

# Independent evaluation of the ILO's support to the Bahia Decent Work Agenda: 2008-2010



International  
Labour  
Office  
Geneva

## Brazil



EVALUATION  
UNIT



# **Independent Evaluation of ILO's Support to the Bahia Decent Work Agenda: 2008–2010**

**International Labour Organization**

September 2011

Prepared by

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## **Preface**

This report was prepared by an independent evaluation team led by: Thomaz Chianca, international evaluation consultant; Eduardo Marino, national evaluation consultant; and Craig Russon, Senior Evaluation Officer in the ILO Evaluation Unit. Bianca Granara, ILO Research Assistant, has provided inestimable and highly competent support for the evaluation team including special analyses and drafting of report sections.

The evaluation was carried out under the leadership of Guy Thijs, Director of the ILO Evaluation Unit. Sabas Monroy, Evaluation Officer in the ILO Regional Office for Latin America and the Caribbean, provided strong support to the evaluation team.

Thanks also to the numerous ILO stakeholders in Bahia, especially key members of the Government of the State of Bahia as well as of workers' and employers' organizations. Thanks to the ILO's strategic partners who participated in the evaluation.

Finally, the evaluation team wishes to express its appreciation to officials of ILO's Regional Office for Latin America and the Caribbean and the ILO Country Office for Brazil for their strong support of the evaluation. Special thanks are in order for Thaís Dumêt and Natanael Lopes from the ILO Country Office for Brazil who provided most of the logistic support, especially in scheduling the interviews with dozens of key informants selected by the evaluation team.

The draft report of the evaluation benefited from helpful and constructive suggestions from numerous stakeholders. However, any errors or omissions are entirely the responsibility of the evaluation team.

## Table of contents

<b>ABBREVIATIONS.....</b>	<b>VII</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>XI</b>
<b>1. INTRODUCTION.....</b>	<b>1</b>
1.1 Purpose of the evaluation .....	1
1.2 Scope .....	1
1.3 Evaluation criteria and questions .....	1
1.4 Methodology .....	3
1.5 Limitations.....	3
1.6 Layout.....	3
<b>2. BRAZIL: COUNTRY CONTEXT FOR THE DEVELOPMENT OF A DECENT WORK AGENDA .....</b>	<b>4</b>
2.1 General information .....	4
2.2 Economic overview .....	4
2.3 Bahia.....	6
2.4 Employment and labour issues.....	7
<b>3. THE BAHIA DECENT WORK AGENDA.....</b>	<b>14</b>
3.1 BDWA Outcomes and Activities .....	16
3.2 BDWA's Strategic Alignment.....	19
3.3 BDWA's programme logic .....	21
3.4 BDWA's Evaluability .....	21
3.5 ILO support of the BDWA.....	22
3.6 The transition from an agenda to a programme.....	23
3.7 Current status.....	25
<b>4. FINDINGS.....</b>	<b>27</b>
4.1. Relevance .....	27
4.2 Validity.....	28
4.3 Efficiency .....	31
4.4 Effectiveness .....	35
4.5 Impacts .....	40
4.6 Sustainability.....	43
<b>5. CONCLUSIONS AND RECOMMENDATIONS.....</b>	<b>45</b>
<b>6. LESSONS LEARNED .....</b>	<b>48</b>
<b>7. COMMENTS FROM THE OFFICE ON THE EVALUATION .....</b>	<b>50</b>
<b>8. COMMENTS FROM THE CONSTITUENTS.....</b>	<b>51</b>
<b>9. ANNEXES .....</b>	<b>54</b>
Annex 1: Terms of Reference .....	54
Annex 2: List of Persons Interviewed.....	60
Annex 3: List of Documents Reviewed .....	62
Annex 4: BDWA alignment with UNDAF, DWAAH, NDWA, and P&B .....	65
Annex 5: BDWA in IRIS Strategic Management.....	70
Annex 6: Evaluability Analysis .....	75
Annex 7: Time-line with Start and Stop of Each TC Project 2008-13 (by Qtr) .....	77
Annex 8: List of outputs and outcomes reported by ILO staff in progress and final reports of ILO projects connected to the BDWA .....	78

Annex 9: Bibliography.....	81
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## List of Tables

Table 1. Urban/rural population breakdown (in per cent).....	6
Table 2. Ratified Conventions relating to child labour .....	7
Table 3. Per cent employed by situation and gender.....	12
Table 4. Alignment of BDWA axes with ILO P&B outcomes and SPF objectives.....	19
Table 5. Financial expenditures for Bahia's DWP axes, 2008–2010.....	30

## List of Figures

Figure 1: GDP distribution, 2000-2009 (US\$ billions).....	4
Figure 2. Poverty incidence and equality of income distribution (Gini Index), 2003-2007 .	4
Figure 3. GDP and unemployment growth rates in Brazil, 2005-2009.....	5
Figure 4. School/nursery attendance in the state of Bahia in 2009 .....	9
Figure 5. Desired outcomes of the Bahia Decent Work Agenda.....	29
Figure 6. Overview of the BDWA initiatives with support from the ILO .....	32
Figure 7. Distribution of types of the ILO funding to the BDWA .....	33
Figure 8. Distribution of types of the ILO funding to the BDWA (excluding ILO/IPEC) .	34
Figure 9. Fraction of funding from ILO national projects to Bahia .....	35
Figure 10. BDWA RBSA Project: Achievement of outcomes per line of action .....	40



## ABBREVIATIONS

ACTRAV	Bureau for Workers' Activities
AWP	Annual Workplan
BDWA	Bahia Decent Work Agenda
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CL	Child Labour
CP	Country Programme
CTA	Chief Technical Advisor
CTB	Central de Trabalhadores do Brasil
CUT	Central Única dos Trabalhadores
DAC	Development Assistance Committee
DAO	Delivering as One
DCOMM	Department of Communication and Public Information
DFID/UK	UK Department For International Development
DIEESE	Departamento Intersindical de Estatística e Estudos Socioeconômicos
DWA	Decent Work Agenda
DWP	Decent Work Programme
EAP	Economically active population
EC	European Commission
ECOSOC	UN Economic and Social Council
EYE	Education and Youth Employment
EVAL	ILO Evaluation Unit
FECOMÉRCIO	Federação do Comércio do Estado da Bahia
FEMICRO	Federação das Associações de Microempresas e de Empresas de Pequeno Porte da BA
FIDH	International Federation for Human Rights
FIEB	Federação da Indústria do Estado da Bahia
FS	Força Sindical
GDP	Gross Domestic Product
GNI	Gross National Income
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HDI	Human Development Index
IALI	International Association of Labour Inspection



ICF	International Community Foundation
ICFTU	International Confederation of Free Trade Unions
ILO	International Labour Organization
IOM	International Organization for Migration
IP	Implementation Plan
ILO/IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
JICA	Japanese International Cooperation Agency
JOY	Job Opportunities for Youth
KAB	Know About Business
LED	Local economic development
LI	Labour Inspection
LM	Labour Migration
MCB	Minimum Consumption Budget
MDG	Millennium Development Goal
MES	Modules of Employable Skills
MOU	Memorandum of Understanding
MST	Modular Skills Training
MTE	Ministério do Trabalho e Emprego (Ministry of Labour and Employment)
MTO	Mid-term outcome
NC	National Coordinator
NEP	National Employment Policy
NDWP	National Decent Work Programme
NGO	Nongovernmental organization
NPRS	National Poverty Reduction Strategy
NSC	National Statistical Committee
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OSH	Occupational Safety and Health
P&B	Programme and Budget
PRSP	Poverty Reduction Strategy Paper
PNAD	Pesquisa Nacional por Amostra Domiciliar (National Household Sample Survey)
PPA	Plano Plurianual (State Multiannual Plan)

RBM	Results-based Management
RBSA	Regular Budget Supplementary Account
RMA	Rapid Market Appraisal
RO	Regional Office
SETRE-BA	Secretaria do Trabalho, Emprego, Renda e Esport (Secretary of Labour, Employment, Income and Sports)
SHD	Sustainable Human Development
SIYB	Start and Improve Your Business
SME	Small and Medium-sized Enterprises
SPF	Strategic Policy Framework
SRO	Subregional Office
STO	Short-term outcome
SWOT	Strengths – Weaknesses – Opportunities – Threats
SWTC	School to Work Transition Survey
TC	Technical Cooperation
TCP	Technical cooperation project
TOT	Training of Trainers
TUC	Trade Unions Congress, the United Kingdom
UGT	União Geral dos Trabalhadores
UN	United Nations
UN HSF	United Nations Human Security Fund
UNAIDS	The United Nations Joint Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economical Commission for Europe
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNIFEM	United Nations Development Fund for Women
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNV	United Nations Volunteers
US\$	U.S. Dollar
USDOL	U.S. Department of Labor
VET	Vocational Education and Training

WB	World Bank
WED	Women Entrepreneurship Development
WFCL	Worst Forms of Child Labour
WHO	World Health Organization
WIND	Work Improvement in Neighbourhood Development

## EXECUTIVE SUMMARY

The purpose of this study is to evaluate the ILO's support to the Bahia Decent Work Agenda (BDWA) – the first subnational decent work agenda worldwide – especially the period 2008–2010. Bahia is considered to be one of the States with the largest decent work deficit in Brazil in terms of child and forced labour, inequalities in the workplace, and domestic work exploitation. These conditions were alarming at the inception of the BDWA.

With strong leadership from the Bahia State Government, the tripartite constituents developed the BDWA using a programme logic that differed from that predominantly advocated in ILO publications. The ILO's main role was to support a government that put decent work as one of its main priorities. Its position in this instance is quite different from the leading role it has played in the establishment and implementation of Decent Work Agendas or Programmes in other countries. This has important implications for some of the impressive results as well as some of the limitations for the BDWA.

Without question, the support provided by the ILO to the BDWA was pivotal in its implementation, growth, credibility, results and sustainability. All representatives from the tripartite constituents unanimously recognized the key role played by the ILO to ensure the BDWA's success. Its main contributions were: (i) fostering dialogue among the tripartite constituents; (ii) providing important technical support to most of the groups engaged in the nine axes of the Agenda; (iii) ensuring diverse financial resources to help strengthen the Agenda's work as a whole through a Regular Budget Supplementary Account (RBSA) project, and the implementation of a few important decent work projects, especially the ILO/IPEC, which is implemented in 18 municipalities of the semi-arid region in Bahia; and (iv) lending international credibility to the initiative.

The ILO had very limited funds at the inception of the BDWA with the exception of the project to combat child labour (ILO/IPEC) that mobilized almost US\$5 million. A single 15 month, US\$250,000 RBSA project was to contribute to the creation of the Bahia Decent Work Programme (BDWP). Together with a few other technical cooperation projects at the national and regional levels, the BDWP provided support to the Agenda as a whole. The nine axes (outcomes) of the BDWA were not given equal importance in terms of funding. The ILO provided limited support to axes such as civil servants, domestic work, people with disabilities and workers' health and safety.

Even though the RBSA project contributed to many important results, of the 14 expected outcomes stated in the original proposal: two were considered fully achieved; four were partially achieved with significant reach; four were partially achieved with limited reach; and four were not achieved. These results, however, should not be considered as the only demonstration of the project's success.

The BDWA has actually produced quite impressive results and has promising potential for more. The following are some of the most relevant. (i) Sector plans for seven of the nine axes of the BDWA are serving as the basis for the establishment of a decent work programme for Bahia to be launched by the Governor as part of the Bahia Multi-Year Plan

(PPA), assuring funding for Decent Work (DW) activities from 2012 to 2015. (ii) A new state law was approved to promote DW in public procurement. Only firms practicing DW will be allowed to receive state tax incentives. (iii) The BDWA was a major player in the creation of the State Council to Eradicate Forced Labour and the State Youth Council. (iv) The BDWA has also influenced the creation or strengthening of Decent Work Agendas (DWAs) in other Brazilian municipalities and states (for example, the State of Mato Grosso, the cities of Belo Horizonte and Curitiba and the cities of Santo André, São Bernardo and São Caetano that compose the industrial cluster known as the ABC region in São Paulo) and also other countries (such as El Salvador, Dominican Republic and the Province of Santa Fé in Argentina).

The likelihood that the benefits produced by the BDWA will be sustainable in the long term is high. First of all, there is strong political support and commitment from its constituents, especially the State government, which has, no doubt, the ownership of the process and will keep up the work, at least while the current government is in place (December 2014). The about-to-be-launched BDWP will ensure public funding for strategic DW initiatives for the next four years (2012–2015). Furthermore, a new fund to promote DW in Bahia will also ensure future additional funding for DW initiatives in Bahia. This fund is to be established with resources from court fines from labour lawsuits and is already in the pipeline for government approval.

The evaluation team has also identified aspects that clearly limited greater advances of the BDWA. The most relevant are: (i) difficulty in obtaining technical support for some of its axes (public servants, youth, health and safety, people with disabilities and domestic work); (ii) lack of an ILO officer based in Bahia and dedicated to its work as a whole and not to a specific project (for example ILO/IPEC); (iii) low participation of most of the sectors representing employers; (iv) dispersion of the BDWA's efforts into too many axes has hindered greater achievements; and (v) insufficient efforts to increase the capacity of members of the technical chambers to elaborate specific indicators for their implementation plans.

The main recommendations from the evaluation team are for the ILO to do the following: (i) strengthen its support to the DW efforts in Bahia since the transition from a DW Agenda to a DW Programme is still underway; (ii) establish a monitoring strategy to oversee the implementation of the axes' plans and their results; (iii) increase efforts to foster consciousness regarding the importance of engaging in DW initiatives among employers; (iv) ensure the less supported axes (such as people with disabilities and domestic workers) have enough support to make further advances; and (v) create strategies to systematize and disseminate DW good practices produced in Bahia.

The evaluators identified 12 lessons relevant to various stages of the BDWA programme cycle. (i) In large, diverse countries, it is possible to implement a subnational Decent Work Agenda. (ii) Government investment is essential to ensure sustainability of a DWA. (iii) Transitioning from a DWA to a DWP requires considerable technical knowledge of programme monitoring and evaluation (PM&E). (iv) A large number of axes in a DWA can broaden the participation of government agencies but can also decrease the interest of other constituents. (v) The BDWA intervention, perhaps more than anything else,

demonstrates the power of self-organization. (vi) Variations in design may be the price that the ILO must pay in order for constituents to assume full ownership of DWPs. (vii) Taking advantage of opportunities when they arise can be a key factor in assuring sustainability. (viii) It is important for the ILO not only to support DWA outcomes but also to address the strategic needs of the tripartite constituents. (ix) Perhaps inadvertently, the impact of this intervention may be attributed to the fact that it took a systemic approach. (x) Developing an evaluation culture is a process that requires time and effort. (xi) The leading role played by the Government was fundamental in mobilizing the various actors involved in the BDWA. (xii) Promoting social dialogue requires leaders of the involved groups to have the capacity to mediate differences and to use an appropriate language for each group.

To reach their conclusions, the evaluators reviewed dozens of key documents including project proposals, reports, evaluations, financial statements and mission reports. They conducted a two-week field mission in March 2011 in Brasilia, where the ILO country office is located, and in Salvador, capital of Bahia, where most key stakeholders in the BDWA are based and where 44 key informants were interviewed.



# **1. Introduction**

## **Context: ILO's country programme evaluation**

Consistent with its policy of independent evaluations of Decent Work Country Programmes (DWCP), the International Labour Organization (ILO) has evaluated its Project of Support to the Bahia Decent Work Agenda (BDWA). This report presents analyses, findings and recommendations of the independent evaluation conducted in early 2011.

Bahia is the first subnational Decent Work intervention to be evaluated. Moreover, the fact that the formulation of the intervention was driven by the State of Bahia itself will increase the value of the lessons learned from this evaluation and the implications it could have for other large, regionally diverse countries.

The evaluation was managed by the ILO's Evaluation Unit (EVAL) in close coordination with the ILO Regional Office for Latin America and the Caribbean and the ILO country office for Brazil. The evaluation also benefited from tripartite national constituent consultation and feedback.

The evaluation team comprised an independent international evaluation consultant, an independent national evaluation consultant, and a senior evaluation officer from EVAL who had no prior association with the BDWA.

### **1.1 Purpose of the evaluation**

The purpose of the evaluation was to: i) give the Governing Body an account of the results achieved by the ILO Project of Support for the BDWA; ii) provide an opportunity for reflection and lessons learned on how the ILO could improve the effectiveness of its operations in the next Bahia Decent Work Programme (BDWP); and iii) analyse the impact and effectiveness of the ILO's programme in terms of supporting the development objectives set forth in international and national development frameworks.

### **1.2 Scope**

The proposed scope of the study included the activities carried out in support of the BDWA from 2008 to 2010. In addition, the evaluation examined some of the antecedents from the previous initiatives to support the BDWA carried out during that period. Annex 1 presents the official scope of work for this evaluation.

### **1.3 Evaluation criteria and questions**

The ILO DWCP evaluations usually focus on the relevance of the programme to the needs of the beneficiary, the validity of programme design, its efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions were suggested.



## **Relevance**

- What were the social, political and economic contexts of the problems the ILO sought to address in this programme?
- How well did the programme priorities and outcomes reflect the ILO's ability to deliver products and services at a lower opportunity cost than its strategic partners (comparative advantage)?

## **Validity**

- Was the programme strategically aligned with national and international development frameworks such as the National Decent Work Agenda and the ILO Programme and Budget?
- How well did the programme respond to the priorities and needs of the constituents?
- Was the programme design logical and evaluable?
- Did the programme apply principles of Results-based Management?

## **Efficiency**

- How well were the activities and outputs contained in the implementation plan aligned with the programme outcomes?
- Was funding sufficient and was it allocated in a manner that would permit achievement of programme outcomes?

## **Effectiveness**

- To what extent were programme outcomes achieved?
- Were there any unexpected results?
- What evidence exists in support of these achievements?
- What were the key factors of success?

## **Impact**

- How did the programme build the capacity of tripartite constituents to deliver on DWCP outcomes?
- How did the programme influence coordination among the ILO and its strategic partners?
- How did the Bahia pilot programme influence ILO programming in other parts of Brazil and in other countries (particularly in the context of South-South Cooperation)?

## **Sustainability**

- What recommendations and lessons could be offered to improve the sustainability of the ILO Project of Support?

## **1.4 Methodology**

In order to answer the above questions, the team of evaluators used a variety of evaluation techniques: desk reviews of project documents, interviews with key stakeholders and field visits.

From 13 to 25 March 2011, a field mission was conducted in Brasília, Brazil's capital, and Salvador, the capital of the State of Bahia. At the conclusion of the field mission, a stakeholder workshop was conducted to present the evaluation team's initial impressions and preliminary findings to constituents<sup>1</sup>.

The evaluation complied with the *UN Evaluation Group Norms and Standards for Evaluation* and the *Organization for Economic Co-operation and Development–Development Assistance Committee (OECD-DAC) Evaluation Quality Standards*.

## **1.5 Limitations**

The desk review involved reading thousands of pages of project documents, reports, evaluations, mission reports, financial statements and other communications. However, it was not possible to gather all historical project reports, and many projects did not have mid-term or final evaluations. Therefore, certain gaps remain.

The desk review was enhanced with individual and group interviews conducted during field visits by a technically competent evaluation team with cross-regional experience. However, there was a limited time available to conduct the evaluation. The field mission lasted only seven Bahia working days before a preliminary presentation was given.

The evaluation conclusions and recommendations are based on the analysis and data presented in the report. Evaluative judgments are always subjective. However, to keep this to a minimum, ILO management, national officials and social partners were asked to react to these findings and issues. Gleaned from this exercise, stakeholders contributed their own opinions on lessons for the future.

## **1.6 Layout**

Following the introduction, Chapter 2 lays out the basic context within which the ILO programme of assistance to the BDWA was developed. Chapter 3 assesses the programme design with a special emphasis on its logic and evaluability. Chapter 4 focuses on the evaluation findings organized under the six main evaluation criteria: Relevance, Validity, Efficiency, Effectiveness, Impact and Sustainability. Chapter 5 contains general conclusions, recommendations and lessons learned developed by the evaluation team and discussed with the key evaluation stakeholders.

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<sup>1</sup> See Annex 2 for the list of the 44 key persons interviewed and Annex 3 for the list of the 34 key documents reviewed.

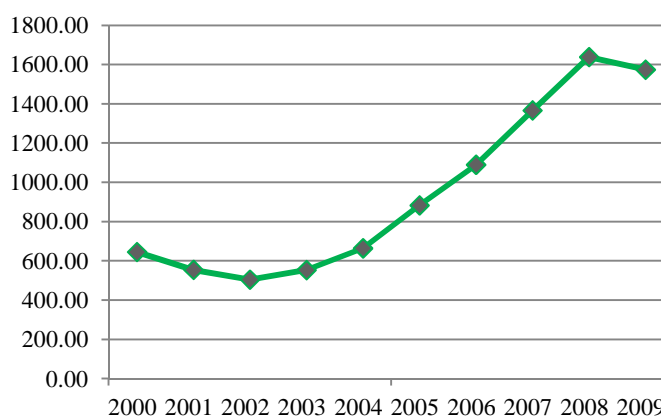
## 2. Brazil: Country context for the development of a Decent Work Agenda

### 2.1 General information

Brazil is the fifth largest (8,514,877 sq km) and fifth most populous (191,796,000 people) country in the world. It possesses vast natural resources and, with 66.8 per cent of its population aged between 15 and 64 years, it has a principally young population with the sixth largest labour pool in the world. It is South America's largest economy, possesses the world's eighth highest GDP US\$ 2.194 trillion (2010 estimate), and was one of the first countries to begin an economic recovery after the global financial crisis.<sup>2</sup>

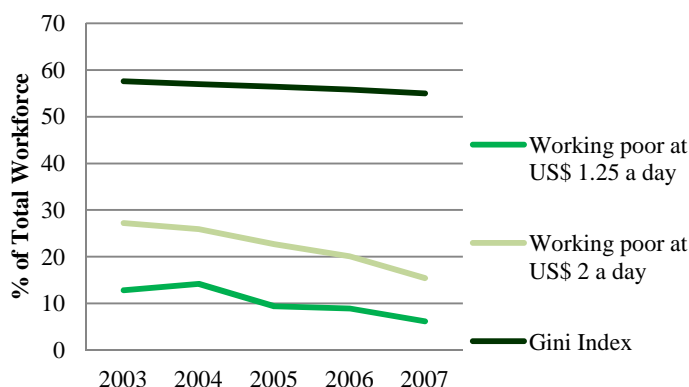
Its most salient problems are crime and highly unequal income distribution; Brazil has a Gini Index of 0.54.<sup>3</sup> Since January 2010, Brazil has had a non-permanent seat on the UN Security Council, which it will relinquish at the end of the 2010–2011 term.

Figure 1: GDP distribution, 2000-2009 (US\$ billions)



Source: Brazil, The World Factbook; CIA 2011

Figure 2. Poverty incidence and equality of income distribution (Gini Index), 2003-2007



Source: Adapted from World Bank Data Catalog; World Bank, 2011

### 2.2 Economic overview

In 2007, before the global financial downturn, the Brazilian Government launched the Growth Acceleration Plan (PAC) aiming to increase investment in infrastructure and provide tax incentives for a more rapid and robust economic growth. The programme was

<sup>2</sup> CIA. 2011. *The World Factbook* [online]. Available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/br.html> [Accessed on 20/01/11].

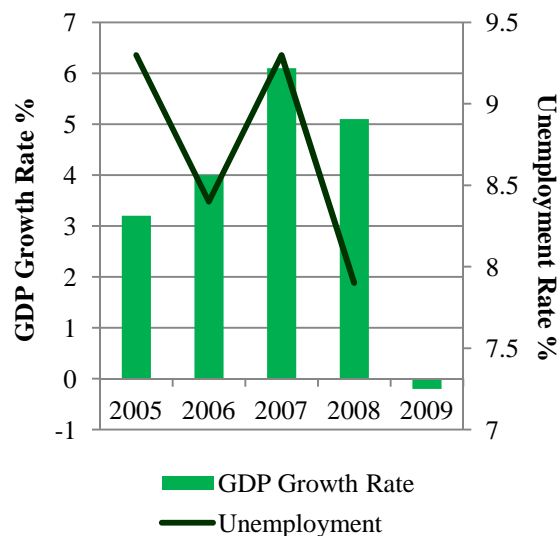
<sup>3</sup> World Bank. 2007; *Data: Brazil* [Online].

Available at: <http://data.worldbank.org/country/brazil?display=graph> [Accessed on 20/01/11].

a contributing factor in the country's 5.1 per cent growth in 2008, as well as their early return to growth in 2009, after the crisis. Brazilians are currently benefiting from stable economic growth, relatively low inflation rates and improvements in social well-being.

However, the PAC has also highlighted important infrastructure challenges for the country that will host the World Cup in 2014 and the Olympic Games in 2016. Significant investments are needed in urban and social development and transport infrastructure sectors. Furthermore, though social well-being and income inequality have improved in the country overall, social indicators vary greatly between regions. The southern and south-eastern states are much better off than the poorer states in the midwest, north and northeast, where Bahia is located.

**Figure 3. GDP and unemployment growth rates in Brazil, 2005-2009**



Both poverty (Purchasing Power Parity (PPP) US\$ 2 per day) and extreme poverty (PPP US\$ 1.25 per day) have dropped noticeably, the former from 20 per cent of the population in 2004 to seven per cent in 2009 and the latter from 10 to four per cent in the same period. The Gini index fell from 0.596 to 0.54 between 2001 and 2009, reflecting the income growth rate for the period of seven per cent per year for the poorest ten per cent and 1.7 per cent per year for the richest ten per cent of the population. These improvements can be attributed to relatively low inflation, consistent economic growth, relevant social programmes, and a policy of real increases of the minimum wage. Nevertheless, inequality is still at high levels for a middle-income country such as Brazil.<sup>4</sup>

The observed growth has positively impacted the level of formal employment in the country. A recent study released by the Institute of Applied Economic Research (IPEA),<sup>5</sup> based on the National Household Sample Survey (PNAD/IBGE), revealed that in the past ten years, the proportion of workers with formal jobs increased from 37.9 to 44.2 per cent. Despite the favourable numbers, still more than half of the economically active population in Brazil has informal jobs.

<sup>4</sup> World Bank. 2010. *Brazil Country Brief* [online]. Available at: <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/LACEXT/BRAZILEXTN/0,,menuPK:322351~pagePK:141132~piPK:141107~theSitePK:322341,00.html#economy> [Accessed on 21/01/11].

<sup>†</sup> World Bank. 2009. *Data: Brazil* [online]. Available at: <http://data.worldbank.org/?display=default> [Accessed on 28/01/11].

<sup>5</sup> IPEA. 2010. Comunicado do Ipea nº 88, Características da formalização do mercado de trabalho brasileiro entre 2001 e 2009.

## 2.3 Bahia

The State of Bahia has an area of 564,830 sq km, 417 municipalities and a population of 14,021,432, which is approximately seven per cent of Brazil's total population. The capital of Bahia is Salvador. The 2009 National Household Sample Survey (PNAD) estimated the incidence of poverty in the state to be 30 per cent and the Gini index for inequality of income distribution to be 0.533, both alarmingly high figures.<sup>6</sup>

Bahia's population is comparatively more rural than in the rest of the country. Table 1 shows that in 2009, 30.43 per cent of Bahia's population lived in rural areas compared to only 16.04 per cent countrywide. However, since 2005, the number of people living in rural areas has been decreasing steadily, both at state and national levels. Bahia's urban population has increased 2.81 per cent since 2005.

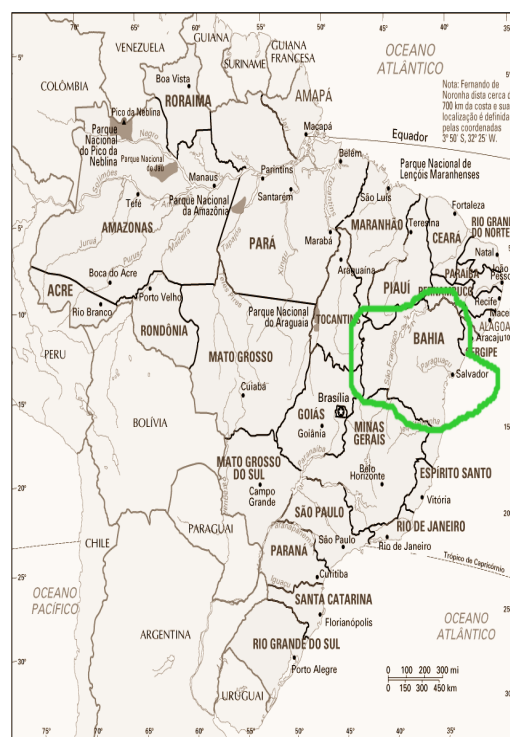


Table 1. Urban/rural population breakdown (in per cent)<sup>7</sup>

		2005	2006	2007	2008	2009	
Brazil	Urban	Total	82.74	83.19	83.37	83.75	83.96
		Men	39.75	39.95	40.09	40.23	40.32
		Women	42.99	43.24	43.28	43.52	43.64
	Rural	Total	17.26	16.81	16.63	16.25	16.04
		Men	8.98	8.76	8.71	8.43	8.35
		Women	8.28	8.05	7.92	7.82	7.68
Bahia	Urban	Total	66.76	67.65	68.05	68.91	69.57
		Men	32.28	32.63	32.62	33.22	33.39
		Women	34.48	35.02	35.43	35.70	36.18
	Rural	Total	33.24	32.35	31.95	31.09	30.43
		Men	17.25	16.82	16.76	16.15	15.90
		Women	15.98	15.53	15.19	14.94	14.53

Source: IBGE, Banco de Dados Agregados.

Bahia has a much higher proportion of black and mixed race population than the rest of Brazil. In 2009, 48.2 per cent of Brazil's population was white while in Bahia they accounted for only 23.04 per cent.

<sup>6</sup> IBGE. *Pesquisa Nacional por Amostra de Domicílio. Síntese de Indicadores 2009*. Available at: [http://www.ibge.gov.br/home/estatistica/populacao/trabalhoerendimento/pnad2009/pnad\\_sintese\\_2009.pdf](http://www.ibge.gov.br/home/estatistica/populacao/trabalhoerendimento/pnad2009/pnad_sintese_2009.pdf) [Accessed on 07/04/11].

<sup>7</sup> IBGE, Banco de Dados Agregados [online database]. Available at: <http://www.sidra.ibge.gov.br/bda/tabela/listabl.asp?z=pnad&o=3&i=P&c=262> [Accessed on 31/01/11].

In 2007, the election of an opposition government to the local elite, which had controlled the political power for several decades, brought about a change in terms of strategy and priority in addressing state issues. The new government's focus was on education, health and the creation of labour and income. Accordingly, the Bahia State Secretary of Labour, Employment, Income and Sports (SETRE-BA) sought support from the Ministry for Labour and Employment and the ILO country office for Brazil, for the creation of a BDWA.

The initial proposal sought to address the following issues: creation of labour income and youth; social protection and working conditions; equal opportunities and treatment; combating discrimination; child and forced labour; and, strengthening social dialogue and tripartism. The Department of Science, Technology and Innovation and the Department of Planning later included, for consideration, the issue of Decent Work in the bio-fuel industry.<sup>8</sup>

## 2.4 Employment and labour issues

### 2.4.1 Child labour

The Brazilian State and civil society have been committed to carrying out activities for the prevention and eradication of child labour since the 1990s, achieving notable results. The PNAD data shows that the number of working children and adolescents between the ages of five and 17 years declined from 8.42 million (19.6 per cent) in 1992 to 4.45 million (10.2 per cent) in 2008. More specifically, the proportion of working children between the ages of ten and 14 years fell from 20.5 to 7.22 per cent in the same time period.

The ILO has been active in the prevention and elimination of child labour in Brazil since 1992 through ILO/IPEC. In 1996 the Brazilian Government launched the Programme for Eradication of Child Labour, with the intention of removing children and adolescents from dangerous, unhealthy and degrading work. This meant providing families who had school-aged children and adolescents with cash income transfers, conditional on school attendance and involvement in socio-educational activities after school.

**Table 2. Ratified Conventions relating to child labour<sup>9</sup>**

Convention	Ratification	Entry Into Force
The Minimum Age Convention (No. 138) (minimum age specified: 16 years)	28.06.2001	28.06.2002
The Worst Forms of Child Labour Convention (No. 182)	02.02.2000	02.02.2001
Convention on the Rights of the Child (CRC)	24.09.1990	24.10.1990

Source: Adapted from 2008 *Brazil Child Labour Data Country Brief*, IPEC; ILO, 2008.

<sup>8</sup> Dias Silva, T. 2008. *Agenda Bahia do Trabalho Decente*. Salvador, Brasil: Governo da Bahia, Secretaria do Trabalho Emprego, Renda e Esporte.

<sup>9</sup> International Programme on the Elimination of Child Labour, 2008. *Brazil Child Labour Data Country Brief*. [e-publication] Geneva: ILO. Available at: <http://www.ilo.org/ILO/IPECinfo/product/viewProduct.do?productId=7792> [Accessed on 24/01/11].

Although progress has been made, the incidence of child labour in Brazil is still significant. A 2007 study by PNDA/IBGE indicated that 1.2 million children and adolescents between the ages of five and 13 are still working. However, the trend is a decrease in this figure. The study estimated that in 2007, 171,000 (four per cent) of those children stopped working. Currently, child labour tends to occur mostly in the form of domestic service, family agriculture, commerce, and services in the urban informal sector. Generally, more boys than girls are recruited for child labour; 66 per cent of child workers are boys, but there are usually more girls engaged in domestic work. These forms of child labour are difficult to address through public policies as they are common but not very visible.<sup>10</sup>

#### **2.4.2 Youth employment**

Youth employment opportunities countrywide are too scarce to provide all those reaching working age each year with a job. Even if they obtain a job, it is generally without a signed contract, part-time or unpaid. Due to low human capital accumulation and the ease with which young workers can be replaced, turnover rates in this category are very high. Another factor affecting youth employment is the incidence of teenage pregnancy. Though there has been an overall decline in fertility and, consequently, in birth rates, the 15 to 19 years age group contributed to 9.2 per cent of total live births in 1980, 13 per cent in 1991, and 19.9 per cent in 2000.

Linked to the previous issue, another factor affecting employment of both young men and women is school drop-out rates. Statistics show that young men who drop out of school have difficulties finding a job and face a lack of prospects, leading a number of them into crime. In 2007, more than one-third of deaths by homicide in the country were of youths between the ages of 15-24 (94 per cent males). The homicide rate for this age group in 2005 was 49 per 100,000. This figure is far higher than the homicide rate for all age groups of 16.1 per 100,000. In Bahia, this situation shows a significant racial bias; it has the largest proportion of blacks. In 2006, the death by homicide rate among the population between the ages of 15- 29 was 8.8 per 100,000 whites compared to 44.5 per 100,000 blacks.

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<sup>10</sup> International Labour Organization, 2009. *Decent work country profile Brazil*. [e-publication] Geneva and Brasilia: ILO. Available through ISBN 978-92-2-122950-6.

Literacy rates remain low in Brazil, despite some advances in the field of education. The literacy rate among the population aged 15 years or above rose from 82.8 in 1992 to 90.0 per cent in 2007. However, there is great disparity in literacy rates between whites (93.1 per cent) and blacks (85.9 per cent), and between urban areas (92.4 per cent) and rural areas (76.7 per cent).

Nationally, enrolments in early childhood education, aged 0- 6 years, rose from 29.2 in 1997 to 44.5 per cent in 2007. For the age group 7-14 years, enrolment rose from 93 to 97.6 per cent. For youth aged 15-17 years, enrolment

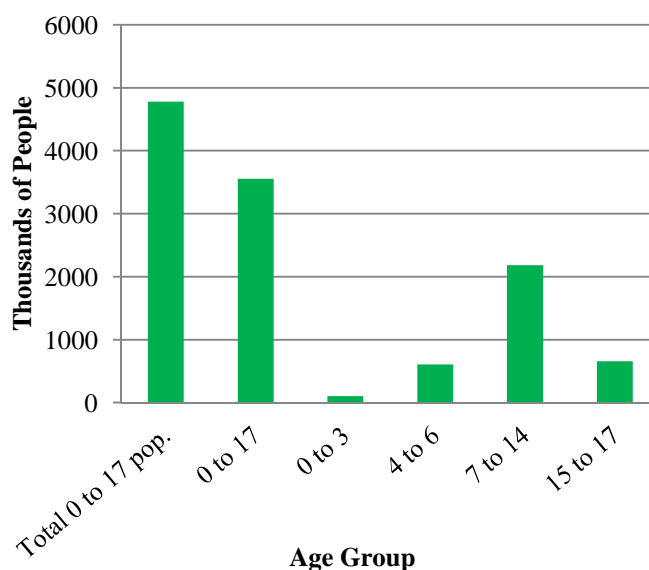
increased from 73.3 to 82.1 per cent in the same period. In the State of Bahia, school enrolment among youth aged 15-17 years was 69.8 per cent lower than among youth aged 7-14 years. Furthermore, 25.6 per cent of children aged 0-17 years were not enrolled in school or nursery school at all.<sup>11</sup>

### 2.4.3 Bio-fuel labour

Brazil has long been a leading sugarcane and ethanol producer. Since the development of flex-fuel engines, which can run on either ethanol or gasoline, together with the rise in oil prices, ethanol has been confirmed as an economically viable alternative to gasoline. The expansion of the Brazilian economy in recent years has resulted in a dramatic increase in car sales, the majority with flex-fuel engines. This combination means that the demand for hydrated ethanol has increased massively. A study by the Ministry of Energy and Mining predicted that by 2017, ethanol will account for 73 per cent of total liquid fuel demand in the country. Together with local demand, ethanol exports are also expected to increase from 4.2 billion litres in 2008 to double this number by 2017. Furthermore, the use of ethanol in the chemical industry is projected to rise substantially until 2017, with new industrial plants already under construction.

Although there are now numerous studies on the projected increase in sugarcane supply, land use, ethanol and energy generation, not much attention has been given to the social impact this will inevitably generate. The technology and land ownership structures vary noticeably across Brazil's regions. It has been shown that sugarcane production in northeast Brazil is more labour intensive and requires a greater number of low-skilled

**Figure 4. School/nursery attendance in the state of Bahia in 2009**



Source: Decent Work Country Profile Brazil; ILO, 2009

<sup>11</sup> International Labour Organization, 2009. *Decent work country profile Brazil*. [e-publication] Geneva and Brasilia: ILO. Available through ISBN 978-92-2-122950-6.



workers than in the southeast. According to PNAD, in 2005 there were 597,532 workers in sugarcane, 79,901 in ethanol and 119,746 in sugar production. Most production is concentrated in the State of São Paulo, the most industrialized in the country, but wages there are higher than in the north-eastern States, where labour is far more intensive.<sup>12</sup>

#### 2.4.4 Domestic work

The domestic work sector is possibly the worst victim of the double discrimination of gender and race exists in Brazil. In 2009, 7.2 million people were employed in domestic work, of whom 93 per cent (6.7 million people) were women, and 61.6 per cent were black women. In 2009, only 26.3 per cent of domestic workers were registered and had relevant work papers. Further analysis reveals a racial bias in this area. In 2009, black domestic workers with relevant documentation were 24.6 per cent while 29.3 per cent of white domestic workers were in possession of the appropriate work papers.

Domestic work is still one of the most precarious and most affected by inadequate labour legislation. According to PNAD, in 2007 the average salary was only 40.2 per cent of that of a regular worker in Brazil. The remuneration of black domestic workers is approximately 38.2 per cent of the average salary of a Brazilian worker.<sup>13</sup> Given the precarious situation of domestic workers and their lack of state protection, only a small number of them contribute to social security as workers or as individual contributors. This has short- and long-term consequences, depriving them of compensation for termination of work, due to illness or maternity, and affecting their retirement. Their lack of contributions affects their entitlement to a State pension.

Domestic workers' wages are generally close to the minimum wage. In urban regions, in the period 2003–2004, they ranged from Reals R\$ 222 in Salvador, to a maximum of R\$ 383 in São Paulo. According to PNAD data, in 2003 their average salary was only 45 per cent of the average salary in Brazil. The remuneration of black domestic workers is approximately 80 per cent of white domestic workers.<sup>14</sup>

#### 2.4.5 Civil Service

Civil servants in Brazil face a number of challenges. While basic trade union rights are guaranteed, the Constitution and Labour Code protect the right of all workers to form unions, with the exception of various state employees. Furthermore, civil servants are not granted any collective bargaining rights. Although the right to strike is guaranteed for both public and private sector workers, in reality the right of public workers to strike depends on a set of rules yet to be established. A legal instrument known as *interdito proibitório* has

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<sup>12</sup> Bento de Souza Ferreira Filho, J., 2009. *The world increase in ethanol demand and poverty in Brazil*. [e-publication] Piracicaba: University of São Paulo. Available at: [http://www.eclac.cl/comercio/noticias/noticias/7/37697/ethanol\\_demand\\_poverty\\_brazil\\_Bento.pdf](http://www.eclac.cl/comercio/noticias/noticias/7/37697/ethanol_demand_poverty_brazil_Bento.pdf) [Accessed on 24/01/11].

<sup>13</sup> Oficina Internacional del Trabajo. 2007. *Desafíos para la igualdad en el trabajo: Brasil* [e-publication] Santiago de Chile: OIT.

<sup>14</sup> Oficina Internacional del Trabajo. 2007. *Desafíos para la igualdad en el trabajo: Brasil* [e-publication] Santiago de Chile: OIT.

been used to ban strikes on the grounds of “safeguarding property against interference or despoilment”.<sup>15</sup>

#### **2.4.6 Forced labour**

Government reports show that more than 28,000 workers have been freed from forced labour as a result of the Special Mobile Inspection Group’s (GEFM) activities. However, in 2008 the Committee of Experts stated that, despite the efforts of the labour inspectorate, the rulings handed down by courts and the existing legislation, the phenomenon of forced labour still exists. This requires continued efforts from the Government in combating it. The Committee believes that forced labour will continue to exist as long as it remains profitable. Actions against those who exploit workers should be in the form of heavier economic sanctions with access to public subsidies denied as well as financing and expropriation measures.<sup>16</sup>

#### **2.4.7 Equality of opportunities**

Gender occupational segregation still prevails in the Brazilian labour market. Data from PNAD indicates that, in 2007, workers in the production, repair and maintenance of goods sector made up 34.4 per cent of men’s jobs, compared to 9.1 per cent of women’s jobs. However, 31.1 per cent of women’s jobs were in the services sector, including domestic servants and health and education workers, compared to only 12 per cent of men’s jobs. Discrimination against women is also evident in managerial positions where, in 2007, 71 per cent were occupied by men. Even more salient in this sector is racial discrimination, with whites holding 88 per cent of the positions, despite blacks forming 53 per cent of the total employed population. In 2007, the gap in earnings between men and women was at 29.7 per cent and between whites and blacks was at 44.9 per cent.

Persons with disabilities held one per cent of the total number of formal jobs in 2008, and of those, 55.2 per cent had physical disabilities, 24.7 per cent hearing impairments, 3.9 per cent visual impairments, 3.4 per cent intellectual disabilities and 1.1 per cent multiple impairments. The average earnings of workers with disabilities was R\$ 1,717, higher than the average earnings of all formally employed workers (R\$ 1,494). However, this high average can be attributed to the category of workers with hearing impairments, average wage R\$ 2,162. Even in this subcategory of formally employed workers, gender-related wage disparities are apparent. Women are paid 61 per cent of the wages of men with disabilities.<sup>17</sup>

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<sup>15</sup> UNHCR: International Trade Union Confederation. 2010. *2010 Annual Survey of violations of trade union rights – Brazil* [online]. June 9. Available at: <http://www.unhcr.org/refworld/docid/4c4fec8b28.html> [Accessed on 31/01/11].

<sup>16</sup> CEACR (Committee of Experts on the Application of Conventions and Recommendations). 2009. *Forced Labour Convention, 1930 (No.29) Brazil; 80<sup>th</sup> Session* [online]. ILO. Available at: <http://webfusion.ilo.org/public/db/standards/normes/appl/appl-displayAllComments.cfm?conv=C029&ctry=0090&hdroff=1&lang=EN> [Accessed on 24/01/11].

<sup>17</sup> International Labour Organization, 2009. *Decent work country profile Brazil*. [e-publication] Geneva and Brasilia: ILO. Available through ISBN 978-92-2-122950-6.

**Table 3. Per cent employed by situation and gender<sup>18</sup>**

		2004	2005	2006	2007	2008	2009
Salaried workers: public	Men	9.9	9.6	9.9	9.9	9.8	10
	Women	16.1	16.1	15.9	16.6	16.3	16.6
	Total	12.5	12.4	12.5	12.8	12.6	12.9
Salaried workers: private (establishments with a maximum of five workers)	Men	16.4	16	15.7	15.4	15.2	15.4
	Women	9.6	9.4	9.3	9.7	9.6	9.7
	Total	13.5	13.1	12.9	12.9	12.8	12.9
Salaried workers: private (establishments with six or more workers)	Men	40	40.7	41.2	42.6	43.8	42.9
	Women	29.2	28.9	30.3	30.4	31.8	31
	Total	35.3	35.6	36.5	37.3	38.6	37.7
Employers (establishments with a maximum of five workers)	Men	4.1	4.1	4.3	3.7	4.4	4.4
	Women	2.2	2.2	2.3	1.9	2.3	2.2
	Total	3.3	3.3	3.4	2.9	3.5	3.4
Employers (establishments with six or more workers)	Men	1.7	1.8	2	1.6	1.8	1.7
	Women	0.7	0.9	0.9	0.7	1	0.8
	Total	1.3	1.4	1.5	1.2	1.4	1.3
Independent workers: (professional, technical and administrative)	Men	1.2	1.3	1.4	1.3	1.2	1.2
	Women	1.6	1.7	1.9	1.8	1.7	1.7
	Total	1.4	1.5	1.6	1.5	1.4	1.4
Independent workers: (non-professional, non-technical and non-admin.)	Men	23.8	23.7	22.7	22.9	21.4	21.9
	Women	17.9	18.1	17.5	17.3	16.8	16.7
	Total	21.3	21.3	20.4	20.4	19.4	19.6
Domestic service	Men	0.8	0.8	0.8	0.7	0.7	0.9
	Women	18.9	18.7	18.3	17.9	17	18.2
	Total	8.5	8.5	8.4	8.2	7.8	8.4
Unpaid family workers	Men	2.1	2.1	2	1.9	1.6	1.5
	Women	3.9	4.1	3.7	3.7	3.5	3.1
	Total	2.9	2.9	2.7	2.7	2.4	2.2

Source: QUIPUSTAT, Latin America and Caribbean Labour Information System; ILO Regional Office for Latin America and the Caribbean

## 2.4.8 Health and safety at work

The number of non-fatal occupational injuries, as represented by Work Accident Reports (CAT), rose from 395,000 in 1996 to 514,000 in 2007. This 30 per cent increase can also be attributed to a growth in the number of formal jobs. Between 2004 and 2007, according to the Ministry of Labour and Employment, approximately 6.2 million new formal jobs were created, thereby increasing the number of potential injuries recorded. Although between 2004 and 2005, there was an increase of 34,000 in the number of work-related injuries, the rate of growth of injuries began to decline from 2005 onwards: 12,000 between 2005 and 2006; and 2,000 between 2006 and 2007. In 2007, 76.5 per cent of injured workers were men and 43.2 per cent were under the age of 29.

The vast majority of injuries are classed as “typical injuries” and account for approximately 80 per cent of the total number of reported injuries over the years. Under Brazilian legislation, injuries that occur on the road from home to work are occupational and classified as “commuting injuries”. This category rose from 8.8 per cent of total injuries reported in 1996 to 15.3 per cent in 2007. During the same period, “occupational diseases” fell from 8.7 to 4.0 per cent. The increase in commuting injuries is related to

<sup>18</sup> ILO Regional Office Latin America and Caribbean. *QUIPUSTAT* [online database]. Available at: [http://white.oit.org.pe/estad/laclispub/english/cuadros\\_pais.php](http://white.oit.org.pe/estad/laclispub/english/cuadros_pais.php) [Accessed on 28/01/11].

traffic accidents and affected mostly young workers. In 2007, 41.5 per cent of accidents were sustained by workers between the ages of 20 and 29 years, 70 per cent being men.

Between the 1990s and the 2000s, there was a noticeable decline in both the number of occupational injuries leading to permanent disability and the number of fatal occupational injuries. In 1996, there were 18,000 victims of injuries resulting in permanent disability, but this number began decreasing steadily to 14,400 in 2005, 9,200 in 2006 and 8,500 in 2007. Fatal occupational injuries fell from 4,488 in 1996 to 3,896 in 1999 and averaged 2,800 between 2005 and 2007.

According to PNAD data, in 1998 workplace accidents were the cause of 130,000 workers (1.8 per cent of the total), not being able to perform their usual duties. In 2003, approximately 166,000 employed persons, or 1.9 per cent of total workers, cited accidents at the workplace as the reason they took leave. If traffic accidents were to be included in the category of “commuting injuries”, 88,000 people in 1998 would have listed these as the cause of absence from work. This number rose to 115,000 in 2003.

Brazil has a Federal Labour Inspection System (SIT) whose duties include, among many others, to ensure that occupational health and safety standards are maintained. However, the number of labour inspectors has not increased proportionally to the growth of the working population, dropping from 0.54 per 10,000 employed in 1996 to 0.36 per 10,000 employed in 2007.<sup>19</sup>

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<sup>19</sup> International Labour Organization, 2009. *Decent work country profile Brazil*. [e-publication] Geneva and Brasilia: ILO. Available through ISBN 978-92-2-122950-6.

### 3. The Bahia Decent Work Agenda

The ILO has supported Decent Work in Brazil for many years. A landmark event in the ILO's support occurred in June 2003, when a Memorandum of Understanding for the Promotion of a Decent Work Agenda in Brazil was signed in Geneva by President Luiz Inácio Lula da Silva and the Director-General of the ILO, Juan Somavia.

One of the principal actors in the history of Decent Work in Brazil is Jaques Wagner, State Governor for Bahia since 2007. He is a former director of the Petrochemical Industry Workers' Union, was elected as one of the Federal Representatives for Bahia in 1990, and served in congress until President Lula nominated him Minister of Labour and Employment in 2003. As Minister, he organized and led the Organization of American States (OAS) Conference of Ministries of Labour for the Americas, held in Salvador, Bahia in September 2003. This was the first time the Decent Work issue was introduced on the OAS agenda.



In 2005, political turmoil led to a turnover in personnel in labour and other ministries. An inter-ministerial group, coordinated by the Ministry of Labour and supported by the ILO, began developing a National Decent Work Agenda that was submitted to the Tripartite Commission on International Relations (CTRI).

Because 2006 was an election year, the inter-ministerial group took the decision to develop a DWA (with priorities, outcomes and lines of action) and left the preparation of a plan (with indicators and targets) until after the elections.

In May 2006, the Sixteenth Meeting of the Americas Region of the ILO was held in Brasilia. The tripartite delegations attending it discussed the DWA for the hemisphere, presented by the ILO Director-General, and committed themselves to a decade of Decent Work. The Brazilian Minister of Labour, Luiz Marinho, used the occasion to launch the National Decent Work Agenda.

Despite the political turmoil, President Lula was re-elected in 2006. However, one year into his second term, Luiz Marinho was replaced as Minister of Labour by Carlos Roberto Lupi. This change threatened to paralyse any further development of the National Agenda as, it was estimated that bringing the new labour ministry officials up to date on the National Decent Work Agenda, would have taken an entire year. To avoid further delays, the ILO country office for Brazil sought an alternative solution.

In the 2006 elections, Jaques Wagner was elected Governor of Bahia and shortly thereafter, the ILO country office for Brazil inquired into his interest in implementing a subnational DWA for the state. He responded positively and, in early 2007, he and his staff convened and led a broad-based process of social dialogue to establish a DWA. The BDWA was formulated during 2007, under the leadership of Secretary Nilton Vasconcelos and his staff from SETRE-BA, with close technical support from ILO Brazil throughout the process.

After the preliminary document setting out the main priorities for the BDWA, SETRE-BA sought support from the ILO country office and the Ministry of Labour and Employment (MTE) to move the idea forward. The first main activity organized by SETRE-BA was the Bahia Conference on Decent Work that took place in Salvador in April 2007, attended by about 400 professionals. The state government was well-represented by ten departments (*secretarias*), including health, education, social development, administration and planning, and representatives of local governments from almost 100 municipalities. They were joined by representatives from labour unions, civil society organizations and employers' organizations, with very limited participation from the latter. Each of the participating bodies was encouraged to submit outcomes for possible inclusion in the Agenda and during the conference sessions these were discussed. The conference culminated in the signing of a Memorandum of Understanding between the state government and the ILO to create the BDWA.

A steering committee to coordinate the work around the BDWA was created. Initially, it comprised mainly representatives from the different *secretarias* of the Bahia State Government. At the end of 2007, after important efforts by members of the BDWA, including the ILO, more representatives from workers and employers joined the committee. This made it a more active tripartite forum. In October 2008, the Governor officially created the steering committee through the State Decree 11.229. This Act was seen as an important milestone to institutionalize the BDWA and, therefore, ensure its continuation regardless of political/leadership changes in the different organizations involved.

The first main product developed under the leadership of the steering committee was the document establishing the priorities (or axes) to guide the BDWA work. Initially, there were seven thematic axes (child labour, forced labour, civil services, promotion of equality, youth, domestic work and safety and health in the workplace) and one sector axis (bio-fuels). The technical justifications for the definition of the eight axes were the subsidies from the first Bahia Decent Work conference. This was a diagnostic study by the Bahia Secretary of Information on the main DW deficits in the state and available public data about its key issues. However, there was also a political reason for selecting such a

broad array of priorities. The steering committee wanted to make sure all 11 State *secretarias*, which joined the BDWA from its inception, felt included. This way, they would keep playing an active role in the process and mainstream DW activities within their regular functions by including them in their programming budgets.

The BDWA was prepared in a participatory manner; seminars, consultations and workshops were held and thematic councils instituted. The resulting priorities and strategies were initially presented in eight axes. More recently, due to the wide differences in the stakeholders and strategies of action involved, the axis of promotion of equality was broken into two: (i) gender and race; and (ii) people with disabilities. Expected results and lines of action to be attained were put forward for each axis. Another important recent change was the shift from bio-fuel, which was not gaining much traction, to the more promising theme of green jobs.

The initial work to create the BDWA was concluded in December 2007, making it the first subnational and decentralized DWA worldwide.

### **3.1 BDWA Outcomes and Activities**

The original eight axes, with their corresponding expected results and lines of action, which have been taken directly from the BDWA published in 2008, are included below.

#### **3.1.1 Domestic Work**

*Expected Results:* strategies that give value to domestic work developed and stimulated as a way of improving this sector's living conditions.

##### *Lines of Action*

- Promote initiatives that aim to formalize domestic work and expand social protection.
- Develop a knowledge base about legal instruments, programmes and projects that can contribute to improving domestic workers' living conditions.
- Promote and strengthen training initiatives that involve increased educational levels, professional training and education for citizenship, including the transversality of gender and race.
- Raise awareness for public agents and society, with a view to recognizing rights and giving value to domestic workers.

#### **3.1.2 Workers' health and safety**

*Expected Results:* public policies and the State Workers' Health and Safety Plan, implemented, in agreement with national and international norms, and with articulating and making operative plans compatible in related areas and institutions.

##### *Lines of Action*

- Develop and stimulate actions to prevent work-related accidents and illnesses in a decentralized and regionalized manner.
- Build a database on workers' health and safety by creating a Workers' Health Observatory, to make information and indicators available and diagnose working conditions by activity area.
- Prioritize the agriculture and construction sectors to implement policies for public health and safety at work.
- Stimulate development of mechanisms to include informal workers in health and safety at work actions.
- Strengthen participation and social control to implement policies for health and safety in the working environment.

### **3.1.3 Youth**

*Expected Results:* aligned public policies, programmes and projects developed and consolidated to expand and improve decent work opportunities for youth, including a central articulation strategy between work and education.

#### *Lines of Action*

- Social mobilization, aiming to strengthen organized civil society, greater family involvement, developing young people to become active citizens, raising awareness in the private and public sectors for training and insertion of young people into the world of work.
- Formulate a State Labour, Employment and Income Generation Plan for Youth that considers inter-sectorial alignment for programmes and actions carried out, as well as articulating and decentralizing actions with a territorial base (identity territories).
- Develop and strengthen a knowledge base with the aim of preparing diagnoses, indicators and mapping actions in the areas of education and work for young people.
- Expansion and qualification of opportunities in the world of work for young people.

### **3.1.4 Eradication of Child Labour**

*Expected Results:* the State Eradication of Child Labour Plan implemented and monitored by the State and Municipal Eradication of Child Labour Commissions in the perspective of inter-sectorial management and converging policies to address child labour.

#### *Lines of Action*

- Articulate public policies to generate labour, employment and income in partnership with private and solidarity economic initiatives aiming to strengthen and promote families to fulfil their role as social and political subjects.
- Support and strengthen inspection actions and combat child labour in the formal and informal labour market.
- Develop, strengthen and communicate a knowledge base on child labour that incorporates mapping, diagnosis and registration.



- Foster the public educational system's responsibility with the perspective of introducing full-time, attractive and quality education.
- Develop strategies to address domestic child labour.

### **3.1.5 The Civil Service**

*Expected Results:* policy adopted to ensure improvement in value, professionalization and improvement of civil servants' quality of life, with implementation of programmes and actions that guarantee a safer and healthier working environment thus contributing to the supply of more efficient services to society.

#### *Lines of Action*

- Implement a programme to give value and provide qualification upgrade of civil servants.
- Develop an integrated occupational health and safety at work system for civil servants.
- Develop quality of life programmes for civil servants.
- Implement a civil servants' social responsibility programme.

### **3.1.6 Promotion of Equality**

*Expected Results:* policies and programmes implemented to address discrimination in access, permanence and ascension in the world of work.

#### *Lines of Action*

- Promote actions that encourage equality in the world of work, especially related to the questions of gender, race and disabilities.
- Raise awareness for tripartite actors and social mobilization to construct, implement and follow up actions to promote inclusion in the world of work.
- Strengthen and expand the knowledge base on equality in the world of work, with support from the Racial Equality and Gender Observatory and Government of Bahia Citizenship Indicator System.

### **3.1.7 Eradication of Forced Labour**

*Expected Results:* the State Plan to Address Forced Labour prepared, implemented and monitored with the definition of prevention, assistance and responsibility strategies.

#### *Lines of Action*

- Structure and consolidate a database on forced labour in the State and carry out research studies and diagnoses that define the victims' profile, vulnerable locations and greatest incidence of the problem, with special attention paid to questions of gender and race/ethnicity.
- Promote actions that enable society's mobilization, articulation and consciousness in addressing forced labour.
- Implement and strengthen public policies to address forced labour.

- Promote actions for assisting rescued workers, their appropriate reception and repatriation.
- Institute a state commission to address forced labour.

### 3.1.8 Bio-fuels

*Expected Results:* strategies and targets for promoting decent working conditions incorporated in the State Bio-diesel Programme and other state promotional initiatives in the bio-fuel area.

#### *Lines of Action*

- Develop an inter-sectorial plan for qualified inclusion of small family farmers in the promotion of bio-fuel initiatives.
- Develop a social certification programme for companies, associations and bio-fuel production cooperatives that encourage and ensures actions to promote decent work in their internal practices, as well as their production chain.

## 3.2 BDWA's Strategic Alignment

Annex 4 contains a table that shows how the BDWA aligns with the UN Development Assistance Framework, the DWA for the Americas' Hemisphere, National Decent Work Agenda and the ILO Programme and Budget (P&B) for the Biennium 2010–2011. Analysis shows that the BDWA outcomes are best aligned with the outcomes of the ILO's P&B. Six of the eight BDWA axes align with five of the 19 P&B outcomes.

The alignment between the P&B outcomes and the ILO's Strategic Planning Framework (SPF) 2010–2015 allowed the evaluation team to conduct an analysis on how well the BDWA supported its high-level strategic objectives. The results can be seen in the table below.

**Table 4. Alignment of BDWA axes with ILO P&B outcomes and SPF objectives**

Strategic objective:	Programme & Budget Outcomes	Bahia Decent Work Agenda Axes
Strategic objective: Create greater opportunities for women and men to secure decent employment and income	1. Employment promotion 2. Skills development 3. Sustainable enterprises	Axis 3. Youth Axis 8. Bio-fuels
Strategic objective: Enhance the coverage and effectiveness of social protection for all	4. Social security 5. Working conditions 6. Occupational safety and health 7. Labour migration 8. HIV/AIDS	Axis 7. Workers' health and safety
Strategic objective: Strengthen tripartism and social dialogue	9. Employers' organizations 10. Workers' organizations 11. Labour administration 12. Social dialogue 13. DW in economic sectors	

Strategic objective: Promote and realize standards and fundamental principles and rights at work	14. Freedom of association	Axis 1. Elimination of child labour
	15. Forced labour	Axis 2. Eradication of forced labour
	16. Child labour	Axis 4. Promotion of Equality
	17. Discrimination at work	
Policy Coherence	18. Int'l labour standards	
	19. Mainstreaming DW	

As can be seen in the table, the BDWA most strongly supported the SPF objective to promote and realize standards and fundamental principles and rights at work. It also supported the SPF objectives to create employment opportunities and enhance social protection. However, none of the BDWA axes directly supported the SPF objective to strengthen tripartism and social dialogue. In their response to an earlier draft of this report, ILO Brazil indicated that a case could be made against this assertion. They claimed that tripartism and social dialogue are transversal themes to all axes and that planning and implementing the BDWA constitute *per se* an important process of social dialogue.

As clearly shown in Annex 4, the alignment between the BDWA outcomes and those of the UN Development Assistance Framework, the DWA for the Americas' Hemisphere and the National DWA is somewhat uneven.<sup>20</sup>

Annex 5 contains a table illustrating the BDWA's alignment with the Priorities and Country Programme Outcomes (CPOs) of Brazil contained in IRIS strategic management modules. Analysis of the implementation planning module showed that the work of the BDWA is reflected in the milestones of eight of the 21 CPOs for Brazil.

It would be difficult to track progress on the milestones using the implementation management module. Bahia receives a small percentage of the funding from half a dozen technical cooperation projects (see Annex 1). However, the information contained in the module only provides total project budget and expenditure; the percentage allocations are not available. In addition, the module only contains budget information; there is no qualitative information for monitoring.

Qualitative information is recorded by the ILO Country Office for Brazil and reported in the Country Programme Implementation Report submitted to the regional office and, ultimately, to the ILO's Programme Unit. In the 2008–2009 report, qualitative results, which reflected the work of the BDWA, were reported for Brazil CPOs 103, 126, 201 and 901 (see Annex 5). No mention was made of the BDWA in the organization-wide, 2008–2009 Programme Implementation Report submitted to the International Labour Conference (ILC) in 2010.

No reference to the BDWA was found in the global Outcome-based Work Plans (OBW). For example, the proposal for the RBSA-funded project to transform the BDWA into a Decent Work Programme (DWP) stated that the project would contribute to CPO BRA 202

<sup>20</sup> ILO Brazil disagrees with the use of the term "somewhat uneven" (see Annex 9 for details). The evaluators, however, think it is a fair statement given the analysis provided in Annex 4.

– Decent Work at the Sectoral Level<sup>21</sup>. This is linked to P&B Outcome 13 – Decent Work in Economic Sectors. However, no mention of the BDWA was found in the global OBW for P&B Outcome 13 or in the OBW for P&B Outcome 19 – Mainstreaming Decent Work, which may have been a more logical link.

This omission is not surprising because OBWs are designed for high-level, Office-wide programming and implementation monitoring. Guidance and tools have been provided on the DWCP-specific planning for implementation and monitoring. They are the subject of the following two sections of this report.

### **3.3 BDWA’s programme logic**

ILO publications, such as the *ILO Decent Work Country Programmes: A Guidebook* or the *Result-Based Management Guidebook*, set out a programme logic to be used in the preparation of DWCPs. Country priorities are established and intended outcomes, indicators, targets and strategies are defined. Implementation is planned and subsequently carried out. These elements permit a DWCP to be evaluated using methods consistent with Results-based Management (RBM).

The tripartite constituents, with strong leadership from the Bahia State Government, used a programme logic different from that described above. The BDWA does not contain priorities, only outcomes (axes) and lines of action.<sup>22</sup> There are also no indicators, targets or strategies. It could be said that the programme logic used by the constituents to prepare the BDWA was less linear than that typically used by the ILO.

A typical DWCP, with three priorities and two or three outcomes per priority, has from six to nine outcomes. The BDWA has eight outcomes and is, therefore, more or less the same. However, because it lacks priorities, the structure of the BDWA is less hierarchical i.e., flatter than that of the DWCPs to which ILO officials are accustomed. One drawback of this might be that the results of the axes are not explicitly connected to higher-level priorities.

The BDWA’s experience indicates that variations in design, flexibility and adaptability of an ILO country offices’ role in planning and implementing DWCPs are important features to ensure full constituent ownership.

### **3.4 BDWA’s Evaluability**

The BDWA document states, “There will be meetings of the Steering Committee to periodically monitor the implementation of activities, define indicators, evaluate the results and review the National Agenda for Decent Work, in consultation with employers’ and workers’ organizations”.

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<sup>21</sup> See section 3.6.

<sup>22</sup> According to the *ILO Decent Work Country Programmes: A Guidebook ver 2*, (2008), priorities are global objectives and commitments that are not set within a particular time or resource frame. Outcomes, on the other hand, are significant changes that are intended to occur as a result of [ILO] work (i.e. lines of action).

An evaluability assessment (Annex 6) found that the BDWA outcomes, for the most part, appear to be clearly defined and actionable. However, the evaluation team did not find indicators, baselines, targets and milestones that would have permitted an evaluation of the BDWA using methods consistent with RBM.

The ILO Country Office for Brazil does have an indicator project that collects and analyses national statistics related to labour issues. The ILO official responsible for this activity conducted capacity-building workshops for the BDWA's constituents on indicator development. He also contributed to the creation of the Labour Observatory to monitor indicators related to Decent Work in Bahia. Both efforts were very important. However, they were insufficient to generate the specific indicators useful for evaluation.

The outcomes and activities of the BDWA may not be evaluable using methods consistent with RBM, but this may be inconsequential. The BDWA was fundamentally a political document and not a programming document. The outcomes of all the other *secretarias* were accommodated by SETRE-BA in order to obtain their political support for the DW process.

### **3.5 ILO support of the BDWA**

Since the inception of the BDWA, the ILO's dominant role has been that of supporting a government keen to implement a DWA. This is a different approach from that used by the ILO to establish and implement DW agendas or programmes in other countries. This has important implications for some of the impressive results as well as some of the limitations discussed later in this report.

Support for the BDWA came from all levels of the ILO: headquarters, regional, Decent Work team and country office. Despite a busy schedule, the Regional Office Director of the Americas attended the launch of the Agenda in December 2007 and the second DW State Conference in May 2010.

As stated in Section 3.2, the work of the BDWA is reflected in the milestones of eight of the 21 CPOs for Brazil. Annex 5 contains the number of specialist work months allocated to support each CPO. This information comes from the implementation planning module.

Analysis of the information shows that four of the eight CPOs, in which the work of the BDWA was reflected, had technical specialist support. However, the technical specialists report that most of their time was occupied by pressing matters in other parts of Brazil. Very few of the allocated work months were spent in support of the BDWA. Even though it is not reflected in official documents, most of the technical support for the BDWA came from the ILO/IPEC project management. Other projects/areas that provided additional technical support included the Country Office Programme Unit, Forced Labour, DW indicators (MAP Project), Gender and Race Programme, Project to Support DW Programmes of the Mercosur and RBSA.

The way in which ILO Brazil provided support to the BDWA evolved over time. Early in its creation, the ILO built the capacity of the tripartite constituents. The BDWA process

was led by a state government so strong it could have overwhelmed the social partners. Consequently, the ILO held a variety of training activities, enabling their participation as equal partners.

In addition, early on in the process, the country office created an enabling environment for the BDWA. One of the ways this was accomplished was through communication, using publications and the Web. It did not necessarily produce the communications, but helped provide content to the government department that did.

In addition to providing technical support, the ILO Country Office for Brazil mobilized resources for the BDWA. During the initial two years (2007–2008), ILO Brazil financially supported the BDWA as best it could. It took advantage of several windows of opportunity within its funding to other technical cooperation initiatives before obtaining specific resources (RBSA) to support the BDWA.

One source from which ILO Brazil mobilized funds was ongoing ILO technical cooperation projects. The decision to invest the entire US\$4,900,000 from an ILO/IPEC project to create a child labour-free state<sup>23</sup> was key to strengthening the BDWA. The ILO also played an important role in mobilizing resources from the Ministry of Education to support some of ILO/IPEC's initiatives in Bahia.

Another source from which funds were mobilized was the RBSA. This is a funding modality that uses un-earmarked funding for the key priorities of the Organization and its constituents. In the case of the BDWA, its flexibility allowed the ILO to support activities that would otherwise not have been funded from any other sources. Its funds made the ILO an attractive partner to the Bahia State Government and to the social partners.

The ILO used the mobilized RBSA funding to make small strategic investments that leveraged a large amount of work. For example, at a cost of R\$4,000 each, it contracted consultants to compile the results of discussions in the technical chambers and write the implementation plans. This had the effect of easing the burden on already overworked tripartite constituents and prevented the BDWA process from stalling.

### **3.6 The transition from an agenda to a programme**

In late 2008, the ILO office for Brazil received approval for the RBSA-funded project to transform the BDWA into the Bahia Decent Work Programme (BDWP), the operational instrument that would define the priorities, outcomes and lines of action established by the BDWA to each of its eight axes.

The project resulted from a protocol for technical collaboration signed by the Director-General of the ILO and the Governor of Bahia during a special event concerning the BDWA that took place during the 2008 ILC in Geneva. The project lasted from January 2009 to March 2010 and had a total budget of US\$ 250,000.

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<sup>23</sup> ILO/IPEC project to create a child labour-free state was funded by the United State Department of Labor (USDOL), 2008–2012.

The RBSA project to create the BDWP had five lines of action and 14 specific outcomes connected to them:

#### *1. Strengthening management and implementation capacities*

- Outcome 1.1: inputs to the BDWA's Steering Committee through ILO's permanent technical assistance and participation in regular committee meetings.
- Outcome 1.2: increased knowledge of social actors about the decent work deficits in each of the axes.
- Outcome 1.3: eight implementation plans completed and approved by the social actors involved with the themes.
- Outcome 1.4: approximately, 150 public managers and representatives from workers and employers trained to actively and effectively participate in discussions and in the implementation of programmes and activities to promote DW in Bahia.
- Outcome 1.5: extra-budgetary resources assigned for the implementation of the BDWP.

#### *2. Social mobilization*

- Outcome 2.1: social pact for DW discussed among the different actors involved with its promotion.
- Outcome 2.2: at least three members of each of the 26 municipal tripartite commissions on jobs, trained to participate in the implementation of the BDWP at the local level.
- Outcome 2.3: tripartite representatives and other social actors properly informed about the BDWP.
- Outcome 2.4: two progress reports on results achieved, written and discussed in tripartite seminars.

#### *3. Monitoring and Evaluation of the BDWP*

- Outcome 3.1: DW goals and indicators defined.
- Outcome 3.2: a monitoring and evaluation system in place and operating.

#### *4. Mainstreaming Gender and Race*

- Outcome 4.1: strengthening the capacity of 120 public administrators and representatives from workers, employers and other social actors to ensure effective mainstreaming of gender and race in the BDWP and, consequently, in public policies.

#### *5. Replicating the BDWP*

- Outcome 5.1: state and municipal governments in Brazil with stronger capacities to develop DWAs.
- Outcome 5.2: exchange of knowledge and experiences in developing DWAs promoted in provinces and municipalities in other countries of the region.

A closer analysis of the RBSA project to create the BDWP, shows that the five lines of actions and 14 outcomes included in the original proposal were well-aligned to common principles for the ILO's actions expressed in the 2008–2009 P&B: (i) support a fair globalization; (ii) contribute to poverty reduction; (iii) advance gender equity; (iv) promote and respect international labour standards; and (v) involve constituents in social dialogue, and where appropriate, tripartite dialogue.<sup>24</sup>

The extent to which the ILO was able to produce the above-mentioned project outcomes will be discussed in Section 4.4, Effectiveness, later in this report. For the duration of the project, the ILO had one professional from the Brasília office designated to coordinate the work with the BDWA steering committee. There were three different professionals in this role during different periods of time, none of whom was relocated to Salvador.

After the completion of the project in March 2010, the ILO continued supporting the BDWA. Their support, however, was less intense given the absence of a specific funding to conduct such activities. Its participation in the meetings of the BDWA steering committee was basically restricted to a representative from ILO/IPEC who only responded to the issues related to child labour. In contrast, during the RBSA project, a representative from the ILO's national office was designated to officially represent the country director in all meetings of the steering committee and to speak on all aspects of the Agenda.

Other representatives from the country office have also participated in a few meetings of the steering committee as part of the preparation of the second DW State Conference held in May 2010. The ILO delegation at the second conference comprised the two professionals, who had been hired through the RBSA to work with the BDWA, the country director, the regional director, the regional information and communications specialist, and the director of the Central America DW Team.

Technical support to the axes was still present. The ILO representatives participated in all meetings of the axes on child and forced labour. Staff from the ILO also participated in two events related to the green jobs axis, formerly bio-fuel, and provided training in monitoring and evaluation to members of the technical chambers. As expected, the ILO continued the implementation of the ILO/IPEC project in 18 municipalities in Bahia's semi-arid region. It has also participated in a delegation from Brasília to the second DW State Conference in Bahia. One of its staff also participated in one of the six regional meetings held in preparation for the state conference.

### **3.7 Current status**

The BDWA is in the process of becoming a Decent Work Programme. Late in 2009, and throughout 2010, members of the technical chambers for each of the eight axes worked hard to develop specific plans for their respective axes. The second State Conference on DW was held in May 2010 and served to discuss and validate the ideas developed by the technical chambers. The ILO provided training for members of the technical chambers in

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<sup>24</sup> ILO (2008). ILO Decent Work Country Programme – A Guidebook, Version 2. Geneva. ISBN 978-92-2-120956-0 (Print)



planning and also paid consultants to help write the plans for four axes: child labour, forced labour, domestic work and youth.

At the moment, there are final versions of plans written for six of the eight axes. Those for civil servants and green jobs are not yet concluded; the former due to the difficulties of the theme for the Government and the latter due to its novelty. Efforts are now concentrated on integrating these plans into the State Multi-Year Plan (PPA-Programa Pluri-Anual), currently being discussed in a participatory way by the government and representatives of the civil society. The final version of the PPA should be completed by the end of the current year and will govern the state priorities and expenditure for 2012 through 2015.

## 4. Findings

The central focus of this evaluation was to assess the support provided by the ILO to the establishment and implementation of a DWA for the State of Bahia. Therefore, the findings described below will primarily chart this assessment. However, since the implementation process and success of the ILO's support is directly linked to the success of the BDWA, the findings will also address aspects related to it.

The six evaluation criteria set by the ILO to assess its programmes (Relevance, Validity, Efficiency, Effectiveness, Impact and Sustainability) will serve as the headings for presenting the evaluation's findings.

### 4.1. Relevance

Definition<sup>25</sup>: *The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.*

Bahia is one of the states in Brazil with the largest decent work deficit. The situation of child and forced labour, inequalities in the workplace in terms of race, gender and disabilities, domestic work exploitation, among others, is alarming. Establishing efforts to reduce and, hopefully, eliminate such disparities is, undoubtedly, of great relevance and addresses a clear need. Creating strategies and projects at the ILO to support and realize these efforts was, therefore, equally relevant.

The BDWA's axes were established in a democratic and participatory way and included representatives from the government, workers and, to some extent, employers. The strategy for gaining support ensured that the BDWA was relevant to the priorities and policies of the state government departments. In addition, the representatives of the workers' organizations interviewed by the evaluation team were satisfied with their level of participation in the creation of the agenda. They believed their ideas had been heard and they had been real partners in developing it.

However, those interviewed from the employers' organizations found some of the priorities established by the BDWA to be somewhat less relevant to their needs. Of the eight axes, those most relevant to them were: workers' health and safety, green jobs and youth employment. For the Bahia Federation of Industries, themes like domestic work, civil servants, forced and child labour were clearly not among their stated priorities.

Employers found the DW conferences to be too long and too focused on government issues. Topics such as outsourcing, which is of interest to employers, were not discussed. In addition, the employers' organizations asked for a larger participation of the ILO in awareness-raising activities among their members and leadership on the key issues related to the BDWA. They believe this will foster greater participation from them.

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<sup>25</sup> All definitions for the evaluation criteria come from the DAC (the only exception is "Validity", explained in footnote 23).

## 4.2 Validity

Definition<sup>26</sup>: *The extent to which the intervention logic, objectives, outcomes and indicators are coherent and realistic to the situation on the ground.*

Certain aspects of the BDWA's validity have already been discussed in Chapter 3 under topics 3.2, 3.3 and 3.4. As was made clear in this chapter, the initiative was an agenda and not a formal programme. Therefore, a DWCP document was not prepared and neither was an implementation nor a monitoring and evaluation plan. This made the assessment of validity quite challenging.

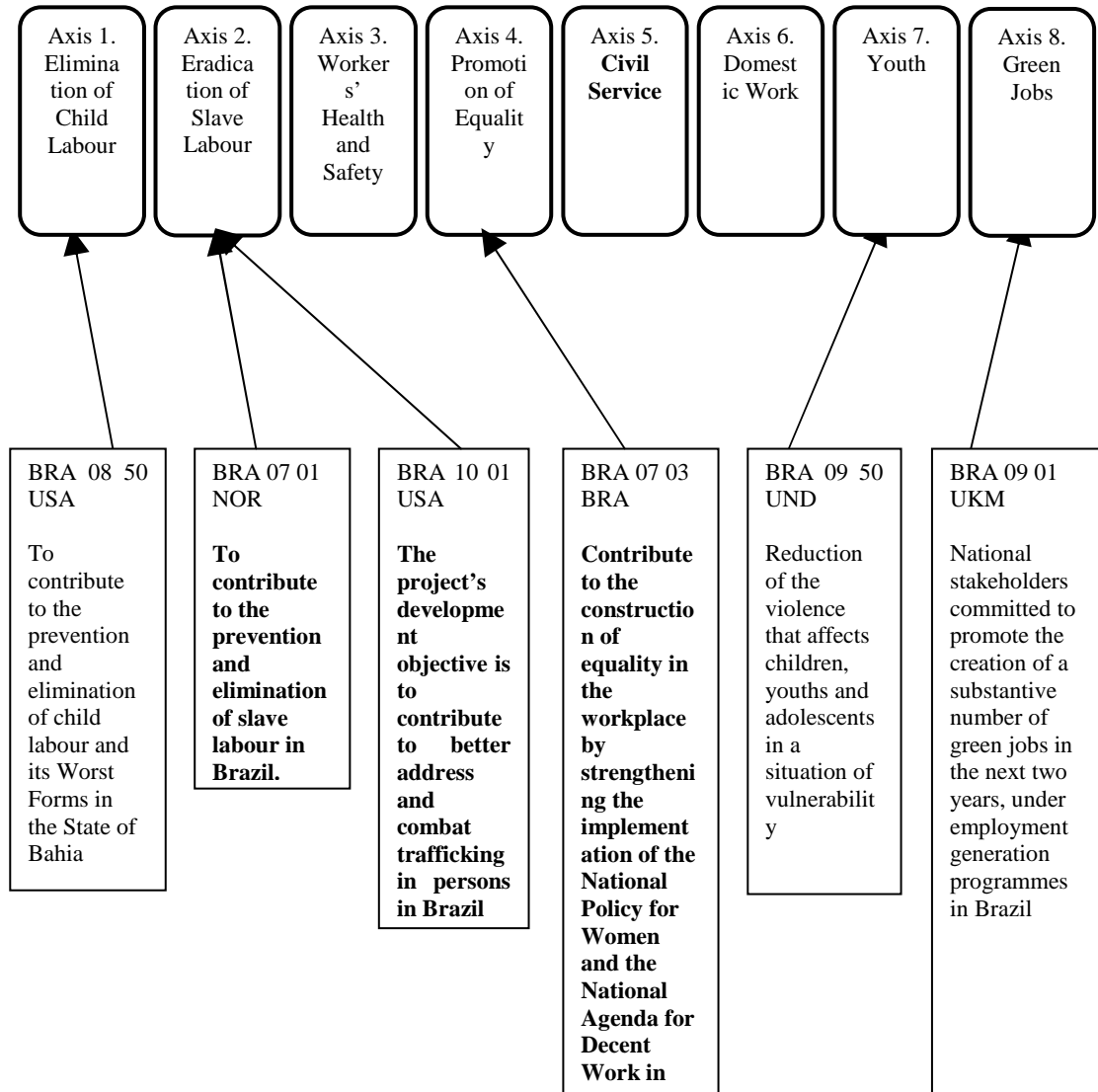
The ILO Country Office for Brazil obtained a substantial amount of Technical Cooperation (TC) funding to support the Agenda's axes. The diagram contained in Figure 5 shows how the development objectives of seven key TC projects in the Bahia portfolio map onto the outcomes (axes) of the BDWA. It shows that three of the eight axes did not have a TC project designated to support them. It should be noted, however, that some of the axes were subsequently supported by government initiatives<sup>27</sup>. Annex 7 contains a diagram that shows the start and end dates for each project.

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<sup>26</sup> There was no formal definition for the "Validity" criterion found by the evaluation team in any documents from ILO or DAC. Therefore, this is a working definition developed by the evaluation team based on the evaluation questions included in the "Annex 2: Model analytical framework with typical evaluation questions of an interim project evaluation" in: PARDEV – ILO Technical Cooperation Manual – Version 1 Development Cooperation, pages 188-190, International Labour Organization 2010.

<sup>27</sup> See Section 4.3 "Efficiency" for more information.

**Figure 5. Desired outcomes of the Bahia Decent Work Agenda**



**Development objectives of seven key TC projects in the Bahia portfolio**

Table 5 presents estimates by the ILO Country Office for Brazil of the percentage of total project budgets mobilized in support of each axis. It shows that funds were not mobilized evenly among those axes that had TC projects supporting them. After the project to combat child labour, the largest mobilization of TC funds was for Youth. However, the disparity between the largest and second largest is astounding; TC funds for the Child Labour axis are 25 times greater than those mobilized for the Youth axis.

The ILO/IPEC project may have received a disproportionate amount of funding, but all of the ILO projects supporting the BDWA benefited, to some extent, from its activities. For example, when an activity to combat child labour was carried out, they often used the opportunity to support other projects, such as trafficking or domestic labour. In this manner, constituents were able to see relationships between issues and this allowed coalitions of concerned citizens to form and take action to address them.

**Table 5. Financial expenditures for Bahia's DWP axes, 2008–2010<sup>28</sup>**

BDWP Axes	Technical cooperation projects (multi-bilateral)			Regular budget technical cooperation (2008–2010)			Regular budget supplementary account (2008–2010)			Total by axis		
	No. of projects	US\$	Total Spent US\$ (%)	No. of projects	US\$	Total Spent US\$ (%)	No. of projects	US\$	Total Spent US\$ (%)	No. of projects	US\$	Total Spent US\$ (%)
Axis No. 1 Elimination of Child Labour	1	4 900 000	2 695 000 (55)							1	4 900 000	2 695 000 (55)
Axis No. 2 Eradication of Slave Labour	2	1. 50 000 2. 8 000 Total: 58 000	1. 50 000 (100) 2. 1 840 (23) Total: 51 840 (89)				1	249 998	249 998 (100)	3	307 998	301 838 (98)
Axis No. 3 Workers' Health and Safety												
Axis No. 4 Promotion of Equality	1	69 724	68 330 (98)							1	69 724	68 330 (98)
Axis No. 5 Civil Service												
Axis No. 6 Domestic Labour												
Axis No. 7 Youth	1	193 884	0 (0)	1	5 542	5 542 (100)				2	199 426	5 542 (4)
Axis No. 8 Green Jobs	1	25 850	12 667 (49)							1	25 850	12 667 (49)
Other topic areas:	1	23 622	17 953 (76)	3	1. 2 500 2. 16 003 3. 3 398 Total: 21 901	1. 2 500 (100) 2. 16 003 (100) 3. 3 398 (100) Total: 21 901 (100)	1	249 998	249 998 (100)	5	295 521	289 852 (98)
<b>Total by fund</b>	<b>7</b>	<b>5 271 120</b>	<b>2 845 790 (54)</b>	<b>4</b>	<b>27 443</b>	<b>27 443 (100)</b>	<b>2</b>	<b>499 996</b>	<b>499 996 (100)</b>	<b>13</b>	<b>5 798 519</b>	<b>3 373 229 (58)</b>

Source: Data provided by the ILO Office in Brazil and ILO Geneva BUD/REG

The findings in Figure 5 and Table 5 led the evaluation team to conclude that the validity of project support design is an area requiring improvement. The evaluators recognize the unfeasibility and, sometimes, undesirability of providing the same amount of funding to all axes. However, in the future, the country office should do more at the planning stages to ensure that all axes will be financially supported by projects and/or planned activities, even those less appealing to donors.

<sup>28</sup> Figures are rounded to the nearest US\$ and were provided by The ILO Country Office for Brazil and by ILO Geneva BUD/REG.

In addition to examining the validity of the ILO's project of support to the BDWA, the team analysed the validity of the BDWP RBSA project. However, this analysis proved difficult. The ILO adopted several strategies to support the BDWA from 2007 to 2010 that went beyond the only programme plan available for the review, that covering the RBSA project to create the BDWP from January 2009 to March 2010.

As described in Section 3.6 of this report, the RBSA project to create the BDWP had five lines of action and 14 specific outcomes. The proposed strategies to achieve the outcomes involved mostly technical assistance by the ILO Country Office for Brazil staff, staff from ACTRAV/ACTEMP based in Santiago and other specialists from ILO Headquarters technical units.

The strategies also anticipated the production of training materials, implementation of needed studies to support the development of the implementation plans for each axis, creation of a monitoring and evaluation system, and efforts to mobilize and raise awareness. These strategies seem coherent to achieve the proposed outcomes. However, the feasibility of producing the outcomes within such a short time frame (12 months) could be called into question.

### **4.3 Efficiency**

*Definition: Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results.*

The ILO approached the implementation of the BDWA with very limited funds, with the exception of the project to combat child labour. Nevertheless, it was able to leverage the initial financial resources, contributing to numerous initiatives to promote DW in Bahia. Although information is not available on how much the initial resources were leveraged, the number and size of established initiatives indicate that available resources were used efficiently. The ILO efficiently supported the Government of Bahia in its initiatives to promote DW but, as discussed in the previous section, was unable to ensure that all axes were given equal support.

#### *Efficiency of Resource Use*

Most resources to support the BDWA were mobilized by the country office, taking advantage of windows of opportunity within existing programmes and projects, rather than through new and specific ones. Despite this, the ILO was able to efficiently use the resources available to provide technical support to the BDWA and its organizers and successfully leveraged its funds and resources. This contributed to a large number of initiatives and commitments.

A review of online articles on DW in Bahia<sup>29</sup> shows a strong presence of ILO technical support in conferences, seminars and workshops. The ILO definition of DW also appears

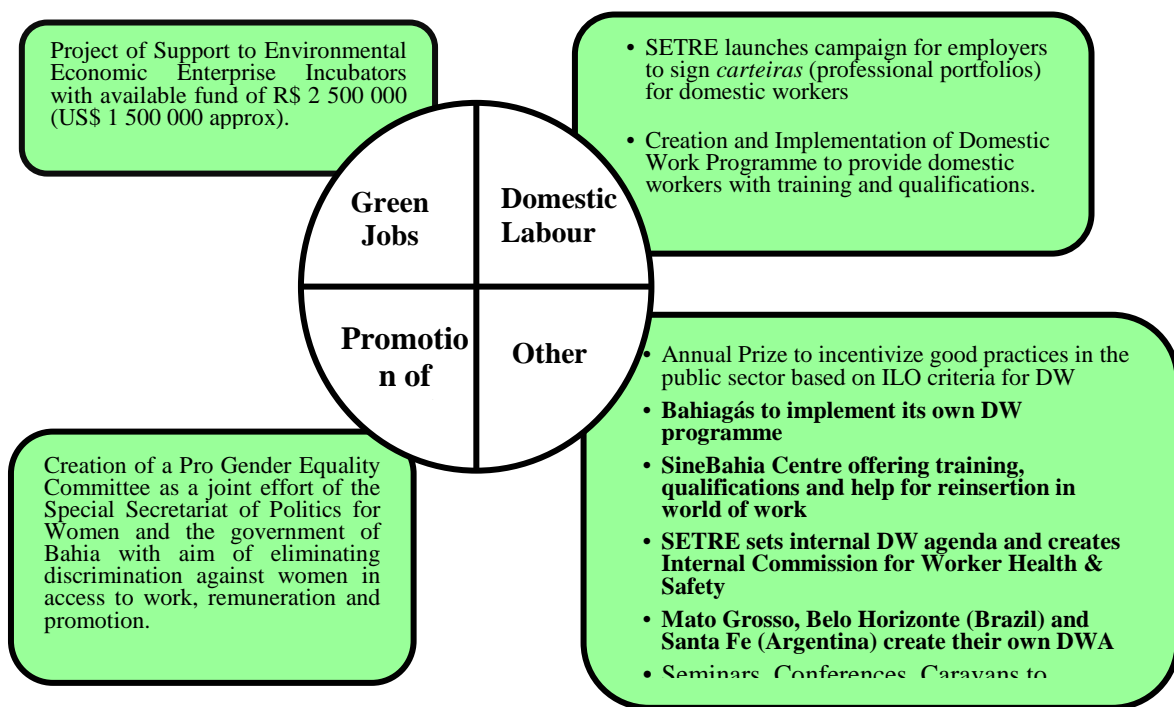
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<sup>29</sup> Portal Do Trabalho Decente. *Notícias*[online]. Available at: <http://www2.setre.ba.gov.br/trabalhodecente/noticias.asp> [Accessed on 29/03/11].

frequently. This indicates that, through limited financial intervention, the ILO was able to disseminate the concept of DW. It involved different parties, primarily government agencies, in long-term commitments, contributing to several axes.

Examples of BDWA initiatives intended not only to have immediate impact, but also at a later stage are: (i) an annual prize to incentivize good practices in the public sector; (ii) a commitment from Bahiagás to implement its own DWP; and, (iii) the creation of SineBahia, a centre for training courses and the reinsertion of unemployed workers into the job market. The BDWA initiatives targeted at specific axes include: the creation of a Pro Gender Equality Committee (Promotion of Equality); the creation and implementation of the Domestic Work Programme (Domestic Work); and the creation of the Project of Support to Environmental Economic Enterprise Incubators with available funds of R\$ 2,500,000, approximately US\$ 1,500,000 (Green Jobs). Figure 6 illustrates the BDWA initiatives that took place through the participation and assistance of the ILO.

**Figure 6. Overview of the BDWA initiatives with support from the ILO**



*Challenges for ILO’s resource allocation*

The country office’s successful approach to mobilizing funds by taking advantage of windows of opportunity in existing programmes and projects has generated an uneven allocation of ILO resources among the prioritized axes. Even though no axis was defined as more significant than another, opportunities have meant that the vast majority of resources have been used to combat child labour, through a USDOL-funded project. The project *Support to National Efforts towards a Child Labour-Free State, Bahia* accounts for 84.5 per cent of the ILO mobilized funding. For a detailed account of expenditure by

outcome, see Table 5. It is the only axis that boasts a TC project entirely dedicated to Bahia.

Of the other seven original axes, only four were supported by other national TC projects. Since this comprises the largest portion of the three types of ILO funding, this meant there was little or no funding left for some of the axes. Figure 7 illustrates the distribution of the three types of ILO funding: Technical Cooperation, Regular Budget Technical Cooperation (RBTC) and Regular Budget Supplementary Account.

**Figure 7. Distribution of types of the ILO funding to the BDWA**



The greatest contribution to the BDWA clearly comes from TC funds, which constitute 90.9 per cent of the total, followed by 8.6 per cent from RBSA funds, and 0.5 per cent from RBTC funds. However, the only reason TC funds are proportionally so much greater than the other funding types is due to the US\$ 4,900,000 allocated to the project on Child Labour. If the ILO/IPEC project is excluded, the distribution of funds looks very different.



**Figure 8. Distribution of types of the ILO funding to the BDWA (excluding ILO/IPEC)**



As shown in Figure 8, the greatest amount of funding now comes from RBSA. It is distributed between two projects, only one of which targets a specific axis – Youth. The remaining TC funds are distributed among the projects targeting the axes of Eradication of Forced Labour, Promotion of Equality, Youth and Green Jobs. The RBTC funds contributed to two projects, one of which targeted a BDWA axis, Eradication of Forced Labour. The axes of Civil Service, Domestic Work and Workers’ Health and Safety were not allocated any funds (see Table 5 for details). It is important to recognize, however, the difficulty of estimating the amount of funding that came directly from the country office through staff time dedicated to different activities connected to the axes and the steering committee.

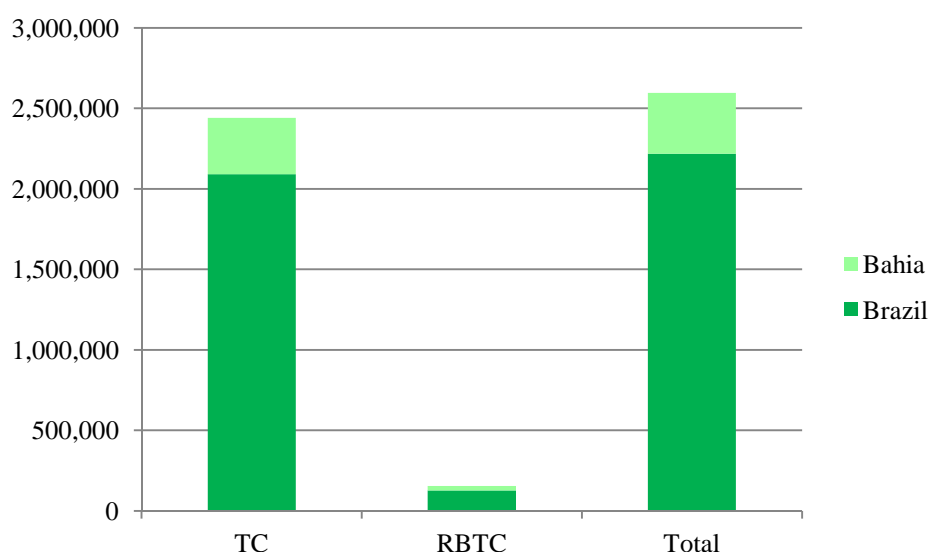
With the exception of the Child Labour project, TC projects were designed to be implemented at a national level. Therefore, funding for the State of Bahia was only a fraction of that for the whole project<sup>30</sup>. It does not include projects designed to be implemented only in Bahia, and simply takes into account national level projects that contributed to the BDWA.

Total allocations for the BDWA equalled 17 per cent of funding for Brazil. Considering only national level projects that had allocations for Bahia, TC project funding comprised 17 per cent of the corresponding type of funding for Brazil, while RBTC funds comprised 22 per cent. Although the proportion of Bahia to Brazil RBTC funding is higher, the actual figure is lower. The total funding for Brazil TC is US \$2,090,002—far greater than the total national RBTC funding, US\$ 127,000.<sup>31</sup>

<sup>30</sup> See Figure 9.

<sup>31</sup>RBSA funding is not included in the chart because the two RBSA-funded Bahia projects were specifically designed for the state and hence a national level comparison cannot be made.

**Figure 9. Fraction of funding from ILO national projects to Bahia**



The focus on the BDWA axis Eradication of Child Labour, lack of funds for three of the axes, and the relatively low allocations to the State of Bahia from national projects indicate that axes were supported as opportunities arose rather than through specific projects.

#### **4.4 Effectiveness**

*Definition: A measure of the extent to which an aid activity attains its objectives.*

The ILO's support to the BDWA was through planned actions in a RBSA project, as well as the mobilization of TC funding for other projects such as ILO/IPEC that allocated time and resources towards this initiative. Annex 8 presents the outputs and outcomes of the projects connected to the BDWA included in progress or final reports by ILO staff. Although these results represent contributions to the BDWA, they reflect the work by ILO/IPEC that will be the object of a specific evaluation to be conducted by other independent evaluators.

As mentioned in topic 3.6 of this report, the RBSA project proposed lines of action, generic descriptions of activities, outcomes and budget. Considering that the RBSA project is the only document that provides specific references for the evaluation of effectiveness, its expected outcomes will be used as the parameters for this analysis.

The evaluators developed a four-point scale to determine the extent to which the expected outcomes in each line of action were achieved:

- Fully achieved
- Partially achieved (significant reach)
- Partially achieved (limited reach)
- Not achieved

The following are the evaluators' conclusions regarding how well the 14 outcomes set out in the RBSA project were achieved after considering all the interviews and documents

reviewed.

### ***1. Strengthening management and implementation capacities***

**Outcome 1.1:** Inputs to the BDWA's Steering Committee through ILO's permanent technical assistance and participation in regular committee meetings.

**Reach: Fully achieved**

The support provided by the ILO team to planning activities, as well as to steering committee and technical chambers' meetings, produced significant gains in terms of capacity building of participants and development of products. The main changes produced included increasing the quality and depth of some priority contents of the BDWA in which the ILO has greater expertise. The axes that received the most significant contributions from the ILO were: Eradication of Child Labour, Promotion of Gender Equality, Green Jobs and Eradication of Forced Labour. The other themes received indirect contributions through actions that involved the steering committee as a whole.

**Outcome 1.2:** Increased knowledge of social actors about the DW deficits in of the axes.

**Reach: Partially achieved (limited reach)**

In order to produce Outcome 1.2, the RBSA project proposal anticipated conducting baseline studies for all eight original axes. Such studies were implemented with ILO support for only two of the axes: Domestic Work and Child Labour. Social actors involved in the BDWA activities, such as the DW conferences, and who had access to related publications, had opportunities to increase their knowledge of it.

**Outcome 1.3:** Eight implementation plans completed and approved by the social actors involved with the themes.

**Reach: Partially achieved (significant reach)**

Seven State plans related to the nine axes of BDWA have been written and the remaining two plans (Green Jobs and Civil Servants) are still being elaborated. The RBSA project proposal had predicted the finalization of eight plans. These are:

- State Plan for the Prevention and Elimination of Child Labour
- State Plan for Combating Forced Labour
- State Plan for Health and Safety in the Workplace
- State Plan for the Promotion of Gender and Race Equality in the Workplace
- State Plan for the Promotion of Domestic Labour
- State Plan for Youth and Work
- State Plan for the Promotion of Equality in the Workplace for People with Disabilities

The combination of these plans will comprise the BDWP.

**Outcome 1.4:** Approximately 150 public managers and representatives from workers and

employers trained to actively and effectively participate in discussions and in the implementation of programmes and activities to promote DW in Bahia.

**Reach: Partially achieved (limited reach)**

The evaluators were unable to identify a specific ILO strategy to directly develop or finance capacity building for such a large number of managers. However, there were significant knowledge gains for those managers who participated in the steering committee and technical chambers where ILO representatives were present. There are 33 representatives in the steering committee. However, the number of participants in the technical chambers varies extensively, making it difficult to make a reliable estimate. The ILO actively participated in four out of the nine technical chambers.

**Outcome 1.5:** Extra-budgetary resources assigned for the implementation of the BDWP

**Reach: Partially achieved (significant reach)**

Extra-budgetary resources were leveraged through the ILO/IPEC project. Resources from the Ministry of Social Development were received to build the capacity of municipal civil servants, enabling them to access federal funds from the Federal Programme to Eliminate Child Labour (PETI). For the duration of the project, no other extra-budgetary resources from the state government were leveraged to the other axes of the BDWA. Resources from TC were invested in projects related to gender and race as well as forced labour through the Inter-agency Millennium Development Goals (MDG) Project – Violence and Citizenship. Lauro de Freitas, Bahia is one of three municipalities where project interventions are occurring.

## ***2. Social mobilization***

**Outcome 2.1:** Social pact for DW discussed among the different actors involved with its promotion in Bahia

**Reach: Not achieved**

No written evidence or verbal accounts were found to indicate that a document exists establishing a social pact to implement DW. In reality, there is a significant effort by the government, with significant support from the workers, and some support from the employers, to implement the BDWA. However, their motivation, reflected in discussions within the steering committee and state conferences, does not constitute *per se* an explicit social pact.

**Outcome 2.2:** At least three members of each of the 26 municipal tripartite commissions on jobs trained to participate in the implementation of the BDWP at the local level

**Reach: Not achieved**

The evaluation team was unable to find evidence of any specific actions by the ILO to achieve this outcome.

**Outcome 2.3:** Tripartite representatives and other social actors properly informed about the BDWP

**Reach: Partially achieved (limited reach)**

The RBSA project proposal indicated that the ILO would develop, or support the development, of several educational/informative materials on DW. Technical and informative materials were created related to the different themes targeted by the BDWA. Eight brochures regarding its main themes were produced with the goal of educating the general public. Additionally, two study reports targeting public managers and policy-makers, *Decent Work in Bahia* and *Youth and the Labour Market*, were also published. These materials were financed by state government funds with the ILO providing technical support for the development of part of their content.

The BDWA's central protagonist is the government. Despite increased participation and commitment from the employers and workers, they still believe that the government controls the process and discussions are oriented to their interests.

**Outcome 2.4:** Two progress reports written on results achieved and discussed in tripartite seminars

**Reach: Not achieved**

The evaluation team was unable to find any evidence of specific activities by the ILO to produce this outcome.

### ***3. Monitoring and Evaluation of the BDWP***

**Outcome 3.1:** Decent work goals and indicators defined for the State of Bahia

**Reach: Partially achieved (limited reach)**

The ILO put important measures in place to strengthen the capacity of the technical chambers to develop indicators for the monitoring components of the implementation plans for the axes. These efforts culminated in the creation of a Labour Observatory that will monitor indicators related to DW. To carry out this initiative, a partnership between SETRE-BA and the Inter-Union Department of Statistics and Socio-Economic Studies (DIEESE), an organization with considerable experience in this area, was formed. The indicators to be monitored are of a general nature. The plans produced by each of the technical chambers should include a set of specific indicators for monitoring the implementation of every plan. The *secretarias* responsible for the implementation of the plans are also responsible for their monitoring.

**Outcome 3.2:** A monitoring and evaluation system in place and operating

**Reach: Not achieved**

The implementation plans of the axes do not have a monitoring or evaluation system.

#### **4. Mainstreaming Gender and Race**

**Outcome 4.1:** Strengthening the capacity of 120 public administrators and representatives from workers, employers and other social actors to ensure effective mainstreaming of gender and race in the BDWP and, consequently, in public policies

**Reach: Partially achieved (significant reach)**

The ILO provided capacity building for 30 civil servants, belonging to various *secretarias*, on gender and race equality at the Public Servant Corporative University of Bahia (UCS). These civil servants became trainers and have already held capacity-building workshops for 70 others. An official course was institutionalized and the trainers will be responsible for promoting training for other public servants on these themes.

#### **5. Replicating the BDWP**

**Outcome 5.1:** State and municipal governments in Brazil with stronger capacities to develop DWAs

**Reach: Partially achieved (Significant reach)**

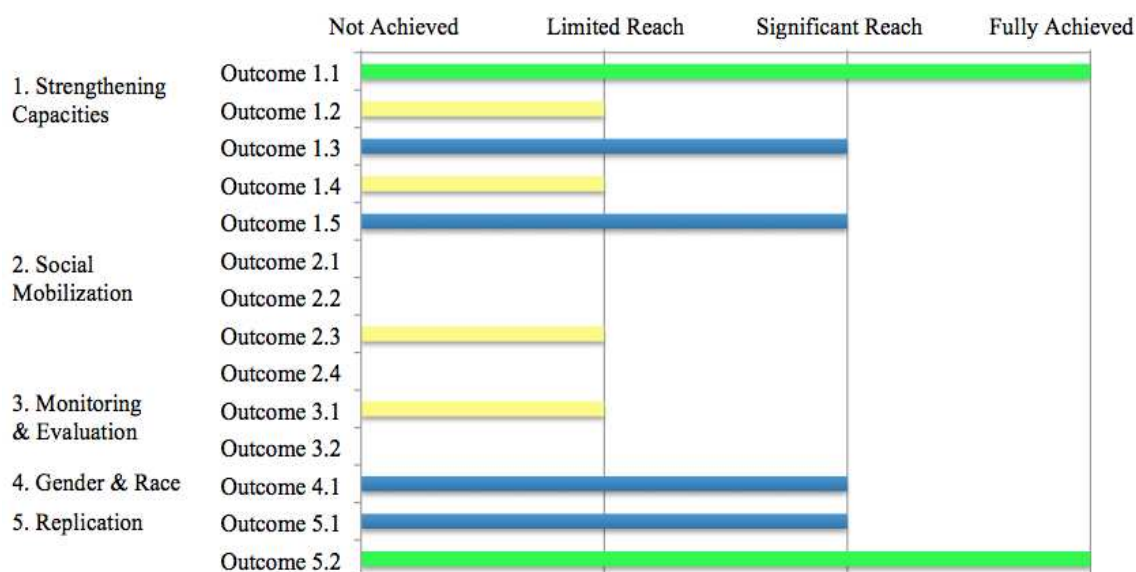
**Outcome 5.2:** Exchange of knowledge and experience in developing DWAs promoted in provinces and municipalities in other countries of the region

**Reach: Fully achieved**

The ILO has been supporting the dissemination of the BDWA's experience to other settings. A side-event on the subject was held during the ILC in July, 2008, providing visibility at the national and international levels. Thereafter, the Governor of the State of Mato Grosso (MT) and the Province of Santa Fé in Argentina decided to engage in similar initiatives. Belo Horizonte and, more recently, Curitiba also decided to develop a DWA in their municipalities. The municipalities forming the ABC region in São Paulo also started similar initiatives.

In addition, representatives from El Salvador and the Dominican Republic, countries that had already signed treaties on DW, organized a mission to Bahia, with support from the ILO and the ABC region. Following this, the Bahia Governor visited their countries and a declaration of cooperation was signed. Furthermore, the ILO and the ABC region supported the participation of representatives their countries at the second DW State Conference in Salvador in May 2010. Representatives from the BDWA have also visited Bolivia to share their experience.

**Figure 10. BDWA RBSA Project: Achievement of outcomes per line of action**



### Synthesis of the effectiveness analysis

Of the 14 expected results, two were fully achieved, four were partially achieved with significant reach, four were partially achieved with limited reach and four were not achieved. The effectiveness analysis should not be considered as the sole demonstration of the RBSA project’s success. The impacts produced by the project, and the basis for sustainability of the changes produced, complement the assessment of the real benefits promoted by it. The partially-achieved or unachieved outcomes indicate that they were probably too ambitious for its relatively short time frame. Difficulties in setting the original objectives and expected outcomes could be a result of the novelty and complexity of the initiative and a limited knowledge of the intervening context.

## 4.5 Impacts

*Definition: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.*

There is a wide-ranging debate on impact within the evaluation profession at the present time. Even though the ILO officially adopted the above-mentioned definition, the evaluation team also interpreted impact as a structural change in the system that is the object of the evaluation. Such change has the potential to influence the way that processes within the system are carried out.

Analysis of the data revealed that the BDWA has already produced important impacts and the potential for additional impact is promising. The ILO’s support to the BDWA was key to those impacts as discussed at the end of this section. The evaluators classified the impacts observed into three categories: (i) within Bahia; (ii) between Bahia and other municipalities and states in Brazil; and (iii) between Bahia and other countries in the southern hemisphere.

## **Impact within the State of Bahia**

The BDWA produced many different types of impacts within Bahia. An important example was its influence on the structure and function of the state government. It created an environment of collaboration among several departments on the DWA.

The fact that different *secretarias* have taken the leading role in the share of the BDWA enabled a process of institutionalization of strategies created by the axes. Sector plans for seven of the nine axes are serving as the basis for the establishment of a BDWP that will coordinate existing initiatives and seek funding for new opportunities.

The BDWP is under construction by representatives from the tripartite constituents and should be approved by Governor's decree within the next few months. Furthermore, it is in the process of being included as part of Bahia's PPA, which will ensure funding for DW activities and strategies from 2012 to 2015.

Existing governmental initiatives related to themes relevant to DW were strengthened. They were identified, grouped and provided visibility and specific support to become part of a broader agenda.

In addition, many new initiatives have been implemented. The BDWA was a major player in the creation of state councils related to key themes, such as the State Council to Eradicate Forced Labour in Bahia (COETRAE-BA), created by Governor's decree, and the State Youth Council. The two DW conferences in Bahia were the main mobilizing factor for the group that created the youth council.

Finally, the creation of a state fund to promote DW (FUNTRAD) is currently under review by the state legal department and should be put in place before the end of the calendar year. A board comprising representatives from government, employers, workers, as well as federal labour judges and prosecutors will manage the fund and decide how to invest its resources. The idea is to mobilize financial resources from court fines from labour lawsuits applied in the State.

### *Employers' Organizations*

The evaluation team found no evidence of impact on employers' organizations. However, the team did find evidence of impact in the articulation between government and businesses. A new state law was established to promote DW in public procurements. Only firms: (i) with no evidence of employing children or having forced work; (ii) that employ a required percentage of disabled and youth (trainees); and (iii) have few cases of accidents and a strong policy to protect their workers, will be allowed to receive fiscal incentives from the state agency to foster development. The law has been approved by the state house and a decree to regulate the new law is being negotiated and should be released soon.



### *Workers' Organizations*

The work with the BDWA brought an opportunity for all national workers' organizations represented in Bahia to work together regardless of their ideological differences. It offers a common platform to achieve their main goal of promoting and ensuring decent work for all. As a result, most organizations began employing this theme in their daily operations, especially during annual campaigns for better salaries.

There were important processes of institutionalization of the DW issues in the workers' organizations: CUT, CTB, Força Sindical and the Association of Domestic Workers of Bahia. They incorporated this theme in their lines of action and CUT included the issue in its strategic plan that is under discussion.

### *Work between UN agencies*

Within the State of Bahia, it appears that the BDWA has influenced the manner in which UN agencies, programmes and funds work together. For example, through its *Pacto para Crianças e Adolescentes no Semi-Árido* (Pact for Children and Adolescents in the Semi-Arid), UNICEF collaborates quite closely with the ILO on child labour issues. UNIFEM has collaborated on domestic work with some of their staff invited to speak at BDWA trainings. The UNAIDS has also been contacted by the BDWA to help with educational interventions on issues related to HIV/AIDS in the workplace.

### **Impact between Bahia and other municipalities and states in Brazil**

The BDWA has also influenced the work by other governments in municipalities and states in different regions of the country. In the State of Mato Grosso (MT), the Governor saw the DWA as a strategy to help improve its image. At the time, it was considered to be one of the worst in terms of statistics for DW indicators including, for example, child and forced labour. In April 2009, Mato Grosso held their first state-wide conference on DW with more than 400 participants. Given the Governor's business background, many employers and government officials participated, as well as a significant number of workers.

The municipalities of Belo Horizonte (State of Minas Gerais), those comprising the ABC region in the State of São Paulo and, more recently, Curitiba (State of Paraná) have started the process to implement DWAs. The BDWA and the ILO have provided information and support to achieve this goal.

These municipalities and states are not only implementing the Bahia model, they are also learning lessons from its experience. For example, Bahia has established a large number of outcomes (axes), but Mato Grosso only has three. Unfortunately, the ILO has no TC projects for them and this is an important constraint to increasing impact.

### **Impact between Bahia and other Countries**

The impact the BDWA has had on other countries can be viewed as an excellent example of SSC. The most comprehensive and far-reaching description of SSC is provided by the Nairobi outcome document:

[South-South Cooperation] as an important element of international cooperation for development, offers viable opportunities for developing countries in their individual and collective pursuit of sustained economic growth and sustainable development; ... is a manifestation of solidarity among the countries and peoples of the South that contributes to their national well-being, national and collective self-reliance and the attainment of internationally agreed development goals including the MDGs; ... is based on their common objectives and solidarity, and guided by, inter alia, the principles of respect for national sovereignty and ownership, free from any conditionalities. ... SSC should not be seen as official development assistance but as “partnership among equals based on solidarity”. ... SSC takes different and evolving forms, including, inter alia, the sharing of knowledge sharing and experiences, training, technology transfer, financial and monetary cooperation and in-kind contributions and embraces a multi-stakeholder approach, including non-governmental organizations, the private sector, civil society, academia and other actors.<sup>32</sup>

The ILO Country Office for Brazil and its Regional Office devised a strategy to disseminate the BDWA to other countries. For example, a side-event on the experience of the BDWA was held during the ILC in July, 2008, providing visibility at the national and international levels. Immediately, the State of Mato Grosso and the Province of Santa Fé (Argentina) took steps to establish a similar initiative. Santa Fé had relative success despite a lack of support from the national government.

The Bahia representative in Mercosur’s “Foro Consultivo de Ciudades y Regiones” (FCCR) suggested the creation of a group on decent work issues in this forum. A series of meetings were held to exchange experiences among states and municipalities and the BDWA was presented as an exemplary case. A commitment to foster the creation of subnational DWAs in member countries was signed by governors and mayors in December 2008 at the “Cumbre de Sauípe”. The ILO has also facilitated exchanges with Bolivia, Paraguay and Uruguay.

With the strong involvement of the Decent Work Country Team (DWCT) in San José and the ILO Country Office for Brazil, a cooperation agreement on DW was signed by the State of Bahia and the Governments of El Salvador and the Dominican Republic. Both countries organized missions to Bahia, even though they had already signed treaties on DWAs. The two delegations were accompanied by the directors of the ILO country office and the DWCT. The Governor of Bahia paid return visits.

## 4.6 Sustainability

Definition: *Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.*

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<sup>32</sup> Nairobi outcome document of the HLC on SSC, A/RES/64/222, 23 February 2010, Annex, paras. 9, 12, 14, 18, 19 and 20(h).

The BDWA has taken important steps to make its present and future benefits sustainable in the long term. Probably the most decisive factor influencing its sustainability was the political support the Agenda received from its constituents, especially the state government. Since its inception, the ILO has played an important supporting role, mobilizing funds, providing technical support and lending international credibility. All are key aspects to ensure its success. However, the true ownership of the work was always in the hands of the state government and, to a lesser extent, the workers' and employers' organizations.

Currently, the BDWA is becoming fully institutionalized in the government's programme and budget. As mentioned in the previous section, under the influence of the BDWA, the new Bahia PPA for 2012–2015 will include the BDWP and ensure specific resources to promote DW. The plans for seven of the nine axes of the BDWA, written by the members of the technical chambers, served as the basis to inform the BDWP. This should be officially created by Governor's decree within the next few months.

Besides being included as part of the PPA, another strategy to ensure the long-term financial sustainability of the BDWP, is the creation of FUNTRAD. The proposal to create the Fund has passed two of the three administrative approvals required prior to becoming official. If properly implemented, FUNTRAD is likely to mobilize important financial resources to DW initiatives from labour lawsuits in the Bahia.

However, some of those interviewed, indicated their concern over the risk of many of the BDWP plans not being implemented. They believe it is essential that specific strategies are put in place to motivate people and monitor implementation. The proper management of the plans will be a determining factor for the successful implementation of the BDWP.

A key member of the state government's staff pointed out that ILO's modest financial support had been key to leveraging government funding despite its sometimes slow release. Political economy drives the budget process.; what happens cannot be controlled. Therefore, there is a need to take advantage of opportunities when they arise. This may be a key factor for assuring sustainability.

## 5. Conclusions and recommendations

Bahia is still considered to be one of the states with the largest decent work deficit in Brazil. The situation of child and forced labour, inequalities in the workplace and domestic work exploitation were alarming at the inception of the BDWA. Establishing efforts to reduce and, hopefully, eliminate such severe problems is clearly relevant. Creating strategies and projects at the ILO to help these efforts become a reality was, therefore, equally relevant.

Without question, the support provided by ILO Brazil to the Bahia DWA was pivotal in its implementation, growth, credibility, results and sustainability. All representatives from the tripartite constituents unanimously recognized the key role played by the ILO in ensuring the BDWA's success. Its main contributions included: (i) fostering dialogue between the tripartite constituents; (ii) providing important technical support to most of the groups engaged in the nine axes of the Agenda; (iii) ensuring some financial resources from different sources to help strengthen the Agenda's work as a whole and the implementation of a few important projects, especially the ILO/IPEC, in 18 municipalities of the semi-arid region of Bahia; and (iv) lending international credibility to the initiative.

Assessing the validity of the project support by the ILO Country Office for Brazil to the BDWA was difficult. The ILO had adopted several strategies to support the BDWA from 2007 to 2010. These went beyond the only programme plan available for the evaluators' review that covering the RBSA project to create the BDWP in place from January 2009 to March 2010. The RBSA project had five lines of action and 14 specific outcomes. The evaluators considered the proposed strategies to achieve the outcomes to be coherent. However, the feasibility of producing the outcomes within such a short time frame could be called into question.

The ILO also obtained TC funding to support five of the eight (currently nine) axes of the BDWA. Even though the child labour axis mobilized about 90 per cent of all TC funding to the BDWA, most of the other axes benefited from the generosity of the ILO/IPEC donor. The ILO Country Office for Brazil is very good at creating synergy among projects by helping constituents to see relationships between, for instance, child labour and domestic work.

The ILO approached the implementation of the BDWA with very limited funds, with the exception of the ILO/IPEC project. However, it was able to leverage the initial financial resources, contributing to numerous initiatives to promote DW. Although information is unavailable on how much the initial resources were leveraged, the number and size of established initiatives indicate resources were used efficiently. Strategic investments by the ILO were decisive to the achievement of important results. For example, paying the consultants, who wrote the initial implementation plans for some of the axes, alleviated the burden on the very busy members of the chambers. This prevented the work from coming to a standstill.

A review of online articles on DW in Bahia shows a strong presence of ILO technical support in conferences, seminars and workshops. The ILO's definition of it also appears frequently in the articles. This indicates that despite limited financial intervention, it was able to disseminate the DW concept and involve different parties, primarily government agencies, in long-term commitments, contributing to several axes.

The ILO's RBSA project was not very effective. From the 14 stated outcomes, the evaluators considered that two were fully achieved, four were partially achieved (with significant progress), four were partially achieved (with limited progress), and four were unachieved. However, this analysis cannot be considered in isolation as the only evidence to judge the success of the RBSA project. The several meaningful impacts produced, and the likely long-term sustainability of the initiatives should also be considered. The partially achieved or unachieved outcomes indicate that they were probably too ambitious for the relatively short time frame of the project. Difficulties in setting the original objectives and expected outcomes could be the result of the novelty and complexity of the initiative and a limited knowledge of the intervening context.

The BDWA has already produced an important impact and its potential for additional impact is promising. The ILO's support was key to the production of those impacts. Some of the most important impacts are:

1. the creation of a collaborative environment among several departments within the Bahia State Government on a DWA;
2. sector plans for seven of the nine axes of the BDWA are serving as the basis for the establishment of a DWP to be launched by the Governor as part of the Bahia PPA, assuring specific resources for government-funded initiatives from 2012 to 2015;
3. the establishment of a new state law to promote DW in public procurements – only firms with no evidence of employing children or having forced labour, that employ a required percentage of the disabled and youth (trainees) and have fewer cases of accidents and a strong policy to protect their workers, will be allowed to receive fiscal incentives from the state agency to foster development;
4. the BDWA was a major player in the creation of the State Council to Eradicate Forced Labour and the State Youth Council; and
5. the BDWA has also influenced the work of other governments in municipalities and states in different regions of the country – for example State of Mato Grosso, cities of Belo Horizonte and Curitiba, and the ABC region in São Paulo) as well as internationally – El Salvador, Dominican Republic and the Province of Santa Fé in Argentina.

There is a strong likelihood that the benefits produced by the BDWA and, in the future the BDWP, will be sustainable in the long term. There is strong political support and commitment from its constituents, especially the state government. Since the BDWA's inception, the ILO has played an important supporting role, mobilizing funds, providing technical support and lending international credibility. These are all key aspects to ensure

the Agenda's success. It is also important to note that the process for developing the first national conference on DW in Brazil, started in 2010, was inspired by the BDWA and the two State conferences already held. The Brazilian conference is scheduled to be held in 2012.

However, the true ownership of the work has always been in the hands of the state government and, to a lesser extent, the workers' and employers' organizations. The imminent creation of the BDWP will ensure public funding for strategic initiatives for the next four years from 2012–2015. Furthermore, the new fund to promote DW, to be established with resources from court fines from labour lawsuits, will also ensure future additional funding for initiatives.

The evaluators identified some aspects that seem to have enabled the positive results produced by the BDWA:

- the Governor and the Secretary of Labour for Bahia's previous experience with ILO's DW ideas and their political determination to develop a DWA since the first year of the Governor's mandate from 2007 to 2010;
- re-election of the Governor for a second mandate from 2011–2014 and his continuous commitment to promote the BDWA;
- ILO's readiness to respond to and be proactive regarding the request of support from the government to implement a DWA in the state;
- leadership capacity of the members of the government, especially from SETRE-BA, throughout the implementation process of the BDWA;
- ILO expertise to facilitate inter-sectoral dialogue and in the content area of some of the priority axes established by the BDWA;
- convergence of interests between the government and labour organizations on most of the themes established as priorities by the BDWA.
- At the same time, the evaluation team also identified aspects that clearly limited greater advances of the BDWA. The most relevant are:
  - difficulty in obtaining technical support for some of the BDWA axes - public servants, youth, health and safety, people with disabilities and domestic work;
  - technical chambers unable to count on expert support from the ILO had more difficulties to develop their implementation plans;
  - lack of an ILO officer based in Bahia and fully dedicated to the work of the BDWA as a whole;
  - low participation of most of the sectors representing employers. The only active employer federation at the BDWA's steering committee is industry – small businesses, agriculture and commerce have very limited participation;
  - BDWA's efforts spread on too many fronts, hindering greater achievements despite the high number of axes (nine) ensuring a broader participation of government *secretariats* in DW initiatives;.
  - insufficient efforts to increase the capacity of members of the technical chambers to elaborate specific indicators for their respective implementation plans to enable the establishment of a proper monitoring system and, even less, for the BDWP as a whole.

The evaluators recommend aiming to increase the level of success, credibility and sustainability of the BDWP. Probably, the most important recommendation is for the ILO to strengthen its support to the DW efforts in Bahia. The RBSA project was important to ensure the initial steps to a transition from a DW Agenda to a DW Programme. This, however, is still in its infancy and needs to be properly nurtured to become a reality. The government's support to the BDWA and BDWP has been, and will continue to be essential, but it is not sufficient. Since the end of the RBSA project, the ILO's support has diminished substantially and representatives of the tripartite constituents have recognized this aspect as a major limitation. The following are some additional recommendations:

- Establish a monitoring strategy to oversee the implementation of the axes' plans included in the BDWP, soon to be officially created by the Governor, and the expected results that will come from those efforts.
- Increase efforts to foster consciousness regarding the importance of engaging in DW initiatives among employers, small, medium and large corporations. Two representatives from the employers indicated that the ILO is in the best position to do this, given the known differences between them, government and labour unions.
- Ensure that the axes without significant institutional support, such as labour equality for people with disabilities and domestic work, have enough support to succeed.
- Create strategies to systematize and disseminate DW good practices that have been produced in Bahia.

## **6. Lessons learned**

The following are the key lessons the evaluators were able to learn from this study.

1. It is possible to implement a subnational DWA. The BDWA was the first subnational DWA to be implemented worldwide to which the evaluators are aware. The feasibility of initiating such an effort, without the establishment of a national DWA, was questioned. The BDWA is proof that this is possible. The national DWA was official launched in 2006, but never gained any traction until the second half of 2008. Regardless of the delays in its development, the tripartite leaders in Bahia, especially the government, were able to successfully create and implement the Agenda. It is important to note, however, that the three priorities established in the national agenda served as inspiration for the establishment of the BDWA axes. One factor that could have influenced the success of the subnational agenda was the political alignment between the state and federal governments. However, this was not the case. Very little funding and support to the establishment and implementation of the BDWA came from the federal government. Furthermore, the recent development of a DWA in the State of Mato Grosso, with a governor from a different political party, also disproves the initial hypothesis.

2. Government commitment is essential to ensure sustainability of a DWA. The BDWA has shown the key role the state government has played in ensuring the continuity and expansion of DW initiatives. Since the beginning, they took the lead to design and implement the Agenda and were determined to implant the principles into their policies

and operations. The BDWP's inclusion in the PPA and the creation of a fund to promote DW, two of the most significant features guaranteeing the BDWA's sustainability, were only possible due to government commitment.

3. The transition from a DWA to a DWP requires considerable technical knowledge on planning, monitoring and evaluation. While an Agenda is a statement of principles defining the ILO approach, a Programme involves the transformation of those principles into specific priorities, outcomes and lines of action, with quantifiable goals and indicators. Technical knowledge on planning, monitoring and evaluation is essential to develop a good programme. Several members of the BDWA steering committee and technical chambers were limited in these areas. Therefore, the ILO played an essential role by providing the necessary technical support to empower constituents to develop good programmes.

4. A large number of axes in a DWA can broaden the participation of government agencies, but can also decrease the interest of other constituents. The BDWA was able to bring together representatives from 11 different departments within the government using a strategy of creating specific axes relevant to those professionals. However, the more included government members felt, representatives from others constituents were less attracted to participating in the process. This was especially true for the employers as they felt some of the themes, such as domestic work and civil servants, did not concern them.

5. The BDWA intervention, perhaps more than anything else, demonstrates the power of self-organization. In the face of numerous challenges, the country of Brazil, in general, and the State of Bahia, in particular, took control of the effort to promote decent work. They experimented with previously unknown organizational structures and processes to come up with an intervention that was appropriate for their context. The result is an unconventional decent work initiative that has achieved unconventional results.

6. Variations in design may be the price the ILO has to pay in order for constituents to assume full ownership of DWPs.

7. Political economy drives the budget process. What happens cannot be controlled. Therefore, there is a need to take advantage of opportunities when they arise. This may be a key factor for assuring sustainability.

8. The ILO project not only supported the outcomes of the DW Agenda, it also provided support to meet the strategic needs of the tripartite constituents. However, this was uneven, given the government's greater leadership in the process. In the case of Bahia, this included building the capacity of the tripartite constituents, creating an enabling environment for the BDWA and making small strategic investments to leverage the work of the tripartite constituents.

9. One reason that this intervention had such an impact was because, perhaps inadvertently, it took a systemic approach. The intervention altered the structure of the labour relations system which, in turn, influenced the processes that the system was able to carry out. Function follows form. For instance, the ILO team in Brasília had to create new strategies



for working more systemically, and in an integrated way, among themselves. This allowed them to respond to the systemic demands and challenges posed by the BDWA.

10. Developing an evaluation culture is a process that requires time and effort. It is necessary to invest in developing the learning capacity of managers, aiming at improving their abilities for planning and formulating indicators. However, it is also necessary to create management structures focused on monitoring the implementation of both the DW Agenda and Programme.

11. The lead role played by the government was fundamental in mobilizing the actors involved in the BDWA. It is, however, imperative to be clear about the need to build more horizontal relationships with representatives from workers and employers.

12. Promoting social dialogue requires leaders of the involved groups to have the capacity to mediate differences and to use an appropriate language for each group. For instance, representatives from employers are not accustomed to attending long meetings where the primary focus is on theoretical themes. There is a need to find ways to discuss themes of interest to one group that, nevertheless, is sensitive to the interests and cultures of all those involved.

## **7. Comments from the Office on the Evaluation**

*(i) ILO should strengthen its support to the DW efforts in Bahia since the transition from a DW Agenda to a DW Programme is still underway;*

Agreed. It is worth noting that there was only one RBSA-funded (US\$250 000) project specifically directed at supporting the Bahia Decent Work Agenda. These resources, modest given the complexity of the process, the size of the state, and number of requests for technical assistance, were used strategically to strengthen the process. In addition, the Country Office for Brazil created synergies among the technical cooperation projects in Brazil, allocating part of the resources to the Bahia Decent Work Agenda.

The State Decent Work Conference is an opportunity to strengthen the elements of the Agenda, the Bahia Decent Work Programme and the commitment of the tripartite constituents to them.

*(ii) establish a monitoring strategy to oversee the implementation of the axes' plans and its results;*

We are not totally in agreement. We monitor actions of the Plan and their results; however, considering that it is a process conducted by the State of Bahia, and not by the ILO, it is reasonable that the local institutions should be responsible for the monitoring, and that is what happens. There are difficulties, like the turnover of government officials, and in this sense, we will strengthen our support.

*(iii) increase efforts to foster consciousness regarding the importance of engaging in DW initiatives among employers;*

Agreed. The realization of municipal, regional and state conferences is an opportunity to improve the participation of the employers, given that the basis of the discussion in those events is the Agenda and the Plan. The Country Office for Brazil supports the process and discussed, together with the state government, the draft of the Decree for the rules of the conference and the instrument of the Organizing Committee.

*(iv) make sure the less supported axes so far (e.g., people with disabilities and domestic work) have enough support so that they can make further advances;*

Agreed. In spite of the limited resources, we continue to strengthen the components of the Plan. The Country Office for Brazil supports the conferences, including the participation in the State and preparatory conferences. The participation of the Office and of national specialists, besides defining Decent Work Indicators, strengthens the process in Bahia in terms of its implementation and monitoring.

It is worth noting that the State of Bahia published, with support from the ILO, pamphlets on key topics including domestic labour.

*(v) create strategies to systematize and disseminate DW good practices that have been produced in Bahia.*

Agreed. A constant concern of the Office has been to strengthen the organization of the National Decent Work Conference, where Bahia is a major reference. We also support the effort of the state government to systematize the process through publication of procedures. On the other hand, we consider that this evaluation contributes to the systematization and to the dissemination of the experience. Finally, the Office will systematize the process of the National Decent Work Conference, including the preparatory stage.

## **8. Comments from the Constituents**

- Statement of Bahia State Secretariat of Labour, Employment, Income and Sport, coordinator of the Steering Committee of Bahia Decent Work Agenda, about the Independent evaluation of the ILO's support to the Bahia Decent Work Agenda: 2008-2010.

The Independent Evaluation presents a record of ILO's support, highlighting the unquestionable importance of this Organization for the success of the implementation and also for the development of Bahia Decent Work Agenda. The evaluation also represents an analysis of the experience of Bahia Decent Work itself. Indeed, the technical support, besides the participation of ILO officers in important events of the Agenda, subsidized and endorsed this Bahian experience, supporting it to become a worldwide reference for its originality and also by its successes, especially by the consolidation of the proposal as a policy of state and the strengthening of social dialogue and of the partnerships. The evaluators' analysis also contains a reflection on the difficulties and constraints of this experience.

We understand that the evaluation makes clear the importance of the ILO's technical support, which brought its experience on the thematic and was close to adapt it along with the tripartite constituents to the local reality in order to build and consolidate the Agenda. The evaluation shows that also for the ILO this support was a challenge, since it also experienced the uniqueness of this experience in its own practices of support and programs, which in some occasions had to be adapted to achieve the proposed objective.

It is also important to highlight that the ILO has always been available to guide and provide technical support in several areas. This also allowed the structuring of the Agenda, which was able to develop actions even without the participation or direct assistance of the ILO. Many activities have already resulted from the initiative of actors of the state and from the natural development of actions foreseen in the Agenda's action plan.

It is possible to verify by the Independent Evaluation that the ILO still plays an important role in the process, especially now that the Program was consolidated. Thus, there is an expectation by the State Government regarding the continuity of the ILO's support to the process, considering that the Bahia Decent Work Program has already been established, and now efforts will be made to consolidate and implement it. Moreover, the recently established Fund for Promoting Decent Work – FUNTRAD and the broad repercussion throughout the state of the State Conference on Employment and Decent Work State, with large and significant participation of several actors of the world of the work, created new expectations and perspective of support.

- Statement of Central of Brazilian Workers (CTB Bahia), Unified Central of Workers (CUT Bahia) , Força Sindical (FS Bahia) and Workers General Union (UGT Bahia) about the *Independent evaluation of the ILO's support to the Bahia Decent Work Agenda: 2008-2010*.

Bahia Decent Work Agenda (BDWA), which counts with the participation of the State Government, Bahia State Secretariat of Labour, Employment, Income and Sport (SETRE), other government representatives, representatives of employers and of workers has been consolidating as a strategic instrument for the construction of paths for a better and less unequal life.

In the assessment of workers representatives, BDWA has meant a new moment, especially in the correspondence of the role of each Axis' Thematic Chambers, which comprises the centrality of the pursuit for freedom, decent wages, equity, health and safety.

Among the relevant aspects of BDWA's work is the systematic follow-up of the International Labour Organization's (ILO) officers, contributing to make this space in an important milestone of workers' struggle, such as the establishment of a dialogue environment among several social actors, always based in the mutual respect and in the pursuit of a balance among workers, employers, government and civil society. The tripartism enabled a new dynamic guaranteeing a rich space for discussions, elaboration and convergence for a social harmonization.

For the workers movement, the referential of ILO's guidance, monitoring, follow-up and evaluation served to establish a tripartite social dialogue in BDWA. The rich experience of

the Agenda points to the other states of the federation that its results can serve as a reference and interchange of experiences with representatives of other Nations.

The working class sees in the Decent Work indications for important changes in the social, economic and political realities. This diagnostic fulfils a major contribution of the BDWA, which was materialized in the III State Conference on Employment and Decent Work.

The III Bahia State Conference on Employment and Decent Work, enriched by the work of BDWA's Steering Committee and with ILO's support, contributed with a rich process that involved a series of 76 regional and municipal events held over the State of Bahia. This process contributed to the regional diversity and for the depth of the analysis of each reality, always ensuring the Civil Society participation.

Knowing that the state's decent work deficit still is one of the largest of Brazil, the workers – men and women – participated in the construction of BDWA with the responsibility to discuss the overriding axis of the National Plan on Decent Work (Domestic Labour, Health and Safety at Work, Youth, Elimination of Forced and Child Labour, Promotion of Equality, Public Service and Green Jobs), and as a change for the better in the labour relations in each Bahia's Identity Territories.

The workers understand that this new reality – result from the ILO guidance, led by the Government of Bahia, and well assimilated by representatives of the civil society – is enhanced in order to enable the distribution of the economic growth benefits through decent wages, better working conditions and more political and social rights.

- Statement of the Federation of Agriculture and Livestock of the State of Bahia (FAEB) and Federation of Commerce of the State of Bahia (FECOMERCIO) about the *Independent evaluation of the ILO's support to the Bahia Decent Work Agenda: 2008-2010*.

The Federation of Commerce of the State of Bahia understands the importance of the development of a Decent Work Agenda in Bahia State and supports any democratic initiative that seeks better working conditions through tripartite social dialogue among government, employees and employers. At the same time, is important to not lose sight that there is no decent employment without sustainable enterprises, which combat any form of discrimination for better working conditions, avoid the informality and seek the reduction of social costs.

The Federation of Agriculture and Livestock of the State of Bahia understands that their representatives were not heard to obtain data from the respective sector, besides understanding that the report provide opinionated character, moving away from a technical and impartial character, and finally believes that there is a lack of precise reports on the execution of the projects promoted by the state government for the promotion of decent work.

## 9. Annexes

### Annex 1: Terms of Reference

#### Independent evaluation of the ILO's support to the Bahia Decent Work Agenda: 2008-2010

*November, 2010*

##### 1. Introduction

The ILO is conducting an evaluation of the ILO's Project of Support to the decent work programme in Bahia, Brazil. This is the first subnational decent work programme being evaluated. Moreover, the fact that the formulation of this decent work programme was driven by the State of Bahia itself will increase the value of the lessons learned from this evaluation and the implications it could have for other large, regionally diverse countries.

The evaluation will be managed by the ILO Evaluation Unit in close coordination with the ILO Regional Office for Latin America and the Caribbean and the ILO Office in Brazil. The evaluation team will consist of three persons: two national evaluation consultants and an ILO Evaluation Officer from EVAL. The Regional Evaluation Officer will provide direct support to the team.

##### 2. Background and Context

According to the various initiatives and international agreements for the promotion of decent work, the Minister of Work and Employment launched a National Decent Work Agenda during the XVI meeting of the Americas Region of the ILO, in May 2006 in Brasilia, Brazil.

On the occasion, the tripartite delegations that assisted with the meeting approved the Decent Work Agenda for the Hemisphere that was presented by the ILO Director General and promised a decade of decent work promotion.

In this context, the Bahia State Government convened and led a broad-based process of social dialogue in order to establish priorities and lines of action to formulate a Decent Work Agenda in the State.

The agenda, launched by the Governor in 2007, was organized around three priorities.

- Eradicate forced labour and eliminate child labour, especially in its worst forms
- Create more and better jobs with equality of opportunity and of treatment
- Develop an integrated sectoral agenda of Decent Work in the bio-fuel chain of production.

In support of these priorities, the ILO's Project of Support provided technical advice to the State Government and Social Partners that included the development of outcomes and

indicators, advocacy, expanding the knowledge base, awareness raising, communication and institutional capacity building.

### **3. Clients**

The principal clients for the evaluation are the ILO's Governing Body and the ILO Office. The ILO's tripartite constituents, international partners in Brazil and national implementing partners are also important clients.

### **4. Purpose**

The purpose of this independent evaluation of the ILO's country Project of Support to Brazil for the 2008–2010 period is to:

- Provide an account to the Governing Body regarding the results achieved from the ILO Project of Support for the Bahia State Government;
- Provide an assessment of the contribution of the Programme to the achievement of outcomes in the relevant ILO Programme and Budgets;
- Provide an opportunity for reflection and lesson-learning regarding how the ILO could improve the relevance, validity, efficiency, effectiveness, impact and sustainability of its operations;
- Provide a set of positive and negative lessons learned that can be applied to ILO programming in other parts of Brazil and in other countries (particularly in the context of South-South Cooperation).

### **5. Evaluation Scope**

The proposed scope of the study is the activities that were carried out in support of the Decent Work Agenda in Brazil (Bahia State) from 2008 to 2010. In addition, the evaluation will examine some of the antecedents from the previous programme that were continued during the current decent work programme.

### **6. Evaluation Criteria and Questions**

ILO DWCP evaluations usually focus on the relevance of the programme to beneficiary needs, the validity of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, two or three specific evaluation questions are suggested.

#### ***Relevance***

- What were the social, political, and economic contexts of the problems that the ILO sought to address in this programme?
- How well did the programme priorities and outcomes reflect the ILO's ability to deliver products and services at a lower opportunity cost than its strategic partners (comparative advantage)?

#### ***Validity***

- Was the programme strategically aligned with national and international development frameworks such as the National Decent Work Agenda and the ILO Programme and Budget?
- How well did the programme respond to the priorities and needs of the constituents?
- Was the programme design logical and evaluable?
- Did the programme apply principles of Results-Based Management?

### *Efficiency*

- How well were the activities and outputs contained in the Implementation Plan aligned with the programme outcomes?
- Was funding sufficient and was it allocated in a manner that would permit achievement of the programme outcomes?

### *Effectiveness*

- To what extent were programme outcomes achieved?
- Were there any unexpected results?
- What evidence exists in support of these achievements?
- What were the key factors of success?

### *Impact*

- How did the programme build the capacity of tripartite constituents to deliver on DWCP outcomes?
- How did the programme influence coordination among the ILO and its strategic partners?
- How did the Bahia pilot programme influence ILO programming in other parts of Brazil and in other countries (particularly in the context of South-South Cooperation)?

### *Sustainability*

- What positive and negative recommendations and lessons could be offered to improve the sustainability of the ILO Project of Support?

## **7. Methodology**

In order to answer the above questions, the evaluator will seek to apply a variety of evaluation techniques—desk reviews of project documents, interviews with stakeholders, focus groups, field visits, surveys, informed judgement and possible scoring, ranking or rating techniques. When conducting the evaluation, the tripartite constituents will be asked to participate to the extent possible.

## **8. Expected Outputs**

At the conclusion of the field mission, the evaluation team will conduct a stakeholder workshop in which it will validate the preliminary conclusions with those from whom evaluation information was obtained.

The evaluation team will submit a full report of findings and recommendations using appropriate/ common language within THE ILO to be presented to the ILO Director General. The report should conform to UN Evaluation Group and OECD DAC quality standards. The suggested format for the report is found below:

## Chapter

1. Introduction
  - Purpose of the evaluation
  - Scope and methodology
  - Limitations
2. Context and background of the programme
  - General information
  - Economic overview
  - Employment and labour issues
3. Analysis of the programme design and implementation
  - Description of the DWP in Bahia state
  - Strategic alignment
  - Analysis of design
  - Evaluability
  - Conformance to Implementation Plan
4. Progress towards outcomes
  - Child labour
  - Forced labour
  - Youth
  - Discrimination
  - Domestic work
  - Civil service
  - Occupational safety and health
  - Biofuels
5. Conclusions, recommendations and lessons learned
  - Conclusions
  - Recommendations
  - Lessons learned

The evaluation team will also conduct a short stakeholder workshop in which it will present the draft evaluation report to Tripartite Constituents, stakeholders and partners and answer questions.

## **9. Provisional work plan and schedule**

The provisional work plan calls for the evaluation to be carried out in four phases:



Phase I: January, 2011

- Internal and external consultations to prepare the draft Terms of Reference and approve the evaluation team.
- A desk-based portfolio review will analyse project and other documentation, key performance criteria and indicators, to compare and assess developments and performance over time for the main programme technical areas.

Phase II: February, 2011

- In lieu of a scoping mission the Terms of Reference will be transmitted electronically to Tripartite Constituents in Bahia for finalization.

Phase III: 13-25 March, 2011

- The evaluation team will conduct a field mission to Brazil in order to conduct interviews with key international and national constituents, development partners, implementing partners, country office specialists and management.
- At the conclusion of the field mission, the evaluation team will conduct a stakeholder workshop in which it will validate the preliminary conclusions with those from whom evaluation information was obtained.

Phase IV: May, 2011

- The evaluation team will conduct a half-day stakeholder workshop in which it will present the draft evaluation report to Tripartite Constituents, stakeholders and partners.

**Proposed Schedule:**

Task	Time frame
Draft TORs prepared and portfolio review	January 2011
Terms of Reference finalized with Tripartite Constituents	February 2011
Field mission to country	March 2011
Draft evaluation report circulated to constituents/stakeholders	April 2011
Workshop to review draft evaluation report with constituents	May 2011
Final evaluation report.	June 2011

**Project Activity in Bahia:**

Project Number	Project Symbol	Project Title	Duration	Total Budget (US\$)	Allocations for Bahia		% Spent	Status	Adm. Unit	ILO Resp. Official
					% Share	Amount				
101393	BRA/08/50P/USA	Support to National Efforts Towards a Child Labour-free	48 months	4 900 000	100	4 900 000	55	Active	IPEC	Mr Renato Mendes

		State, Bahia- Brazil								
101597	INT/07/ 15/EEC	Monitoring and assessing progress on decent work	12 months	230 622	≅ 10	≅ 23 622	76	Active	INTE GRAT ION	Mr José Ribeiro
101943	BRA/09 /50/UN D	Security with Citizenship: preventing violence and strengthenin g citizenship with a focus on children, adolescents and youth in vulnerable conditions in Brazilian communitie s	36 months	581 652	≅ 33	≅ 193 884	0	Active	MDG	Ms Thaís Dumêt
102188	BRA/10 /01/US A	Combating trafficking in Brazil	18 months	450 000	1.77	8 000	23	Active	DECL ARAT ION	Ms Márcia Vasconc elos
101733	BRA/09 /01/UK M	Green Jobs in Brazil: Needs and opportunitie s	8 months	103 399	≅ 25	≅ 25 849	49	Closed	EMP/ ENT	Mr Paulo Sérgio Muçouçh a
101049	BRA/07 /03/BR A	Promotion of Gender and Race Equality of Opportuniti es in the world of work in Brazil	27 months	464 831	≅ 15	≅ 69 724	98	Closin g	GEND ER	Ms Márcia Vasconc elos
100990	BRA/07 /01/NO R	Forced Labour in Brazil	12 months	259 498	≅ 19	≅ 50 000	100	Closed	DECL ARAT ION	Mr Luiz Machado

## Annex 2: List of Persons Interviewed

Name	Role
1. Thaís Dumê	The ILO Country Office for Brazil Programme Officer
2. Natanael Lopes	The ILO Country Office for Brazil Senior Programme Assistant
3. Laís Abramo	Director of the ILO Country Office for Brazil
4. Paulo Sérgio Muçouçah	The ILO Country Office for Brazil Coordinator of Decent Work and Green Jobs projects
5. Tatiana Dias da Silva	Ex-coordinator for the BDWA
6. Renato Mendes	The ILO Country Office for Brazil National Coordinator of ILO/IPEC
7. José Ribeiro	The ILO Country Office for Brazil Coordinator of the Monitoring and Evaluating Progress in Decent Work Project (MAP)
8. Luiz Machado	The ILO Country Office for Brazil Coordinator of projects to combat forced labour
9. Márcia Vasconcelos	The ILO Country Office for Brazil Coordinator of projects to promote equality of gender and race in the working world
10. Isa de Oliveira	President of the National Forum for Prevention and Elimination of Child Labour (FNPETI)
11. Nair Goulart	President of Força Sindical Bahia (Labor Union)
12. Patrícia Larcercda	Coordinator for the BDWA
13. Letícia Coelho	Secretary of Health, Department of Health and Work Surveillance
14. Alexandre Jacobina	
15. Luciana Abud	Federation of Industries of the State of Bahia (FIEB)
16. Adilson Gonçalves	President of the Central dos Trabalhadores e Trabalhadoras do Brasil (CTB) In Bahia (Labor Union)
17. Nilton Vasconcelos	Secretary of Labour, Employment, Income and Sport of the State of Bahia
18. Ana Luíza Buratto	AVANTE- Education and Social Action, NGO partner of ILO/IPEC
19. Edvaldo Andrade Pitanga	Director of Finance, and President of CUT Central Única dos Trabalhadores (Labor Union)
20. Martiniano Costa	
21. Sandra Santos	Aliança Institute, NGO partner of ILO/IPEC
22. Sônia Pereira Ribeiro	Secretary of Planning of the State of Bahia; Coordinator of the Superintendence for Strategic Planning
23. Creusa Maria Oliveira	President of the National Federation of Domestic Workers e Presidente do Sindicato dos Trabalhadores Domésticos da Bahia
24. Cleusa de Jesus	
25. Antônio Almerico Biondi Lima	Secretary of Education of the State of Bahia; Superintendent of Professional Education
26. Benito Juncal	Cabinet Chief of the Secretary of Planning of the State of Bahia
27. Maria das Graças	Former President of the State Council of Labour
28. Juremar Oliveira	Advisor at the Secretary of Labour, Employment, Income and Sport of the State of Bahia and Vice-President of the State Council for Youth

<b>29. Vanda Sá Barreto</b>	Secretary for Promotion of Equality of the State of Bahia
<b>30. Moacir Vidal</b>	President of the Federation of Associations of Microenterprises and Small Businesses (FEMICRO)
<b>31. José Álvaro França Rios</b> <b>32. Joselino Maltec de Aquino</b> <b>33. Maria Nilda Santano</b>	President, Secretary General, and Director for Women Issues of the UGT – União Geral dos Trabalhadores (Labour Union)
<b>34. Irani Oliveira</b> <b>35. Ana Goretti Correia de Melo</b>	Secretary for Social Development and Poverty Elimination (SEDES) of the State of Bahia
<b>36. Rosemeire Fernandes</b>	Federal Labour Judge; Representative for the Bahia Association of Labour Judges (AMATRA)
<b>37. Sandra Faustino</b>	Federal District Attorney for Labour; Responsible for Child Labour issues
<b>38. Márcia Prudente</b>	Secretary of Citizen Justice and Human Rights (SJCDH) of the State of Bahia
<b>39. Jorge Barreto</b>	Coordinator of the Axis of Eradication of Forced Labour; SJCDH
<b>40. Alexandre Baroni</b>	Coordinator of Promotion of Equality for Persons with Disabilities Axis; SJCDH
<b>41. Ana Elizabeth</b>	Secretary of Education of the State of Bahia
<b>42. Eduardo Bandeira</b>	Coordination of Civil Service Axis; Secretary of Administration of the State of Bahia
<b>43. Flávia Santana</b>	Coordinator of the Observatory of Labour of the Inter-Union Department of Socioeconomic Studies and Statistics
<b>44. Paula Fonseca</b>	The ILO Country Office for Brazil Project Officer for ILO/IPEC

### **Annex 3: List of Documents Reviewed**

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## Annex 4: BDWA alignment with UNDAF, DWAAH, NDWA, and P&B<sup>33</sup>

Decreto do Programa Bahia do Trabalho Decente	Link to UNDAF outcomes and national development plans	Link to Decent Work Agenda for the Americas Hemisphere	Link to National Decent Work Agenda	ILO Programme and Budget for the Biennium 2010-11
<p>Axis 1. Elimination of Child Labour—the State Eradication of Child Labour Plan implemented and monitored by the State and Municipal Eradication of Child Labour Commissions in the perspective of inter-sectorial management and converging policies to address Child Labour.</p>		<p>4.1.2.1. Child labour—progressive elimination of child labour</p>	<p>National Plan to Eradicate Child Labor implemented and monitored with emphasis on reintegration strategies social and preventive measures.</p>	<p>Outcome 15: Child labour, forced labour and discrimination at work are progressively eliminated</p> <p>Outcome 16. International labour standards are ratified and applied.</p>
<p>Axis 2. Eradication of Forced Labor—the State Plan to Address Forced Labour prepared, implemented and monitored with the definition of prevention, assistance and responsibility strategies.</p>		<p>4.1.2.2. Forced labour—progressive eradication of forced labour.</p>	<p>National Plan to Eradicate Forced Labor implemented and monitored with emphasis on reintegration strategies social and preventive measures,</p>	<p>Outcome 15: Child labour, forced labour and discrimination at work are progressively eliminated</p> <p>Outcome 16. International labour standards are ratified and applied.</p>
<p>Axis 3. Youth—aligned public policies, programmes and projects, developed and consolidated to expand and improve decent work opportunities for youth, including a central articulation strategy between work and education.</p>		<p>4.2.3. Youth employment—promote better training and job access for young people.</p>		<p>Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth.</p>

<sup>33</sup> In order to interpret this table correctly, please keep in mind that it compares OUTCOMES (i.e. not outcomes and priorities or outcomes and lines of action) across five development frameworks.



<p>Axis 4. Promotion of Equality—policies and programmes implemented to address discrimination with emphasis on the dimensions of gender, race and disability to ensure access, retention and promotion in the world of work.</p>	<p>UNDAF Outcome 1: Excluded and vulnerable populations enjoying the right to public services UNDAF Outcome 2: Gender and racial/ethnic inequalities are reduced, taking into account territorial heterogeneities</p>	<p>4.1.2.4. Non-discrimination and equality at work—progressively eradicate discrimination mechanisms on the labour market.</p>	<p>Outcome 15: Child labour, forced labour and discrimination at work are progressively eliminated  Outcome 16. International labour standards are ratified and applied.</p>
<p>Axis 5. Domestic Work—strategies that give value to domestic work developed and stimulated as a way of improving this sector’s living conditions.</p>		<p>4.2.2. Gender equality—to apply public policies aimed at reducing inequality between men and women in the world of work</p>	
<p>Axis 6. Civil Service—policy adopted to ensure improvement in value, professionalization and improvement of the quality of life of civil servants, with implementation of programmes and actions that guarantee a safer and healthier working environment, contributing to supply more efficient services to society.</p>			
<p>Axis 7. Workers’ Health and Safety—public policies and the State Workers’ Health and Safety Plan, implemented in agreement with national and international norms and with articulating and making operative plans compatible in related areas and institutions.</p>		<p>4.2.10. Occupational safety and health—occupational safety and health to become a priority for the social partners in the region.</p>	<p>Outcome 6: Workers and enterprises benefit from improved safety and health conditions at work</p>

<p>Axis 8. Bio-fuels—strategies and targets for promoting decent working conditions incorporated in the State Bio-diesel Programme and other state promotional initiatives in the bio-fuel area.</p>	<p>UNDAF Outcome 5: More efficient use of available resources is ensured to promote an equitable and environmentally sustainable economic development</p>	<p>Outcome 3: Sustainable enterprises create productive and decent jobs</p>
	<p>UNDAF Outcome 3: Reduced violence, promoting peace, conciliation and justice</p>	
	<p>UNDAF Outcome 4: Effective, transparent and participatory public policies and management are ensured, as a mechanism for the promotion and enforcement of human rights</p>	
	<p>4.2.1. International labour standards—establish and implement in full labour legislation and practices that are in line with the international labour standards</p>	
	<p>4.2.4. Micro- and small enterprises—improve the quality of employment in micro- and small enterprises.</p>	<p>Outcome 1: More women and men have access to productive employment, decent work and income opportunities</p>
	<p>4.2.5. The informal economy—progressive formalization of the informal economy</p>	
	<p>4.2.6. The rural sector and local development—improve the working conditions and productivity of economic activities taking place in rural areas, including work done by indigenous peoples.</p>	<p>Outcome 13: A sector-specific approach to decent work is applied</p>

	4.2.7. Vocational training—to make human resources more competitive and broaden coverage of vocational training among vulnerable groups.	Outcome 2: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth
	4.2.8. Employment services—improve the capacity and quality of employment services provision.	National Employment Policy developed and implemented in a process of dialogue with the social partners
	4.2.9. Wages and remuneration—revive the minimum wage as an instrument of wage policy and progressively link increases in remuneration to changes in productivity and the increased cost of living.	
	4.2.11. Migrant workers—enhance the level of protection for migrant workers through managed migration.	
	5. Decent work country programmes—promote decent work as an objective of the development strategies of countries in the region	
	5.1. Public policies and decent work country programmes	
	5.2. Institutional aspects of decent work country programmes—to build the institutional capacities needed to implement the policies contained in the decent work country programmes.	

5.2.1. Integration and sound and coordinated management of policies	
5.2.2. Organizations of the social partners	
5.2.3. The labour authority	
5.2.4. Enhancing knowledge of markets and working conditions	
5.2.5. Institutionalizing integration processes	
	Goals of creating productive employment and quality built into national strategies for economic and social development
	Social dialogue mechanisms consolidated and institutionalized.
	Tripartite constituents able to actively participate and address the definition of national policies to promote employment and decent work.
	Culture of social dialogue strengthened.

## Annex 5: BDWA in IRIS Strategic Management

Priority	Country Programme Outcome	Bahia Decent Work Agenda	Specialist Work Months	Results Reported in Brazil's 2008-09 Implementation Report
BRA 100	To generate more and better jobs, with equal opportunities and treatment for all			
	BRA 101	Public policies to stimulate employment, including investment policies are adopted	3 (JB RB) 2 (JB PSI) 4 (other specialists)  9 Total	
	BRA 102	Constituents adopt measures towards the improvement of employment conditions	4 (JB)  6 Total	
	BRA 103	National capacity to formulate policies and programmes to promote the equal opportunities and treatment are strengthened	BDWA work included in CPO milestones 1.5 (JB) 0.5 (other specialists)  2 Total	Ejes Promoción de la Igualdad, Servicio Público y Trabajo Doméstico de la Agenda Bahia de Trabajo Decente fortalecidos.
	BRA 104	Improved ability of the country to monitor advances in decent work through indicators	BDWA work included in CPO milestones 4 (JB PSI) 2 (JB RB)  6 Total	

BRA 105 National capacity to formulate policies and programmes to increase the number of workers with access to social protection are promoted		1.5 (JB RB) 2 (JB PSI) 2 (JB Reg Mgmt) 1.5 (other specialists)  7 Total
BRA 106 National policies and programmes to address HIV/AIDS in the world of work designed and implemented		1 (EC)  1 Total
BRA 107 Policies to improve protection for migrant workers are designed and implemented		0 Total
BRA 108 Public policies to stimulate employment and income opportunities for youth are implemented	BDWA work included in CPO milestones	2 (JB)  2 Total
BRA 109 Policies to promote green jobs are designed and implemented	BDWA work included in CPO milestones	0 Total
BRA 110 National policies that reflect Global Jobs Pacts are evaluated		2 (JB)  2 Total
BRA 125 To eradicate forced labour, trafficking in persons and child labour		

BRA 126	The formulation and implementation of policies and actions to eliminate child labour	BDWA work included in CPO milestones	0 Total	Segundo Plan de Erradicación del Trabajo Forzoso aprobado. Extensión del programa Bolsa Familia a los trabajadores rescatados. Aumento del número de empresas que participan del Pacto Nacional. Todas las acciones son importantes para el fortalecimiento de la inspección laboral. Creación de Comisiones y Planes Estaduales en Bahia y Mato Grosso.
BRA 127	The formulation and implementation of policies and actions to eliminate forced labour and trafficking	BDWA referenced in description	0 Total	
BRA 150	To strengthen tripartite actors and social dialogue			
BRA 151	The implementation of ILO international labour standards		4 (CR RB) 2.5 (other specialists) 6 Total <sup>34</sup>	
BRA 153	Collective bargaining is strengthened and broadened		1 (CR) 1 (other specialists) 2 Total	
BRA 154	Policies to strengthen labour administration and inspection are designed and implemented		4 (CR RB) 2 (other specialists) 6 Total	

<sup>34</sup> 6.5 Specialist Work Months were required, but the system didn't allow to insert decimal numbers in the respective cell.

	BRA 156 Institutional capacity of workers' organisations to promote the DWA are strengthened	BDWA work included in CPO milestones	1 (CR)  1 Total	
BRA 200 To provide support for the elaboration and implementation of the Decent Work Plans and Agendas in Brazil				
	BRA 201The national, state and municipal plans and the National DW Agenda for youth are elaborated and implemented	BDWA work included in CPO milestones	0 Total	Creación del Grupo de Trabajo Interministerial y el Tripartito para la construcción de un Plan Nacional del Trabajo Decente (PNTD). Promulgación del Decreto Presidencial, instituyendo el Comité Interministerial y subcomité de la Juventud. Construcción de agendas estatales y municipales de trabajo decente, con un amplio proceso de consulta tripartito (Bahia, Mato Grosso y Belo Horizonte). Definición, por acuerdo tripartito, de las prioridades y resultados del PNTD
	BRA 202 Decent work at the sectoral level is promoted		1 (CR RB) 1 (other specialists)  2 Total	
BRA 800 Institutional capacity of employers and workers' organizations to promote the DWA are strengthened				



	BRA 801 Institutional capacity of employers' organisations to promote DWA are strengthened	1 (CR)	
		1 Total	
	BRA 802 Institutional capacity of workers' organisations to promote the DWA are strengthened	0 Total	
<hr/>			
BRA 900 South-South projects			
	BRA 901 South-South cooperation programmes are formulated and implemented to promote the DWA	0 Total	Objetivo de fortalecer las inversiones públicas y privadas en actividades ambientalmente sostenibles incorporadas al PNTD, con metas y indicadores (2011-2015). Desarrollo de la producción de biocombustibles, basada en la agricultura familiar incorporado como eje de la Agenda Bahia de Trabajo Decente. Desarrollo de programa de reinserción de trabajadores rescatados de situaciones de trabajo forzoso en actividades ambientalmente sustentables en el marco de la Agenda Mato Grosso por el Trabajo Decente.

## Annex 6: Evaluability Analysis

The Evaluation Team has conducted an analysis of the documentation on the BDWA. The purpose was to diagnose the overall structure; indicators, baselines, targets, milestones, risks/assumptions and monitoring/evaluation arrangements related to the ILO's Project of Support to the BDWA. The following are the findings for the analysis conducted:

Dimensions	Criteria	Comments
<b>Objectives</b>		
	Clear identification of long-term ILO priorities and outcomes.	The was no DWP document. Information is contained in a MOU, the DW Agenda, the Decreto and a Resumo.
	Consistency with objectives of the international development frameworks.	The objectives appear to have been refined over time. The Decreto does not contain civil service and biofuels objectives.
	Clear identification of areas of agreement and disagreement with the Constituent's priorities and strategies.	The MOU objectives and those of the Agenda are the same except for equality.
	Full involvement of ILO constituents and partnerships.	The Agenda focuses on discrimination in access, retention and promotion. The MOU focuses on discrimination by gender, race and disability. The Decreto separates gender and race from disabilities.
	Clear definition of proposals and action towards achieving outcomes through chosen strategy.	The DWA seems to be driven by the government. There is no indication of the contribution by social partners. Objectives, for the most part, seem to be clearly defined and actionable.
<b>Indicators</b>		
	Indicators are quantitative, or are qualitative and include comparison points of level, quality, or grade.	No Outcome Indicators in the MOU, the DW Agenda or the Decreto.
	Indicators are specific.	
	Indicators are measurable.	
	Indicators are attainable.	
	Indicators are relevant.	
	Indicators are time-bound.	

	Indicators have means of verification.	
<b>Baselines</b>		
	<p>Baselines are explicitly stated for each indicator or are implicit in the stated objectives.</p> <p>Are baselines specific to the programme/project? Baselines are unambiguous.</p> <p>Baselines clearly describe the situation prior to the intervention.</p> <p>Baselines permit comparison and measurement of results.</p>	No Baselines in the MOU, the DW Agenda or the Decreto.
<b>Targets</b>		
		No Targets in the MOU, the DW Agenda or the Decreto.
<b>Milestones</b>		
	<p>Milestones provide a clear sense of the time frame of achievement of results.</p> <p>Milestones help identify the path toward outcomes.</p> <p>Milestones provide clear sense of progress towards development goal.</p>	No Milestones in the MOU, the DW Agenda or the Decreto.
<b>Risks/Assumptions</b>		
	<p>Identification of principal restrictions to achieving outcomes.</p> <p>Identification of risks associated with each strategy option and/or achieving project outcomes.</p> <p>Clear definition of risk mitigation measures, supported by theory, logic, empirical evidence and/or past ILO experience.</p>	No risks and assumptions in the MOU, the DW Agenda or the Decreto.
<b>Monitoring and Evaluation</b>		
	<p>Results framework clearly defines actions to be undertaken to achieve appropriate evaluation and monitoring.</p> <p>Progress monitoring system defined for objectives and strategy, including actions to be undertaken to record progress.</p> <p>Risks monitoring system defined, including actions to be undertaken to achieve this.</p>	<p>No Results Framework in the MOU, the DW Agenda or the Decreto.</p> <p>The DW Agenda states: “There will be meetings of the Executive Committee to periodically monitor the implementation of actions, define indicators, evaluate the results and review the National Agenda for Work Decent, in consultation with the organizations of employers systematically and workers.”</p>

### Annex 7: Time-line with Start and Stop of Each TC Project 2008-13 (by Qtr)

	1 QT R 08	2 QT R 08	3 QT R 08	4 QT R 08	1 QT R 09	2 QT R 09	3 QT R 09	4 QT R 09	1 QT R 10	2 QT R 10	3 QT R 10	4 QT R 10	1 QT R 11	2 QT R 11	3 QT R 11	4 QT R 11	1 QT R 12	2 QT R 12	3 QT R 12	4 QT R 12	1 QT R 13	2 QT R 13	3 QT R 13	4 QT R 13
Slave Labour in Brazil BRA/07/01/NOR																								
Promotion of Gender and Race Equality of Opportunities in the world of work in Brazil BRA/07/03/BRA																								
Combating Forced Labour in Brazil BRA/08/01/RBS																								
Decent Work Agenda in Bahia BRA/08/02/RBS																								
Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil BRA/08/50P/US A																								
Monitoring and assessing progress on decent work INT/07/15/EEC																								
Green Jobs in Brazil: Needs and opportunities BRA/09/01/IKM																								
Security with Citizenship BRA/09/50/UND																								
Combating trafficking in Brazil BRA/10/01/USA																								

## Annex 8: List of outputs and outcomes reported by ILO staff in progress and final reports of ILO projects connected to the BDWA

Source	Axis	Activities	Outputs	Outcomes/Impacts
BRA0850PUSA - TPR BRAZIL SEPTEMBER 2010	Elimination of Child Labour	Conduct research on child labour issues, including commercial sexual exploitation of children and adolescents (CSEC), and drug trafficking <sup>35</sup>	1. 25 private firms and university-based research units contacted and instructed (p.16) 2. 7 studies produced on CL (p.17)	
BRA0850PUSA - TPR BRAZIL SEPTEMBER 2010	Elimination of Child Labour	Develop a communication strategy to disseminate information <sup>1</sup>	1. ILO/IPEC actions and studies referenced 186 times in the media (p.18) 2. 2 forums of media experts convened to determine impact of past media campaigns (p.21) 3. 1 communication strategy developed with 8 campaigns launched (p.21)	
BRA0850PUSA - TPR BRAZIL SEPTEMBER 2010	Elimination of Child Labour	Provide technical support for state agencies to develop legislation, laws, and regulations related to child labour <sup>1</sup>	1. 1 CL National Plan, 3 CL State Plans being implemented, 1 CL State Plan developed, 1 Decennial Plan of Education (p.26) 2. Requests made to 5.564 municipalities to make budget provisions for actions to tackle child labour, 3 states budgeted provisions to tackle child labour, 1 legal strategy on prevention and elimination of CL on subcontracted firms implemented, 1 bill restricting public financing at state and municipal level enforced, 14 other legal and institutional mechanisms strengthened to address CL, 1 regulation of internships in state pedagogical plan implemented (p.28)	
BRA0850PUSA - TPR BRAZIL SEPTEMBER 2010	Elimination of Child Labour	Strengthen the capacity of members of public and private sectors, workers and employers	1. 4 improvements made to CL monitoring system (p.18) 2. 2 trainings for governmental institutions, workers, employers and social organizations carried	Corporations and employer organizations have been targeted in the Forum of Apprenticeship Bahia on strategies for the responsible inclusion of young adults in the world of work and the observation of

<sup>35</sup> US Department of Labor. ILAB in Brazil [online]. Available at: <http://www.dol.gov/ilab/map/countries/brazil.htm> [Accessed on 03 Mar. 11]

	organizations, and community organizations to carry out actions that promote the elimination and prevention of child labour <sup>1</sup>	out (p.22) 3. 1 Knowledge Attitudes & Behaviour survey carried out (p.23) 4. 16 Terms of Agreement to establish actions against CL signed by mayors, 1 National Forum of Apprenticeship, 1 agreement to combat CL signed by S-S cooperation, 2 institutional plans approved by CUT and MIQCB at national, state and local union level , 1 State Plan of Education on Human Rights, 1 ordinance on restructuring curricula of state schools to include education on human rights, 2 PETI guidelines in draft form, 1 supplementary budget restructuring for school remodelling, 18 Terms of Agreement to ensure identification and protection of children and PETI restructuring (p.31) 5. 18275 <sup>i</sup> public officials, employers, workers, educators, labour inspectors etc trained in CL issues (p.33) 6. 1 CONTAG National Plan on combating CL, 1 inter-ministerial group formed to formulate national policy for children & adolescents, 1 inter-ministerial group formed to elaborate a system to identify, notify and monitor children & adolescents involved in CL, 1 training course, 1 international social dialogue in S-S cooperation, 1 CL inclusion in the state programme, 1 reference text on integral education, 18 public audiences for the signature of terms of commitment, 1 planning event for the inclusion of CL approaches in social policies, 1 meeting to discuss CL in rural areas, 1 indigenous event about CL (p.35)	ILO conventions regarding CL and apprenticeship.
BRA0850PUSA - TPR BRAZIL SEPTEMBER 2010	Elimination of Child Labour	Empower families of children who will participate in the project <sup>1</sup>	1. 11,993 children removed from CL and attending school, 1 CL index under development, 3 actions in the 18 municipalities, 7902 families covered by Family Grant and PETI (p.42)  <ul style="list-style-type: none"> <li>• Every family signed a term of commitment in order to enrol and ensure the attendance of their children in school from August on, as well as guarantee that the children will not return to CL. (p.8)</li> <li>• Implemented an identification system for children in child labour in collaboration with MDS and MPT, reaching 172% more beneficiaries than</li> </ul>

				initially targeted for withdrawal. <sup>ii</sup> This equals 86% percent of the total number of children in CL in the target territory and 6.02% of all the child labourers of the State of Bahia. <sup>iii</sup> (p.9)
A2	Elimination of Child Labour; South-South Cooperation	12 representatives from the Missions of Angola and Mozambique attend a Study Mission for tripartite constituents organized by ILO on ways to combat CL	<ol style="list-style-type: none"> <li>1. Representatives attend a conference on DW with a focus on CL</li> <li>2. Similarities are drawn between Bahia/Angola, Salvador/Luanda</li> <li>3. Representatives visit Federal District, Bahia, Goiás, Rio de Janeiro and São Paulo</li> </ol>	<ul style="list-style-type: none"> <li>• Director of Conditions of Work and Income of MAPESS<sup>36</sup> states that practices to combat CL in Bahia will be very useful in Angola.</li> <li>• Representative from the Ministry of Women and Social Action of Mozambique states CL is not an issue in Mozambique, but learning how Bahia combats CL will be useful in preventing and addressing rare cases in Mozambique.</li> </ul>
A3	All	Bahia Decent Work Agenda Launch	<ol style="list-style-type: none"> <li>1. The Bahia Guide to Decent Work is launched, detailing state government actions to promote decent work.</li> <li>2. The Bahia Decent Work Agenda Booklet is launched, explaining the ILO's concept of DW and how it will be developed in Bahia.</li> </ol>	<ul style="list-style-type: none"> <li>• An up to date record of all Bahia state initiatives to promote DW for each axis is available. (See "Guia Bahia Trabalho Decente" in 'Logic Model Worksheet and Related Sources' Folder)</li> </ul>
A7	Elimination of Child Labour	Seminar Bahia Free from Child Labour (Seminário Bahia Livre de Trabalho Infantil)	<ol style="list-style-type: none"> <li>1. Objective to map the most critical regions in the state, develop a plan of action and construct a project in the area to be executed by ILO with external finances</li> </ol>	<ul style="list-style-type: none"> <li>•</li> </ul>
A29	Civil Service; Promotion of Equality	Programme for the Institutional Strengthening of Gender Equality, Elimination of Poverty and Employment Generation	<ol style="list-style-type: none"> <li>1. ILO provided technical assistance to the Secretariats of Labour, Employment, Income and Sport (SETRE), of Promotion of Equality (SEPROMI) and of Administration (SAEB) to conduct workshops on "an overview of the issues of gender and race and combating poverty; the role of public policy in the promotion of equality"</li> </ol>	<ul style="list-style-type: none"> <li>• 25 officials of the Military Police of Bahia informed and instructed</li> </ul>

<sup>36</sup> Ministério de Administração Pública, Emprego e Segurança Social de Angola

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<sup>i</sup> Check against targets. Target of 840 against actual of 18 275.

<sup>ii</sup> This is actually incorrect. The target number of children to be withdrawn from work was 7000, which means they reached 71 per cent more than the target, or, equivalently, 171 per cent of the initial target.

<sup>iii</sup> This is only true if child labourers are considered to be aged 5-13. The Project Document states that there are 500,000 labourers aged 5-17 in Bahia, as of 2006.