

Evaluación del Programa de Asistencia Técnica de ILAB en México (T-MEC)

El cambio más significativo

25.09.2026

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02 ¿Por qué un enfoque de complejidad?

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Antecedentes y problema de investigación

Asistencia Técnica de ILAB en México

¿Qué querían aprender al respecto?



12 OTLA

**Proyectos en alcance
alineados con la USMCA**



7,600+

**Actores individuales
mejoraron su capacidad
(funcionarios, trabajadores,
empleadores)**



180M⁺

**Legislación T-MEC
implementada (no toda)
2019-2025**



27

entidades federativas



7 OCFT

Proyectos en alcance -
2 no alineados con el
T-MEC



14,300+

Actores individuales
capacitados (servidores
públicos, jornaleros,
productores)



180M⁺

Legislación de
implementación T-MEC
(2018-2025)



27

entidades federativas

Portafolio de 19 proyectos de derechos y seguridad laboral. No todos alineados bajo T-MEC. Falta de resultados y lecciones.

- Contribuciones a resultados planeados, emergentes y/o inesperados y, en la medida de lo posible, impactos.
- Contribuciones de los proyectos de asistencia técnica para la implementación de la reforma laboral en México.
- Tendencias en todo el portafolio de proyectos del T-MEC para aprender mejor de los desafíos, factores de éxito y riesgos.
- Oportunidades emergentes para fortalecer la colaboración y adaptación para incrementar la efectividad.
- Oportunidades emergentes para futura programación y participación para continuar el cambio sistémico de derechos laborales en México.

¿Por qué un método basado en complejidad?



Credit: m.mphoto



 **NORC** at the
University of
Chicago



Diversidad de perspectivas



**Ritmo dinámico de cambio
en cada entorno o
industria**



**Adopta el contexto de la
implementación (sistemas
de actores locales)**



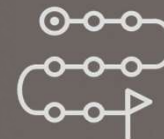
**Captura resultados
emergentes / no
intencionados**

¿Por qué el
cambio más
significativo?

- ✓ **Múltiples teorías del cambio** en el portafolio.
- ✓ Interés en **temas amplios** a través de proyectos de portafolio + capacidad para confiar en datos PMP de proyectos.
- ✓ Un año-contrato – plazo adecuado de implementación.
- ✓ Strong need to incorporate **context** into causal pathways in a **complex** and **dynamic** situation in Mexico and the U.S.
- ✓ Entiende y clasifica prioridades de diferentes actores con **perspectivas e intereses contrastantes** (donante, socios implementadores, trabajadores sindicalizados/no sindicalizados, sector privado, funcionarios, jueces, conciliadores, inspectores laborales).

El cambio más significativo

Ocho pasos



 **NORC** at the
University of
Chicago

Los métodos CAMEL siguen un proceso iterativo en lugar de lineal

- | | | | | | | | |
|-------------------------------------|--|--|--|---|--|---|---|
| 1. | 2. | 3. | 4. | 5. | 6. | 7. | 8. |
| CAE
Reclutar e
iniciar | Preg.
Dominios
de
cambio

Afinar
Mapeo y
decisión | Collect
SC
Stories

Capacitación,
trabajo de
campo,
redacción y
edición | Validar y
clasificar

Taller y
encuestas | Verificaci
ón
externa

Por
inexactitud
factual en las
historias | Datos
cuantitati
vos

Incorporar
monitoreo y
fuentes
secundarias
de datos | Análisis e
informes

Address EQs | Disemina
ción y uso

Materiales
publicados y
seminarios
web |

Reclutar y incorporar a los miembros del CAE



Asigna a la persona focal y al sustituto



Dos páginas: CMS y rol como miembro del CAE



Cronograma para la recolección + validación de datos



Refinar las preguntas y determinar los dominios de cambio (5)

Cambios concretos y visibles en comportamientos y prácticas de actores individuales y colectivos, así como cambios en las relaciones entre estos actores y en las políticas implementadas por cualquier grupo e institución apoyada o afectada por el portafolio

D1

**Defensa de los
derechos laborales**

D2

**Prácticas laborales
en el sector privado**

D3

**Fortalecimiento y
profesionalización
de los sistemas de
justicia laboral y
conciliación**

D4

**Eliminación de la
discriminación de
género en el lugar
de trabajo**

D5

**Aplicación de los
derechos laborales
e inspecciones de
normas laborales**

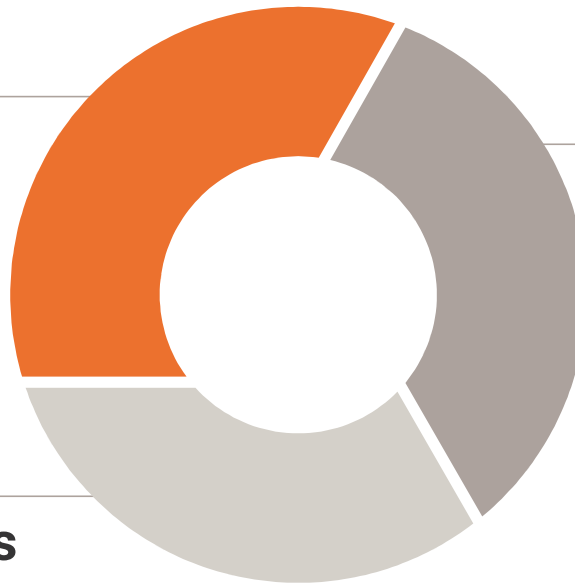
Recopilar historias de cambios significativos

Levantamiento de información

Entrevistas semiestructuradas +
discusiones en grupos focales /
Saturación de temas

Consultas Iterativas

Preguntas y aclaraciones
solicitadas a los participantes de
campo



Escritura y edición

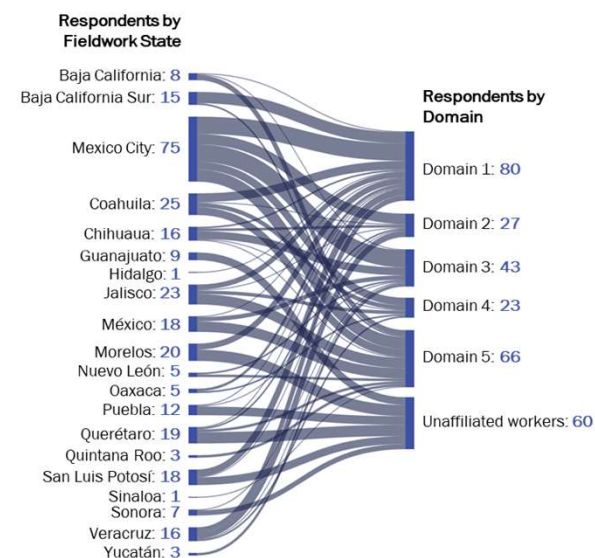
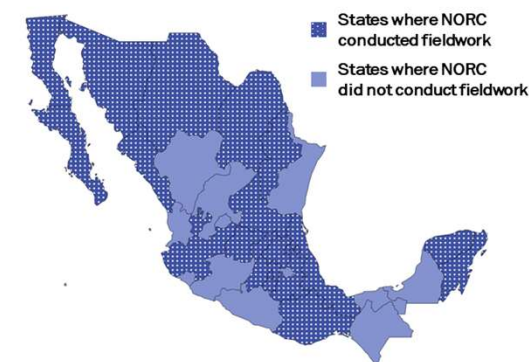
21 historias de cambio con 4
entrevistadores / Control de
Calidad / Traducciones español-
inglés

Recopilación de historias de cambio significativos: capacitación y trabajo de campo

Tres entrevistadores + coordinador y experto

Ejemplo:

- 264 (principal y bola de nieve)
- 60 trabajadores no afiliados en 6 zonas industriales



Recopilando historias de cambios significativos: Escritura y edición

DOMINIO 1



Trabajadores
agrícolas e
industriales |
Nuevos sindicatos
democráticos |
Libertad de
asociación y
contrato colectivo |
MRR

DOMINIO 2



Productores
agrícolas (azúcar y
café) | Mecanismo
de combate a la VG
en empresas
automotrices |
RRLM

DOMINIO 3



Acceso digital a
acuerdos colectivos | centros
de conciliación |
tribunales laborales

DOMINIO 4



Liderazgo femenino
de las trabajadoras |
elecciones
sindicales |
participación
femenina en el
negocio del café

DOMINIO 5

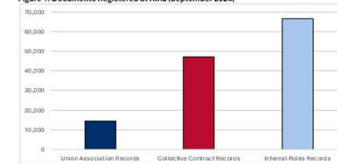


Inspecciones
laborales federales y
estatales

Cuantificación de las historias de cambio

- **Descripciones de contexto:** sitios de implementación, industrias, estados, regiones e indicadores nacionales.
- **Triangular y corroborar** los cambios capturados en las historias.
- **Fuentes principales:** datos PMP de 19 proyectos; encuestas del INEGI; Indicadores de la Secretaría de Trabajo de México (INDERLAB); y casos de MRR de ILAB.

Figure 1. Documents Registered at RIRL (September 2024)



Source: Centro Federal de Conciliación y Registro Laboral, Repositorio de Información del Registro Laboral, September 30, 2024.

Impact on Groups Most At-Risk of Labor Exploitation

The RIRL is publicly accessible via the internet. Before, in the CBAs, workers had little or practically no chance of knowing their unions' CBAs. Now, workers can easily search for these agreements and other documents of their unions online. Additionally, workers with physical disabilities often faced difficulties accessing CBA information through the JCAAs as interested individuals had to visit CBA premises and request the information in person. Currently, the procedures are online, which helps them access information on any individual geographical or to organize in the fight for their collective rights. However, these benefits are limited to those with access to a computer and internet connectivity, which imposes a disadvantage for those without such access. In 2022, 65.5 and 68 percent of urban and rural people (six years or older), respectively, had access to internet, and 43.8 percent of all households in Mexico had a computer (laptop, tablet or desktop).⁶ This high availability enables workers' ability to gain access to the RIRL. However, current and future workers' rights interventions should enable workers to become knowledgeable and realize the advantages of making time to access resources such as the RIRL and use the information in it.

Significance

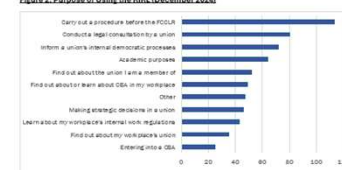
The RIRL is a very valuable tool for the defense of individual and collective labor rights. Workers can easily access information about the wages and benefits in their CBAs. Previously, company and union leaders were the only ones who had access to union contracts. Now, the CBA negotiation process and negotiated outcomes between union leaders and company representatives are transparent. The new and improved transparent negotiation process can lead to salary increases and improved working conditions because workers gain access to past negotiation outcomes and

⁶ INEGI (2024). Encuesta Nacional sobre Disponibilidad y Uso de Tecnologías de la Información en los Hogares (ENUTIH) 2023. More details available at: https://datos.bancomundial.org/indicadores/SDG4/ENUTIH/ENUTIH_23.pdf

compare what other companies and unions have agreed upon. Negotiations are no longer opaque processes between union and company leaders and may result in changes in their relationships, including greater salary increases and improved working conditions. Examples of the use of such documents and other data on salaries and benefits include the collective bargaining pursued by the group of independent democratic unions that have received the support from ILAB through the Solidarity Center.

While the number of users surpassed 43,000 in October 2023, the number of monthly users continued to diminish through February 2024, when users stabilized to an average of 4,500 per month. Based on a web survey collected by the implementing partner from 309 respondents,⁷ the most frequent purposes reported for accessing the RIRL were to conduct a procedure before the FCCLR (113 users), make a legal consultation by a union (80), and inform a union's internal democratic processes (72 users).

Figure 2. Purpose of Using the RIRL (December 2024)



Source: AIR web exit survey.

Sustainability

The RIRL is considered institutionalized because it has a legal basis in the Federal Labor Law, the Organic Law of the FCCLR, and the Organic Statute of the FCCLR. Funding for the RIRL is included in FCCLR's budget. The FCCLR continues uploading all new CBAs and documents to the system. At the time of the project's termination, the SGLLE project was working on the software programming for version 2.0 of the RIRL platform, which included significant improvements to the database structures and interfaces. While FCCLR's DTI manages the RIRL's computing code and the SGLLE project trained FCCLR in making minor improvements to the RIRL, a major sustainability challenge

⁷ Respondents (n=309) included union lawyers (18 percent), union secretary general/board members (17 percent), unionized workers (16 percent), unaffiliated workers (9 percent), employees/owner of attorney (9 percent), civil society members (8 percent), students (8 percent), public servants/authorities (6 percent), academics (3 percent), and other individuals (6 percent).



10+

Fuentes secundarias oficiales



19

Datos de monitoreo de proyectos

Validación y Ranqueo

División por dominio y selección de submuestra para encuestas en línea/telefónicas ($n=61$).

Los participantes de la encuesta y del taller **validaron la precisión** de cada enunciado de cambio

Ranqueo de cambios significativos por dominio

Perspectivas diversas. El ranqueo fue valioso, pero el hallazgo más importante fue identificar los criterios que los encuestados usaron para clasificar los cambios significativos de la manera en que lo hicieron.

[illegible]

121

Validación y clasificación de historias CMS



26

Discusiones moderadas

Verificación externa(si es necesaria)

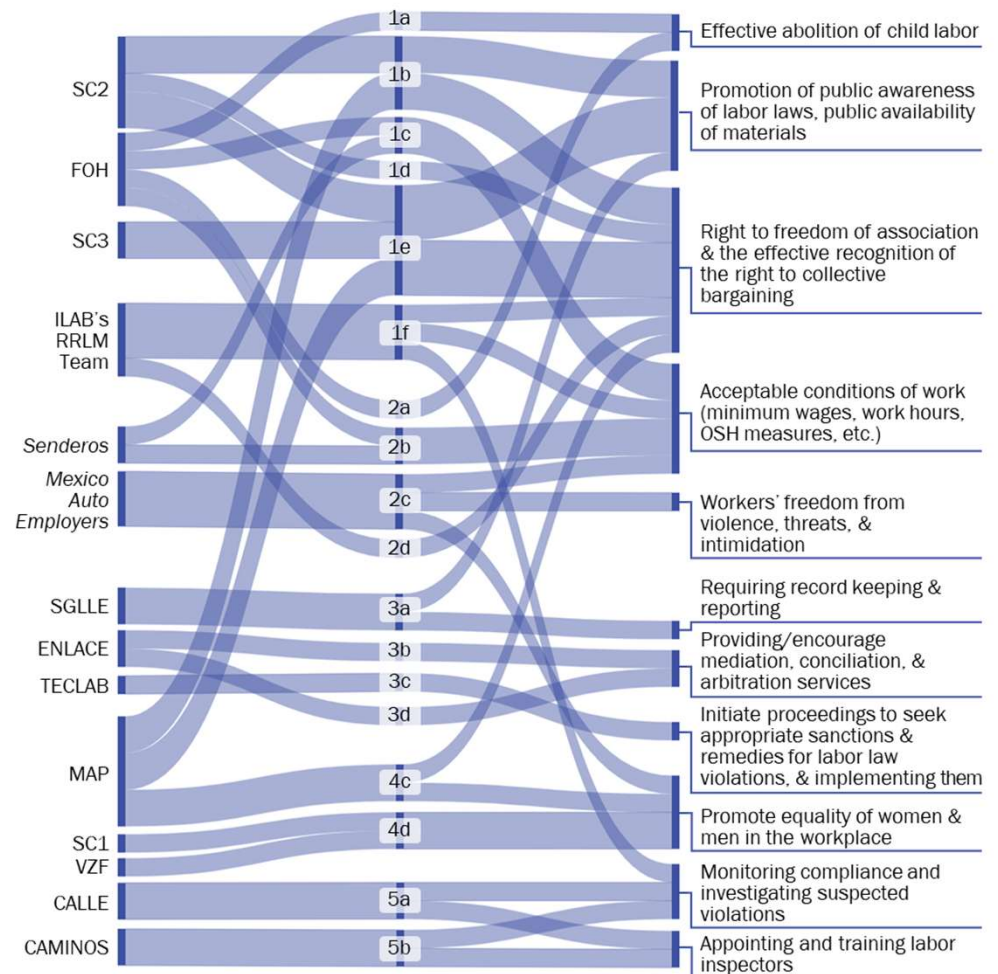
- Verificadores externos identificados por actores locales en cada historia de cambio significativo.
- Solo en caso de que la validación revele inexactitudes fácticas en(s) historia(s) de cambio significativo.
- Se realiza mediante entrevistas estructuradas presenciales o remotas, o por correo electrónico.
- No fue necesaria en este proyecto – Las actividades de validación confirmaron la precisión factual de las descripciones de cambios significativos.



Análisis e informes

Para cada dominio de cambio:

- Resultados influenciados
- Factores positivos y negativos
- Efectividad de la asistencia técnica
- Escalabilidad y replicabilidad
- Papel de los actores locales
- Sostenibilidad de los resultados (a corto y largo plazo)



Difusión, promoción del uso y aprendizaje


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USMCA Labor Technical Assistance Evaluation

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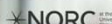


A complexity-aware evaluation of Mexico's labor reform efforts and USMCA's labor priorities

Problem

ILAB wanted to assess the outcomes of its technical assistance efforts in support of United States-Mexico-Canada Agreement (USMCA) labor priorities.

The Bureau of International Labor Affairs at the U.S. Department of Labor (ILAB) funded technical assistance in Mexico to support labor reform and the labor priorities of the USMCA out of a \$180-million implementation legislation. ILAB needed to document any intended and emergent collective outcomes in key domains of change from its projects involving stakeholders from government, private sector, labor, media, civil society, and academia across multiple states that aimed to promote compliance with the USMCA. The initiatives focused on enhancing Mexico's ability to enforce labor rights, implement labor reforms, eliminate child and forced labor, and boost women's economic empowerment.



EVALUATION LEARNING BRIEF | May 2025
PROGRAM EVALUATION OF USDOL ILAB'S TECHNICAL ASSISTANCE IN MEXICO UNDER THE USMCA: KEY RESULTS AND LEARNINGS

Credit: John (Abbie Stock), Generated with AI

KEY RESULTS

This brief summarizes the key contributions from the ILAB-funded technical assistance to five domains of change. The following outcomes emerged as the Most Significant Changes from a comprehensive sample of respondents. The list is not exhaustive, and the results illustrate the mechanisms of change with clear descriptions of ILAB's contributions to the outcomes. We also identified a case of lack of change in Domain 5.

PROGRAM OVERVIEW

The U.S. Department of Labor's Bureau of International Labor Affairs (ILAB) monitors Mexico's implementation of its labor commitments under the U.S.-Mexico-Canada Agreement (USMCA) and supports compliance through technical assistance projects funded by the agreement's \$180 million implementing legislation.

The 19 projects in the portfolio worked with government, worker organizations, private sector, academia, media, and civil society to improve Mexico's capacity to implement its labor reforms, respect labor rights enshrined in the Constitution and in ILO's Declaration on Fundamental Principles and Rights at Work, and combat child labor and forced labor. USDOL commissioned NORC as the University of Chicago to conduct an independent program evaluation to identify outcomes and contributions of ILAB's Portfolio of Technical Assistance in Mexico under the USMCA.

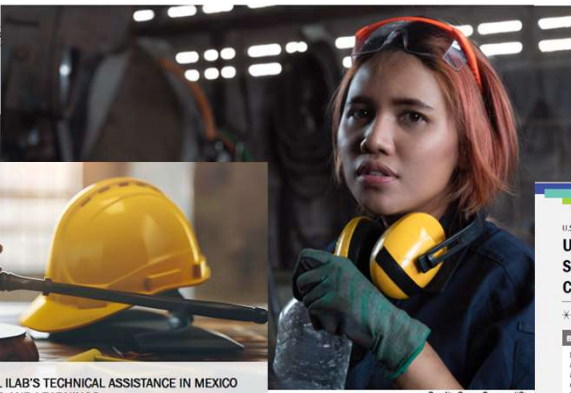
Full report results and learning materials are available at NORC's website.

Domain 1. Worker Advocacy for Labor Rights

- Child labor stopped or decreased in target sugarcane fields and coffee plantations in 24 communities in Veracruz and Oaxaca (2022-2023).
- Workers at 5 target exporting companies in Coahuila, Morelos and San Luis Potosí democratically elected independent unions (2020-2023).
- Target agricultural workers in Oaxaca and Veracruz began advocating for their employers to adopt OSH measures (2023).
- Four independent mining and automotive unions in Coahuila, San Luis Potosí and Morelos established transparent practices to handle union member dues (2022-2023).
- Five independent mining, automotive and industrial manufacturing unions in Coahuila, Guanajuato, Morelos, and San Luis Potosí gained formal registration and ratified their CBAs (2022-2024).
- In one to nine months, three independent unions and a worker organization, representing over 10,000 eligible workers, obtained employer recognition and respect for labor rights, influenced by the USMCA's Rapid Response Labor Mechanism (RRLM) (2021-2023).

Domain 2. Private Sector Labor Practices

- A sugar mill in Veracruz created a corporate social responsibility (CSR) unit to prevent child labor and protect cane cutters (2024). Also, five sugarcane mills in Jalisco, Nayarit and Veracruz invested in OSH measures, reducing work accidents (2023-2024).



Credit: Omar Osman (iStock)

PORT OF USDOL-ILAB TECHNICAL E USMCA

a. Ph.D.
2024 - November 16, 2024

U.S. DEPARTMENT OF LABOR, BUREAU OF INTERNATIONAL LABOR AFFAIRS (ILAB)
USMCA/MEXICO PROGRAM EVALUATION: PROMOTION OF OSH STANDARDS AND PREVENTION OF CHILD LABOR AND FORCED LABOR IN MEXICO

U.S. DEPARTMENT OF LABOR, BUREAU OF INTERNATIONAL LABOR AFFAIRS (ILAB)
PROGRAM EVALUATION OF USDOL-ILAB TECHNICAL ASSISTANCE UNDER USMCA

U.S. DEPARTMENT OF LABOR, BUREAU OF INTERNATIONAL LABOR AFFAIRS (ILAB)
USMCA/MEXICO PROGRAM EVALUATION: STRENGTHENING UNION DEMOCRACY, LABOR COURTS, AND THE LABOR CONCILIATION SYSTEM

BACKGROUND

ILAB monitored Mexico's implementation of their labor commitments under the United States-Mexico-Canada Agreement (USMCA) and supported compliance through technical assistance projects provided for in the agreement's \$180 million implementation legislation. Since 2020, ILAB's implementing partners provided expertise to Mexican worker organizations to safeguard their labor rights, which are enshrined in the 2019 Mexican labor reform. ILAB projects also engaged the federal and 10 state labor inspectorates to expand their capacity to enforce labor rights, as well as worked closely with the Government of Mexico at the federal and state levels to support and strengthen new conciliation and justice institutions.

OUTCOMES AND ILAB CONTRIBUTIONS

The USMCA technical assistance program contributed to four main areas of institutional change under the labor reform: creating independent unions that promote union democracy, promoting the efficiency and effectiveness of labor inspections, strengthening the institutional capacity of the federal and state labor conciliation systems, and supporting the efficiency of state conciliation centers and labor courts.

Using the Most Significant Change (MSC) method, NORC captured how ILAB-funded technical assistance contributed to key outcomes. The examples below reflect select findings and do not represent the entire scope of the changes that occurred. Similar changes may have occurred elsewhere, while some states and communities may not have experienced the same results. The evaluation focused on contributions within ILAB's priority industries and communities.

Between 2020 and 2025, ILAB's implementing partners developed capacity building, coaching, and institutional development strategies to engage with worker organizations. These efforts strengthened workers' technical capacity and union infrastructure in the automotive, mining, rubber, and other export industries in key states, including Coahuila, Guanajuato, Puebla, Querétaro, and San Luis Potosí.

Several of these unionization campaigns were instrumental to end years-long efforts to create and register new democratic unions and prepare worker leaders to represent themselves, maintain independence, negotiate on behalf of their fellow workers, and file claims of labor rights violations.

"In each negotiation, in each signing of single agreements that we have obtained, we have always invited the Federal Center for Conciliation and Labor Pledges (FCCLR) to be present as witness. The Solidarity Center and their legal team have accompanied us at each step of the journey, including support for us to travel for negotiations in Mexico City."

— Secretary General of a democratic union in the rubber sector

The Solidarity Center (SC) partnered with the University of California Los Angeles (UCLA) Labor Center to organize a worker exchange that provided workers with first-hand knowledge about the structure, organization, and activities carried out by U.S. worker centers. Implementing partners supported the creation of the new Fepurco Coahuila worker center ("Casa Olera") registered to start operations in January 2025. This partner also helped create three Labor Centers in Mexico to inform project strategies, conduct worker outreach and union organizing in the mining, salt, and other export sectors.

• Universidad Autónoma de Querétaro (UAQ) Labor Center, since August 2022.

• Universidad Autónoma Metropolitana (UAM) Labor Center, since December 2022.

• Universidad Nacional Autónoma de México (UNAM) Labor Center, since May 2024.

the capacity of (Teacher of the United through 19 technical in private sector, and "employees" between women and assistance* to any her tripartite partners April 2024 and May

d technical outcomes t similar zones.

ince I was clerks, I labor, I right to id labor is

ual and collective young and institutions

Veracruz - Oaxaca

2023 Coahuila, San Luis Potosí, Morelos

Oaxaca and Veracruz

022 Coahuila, Morelos and San Luis Potosí

022 San Luis Potosí, Morelos and Coahuila

2023 Coahuila, Guanajuato, Morelos, San Luis Potosí

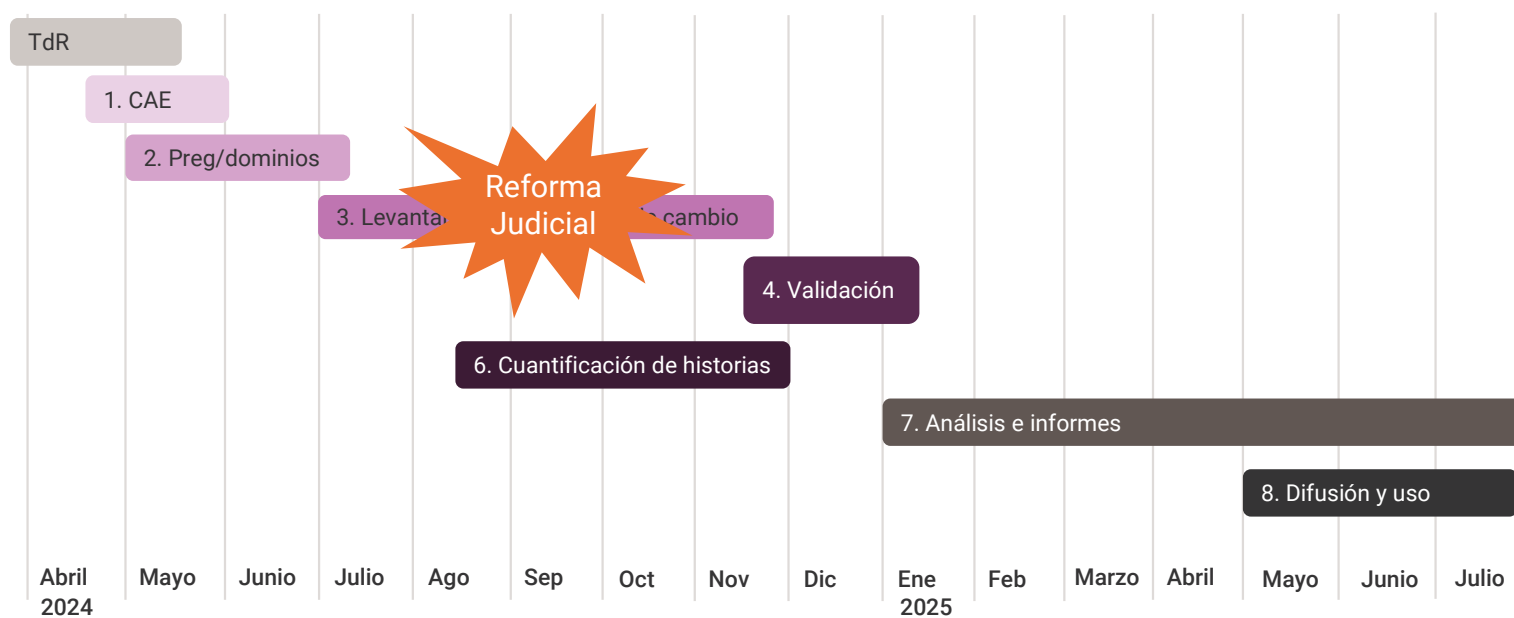
the Tomato and Chile or and Forced Labor in San Luis Potosí Equal Courts and Districted Coahuila in Mexico vior's Auto Sector.

<https://www.norc.org/research/projects/usmca-labor-technical-assistance-evaluation.html>

Cronograma de evaluación

Paso a paso

Cronograma



Lecciones aprendidas



Lecciones metodológicas

- ❑ Idealmente, se requiere de al menos **una historia piloto** completa y comentada con 4-5 entrevistas para brindar retroalimentación a evaluadores de CMS por primera vez antes de la recolección y análisis de datos principales.
- ❑ Redacte historias de CS de manera colaborativa en el idioma de la comunidad o informantes.
- ❑ Limita el número de historias de cambio significativo que deba perseguir en Términos de Referencia.



Source: <https://thecynefin.co/>

Lecciones sobre la gestión del método

- ❑ Plazo y presupuesto **flexibles** para la recolección de datos.
- ❑ Anticipar **divergencias** dentro del equipo del donante sobre los métodos conscientes de complejidad y los resultados.
- ❑ Prepárese a hacer cambios en el equipo de evaluadores locales (nuevos en CMS) para una adaptación ágil del trabajo de campo según el muestreo en bola de nieve para aumentar la cobertura y diversidad.
- ❑ Personalizar el enfoque con los miembros del Consejo Asesor para transmitir de manera efectiva la necesidad de una amplia muestra de actores y obtener una lista completa de contactos, no solo de participantes directos de proyecto.



Source: <https://www.doriansolutions.com/>

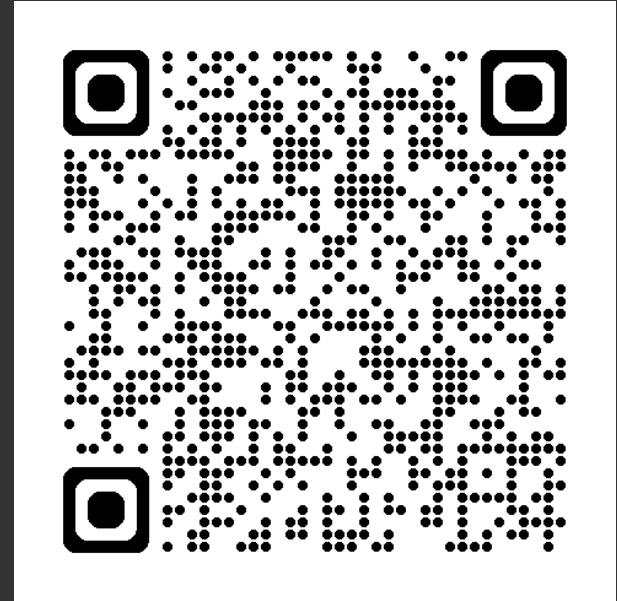
Conclusiones



Verificando nuestras suposiciones

1. El CMS dio la flexibilidad necesaria para responder a las preguntas de evaluación de un amplio espectro de informantes e involucrar a los actores de interés.
2. El deseo de usar un método consciente de la complejidad no equivale a que se acepte comprometer los hallazgos a las limitaciones del método.
3. Aunque los intereses y valores en torno a los resultados varían entre los actores del portafolio, sus perspectivas son considerablemente diferentes a las de los trabajadores y actores que no participan en estos programas, y existen resistencias a aceptar esas perspectivas desde dentro.
4. Los procesos participativos promovieron la relevancia de hallazgos para los actores y de las recomendaciones.

Gracias



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Conversatorio

