

# Final Evaluation of the Project: Supporting Respect for the Working Conditions of Workers in the Agro-Export Sector in Guatemala



Evaluation Contractor: Sistemas, Familia y Sociedad Ltd. (SFS)

## Objective

The project aims to improve the enforcement of acceptable conditions of work in the Guatemalan agricultural export sector, e.g.:

Long-Term Outcomes (LTO)

- **LTO 1:** Increased effectiveness of labor inspections related to acceptable conditions of work.
- **LTO 2:** Judges uphold appropriate administrative sanction resolutions for violations of acceptable conditions of work.

[Click HERE to see the Evaluation Report](#)



### Period of Performance:

October 2018 – December 2023



### Funding:

\$3,075,653



### Implementer:

International Labor Organization (ILO)



### Partner Organizations:

- Ministry of Labor (MOL) / General Labor Inspectorate (GLI)
- Judiciary Branch
- Coordinating Committee of Agricultural, Business, Industrial and Financial Associations (CACIF)

## Conclusions

Relevance & Validity	Coherence	Effectiveness
<ul style="list-style-type: none"> <li>● <b>Relevant to needs, capacities and mandates</b> of project partners.</li> <li>● <b>Limited focus</b> on worker's organizations.</li> <li>● <b>Flexible</b> in adapting and responding to context and needs of partners.</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Aligned with priorities and policies</b> of Government, especially MOL.</li> <li>● <b>Continued support and commitment</b> of Government, despite changing priorities.</li> <li>● <b>No contribution to long-term goal</b> of "improved enforcement of acceptable conditions of work in agricultural export sector", despite notable achievements.</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Key products developed</b> to improve capacities of Labor Inspectorate to manage worker complaints using an Electronic Case Management System (ECMS) (<b>LTO 1</b>).</li> <li>● <b>Strengthened knowledge of judiciary</b> on labor legislation and harmonized jurisprudence, despite limited evidence of judges upholding sanctions for violations (<b>LTO 2</b>).</li> </ul>
Efficiency	Impact	Sustainability
<ul style="list-style-type: none"> <li>● <b>Efficient use of limited resources</b> and most expected <b>key outcomes delivered</b> in a challenging context.</li> <li>● <b>Extensions helped</b> project compensate for initial delays and deliver key outputs.</li> <li>● <b>High competency of project staff</b> and contractors, despite limited staff numbers and weak monitoring.</li> <li>● Efficiency undermined by <b>lack of information on budget</b> per activity.</li> <li>● Planned vs. actual <b>costs per outcome not accurately tracked</b> as ILO's finance system (IRIS) was not fully aligned to project budget.</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Project supported changes</b> in stakeholder policies and programs and resource allocation.</li> <li>● <b>Drafted proposal for reform</b> of MOL's Internal Organic Regulations.</li> <li>● <b>New organizational chart</b>, procedures and workflows for the GLI proposed.</li> <li>● <b>Supreme Court approved</b> harmonized criteria for enforcement of labor regulations (Legislative Decree 7-2017).</li> <li>● <b>Human Rights policies developed</b> for coffee, banana, agrochemicals, rubber and livestock sectors.</li> <li>● <b>IT equipment acquired</b> by MOL/GLI for 20 Departmental Delegations to support ECMS deployment.</li> <li>● <b>Evidence of ECMS's potential</b> to improve efficiency and effectiveness of labor inspection.</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Lack of</b> clear exit strategy.</li> <li>● <b>Updated</b> sustainability plan, despite weaknesses.</li> <li>● <b>Sustainability depends on political will</b> to reinforce labor inspectorate, enforce labor laws, and effectively implement ECMS, before planned elections in September 2023.</li> <li>● <b>MOL has political will</b> but lacks technical capacities and financial resources to ensure ECMS deployment, making a strong case for continued support (<b>LTO 1</b>).</li> <li>● <b>Additional support required</b> to improve quality of judicial processes in labor courts (<b>LTO 2</b>).</li> </ul>



## Recommendations

For USDOL-OTLA		USDOL	ILO	GOG
1	<b>Ensure that sufficient human resources are available for project implementation:</b> In future Funding Opportunity Announcements USDOL should ensure that the staffing provisions (for both “technical” and M&E personnel) are at an appropriate level to carry out complex interventions with maximum effectiveness.	 USDOL		
2	<b>Review monitoring plans and progress during implementation.</b> OTLA M&E team and project managers should closely review the implementation of monitoring plans by grantees.	 USDOL		
For USDOL and the ILO		USDOL	ILO	GOG
3	<b>Ensure cost extension is utilized to continue key support.</b> The recently granted 12-month cost extension should be used to continue technical assistance and capacity building provided by the ILO and the subcontractor firm (GLORSYS) to the MOL/GLI in the implementation of the new inspection procedures and workflows and the deployment of the ECMS in the country. <sup>1</sup>	 USDOL	 ILO	
4	<b>Support workers and workers’ organizations.</b> In future projects, provide capacity building support to workers and workers’ organizations, and assist them in increasing their <b>access to and utilization of resources</b> that are legally available to them in both administrative and judicial institutions, for instance with regard to the filing of complaints in relation to violations of labor rights.	 USDOL	 ILO	
5	<b>Continue providing technical support to employers’ organizations.</b> In future projects, provide technical support to employers’ organizations to expand human rights policies to other sectors and/or among affiliated businesses as well as throughout their value chains.	 USDOL	 ILO	
6	<b>Continue providing capacity building support to improve the quality of judicial processes in labor courts.</b> In future projects it would be worth providing financial and technical assistance to the Judicial School for the development of a continuous training program for judges at Labor and Social Welfare Courts.	 USDOL	 ILO	
7	<b>Gender mainstreaming.</b> In future projects, USDOL and the ILO (and/or other grantees) should design gender strategies aiming at promoting equal protection of labor rights for women in the workplace, by analyzing at the beginning of project implementation the causes of gender inequality and identifying the specific needs of women and vulnerable groups.	 USDOL	 ILO	
For the ILO		USDOL	ILO	GOG
8	<b>Strengthen the current Project Sustainability Plan and Exit Strategy.</b> With support from ILO’s M&E Officer at the Latin America and Caribbean Regional Office, project management should develop a more systematic and detailed Project Sustainability Plan, along with an exit strategy.		 ILO	
9	<b>As required in the MPG, in future projects the ILO must develop sound M&amp;E strategies to improve project performance and financial monitoring.</b> These should include a robust PMP; required baseline and monitoring information; and outcome-based budget with frequent updating of budgetary lines and workplans.		 ILO	
10	<b>For the remainder of the project and for any future projects, ILO should strengthen the coordination among its technical and support units</b> (such as ILO’s Programming, Finances, Evaluation units) regarding project design, monitoring (technical and financial) and evaluation.		 ILO	
For the Government of Guatemala		USDOL	ILO	GOG
11	<b>Approve and adopt key products developed by the project as regular practices.</b> The MOL should incorporate key products that have been developed by the project (e.g., ECMS) into its regular practices and procedures.			 GOG
12	<b>Support the ECMS implementation, monitoring and evaluation by:</b> a) Including in the Internal Organic Regulations of the MOL or other regulation for the mandatory <b>utilization</b> of the ECMS by labor inspectors and other staff; b) Promoting and facilitating the active participation of relevant staff members in <b>capacity</b> building activities; c) Allocating sufficient financial <b>resources</b> in the annual budget of the MOL for maintaining the ECMS; d) Establishing <b>linkages</b> between the ECMS and other relevant MOL/Labor Courts databases; e) Supporting the monitoring and evaluation of the ECMS with the timely provision of relevant and accurate data.			 GOG
13	<b>Promote good practices of social dialogue and tripartism.</b> It is recommended for the MOL to formulate a workplan to increase <b>linkages</b> among employers and workers’ organizations, through the operation of the Tripartite Council for Labor Inspection.			 GOG

<sup>1</sup> This recommendation was implemented by the USDOL before the publication of the evaluation report.

