO programming was "very relevant" and 37 per cent said it was "relevant".

► **Table 2. Constituents' views on the relevancy of ILO programming**

How relevant to the needs of your organization/your members or affiliates is ILO programming?					
Not relevant at all	Not very relevant	Somewhat relevant	Relevant	Very relevant	Don't know
0%	1.85%	5.56%	37.04%	53.7%	1.85%

Source: Online survey of national actors.

The interviewed representatives said that the ILO was a critical actor in advancing the Decent Work Agenda and in supporting social dialogue. Those interviewed said that they highly valued the ILO's technical assistance and the other forms of methodological support it had developed.

Sources from the Ministries of Labour particularly valued the ILO's technical support and the provision of resources to support specific national priorities. In the cases of Peru, Ecuador and Colombia, they mentioned the support for child labour interventions and, in the case of Peru, forced labour.

According to one of the interviewees from Peru:

The project on forced labour was of great help to the National Superintendency for Labour Inspections (SUNAFIL), because it helped labour inspectors form specialized groups to work on forced labour. The ILO helped SUNAFIL position itself, helped it ratify normative documents and with the formulation of institutional strategy documents. One cannot underestimate the ILO's participation in SUNAFIL's development during the past six years. Its support and accompaniment have been vital.

In **Colombia**, interviewees valued the support the ILO provided on the issues of labour inspection, monitoring and control, and collective bargaining in the public sector, and the development of an early warning system to prevent labour conflicts, among others.

In **Ecuador**, interviewees cited the support provided for the framework of the post-2016 earthquake economic recovery, for labour inspector competencies to promote compliance with standards, and for improving the information management system, among others.

In the **Plurinational State of Bolivia**, during the first biennium (2016–17) the relationship between the ILO and the Ministry of Labour, Employment and Social Protection (MTEPS) was, according to interviewees, less fluid than might have been desired.

However, according to some interviews, during the second biennium, the ILO developed some joint actions with MTEPS and other government institutions. For instance, since late 2018, the Ministry, in coordination with the ILO, has had a desk in MTEPS, the Ministry of Productive Development, and the Ministry of Education, to address difficulties with the supply of employment, and to better tailor technical training to the demand for labour. In 2019, the Ministry initiated actions to engage international cooperation, and there was a closer relationship with the Vice-Minister of Employment, Civil Service and Cooperatives, which oversees public sector workers.

The new transitional Government has re-established ties with the ILO, which has been providing support to MTEPS with a restructuring of the public employment service, a study on the impact of COVID-19 on employment, an exchange of employment experiences with Colombia, the establishment of private employment agencies, and policies to confront the crisis that originated with the pandemic. Work is underway to establish a labour rights observatory and to address issues related to remote work.

The Ministries of Labour of the four countries underscored the need to continue working with ILO support to generate lasting reforms that transcend changes of administration.

The representatives of employers' organizations believe that ILO actions have been relevant to their needs, and mentioned the close contact they have had with the ILO Bureau for Employers' Activities (ACT/EMP) and DWT/CO-Lima. The employers' organization representatives said that the most relevant elements of ILO support are as follows:

- (a) **Colombia:** The model for the design occupational health management system for micro, small and medium-sized enterprises; technical assistance to improve employers' capacity for collective bargaining and negotiating labour pacts in Colombia; and strengthening capacities to prevent, address, and protect workers from unacceptable forms of work. The businesses that participated in the implementation of the Sustaining Competitive and Responsible Enterprises (SCORE) methodology held it in very high regard.
- (b) **Ecuador:** Employers valued the ILO's technical assistance and its collaboration in joint studies, and they said the tools shared during training sessions were superb. Above all, they valued the technical assistance the ILO provided for the development of the Ecuador 2030 Productive and Sustainable Agenda, and on issues related to dual apprenticeships and on elements related to labour reform in Ecuador.
- (c) **Plurinational State of Bolivia:** Members of the Bolivian Confederation of Private Sector Businesses (CEPB) considered the relationship with the ILO to be positive, and one that has contributed to the institutional consolidation of the CEPB. Said one: "The relationship with the ILO is strong and it is a good one that is well coordinated, principally through ACT/EMP. The ILO allowed us to strengthen our capacity for analysis and for developing proposals for our institution, which has had issues in the past and has since united businesspeople once again."

Workers' organizations reported that ILO support was appreciated but insufficient. Representatives of the unions agree that the cooperation and relationship with the ILO has been historically of vital importance, particularly with regard to labour issues and social security. The workers particularly value the accompaniment of the ILO Bureau for Workers' Activities (ACTRAV) specialists from DWT/CO-Lima.

In the words of a representative of the Bolivian Workers Central (COB):

The ILO's help has been of vital importance to workers. When I arrived at the COB, we knew how to debate and fight, but we lacked planning, and a good foundation. The ILO has helped with that. Our original project lacked legal weight; the ILO helped us with it and it is now better supported. With the ILO support, we have accomplished our proposals 100 per cent.

Some of the issues with which unions are demanding more support are strengthening workers' organizations and defending freedom of association, monitoring the Government's response to ILO recommendations, and labour law reform. The unions are asking the ILO to do more to strengthen the processes and spaces for social dialogue.

Finding 2: Nonetheless, there is general agreement among constituents in the Andean countries that the ILO should undertake greater efforts to define strategies that are more consistent with the reality of the countries, and that the ILO could play a bigger role promoting social dialogue and tripartism.

While the constituents in the Andean countries agree on the importance of social dialogue and tripartism, they also tend to agree that in the Andean countries these processes are weak and ineffective. Numerous constituents we interviewed recognized that the countries have had a series of political difficulties when it comes to dialogue and tripartism, and agree that the ILO could play a bigger role in promoting both.

3.1.2 Constituent ownership of SFs/NAPs

Finding 3: The national constituents do not feel a sense of ownership of the ILO programming frameworks. However, this sense of ownership does exist in the operational

context, which is to say in the deployment of the CPOs and various ILO interventions. These interventions are based, generally speaking, on bilateral coordination with each of the concerned tripartite actors.

Finding 4: The ILO constituents agree that the ILO should make a greater effort to define strategies that are more consistent with the reality of the countries, make greater efforts to accompany the creation or strengthening of tripartite spaces, and hold more consultations with national constituents.

One of the questions in the evaluation referred to the degree to which the tripartite constituents feel ownership of the SFs/NAPs. The qualitative information collected through interviews with representatives of the Ministries of Labour, and employers’ and workers’ organizations in each of the countries, reveals they lack knowledge about the SFs for 2016–17 and the NAP 2017–19.

In the Plurinational State of Bolivia, Colombia, Ecuador and Peru, the qualitative information collected through interviews with representatives of the tripartite constituents demonstrates a lack of knowledge about these programming frameworks. As a result, we cannot speak of a broad sense of ownership among them.

According to the majority of interviews, this responds largely to the fact that these frameworks were not created in a tripartite manner in the countries of the region and that the ILO’s actions are not strategically linked with each other or to constituent priorities. Numerous sources we consulted said that the ILO interventions were developed through bilateral coordination with each of the tripartite actors. At times, they said, they responded to the demands of the moment and at others to the availability of funds to work on particular issues. In general, the interviews confirmed that constituents want ILO strategies that are rooted in the reality of the countries enabling the ILO to provide more concrete and technical assistance that will have an impact on social actors and the government.

Along these lines, a representative of the Ministry of Labour in Peru said:

One topic that didn’t work was Green Jobs. It is an issue that doesn’t resonate much in the country because there are other priorities: informality, the precariousness of employment, strengthening labour audits. Given our level of development, it is not a priority on our agenda.

The Minister of Labour in Ecuador said:

The Labour Department in the United States has provided resources and allowed for the physical presence of the ILO in Ecuador. Now there are no resources for child labour, and Ecuador is not on the map. This happens with all the other topics.

If we look at the results of the survey among constituents, we see that nearly 65 per cent of those interviewed said they felt a high level of ownership of ILO programming frameworks. However, there are 35 per cent of respondents, fully a third, who show either a moderate level of ownership (20.37 per cent) or less (11.11 per cent), or who don’t know (3.7 per cent).

► **Table 3. Constituents’ views on the extent to which tripartite constituents feel ownership of NAPs**

Constituents: To what extent do the tripartite constituents feel ownership of the NAP?					
To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don’t know
1.85%	9.26%	20.37%	42.59%	22.22%	3.70%

Source: Online survey of national actors.

Asked the same questions, the ILO personnel are a little less optimistic. Fully 44 per cent said that the level of ownership is satisfactory (to a large or very large extent). However, 33 per cent gave a rating of moderate or less.

► **Table 4. ILO personnel’s views on the extent to which tripartite constituents feel ownership of NAPs**

ILO personnel: To what extent do the tripartite constituents feel ownership of the NAP?					
To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don’t know
3.70%	7.41%	22.22%	25.93%	18.52%	22.22%

Source: Online survey of ILO personnel.

This data contrasts, to a certain extent, with the qualitative information collected in the interviews. The differences can be explained by the fact that, while constituents lack knowledge of the ILO frameworks, the CPOs and other on-the-ground interventions are executed in close partnership with the constituents, even if the relationships between the ILO and the constituents tend to be bilateral in nature.

In the words of a union representative in Peru:

The Lima office is guided by the Country Office for the Andean Countries, which responds to the Regional Office and that to Geneva. We need greater technical assistance but in general everything that it does is within the strategic plans and the worker perspective, even if they don’t satisfy all of our demands. The ILO has always asked us for information to formulate frameworks, they provide the general and we ground it in the specific – for example, the freedom of association campaigns.

According to a representative of the CEPB in the Plurinational State of Bolivia:

The relationship with the ILO is strong and good. It is fairly well coordinated, principally through ACT/EMP. The ILO has enabled us to strengthen our capacity for analysis in order to formulate proposals for our institution, which previously had issues and has since united businesspeople once again.

Despite a certain expected level of criticism, there is an adequate degree of ownership of the ILO actions by the Ministry of Labour. The interviews with representatives of employers’ organizations confirm that these organizations feel ownership of the ILO support. Workers’ organizations feel that the ILO support has been well suited to their own institutional priorities.

However, constituents across the Andes said that the ILO should make a greater effort to create more tripartite spaces and higher levels of consultation among national constituents. As a representative of the Ministry of Labour in Colombia said: “Beyond coming to tell us that they are developing this or that, if it isn’t being done with our resources, we don’t find out about it.”

3.1.3 National and global frameworks for development

Finding 5: ILO programming in the Andean countries is relevant to the national, regional and international development strategies (including the 2030 Agenda for Sustainable Development and its SDGs, and the P&B outcomes).

(a) National frameworks for development

To assess the relevance of ILO programming, the ILO evaluators analysed the ILO's priorities and actions in light of the relevant national decent work policies. In each of the countries, the framework for programming and the ILO actions were aligned with the country's development priorities and its national policy frameworks, principally those found in their national development plans. Table 5 shows the most relevant examples for each country.

▶ **Table 5. Alignment with development priorities and national policy frameworks**

Alignment with development priorities and national policy frameworks	
Bolivia (Plurinational State of)	<ul style="list-style-type: none"> ▶ National Plan for Social and Economic Development (PDES) 2016–20 ▶ Patriotic Agenda 2025
Colombia	<ul style="list-style-type: none"> ▶ Peace Accords (2016) ▶ National Development Plan (2014–18), which references the development of a national decent work plan ▶ National Plan to Eradicate Child Labour and Protect Adolescent Workers (2017–2027)
Ecuador	<ul style="list-style-type: none"> ▶ National Development Plan 2017–21, “An Entire Life”
Peru	<ul style="list-style-type: none"> ▶ Bicentennial Plan for 2021

(b) Regional and global frameworks

Based on a document analysis, we found that ILO actions during this biennium are also aligned with the principal regional and global frameworks: the 2004 Lima Declaration; the 2018 Panama Declaration for the ILO Centenary: The future of work in the Americas; the respective UNSDCF in the case of Colombia and Peru for 2018–19; and the 2030 Agenda for Sustainable Development and its SDGs.

▶ **Table 6. Alignment with regional frameworks, UNDAF and SDGs**

Countries	Regional frameworks	UNDAF	SDGs ²³
Bolivia (Plurinational State of)	<ul style="list-style-type: none"> ▶ Lima Declaration adopted during the 18th American Regional Meeting in Lima, Peru, 26 October 2014. ▶ Panama Declaration for the ILO Centenary: The future of work in the Americas, adopted at the 19th American Regional Meeting in Panama City, Panama, 2–5 October 2018. 	UNDAF 2013–17	1, 2, 3, 4, 5, 8, 9, 10, 16
		UNDAF 2018–22	
Colombia		UNDAF 2015–19 UNSDCF (2020–23) National Political, Economic, and Social Council SDG (No. 3918)	1, 3, 4, 5, 8, 9, 10, 16, 17
Ecuador		UNDAF 2015–18 UNDAF 2019–22	1, 3, 4, 5, 8, 9, 10, 16, 17
Peru		UNDAF 2012–16 UNSDCF 2017–21	1, 3, 4, 5, 8, 10, 16

Source: The authors' document analysis.

²³ 1. No poverty; 3. Good health and well-being; 4. Quality education; 5. Gender equality; 8. Decent work and economic growth; 9. Industry, innovation and infrastructure; 10. Reduced inequalities; 16. Peace, justice and strong institutions; 17. Partnerships for the Goals.

The programming frameworks in the four countries during both biennia include explicit mentions of alignment with ILO actions regarding the SDGs.

It is important to point out the efforts of DWT/CO-Lima in systematizing the alignment of country priorities with national and international frameworks. It published two overviews (one for 2016–17 and another for 2018–19) where it analysed, in summary form, the multiple connections between each of the SDGs and the different frameworks. For 2016–17, these frameworks included the SDGs, the Lima Declaration, and National Development 2014–18. For the following biennium (2018–19), the overview was expanded to also include additional frameworks, such as the Panama Declaration and employers' and workers' organization plans.

Table 7 shows the results of these panoramic matrixes on the alignment of ILO programming in the Plurinational State of Bolivia, Ecuador, Colombia and Peru with national and international frameworks.

► **Table 7. Synthesis of panoramic matrixes for two biennia***

Frameworks	2016–17	2018–19
SDGs	x	x
Lima Declaration	x	
Panama Declaration		x
National development plan	x	x
UNDAF-cooperation framework	x	x
Employers' organization plans		x
Worker's organization plans		x

* Colombia and Peru for the 2018–19 biennium, compiled by the author. Based on Panorama matrixes from the CO-Lima.

(c) ILO Programme and Budget

Tables 8, 9, 10 and 11 were compiled from a document review at the CO-Lima for the Andean countries for the two biennia, and they show the connections between the ILO's outcomes area (P&B) and the CPOs for the individual countries.

► **Table 8. Plurinational State of Bolivia: Alignment of the SF/NAP/CPOs with P&B outcomes**

P&B	2016–17	2018–19
Outcome 1. More and better jobs for inclusive growth and improved youth prospects		x
Outcome 4. Promoting sustainable enterprises	x	x
Outcome 5. Decent work in the rural economy	x	x
Outcome 8. Protection of workers from unacceptable forms of work	x	x
Outcome 10. Strong and representative employers' and workers' organizations	x	x

▶ **Table 9. Colombia: Alignment of the SF/NAP/CPOs with P&B outcomes**

P&B outcomes	2016-17	2018-19
Outcome 1. More and better jobs for inclusive growth and improved youth prospects	x	x
Outcome 2. Ratification and application of international labour standards	x	x
Outcome 3. Creating and extending the social protection floor	x	x
Outcome 4. Promoting sustainable enterprises	x	x
Outcome 5. Decent work in the rural economy	x	x
Outcome 6. Formalization of the informal economy	x	x
Outcome 7. Promoting compliance with workplace standards through inspection	x	x
Outcome 8. Protection of workers from unacceptable forms of work	x	x
Outcome 10. Strong and representative employers' and workers' organizations	x	x

▶ **Table 10. Ecuador: Alignment of the SF/NAP/CPOs with P&B outcomes**

P&B outcomes	2016-17	2018-19
Outcome 1. More and better jobs for inclusive growth and improved youth prospects	x	
Outcome 3. Creating and extending the social protection floor		x
Outcome 4. Promoting sustainable enterprises		x
Outcome 5. Decent work in the rural economy	x	x
Outcome 6. Formalization of the informal economy	x	
Outcome 7. Promoting compliance with workplace standards through inspection	x	x
Outcome 10. Strong and representative employers' and workers' organizations	x	x

▶ **Table 11. Peru: Alignment of the SF/NAP/CPOs with P&B outcomes**

P&B outcomes	2016-17	2018-19
Outcome 1. More and better jobs for inclusive growth and improved youth prospects	x	x
Outcome 2. Ratification and application of international labour standards	x	x
Outcome 3. Creating and extending the social protection floor	x	x
Outcome 4. Promoting sustainable enterprises	x	x
Outcome 5. Decent work in the rural economy		x
Outcome 6. Formalization of the informal economy	x	x
Outcome 7. Promoting compliance with workplace standards through inspection	x	x
Outcome 8. Protection of workers from unacceptable forms of work	x	x
Outcome 9. Promoting fair and effective policies for labour migration		x
Outcome 10. Strong and representative employers' and workers' organizations	x	x

The document review demonstrated a connection between ILO programming frameworks in all four countries with the P&B for each biennium, as well as with the pillars of the ILO Decent Work Agenda: 1. job and enterprise creation, 2. fundamental principles and rights at work, 3. social protection, and 4. social dialogue and tripartism. In the ILO programming for 2018–19, reference is made to the seven principal ILO initiatives within the framework of the ILO centenary.²⁴

(d) A quick comparison of the four countries

Table 12 combines information from above. A quick comparison makes it evident that the following outcome areas are the most common in the four Andean countries:

- (a) **Outcome 1:** More and better jobs for inclusive growth and improved youth prospects;
- (b) **Outcome 4:** Promoting sustainable enterprises;
- (c) **Outcome 5:** Decent work in the rural economy;
- (d) **Outcome 8:** Protection of workers from unacceptable forms of work; and
- (e) **Outcome 10:** Strong and representative employers' and workers' organizations.

Outcome 3 (Creating and extending the social protection floor) has a relative importance. It was present during both biennia in Ecuador, Colombia and Peru, but absent from programming in the Plurinational State of Bolivia.

Less common in the region are the following:

- (a) **Outcome 2:** Ratification and application of international labour standards; and
- (b) **Outcome 7:** Promoting compliance with workplace standards through inspection.

► **Table 12. Alignment of the SF/NAP/CPOs with P&B outcomes in the four Andean countries**

Country	Bolivia (Plurinational State of)		Colombia		Ecuador		Peru		Total
	2016–17	2018–19	2016–17	2018–19	2016–17	2018–19	2016–17	2018–19	
P&B outcomes									
1. More and better jobs for inclusive growth and improved youth prospects		X	X	X	X		X	X	6
2. Ratification and application of international labour standards			X	X			X	X	4
3. Creating and extending the social protection floor			X	X	X	X	X	X	6
4. Promoting sustainable enterprises	X	X	X	X		X	X	X	7
5. Decent work in the rural economy	X	X	X	X	X	X		X	7
6. Formalization of the rural economy			X	X			X	X	4
7. Promoting compliance with workplace standards through inspection			X	X	X		X	X	5
8. Protecting workers from unacceptable forms of work	X	X	X	X	X	X	X	X	8
9. Promoting fair and effective labour migration policies								X	1
10. Strong and representative employers' and workers' organizations	X	X	X	X	X	X	X	X	8
Total	4	5	9	9	6	5	8	10	

Compiled by the evaluation team based on information from the ILO Development Cooperation Dashboard.

²⁴ These are: poverty, green jobs, the future of work, standards, enterprises, governance and women at work.

Outcome 9 (Promoting fair and effective labour migration) has not been, with the exception of Peru in the 2018–19 biennium, an explicit outcome area in any of the Andean countries in the past four years, despite the context of regional labour migration.

The regional debate on migration is closely related to Venezuelan migration. Within international development and cooperation agencies, the debate over migration began to take form for the first time in 2017, according to information that the evaluation team collected. In the Panama meeting in 2018, a regional conversation on migration was incorporated into the ILO agenda, which later led to the initial design of ad hoc cooperation projects in 2019. More recently, these projects have begun to receive funding, principally in the second semester of 2019 and early 2020. The Panama Declaration for the ILO Centenary: The future of work in the Americas calls on the ILO to take a leadership role with regard to labour migration within the framework of the UN system, including in the application of elements related to labour in the Global Compact for Safe, Orderly and Regular Migration. However, this does not fall within the scope of this evaluation.

3.1.4 Governance

Finding 6: In the Andean countries, there is not a tripartite governance body for the SFs/NAPs, as is common in countries with DWCPs. The coordination and governance of the actions are largely conducted in a bilateral manner with the participating institutions or through project steering committees.

In the Andean countries, there is no tripartite governance body for the SFs and NAPs, as is common in countries with DWCPs. According to documents consulted and statements from many of the interviewees, social dialogue, which is a fundamental component in the DWCPs in other regions and countries of the world, has not led to the development of country programmes in the subregion that are based on tripartism and social dialogue. At the same time, the dialogue spaces – national committees – are generally weak.

In this context, the ILO programming was based largely on bilateral consultations with constituents. In this sense, not only the implementation but also the coordination and governance of the actions were carried out in a bilateral manner with the concerned institutions or, in the case of technical cooperation projects, through their steering committees.

The **Plurinational State of Bolivia** does not have a tradition of promoting tripartite social dialogue. The long period of military government established a precedent of government interference in the tripartite labour relations. From 1986 to the early 2000s, some workers' organizations considered tripartism to be a mechanism that governments and employers used to avoid implementing labour laws. Employers have also mistrusted the concept, believing governments, depending on the make-up of political coalitions, could use this space to impose greater social burdens on employers. For these reasons, there is no mechanism or entity for institutionalized dialogue that allows the three constituents to come together, or for any governance of labour issues to be based on a consensual agenda.

In **Ecuador**, social dialogue is extremely complex. In addition, interviewees said, the National Council for Labour and Salaries, a tripartite consultative and technical body within the Ministry of Labour, is incapable of assuming its responsibility to promote social dialogue on work and employment policies. According to interview subjects, its function is limited to setting salaries once a year at year's end, and it does so in a unilateral manner without tripartite agreements.

In **Colombia**, the National System for Social Dialogue has its greatest representative within the National Committee for Salary and Labour Policy Pacts. It is within this committee that a governance body for a potential DWCP should be located. However, according to our interviews and secondary sources, the committee has demonstrated a lack of effectiveness in negotiating an increase in the minimum wage and negotiating agreements on labour policies and proposed legislation. In addition, it has demonstrated a few weak points: the precarious

operation of almost all of its departmental level negotiating subcommittees, its imposition of labour policies with without consultation or prior discussion in the committee, and in regard to fulfilling ILO recommendations.²⁵ The Tripartite Subcommittee for International Affairs is the subcommittee responsible for monitoring the ILO's technical cooperation.

In March 2018, the Ministry of Labour and Promotion of Employment (MTPE) in Peru signed an agreement with the ILO to create policies that promote decent work in Peru. According to the Director of CO-Lima, the expectation is that this collaboration would be the foundation for a Decent Work Programme, in which it would be possible to work using tripartite dialogue with the social partners. The plan includes a provision for ILO technical assistance for socio-labour dialogue within the Nation Council on Labour and Employment Promotion (CNTPE), and strengthening social actors' capacities for negotiation techniques, dialogue tools, alternative conflict resolution mechanisms and soft skills. The ILO and MTPE agreed to collaborate on issues related to fundamental principles and rights, occupational health and safety, gender equality, vulnerable worker populations, inspection and labour formalization. They are planning activities including information generation, exchanges of experiences and best practices, studies and joint projects, and strengthening capacities. In 2019, the ILO and MTPE signed the work plan that will implement the inter-institutional cooperation agreement between the MTPE and the ILO to promote decent work. It includes nine intervention areas, including social security.

3.2. Coherence and validity of design

This section of the evaluation examines whether RBM principles were applied. It also analyses the coherence and validity of the design. The evaluation focused on the following key aspects: the logic and coherence of the analysed action plans, their evaluability, and the existing mechanisms for evaluations and monitoring.

Summary of the key findings:

- (a) RBM principles were not strictly applied in the ILO's programming. As a result, the ILO programming frameworks cannot be used as tools for planning, management, or monitoring and evaluation (M&E).
- (b) That said, the technical cooperation that the ILO provides through both its Extrabudgetary Technical Cooperation (XBTC) and RBSA projects has clear strategies and goals that are defined by high levels of feasibility and are well adjusted to the RBM system.
- (c) Within a context that is unfavourable for social dialogue and tripartism, the ILO undertook programming based on priorities and interventions that are feasible to implement and based on consultations with constituents, most of which were bilateral. The process of defining these priorities and the CPOs was by means of a desk review, and was made with a top-down focus in Lima. It included elements that would be feasible to execute in the countries of the subregion. That said, the operationalization of the CPOs and interventions was based on consultation, albeit bilateral, with constituents.
- (d) Interviews revealed a generalized opinion that the development of a medium-range, strategic programming framework (not necessarily in the format of a DWCP) that is based on the participation of national and other relevant actors and that is based on RBM principles would provide greater coherence to the ILO's programming, and increase its relevance and constituent ownership of it.
- (e) The evaluation found that the necessary elements for evaluability of the SFs and NAPs (robust formulation, human and financial resources, systematic processes and plans for M&E) are currently absent in the DWT/CO-Lima management model, and in the project offices of the four countries.

²⁵ National Union School, *Colombia is behind on decent work and the social protection of the elderly*, 2018.

3.2.1 Application of RBM

Finding 7: RBM principles were not strictly applied to ILO programming, so these frameworks cannot be used as tools for planning, management, or M&E.

The ILO defines RBM as a management system that guides organizational processes, resources, products and services towards the achievement of measurable outcomes.²⁶ The RBM system involves creating a logical sequence of cause-and-effect events, including activities, products, outcomes and objectives; identifying assumptions to prove the logic of the causal relationships; and determining indicators and verification measures to measure the results. These components are organized in a matrix called the Logical Framework or Results Framework.

The ILO programming documents for the Plurinational State of Bolivia, Colombia, Ecuador and Peru (SFs 2016–17 and NAPs 2018–19) briefly present some indicators for context and a summary of the priorities and lines of intervention for the ILO in each country. The documents don't include a detailed analysis of the context, hypothesis or risk factors. They don't include explicit prior experiences based on results of any thematic, sectoral or specialized evaluations or studies. Nor do they include an analysis of alternatives or a theory of change that justifies the priorities that were selected. At the same time, they do not include logic or outcome frameworks that illustrate the internal logic (objectives, outcomes, activities and hypothesis) or outcome indicators. They have not developed sustainability or exit strategies, or frameworks for monitoring and evaluation. According to DWT/CO–Lima, they made efforts to include sustainability as a consideration for the projects. In addition, they also held a planning workshop on these issues during the last session.

As a result, we conclude that RBM principles were not strictly applied and the programming frameworks cannot be used as tools for planning, management, or monitoring and evaluation. There are significant limitations for accountability – with regard to the extent that these interventions generated demonstrable outcomes – or for ascertaining the ILO's contribution to any achievements.

It is noteworthy that 47.8 per cent of the ILO personnel who answered the online survey said that they believed the RBM was applied to a large extent, and 13.4 per cent said it was applied to a very large extent.

► **Table 13. ILO personnel views on the extent to which RBM methods are applied in ILO programming and action plans in the Andean countries**

To what extent are RBM methods applied in ILO programming and action plans in the Andean countries?					
To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
4.35%	0%	29.09%	47.83%	13.04%	8.70%

Source: Online survey of ILO personnel.

The evaluators' conclusions about the SFs and NAPs contradict the perspective of the majority of those surveyed.

It is clear, however, as an evaluation of implementation models for ILO technical assistance found, that in general the technical cooperation that the ILO provides through its XBTC proj-

²⁶ ILO, *Results-Based Management in the ILO. A Guidebook*, 2011.

ects and RBSA projects includes clear strategies and defined objectives, with high degrees of feasibility that are well suited to the ILO's RBM system.²⁷

Finding 8: In general, the technical cooperation that the ILO provides through its XBTC and RBSA projects includes clear strategies, with defined objectives and high degrees of feasibility that are well suited to the ILO's RBM system.

The evidence found in the evaluations and project documents concur, although with some variations, that the projects have been logical, have included the necessary and sufficient activities to accomplish the products, and these have been adequately connected to the achievement of the goals.

3.2.2 Logic and coherence of the analysed SF/NAP

Finding 9: In an unfavourable context for social dialogue and tripartism, the ILO carried out programming based on priorities and interventions that were based on consultation (largely bilateral) with the constituents and that were feasible to implement. The determination of these priorities and the CPOs was undertaken in a top-down fashion, “without leaving the office” in Lima. They were focused on elements whose execution was viable in the countries of the subregion. However, the operationalization of these CPOs and interventions was based on consultation with the constituents (largely bilateral).

The DWCPs are instruments that the ILO promotes and that are focused on the priorities of decent work and established in a tripartite manner by governments, and employers' and workers' organizations. They guide ILO assistance to support the constituents' ability to achieve the agreed-upon objectives that are found in the DWCP.²⁸

According to the ILO, DWCPs include integrated and balanced strategies based on strong diagnostics to achieve the strategic objectives of the ILO, which the national tripartite constituents identified while taking into consideration the specific context of each country and its challenges.²⁹ Their successful implementation depends on having national allies and a funding plan.

The DWCPs should be tools that position decent work at the centre of the 2030 Agenda for Sustainable Development and provide guidance to support the objectives of the 2030 Agenda, including its integration into a new generation of UN cooperation frameworks in the countries.

The Latin America and the Caribbean region has one of the lowest numbers of DWCPs. Of the 24 countries covered by the Regional Office, Subregional Office and national offices, only 7 are implementing or have concluded DWCPs. At the time of the evaluation, there are DWCPs in Guyana, Haiti and Suriname, and tripartite memoranda of understanding signed in Costa Rica and Mexico. This makes Latin America and the Caribbean the region with the lowest percentage of countries with DWCPs.³⁰

As stated above, the ILO defined SFs as the general programming frameworks for 2016–17 and NAPs for 2018–19 in the Plurinational State of Bolivia, Colombia, Ecuador and Peru. These

²⁷ ILO Regional Office for Latin America and the Caribbean, *Independent Regional Evaluation on the implementation models for ILO RBSA funded technical assistance*, 2017.

²⁸ ILO Regional Office for Latin America and the Caribbean, *Independent Regional Evaluation on the implementation models for ILO RBSA funded technical assistance*, 2017.

²⁹ ILO, *Decent Work Country Programme: a practical guide*, version 4, Geneva.

³⁰ ILO Regional Office for Latin America and the Caribbean, *Independent Regional Evaluation on the implementation models for ILO RBSA funded technical assistance*, 2017.

documents briefly present indicators for context and a summary of the lines of intervention for the countries.

According to the statements from ILO staff, in a context that is unfavourable to social dialogue, the ILO conducted opportunistic programming, based on priorities and interventions that could eventually be feasibly implemented.

Information collected indicates that the priorities, categories of intervention and the CPOs had a top-down focus and were defined “without leaving the office” in Lima and were based on the ILO staff’s regional and national experience. This is to say they did not consult constituents and focused on issues that could be feasibly executed. However, the interviews revealed that, when it comes to the operationalization – on-the-ground deployment – of the CPOs and the interventions, they were undertaken in (largely bilateral) consultation with the constituents.

As table 14 shows, 61 per cent of the interviewed ILO representatives believe that a programming framework like the DWCP would increase the relevance of the ILO’s programming on decent work.

► **Table 14. ILO representatives on whether a programming framework like the DWCP would increase the relevance of the ILO’s programming on decent work**

Would the execution of the strategy’s actions over the course of four years make the ILO’s decent work programming more relevant?					
Not at all likely	Unlikely	Neither likely nor unlikely	Likely	Very likely	Don’t know
0%	11.54%	11.54%	26.92%	3.62%	15.38%

Source: Online survey with ILO personnel.

According to many sources, the current short-term (two-year) planning cycle and the lack of assured financing result in a failure to identify medium- and long-term outcomes.

The problems related to decent work in the absence of a DWCP have been addressed with good will and effort. However, it has not gotten us where we want to go. We have to recognize that the offices need cooperation projects that at times are not strictly in line with the priorities of the ILO in the country (project office).

Some of the interviewees contend that the current programming doesn’t provide a framework to promote fundraising for certain priorities; rather – as one ILO representative said – it is a heterogenous list of topics which end up fitting, or not, the support of one donor/partner or another. To the extent that the list of subtopics within the programming framework is long, normally funds/partners are secured for specific outcomes, but not necessarily for all those related to the ILO’s normative mandate of social dialogue. RBSA funds are usually used to compensate for these unfunded elements.

Nevertheless, we heard in our interviews that, during the last year, the Andean office has put significant effort into changing this situation, in order to have a more comprehensive perspective and goals that are better articulated. There is agreement among the ILO personnel we consulted that it has become necessary to keep advancing programming frameworks that are more fully developed, integrated and coherent.

According to the draft of an internal document from the Regional Office, “the DWCPs are programming documents that guide ILO actions ... in the direction of the tripartite priorities

and as a means for aligning cooperation".³¹ The presence of a DWCP makes it easier to identify and align the constituent demands and frame them within a tripartite consensus that affords them a stronger foundation. In countries with social dialogue challenges, the DWCPs are an opportunity to unite constituents to define and negotiate tripartite priorities for decent work that are influential. The ILO must be attentive and prepared to take advantage of these opportunities, and mobilize and support the constituents.

In the words of a representative of one of the ILO project offices:

It would be useful for all of us to have an instrument that clearly guides us, that sets priorities, but for within the office. It is important to develop a programming framework that can be expressed in a simple manner, and that everyone understands and that can be easily communicated.

There is an agreement among the ILO sources and among many of the constituent representatives that it has become necessary to make programming frameworks that are more developed, integrated and coherent.

According to data from the survey (see table 15), there is no clear trend in opinions among ILO personnel as to whether DWCPs would be more relevant, effective, coherent, efficient, sustainable and outcome-based than the current programming model. (The distribution of percentages by category is fragmented.)

► **Table 15. ILO personnel on whether NAPs are more relevant, effective, coherent, efficient, outcome-based and sustainable than the DWCPs**

Are the NAPs more relevant, effective, coherent, efficient, outcome-based and sustainable than the DWCPs?						
	To a very small degree	To a small degree	To a moderate degree	To a large degree	To a very large degree	Don't know
Relevant	4.35%	4.35%	26.09%	21.74%	8.70%	34.78%
Coherent	4.35%	4.35%	29.09%	26.09%	4.35%	34.78%
Effective	4.35%	0%	34.78%	21.74%	4.35%	34.78%
Efficient	4.35%	0%	34.78%	21.74%	4.35%	34.78%
Outcome-based	4.35%	4.35%	26.09%	17.39%	13.04%	34.78%
Sustainable	4.35%	8.70%	30.43%	13.04%	8.70%	34.78%

Source: Online survey of ILO personnel.

Finding 10: We found that there is a generalized opinion that the development of a medium-term SF for programming (not necessarily a DWCP) that is based on the participation of national constituents and other relevant actors, and is guided by RBM principals, would provide greater coherence to ILO programming and increase its relevance and constituent ownership of it.

³¹ Study on characteristics, restrictions and opportunities of XBDC projects, December 2019.

3.2.3 Evaluability of the SF/NAP

Finding 11: The elements necessary for making the SFs and NAPs more evaluable – such as robust formulations, human and financial resources, and systematic plans and processes for monitoring and evaluation – are absent in the DWT/CO–Lima management model and in the project offices in their respective countries.

Assessing the evaluability of the SFs and NAPs includes an appraisal of many elements, including a context analysis, the justification for the established priorities, the logic/outcomes framework, and the theory of change. However, these elements are absent in the programming frameworks examined in this evaluation.

The evaluability of the SFs and NAPs is also challenged by the absence of monitoring and evaluation (M&E) plans. M&E plans generally include outcomes and achievement indicators; baseline values; proposed objectives; means of verification; and the sources of data, mechanisms and responsibilities for collecting them. An M&E plan defines the purpose, type and frequency of the planned evaluations and their relationship to the monitoring process. However, this is not the case with SFs and NAPs.

Many interviewees said, and the evaluators noted, that the deficiencies in the formulation of the planning documents and the lack of adequate plans and tools for M&E constitute a significant weakness because they make it harder to assess the intervention's effectiveness, efficiency and impact. They have a negative effect on project management, and M&E. Improving the M&E tools and processes has the potential to contribute to greater accountability, and to generate institutional knowledge and inform the ILO as to which strategies work best to address the labour challenges in the subregion.

The scarce human and financial resources available to both DWT/CO–Lima and the project offices make it harder to have robust structures that allow systematic M&E of the ILO interventions.

According to statements from ILO sources, monitoring is undertaken based on the type of funding. In addition, project monitoring is focused on products and activities rather than processes and concrete outcomes. It is unclear how a series of fragmented initiatives and activities contribute to an SF or NAP outcome or the CPOs.

Interviews also revealed that, depending on the donor/development partner, some of the cooperation projects have better monitoring systems than others, particularly those focused on certain issues, such as child labour and forced labour. This is not the case with projects associated with the ILO's regulatory roles or social dialogue.

According to the interviews we conducted, the decision to use RBSA funds is based on institutional policy criteria, and as a way to complement elements not covered by technical cooperation or to attend to timely requests from workers and employers. As a result, the M&E of these interventions doesn't happen in a systematic way within a predetermined, specific framework. Despite all this, it is important to note that, in the previous biennium, the region undertook an Independent Regional Evaluation on Models of Implementation of ILO Technical Assistance, which was financed by RBSA funds. The present evaluation makes mention of numerous findings of that evaluation in the following sections.

Some ILO personnel said that the biennial exercise of evaluation/programming is a process that is more administrative than technical. The absence of certain tools and insufficient human resources for effective M&E means that they are far less consistent in practice than they appear to be on paper.³² Some ILO functionaries were of the opinion that, beyond knowing

³² The Country Office for Andean Countries has only two people in charge of programming and monitoring for the entire region, and the ILO teams in each country lack monitoring specialists, who are found only in certain programmes, such as those financed by the United States Department of Labor, as per the donors' request.

how many people participated in an activity or completed a course, it is difficult to provide evidence of the outcomes or impact of the programme's actions.

The only tool for monitoring ILO assistance is the Implementation Report. This report is written biennially and provides an overview of the contribution to the P&B of all ILO cooperation in the country in its entirety (including XBTC and RBTC), and is structured according to the CPOs. Because of their nature, the Implementation Reports do not provide as much detail as the progress reports provide.³³

According to the above-mentioned evaluation, we found that XBTC projects are the technical assistance modalities that have the most comprehensive M&E with RBM guidelines. These include technical progress reports with at least one yearly report, and intermediate and/or final evaluations as per the ILO evaluation policy guidelines. Despite differences among the projects, these systems in general function well, even if the accountability is principally oriented for the donors and internally for the ILO. In a few cases, there have been tripartite monitoring entities, but the tendency is that participation is restricted to the constituent beneficiaries of the cooperation.

In conclusion, the evaluators found that the necessary elements for evaluability of the SFs and NAPs are currently absent in the management models of DWT/CO-Lima and the project offices in their respective countries.

3.3 Strategic adjustment to the United Nations system reform

This section of the evaluation examines the manner in which the ILO's Decent Work Agenda is incorporated within the UNSDCF. It also examines the lessons learned from the ILO's position within the framework, including how effectively it fulfils its mandate under the new framework.

Summary of the principal findings:

- (a) The ILO was successful in securing the inclusion of some themes related to the Decent Work Agenda in UNDAF in the Plurinational State of Bolivia (2013–17), Ecuador (2019–22), Colombia (2015–19) and Peru (2012–16). Some of these elements were included in the UNSDCF in Colombia (2020–23); UNSDCF-Peru (2017–21); and the UN Complementary Framework, Living Well in the Plurinational State of Bolivia (2018–22).
- (b) It is expected that the UN development system reform will have important repercussions on ILO activities. The UNSDCF presents an opportunity to integrate the ILO's cross-cutting issues in the work of other UN agencies. Still, DWT/CO-Lima has not yet faced some important challenges that affect the execution of the ILO mandate, the fulfilment of its mandate and the effectiveness of its results. The challenges include: competition among agencies; the ILO's relatively limited financial resources and its higher administrative costs; resistance to the inclusion of some issues important to the ILO, such as the labour administration, social dialogue, freedom of association and collective bargaining; and the fact that the ILO is not a resident agency in the countries of the Andes, and that these countries do not have a DWCP.

³³ ILO Regional Office for Latin America and the Caribbean, Independent Regional Evaluation on models for implementing ILO technical assistance financed with RBSA funds, 2017.

3.3.1 Strategic adjustment: Integration of the Decent Work Agenda within the UN cooperation framework

Finding 12: The ILO was successful in securing the inclusion of some themes related to the Decent Work Agenda UNDAF in the Plurinational State of Bolivia (2013–17), Ecuador (2019–22), Colombia (2015–19) and Peru (2012–16). Some of these elements were later included in the UNSDCF in Colombia (2020–23); UNSDCF–Peru (2017–21); and the UN Complementary Framework, Living Well in the Plurinational State of Bolivia (2018–22).

Table 16 shows that approximately 60 per cent of survey respondents, including ILO personnel and representatives of national actors, said that the extent of the integration of the Decent Work Agenda into the UN cooperation frameworks has been moderate (30–35 per cent, respectively) or large (30–33 per cent, respectively).

► **Table 16.** ILO personnel and representatives of national actors on the extent to which the ILO Decent Work Agenda has been integrated into the UNSDCF

To what extent has the ILO Decent Work Agenda been integrated into the UNSDCF?						
	To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
ILO personnel	3.58%	15.38%	30.77%	30.77%	15.38%	3.58%
National actors	3.70%	5.56%	35.19%	33.33%	9.26%	12.96%

Source: Compiled by the authors from the online survey of ILO personnel and national actors.

Below we present the principle achievements, by country.

In the **Plurinational State of Bolivia**, in the UNDAF framework 2013–17, numerous elements related to decent work were integrated into outcome 3.2: “Stronger public policies for the generation of decent work within the ‘living well’ framework for the implementation of the new productive matrix”.

Decent work appears in the UN cooperation framework for the Plurinational State of Bolivia, 2018–22, as one of the four pillars of the plan in the area of Integrated Development and Diverse Economy: “strong productive systems that are sustainable, resilient, inclusive and egalitarian, that guarantee food and nutritional security and sovereignty, and that are based on decent work, technological development and a strong plural economy, while conserving and improving Mother Earth’s water, soils, forests and biodiversity, within the framework of the systems of life”.

In **Colombia**, the ILO played an active role in the development of the Common Country Assessment (CCA), paying special attention to gathering points of view and priorities from employers’ and workers’ organizations. According to ILO representatives, the CCA was presented to the Government, but it chose to give greater standing to the priorities in the National Development Plan, not the CCA.

The UN team in Colombia held negotiations with the Government to include within the cooperation frameworks elements that came from the CCA. These did not coincide with the Government’s vision, and were not explicitly included in the National Development Plan, although they were partially accomplished.

Through its participation in the CCA and the negotiations with the Government, the ILO was successful in getting some decent work themes and the vision of social partners included in

the cooperation framework. It was not wholly satisfactory, however, because – for example – it did not recognize social protection.

In **Ecuador**, the ILO's participation in the drafting of the recent UNDAF (2019–22) led to the UN recognizing the work of the project office. Certain elements of the Decent Work Agenda – such as strengthening capacities for the generation of policies and strategies that improve labour conditions and decent work, with gender equality – were included in the framework. Progress was made in getting the UN to understand that the employers and workers are not project beneficiaries, but rather are implementors of the UNDAF. As such, they should be accorded a different level of consultation than a civil society organization.

In **Peru**, sources said that the ILO has some joint projects with other UN agencies, such as the United Nations Industrial Development Organization (UNIDO), the Food and Agriculture Organization of the United Nations, and the United Nations Children's Fund (UNICEF). Issues such as human trafficking, child labour and forced labour created opportunities to join efforts with other members of the UN system. However, the ILO traditionally has not routinely sat down with other agencies to develop joint programming.

However, in 2016, the ILO provided assistance in the creation of the UNSDCF and its M&E system. Since 2017, the ILO has supported its implementation; leads the working group on direct effect number one; and participates in working groups on human rights and non-discrimination, and access to basic services and social protection.

The new UNSDCF, under the direction of the UN resident coordinator, has placed greater emphasis on these issues. The ILO has emphasized to other UN system agencies that it is tripartite in nature, and was able to get representatives of employers' and workers' organizations to participate in presentations and discussions as part of the process of drafting the UNSDCF.

3.3.2 Implications of the UNSDCF on the ILO's fulfilment of its mandate and the effectiveness of its outcomes

Finding 13: The UN development system reform is expected to have significant repercussions on the ILO's activities. The UNSDCF is an opportunity for the ILO to get various ILO labour agenda issues included as cross-cutting issues for all UN agencies. However, the Organization must still confront some significant challenges that affect its ability to fulfil its mandate and the effectiveness of its outcomes. These include competition among agencies; the lack of recognition among resident coordinators of the role of employers' and workers' organizations; its relatively limited financial resources and its higher administrative costs; challenges of getting critical ILO concerns – such as regulatory issues, labour administration, social dialogue, freedom of association and collective bargaining – included in the UNSDCF; the fact that it doesn't have a headquarters in the countries of the region; and the fact that the countries don't have a DWCP.

We asked ILO personnel to what extent the effectiveness and efficiency of the ILO – in regard to its mandate and outcomes for decent work – has increased as a result of the improved coordination under the UNSDCF. They responded that it has improved effectiveness to a moderate (41 per cent) or large (18 per cent) extent, while only 9 per cent said to a very large extent. With regard to efficiency, 48 per cent estimated that it has increased to a moderate extent and 16 per cent said to a large extent. Only 12 per cent responded to a very large extent.

The following are the most relevant elements by country.

In the **Plurinational State of Bolivia**, the ILO was very involved with the UN system from 2016 to 2019, participating actively in the process of designing the UNSDCF, and introducing criteria that aligned the priorities of this plan with the Plurinational State of Bolivia's National

► **Table 17. ILO personnel on the extent to which effectiveness and efficiency have improved as a result of improved coordination under the UNSDCF**

To what extent have the effectiveness and efficiency – with regard to the ILO’s mandate and decent work outcome achievement – improved as a result of the improved coordination under the UNSDCF?						
	To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
Effectiveness	9.09%	18.18%	40.91%	18.18%	9.09%	4.55%
Efficiency	8.00%	12.00%	48.00%	16.00%	12.00%	4.00%

Source: Online survey ILO personnel.

Plan for Economic and Social Development, 2016–20. According to one interviewee, “to a certain extent the UNSDCF replaced the DWCP”. However, others in the Plurinational State of Bolivia project office said that if the ILO didn’t succeed in finding synergies with other UN agencies, the ILO’s ability to implement its mandate could suffer, due to budget limitations.

According to these interviews, the ILO strategy should focus on closer coordination with the United Nations Development Programme (UNDP), which has more economic resources and addresses numerous issues related to decent work. Some interviewees said that, even though the reform has been underway since 2017, the coordinators of each agency are only just internalizing the process, and there are many who still think that “this is my budget, my outcomes and I am doing the work”. They say the “ILO in the Plurinational State of Bolivia does not have the resources to compete with the UNDP”, and the effect of this will depend on the coordinators and how they work.

In **Colombia**, a representative of the project office said that the degree of impact was greater than what appeared in the cooperation framework. The ILO’s participation in formulating the framework through a joint effort with other UN entities has left the ILO well positioned.

The ILO in Colombia is actively participating in the process of putting the cooperation framework into effect, and enjoys the same degree of recognition as the other UN agencies in the working groups. In fact, it is even leading some of these groups. According to these sources, there are positive expectations that the ILO will have the opportunity to include more decent work themes in the operational phase of the cooperation framework.

In **Ecuador**, many sources said the UN system reform could constitute an opportunity for positioning the ILO in the Cooperation Framework for Ecuador. The office of the resident coordinator has given the ILO greater recognition as a result of its work in the country, including the role it played during the social conflicts of 2013 and its work on the framework for the national social security agreement.

Since 2018, the Ecuador project office’s portfolio and its technical teams grew significantly. Many of those interviewed for the evaluation see this as an indication that the office has potential beyond its own resources.

Following this line of reasoning, in 2019 the ILO, along with UNIDO and UN Women, launched a project called “Expansion of the social protection system for young men and women in the informal sector”. The proposal was formulated by the three agencies, and was selected from a pool of 114 projects, presented at a global level during the first request for projects from the SDG fund. Even though it has fewer resources than the UNDP, which is the project leader, everyone agreed that the ILO had more capacity on the issue of social protection. In the words of one ILO official: “In the future, it is important to understand that those who have the capacity and the know-how should develop the programme.”

According to numerous sources, the ILO's tripartite nature and its legitimacy among the actors could result in its positioning itself quite well in this reform process. However, it needs to strengthen its relationships with employers and workers, considering that, in recent years, its actions have mostly been aligned with the policies of the Government.

In **Peru**, the ILO is working to coordinate its actions with other agencies on common issues such as the green economy, economic development, and the settlement of Venezuelan migrant workers. The crisis generated by COVID-19 is an opportunity to integrate occupational health and safety themes into the general considerations of the medical response and economic development.

3.3.3 Cross-cutting issues in the Andean countries

It is expected that the reform of the UN development system will have significant repercussions on ILO activities at a global, regional and country level.³⁴ This includes changes in the frameworks for institutional and organizational cooperation, and in the way in which the ILO undertakes its future programming.³⁵

According to our interviews, the UNSDCF represents an opportunity to include issues important to the ILO as cross-cutting issues in the work of other the UN agencies. However, some members of the institution perceive it as a risk, considering the competition that exists among agencies, the relatively limited financial resources available to the ILO and its higher administrative costs, in addition to the challenge of getting the resident coordinators to recognize, consult with and participate in activities with the employers' and workers' organizations.

For example, one of the interviewees said: "the ILO had a hard time competing with the UNDP, in terms of costs and the availability of human resources, for a project to study the labour situation of Venezuelan migrants in the country."

At the same time, numerous sources said that while SDG 8 is associated with 14 other SDGs, there exists the possibility that it would be difficult to include some of the items on the Decent Work Agenda in the UNSDCF. These include regulatory issues, the labour administration, social dialogue, freedom of association and collective bargaining. This does not mean, however, that the ILO cannot provide assistance to certain public organizations on certain specific issues, or provide assistance to strengthen employers' and workers' organizations and develop social dialogue.

Numerous sources underscored the fact that the ILO is not a resident agency in the countries of the region, because its political and institutional leadership is in Lima. This situation limits the participation and impact of the ILO in cooperation frameworks, because project offices have limited decision-making abilities and must consult with Lima. This limits the ILO's manoeuvrability, and taking decisions and position is delayed as compared with other agencies.

On another front, the specialist for the ILO project office in Bogota will likely cease his work in Colombia in June 2021. This generates uncertainty in regard to the capacity of the ILO to continue maintaining a presence and influence the cooperation framework process.

Our sources said that the absence of DWCPs is another challenge for integrating elements of the Decent Work Agenda into the UNSDCF. Headquarters in Geneva has sent new guidelines on how to adjust the DWCP to the new cooperation frameworks, and how to redesign the DWCP tools to be more straightforward and aligned with the UNSDCF. The ILO has created tools for the constituents to train them on how to integrate their DWCPs, the ease of having a DWCP, and how to integrate them with the SDGs and RBM. However, according to some

³⁴ ILO, "United Nations Reform: Repercussions for the ILO. Governing Body meeting 332 2.39", Geneva, 8–22 March 2018.

³⁵ For more detail see: ILO, *United Nations Reform and The International Labour Organization, Questions and Answers*, 2009. Available at www.ilo.org/pardev/partnerships/partnerships-and-relations/un-system/WCMS_173313/lang-en/index.htm.

comments we received – due to the fragility of social dialogue, the inefficiency of the tripartite negotiation spaces and the effects of the pandemic – these efforts have been put on the back burner.

The Diagnostic Instrument to Assess the Evaluability of DWCPs in the Context of the SDGs was applied in Argentina and Suriname. There are plans to use it through an agreement with the ILO's Strategic Programming and Management Department (PROGRAM) to ensure the evaluability of the ILO component of the cooperation frameworks. It was presented to DWT/CO-Lima, but according to a representative of the Office, it was found to be too complex to apply to programming based solely on CPOs.

3.4. Effectiveness

This section aims to provide a broad view of the principle challenges for implementing the SFs and NAPs; to explore the main outcomes obtained thus far; and to analyse the role the ILO has played in achieving them, and whether the outcomes have addressed the ILO's cross-cutting policy drivers. Lastly, this section analyses how the lack of funding parity among the Andean countries has affected effectiveness.

Summary of the principle findings :

- (a) All of the countries in the Andean region have challenging circumstances, yet there are noteworthy differences among them. They share numerous challenges in implementing the cooperation frameworks, including unfavourable environments, institutional instability, weak social dialogue, low levels of representativity, poor operation of the national committees for labour accords, and weak institutional and financial capacities among the constituents. The evaluation also found challenges that are specific to each country.
- (b) Despite these challenges, the case studies demonstrate that the countries achieved considerable results that are aligned with the CPOs of each country and that contribute to the P&B outcomes.
- (c) When it comes to the ILO's cross-cutting policy drivers, the most notable outcomes were obtained for international standards and social dialogue. There remains much work to be done in regard to gender equality and non-discrimination. The integration of the environmental sustainability is all but absent in all of the countries.
- (d) Lastly, the evaluation found that the ILO's capacity to contribute to positive changes in decent work do not depend on the budget, although reasonable and stable funding is indispensable. Rather, it depends on the current situation of the country; the structure and management model of the project office; its degree of institutional presence, regardless of the physical presence of an office; the quality and relevance of the projects; and the capacity to respond to the needs in the country and to have an impact on national policy forums and within the framework of the UN.

3.4.1 Main challenges for implementation

Finding 14: The Andean countries share numerous challenges to implementing the cooperation frameworks. These include unfavourable environments, institutional instability, weak social dialogue, weak unions with low levels of representativity, low operational capacities of the national labour relations boards, and weak institutional and financial capacities among their constituents. The evaluation also found challenges that are specific to each country.

Below we explore the main challenges identified in implementing the programming. Some of these are common to all four countries, while others are specific to a particular country.

(a) Common challenges:

- Unfavourable environment: In general, there is agreement among sources we consulted that ILO actions in the Andean countries are very dependent on an extremely variable political, economic and social context, which at times is fragile and at others belligerent.
- Institutional instability: Interviews revealed that the periodic changes in the administrations sometimes involve 180 degree turns on policies and priorities. Even within the same administration, there is a constant rotation of government officials. Both of these factors make it difficult to ensure the continuity of the ILO's actions, and it is obligated to adjust its technical assistance and reconstruct institutional capacity each time new officials arrive.
- Weak social dialogue: While the representatives of the Ministry of Labour and employers' and workers' organizations interviewed for the evaluation agree on the fundamental importance of social dialogue and tripartism, the evaluation found that the dialogue between social actors and at the tripartite level is broken. The oftentimes conflictive relationships characterized by mutual distrust that exists between the workers and employers not only make social dialogue challenging, they make it challenging to achieve tripartite agreements, including the discussion and approval of a DWCP.
- Weakness and low rates of representativity of organized labour: In recent years, union membership and representativity have declined, and union leadership has become fractured. According to interviews, this is the result of the balkanization of the movement, low numbers of affiliated workers, and high numbers of workers in the informal sector. For example, in Colombia, only 4.6 per cent of workers are affiliated with a workers' organization.³⁶ In Peru, union membership accounts for only 8.1 per cent of the economically active population within the salaried formal sector, or 5.2 per cent all workers, when formal and informal workers are taken into account.³⁷ The weakness and reduced representativity of organized labour have a significant negative impact on its ability to influence, and results in weak processes and spaces for social dialogue.
- Poor functioning of the national labour relations boards: Another factor that contributes to the weak social dialogue is lack of capacity at the national labour relations boards, which translates into inefficiencies in achieving agreements on labour policy and legislative proposals. This means that, many times, the work of the ILO is fragmented into a series of bilateral, temporary agreements (projects not policies) to address certain issues.
- Weak institutional and financial capabilities of the constituents: While there are differences among the institutions, the institutional capacity of the ministries of employment, workers' and employers' organizations are still far from optimal. Their financial capacities are also limited.

(b) Specific challenges:**Colombia**

- Partnerships external to the tripartite scene: The ILO in Colombia set up partnerships beyond the sphere of the traditional tripartite institutions, such as with the Administrative Unit of the Public Employment Service and its network of providers, an entity that is part of the Ministry of Labour, and with new ministries such as the Ministry of Technology. While this may be considered a good practice, it was not well received by the social

³⁶ National Union School, Colombia.

³⁷ Available at <https://trabajodigno.pe/derechos-sindicales-en-el-peru-como-andamos/>. In the public sector, this proportion is 16 per cent of the economically active population, highlighting the healthy union affiliation in education and health. Peru has one of the lowest levels of union affiliation in Latin America.

actors, and the ILO had to expend extra effort, making clear to them the nature of these partnerships and their implications.

- ▶ The upset generated by the cooperation projects: At the same time, the evaluator confirmed that the support the ILO provided through technical cooperation projects, and for development with other government institutions beyond the Ministry of Labour, was also a good practice. However, these projects appeared to upset the workers' organizations. Union representatives made it that clear that they felt they had not participated enough in the design and implementation of these projects.

Peru

- ▶ Gaps that are due to centralization in the country: The geographic distances and educational and professional gaps that arise from the fact that Peru is highly centralized means that extra effort needs to be made to provide technical assistance outside of Lima, even though the ILO has limited personnel. This affects the scope of the work that gets done.

Bolivia (Plurinational State of)

- ▶ Prior Administration's rejection of international organizations: The prior Administration was very reluctant to work with international organizations, including the ILO. As a result, the ILO encountered very few spaces in which it could develop actions with the Government. In addition, there was a climate of conflict that arose when the Morales Administration reduced the legal minimum age for employment. In 2018, the Constitutional Tribunal resolved the issue, striking down the Code for Children and Adolescents, which did not comply with the ILO Minimum Age Convention, 1973 (No. 138). This created permanent tension between the Government and the ILO, and other agencies and governments.

Bolivia (Plurinational State of) and Ecuador

- ▶ Technical and financial limitations of the project offices: These limitations create challenges with regard to constituent demands, which must be reviewed by the Lima office and attended to with resources from Lima. This causes delays in responding to constituents and, when resources are unavailable, it makes it impossible for the project offices to satisfy constituent demands.

3.4.2 Principal outcomes achieved

The lack of national reports to monitor progress in applying the SFs and NAPs made it impossible for us to evaluate the progress made on the programming goals.

What's more, the different SFs/NAPs included numerous priorities and lines of intervention that later became a large number of CPOs, which also included various outcomes. As a result, it is difficult to provide in a summarized, informative and useful manner a complete picture of everything that the Andean countries have accomplished. For this reason, this subsection presents a picture with as much detail as possible of the key outcomes achieved in the Andean countries.³⁸

Finding 15: The ILO interventions in the four countries resulted in valuable outcomes consistent with their respective SFs and NAPs, and the CPOs defined by each country. At the same time, these results contributed to P&B outcomes.

³⁸ Based on information reported by the ILO in the implementation reports and decent work results in the ILO Development Cooperation Dashboard.

Overall, the evaluation team valued the effectiveness of the programming frameworks in the four countries, not so much in terms of the planning, but in regard to what they were able to achieve. The results in all of the countries were deemed to be satisfactory.

Despite the challenges and the differences in national contexts, the evaluators were able to confirm that the constituents and the ILO – which on occasion partnered with others – were able to join forces to promote progress on the Decent Work Programme in each of the countries. These efforts generated positive results that, to varying extents, contributed to the P&B outcomes.

Table 18 shows that approximately 60 per cent of the national actors who participated in the online survey rated the extent of achievement of CPOs as moderate or large.

► **Table 18. How national actors who participated in the online survey rated the extent of achievement of CPOs**

To what extent were the CPOs achieved?						
	To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
CPO 2016–17	0%	2.04%	20.41%	38.78%	2.04%	36.73%
CPO 2018–19	0%	0%	21.28%	40.43%	4.26%	34.04%

Source: Online survey of national actors.

For its part, the ILO staff who answered the same survey were, in general, very satisfied with the outcomes achieved, particularly in the second biennium (2018–19). Over 70 per cent said the extent of achievement of the CPOs was large (52.38%) or even very large (19.05%).

► **Table 19. How ILO staff who participated in the online survey rated the extent of achievement of CPOs**

To what extent where the CPOs achieved?						
	To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
CPO 2016–17	0%	0%	27.27%	31.82%	22.73%	18.18%
CPO 2018–19	0%	0%	23.81%	52.38%	19.05%	4.76%

Source: Online survey of ILO personnel.

Nearly two thirds of the national actors surveyed believed the effectiveness of the ILO was large or very large, as can be observed in table 20.

► **Table 20. How national actors rated the level of effectiveness of ILO support for achieving the goals and objectives of the NAP**

How would you rate the level of effectiveness of ILO support for achieving the goals and objectives of the NAP?					
Very small	Small	Moderate	Large	Very large	Don't know
1.96%	0%	19.61%	50.98%	7.84%	19.61%

Source: Online survey of national actors.

Below is a summary of the principal results, verified for each country, with a document analysis including data that DWT/CO–Lima provided, Implementation Reports, the ILO Development Cooperation Dashboard, and an analysis of the USC synthesis report. It also draws on the interviews and focus groups that the evaluators conducted remotely.

Bolivia (Plurinational State of)

Following are the highlights of the results achieved and the support the ILO provided the Plurinational State of Bolivia:

- (a) The Bolivian Confederation of Private Sector Businesses (CEPB) incorporated the ILO methodology known as SCORE (Sustaining Competitive and Responsible Enterprises) among the services it offers for business development to promote greater productivity and improved labour conditions in SMEs in the manufacturing, services, and tourism sectors (BOL 111). Another noteworthy achievement of BOL 111 was its adaptation of SCORE for micro, small and medium-sized enterprises in 2018–20 at the request of the Ministry of Productive Development and Plural Economy.
- (b) In 2019, the ILO supported the Ministry of Development and Plural Economy, through Pre-Summits in La Paz, Santa Cruz and the Summit in Cochabamba, in developing basic guidelines for industrial policy in the Plurinational State of Bolivia and for strengthening the three constituents in the area of international labour standards (BOL 112).
- (c) The ILO supported the effort to establish a national technical training strategy that links education, production and labour, is based on social dialogue, and includes the participation of the Ministries of Productive Development and Plural Economy and Education, and the COB and CEPB (BOL 113). The ILO provided support to technical training centres, known as *INFOCALES*, that depend on private sector support in Santa Cruz, Cochabamba and Tarija, so the centres could improve their curricula and methodologies. According to an evaluation of the project, it did not create a technical training strategy for the Plurinational State of Bolivia, but did manage to get agreements signed and develop activities with its constituents and strategic partners to strengthen technical training.
- (d) The ILO conducted a study titled “The Insertion of Young Women into the Coffee Sector Value Chain” in the municipality of Caranavi, with the goal of integrating vulnerable groups and promoting public policies that support sustainable rural development with decent work for young women (BOL 109).
- (e) The CEPB came up with six public policy proposals that it presented to the Government (BOL 105). In 2016, it created six roundtables that produced results by modifying the existing regulations to improve the business environment, reduce informality and make SMEs more competitive, in addition to other changes related to controlling contraband, reducing paperwork for registering enterprises and increasing productivity.
- (f) In 2016, The Ministry of Labour, Employment and Social Welfare enacted Supreme Decree No. 2936 – Regulations for Safety in Construction, the attendant regulations for Law 545. This was the law that ratified the ILO Safety and Health in Construction Convention, 1988 (No. 167). In May 2017, it passed Ministerial Resolution No. 387–17, which establishes eight technical standards for safety in construction (BOL 202).
- (g) The Bolivian Chamber of Construction established a virtual employment bureau for indigenous women who received training in various training centres (BOL 902). The Association of Women Construction Workers (ASOMUC) was formed; it includes organizations of female construction workers from across the country (BOL 202). With ILO support, ASOMUC sponsored a bill on pay parity for men and women in the sector.
- (h) The CEPB created its Economic Information Service for its professional associations from different sectors and regions, and its affiliated businesses (BOL 801).

- (i) Following the guidelines of a series of ILO guides titled "An Efficient Employers' Organization", the ILO supported the CEPB in the creation of five internal working groups to undertake a more in-depth analysis of the principal obstacles to productive and social development in the Plurinational State of Bolivia (BOL 105). In response to a CEPB proposal, in June 2017, the Government created a bipartite dialogue space called the "Productive Economy Council", in which high-ranking employers' representatives and government authorities participated (BOL 105).
- (j) The COB strengthened its organizational capacities by adopting a strategic action plan with six priority issues. The ILO provided technical assistance in this process (BOL 802). The ILO also contributed to crafting the COB's salary policy and establishing the foundation to set the basket of goods and services that is one of the reference points for determining national salaries.

These achievements contributed to outcomes 1, 4, 5, 8 and 10 of the ILO P&B.

► **Table 21. Contribution to P&B outcomes, Bolivia (Plurinational State of)**

P&B outcomes	CPOs 2016-19
Outcome 1: More and better jobs for inclusive growth and improved employment perspectives for youth	BOL 113
Outcome 4: Promoting sustainable enterprises	BOL 111
Outcome 5: Decent work in the rural economy	BOL 109
Outcome 8: Protection of workers from unacceptable forms of work	BOL 202, BOL 902
Outcome 10: Strong and representative employers' and workers' organizations	BOL 105, BOL 801, BOL 802

Colombia

The following are among the main results obtained in Colombia with ILO support:

- (a) The ILO contributed to strengthening capacities to ratify and apply international labour standards and to present reports and monitor Governing Body recommendations (COL 107), primarily through its support of the Committee for the Handling of Conflicts Referred to the ILO (CETCOIT). It also contributed to strengthening unionization and collective bargaining (COL 152, COL 802), and institutional strengthening of employers' organizations (COL 801). The ILO also contributed to strengthening the labour administration and inspection system to promote compliance with workplace standards (COL 154).
- (b) The ILO also provided support to the Government and social interlocutors to improve their capacity to protect workers from unacceptable forms of work and to prevent them (COL 902, COL 109).
- (c) The SCORE methodology was implemented to improve productivity and labour conditions in SMEs in various production sectors of Colombia to promote the development of value chains (COL 127).
- (d) The ILO provided support to the Government and social interlocutors to improve their ability to prevent and to protect workers from unacceptable forms of labour and to prevent them (COL 902, COL 109). The ILO supported the implementation of a policy guideline to eradicate child labour and provided assistance to the Ministry of Labour to prevent forced labour in the Venezuelan migrant population. The ILO provided highly valuable assistance on the issue of child labour.
- (e) The ILO supported capacity-building, at the sectoral and regional levels, to generate youth employment and strengthen entrepreneurship through supply chains (COL 131),

by providing professional and employability training and entrepreneurship for victims of the armed conflict. It fostered improvements in production and labour conditions in SMEs in agribusiness, mining and energy, floriculture and fashion.

- (f) The ILO helped build capacities among social interlocutors to foster and facilitate the transition to formal labour (COL 126), through, for example, the Programme to Promote Labour Formalization or the project “Strengthening Rural Unions in Post-Conflict Colombia”. The ILO provided technical support to the Ministry of Labour for a road map to strengthen the articulation and institutional coordination for the implementation of a social protection floor in Colombia (COL 176).
- (g) Additionally, the ILO provided support to new agencies in the labour sector, such as the Public Employment Service, within the framework of an RBSA migration project and an employment project. In the past year, the ILO created an alliance with the Inter-American Development Bank to develop the Employment without Borders portal, which is overseen by the Ministry of Labour and is the only official government channel for labour materials for migrants, employers and Public Employment Service providers (authorized employment agencies and bureaus).
- (h) It is important to point out that the ILO participated in inter-agency contexts, such as the Inter-Agency Group For Mixed Migration Flows and the Inter-Agency Group for SDGs.
- (i) These achievements constitute a valuable contribution to the P&B outcomes 1, 2, 3, 4, 5, 6, 7, 8, and 10.

► **Table 22. Contribution to P&B outcomes, Colombia**

P&B outcomes	CPOs 2016–19
Outcome 1: More and better jobs for inclusive growth and improved youth prospects	COL 131
Outcome 2: Ratification and application of international labour standards	COL 107
Outcome 3: Creating and extending the social protection floor	COL 176
Outcome 4: Promoting sustainable enterprises	COL 127
Outcome 5: Decent work in the rural economy	COL 201, COL 901
Outcome 6: Formalization of the informal economy	COL 126
Outcome 7: Promoting compliance with workplace standards through inspection	COL 154
Outcome 8: Protecting workers from unacceptable forms of work	COL 109, COL 902
Outcome 10: Strong and representative employers’ and workers’ organizations	COL 152 COL 153, COL 801, COL 802 COL 804, COL 903

Ecuador

The following are the highlights of the outcomes achieved and the ILO in Ecuador:

- (a) The ILO supported the Federation of Chambers of Industry of Ecuador in drafting public policy proposals to create an enabling environment for the development of sustainable enterprises (ECU 804).
- (b) The ILO supported actions aimed at fostering the development of macroeconomic policy to promote job creation (ECU 158), and provided technical assistance to the Ministry of Labour to develop the Labour Demand Survey (July 2017). Within the framework of the 2016 post-earthquake recovery, the ILO provided technical assistance to the Ministry of Labour and the Ministry of Industry and Production to reactivate production and

employment. It did this by training employers, workers, and government officials, and transferring knowledge to them on the methodology "A Better Start to Your Business".

- (c) In collaboration with the Ministries of Industry and Labour, the ILO helped promote decent work programmes in rural areas of Ecuador (ECU 153) through the reactivation of businesses and employment. It did this as part of the project "Reactivate and Improve your Business Idea and Employment". The ILO also provided technical assistance for formulating the National Tourism Agenda 2030, which was specifically focused on decent work and the promotion of employment in rural areas.
- (d) The ILO contributed to building capacities to protect workers, particularly from forced and child labour (ECU 176). The ILO provided technical assistance at a decentralized level for the development and implementation of channels for the restitution of rights in cases of child labour. In 2018, the Ministry of Labour adopted the Child Labour Registry System, which allows 26 institutions working on the eradication of child labour to coordinate their activities in both rural and urban areas.
- (e) The ILO contributed to strengthening the institutional capacities among workers' organizations (ECU 802), by supporting Ecuador's union movement in the defence of freedom of association, the normative system and social security. The ILO provided assistance to unions to compile their observations on compliance with ratified international labour standards, and to monitor the recommendations and conclusions of the normative control mechanisms of the ILO.
- (f) The ILO also contributed building capacities for labour inspection to promote compliance with workplace regulations (ECU 177), and strengthening information systems according to the international standards for labour statistics (ECU 157).
- (g) Lastly, the ILO contributed to building constituent capacities to influence public policies that ensure the sustainability and expansion of social security coverage within the framework of the ratified Conventions and the Social Protection Floors Recommendation, 2012 (No. 202) (ECU 103). The ILO wrote a Technical Note on the sustainability of the social security regime for the Social Security Institute of Ecuador (IESS). The inter-institutional cooperation agreement between the ILO and IESS became the Technical Assistance Programme for Social Security (PATSS), which includes (a) social dialogue, tripartism and governance; (b) affiliation and revenue; (c) extension of coverage for independent workers; (d) actuarial capacity-building (actuarial reports for pensions and health, the development and distribution of actuarial tools by IESS – access to a software platform); and (e) strengthening human talent.
- (g) These achievements constitute a significant contribution to ILO P&B outcomes 1, 3, 4, 5, 8 and 10.

► **Table 23. Contribution to P&B outcomes, Ecuador**

P&B outcomes	CPOs 2016–19
Outcome 1: More and better jobs for inclusive growth and improved youth prospects	ECU 158
Outcome 3: Creating and extending the social protection floor	ECU 103, ECU 902
Outcome 4: Promoting sustainable enterprises	ECU 160
Outcome 5: Decent work in the rural economy	ECU 153, ECU 901
Outcome 7: Promoting compliance with workplace standards through inspection	ECU 177
Outcome 8: Protecting workers from unacceptable forms of work	ECU 176
Outcome 10: Strong and representative employers' and workers' organizations	ECU 157, ECU 802, ECU 804

Peru

The following are the highlights from the results achieved and the ILO support in Peru:

- (a) The ILO supported a comparative study of the law on training modalities and the discussion of youth employment policy, and provided technical assistance to the National Secretary of Youth to develop an employability component for the National Youth Policy. The Ministry of Production incorporated the SCORE methodology into its training programmes and technical assistance for SMEs (PER 157).
- (b) With regard to public policies, in 2019, the ILO was successful in getting a chapter on the environment into the National Competitiveness and Productivity Plan. With PER 904, the ILO, together with UNIDO, led the execution of the Partnership for Action on Green Economy (PAGE) project. Within the framework of a UNIDO project on using electric and electronic residues, the ILO undertook a value chain study in 2019 that including recyclers and informal workers.
- (c) In the area of productive development and decent work in rural areas, the ILO coordinated with the Food and Agriculture Organization of the United Nations from 2015 to 2017 to implement a programme to strengthen the economic integration of small producers in Puno and Ayacucho into the quinoa value chain.
- (d) With regard to the transition to a formal economy, the Peruvian Government approved the Strategy for Labour Formalization 2018–21, which aims to improve workers' access to rights and social security. Peru ratified the ILO Domestic Workers Convention, 2011 (No. 189), and in June 2020, the congressional committee for labour and social security voted unanimously to approve a preliminary version of the new Domestic Workers Law.
- (e) With regard to the prevention and eradication of forced labour (PER 131), the ILO, through its tripartite National Committee to Combat Forced Labour, created the National Plan III, the modification of the protocol for inspections searching for forced labour, the implementation of a training programme for justice sector operators, the training of personnel from SUNAFIL, the formation of strategic alliances with regional governments in Tumbes and Ucayali, and the inclusion of the crime of forced labour in the Peruvian penal code.
- (f) With regard to the application of the ILO Indigenous and Tribal Peoples Convention, 1989 (No. 169), the ILO has been supporting a national development plan for indigenous peoples. On the topic of the eradication of child labour and protection of adolescents of legal working age (PER 144), the ILO has undertaken a variety of research studies, surveys and training actions. For preventing and eradicating human trafficking, the ILO has supported government efforts to stop the trafficking of children and adolescents, particularly in Lima, Cusco and Loreto.
- (g) With regard to the strengthening of social dialogue and labour legislation, the ILO supported the *Confederación Nacional de Instituciones Empresariales Privadas* (CONFIEP) (PER 801) to carry out numerous initiatives to strengthen the business sector. At the same time, with PER 802, the ILO worked with the four principal workers' organizations (Autonomous Workers' Confederation of Peru, United Workers Central of Colombia, General Confederation of Workers of Peru, and Confederation of Workers of Peru) to enrich their knowledge about national legislation and international standards. With PER 129, the ILO worked to strengthen the dialogue with labour authorities to promote the effectiveness of their observations, particularly with the Committee of Experts in the Application of Conventions and Recommendations (CEACR).
- (a) With regard to strengthening the administration of labour and the capacities of social partners, the ILO has provided technical assistance and training for SUNAFIL at a national level. With regard to extending the social protection floor, the ILO conducted the study, "Design of a New Social Security Health Insurance for Independent Workers", presented in March 2016 (PER 181). At the same time, under the umbrella of the social security health insurance project, the ILO conducted an actuarial report (with a 2018 baseline) and a study

of the management of social security for health. Within the framework of strengthening institutional capacities of officials with competencies in actuary sciences and finances, a methodology dubbed “learn while doing” was used alongside traditional training activities.

- (a) At the same time, the ILO developed a study on the impact of Venezuelan immigration on the labour market in three regions of Peru. Published in 2019, the study identified the socio-labour characteristics of Venezuelan migrant workers and the risk factors that limit their insertion into the market and result in rights violations. With regard to labour statistics (PER903), Peru was one of the ten countries to participate in a pilot programme for studies on the workforce surveys.
- (a) These achievements constitute a contribution to the P&B outcomes 1, 2, 3, 4, 5, 6, 7, 8, 9 and 10.

► **Table 24. Contribution to P&B outcomes, Peru**

P&B outcomes	CPOs 2016-19
Outcome 1: More and better jobs for inclusive growth and improved youth prospects	PER 154, PER 155, Per 158
Outcome 2: Ratification and application of international labour standards	PER 159, PER 826
Outcome 3: Creating and extending social protection floors	PER 181
Outcome 4: Promoting sustainable enterprises	PER 151, PER 152, PER 157
Outcome 5: Decent work in the rural economy	PER 153
Outcome 6: Formalization of the informal economy	PER 156, PER 201
Outcome 7: Promoting compliance with workplace standards through inspection	PER 135
Outcome 8: Protecting workers from unacceptable forms of work	PER 131, PER 144
Outcome 9: Fair and effective international labour migration and mobility	PER 160
Outcome 10: Strong and representative employers' and workers' organizations	PER 129, PER 152, PER 801, PER 802

3.4.3 Management effectiveness

The Terms of Reference for evaluations call for evaluators to address the question of whether the lack of parity in funding in the four countries affected effectiveness.

Finding 16: The capacity of the ILO to contribute to positive changes with regard to decent work does not primarily depend on big budgets, although a reasonable and stable budget is indispensable. It also depends on the national context, the structure and management style of each project office, the degree of “institutional representation” of each office, the availability and continuity of sufficiently large and reliable technical teams, the quality and relevance of the projects, the capacity to respond to national demands, and the capacity to influence national policies within the framework of the United Nations.

The absence of robust programming frameworks with objectives, goals and explicit and measurable indicators, and the absence of monitoring plans and national mentoring reports on SFs and NAPs, make it difficult to assess the effectiveness of the ILO interventions in the four countries. For this reason, the effectiveness analysis is based on the key achievements in each country and their contribution to CPOs and P&B outcomes.

According to ILO information,³⁹ financing among the Andean countries is divided unequally. Colombia has more than US\$31 million (72 per cent of all funds) at its disposal, nearly four times as much as the next most highly funded country, Peru, and 40 times more than Ecuador, which had 2 per cent of the total funds.

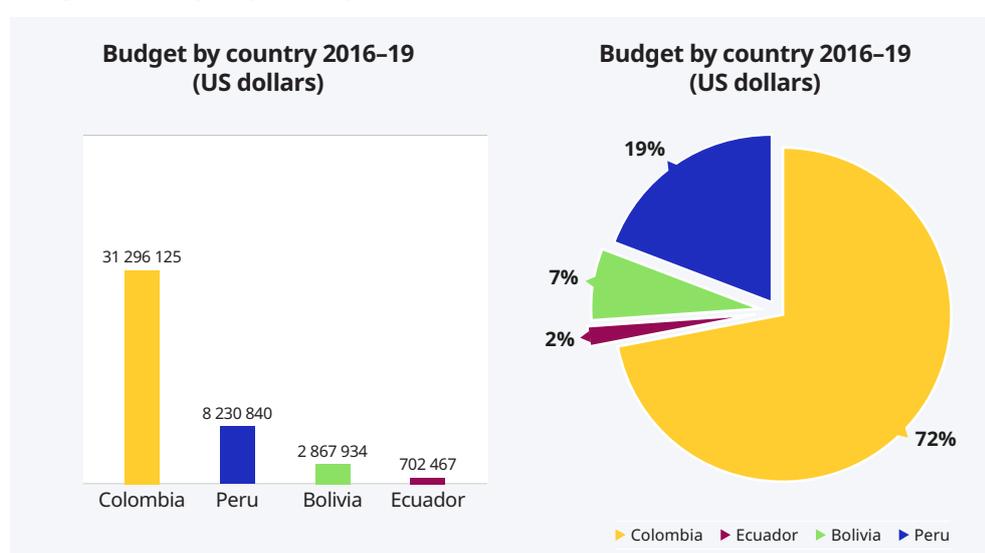
³⁹ ILO Development Cooperation Dashboard, Decent Work Results, i-eval Discovery.

► **Table 25. Budget by country for 2016–19**

Country	Budget (US dollars)	Percentage
Colombia	31 296 125	72%
Ecuador	702 467	19%
Bolivia (Plurinational State of)	2 867 934	7%
Peru	8 230 840	2%

Source: ILO Development Cooperation Dashboard, Decent Work Results, i-eval Discovery.

► **Figure 2. Budget by country for 2016–19**



Our analysis demonstrates that Colombia and Peru had the most CPOs (16), with differences between the two biennia, followed by Ecuador (11) and the Plurinational State of Bolivia (7).

► **Table 26. Number of CPOs by country and by contribution to the P&B outcomes (2016–19)**

Countries	CPOs	P&B outcomes
Bolivia (Plurinational State of)	7	5
Colombia	16	9
Ecuador	11	6
Peru	16	10

Source: Compiled by the authors from ILO provided documents.

The analysis also demonstrated that Peru and Colombia took on more P&B outcomes –outcomes 10 and 9, respectively – than Ecuador (6) and Bolivia (Plurinational State of) (5).

According to data in the Terms of Reference, the country with the most development cooperation projects was Colombia (51), followed by Peru (40) and Bolivia (Plurinational State of) (20), with Ecuador (6) trailing much farther behind.

Table 27. Andean countries and their projects, 2016–19

Countries	Number of projects
Bolivia (Plurinational State of)	20
Active	10
Financially closed	10
Colombia	51
Active	19
Activities completed	11
Financially closed	19
Reactivated	2
Ecuador	6
Active	3
Financially closed	3
Peru	40
Active	21
Activities completed	2
Financially closed	17

Source: Evaluation Terms of Reference.

ILO personnel who answered an online survey regarding the extent to which the lack of funding parity affected effectiveness had varying opinions.

► **Table 28. ILO personnel who answered an online survey regarding the extent to which the lack of funding parity affected effectiveness**

To what extent did the lack of funding parity among the four countries affect programme effectiveness?					
To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
4.55%	13.64%	18.18%	27.27%	4.55%	31.82%

Source: Online survey, ILO personnel.

Less than 5 per cent of respondents said that it had a very small or very large effect. Fully 18 per cent said moderate, and 27 per cent said large. Over 30 per cent of respondents said they didn't know.

Overall, the evaluation found that the national governments, social partners and the ILO all came together to promote decent work in each of the countries. These efforts produced significant results that, in turn, contributed to P&B outcomes, albeit in varying degrees.

In general, we did not find evidence that the different funding amounts produced differences in effectiveness. However, the above analysis makes it clear that greater funding translates into a greater level of intervention on the part of the ILO in terms of CPOs, implemented projects and contributions to the P&B outcomes.

That said, the amount of available funding – which depends to a large degree on varied funding sources – creates both opportunities and challenges. Numerous ILO functionaries interviewed for this evaluation said that RBSA funding was particularly useful as “seed capital” to contribute to interventions undertaken with the constituents. However, these sources emphasized that the limited amount of RBSA funds could only be used to support activities and sometimes to leverage additional cooperation funds, but not to finance entire projects.

In contrast, the XBTC and trust funds tend to be bigger and can be used for medium-term programmes with a greater likelihood of impact and sustainability. However, this type of financing can greatly limit the areas of intervention to particular issues that fit the priorities of the donors or development partners, whether they are national or international, which might or might not be aligned with the priorities defined in the country programming framework.

Based on the effectiveness, efficiency and impact assessment, the evaluators found many examples in which the ILO was able to provide efficient support to the national actors with relatively limited funding. This seems to indicate that the ILO's capacity to contribute to positive change in the realm of decent work does not depend solely on big budgets, although as one ILO representative said: “The availability of funds ends up determining a good part of what gets done, in addition to the levels of intensity and the range of issues that are addressed.” For this reason, a reasonable and stable amount of funding is indispensable. But the following factors are also crucial: the national context; the management style and structure of the project office; its “institutional representativity” (regardless of whether there is an office or not); the availability and continuity of sufficient and reliable technical teams; the quality and relevance of the projects; the capacity to respond to national demands; and the capacity to influence in national policy arenas and within the UN framework.

3.4.4 ILO cross-cutting policy drivers

Finding 17: Based on the document review, we found that the most notable outcomes related to the ILO's cross-cutting policy drivers were for international labour standards and social dialogue. Overall, we found that, despite some progress, the ILO programming does not appear to systematically include a cross-cutting component to promote gender equality, nor does it contribute in any significant way to national policies focused on gender equality. The integration of environmental sustainability is practically absent in all countries.

Table 29 shows that 68 per cent of surveyed ILO personnel said the programming was moderately to highly effective in improving international labour standards, and 77 per cent said the same about social dialogue.

When it comes to gender equality and non-discrimination, 18 per cent said the extent of effectiveness had been small, 41 per cent said moderate, and 27 per cent said large. This data contrasts significantly with the results of the document analysis, interviews and focus groups. With regard to gender equality, the evaluators believe the ILO still has a long way to go in the Andean region.

Only 9 per cent say the ILO has contributed to a large extent in the just transition to a sustainable environment. It is noteworthy that nearly 55 per cent say that the extent of effectiveness has been moderate, considering the ILO has not reported progress in this area.

► **Table 29. ILO personnel who answered an online survey regarding the extent to which ILO programming to improve the Organization's cross-cutting policy drivers has been effective**

To what extent has the ILO programming to improve the Organization's cross-cutting policy drivers been effective?						
Cross-cutting policy driver	To a very small extent	To a small extent	To a moderate extent	To a large extent	To a very large extent	Don't know
International labour standards	0%	18.18%	36.36%	31.82%	9.09%	4.55%
Social dialogue	0%	9.09%	27.27%	50%	9.09%	9.09%
Gender equity and non-discrimination	0%	18.18%	40.91%	27.27%	9.09%	9.09%
Just transition to a green economy	4.55%	18.18%	54.55%	9.09%	4.55%	9.09%

Source: Online survey with ILO personnel.

Below is a more detailed analysis of each of the ILO cross-cutting policy drivers.

(a) International labour standards

In the **Plurinational State of Bolivia**, the ILO's contribution to international labour standards has been relatively limited. However, it undertook a "direct action" in the construction sector in the 2016–17 biennium related to the ratification of Convention No. 167 on occupational safety and health; Law 1155 on mandatory accident insurance in the construction sector was passed in the following biennium. The ILO also played a role in getting the legal age to return to 14 years after it was changed to 10 within the Code for Children and Adolescents in 2018.

In **Colombia**, the support the ILO provided to CETCOIT is noteworthy. It supports the application of ILO Conventions, particularly those related to the right to organize (Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87); Right to Organise and Collective Bargaining Convention, 1949 (No. 98); and Labour Relations (Public Service) Convention, 1978 (No. 151)). During the 2018–19 biennium, the ILO continued to support CETCOIT as an important space for the resolution of labour conflicts, and for the compliance with and effective application of international labour standards. There are many labour conflicts in Colombia, which result in many demands being placed by the constituents upon the mechanism of control.

The ILO's technical assistance to the workers' organizations is focused on improving the application of international labour standards, taking into account that Colombia has the greatest number of complaints that are currently being attended to, some of which date back to the 1990s.

In **Ecuador**, during the 2016–17 biennium, the ILO contributed to a better application of international labour standards, including Convention No. 138 on the legal age for employment, and the Worst Forms of Child Labour Convention, 1999 (No. 182). This was a result of better inter-institutional coordination among public institutions at the local level and the development of measures to eradicate child labour, such as improved means of identifying cases of child labour.

In the 2018–19 biennium, the ILO provided technical assistance on international labour standards, specifically on the Social Security (Minimum Standards) Convention, 1952 (No. 102). The ILO reported that it was successful in generating more knowledge and awareness among workers' organizations on the application of standards related to freedom of association. This helped the unions present their observations on the failure to implement the CEACR recommendations. As a result, the Ministry of Labour adopted regulations that, at least partially,

overcome the existing problems for unionization and collective bargaining among public sector workers.⁴⁰

In Peru, the ILO has supported the ratification of international instruments that Peru has not yet signed. It was successful in getting Convention No. 189 on domestic workers ratified, and it was successful in getting forced labour typified as a crime within the laws of Peru. Even though Peru has not yet ratified the Protocol of 2014 to the Forced Labour Convention, 1930, the ILO continues its efforts on this front.

At the same time, the support to MTPE and workers' organizations to strengthen dialogue and foster the effectiveness of observations, particularly those of CEACR, permitted the opportune presentation of the reports of Peru to CEACR in the two biennia under analysis.

(b) Social dialogue

In the Plurinational State of Bolivia, the ILO's contribution to social dialogue helped in the preparation of policy proposals on technical and professional training. The ILO also made progress in the dialogue on safety and health in the workplace in the construction sector, which had a positive impact on social dialogue. For example, it created a tripartite roundtable to fight against unacceptable forms of work among women construction workers in the Plurinational State of Bolivia. As a result of the ILO's work in this sector, and on the tripartite roundtables, in 2019, the country passed law 1155 making accident insurance mandatory in the construction industry. The ILO contributed to social dialogue in this context through the formulation of public policy proposals on informality and business productivity.

In **Colombia**, the ILO supported multiple training sessions, and provided technical assistance on social dialogue, and also actively promoted it. This increased knowledge about social dialogue among constituents, particularly the employers' and workers' leaders and labour inspectors. It also incentivized the use of social dialogue on the issues of labour formalization and the design of a social protection floor.

The ILO also reported that it promoted tripartite social dialogue in the development of actions with the Ministry of Labour, particularly for the design of a strategy to promote social and solidarity organizations, and in the development of the National Plan for a Solidarity Economy. ILO constituents participated in the consultation and dialogue process to identify their needs on labour inspections and compliance with regulations. In addition, the process of defining a decent work policy led to a tripartite consultation process and a government dialogue with employers' and workers' organizations on the negotiation committee.

In **Ecuador**, ILO support for the Federation of Chambers of Industries of Ecuador, in the definition of "Agenda Ecuador 2030, Productive and Sustainable" should be highlighted. It included the Federation's participation in all of the dialogues that the President of Ecuador convened. It also participated in other platforms, such as the 24 national sector roundtables, the production and tax council, and the executive committee created to monitor the design of public policies for recovery and economic growth.

At the same time, the ILO, through PATSS, was able to foment social dialogue by strengthening tripartism and governance within IESS. The IESS leadership council includes a representative of the Government and a representative of employers. As a result of administrative/legal issues, the seat reserved for representatives of workers has been vacant for a long time. This absence is an obstacle to calling elections to fill this very seat, and for the eventual election of a new representative of the employers.

In **Peru**, the constituents participated with the ILO in the progress made on domestic workers and the eradication of forced labour. The ILO promoted a permanent dialogue between

⁴⁰ See the report from the Committee of Experts at the 2019 International Labour Conference, pp. 69–71.

government representatives (Congress and the general director of fundamental rights at the MTPE) and domestic worker organizations, which resulted in the ratification of Convention No. 189. Tripartite constituents participated in the consultations for the Protocol of 2014 to the Forced Labour Convention, 1930, and the adoption of the Third National Plan to Fight Forced Labour 2019–22. The ILO supported the evaluation of the Second Plan, and its results were used to draft the Third Plan.

The creation and approval of the Sector Strategy for Labour Formalization was undertaken in consultations and negotiations among MTPE and the four unions (General Confederation of Workers of Peru, United Workers Central of Colombia, Autonomous Workers' Confederation of Peru and Confederation of Workers of Peru) and the Chamber of Commerce of Lima in representation of the employers.

(c) Gender equality and non-discrimination

In the **Plurinational State of Bolivia**, the CEPB relied on technical assistance from the ILO/CINTERFOR to draft public proposals for professional and technical training. It incorporated into the proposal a specific policy on gender equality, with a guideline to incorporate equality criteria, promote the participation of women in the world of (formal) work, and to increase their contributions to the national economy. In 2018, the ILO developed a modality of SCORE to strengthen measures of gender equality in SMEs. The CEPB and the ILO applied it in nine enterprises. The ILO also supported the creation of the Association of Women Construction Workers of Bolivia, which has affiliates from across the country.

With ILO support, during the 2016–17 biennium, the Ministry of Labour, Employment and Social Welfare approved Supreme Decree No. 2936, which ratified Convention No. 167 on health and safety in construction. During the second biennium, Law 1155, establishing mandatory accident insurance for construction workers, was passed. It is based on ILO Convention No. 167. The Association of Women Construction Workers (ASOMUC) participated in the tripartite consultation process for the law.

In **Colombia**, there have been significant achievements with ILO support. For example, gender equality and non-discrimination were significant components of the proposal for a social protection floor in 2017. This ensured that issues unique to women workers in rural and urban areas were taken into account in the proposal. With regard to the transition to formality, the ILO's study on labour formalization accords succeeded in gathering the requisite information to identify the needs of vulnerable groups in the informal economy, including women and Afro-Colombian people. As a result of this effort, the Ministry of Labour's action proposals currently include non-discrimination as a priority. Another significant impact was the adaptation of the module of the Gender Equality Model–SCORE (MIG–SCORE), and the subsequent training of workers and employers in this methodology. The training included zero tolerance for violence against women, and focused on SMEs and social and solidarity economy organizations.

At the same time, the ILO provided technical assistance to the Ministry of Labour through the Gender Parity Initiative.⁴¹ The initiative has three objectives: to increase women in the labour market, to decrease the salary gap, and to increase women's access to upper management positions. The ILO collaboration with the United Nations Population Fund and UN WOMEN contributed to the content used to train workers and labour inspectors (in person and remotely) on issues of sexual education, reproductive health and gender perspectives.

In **Ecuador**, ILO support contributed to getting the Ministry of Labour to consider gender issues in its labour demand survey. This resulted in an analysis that ultimately favoured

⁴¹ In November, Colombia received Inter-American Development Bank support for this initiative for a period of three years. Available at www.mintrabajo.gov.co/prensa/comunicados/2019/noviembre/iniciativa-de-paridad-de-genero-ipg-se-lanzo-hoy-en-colombia-con-apoyo-del-bid <https://www.iadb.org/es/gender-and-diversity/iniciativa-de-paridad-de-genero>.

the development of gender sensitivity. Another achievement was the development of the Ministry of Labour's training manual for labour inspectors, which focused on the inclusion and protection of the rights of vulnerable populations, including women and indigenous peoples. The ILO supervised this process. A new system of data management was developed so that labour inspections have access to disaggregated data to better plan attention to groups in vulnerable situations.

In **Peru**, the ILO supported workers' organizations through a training workshop for representatives of the United Workers Central of Colombia, with the goal of strengthening knowledge among unions and developing activities to promote equal opportunities for men and women. With the members of the *Confederación Nacional de Instituciones Empresariales Privadas* (CONFIEP), the ILO promoted women's empowerment and a greater recognition of women business people.

Through the SCORE programme, the ILO trained trainers in the methodology, specifically in MIG-SCORE, with the participation of six private sector professionals and two officials from the Fundamental Rights Programme of the MTPE.

In addressing the issue of child labour and human trafficking, the ILO has maintained a permanent effort to make the situation of the most vulnerable populations, especially women and girls, more visible. Lastly, the ILO promoted the ratification of Convention No. 189 on domestic work, a field that is 94 per cent female.

In **all countries**, it appears that ILO programming does not include a sufficiently robust cross-cutting component to promote gender equality. However, the ILO interventions appear to be making a significant contribution to national policies aimed at gender equality.

(d) Just transition to a sustainable environment

According to information provided by the evaluators, the ILO has not made the transition to a sustainable environment a cross-cutting policy driver in its interventions in any of the countries in the Andean region.

3.5. Efficiency

This section explores the ILO's coordination with its strategic partners to provide support for the implementation of the SFs and NAPs. Did they establish synergies among the Andean nations? If so, how? Was the ILO support for the execution of the SFs/NAPs in the Andean countries cost-efficient?

Summary of principal findings:

- (a) The ILO coordinated its actions in the countries with government, employers and workers, mostly in a bilateral manner. While this coordination was not tripartite, it was highly valued by the interviewees and by survey participants.
- (b) The project offices recognize that the support of DWT/CO-Lima was significant. They received support in the form of the mobilization of resources and regular visits from the Andean office specialists. However, they faced challenges due to the rigidity of the programming procedures, delays in responses from DWT/CO-Lima, and budget limitations that generated coordination difficulties.
- (c) The processes of exchanging of experiences with other countries occurred principally within the framework of regional and subregional projects, and when the projects had funds for these types of activities. Otherwise, we did not find significant examples in which these exchanges occurred.
- (d) The tripartite constituents said that the technical standards of ILO assistance were very high. They also highlighted the high level of commitment and the response capacity on

the part of the experts in the offices in La Paz, Bogota, Quito and Lima. However, the interviewees also confirmed the finding of a prior regional evaluation that found that employers’ and workers’ organizations wanted more support from ACT/EMP and ACTRAV, not just for individual work with their respective sectors, but to facilitate consensus-building and tripartite dialogue.⁴²

- (e) In middle-income countries, the mobilization of ILO resources has been problematic. Additionally, there are indications that DWT/CO–Lima lacks a strategic vision. The leveraging of funds has been more “reactive” in that the availability of funds has responded to the interests of donors/and development partners.
- (f) Based on the regional office’s trust fund study, the ILO’s typical management structure of project cooperation completely or partially covers – depending on resources available in the project – the costs of the technical personnel (national officials and administrative assistants) through its technical cooperation contracts. Generally speaking, albeit with some variations across the project offices, this “project-by-project” structure creates inefficiencies and redundancies in the technical and administrative support resources. At the same time, while it foments technical structures that operate autonomously, it also makes it difficult to coordinate among them.
- (g) The evaluation concludes that the ILO support for the execution of the SFs/NAPs in the Plurinational State of Bolivia, Colombia, Ecuador and Peru was cost-efficient.

The efficiency analysis was based on various data sources, principally:

- (a) 2016–19 budget data from the ILO Development Cooperation Dashboard, available at www.ilo.org/DevelopmentCooperationDashboard/#bsmphgd;
- (b) information collected in interviews;
- (c) the online surveys;
- (d) other documents, such as the USC synthesis evaluation.

Finding 18: The ILO coordination was largely bilateral. While these processes were not tripartite, they were highly valued.

Table 30 shows that the majority of representatives of national actor representatives (78 per cent) rated the coordination with the ILO very highly (giving it a score of 4 or 5).

► **Table 30. How national actors rated the coordination between the ILO and its strategic partners and other involved actors to support the execution of the NAP/CPO**

How would you rate, from 1 to 5, the coordination between the ILO and its strategic partners, and other involved actors to support the execution of the NAPs/CPO?	
Very low	2%
Low	0%
Moderate	16%
High	52%
Very high	26%
Don't know	4%

Source: Online survey of national actors.

⁴² ILO Regional Office for Latin America and the Caribbean, *Independent Regional Evaluation on models for implementing ILO technical with RBSA funds*, 2017.

With regard to the ILO, the majority (68 per cent) of surveyed personnel gave high marks to the coordination with strategic partners and other involved national actors.

▶ **Table 31. How surveyed personnel rated the coordination between the ILO and its strategic partners and other involved actors to support the execution of the NAP/CPO**

How would you rate, from 1 to 5, the ILO's coordination with strategic partners and involved actors, to the execution of the NAPs/CPOs?	
Very low	0%
Low	4.55%
Moderate	22.73%
High	40.91%
Very high	27.27%
Don't know	4.55%

Source: Online survey of ILO personnel.

In the **Plurinational State of Bolivia**, the interviews and document analysis demonstrate that the ILO is capable of involving a variety of strategic partners in the implementation of interventions. These partners have included agencies and organizations in the public and private sector, and civil society organizations. The ILO worked with many ministries (MTEPS, Education, Productive Development and Plural Economy), affiliates of the constituents in various sectors (construction unions, domestic workers, health workers, manufacturing; and with chambers of industry, construction, independents and departmental), departmental governments, municipal governments in La Paz and El Alto, universities and other civil society institutions.

In **Ecuador**, we heard from our sources, including members of the project office, that the ILO primarily responds to the needs of national and municipal governments. Numerous sources pointed out the need to strengthen the relationship with workers and employers.

However, there are some spaces in which the ILO was able to promote and accompany tripartite coordination, despite the country's complex situation and the lack of political will to foster sustained processes of tripartite dialogue. Some tripartite agreements were made on labour reforms within the framework of the National Council on Labour and Salaries.

According to primary and secondary sources, the ILO in **Colombia** was able to establish partnerships outside of the tripartite framework – with other public and private institutions, such as the Ministry of Information and Communication Technology; professional training centres; the national organized labour school; productivity centres; chambers of commerce; civil society organizations (principally in rural areas); and with actors from the cooperative movement, to name a few.

Coordination with strategic partners has mostly been a strength of the projects and an area of particular success and positive outcome in and of itself, beyond a needed tool for the execution of the project.⁴³

In **Peru**, the ILO worked with various ministries (Agriculture, Production, Environment, Justice, Women and Vulnerable Populations); regional governments; business groups (ADEX, COMEX

⁴³ University of Southern California, *Synthesis Review of ILO's Programme of Work in Support of Decent Work in the Andean Countries of Bolivia, Colombia, Ecuador, Peru, and Venezuela 2016-2019*. Center for Economic and Social Research, April 2020.

and Chamber of Commerce of Lima); micro, small and medium-sized enterprises; farmers' associations; cooperatives; centres for productive innovation and technology transfer; non-governmental organizations; the judiciary; public prosecutors' offices; police; and other relevant institutions.

Finding 19: The project offices recognize the importance of ILO support, which they received in the form of the mobilization of resources and regular visits from the specialists. However, the members of the project offices also said they faced challenges due to the rigid programming procedures, the delays in response from DWT/CO-Lima, and budget limitations that generated difficulties in coordination.

In the words of an one of the technical specialists from a project office:

The response of the project coordinators is not autonomous. There is planning for outcomes that depends on agreements with donors, but the constituents have other priorities and needs. In the time it takes to consult the Andean office and wait for Lima to analyse the request, the constituent has chosen another organization.

3.5.1 Synergies among the Andean countries

Finding 20: The exchange of experiences with other countries mostly took place within the framework of regional and subregional projects, and when the projects had funds for these types of activities. Otherwise, we did not find significant examples in which these exchanges occurred.

3.5.2 Resource allocation

The absence of a robust programming framework that establishes base values and concrete and quantifiable goals, timelines, budget distributions and such make it difficult to conduct a cost-efficiency analysis.

Finding 21: The tripartite constituents said that the technical standards of ILO assistance were very high. They highlighted the high level of commitment and response capacity on the part of the experts in the offices in La Paz, Bogota, Quito and Lima. However, the interviewees also confirmed the finding of a prior regional evaluation: employers' and workers' organizations want more support from ACT/EMP and ACTRAV, not just in their individual work with their respective sectors, but specifically to facilitate consensus-building and tripartite dialogue.⁴⁴

According to primary and secondary sources in Colombia, which is the country with the most resources, the ILO established partnerships outside of the tripartite framework, with other public and private institutions, such as the Ministry of Information Technology and Communications; professional training centres; the national union school; civil society organizations, particularly in rural areas; and with cooperative movement actors, to name a few.

The coordination with strategic partners largely has been a strength of the projects and an area of particular success and a positive outcome in and of itself, beyond a needed tool for the execution of the project.⁴⁵

Finding 22: Through numerous interviews, we found that, in middle income countries, the mobilization of ILO resources has been problematic. Additionally, there are indications that DWT/CO-Lima lacks a strategic vision. The leveraging of funds has been more

⁴⁴ ILO Regional Office for Latin America and the Caribbean, *Independent Regional Evaluation on models for implementing ILO technical assistance with RBSA funds*, 2017.

⁴⁵ University of Southern California, *Synthesis Review of ILO's Programme of Work in Support of Decent Work in the Andean Countries of Bolivia, Colombia, Ecuador, Peru, and Venezuela 2016-2019*. Center for Economic and Social Research, April 2020.

“reactive”, to the extent that funds are available according to the interests of donors and development partners.

We heard that the Quito office is investing in efforts to coordinate its technical resources around determined themes. According to numerous interviews, it had success in the area of social protection by building a technical team that responds in a coordinated manner while also linking to other projects.

That said, most of the information collected indicates there is an inadequate level of coordination among the projects that the ILO executes in the country. For instance, the fact that each project has its own administrative team and that these services aren't shared among projects means that the available funds are not necessarily being used in the most efficient manner. According to some sources, there is room for improvement when it comes to the efficient use of resources.

Yes, we can be much more efficient. We don't have a country office, each project has a team (ILO representative).

Bolivia (Plurinational State of)

The main funding sources for this period were RBSA funds and multi-bilateral donor funds.

► **Table 32. Plurinational State of Bolivia funding sources, 2016–19**

Source	Amount approved (US dollars)	%
RBSA	1 730 000	60%
Multi and bilateral funding sources	1 140 000	40%
Total	2 870 000	100%

Source: ILO Development Cooperation Dashboard, August 2020.

Table 32 shows that the ILO programme in the Plurinational State of Bolivia, 2016–19, was highly dependent on RBSA financing and external cooperation from two counties.

► **Table 33. Plurinational State of Bolivia spending by project, 2016–19**

Source of funding	Project	Expenditures (US dollars)	%
RBSA	Regional productive and sustainable development with better health and safety conditions in mining and manufacturing in Bolivia	373 035	13%
Multi/bilateral donors	Constructing Freedom, Free of Violence	147 390	5%
RBSA	Strengthening technical and vocational education and training in Bolivia	834 599	29%
Multi/bilateral donors	Sustaining Competitive and Responsible Enterprises (SCORE) Phase III – Bolivia	451 047	16%
RBSA	Capacity-building for workers' organizations in Bolivia	255 580	9%
RBSA	Technical support for SMEs in Bolivia	267 891	9%
Multi/bilateral donors	Constructing Equality	201 323	7%
Multi/bilateral donors	Building Trust and Dialogue for social justice through decent and productive work in Bolivia	338 076	11%
Total		2 868 941	100%

Source: ILO Development Cooperation Dashboard, August 2020.

Fund expenditures in the 2016–19 period were US\$2,868,941, which was distributed among eight projects. Nearly one third of this (29 per cent) contributed to the expenses from a project to strengthen professional training. The rest of the projects received between 7 and 16 per cent of the total.

Ecuador

With regard to the budgets by funding source, as table 34 shows, the budget of the project office in Ecuador for 2016–19 was US\$702,467.

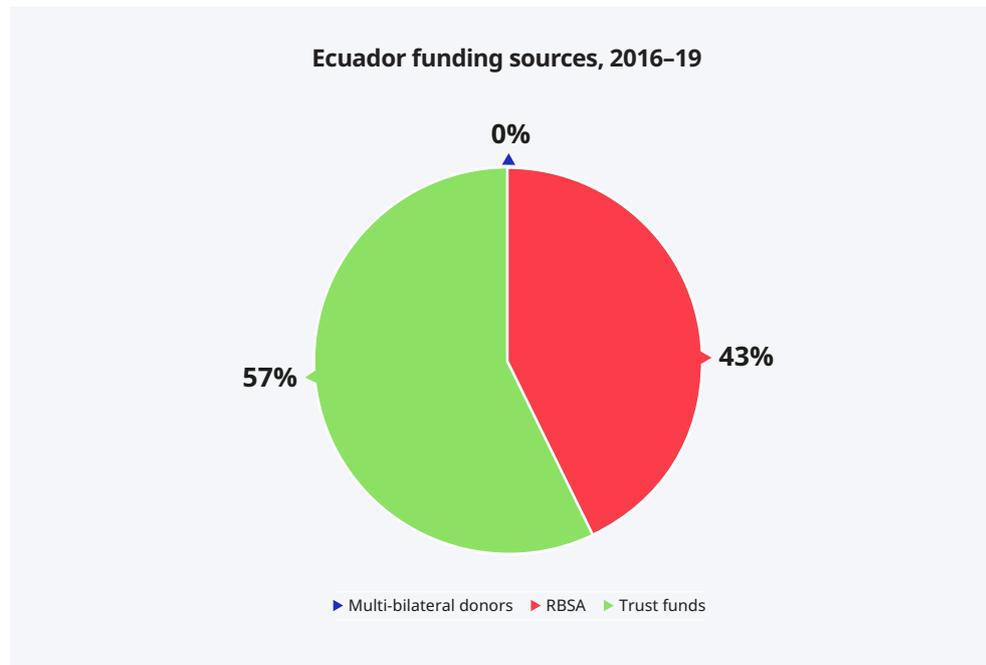
► **Table 34. Ecuador funding sources, 2016–19**

Funding source	Approved amount (US dollars)	%
Multi-bilateral donors	0	0%
RBSA	298 977	43%
Trust funds	403 490	57%
Total	702 467	100

Source: ILO Development Cooperation Dashboard, August 2020.

RBSA funds, which is to say the ILO’s own funds, account for 43 per cent. The remaining 57 per cent come from trust funds that are allocated by the Government of Ecuador. It is notable that, for 2016–19, the ILO in Ecuador had no funds from XBTC.

► **Figure 3. Ecuador funding sources, 2016–19**



Regarding expenditures, in the 2016–19 period, the Office spent US\$697,396, which was distributed among three projects, with the bulk of the funding (57 per cent) going to PATSS.

► **Table 35. Ecuador spending by project, 2016–19**

Funding source	Project	Expenditures (US dollars)	%
RBSA	Promoting integration of Venezuelan migrants and refugees in Latin America and the Caribbean into the labour markets of Andean countries through decent work and inclusive economic growth with equity	49 768	7%
Direct trust funds	Social Security Technical Assistance Programme – Ecuador–PATTS	398 462	57%
RBSA	Capacity-building for employers' organizations in Ecuador	249 209	36%
Total		697 396	100%

Source: ILO Development Cooperation Dashboard, August 2020.

Colombia

If we look at the distribution of spending by funding source, we see that the ILO has been able to leverage a significant amount of complementary resources through development and technical cooperation projects and, primarily, Colombian Government trust funds. The document review and analysis and information collected in interviews confirm that these projects were critical to the development of ILO actions in the country.

► **Table 36. Colombia funding sources, 2016–19**

Funding source	Approved amount (US dollars)	%
Multi/bilateral donors	7 442 532	25%
National trust funds	20 530 600	70%
RBSA	1 163 322	4%
Other Intergovernmental organizations	165 725	1%
Total	29 302 179	100%

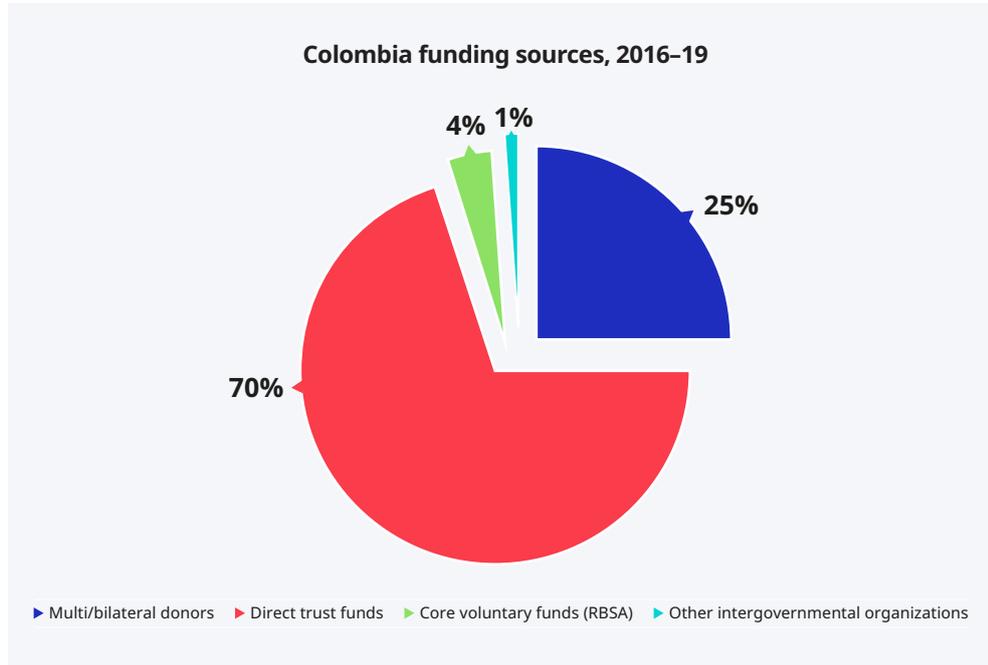
Source: ILO Development Cooperation Dashboard, August 2020.

As displayed in table 36, 95 per cent of the funds came from multi/bilateral donors (25 per cent) and trust funds allocated by the national Government (70%). RBSA funds are 4 per cent of ILO approved funds in Colombia.

With respect to the use of the funds and types of funding, the ILO's Independent Regional Evaluation on models of technical assistance said:

In general, RBTC and RBSA are considered highly efficient instruments from a financial perspective. The majority of RBTC funds are well used to cover incidentals not attended to with other funding modalities, or to reinforce actions already underway. The small amounts of RBTC create a strong incentive for specialists to maximize the usage of these funds. As a result, they tend to improve the efficiency of these funds and achieve a good multiplier effect.⁴⁶

⁴⁶ ILO Regional Office for Latin America and the Caribbean, *Independent regional evaluation on implementation models for RBSA financed technical assistance*, 2017.

► **Figure 4. Colombia funding sources, 2016–19**

This was apparent in the interviews for this evaluation. As mentioned above, while the RBSA funds in Colombia accounted for 4 per cent of expenditures, 95 per cent came from cooperation projects and trust funds.

Finding 23: According to the regional office's trust fund study, the ILO's typical cooperation management structure covers completely or partially (depending on resources available in the project) the costs of the technical project personnel (national official and administrative assistants) through technical cooperation contracts.⁴⁷ According to information gathered in our interviews, throughout the region this "project-by-project" structure created inefficiencies and redundancies in technical, administrative and support resources. While it facilitates technical structures that operate autonomously, it also makes it difficult to coordinate them.

However, in the case of Colombia, many interviewees said that the presence of DWT/CO–Lima specialists in the project office allowed for a horizontal vision and work process among different teams that created the space for coordination across projects on common and complementary issues.

At the same time, as the trust fund study also pointed out, in countries in which trusts funds are a high proportion of the project portfolio, as is clearly the case in Colombia, this funding contributed to maintaining a national development cooperation team, primarily with the support from projects with financing above US\$200,000.

Peru

The main sources of funding for this period were bilateral donations (Sweden, Norway, United States, Canada and Spain), which totalled 83 per cent of the contributions to the ILO, followed by UN agencies (12 per cent). The RBSA funds (US\$18,770) barely accounted for 0.2 per cent of the funding for 2016–19.

⁴⁷ Study of characteristics, restrictions and opportunities with government funded projects (XBTC), December 2019.

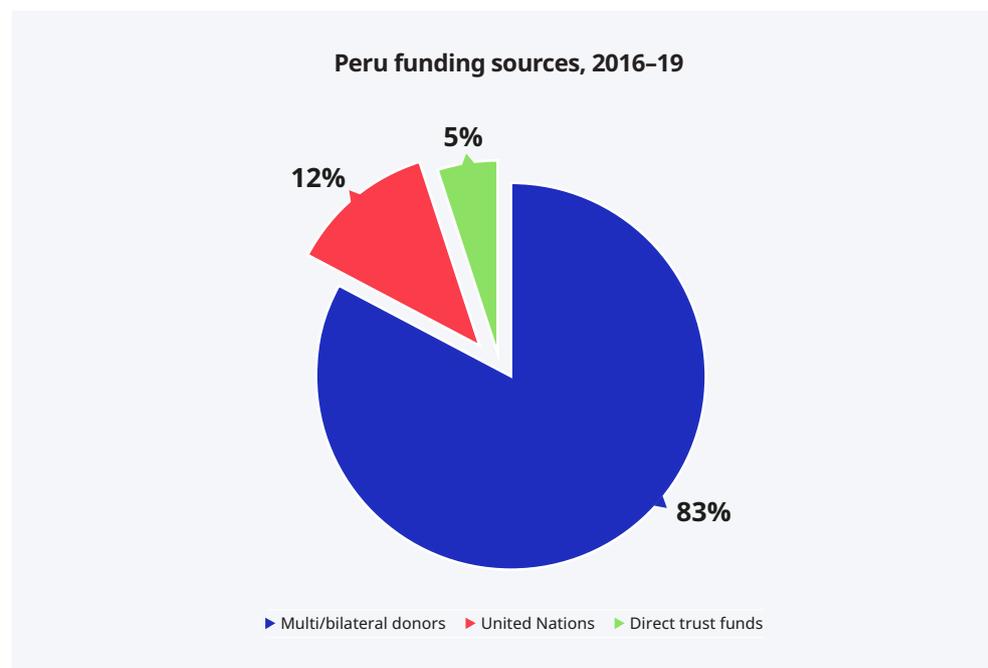
► **Table 37. Peru funding sources, 2016–19**

Source	Amount (US dollars)	%
RBSA	18 770	0.2%
Direct trust funds	380 489	4.8%
Bilateral donors	6 884 496	83%
United Nations	1 020 000	12%
Total	8 303 55	100%

Source: ILO Development Cooperation Dashboard, August 2020.

National funds or trust funds represented slightly less than 5 per cent of the total invested. It is clear that the ILO interventions in Peru are highly dependent on RBTC and XBTC.

► **Figure 5. Peru funding sources, 2016–19**



In Peru, during 2016–19, funds expenditures totalled US\$7,709,606, which was distributed among 19 projects. In general, the amounts spent per project were less than US\$250,000 (12 projects), and only 4 (the SCORE phase II and III projects, the forced labour project, and the child and adolescent trafficking project) were over US\$1 million.

► **Table 38. Peru spending by project, 2016–19**

Funding source	Project	Expenditures (US dollars)
United Nations	Partnership for Action on Green Economy (PAGE)	60
Multi/bilateral donors	Eliminating child labour and forced labour in the garment value chain – an integrated approach	8 494
Multi/bilateral donors	Action against child trafficking for labour and sexual exploitation in Peru – phase I	10 865
Private/non-governmental actors	Technical Assistance Programme – Derrama Magisterial (public sector teachers' social security)	16 002
RBSA	Integrating Venezuelan migrants and refugees into the Latin American and Caribbean labour market through decent work and inclusive and equitable economic growth	18 770
United Nations	Access to dignified work for people with disabilities in Peru	30 016
Direct trust funds	Modernization of labour relations in the Ministry of Health	38 744
Financial institutions	Pathways to formality in Peru	49 582
Multi/bilateral donors	Training on Convention 169 on indigenous and tribal peoples	55 979
United Nations	Strengthening of national initiatives and enhancement of regional cooperation for the environmentally sound management of POPs in Waste of Electronic or Electrical Equipment (WEEE) in Latin American countries	62 122
Multi/bilateral donors	Consolidating and disseminating efforts to combat forced labour in Peru	100 625
United Nations	Partnership for Action on Green Economy (PAGE) – Phase II	228 806
Multi/bilateral donors	Integrated system for the identification and registration of child labour in Peru	265 926
Direct trust funds	Institutional strengthening for health social security	341 670
United Nations	Economic inclusion and sustainable development for quinoa producers in rural areas of extreme poverty in Ayacucho and Puno (PC-Granos Andinos)	665 035
Multi/bilateral donors	Sustaining Competitive and Responsible Enterprises (SCORE) – Phase III – Peru	1 075 855
Multi/bilateral donors	Sustaining Competitive and Responsible Enterprises (SCORE) – Peru Phase II 2013–2017	1 336 654
Multi/bilateral donors	From Protocol to Practice: A Bridge to Global Action on Forced Labour (The Bridge project – Peru)	1 462 278
Multi/bilateral donors	Action against child trafficking for labour and sexual exploitation in Peru – phase II	1 942 123
Total		7 709 606

Source: ILO Development Cooperation Dashboard, August 2020.

3.5.3 Considerations on efficiency

The limited scope and time frame of this evaluation did not allow the evaluation team to conduct a detailed financial analysis of ILO spending. However, a USC synthesis study based on a series of evaluations of ILO projects in the Andes found that the majority of evaluations used their resources efficiently.⁴⁸

According to the results of the online survey, presented in table 39, 65 per cent of the national actors rate very highly the cost-efficiency of ILO assistance in the Andean countries.

► **Table 39. How national actors rate the cost-efficiency of ILO assistance for NAP execution in Andean countries**

How would you rate cost-efficiency of ILO assistance for NAP execution in the Andean countries?	
Very low	0%
Low	0%
Moderate	14.29%
High	44.90%
Very high	20.41%
Don't know	20.41%

Source: National survey of national actors.

At the same time, ILO personnel who answered the online survey said ILO support was cost-efficient (60 per cent gave it a 4 or 5).

► **Table 40. How ILO personnel rate the cost-efficiency of ILO assistance for NAP execution in Andean countries**

On a scale of 1 to 5, how cost-efficient was the ILO assistance for NAP execution in Andean countries?	
Very low	0%
Low	9.09%
Moderate	18.18%
High	50%
Very high	9.09%
Don't know	13.64%

Source: Online survey of ILO personnel.

Finding 24: Based on the above analysis, the evaluators conclude that the ILO support for the SF/NAP execution in the Plurinational State of Bolivia, Colombia, Ecuador and Peru was cost-efficient.

⁴⁸ University of Southern California, *Synthesis Review of ILO's Programme of Work in Support of Decent Work in the Andean Countries of Bolivia, Colombia, Ecuador, Peru, and Venezuela 2016-2019*. Center for Economic and Social Research, April 2020.

3.6. Likelihood of impact

The likelihood of impact is related to whether the SFs/NAPs will lead to significant positive changes in terms of decent work.

Summary of the principal findings:

- (a) In the Plurinational State of Bolivia, Ecuador, Colombia and Peru, the ILO constituents contributed to progress on the Decent Work Agenda: greater capacity for influence in policies and programmes; progress in tripartite relations; progress on employment in rural areas; stronger labour administration; and improvements in the application of international labour standards, among other notable areas of progress.
- (b) At the country level, the results obtained by national actors with ILO support contributed to progress in the Decent Work Programme in many positive ways. It continues to create conditions for additional progress in the years to come. However, many of these actors think that an ILO programme that is better adapted to the context of each country would have a greater potential impact.

Finding 25: In the Plurinational State of Bolivia, Ecuador, Colombia and Peru, the ILO constituents contributed to progress on the Decent Work Agenda, producing a greater capacity for influence in policies and programmes; progress in tripartite relations; progress on employment in the rural areas; stronger labour administration; and improvements in the application of international labour standards, among other notable areas of progress.

At the country level, the results obtained by national actors with ILO support contributed to progress in the Decent Work Programme in many positive ways. It continues to create conditions for additional progress in the years to come. However, many of these actors think that an ILO programme that is better adapted to the context of each country would have a greater potential impact.

Based on the document review and the interviews with key sources, the ILO's actions in this time period contributed to a number of positive changes with regard to decent work, which are explained in greater detail below.

3.6.1 Bolivia (Plurinational State of)

- (a) Improved legislation, public policies and business environment: Construction workers, particularly women, benefited from regulations protecting their rights, such as the regulations on safety, and the discussion of bills on pay parity and the comprehensive training of women construction workers, both of which are pending government review. With the ILO's technical support, the CEPB proposed changes in the current regulations to improve business, reduce informality and improve competitiveness of the SMEs. This included the reduction of fines in the tax code for established companies; improvements in the investment law; preference for SMEs in government procurement; and modification of the financial services law to facilitate SME access to credit, in addition to other changes regarding the control of contraband, paperwork reduction for registering companies and increased productivity. These proposals seek to improve the business environment, particularly for SMEs.
- (b) Strengthening tripartite actors: The technical support from the ILO has enabled the CEPB to strengthen its capacity for analysis and to formulate proposals, in addition to generating new services to benefit the sector, regional trade groups and affiliated companies. The online economic information service is one such example. With ILO support, the Bolivian Workers Union strengthened its organizational capacity to adopt a strategic plan for its action unit. ILO support helped strengthen a domestic workers' organization (FENATRAHOB)

and organizations for women who work in the construction sector (ASOMUC and the Association of Women Construction Workers of Bolivia).

3.6.2 Colombia

- (a) The ILO had a presence on national policy roundtables: This has facilitated a greater impact for the ILO on the design of policies and programmes in a variety of areas, including the National Decent Work Plan, guidelines for policies to prevent forced labour of Venezuelan migrants, public policy for the prevention and eradication of child labour, agreements on the formalization of labour and policies for business formalization and the National System of Qualifications and the National Framework for Qualifications.
- (b) Rural sector employment policies: The ILO in Colombia significantly strengthened its coordination with many provincial and local ranches. This coordination materialized in the ILO's presence in many inter-agency working groups on rural development, the generation of employment in rural areas, the promotion of associations, the protection of victims of the conflict, attention to indigenous populations, labour migration, gender equality and non-discrimination.
- (c) Strengthening labour administration: The ILO has significantly contributed to the strengthening of the Ministry of Labour's Department of Inspection Vigilance and Control. The electronic case management system, early alert systems and the virtual campus all herald a modernization of labour administration tools that improve the administrative response to workers and employers.
- (d) Strengthening capacities of the constituents: The ILO helped strengthen the capacities of workers to enforce regulations, grow their unions, create willingness among enterprises to formalize and resolve conflicts, create willingness to participate in dialogue and consensus-building at a national level, create conditions to protect the labour movement, and create institutionality around international labour standards compliance.⁴⁹
- (e) Strengthening social dialogue: The ILO strengthened dialogue and consensus-building, particularly in the public sector. CETCOIT has played an important role in fostering social dialogue as a tool to prevent and resolve conflicts related to international labour standards.
- (f) Improving the application of regulations in the framework of the international labour standards: The ILO in Colombia contributed to improving the application of regulations in the framework of the international labour standards in numerous ways. According to a United States Department of Labor-funded project evaluation on international labour standards:
 - (i) Workers are capable of identifying and adequately presenting the violation of the law and demand compliance with it. The worker knows about and demands a protection order agreed upon with the Government to protect his or her life while performing this role.
 - (ii) The employer, guided by trade groups such as the National Business Association of Colombia, is increasingly willing to engage in dialogue and negotiation when faced with its responsibility to protect and guarantee labour rights. It knows the opportunity that complying with international labour standards presents for improved economic performance in the country.
 - (iii) The administrative authority for labour has a stronger institutional structure and the tools that allow it to make progress managing and sanctioning labour rights violations.
 - (iv) The judicial authority has more knowledge and tools to adequately act in cases of anti-union criminal conduct .

⁴⁹ Final Independent Project Evaluation, "Promoting Compliance with International Labour Standards in Colombia".

- (g) Strengthening the national system of care work: The ILO office in Colombia has had an active role in policies to strengthen the national care system through technical studies and the quantification of paid care work.

3.6.3 Ecuador

- (a) Workplace Inspection System: The ILO has undertaken sustained work to improve the capacities of the Ministry of Labour's inspectors. The ILO has successfully provided them with tools to identify cases of forced labour, child labour and failures to affiliate workers with social security. The ILO also developed administrative and inspection tools and processes for informing, sanctioning and closing cases. This has had positive impacts on the inspection system, while also speeding the complaints and administrative processes, reducing the intervention times and improving services to workers and employers.
- (b) Ministry of Labour Employment Bureau – Employment Partner Network: The Ecuador project office leveraged resources from a variety of projects to create and consolidate this network, which is now national in scope and, according to qualitative information collected, is the bureau that is most consulted by employers. The employment bureau is an effective way to connect those seeking jobs with employment opportunities.
- (c) Eradication of Child Labour: According to the evaluation report on the Regional Initiative: Latin American and the Caribbean Free of Child Labour, Ecuador was successful in influencing public policy.⁵⁰ Ecuador incorporated combating child labour into its two most recent national development plans, and the National Living Well Plan (2013–17) includes it as part of a number of goals related to well-being and poverty. The current National Development Plan (2017–21) proposes the specific goal of “Eradication of child labour among 5-to-14-year-olds, reducing statistics from 4.9 per cent to 2.7 per cent by 2021”. The Ministry of Labour decentralized its policy to eradicate child labour, providing technical assistance to 56 autonomous decentralized governments through its roundtables on child labour councils and boards for rights protection in cantons around the country. Approximately 100 cantons at a national level have comprehensive public policies on child labour.
- (d) At the same time, according to declarations from key sources, the Ministry of Labour made child labour an institutional issue through the Programme to Eradicate Child Labour. With the support of the ILO, it created the Single Registry for Child Labour, which allows it to register cases of child labour.
- (e) Promoting a Social Protection Floor: The final evaluation of the programme to promote a social protection floor in the Andean region indicated that the project created capacities in various ways. First of all, it created capacities in IESS personnel on topics such as affiliation, inspection, collecting, portfolio management and revenue. Second, it expanded capacities on guarantees of the social protection floor and alternative responses, which IESS directors and the Ministry of Social Development prioritized. At the same time, the evaluation indicated that it promoted the expansion of coverage, specifically through the incorporation of 179,000 unpaid domestic workers. Lastly, the project provided materials for the application of policies that extend social security coverage and strengthen constituent capacity to negotiate public policies on the design, management, coverage and financial sustainability of the system.
- (f) The National Agreement on Social Security is an agreement through which the Government, the affiliates and employers can work together to improve the quality of social security, and guarantee its sustainability over time. The National Agreement has a significant potential for impact. It seeks to establish a model for health that strengthens

⁵⁰ ILO FUNDAMENTALS, *Final Independent Evaluation. Support for the Regional Initiative Latin America and the Caribbean Free of Child Labour*, 2018.

primary care, optimizes budgets and expands affiliation. The ILO is in charge of providing technical assistance and accompaniment, and plays the role of facilitator of social dialogue to formulate agreements and establish a road map.

- (g) Sustainable enterprises: According to the USC study, the evaluation of the multi-country project on sustainable enterprises, which included Ecuador and the Plurinational State of Bolivia, found a clear likelihood of impact because it contributes to strengthening the capacity of employers' organizations to negotiate and plan for the sustainability of their sectors.

3.6.4 Peru

- (a) Active presence of the ILO in roundtable discussions on national policies, inter-institutional relations and instrument development: The continued and strengthened work of the ILO in tripartite social dialogue spaces for specific issues – in particular, the Committee for the Prevention and Eradication of Child Labour, the Committee to Fight Forced Labour and the Multi-sector Committee on Human Trafficking – are generating inter-institutional relationships and inspection and intervention tools that have an impact on government action on these issues. The ILO is amplifying the impact of its actions by involving and providing technical assistance to other government actors and including actions outside of Lima.
- (b) Ratification of Convention No. 189 and the creation of legal instruments to fight forced labour In November of 2018: Peru ratified ILO Convention No. 189 on domestic workers, which went into effect in June 2020. The Committee for Labour Social Security approved unanimously the Domestic Workers Law, which is based on Convention No. 189 and confers to this group of workers the same rights as other formal groups of workers. Domestic workers constitute a sector that was always denied their rights, and the impact of the ratification of Convention No. 189 quickly became evident. The classification of forced labour as a crime within Peru's penal code constitutes a significant achievement, which will contribute to strengthening and intensifying the authorities' efforts to combat this problem. Its inclusion in the penal code ends decades of legal ambiguity, which made it impossible to efficiently combat forced labour. The approval of the Third National Plan Against Forced Labour has reactivated the committee, providing it with a four-year horizon.
- (c) Strengthening the Administration of Labour: The support that the ILO provided to SUNAFIL turned out to be key to strengthening the institution, the technical foundations of its personnel, protocols and intervention methodologies, and the positioning of SUNAFIL on the national stage.

3.7. Sustainability

This section analyses the factors that influence whether or not the ILO interventions and outcomes have continuity over time.

Summary of the principal findings:

Finding 26: Various factors contributed to the sustainability of the ILO's interventions, including the comparative advantage and quality of the ILO's technical assistance, its capacity to include tripartite constituents and transfer of intervention methodologies, and its active role in developing national policies throughout the Andean region.

Finding 27: However, several factors conspired against the sustainability of ILO interventions – the difficult political and institutional context in the countries of the region, weak processes and spaces for social dialogue, the response capacity and alignment of ILO interventions with national demands, the dependence on cooperation funds,

the project offices' inability to react and their low degree of representativeness, the UN system reform, the absence of strategic programming in the countries or clear exit and sustainability.

3.7.1 Factors that will ensure ILO interventions and results continue over time

The most significant factors that will ensure ILO interventions and results continue over time are:

- (a) The recognition of the comparative advantage and quality of the ILO's technical assistance: The ILO's good reputation (based on its comparative advantage and the quality of its technical assistance) among constituents, other government agencies, provincial level entities and the UN agencies, has positioned the ILO as a leader on the issue of decent work. This has allowed it to be present in the relevant forums where policies are discussed and defined. In countries such as Colombia and Ecuador, and perhaps to a lesser extent in Peru, it has participated in the drafting of the UNSDCF and in the respective working groups. In the words of one of the interviewees: "Before we had to fight to be present. Now they invite us because they believe we have something to say. To the extent that we continue to provide technical assistance that is relevant and of a good quality, we will continue to have influence in the policy roundtables."
- (b) Contributions to the development of national policy: In the Andean region, the ILO has had a very active role in the development of national policies. In the Plurinational State of Bolivia, this includes the safety regulations for the construction industry, the bill on pay parity, or proposals to reform the current regulations to improve the business environment. In Ecuador, the ILO provides input for the application of policies to extend social security coverage. In Colombia, it supported the creation of policy guidelines to prevent Venezuelan migrants from getting trapped in forced labour, public policy to prevent and eradicate child labour, agreements on labour and business formalization, and the national system of qualifications and the national qualifications framework. In Peru, the Government approved the sector strategy for labour formalization 2018–21, which was designed to improve access to social security and greater rights. In 2019, a chapter on the environment was included in the National Competitiveness and Productivity Plan. These policy instruments, developed with ILO support, are elements that establish the foundation for the inclusion of these issues in government activities.
- (c) Transfer of intervention methodologies: In recent years, the ILO has demonstrated a capacity for getting tripartite constituents and other institutions involved in the development of actions to improve working conditions. This has prompted a feeling of ownership of the ILO methodologies among members of public and private institutions at various levels – central, regional, provincial and cantonal. One example is the SCORE methodology, which has the goal of improving productivity and labour conditions in SMEs. Another is the focus on child labour and forced labour, to cite a few examples.
- (d) Unfavourable political and institutional context: The political and institutional context has been a challenge for achieving results in the four countries, and it also affects the sustainability of the results that have already been achieved. Changes in administration tend to bring with them substantial changes in the government agenda; high rates of rotation of government officials make it hard for ILO actions to achieve continuity over time, and force the ILO to readjust its technical assistance and reconstruct institutional capacities with the arrival of new teams.
- (e) Effective social dialogue is an essential element for generating enabling environments for the sustainability of the achieved outcomes: In general, the processes and spaces for social dialogue in the Plurinational State of Bolivia, Colombia, Ecuador and Peru are

weak. Forums and the dialogue itself are sometimes used in a partisan way in conflicts among constituents. There is a general agreement among the national actors in the four countries that effective social dialogue is an essential element for creating enabling environments for outcome sustainability.

- (f) Response capacity and alignment with national priorities: A common theme that emerged in the interviews was the ILO's response capacity and the alignment of its interventions (projects, SFs and NAPs) with the explicitly expressed needs of the stakeholders. There is a general agreement among the sources that if ILO interventions were based on a consultation process and responded to actual needs and the national contexts, they would be more sustainable, and constituents would feel more ownership for them.
- (g) Dependence on cooperation funds: Andean countries are highly dependent on cooperation funds (XBTC), having only a small percentage of national funds (except in Colombia) or RBSA funds (with the exception of the Plurinational State of Bolivia). This conditions the continuity of the actions to the will of the external donors to continue funding certain categories of work. This is not favourable for the countries' ability to continue its actions in a sustainable and independent fashion after the projects and external aid ceases. As one ILO representative said: "Sometimes we start some work and we develop it for a few years, but we don't get to see it mature because the funds run out and we have to jump to another topic to do something else that the donor wants."
- (h) Continuity of ILO technical assistance: With regard to the previous point, the interviews with ILO representatives and constituents, and the evaluations we reviewed, all indicate that the continuity of ILO technical assistance is a central element from a sustainability perspective.
- (i) However, our sources and the regional evaluation on the implementation models of ILO technical assistance all found that a high proportion of the sources of technical assistance are short- and medium-term. The above-mentioned report indicated that the majority of the XBTC projects range from one to two years in duration. This tendency towards short-term projects, that do not extend past two years, is particularly common in projects from national funders.
- (j) Little response capacity and representativity of the project offices: The ILO offices in the Plurinational State of Bolivia, Colombia and Ecuador are project offices. In this sense, the ILO has never had a resident representation in these countries, like the rest of the UN system does. Some interviewees say that the operation and functional structure of these offices do not allow them to respond in a timely and efficient manner to constituent needs. The offices are essentially technical and lack a tripartite profile and the necessary competencies to have relationships with these actors that go beyond the support that the regional ACTRAV and ACT/EMP specialists provide.
- (k) The new scenario under the UN system reform: The actions of UN system agencies are now coordinated through cooperation frameworks. Some of the interviewees perceive this as a possible threat in terms of sectoral and financial competition among UN agencies. Others see the closer relationships among the agencies as a potential way to open new funding opportunities, and for the ILO to delegate certain actions, freeing it up to focus on providing opinions and policy guidelines within the UN system. The dilemma is the following: For which issues and when should the ILO be in the driver's seat or the back seat?
- (l) Absence of an ILO strategic programming framework in the countries: The absence of a strategic programming framework in the Andean countries, numerous sources say, has led to the development of actions that are not sufficiently related to each other or with national priorities. Some of these are implemented from DWT/CO-Lima, while others are directly executed by the offices in La Paz, Bogota or Quito. At the same time, on many occasions the design of the projects responds to the existence of funding to work on specific issues. In this sense, ILO programming has been "reactive".

- (m) The absence of exit and sustainability strategies: The absence of exit strategies for many actions or a biennial review of the SFs and NAPs creates the potential for a lack of continuity over time if they are interrupted or for them to be active on paper, but not in reality if they lack funding.
- (n) The explicit presence of exit strategies for projects and the inclusion of sustainability considerations in the design phases are key factors that help create sustainability. Their absence in project frameworks and particularly in the SF/NAP is a challenge for the continuity of the actions and processes underway.

One point that came up in some of the interviews is the absence of a budget accompanying the SF/and NAP and a funding strategy for the planned actions.

3.7.2 Some of the factors that are specific to certain countries

Bolivia (Plurinational State of)

Building capacity of tripartite actors: The ILO's technical assistance to strengthen employers' and workers' organizations will have long-lasting impact on the quality of the institutional processes. In the case of the CEPB, it will allow the group to reclaim a space within its membership and establish an institutional platform to negotiate its proposals with the Government. For the COB, this support has enabled it to organize its efforts in an action plan with well-defined focus points, and to develop processes to train departmental leaders, improving their knowledge about international labour standards.

Colombia

The negotiation of the trust funds in the new context of the UN reform: The trust funds could undergo changes in the context of the UN reform, including in regard to the creation of mechanisms for bilateral cooperation with national institutions. In a scenario in which the actions of the UN agencies are coordinated by the cooperation frameworks, the resident coordinator is in a much stronger role to coordinate joint UN actions. This creates some unknowns as to how much room for manoeuvring the ILO will have to establish the trust funds with the institutions. There is already some evidence of this changing scenario; in some countries, the resident coordinators are insisting they be included in the discussions with national institutions to negotiate the trust funds. This could be a harbinger of a tendency toward greater centralization of the management and fundraising for cooperation resources by the resident coordinator, and it could affect the autonomy of the ILO to establish trust funds.

Ecuador and Bolivia (Plurinational State of)

Limited financial resources: Limitations on human and financial resources, particularly in the Plurinational State of Bolivia and Ecuador, have a negative impact on the sustainability of the project processes and results. Among the Andean countries where the ILO has a project office, Ecuador has far and away the smallest budget. As the evaluation on ILO models for implementing technical assistance found, that dependence on technical cooperation to finance national offices is considered to be the principal threat to sustaining the ILO's ability to make an impact in the countries.

Peru

The improvements in the legal system that will soon be obligatory: Convention No. 189 will establish labour rights that domestic workers will be able to demand in the future. They currently represent a sector that is unprotected and subject to much abuse. The classification of forced labour within the penal code will provide the country with a sustainable legal framework that will facilitate prosecution of these cases.

3.7.3 Effects of the COVID-19 pandemic on the impacts and sustainability of the ILO interventions in the Andean countries

Summary of the principle findings:

Finding 28: The COVID-19 pandemic is impacting not only health and social protection systems, it is also impacting economic forecasting; the international prices for natural resources; the reduction of governments' fiscal space; the labour markets, evidenced by increased unemployment and informality; and is causing a greater deterioration in social dialogue.

Finding 29: In general, the COVID-19 pandemic has forced governments to put high priority issues on the negotiating table. As a result, in the medium term, some of the ILO's core labour standards have come to be considered less urgent. There may also be changes in donor or social partner budgets, which could result in a reduction or shift in the issues towards which they wish to contribute.

Finding 30: The ILO's experience and knowledge on current employment trends in the context of the pandemic are fundamental for guiding the future of employment policy and supporting the principles of decent work. The ILO could play an important role in mitigating the destruction of employment.

Finding 31: There is an opportunity for the ILO to sit down with its constituents, review its programming, and adjust its menu of interventions to suit the needs of the present moment and the needs of the constituents. This would put it in a better position and reorient its relationships with national and international donors and social partners.

Below, we describe in detail the effects that the COVID-19 pandemic could have on the impact and the sustainability of the SFs and NAPs.

Bolivia (Plurinational State of)

In June 2020, 100 days after the full force of the COVID-19 pandemic began to be felt, there was growing economic impact on production, the labour market, lending, and enterprise and worker income. The contraction of the economy was beginning produce a decline in employment, although official statistics were not yet available.

According to representatives of CEPB:

There is still a lot of uncertainty. The health emergency will last through September, when we will feel the sting. Economic activity is not normal. There are regions that are at a standstill. The business problem is that there are multiple obligations and zero income. The implications for projects are complex. Enterprises are not working, we are trying to make progress with whatever we can. To this we must add the instability of the interim Government; there may be elections in September and we would have to reinitiate relationships with the new administration. We don't know what their proposals might be.

Meanwhile, the representatives of workers' organizations are highlighting the way in which COVID-19 is affecting labour rights and relations:

With the pandemic, businesses are reducing personnel at a national level. They are banning us from work because of our health status, because of our age and because they like to blacklist us. The problem is that the Government has not ratified some of the labour stability conventions. They fire all those who are vulnerable, even though the Government says it guarantees employment. We have no recourse. We don't have a legal space that the companies respect. We don't know what to do. Some companies have reduced their workforce by 50 per cent. Companies are taking advantage of the fact that, due to the pandemic, we cannot protest or hold meetings. That's where we need the ILO's help.

It is clear that the pandemic has put on the table issues that need priority attention, such as the lack of resources to attend to the health situation in the country, the decline in international prices of natural resources, and the economic crisis and growing unemployment. All this is occurring within the context of an imminent election, which means that the priority issues will be accommodated around the positions of political groups. Issues that the ILO works on, while strategic, may no longer be considered urgent. However, there will be new issues that come up and that present opportunities for the ILO – for example, the issue of occupational health and safety in a pandemic. The ILO should sit down with its constituents, review its NAPs and reinvent the menu of interventions according to the constituent needs and the moment we are living in.

Ecuador

According to interviews held with representatives of the project office in Ecuador, one of the principal effects of the COVID-19 pandemic has been a greater deterioration in social dialogue. After the October conflict, there were signs that an agreement to get the National Council on Work and Salaries up and running again was at hand. Since the pandemic and as a result of the measures taken with regard to labour legislation, however, the social fabric is fraying and workers and employers have taken antagonistic positions.

Some of those interviewed said that COVID-19 will have a negative effect on IESS. This situation will further complicate its already delicate economic situation – a lack of resources to continue providing health services and funds for retirement pensions.

Representatives of the Ministry of Labour mentioned the effects of the pandemic on national production. Employment has decreased by at least 2 per cent (between 200,000 and 300,000 fewer jobs). Employers also expressed their concern for the worsening economic situation and the increase in unemployment and underemployment. Officials from the Ministry of Labour said the increase in unemployment and underemployment will likely increase child labour, particularly in the most vulnerable families.

According to a recent study from DWT/CO-Lima, the COVID-19 pandemic is having a serious impact on the country's economic forecasting, on the reduction of the fiscal space and the labour market, as evidenced by the increase in rates of unemployment and informality.⁵¹

The study indicated that, with regard to employment, more than 500,000 people could become unemployed and that at least 233,000 could enter the informal sector. Lastly, the study highlighted the impact of the COVID-19 pandemic on the sustainability of the IESS system for disability, old age and death, as well as the decrease in the population of active affiliates and the corresponding reduction in the salary base.

Colombia

The majority of people interviewed in Colombia believe that the sustainability of the outcomes achieved through the actions and projects undertaken will not be affected by the COVID-19 pandemic. Some sources mentioned that there might be postponements in some expected outcomes, but they won't be unattainable.

A negative effect could arise from an eventual change in the flow of resources from donors/ social partners (including the trust funds) that could cause a reduction or shift in the issues to which they contribute. Some of the interviewees indicated that the ILO in Colombia had maintained stability in the donor/social partner agendas throughout numerous crises. However, there is a perceived risk that a drastic decrease and/or a reorientation in cooperation budgets

⁵¹ ILO Country Office for the Andean Countries, *The COVID-19 pandemic and its effects on the sustainability of IESS life, disability and old age insurance*, May 2020.

could have a negative impact on the continuity of the ILO processes underway, and eventually reduce capacities for interlocution and interaction among the projects.

There is consensus among sources that the ILO's experience and its knowledge of the current trends in employment within the context of the pandemic will be fundamental for guiding future employment policies in the country and for reinforcing the principals of decent work. They mentioned the important role that the ILO could assume in the current context to mitigate the destruction of employment.

On a relatively positive note, in the case of the businesses that have adopted the SCORE methodology, sources said they will likely have better performance and greater sustainability than those that don't.

Peru

The GDP of Peru is expected to shrink by 12 per cent in 2020, and more than 2.5 million people lost their jobs in Lima alone between March and May of 2020. In the formal sector, thousands of businesses have had to renegotiate their debts with banks, and many of them closed. Many large enterprises with thousands of workers have sent their labour forces home without any pay, and others have renegotiated labour conditions and salaries, cutting them by 50 per cent.

In the informal sector, hundreds of thousands of people have seen their incomes and livelihoods affected by the quarantine, while tens of thousands more, particularly women who don't work outside the home, have taken to the streets to work in the informal sector as a way to sustain their families. The Government's emergency programme and economic reactivation have been palliative and insufficient to confront the enormity of the crisis.

The foreseeable risks associated with the crisis are more precarious labour conditions; reduced family income; increased unemployment and underemployment; the closure of businesses; and an increase in poverty, informality and the proportion of the population in vulnerable situations. All this could cause setbacks for decent work, including child and forced labour, as a result of the increased economic vulnerability of the population. If, as a result of the pandemic, children temporarily stop going to school, they could start working. At the same time, those who are vulnerable to labour exploitation and forced labour are now much more so as a result of their reduced incomes.

At the moment, the priority has been to attend to the ongoing health and economic emergency. The emphasis on what is urgent could result in fewer funds allocated to labour issues and the abandonment of other priorities, affecting the sustainability of the achievements in recent years. For example, during the quarantine, the national police are focusing their efforts on public safety, and have suspended operations on important issues such as forced labour and trafficking. The business sector, workers and the Government should join forces to agree on guidelines and measures to soften the impact of the crisis and promote reactivation. The ILO is called to play a significant role in reaching a consensus to make it possible.



▶ 4

▶ 4. Lessons learned and good practices

During the interviews with the principal stakeholders, the evaluators discussed the challenges and positive outcomes thus far. This section of the evaluation intends to highlight the most substantial lessons learned and best practices, so that they can be taken into account in current and future interventions.

4.1. Lessons learned

- (a) The ILO's management structure in the region creates limitations: The fact that the project offices are structured "project-by-project" has numerous implications. One is the instability of human resources. They depend on a determined project, and their work ends whenever the project ends. Frequently, constituents require sustained accompaniment that goes beyond the project execution period. The "project-by-project" orientation makes it hard to build relationships among the projects based on a horizontal vision of the processes. It also limits coordination among project teams, and tends to create stagnant spaces that don't establish synergies.
- (b) The United Nations system reform presents challenges for the future role of the ILO: The context of the UN system reform could result in important changes for the agencies. In a scenario in which the actions of the UN agencies are coordinated by the cooperation frameworks, with the resident coordinator in a much stronger role, there are a number of unknowns with regard to the ILO's room to manoeuvre and its future role, considering it lacks representation in the Andean countries and has limited response capabilities.
- (c) The ILO must define an agenda, processes and management structures that enable it to confront short- and medium-term challenges: The unfavourable context for interventions, the UN system reform and the foreseeable impact of the COVID-19 pandemic on the labour panorama in the Andes make it necessary for the ILO to define an agenda, processes, management structures and intervention models that allow it to confront the short- and medium-term challenges. The ILO must position itself adequately in the forums where policies and programmes are discussed and negotiated (national forums and within the UN framework), at the same time that it takes on sustained processes of technical assistance to respond to the countries' contexts and needs.
- (d) The ILO's experience during the financial and economic crisis of 2007 could help guide the future of employment policy in Andean nations: The ILO's past experience in addressing issues of employment during the financial and economic crisis of 2007 could help guide its future employment policies in Andean countries during and after the COVID-19 pandemic. The ILO could assume a significant role mitigating the destruction of employment and the challenges that workers, employers and governments face. There is an opportunity for the ILO to sit down with its constituents to review its programming and adjust the menu of offerings to better satisfy their needs. This would also allow the ILO to better position itself and reorient the focus of its relationships with national and international donors/development partners.
- (e) A strategic and operational framework guides ILO cooperation and technical assistance: The majority of those interviewed agree that the ILO needs to adopt long-term models

of strategic programming that are based on RBM principles and interventions that are better coordinated, more sustainable and more relevant to the needs of the constituents. This view is also reflected in many of the documents consulted during the evaluation. It is clear that the DWCP model, according to numerous sources, is not viable in the Andean countries, due to the fragility of social dialogue, low levels of constituent capacity and government budget restrictions, among others.

However, numerous sources agree that tripartite agreements that result in inter-institutional agreements or declarations can be made for a series of priorities, such as strengthening capacities and processes for social dialogue, transition to a formal economy, and job creation. The majority of those interviewed agreed that it is possible to develop national plans based on bilateral consultation (not always dependent on consensus) or even multilateral consultations. According to many of those interviewed, this modality could facilitate the definition of a tripartite road map for decent work and a strategic and operative framework to guide ILO cooperation.

4.2. Good practices

4.2.1 Bolivia (Plurinational State of)

- (a) Strengthening tripartite actors: The technical assistance provided by the ILO for strengthening employers' and workers' organizations will have positive effects on the quality of the institutional processes. The CEPB reclaimed a space with its affiliates and established an institutional platform to negotiate its proposals with the Government. Assistance to the COB has enabled it to organize its efforts in an action plan with well-defined axes and to develop a process to train leaders in the departments of the country, improving their knowledge of international labour standards.
- (b) Training and institutional strengthening processes at the departmental level: The development of processes for institutional strengthening and training with the departmental leaders of the workers' and employers' organizations is considered to be a good practice because it promotes the consolidation of these organizations at a national level and the dissemination of information about international labour standards throughout the country. Work with industry chambers (for example, construction) and specific unions (for example, manufacturing, construction and domestic workers) also constitutes a good practice.
- (c) Integration of ILO methodologies within the constituent action plans: The ILO's SCORE methodology seeks to improve the productivity and working conditions in SMEs. The CEPB took up this methodology as its own – implementing it as a service in the manufacturing, service and tourism sectors – and even incorporated the issue of gender equity into it. According to CEPB, it has held training sessions for 89 businesses, and is incorporating biosecurity measures in all of its training sessions. In addition to being a service, SCORE was conceived of as an effective tool for promoting dialogue among employers and workers within enterprises.
- (d) Utilization of certain projects and spaces to promote tripartite dialogue: The utilization of certain projects and spaces (SCORE, professional technical training for youth, productive development and occupational safety and health) have promoted tripartite dialogue on specific issues. This is considered a good practice in a context in which tripartite dialogue cannot be developed in a regular manner nor used to address bigger issues on the labour agenda.

4.2.2 Colombia

- (a) Alternatives to ensure a greater ILO presence in the country: The Country Office for the Andean Countries transferred one of its specialists to the project office in Colombia to

assume the role of the coordinator of ILO actions. This is considered a good practice because it allowed for a closer relationship with the Government, which resulted in a significant cooperation portfolio with public funds, which improved coherence among projects within the United Nations system.

- (b) Strong links to government policies: In general, the ILO interventions in Colombia, in particular those financed with trust funds, had close relationships to government policies for implementing the peace accords and the national development plan. They were long-term and enjoyed solid international backing. The ILO provided added value with specific products to interventions featuring significant components of direct service provision, with a broad geographic scope and beneficiary population. The ILO was a second level executor of the products, coordinating and supervising the network of direct providers of these services.⁵²
- (c) Conflict resolution through ad hoc tripartite mechanisms: ILO technical assistance achieved good results in the resolution of conflicts by supporting tripartite mechanisms created specifically to address specific critical issues such as CETCOIT. In part, the success of these spaces owes to the fact that they are the culmination of long tripartite negotiations that were jointly defined by the constituents.
- (d) Linking a wide range of strategic partners: The ILO in Colombia was capable of involving a wide range of strategic partners in the implementation of its interventions, including organizations and agencies from the public and private sector, and civil society.

4.2.3 Ecuador

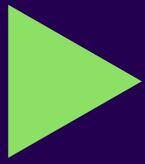
- (a) Support for the creation of processes and dialogue spaces within the IESS: The ILO, through its PATSS project, was successful in fomenting social dialogue by strengthening tripartism and governance within the IESS, an institution with an equal number of worker, employer and government representatives. It facilitated the participation of unions and employers in the board of directors. It is important to mention that, in addition, the ILO created materials to provide and strengthen the participation of the actors. The constituents value the generation of evidence and knowledge.
- (b) Incorporation of the model for combating child exploitation from the South–South cooperation strategy: Even though South–South cooperation has been underway for years, its integration into a regional platform gives it a different connotation. For the countries that have come into contact with the platform, it provides them with established mechanisms for communication, shared spaces to work and, in many cases, personal relationships that favour future coordination. The general advantages of South–South cooperation lie in the shared idiosyncrasies in the region and the validity of the action models. The creation of databases for projects and agreements for collaboration is proof of the interest in it.⁵³
- (c) Joint mediation between the Office for Civil Rights and the ILO in indigenous, union and government sectors to seek agreements: During the October 2019 protests sparked by executive decree 883, which eliminated the fuel subsidies, ILO representatives represented the UN and acted as mediators among indigenous groups, unions and the Government. After 11 days of protests in the country, the parties reached an agreement to repeal the decree that liberated the prices of fuel. The ILO's role representing the UN earned it a greater degree of recognition from the office of the resident coordinator.

⁵² ILO Regional Office for Latin America and the Caribbean, *Study of the characteristics, restrictions and opportunities of government funded projects (XBDC)*, 2019.

⁵³ ILO Regional Office for Latin America and the Caribbean, *Final independent cluster evaluation of the project to support the regional initiative Latin America and the Caribbean Free of Child Labour*, (Phase III), 2018.

4.2.4 Peru

- (a) Utilization of certain projects and spaces to promote tripartite dialogue: The utilization of projects and spaces (SCORE, National Committee to Combat Forced Labour, and the National Committee on Human Trafficking) to promote tripartite dialogue on specific timely issues occurred when it was impossible to engage in tripartite dialogue in a regular form at the National Labour Relations Board, nor address big issues on the labour agenda. The ILO's active presence and technical and catalysing role it played in CPETU, the committees on forced labour and trafficking and in the National Labour Council, was highly valued.
- (b) Alignment with the national priorities and transfer of intervention methodologies: The ILO demonstrated in recent years its capacity to align itself with the goals of the MTPE and at the same time its capacity to involve tripartite constituents and other Peruvian government institutions in the development of actions to improve labour conditions in the country. This has resulted in public and private institutions from the capital and beyond taking ownership of various ILO methodologies and proposals. For example, MTPE, the Ministry of Production and the Technological Production Institute (ITP) developed actions to guarantee the sustainability of the SCORE project. MTPE incorporated SCORE into the national labour formalization strategy as part of the "FORMALIZA" centres, and the Ministry of Production implemented the programme as part of its business development services around the country. This included the use of the network of Centres for Technology Transfer and Productive Innovation for which ITP is responsible. The transfer of this methodology to national organizations and the formation of a stable of trainers in the methodology contributed to the sustainability of this strategy.
- (c) Implementation of pilot projects in different regions of the country: The ILO implemented pilot interventions in different regions of the country (forced labour, PAGE, quinoa producers) coordinating actions with regional governments, public institutions, and local representatives of workers', employers' and local producers' associations.
- (d) Coordination with other United Nations agencies: The ILO coordinated with other UN agencies (such as the Food and Agriculture Organization of the United Nations, and UNIDO) to develop projects/lines of action while also maintaining responsibility for their own projects.



5

► 5. Specific considerations for the Bolivarian Republic of Venezuela

5.1. Introduction

Taking into account the particular context of the Bolivarian Republic of Venezuela as described above (see section 2.2.), EVAL, DWT/CO-Lima and the evaluation team made the decision not to conduct a field mission. The Terms of Reference indicated that the programming country office in the Bolivarian Republic of Venezuela was limited during the time period under evaluation (2016–19) due to the exceptional circumstances in the country.

Both factors justified the need to develop specific questions to guide the analysis of the Venezuelan case. From the start, we determined three evaluation questions:

- (a) Describe the role of the ILO in the Bolivarian Republic of Venezuela during the evaluation period.
- (b) What lessons can be derived from the limited impact of the ILO in the Bolivarian Republic of Venezuela in 2016–19?
- (c) What are the strategic points to consider in the formulation of future ILO actions in the country?

5.2. The regulatory function of the ILO

Based on its mandate, the ILO's role varies, from the drafting and adoption of labour standards (Conventions and Recommendations) to technical assistance to support their implementation and monitoring. The ILO also has a system for monitoring and supervising the regulatory environment. The regulatory role of the ILO is twofold:

- (a) Regular supervision system: These are regular examinations of the reports that come from the ILO Member States on the measures taken to implement the ratified Conventions (every three years for the principal Conventions and every five years for the rest).
- (b) Special procedures: These include representation procedures and complaints about application in general, and a special procedure for freedom of association.

The system to monitor the implementation of the labour standards is continuous, and operates through the ILO's International Labour Standards Department (NORMES). ILO technical cooperation supports the constituents in their role. The special procedures are for formal complaints, and this role is used only in exceptional circumstances.

In the case of the Bolivarian Republic of Venezuela, the protracted crisis in the country resulted in 33 representatives of employers' organizations filing an official complaint in 2015 against the Government, under the special procedures found in Article 26 of the ILO Constitution.⁵⁴

This was the 13th time this procedure has been used in the history of the ILO. The complaint is based on reports from constituents alleging the Government did not comply with interna-

⁵⁴ See: The report of the Commission of Inquiry to examine the Venezuelan government's observance of the convention on minimum wage fixing, (Number 26), the Convention on freedom of association and the right to organize, (Number 87) and the Convention on tripartite consultation (Number 144), available online at: https://www.ilo.org/dyn/normlex/es/?p=NORMLEXPUB:50012:0:NO::P50012_COMPLAINT_PROCEDURE_ID,P50012_LANG_CODE:3255837.es.

tional standards, particularly those related to freedom of association. This complaint led to a formal ILO investigation through the Commission of Inquiry, made up of three independent members, Spain, Uruguay and the Dominican Republic.⁵⁵

In November 2019, the Commission adopted a formal decision with a report of its conclusions. The Commission observed institutions and practices in the Bolivarian Republic of Venezuela that violated the guarantees and rights of the Conventions. It concluded that the situation infringed upon the free and independent action of the employers' and workers' organizations, and on social dialogue in good faith and in a climate of trust and mutual respect. The committee adopted a series of recommendations for the Government with measures that were to be implemented by September 2020.⁵⁶

An in-depth analysis of the crisis in the country, the ILO's supervisory role, the role of the committee, and the ILO's supervisory mechanism are beyond the scope of this evaluation. Rather, the analysis in this HLE is focused on ILO technical cooperation provided to constituents in the Bolivarian Republic of Venezuela in 2016–19. This assistance consisted of ACT/EMP's collaboration with the employers' organization, the Federation of Chambers and Associations of Commerce and Production of Venezuela (FEDECAMARAS).

During the earliest phase of the evaluation, we confirmed that it would be important to identify the main recommendations and lessons learned from the ILO's technical assistance during this phase. In order to do that, the evaluation team reviewed available documents and conducted remote interviews with the key stakeholders in the main headquarters of the ILO and in CO–Lima, and by online survey.

The main questions for the evaluation in Venezuela were as follows:

- (a) What was the role of the ILO in the Bolivarian Republic of Venezuela during the time period under evaluation?
- (b) What lessons can be derived from the limited ILO activity in the Bolivarian Republic of Venezuela in 2016–19?
- (c) What are the strategic points to consider for formulating ILO actions in the country in the future?

5.3. ILO technical programming in the Bolivarian Republic of Venezuela, 2016–19

Due to the national context in 2016–19, the ILO did not develop an SF or NAP in the country.⁵⁷ At the request of the constituents, ACT/EMP undertook numerous timely activities with FEDECAMARAS.

► **Table 41. Bolivarian Republic of Venezuela, areas of CPOs, 2016–17**

Outcome area	CPO number	CPO title
10. Strong and representative employers' and workers' organizations	VEN 801	Employers' organizations with strengthened capacities and competencies

Source: Based on information from the ILO Country Office for the Andean Countries.

⁵⁵ Available at www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:11110:0::NO::P11110_COUNTRY_ID:102880.

⁵⁶ ILO, *Por la reconciliación nacional y la justicia social en la República Bolivariana de Venezuela*, 2019, available at www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_722037.pdf.

⁵⁷ Except for ACT/EMP and NORMES, CO–Lima, the Regional Office and the Cabinet in Geneva decided not to work directly with the Bolivarian Republic of Venezuela through traditional technical cooperation, given the lack of will and decision by the Government to request ILO support.

Despite the difficult situation in the Bolivarian Republic of Venezuela and the problematic relationship between employers, workers and Government, the ILO sought to improve the capacity for interlocution and communication in the employer sector. The goal was to facilitate the expression of a unified point of view from the employers and define representative positions. The employer sector proposed readying itself to actively participate in social dialogue spaces in the Bolivarian Republic of Venezuela.

► **Table 42. Bolivarian Republic of Venezuela, areas of CPOs, 2018–19**

Outcome area	CPO number	CPO title
10. Strong and representative employers’ and workers’ organizations	VEN 105	FEDECAMARAS increases its capacity to analyse the business environment and influence the formulation of local, regional and national policies.
10. Strong and representative employers’ and workers’ organizations	VEN 801	Reformulation Employers’ organizations have strengthened institutional capacities

Source: Information provided by the ILO Country Office for the Andean Countries.

According to ILO reports for 2018–19, the ILO advised FEDECAMARAS on the development of a strategy to improve the operation of its communications department – including creating a handbook on organization, roles, processes and products – and to create a better understanding in the country of the private sector’s role in achieving citizen well-being and economic development. According to the information we received, the collaboration resulted in various manuals and a plan to modernize the communications department of FEDECAMARAS.

With support from an ILO specialist, numerous products were designed to update knowledge and strengthen the competencies of the members of the communications department and the spokespeople at a national, regional, and sectoral level, and among affiliate organizations. The department designed and implemented a training programme for communicators that was imparted during in-person sessions in Caracas and remotely via the FEDECAMARAS Virtual Business Campus. The programme included training on social media, the use of media to influence, and issues related to the effectiveness of employers’ organizations.

5.4. Observations from key sources on the ILO’s role in the Bolivarian Republic of Venezuela

During the interviews with key sources, some of them referred to the importance of the ILO’s normative function and its complementary role providing technical assistance on these matters. The following were among the principal observations:

- (a) Technical assistance and collaboration with ILO constituents are important even when dialogue with the Government is difficult or in a stalemate: The technical assistance role of the ILO in the Bolivarian Republic of Venezuela has enabled the continuity of dialogue with constituents, and has contributed to strengthening their capacities. Specifically, the employers’ organizations value the ILO’s collaboration with FEDECAMARAS.
- (b) The context in the Bolivarian Republic of Venezuela has underscored the ILO’s important role as a normative organization that ensures implementation and ongoing respect for international labour standards: The ILO is generally highly regarded and respected for its

relevance in the area of labour standards, which is its reason for being and its comparative advantage. As a result, the role of the ILO in the Bolivarian Republic of Venezuela is crucial to the continuity of its normative mandate, and to ensure that international labour standards agreed upon at a global level are respected in all countries and by all actors. Sources agreed that the situation in the Bolivarian Republic of Venezuela had reaffirmed the importance of the fundamental rights and principles at work, the right to freedom of association, the rights of unions and the standards for social dialogue. Many sources from the ILO underscored that the Organization should stand firm with regard to its mandate, that it is important to insist on respect for fundamental principles and rights at work, and that it should not give up on providing technical assistance and focus on it as relates to its normative mandate.

- (c) The ongoing ILO dialogue gives it legitimacy with the Government and the constituents, even in a tense political situation: The ongoing dialogue between the Government and the ILO has been crucial in facilitating the work of the Commission of Inquiry. However, some of those interviewed underscored that the ILO should continue its dialogue with constituents as per its mandate, and remain firmly focused on its technical role, without getting involved in political matters with the Government and constituents.

5.5. Strategies for the future

As of this writing, the Government of the Bolivarian Republic of Venezuela's observance of the recommendations from Commission of Inquiry's 2019 report was still pending. Many of the interviewees underscored that the Government's commitment is indispensable for the country to receive technical assistance from the ILO in the future, and as a result said the following:

- (a) In the short term, and based on its fundamental mandate, the ILO should continue its commitment to technical assistance for social partners and constituents of the ILO: This technical assistance will reaffirm the baseline rules and prerequisites for improved social dialogue. Technical assistance can lay the groundwork for an eventual high-quality social dialogue among social actors (bilateral or tripartite) and eventually tripartite dialogue among constituents.
- (b) In the medium term, the ILO will need the commitment that the Government will accept technical assistance and establish social dialogue with the social partners: The ILO should maintain a dialogue with the Government and constituents to achieve this.
- (c) At the same time, CO-Lima, in coordination with ILO headquarters and the Regional Office, should be proactive in ensuring the essential conditions for the ILO's technical interventions in accordance with the government's position on recommendations from the Commission of Inquiry.



▶ 6

▶ 6. Conclusions

This chapter presents a synthesis of the conclusions derived from the analysis and findings. It is organized by evaluation criteria: relevance, coherence and validity of design, reform of the United Nations system and strategic adjustment of the Decent Work Programme; effectiveness; efficiency; likelihood of impact; sustainability; and the specific considerations for the Bolivarian Republic of Venezuela.

6.1. Conclusions, by evaluation criteria

6.1.1 Relevance

In relation to the constituents' needs, the ILO is perceived as being positive and relevant. In general, representatives of the institutions interviewed for this evaluation agree that the ILO is a key actor for making progress on the Decent Work Agenda and a significant source of support for promoting social dialogue.

However, there is a general agreement among constituents across the Andean countries that that the ILO should invest more effort strategies that are more coherent with the reality of the countries and in which the ILO plays a bigger role promoting social dialogue and tripartism.

We also found constituent ownership of ILO programming frameworks has not occurred broadly because the frameworks were not created in a participative, tripartite manner, and because the ILO actions are not strategically connected to each other or to the national context. On the other hand, when it comes to the operationalization of the strategy, in the form of CPOs and other ILO interventions, there was a close partnership with the constituents. Sometimes, however, relationships between the ILO and the constituents are bilateral, and at times the ILO's priorities respond to the demands of the current moment and at others to the availability of funds to work on a particular issue.

There is a general opinion among the constituents we consulted across the countries that the ILO should make a greater effort to accompany, create and reinforce tripartite spaces and greater consultation with national constituents.

The evaluation also found that ILO programming in the Andean countries is relevant to national, regional and international development strategies (including the 2030 Agenda for Sustainable Development, the SDGs and the P&B).

Lastly, we found that, in the Andean countries, there are no tripartite governance-level bodies for the SFs/NAPs, as is customarily the case in countries that have a DWCP. Coordination and governance of the actions is predominantly bilateral, with the involved parties or conducted through project steering committees.

6.1.2 Coherence and design validity

RBM has not been strictly applied in the SFs/NAPs, and so these programming frameworks cannot be used as planning, management, or monitoring and evaluation tools.

However, the technical cooperation the ILO provides through its XBTC and RBSA projects generally includes clear strategies, defined objectives with high levels of feasibility, and are well aligned with the RBM system.

In an unfavourable context for social dialogue and tripartism, the ILO undertook programming based on priorities and interventions that were feasible to implement and (mostly bilateral) consultations with constituents. DWT/CO–Lima defined the priorities and the CPOs in a top-down manner from the Country Office, with a focus on elements that were feasible to execute. However, the deployment of the CPOs and interventions based on (mostly bilateral) consultations with constituents.

The interviews revealed the generalized opinion that the development of a strategic programming framework for the medium term (not necessarily a DWCP), based on the participation of national constituents and other actors, that follows the RBM principles, would lend greater coherence and relevance to ILO programming, and increase ownership among constituents.

The evaluation also found that the factors that facilitate the evaluability of the SFs/NAPs are absent in the management system at DWT/CO–Lima. These include robust formulations, financial and human resources, and systematic plans and processes for monitoring and evaluation.

6.1.3 United Nations system reform: Strategic adjustment of the Decent Work Programme

The ILO was able to get issues related to decent work integrated into the UNDAF in the Plurinational State of Bolivia (2013–17), Ecuador (2019–22), Colombia (2015–19) and Peru (2012–16). Some elements were also included in the UNSDCF in Colombia (2020–23) and Peru (2017–21), and in the Complementary UN Framework for Living Well, Plurinational State of Bolivia (2018–22).

There is an expectation that the reform of the UN system for development will have significant repercussions on ILO activities. The UNSDCF is regarded as an opportunity to convert some ILO agenda issues into cross-cutting issues for other agencies. However, the ILO still faces some significant challenges that will affect its ability to fulfil its mandate and the effectiveness of its outcomes. These include: competition among agencies; the ILO's comparatively limited financial resources and its higher administrative costs; and the challenges of incorporating certain key elements of the ILO's work into the UNSDCF, including normative issues, the administration of labour, social dialogue, freedom of association and collective bargaining. Other challenges include the absence of resident offices in the Andean countries and the absence in the subregion of a sufficiently robust planning framework.

6.1.4 Effectiveness

In the Andean region, there are significant differences among the four countries under evaluation, yet they also share common challenges to programme framework implementation. These include unfavourable contexts, institutional instability, fragile social dialogue, a weak and small union movement, poor performance of their national labour boards, and weak institutional and financial capacities among their constituents. The evaluation also found challenges specific to each country.

Despite these challenges, our case studies revealed that the countries produced significant results that were aligned with their CPOs and that contributed to the outcomes of the ILO's P&B. Collectively, the SFs/NAPs addressed P&B outcomes 1–10, although with varying levels of investment and intensity. At the same time, they addressed outcomes in 57 CPOs.

The use of trust funds has been a large component of the budgets in the region, particularly in Colombia and Ecuador. Since 2017, the usage of these funds has gradually surpassed the XBDC funds from multiple donors/social partners. One of the reasons for this change was the reduction of international cooperation in the region, combined with the increase in the countries abilities to finance their own development needs.

With regard to cross-cutting policy drivers, the most significant outcomes were obtained for international labour standards and social dialogue. When it comes to gender equality and non-discrimination, in general, there is still much work to be done. The just transition to a sustainable environment was practically absent in the programming.

Lastly, the evaluation found that the capacity of the ILO to contribute to positive changes in the realm of decent work does not depend on big budgets (although a reasonable and stable funding is essential). Rather, it depends on elements such as the context of the current moment in the country; the structure and management methods of the project offices; the “institutional representation” that these offices have or don’t have in the country; the availability and continuity of technical teams that are big enough and reliable; the quality and relevance of the projects; the response capacity to national demands; and the capacity to influence national policy forums and within the UN framework.

6.1.5 Efficiency

The ILO has coordinated different actions in the countries, mostly in a bilateral fashion (with government, employers and workers), and even though this coordination is not generally tripartite, the interviewed and surveyed constituents value it highly.

The project offices recognize that the support from the Andean Office – in mobilizing resources and through regular visits from its specialists – is significant. However, members of the project offices also cite challenges for coordination, including the rigidity of the programming procedures, the delays in getting answers from DWT/CO–Lima, and budgetary limitations as challenges for coordination.

The exchanges of experiences with other countries occurred primarily within the framework of regional or subregional projects, and when there were funds available within the projects. Otherwise, we found few significant examples in which these exchanges took place.

The tripartite constituents noted the very high standards of the technical assistance the ILO provided. There was a high degree of commitment and a large response capacity on the part of the experts in the offices in La Paz, Bogota, Quito and Lima. However, interviews confirmed a finding from a prior regional evaluation: ACT/EMP and ACTRAV should have a greater presence, not just in individual work with their respective sectors, but to facilitate consensus-building and tripartite dialogue.

We also found that, in middle-income countries, such as the case of Ecuador, the ILO’s resource mobilization was problematic. DWT/CO–Lima lacked a strategic vision, and the leveraging of funds was more reactive than proactive, in the sense that it responded to the availability of funds for different issues of interest to the donors and development partners.

The trust funds were a significant component of the total budgets, particularly in Colombia (70 per cent) and Ecuador (57 per cent). This financing modality guaranteed continuous financing of ILO-supported programming. However, evidence also suggests that there are challenges related to the ever-greater use of these funds, particularly the potential that donor/development partners’ priorities may be different from those the ILO identified.

As we mentioned earlier in this report, it would be advisable for the ILO to develop a strategic programming framework in which its technical assistance is more closely aligned to country and constituent needs in order to offer more relevant, effective and sustainable responses.

The Regional Office study of trust funds undertaken found that the structure of typical ILO development cooperation uses a technical cooperation contract to cover entirely or partially (depending on the resources available to the project) the costs of the technical personnel for the project, which includes the national officials and administrative assistants. This “project-by-project” structure that is in use across the Andean region creates inefficiencies and redundancies in the project office’s technical, administrative and support resources. At the same time, it fosters technical structures that function autonomously, which makes coordination among projects difficult, and this affects the projects’ sustainability.

The evaluation concludes that the support the ILO provided to execute the SFs/NAPs in the Plurinational State of Bolivia, Colombia, Ecuador and Peru had a positive balance of cost-efficiency.

6.1.6 Likelihood of impact

In the Plurinational State of Bolivia, Ecuador, Colombia and Peru, the constituents contributed to making progress on the Decent Work Agenda. Some of the standout accomplishments are a greater capacity to influence policies and programmes, progress in tripartite relations, progress on employment in rural areas, stronger labour administration, and improved application of international labour standards.

At the country level, the outcomes that national actors obtained with ILO support contributed to progress on the Decent Work Programme in various ways, and established conditions for further progress in the years to come. However, a significant proportion of the actors said that if ILO programming were better adapted to the context of each country, it would have greater potential impact.

6.1.7 Sustainability

The factors that contribute to the sustainability of the ILO interventions and achievements are the recognition of the ILO’s comparative advantage and the high quality of its technical assistance; its ability to include tripartite constituents, and to transfer intervention methodologies to them; and its active role in the development of national policies in the Andean region.

However, numerous factors conspire against the sustainability of ILO-supported actions. These include: the unfavourable political and institutional situation in the countries of the region; weak social dialogue processes and spaces; the response capacity and alignment of ILO interventions with national demands; the high degree of dependence on cooperation funds; the inability of country offices to respond to constituents and the degree of representativity of project offices within the context of the UN reform; and the absence of a strategic programming framework, exit strategies and sustainability strategies in the countries.

6.1.8 Effects of the COVID-19 pandemic on the impacts and sustainability of the ILO interventions in the Andean countries

The COVID-19 pandemic is having an impact not just on health and social protection systems, but also on economic projections; declining international prices for natural resources; the reduction in fiscal space for the governments; on labour markets, which have increasing rates of unemployment and informality; and on a deterioration of social dialogue.

In general, the COVID-19 pandemic has put on the table issues that deserve priority attention from the governments of the Andean countries. Some of the ILO’s labour issues, while strategic, might not be considered urgent by the countries in the medium term. There may be changes in the funding flow from donors and development partners (including national ones) that could cause reductions or shifts in the focus of the issue areas they had been supporting.

The ILO’s knowledge of the current trends in employment in the global context of the pandemic will be fundamental for guiding future employment policies in the subregion, and to support of the principles of decent work. The ILO could assume an important role in the current context to mitigate job destruction.

In this sense, there is an opportunity for the ILO to sit down with its national constituents to review its programming and adopt a menu of interventions that suit the needs of the current moment and the constituents. This would enable the ILO to better position itself and reorient the focus of its relationship to national and international donors/development partners.

6.2. Ratings, by evaluation criteria

As part of this study, the evaluators assigned a rating for each evaluation criteria, which is based on the information collected from the documents and interviews. We applied the rating scale used in table 43.

► **Table 43. Ratings used to summarize general findings**

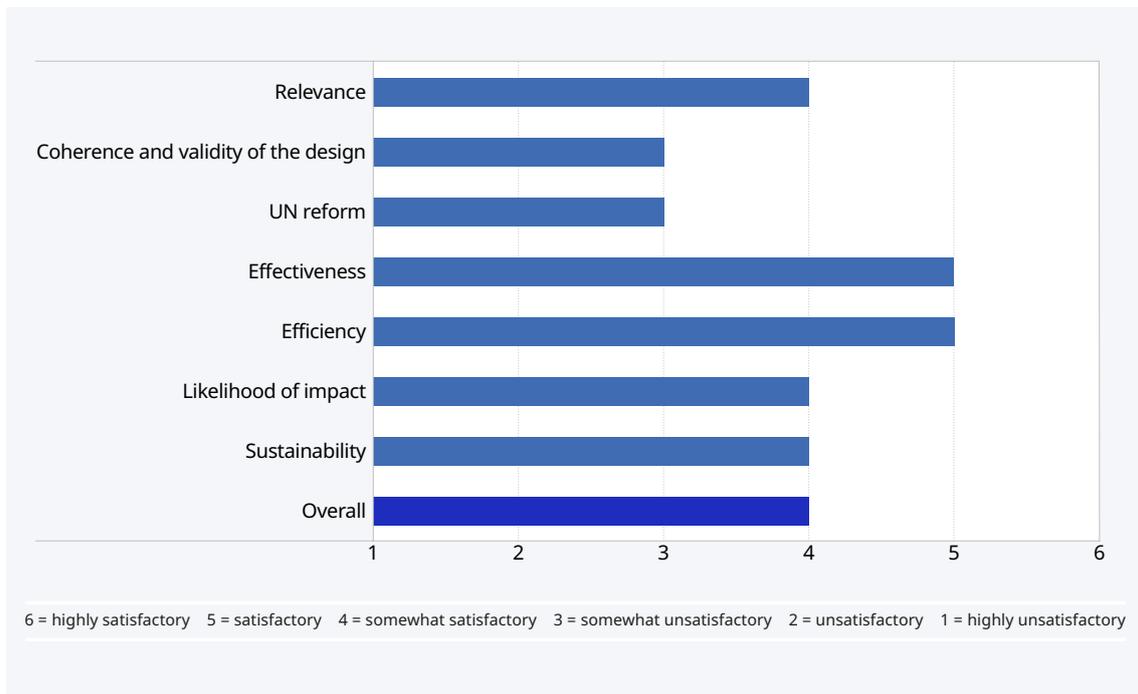
1	2	3	4	5	6
Highly unsatisfactory	Unsatisfactory	Somewhat unsatisfactory	Somewhat satisfactory	Satisfactory	Highly satisfactory

Table 44 shows the summary of ratings applied to each evaluation criteria.

► **Table 44. Score card to summarize the general conclusions of the HLE**

Evaluation criteria	Degree of satisfaction
Relevance	4 Somewhat satisfactory
Coherence and validity of design	3 Somewhat unsatisfactory
Adaptation to the UN system reform	3 Somewhat unsatisfactory
Effectiveness	5 Satisfactory
Efficiency	5 Satisfactory
Likelihood of impact	4 Somewhat satisfactory
Sustainability	4 Somewhat satisfactory

► Figure 6. Score card to summarize the general conclusions of the HLE



6.3. Specific considerations for the Bolivarian Republic of Venezuela

The protracted crisis in the country resulted in 33 employers' delegates filing official complaints in 2015 against the Government under a special procedure based on Article 26 of the ILO's Constitution. This complaint resulted in a formal ILO investigation and the formation of a Commission of Inquiry made up of three independent members: Spain, Uruguay and the Dominican Republic.

In November 2019, the Commission of Inquiry adopted a formal decision with a public report of its conclusions. The Committee adopted a series of recommendations for the Venezuelan Government with measures to be implemented before September 2020.

Due to the national context, from 2016 until 2019, the ILO did not have an SF or NAP in the Bolivarian Republic of Venezuela. At the request of the constituents, ACT/EMP held numerous activities with the employers' organization FEDECAMARAS. This collaboration was considered to be a significant contribution by the ILO to employers' organizations.

In the Venezuelan context, the importance of the fundamental principles and rights at work, freedom of association and social dialogue standards are acutely evident. The ILO must stand firm in terms of its principle mandate, and not give up its technical assistance, particularly when it is focused on the standards mandate.

Continued dialogue between the ILO and the Government of the Bolivarian Republic of Venezuela has been crucial for facilitating the work of the Commission of Inquiry. It also underscores the importance for the ILO of continuing its dialogue with its constituents.

In the short term, the ILO should continue to provide technical assistance to social partners. This type of technical assistance can serve to establish or affirm the baseline rules and prerequisites for improving social dialogue. Through technical assistance, it can undertake

“preparatory work” for an eventual quality dialogue between social partners (bilateral or tripartite) and eventually among constituents.

In the medium-to-long term, this will require the commitment of the Government to receive technical assistance for establishing social dialogue with the social partners. The ILO should maintain its dialogue with the Government and constituents to achieve this goal.

At the same time, CO-Lima, in coordination with headquarters and the Regional Office, must be proactive to ensure the essential conditions for the ILO’s technical intervention in the context of the Government’s position on the recommendations from the Commission of inquiry.

6.4. Recommendations

The following recommendations are based on this evaluation’s findings and are derived from the lessons learned and the conclusions.

Recommendation 1

Strengthen tripartite structures, social dialogue and response to the needs of constituents.

DWT/CO-Lima and the project offices in the countries should redouble their efforts to strengthen the structures and processes for tripartite social dialogue in order to provide better-tailored technical assistance.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO-Lima project offices, ACTRAV, ACT/EMP	High	Short- to medium-term	Within existing resources

Recommendation 2

Continue working with a focus on the sustainability of results.

In line with the recommendations of the evaluation on field operations and structures of the ILO,⁵⁸ it is advisable to undertake a systematic field operations demand inventory, in order to allow for the elaboration of a plan for the required technical demand to meet national needs.

Responsible unit	Priority	Time implication	Resource implication
ILO DDG/FOP, regional office, DWT/CO-Lima	High	Medium-term	Within existing resources

Recommendation 3

Define a Strategic Programming Framework for the Andean subregion (grounded in results-based management), to be accompanied by an adequate budget and a resource mobilization plan.

Such a strategic framework would allow the ILO agenda to become more independent from the agenda of the donors.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO-Lima project offices, PARDEV, Strategic Programming and Management Department (PROGRAM)	High	Medium-term	Medium-term

⁵⁸ ILO, *Independent evaluation of the ILO’s field operations and structure 2010–2016*. ILO EVAL, 2017.

Recommendation 4

*Review configuration of the field structure using established models.*⁵⁹

A review of current structure models⁶⁰ for ILO resident representation in non-resident countries should be undertaken, both in DWT/CO-Lima as well as in the project offices in the countries, identifying key functions, requirements and challenges.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO-Lima project offices, regional office	High	Medium-term	Low

Recommendation 5

Develop a strategic programming framework for the ILO's project offices in the Andean countries.

It is necessary for the project offices in the countries, together with DWT/CO-Lima, to develop a programming framework that facilitates planning for ILO assistance and cooperation in respect of decent work for the medium term (four years), on the basis of consultations with national constituents and other relevant actors in the country, and grounded in a country assessment process. It is equally necessary to develop monitoring and evaluation plans, sustainability plans, as well as funding/resource mobilization plans for such strategic national programming frameworks.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO-Lima project offices, regional office	High	Short- to medium-term	Low-medium

Recommendation 6

Improve the positioning of the ILO in the framework of UN reform in the countries.

In order to better position itself as an agency of tripartite representation, the ILO should review the countries' team profiles and determine the financial resources that are required for the project offices, in order to strengthen both their capacities and their mandate.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO-Lima project offices, regional office, Multilateral Cooperation Department (MULTILATERALS), DDG/FOP	High	Medium-term	Medium

Recommendation 7

In a post-pandemic scenario, continue contributing to the strengthening of the social protection systems and active employment policies.⁶¹

It is recommended that the ILO continue to provide assistance to governments in order to extend social protection and strengthen employment policies, with the objective of countering the effects of the crisis, facilitating access to medical services, and mitigating the social and

⁵⁹ Based on ILO, *Independent Evaluation of ILO's Field Operations and Structure, Final Report*, September 2017, Evaluation Office.

⁶⁰ Along the lines of "National Coordinator", "Country Coordinator", "CTA/international expert-led", "constituent-based" and "Honorary Consular".

⁶¹ Based on ILO, *La pandemia COVID-19 y sus efectos en la sostenibilidad del Seguro de invalidez, vejez y muerte del IESS*, Oficina de la OIT para los Países Andinos, 2020, May.

economic repercussions of the pandemic, both at the level of individual households, to provide a secure basic income, and at macroeconomic level, by stabilizing the aggregate demand.

Responsible unit	Priority	Time implication	Resource implication
DWT/CO–Lima project offices, Social Protection Department (SOCPRO), Employment Policy Department (EMPLOYMENT)	High	Medium-term	Medium

Office response

The Office welcomes the overall positive assessment and accepts five of the seven recommendations fully, and two partially (3 and 5). They provide important insights to improve the design, implementation and results of current and future programmes of action of the Office. While the recommendations are useful and will be applied, the Office questions some of the key findings based on shared alternative evidence and country specifics, in particular as related to the top-down approach to programming. The Office provided reports of evaluations, missions and details on programming workshops that balance such an interpretation. It is also worth mentioning that the evaluation unnecessarily distinguishes the project-based offices and the DWT/CO. The two actually overlap, constituting the only recognized formal structure. It is also important to note that the evaluation was done entirely virtually under adverse circumstances related to the impact of the COVID-19 pandemic.

The Office would like to thank the tripartite constituents in the Andean region for their participation and contribution to this evaluation, despite the most severe crisis faced by the countries in recent history.

Recommendation 1

The Office agrees with Recommendation 1. The Office will strengthen tripartite structures and social dialogue, starting from the existing social dialogue initiatives led proactively by the DWT/CO. The Office will advocate for the set up or consolidation of a more structured consultation process with constituents – and possibly with tripartite bodies in some countries – to ensure that the technical assistance responds to specific and contextualized needs.

Recommendation 2

The Office agrees with Recommendation 2. The Office will undertake a systematic field operations demand inventory in order to allow for the elaboration of a plan for the required technical demand to meet national needs.

Recommendation 3

The Office partly agrees with Recommendation 3. The Office will develop national programming frameworks, including a resource mobilization strategy aligned with national priorities, with the support of PARDEV.

Recommendation 4

The Office agrees with Recommendation 4. The Office is already implementing the recommendation by out-posting one specialist in Colombia and assigning a country coordination role among regular budget (RB) staff. The DWT/CO will formalize such functions in their job description, when appropriate.

Recommendation 5

The Office partly agrees with Recommendation 5. The strategic framework should be aligned with the UNSDCF. The duration will depend on the overlap between the UNSDCF and programme and budget cycles. The design of such a strategic framework will be made possible by increasing the capacity of the Programming Unit.

Recommendation 6

The Office agrees with Recommendation 6. Investment will ensure that the Office benefits from a more structured and in-depth inception training programme for development cooperation staff on the ILO tripartite structure, international labour standards and supervisory bodies, and the Decent Work Agenda. The Office will also design a co-financing model of the administration and support structures of the project offices, in order to sustain the capacity of the Office and to improve the relationship with constituents and the UN system.

Recommendation 7

The Office agrees with Recommendation 7. The Office will increase its interventions related to active employment policies and social protection in particular through XBDC projects and will enhance resource mobilization in coordination with the Regional Office for Latin America and the Caribbean (ROLAC) and PARDEV.

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