



Evaluation Summaries

Evaluation: Policies for Eradication of Poverty, Employment Generation and Promotion of Equality of Gender and Race in the Informal Economic Sector in Latin America: Ecuador and Brazil

Quick Facts

Country: Brazil

Final Evaluation: July 2006

Mode of Evaluation: Independent

Technical Area: Policy Integration

Evaluation Team: Clarice Zilberman Knijnik,
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Project Start: May 2003

Project End: October 2006

Project Code: RLA/03/52/UKM

Donor: The United Kingdom (1,800,000 US\$,
shared with Ecuador)

Background & Context

Summary of the project purpose, logic and structure

In Latin America, the ILO is contributing to poverty reduction and decent work in the informal economy through the empowerment of gender and race/ethnicity dimensions in the public policies of poverty eradication and employment generation. Since 1999, it is promoting institutional training and empowerment of its members in several countries, through the “Program for Institutional Strengthening on Gender and Racial Equality, Eradication of Poverty and Generation of Employment” (GRPE).

Present situation of project

In 2002, the training activities with the partners could be initiated. This work included a translation and preliminary adaptation of the Training and Information Manual on Gender, Race, Poverty, and Employment to the Brazilian current scenario – with the pioneering initiative of dealing with the racial issue. The Spanish version of the Manual was launched by the ILO in 2001; and in 2004, new Protocols of Intentions were signed to deploy the GRPE project as a pilot project at the local level.

Purpose, scope and objectives of the evaluation

The objective of this study is to evaluate the results of the policies for the eradication of poverty, employment generation and promotion of equality of gender and race in the informal economy in Latin America. This assessment is focused on the performance of the referred project in Brazil, through the office of ILO.

Methodology of evaluation

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

Recommendations & Lessons Learned

Main recommendations and follow-up

1: To assure the measures and necessary actions for the continuity of the initiatives accomplished by the project, in the next years, as well as the gradual inclusion of the GRPE annual goals in the 2008/2011 Plurianual Plan (PPA) proposal, as element to reach the international commitments of the Brazilian Government:

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

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

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

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

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

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

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

- (i) To prioritize the approval of projects of investments with the assessment of positive social impact on gender and race in the job market; or/and

(ii) To incorporate a percentage of the resources (to be agreed among the strategic partners) of new public investments projects to deploy affirmative actions on gender and race/ethnicity in the world of labour, such as: employment and income generation; promotion of equality of opportunities, and combat the discrimination.

Important lessons learned

Strategic Lessons:

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

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

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

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

The project tried to assist the needs of the constituents through the work on issues of interest for certain lobbies (domestic work; collective bargaining), through instruments and mechanisms of dialogue of medium and long term (Tripartite Commission and Local

Agreements) and through the transfer of competence for the continuity to certain strategic partners (MTE, SEPPIR, SPM).

Management of the project:

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

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

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

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

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

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

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

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