The page features a decorative graphic consisting of three overlapping blue circles of varying sizes, arranged in a diagonal line from the top right towards the bottom right. Two thin blue lines intersect at the top left, forming a large 'V' shape that frames the circles. The circles are composed of concentric layers of different shades of blue, creating a 3D effect.

Evaluation of ILO Project "Strengthening labour inspection services" (INT/09/62/NOR)

**Karstein Haarberg
15/02/2011**

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Acronyms

| | |
|-----------|---|
| ACLAE | Arab Centre for Labour Administration and Employment |
| ARLAC | African Regional Labour Administration Centre |
| CABIN | Cabinet Unit in ILO |
| CIS | Commonwealth of Independent States |
| CTA | Chief Technical Advisor |
| DGFASLI | Directorate General for Factory Advice Services and Labour Institutes |
| DIALOGUE | Dialogue Department in ILO |
| DWCP | Decent Work Country Programme |
| EU | European Union |
| FAO | United Nations Food and Agriculture Organization |
| GNP | Gross National Product |
| HIV/AIDS | Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome |
| HQ | Head Quarter |
| IALI | International Association of Labour Inspection |
| IFP | InFocus Programme |
| ILO | International Labour Organization |
| ILOLEX | ILO International Database on Labour Standards |
| IPEC | International Programme on the Elimination of Child Labour |
| ISLSSL | International Society for Labour and Social Security Law |
| ITC | International Training Centre |
| LAB/ADMIN | Labour Administration unit in ILO |
| LI | Labour Inspection |
| MOSAL | Ministry of Social Affairs and Labour |
| OSH | Occupational Safety and Health |
| PARDEV | Partnership Development unit in ILO |
| SECTOR | Sector unit in ILO |
| SIT | Secretariat of Labour Inspection |
| SLIC | Senior Labour Inspectors Committee |
| TC | Technical Cooperation |

Executive Summary

Background and Context

The Norwegian-funded ILO project, “Strengthening labour inspection services” supported activities related to the Joint Immediate Outcomes and the development of universal tools. The project was aimed at strengthening and developing capacity building for labour inspection services in Angola, Brazil, China, India and South Africa. The project methodology included the conduct of labour inspection assessments and surveys when a specific need was expressed for it by the government. It also included a systematic capacity building of national labour inspection services through the development of national labour inspection action plans or programmes followed by a design of national training plans and national training strategies. The aim was for measures and activities identified in the labour inspection plans, programmes and training strategies to be subsequently implemented.

The objective of the evaluation is to assess the efficiency and extent of the implementation of the Norwegian funded project, “Strengthening labour inspection services”. It is particularly important to evaluate the efficiency and impact of the methodological approach that was applied within the projects for the capacity building of national labour inspection services, with the background idea that it could be developed for future use.

Methodology

The evaluation methodology triangulated the following forms of data: a) Existing information - the evaluation consultant reviewed existing documentation and related material; b) Participatory data collection - the evaluator participated in the “Strengthening labour inspection services experience-sharing workshop” in ITC Turin during late January 2011. The evaluator also did workshop sessions and interviews with project stakeholders attending the Turin workshop. These sessions and interviews covered achievements and challenges up to present, vision, actions and recommendations; and c) Analysis - after returning from the ITC Turin workshop and receiving the responses from the questionnaire survey, the analyses culminated in the drafting of this report.

Main Findings and Conclusions

The project has progressed well in all countries (particularly given its short operational time) towards the set objectives. In particular, immediate objective 1 has progressed well. Immediate objective 2 (related to social partners) has also seen progress but it has, for understandable reasons, been less focused than immediate objective 1.

The project is too short and small to have significant (tangible) impact on the development objectives.

The project received good support from the ILO and national stakeholders. National governments were also supportive.

The project gained much from the preceding project, especially in regards to global products. These global products were utilised and further developed (this included translation).

The log-frames indicators were used in the progress report (January – June 2010), and proved to be slight better as a project management tool than the log-frame in the preceding project. The enclosed log-frame in Annex 2 is the log-frame as it looked when the project ended in January 2011.

Recommendation

The project has demonstrated success in implementing planned activities and has shown good results in a short period. Therefore, the project should continue. As observed by the evaluator, this is also the intention of the Norwegian donor, as it is not in line with good practice to run a short-term project for one year or less. The project should come into the regular donor agreement with Norway, and gain longer-term stability in terms of budget and deliverables.

While the project should continue, the evaluator is of the view that not necessarily all the present countries should continue in the long term. Some countries, particularly China and Brazil, are relatively strong countries regarding labour inspection and other countries may benefit more from the Norwegian project funding. ILO LAB/ADMIN should revise the country coverage and make an exit strategy for the countries that should be phased out from the project.

The global products developed in the preceding project and this project have now come to phase to the point where the economics of scale is being realized. With relatively small cost, the global products can be distributed to more beneficiaries. Even if smaller changes and translations are needed, this can be done with little cost. The global products may have the potential to reach more beneficiaries by developing them as online packages. It is recommended that this be implemented as a means of garnering continuity.

Lessons learned

The evaluation process identified the following lessons learned on the project design:

1. Capacity development projects must take a medium-term perspective, regarding both implementation and funding.
2. The national context of each participating country needs to be assessed and considered in the project design.

1. Background

The importance of labour inspection in promoting Decent Work has been widely recognised. Yet the ILO’s experience is that, in reality, many labour inspectorates are poorly resourced and unable to make a significant impact in the workplace.

International standards for labour inspection have existed for many years. The Labour Inspection Convention 1947 (No.81) and the Labour Inspection (Agriculture) Convention 1969 (No. 129) have been widely ratified. Recently, the Promotional Framework for Occupational Safety and Health Convention 2006 (No. 187) and the Work in Fishing Convention 2007 (No. 188) were adopted, together with their accompanying Recommendations. These Conventions include specific provisions for labour inspection.

However, in many countries, globalisation and the changing world of work with its new employment patterns have been accompanied by reduced government interventions in the workplace. Even where

there is general agreement on the benefits of labour inspection, the real impact of inspectors has often been limited, especially amongst vulnerable or hard-to-reach groups and the expanding informal economy, as recent accident and ill-health trends show. There are various reasons according to the project document,¹ including:

- Low political priority for labour inspection with little or no mention of the subject in national policy frameworks or in Decent Work Country Programmes;
- Significantly outdated national legislation, especially on safety and health;
- A restricted legal mandate for labour inspection, either by size of enterprise (e.g. excluding small firms and the informal economy) or by economic sector (e.g. excluding agriculture or construction) or by subject (e.g. covering employment relations but not safety and health);
- Weak labour administration and a growing number of challenges for labour inspectors (e.g. combating forced labour, child labour and HIV/AIDS);
- A significant lack of resources for labour inspection overall. In many countries, inspectors are unable to carry out routine visits in rural areas simply because of a lack of transport. A lack of computers, electronic means of reporting and development of databases means that data is not readily available to assess compliance for the purposes of strategic planning and setting priorities;
- Inefficient working practices and organisation. While there may be good advice on new ways of working, the old systems and attitudes tend to persist;
- A large and/or growing informal economy, with various disincentives for employers to declare employees. Any strategy to increase compliance with the law will necessarily have to address employers and workers as well as the labour inspectorates to overcome these disincentives; and
- Insufficient involvement of social partners in the labour inspection system and lack of understanding of labour inspector role. For example, there is often misunderstanding about the important role that inspectors play in prevention and in promoting decent work, without the need for any enforcement measures.

In addition, the ILO points out that outdated attitudes within inspectorates persist in many countries, further weakening their effectiveness. Inspectors who are used to old ways of working, for example, can be reluctant to adapt to change or take on new responsibilities. Such responsibilities might include promoting compliance with gender sensitive legislation or other new topics like HIV/AIDS in workplaces. Gender imbalances amongst the staff of inspectorates themselves also persist, with frequently more men than women employed, in spite of the requirements of Convention Nos. 81 and 129 mandating that both men and women be eligible for appointment to the inspection staff. Therefore, gender equality is an issue for inspectorate staffing as it is for workplaces in general.

ILO Labour Inspection work

In response, the ILO has provided technical assistance to its constituents in promoting the implementation of Convention Nos. 81 and 129. The ILO has published materials on labour inspection; recently among these is the publication on “Integrated Labour Inspection Training System” and “A Toolkit for Labour Inspectors”. The ILO also published handbooks for labour inspectors on HIV/AIDS,

¹ Proposal for activities under the Norway-ILO co-operation agreement 2008-09 Labour Inspection

Forced Labour and Human Trafficking, as well as several manuals on child labour inspection in Latin America, and a new manual on labour inspection and the elimination of child labour. For the biennium 2008-09, a new methodology for conducting tripartite labour inspection audits was developed and is now being used successfully in some countries.

In the light of all these developments, and also a “General Survey on labour inspection” carried out in 2005-06, the ILO Governing Body decided in November 2006 that the ILO should “develop, evaluate and implement a strategy for the support of the modernisation and reinvigoration of labour inspection”. In 2007, the ILO was also mandated to promote better implementation of its Priority Conventions, which include Convention Nos. 81 and 129. The ILO Declaration on Social Justice for a Fair Globalisation was adopted in June 2008, specifically calling for effective labour inspection as part of the strategy for achieving Decent Work.

The ILO Programme and Budget for 2008-09 included a Joint Immediate Outcome on strengthening labour inspection with prescribed strategies. The Joint Immediate Outcome was formulated to “Increase member States’ capacity to carry out labour inspection”. Three indicators were set for the outcome:

- a) Number of member States that apply ILO assistance to carry out tripartite audits of their labour inspection systems, with a target of 10 member States across all regions;
- b) Number of member States that apply ILO assistance to formulate national action plans on labour inspection, with a target of 15 member States across all regions; and
- c) Number of member States that apply ILO assistance to increase financial resources allocated to labour inspection, with a target of 10 member States, across all regions.

The funds came from the regular and strategic budgets for strengthening labour inspection and totalled USD 2,733,431 for the biennium. The need for the “ILO [to] seek extra-budgetary resources to expand its activities in this area” was highlighted in the ILO Programme and Budget 2008-2009.

2. The project, “Strengthening labour inspection services”

Norway allocated extra funding (the total sum of USD 5 million (NOK 30 million)) to the ILO during “The Revised National Budget 2009” in May 2009. The Norwegian Ministry of Foreign Affairs, in collaboration with the ILO, then started to search for possible projects that could satisfy the conditions set by the Parliament.

The first Norwegian funded ILO project was “Enhancing Labour Inspection Effectiveness” which supported both activities related to the two Joint Immediate Outcomes as well as the development of tools for global use.

The second project was, “Strengthening labour inspection services”, a project that aimed at developing a full programme of activities for assisting the ministries of labour in further developing their capacity in the area of labour inspection. In doing so, LAB/ADMIN linked closely with other technical departments and units such as GENDER, in full cooperation with the respective SROs, and built a network of consultants and experts on the matters relating to the building of a sound knowledge base. In particular, LAB/ADMIN relied on the networks established with other international and regional organisations for

labour inspection (i.e. the International Association of Labour Inspection (IALI) and regional groups). About USD 2.5 million was allocated to this project. Angola, Brazil, China, India and South Africa were chosen as case countries.

The immediate objectives of the project were:

1. The strengthening and modernising of labour inspection systems and the empowerment of their staff in performing labour inspection tasks.
2. The placing of labour inspectorates, employers’ and workers’ organisations and other institutional partners in a better position to engage in programmes and policies promoting compliance with legislation.

The project aimed at strengthening and developing capacity building for labour inspection services in Angola, Brazil, China, India and South Africa. The project methodology included the implementation of labour inspection assessments and surveys when a specific need was expressed for it by the government. It also included a systematic capacity building of national labour inspection services through the development of national labour inspection action plans or programmes in addition to a design of national training plans and national training strategies. Measures and activities identified in the labour inspection plans, programmes and training strategies were subsequently implemented.

The provision of training with the help of the train-the-trainers approach was one important cornerstone in this strategy; it was a way to ensure active commitment and ownership from the government’s side at a low cost.

Parallel to that, the labour inspection training modules, which were developed within the labour inspection projects, GLO 09/50/NOR, RER 09/50 NOR and RAB 09/50/NOR (under the same donor as “global products”), were translated from English into the languages of the project countries (Chinese and Portuguese) for their subsequent use for training activities at the national level. Further policy documents were developed at the global level to support activities at the national level, such as labour inspection guidelines and training modules for specific themes.

Labour inspection assessments and/or surveys were conducted in Angola in addition to some selected provinces in China and the state of Maharashtra in India. In South Africa, a labour administration and inspection assessment had already been completed in 2009. In most of the project countries, labour inspection programmes or action plans were elaborated and their implementation commenced the second half of 2010. An exception was Brazil, where the emphasis was more on the exchange and development of best practices in selected fields of labour inspection, also in an inter-regional context.

Following up on the second immediate objective of the project, which targeted collaboration and synergy between labour inspectors and social partners, social partners had been invited to training sessions and workshops.

3. Purpose of Evaluation

The objective of the evaluation was to assess the efficiency and extent of the implementation of the labour inspection projects. It is particularly important to evaluate the efficiency and impact of the methodological approach that was applied within the projects for the capacity building of national labour inspection services, with the background idea that it could be developed for future use.

In addition, the terms of reference asked the evaluation to provide evidence that an extension of the projects through the allocation of additional project funds would result in consolidating the results of the earlier project, which was not long enough to ensure sustainability. This was to be an important step for the countries covered by these projects to strengthen their labour inspection services, which in most cases continues to be a national strategic objective in the biennium 2010- 2011. Moreover, this was seen as a significant cornerstone for the development of a programme for countries worldwide, which aimed at strengthening national law enforcement machineries in a sustainable manner. This was a crucial condition for ensuring decent working conditions globally. A final evaluation is also a compulsory part of ILO policy in the field of technical cooperation.

The purpose of the final evaluation was to:

- a) Determine if the projects have achieved the stated immediate objectives and to explain the difficulties encountered and identify lessons learned;
- b) Determine to which extent the identified outputs (see project log-frames) have been achieved and assess the implementation status (in particular, labour inspection action plans);
- c) Evaluate the quality of the project design, project management and performance monitoring *vis-à-vis* the achievement of project immediate objectives; and
- d) Assess the potential of project continuation and of a consolidation of project results achieved towards the fulfilment of the milestones indicated in the P & B 2010-2011 under outcome 11, indicator 11.2: strengthening labour inspection systems in line with international labour standards and the Strategic Policy Framework 2010-15, according to the terms of reference.

4. Evaluation Methodology

The evaluation framework

The evaluation methodology triangulated the following forms of data:

- Existing information: the evaluation consultant reviewed existing documentation and related material;
- Participatory data collection: the evaluator participated in the “Strengthening labour inspection services experience-sharing workshop” in ITC Turin during late January 2011. The evaluator also did workshop sessions and interviews with project stakeholders attending the Turin workshop. These sessions and interviews covered achievements and challenges, vision, actions and recommendations; and

- Analysis: after returning from the ITC Turin workshop, and receiving the responses from the questionnaire survey, the analyses culminated in the drafting of this report.

The evaluation was undertaken in three steps:

Step 1. Preparation: when initiating the evaluation, project documents and other relevant material were studied. Additionally, the design, set-up and implementation of a questionnaire study were completed in this initial step;

Step 2. Participation in the workshop, “Strengthening labour inspection services experience-sharing workshop” in ITC Turin in late January 2011; and

Step 3. Preparing the report: after returning from Turin, the evaluator analysed the experiences and material and drafted a report. The draft report was circulated for comments and then finalised.

The evaluation was mostly a desk study, except for the Turin workshop. A questionnaire survey to stakeholders in the project was undertaken but generated too low response rate to be useful. The findings and report are therefore only based on project documents and findings from the Turin workshop.

Definition of Key Evaluation Terms

The evaluation used OECD definitions, from the “Glossary of Key Terms in Evaluation and Results Based Management”. Key terms are presented below, for the sake of clarity:

Relevance

“The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, the particular needs of each country, global priorities and partners and donors’ policies.”

The OECD notes that retrospectively, the question becomes whether the objectives of an intervention or its design are still appropriate given changed circumstances.

Efficiency

“A measure of how economically resources/inputs are converted to results.”

Effectiveness

“The extent to which development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”

Impact

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

Sustainability

“The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continues long-term benefits. The resilience to risk of the net benefit flows over time.”

5. Findings

This chapter will present the findings from the evaluation process. First, we will sum up findings related to achievement/results and the challenges present for the duration of the project. Second, the findings related to the evaluation questions are also summarised. The terms of reference asked particular questions and where relevant we will use these questions as sub-headings.

Achievements and results

The ILO project, “Strengthening labour inspection services” has met or partially met its objectives. The project has been implemented in an efficient and effective manner. The ILO and national-level stakeholders exhibited good participation and ownership, contributing to results. All national level activities have been undertaken, with reasonable deviations from the initial project descriptions. The evaluation did not identify significant project deficiencies that could be related to the ILO. The exception was underestimation of the time needed for the planning phase, leading to a work overload on the staff.

The achievements and results varied according to country, as the situations and context were different. Below are key highlights from the different countries. A more elaborated summary is found in Annex 1, as well as examples throughout the report:

India

India had activities for developing a national training strategy at the central level. In addition, India had two regional projects, one in Bihar and one in Maharashtra. The one in Bihar focused around developing sustainable training capacity and the one in Maharashtra focused on assistance in policies for labour inspection and improved implementation.

Additionally, a labour inspection work programme on OSH with (Directorate General for Factory Advice Services and Labour Institutes) DGFASLI (including OSH inspection in ports) was undertaken. Awareness rising for the social partners was also a part of the programme activities.

The achievements and results that the programme has created are:

The training strategy has been successful implemented, particularly in Bihar. The State has designed and delivered its own training for labour inspectors in a sustainable manner. In Maharashtra, there is a new framework for a more effective labour inspection system that includes:

- a labour inspection policy
- labour inspection planning
- labour inspection guidelines and checklists
- training materials

South-south cooperation has been initiated. Some of the partners in the programme have visited each other or met with each other to learn and observe. Some upcoming activities with other Asian countries have been initiated.

China

ILO support to China arrived in a timely manner; that is to say just after a review of China’s labour inspection in 2009. The project was tied into the follow-up of the review conducted. It was China’s first international cooperation project in the field of labour inspection. The key results from the project are:

The project contributed to a national labour inspection development strategy that provided assistance for the 12th five-year plan. A TOT programme was also initiated and a team of national experts built and strengthened their capacity. In addition, advocacy and information were disseminated. International good practices were promoted. Given the size of China’s labour market and the size of the LI system (with 3,291 labour inspection agencies and more than 23,000 inspectors (OSH and some other entities not included)), even a modest impact on the system was considered to be good.

In regards to output, the project generated three publications (a bilingual LI brochure, a bilingual LI publication and the Chinese edition of the training manual). Surveys and consultation were conducted in two provinces. Three interventions (LI strategy in Ningxia, TOT in Jiujiang and new inspectors’ training in Qinzhou) and three international activities (20 senior labour inspectors attended a training course in Turin; three national experts participated in a training and team building in Turin and 2 officials attended an exchange meeting in Brazil) were conducted. Three activities on OSH inspection (OSH inspection review, Symposium and TOT) were also undertaken as a part of the project.

The project had the following main achievements:

- Contributed to a national labour inspection development strategy (the 12th five-year plan including HRD);
- A TOT programme was initiated;
- A team of national experts was built and their capacity strengthened;
- Advocacy and the dissemination of information; and
- International good practices were learned and promoted.

South Africa

Following a request from the government for technical assistance, a labour administration and inspection audit was carried out in November 2009. The government intended to restructure its labour department, including labour inspection and asked the ILO for assistance. The project therefore started very quickly in South Africa. Findings and recommendations were included in a report, which was endorsed by the government in February 2010.

The major project achievements in South Africa are:

South Africa is committed towards the ratification of ILO Convention Nos. 81 and 129; therefore, parallel with the restructuring of the labour department, there is a strong will to embark on sustained capacity building in labour inspection. The proposals for restructuring the labour department have been fully endorsed. A process for the ratification of ILO Convention No. 81 was launched during the project period.

The ILO Technical Memorandum was taken as one of the basic guidelines for the DoL Repositioning Project. Feedback from stakeholders show that the input by the DoL participants on return from Turin,

Spain, Portugal and Brazil have empowered the management of the labour inspectorate with regards to use of information technology, training strategy and networking with other emerging economy countries.

The DoL Headquarters was restructured. One major achievement relating to the restructuring was the creation of the Inspection and Enforcement Department (IED); this allowed for the reinforcement of the Central LI Authority. The Inspection and Enforcement Service (IES) is now able to exert greater influence in planning and programming Labour Inspections. Labour inspection is regarded as a key pillar in Labour administration rather than a service provider.

All partners, governments, workers, employers involved in the project have become more sensitized towards the role of efficient labour inspection and are paying particular attention to the implementation of the Decent Work agenda in South Africa and its modernisation.

Gaps in labour administration and labour inspection have been identified and recognized by local partners.

Training has been provided to managers, trainers at the national level, as well as to junior labour inspectors in one of the provinces.

ILO training tools were adapted and widely distributed in South Africa. The LI trainers were empowered to use them for training of labour inspectors.

Brazil

In Brazil, the focus was on dissemination, training, production and exchange of good practices in labour inspection. The implementation of a labour inspection assessment was not deemed necessary by the government. This reflects the fact that Brazil’s labour inspection is on a higher level than many middle-income countries and other countries supported by the ILO. Over the past several years, the Secretariat of Labour Inspection (SIT) has increased the number of civil servants in its ranks, improved its databases, and created special units, like the one to combat forced labour. These advances continue with the implementation of the New Methodology of Labour Inspection (April 2010), which represents an important shift from the last 23 years of institutionalization to a more results-oriented, strategic, quality-controlled, efficient and effective modus operandi for labour inspectors, thus moving away from a solely quantitative, numerically-oriented and finite enforcement.

A big success with the Brazilian project was the issuance of the publication series, “The Good Practice of Labour Inspection in Brazil”.

Within the context of the New Methodology, a working document (IPEA/ILO/SIT working paper) examined new forms of evaluation and performance monitoring of labour inspection in Brazil.

Experience sharing/in loco inspection visits/ networking (international seminar) was also regarded as successful and important. Brazil’s representatives found it interesting to see what the other large emerging countries were doing.

The mobilization of other actors like the SINAIT (labour union) and the involvement of decentralized units was a big success in Brazil. As the stakeholders indicated to the evaluator, the cooperation with ILO Geneva, ITC Turin and the field, was appreciated by the stakeholders.

Angola

Angola is the country with the weakest labour inspection in the project portfolio of countries. Even though Angola has about 18 million inhabitants and 8.1 million in the economic active population, there were only 137 labour inspectors all together in the 18 provinces and they had only 21 vehicles.

Despite having the weakest levels of experience and LI services, the project appears to have effected a fundamental change to the Angolan system. Interviews with the Angolan LI staff indicate that the project assistance provided a great opportunity for training and improved ways of working. Most Angolan labour inspectors were educated before 1989 and no training of significance had occurred since then. A group of new labour inspectors were recruited in 2010. They came into a system inundated with the characteristics of a previously existing system and where there was little room for new staff members to learn. This system gave new recruited staff little possibility in improving inspection services for the future. As the ILO programme was implemented, it improved the efficiency of the system and gave the new labour inspectors the chance to enhance their careers in the inspection field.

The following achievements were recorded:

Improved knowledge on labour inspection, OSH and training methodologies.

The government has put greater importance on building capacity in labour inspection but there is still a lack of awareness. For example, courts do not follow-up and sanction employers found to be violating workers’ rights and safety. There is no doubt that raising government awareness in addition to improving and updating LI capacity is a good step towards ensuring better enforcement and implementation of labour laws.

A group of inspectors who will become trainers of new inspectors has been created, and will likely be significant in further building LI capacity.

Exposure to international good practices from other countries, in particular Brazil and Portugal.

Participation of women inspectors in training activities successfully promoted and achieved (33% average).

Essential elements of the fulfilment strategy included a labour inspection assessment and the partial implementation of a subsequent labour inspection action plan, improving the labour inspectors’ knowledge basis through training and good practice exchange through study visits and international events.

Challenges

Project duration and prospects for prolongation

Stakeholders reported the given preparation and implementation time as a challenge. This produced two effects:

First, stakeholders and staff were forced to do more than was originally planned. Second, there was a less efficient use of resources. The short preparation time also affected other areas including seminars that were planned in Brazil. These effects are discussed later in the report.

Delays when working with the government

For the governments that were not prepared when the project was launched, the project experienced some delays before they were operational. Angola, in particular, still needed time to approve a new labour inspection law.

Audits may be time consuming

In some countries, audits were very time-consuming (Angola) leaving a short time for the implementation of the project activities.

Recruiting NPCs

The recruitment of National Project Coordinators (NPCs) was necessary in Brazil and India. NPCs were finally operational by July 2010 although this had already caused delays in the affected countries.

Fulfilment of objectives

The programme document for “Strengthening labour inspection services” emphasised that the development objectives and expected impact of the activities in labour inspection will be contributing to the long-term socio-economic development of participating countries in several ways. One way is by strengthening enforcement and implementation capacities in the field of labour. Another is through improving compliance with labour legislation and, rendering labour inspection more responsive towards the objective of promoting social justice and Decent Work. Successful implementation of all these factors will empower the labour inspection services to address current challenges.

In a national development context, the project was expected to contribute towards combating the problems linked with social and economic challenges, namely the challenges identified in the Poverty Reduction Strategy process, the high levels of informal work, the need to extend labour inspection services to rural areas, weak law-enforcement mechanisms, limited administrative capacity and corruption within the labour inspection system.

The programme document spelled out two immediate objectives of the project:

1. Labour inspection systems are strengthened and modernized and their staffs are empowered in performing labour inspection tasks; and
2. Labour inspectorates, employers’ and workers’ organisations and other institutional partners are in a better position to engage in programmes and policies to promote compliance with legislation.

The project only ran formally for one year. As the start-up came quickly, the real production time in some of the countries like Angola, India and Brazil was just six months. Some of the immediate objectives (i.e. institutional strengthening) evidently, required more time. This evaluation therefore,

comes at an extremely short time after the commencement of the project and the evidence for success related to progress towards the objectives has to be assessed accordingly.

In the remaining part of the report, a more detailed presentation of the findings is outlined. Immediately below some key findings and examples presented to show progress towards the objectives. Through documents, interviews and participation in an experience-sharing workshop, the evaluator finds it reasonable to credit the project with the following:

Immediate objective 1:

Triggering effect: The project has supported and appears to be instrumental in substantial policy level initiatives for change. Most of these policy initiatives were ongoing when the project started and the project provided synergies with these ongoing initiatives.

The project triggered some initiatives and changes at the policy level in the selected countries thus setting the basis for a more efficient labour inspection regime in the countries. This is particularly the case for Angola and South Africa. For Angola, the change of attitude amongst younger LI will be long term, while it remains to be seen if the government will follow-up with policy changes, including the new law proposal.

In the case of South Africa, the repositioning of the Labour Department and the creation of a labour inspection central authority were high priorities. Some services at the level of the Ministry of Labour were reorganized in a way that certain key functions of labour administration could be better administered.

A new labour inspection law has been formulated and submitted to the Parliament for approval, meaning important organizational changes and harmonisation amendments to the legislation that adhere to ILO Convention requirements. However, the approval is still pending and further legislative developments will be needed, especially in the field of OSH.

Structural changes to the labour inspection system at the provincial level have been introduced in China, in the framework of the recently adopted comprehensive labour inspection national strategy. The strategy addresses substantial interventions with a view to improving operation and efficiency of labour inspection, the adoption of a new law on labour inspection, the revision of labour regulations and the broadening of the labour inspection coverage.

As LI was a part of the DWCP in all the participating countries, the synergies between the DWCP and the project were evident in all the participating countries. Some countries appear to benefit more than others in this aspect (i.e. South Africa, Brazil (new method) and China). The countries with better labour inspection structures in place seem to benefit most from the synergies. Brazil found that the projects input fitted well with their changes (i.e. in implementing a new methodology). China had just completed a review and was ready to utilize what the project had to offer. Angola, on the other hand, had started from scratch, with a legal system that needed modernisation and the majority of labour inspectors were not being updated on modern inspection. The progress towards the immediate objective was therefore

more pertinent to a segment of younger labour inspectors for whom the benefits of the project were significant, essentially being a source of hope for the future. The intention that the project has created is important and serves as a good – and maybe necessary – step towards implementing a functioning labour inspection system in Angola.

In India, LI policies and strategies were formulated, particularly in Maharashtra, where a labour inspection policy was created. New inspection guidelines and checklists were also created.

There was also a move in some countries towards a more preventive approach; particularly Brazil – which had already started working with a new methodology. Accordingly, Brazil seems to have gained from the project in this respect.

ILO Convention Nos. 81 and 129 have been promoted and the interest in the ratification process of Convention No. 81 has been maintained in China and South Africa. Particularly in South Africa, the interest for ratifying Convention No. 81 has increased, according to stakeholder interviews.

The re-animation and boosting of labour inspection collaboration networks, in particular the Iberoamerican network and the South-South cooperation, is a significant achievement. Through the international seminar, the project was able to re-energize these important initiatives, which may serve as inspiration for other regions. This approach was particularly praised by stronger states like China and Brazil as they found it inspiring to see how other countries performed their labour inspections. Stakeholders commented that networking opportunities, in addition to the exchanges of ideas, provided inspiration for their improvement in their respective countries.

Immediate objective 2

Most of the country project components provided for the involvement of social partners through consultation processes and participation in training activities. The project in South Africa displayed the highest inclusion of social partners, organizing a tripartite conference and discussing tripartite approaches towards labour inspection. In China, existing tripartite consultation mechanisms were promoted, for instance within the assessment of the OSH inspection in June 2010. In Brazil, social partners were often consulted on outputs to be delivered and they were invited to the international seminar on experience sharing on Brazil’s good practice in labour inspection. Due to the short duration and intense implementation of this project, the work with Objective 1 became focused and involving a level of sensible prioritisation.

Relevance

Major results: Based on findings from workshops and documents, the evaluator concludes that the project was relevant for the participating countries. The project addressed gaps and needs. The relevance of the project is evident based on the following factors:

- Programme processes had synergy with and reinforced ongoing processes in the countries. In all countries, the project linked up with ongoing processes for labour inspection reforms or improvements (see Annex 1 for the context description of the countries).

Evaluation of the ILO Project, “Strengthening labour inspection services” (INT/09/62/NOR)

- Relevance has been strengthened by adjusting the approach to the context in each country. Even though the ILO had a standard approach (LI audit, action plan and implementation) that it normally utilises, this approach was set aside for special needs and requests (i.e. as was the case in Brazil and China).
- The situation in the larger project countries (Brazil, China and India) comprises of strong emerging economics with scarce resources and an insufficient amount of governmental staff. Despite this reality, these particular project countries already had some sort of labour inspection programme in place. The contribution and impact of the project in these countries became even greater as the existing programmes were improved on to the point of providing tangible and practical results.

Project relevance may have been reduced by the rush in implementation. The ILO struggled with several issues (to be discussed in detail under efficiency and effectiveness) and both actions and the processes towards national ministries and partners were rushed.

The project has – if it is successful – the potential to benefit a large share of the world’s working age population. The project activities were national efforts and therefore – if successful in impact – may improve the working conditions of more than 40 per cent of the world’s population (see Table 1). Even a small impact on such a large number of beneficiaries will justify calling the project relevant.

Table 1. Working age population in the project countries and the world in 2010 (million).

| Country | 2010 mill. |
|--------------|------------|
| China | 973.3 |
| India | 780.6 |
| Brazil | 132.2 |
| South Africa | 31.0 |
| Angola | 8.1 |
| Sum | 1925.2 |
| World | 4523.7 |
| Percentage | 43 % |

Source: Stanford Center on Longevity, “Global Work-Force Change”, 2010. For South Africa an estimate from LABORSTA 2009 figures. For Angola, economically active population is used.

Was there adequate stakeholder commitment for implementation?

Stakeholders’ commitment was evident in the form of active contributions from governments with the project implementation. Even in the context of some presidential elections, as the Brazilian case, the labour inspection authorities fully supported and were involved in all activities. The South African government had already decided to restructure its labour department and asked for ILO support. The South African government requested technical assistance and a labour administration and inspection audit were carried out in November 2009. In Angola, the government had just started restructuring its labour inspectorate, that is, setting it up as an autonomous agency and the project came at the right time to support this process. However, in Angola, because of communications issues, and some administrative hurdles, there was some delay in the implementation of the capacity building courses agreed on.

Gender

The project elaborated a training module on labour inspection and gender equality, of which a draft version was discussed and used during some national training activities. A preliminary version of this module was translated into Portuguese, in order to discuss this topic, largely marginalized in the past by the Brazilian labour inspection. The discussion surrounding the translation into Portuguese also coincided with the introduction of other countries’ experiences into the framework of the international seminar.

The gender component was also taken into consideration when inviting female participants to workshops and training sessions. In Angola, the promotion of the participation of women inspectors in training activities contributed to the success of the initiative (participation was on the average, 33 per cent).

Validity of the project

Were the project strategies, objectives and assumptions appropriate for achieving the planned results?

The approach followed the same line as its predecessor, the “Enhancing labour inspection effectiveness” project. The preceding project was run in some countries under the ILO Budapest office. Other countries were placed under the ILO Beirut office. The approach commenced with a needs assessment, also called a labour inspection audit. The audit was quickly followed-up by making an action plan together with the government. The action plan focused on: a) training and awareness raising; b) modernisation of systems; and c) career development and progress. The plan was then implemented by the project.

Were the activities appropriately adapted to the needs of the country?

As the countries in this project were on very different levels concerning labour inspection, law enforcement and economic climate the project opened up for individual strategy in line with requests and needs in the different countries. The approach aligned with ongoing reforms and changes in each country. The approach was appropriate to achieving the planned results, as well as being adequately adapted to each countries’ individual needs.

Implementation status, progress and effectiveness

To what extent have planned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans?

The implementation status was on target or better than expected. One target involved ensuring that 50 per cent of the audit recommendations were implemented. Almost all the assessment recommendations were implemented in China and India (Maharashtra). At least 50% was achieved in South Africa. The reform plan for the Angolan labour inspection, containing most of the audit recommendations, has not been yet approved by the Government.

Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation? Have the project approaches demonstrated success?

As the implementation period was only six months to (maximum) one year (including the audit period), there was no expectation of any substantial change being implemented and readily measurable. We see that the ILO can consider some of the performance targets to be a success, such as the LI report containing relevant data on Convention Nos. 81, 129 and 150 (please see Annex 2 for details). The results of the performance targets were more related to the strength of the country rather than efforts made by the ILO on this project.

A more detailed overview of achievements related to the log-frame is in Annex 2.

The progression of implementation was quick and effective. It was based on the ILO’s earlier experiences, including the earlier Norwegian funded project. This approach was adapted to accommodate countries needs, particularly in Brazil and South Africa.

The project quickly entered into production mode in most countries. As discussed elsewhere, South Africa already had already asked for the ILO’s assistance and was ready to go with the project in February 2010. For some other countries like Brazil, a longer preparation time was needed as NPCs had to be hired before start-up.

The project put a high workload and time pressure on staff due to the need for haste in the project start-up and implementation. The project could have been better planned and workload adjusted to the available resources. The forerunner for this project, the “Enhancing labour inspection effectiveness” project also experienced “under-estimation” and an implementation plan that was not realistic (“Evaluation of ILO Project Enhancing labour inspection effectiveness”). As this project started later, it would have been expected that time and contractual obligations would be better matched with the resources and constraints.

Due to the need for haste, the staff was over-worked, according to findings from interviews. With tight deadlines and a heavy workload, programme staff worked more than recommended. It is the wrong signal to send by allowing labour inspectors and staff related to labour inspection and ILO work more than what is recommended. In India, the office had to reallocate its existing staff to the activities affecting assistance to other DWCP activities in India and the region.

Have the projects been appropriately responsive to the needs of the national constituents?

The speed at which the project was conducted led to a large focus on implementation activities (i.e. training, etc.) and less focus on the constituents. As mentioned elsewhere in this report, representatives from the constituents participated in some of the activities, but the majority of the effort was exerted on Objective 1.

Efficiency of resource use

Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? Have project funds and activities been delivered in a timely manner? Have activities supporting the strategy been cost effective?

The project has funds, expertise, staff, time and network available as resources. Below we will assess the extent to which the project has utilised its resources well.

The project duration was short and a quick implementation was necessary. The stress that this short duration made had two effects on the project, as discussed below. In addition, the project used global

products from Stage I, “Enhancing labour inspection effectiveness”, and made and implemented new ones. This also affected the efficiency.

The short duration had two effects. First, the project and the countries involved were able to quickly develop training and other products. In other words, efficiency increased. One of the countries, South Africa, had already asked ILO for help regarding labour administration and inspection, and was ready to proceed in early 2010. Therefore, choosing countries that were ready to proceed with labour inspection issues was a positive development in relation to efficiency. Some other countries started with activities within the first half of 2010, like China and India. In Brazil and Angola, the recruitment of project coordinators and other start-up preparation took some time, so eventually, the real start-up was actually in mid-2010. Therefore, real implementation time was not more than six months. In Angola, the situation was exacerbated by the fact that the dialogue with the government for approval and support took some time. Overall, the efficient use of time was generally good.

The second effect produced by the short duration was rather negative. Stress levels were rather high due to the short duration in which activities were implemented. The stressful situation was also due to long hours and pressure. The people involved in the project, both ILO and country representatives, indicated that they had to work more than what can be considered acceptable (if inspected by labour inspectors). Overtime and tight deadlines were frequent. The project, therefore, overused the staff.

The project used global products that were developed in Stage I of the “Enhancing labour inspection effectiveness” project. These products were translated, adapted and developed for use in the project countries. However, as the bulk of work was already completed in Stage I, this was an efficient way of getting these global products to the beneficiaries. Some new products were also developed as well, like the “Labour Inspection and Gender Equality” module.

The assessment of the use of the total funding of about 2.5 million USD was hard to assess as a clear benchmark was not available. The fact that the project was executed quickly and that a large share of the planned activities were undertaken in a short and hectic implementation time indicate that the funds were used adequately. The budget for the project is depicted in the table below.

Table 2 Project budget in 1,000 USD

| Country | Thousand USD |
|--------------|--------------|
| China | 386 |
| India | 325 |
| Brazil | 348 |
| South Africa | 341 |
| Angola | 212 |
| Geneva | 621 |
| Balance | 361 |
| Total | 2594 |

The budget was fairly equally divided between the countries. Each country – except for Angola - received between 325 and 386 thousand USD. Angola was less with only 212 thousand USD. The budget however, does not allocate Geneva cost to the countries. Angola received more Geneva support than

the other countries, as the consultant is well aware. Therefore, the allocations were more or less equal between the countries. About half of the funds (USD 621,000) went to Geneva office efforts and support. The actual spending was not available for the consultant at the time of writing the report.

Resources needed to be spent quickly. In one country, the requirement of spending resources at a quick rate increased costs as low cost providers for workshop and seminar arrangements was not available due to the short notice.

In the case of Brazil, the bulk of the project funds went to the carrying out of the international seminar and the publications. The short time period for the organization of the seminar (one month - after the authorization of the Governing Body was granted), contributed to the purchasing of rather expensive plane tickets. In addition, December is a month of high hotel demand in Brasilia; therefore, hotel prices were quite expensive. Apart from these two externalities, the project was more or less, executed in an efficient manner (especially in terms of the use of resources and in cost sharing the green jobs and gender components with the Secretariat of Labour Inspection (SIT) and the Ministry of Labour and Employment respectively). SIT however, was unable to cost-share the international seminar due to end-of-the-year budgetary constraints.

The insecurity related to the uncertainty of continuity led to some countries avoiding investing in efforts that might not occur. Stakeholders interviewed widely expressed a frustration with not knowing the future of the project. The level of inefficiency this may have caused is not possible to assess. It would have been better if the stakeholders would have known that a continuation was likely, given no extraordinary negative event took place.

Have resources been used efficiently?

The efficiency related to funds was, therefore, undetermined. The approach was the same as the ILO had used before and felt confident in using. In addition, the organisational model was flexible and was used as is, except for some national project coordinators. The expertise that the ILO had available was used to support the countries when necessary. Some countries like Angola, therefore, received substantial assistance from ILO, as they were no ILO Offices in the country. So did India, with an office in the country. China and Brazil received support from ILO headquarters but less than the others. The expertise employed during the project was utilised efficiently.

Effectiveness of management and arrangements

Have the projects received adequate political, technical and administrative support from their national partners? Have the projects received adequate administrative, technical and- if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?

Concerning management arrangements, the project was run on a centralized basis but with a very effective cooperation between ILO HQ and field offices (Brasilia, New Delhi, Pretoria, Yaoundé and Beijing), which provided for a better involvement of the beneficiaries. Two NPC and two administrative assistants were recruited for Brazil and India. ILO staff in Angola was actually located in Cameroon (as this was the closest official in the field) and did not speak Portuguese.

Have the projects made strategic use of coordination and collaboration with other ILO projects?

The project benefitted from the previous project, “Enhancing labour inspection effectiveness”. Particularly, the global products gave this project a head start, but using key staff experience also proved

productive. The work performed also included a close involvement with ITC Turin, which has developed the global products further and facilitated a number of events.

The central basis of this project gave adequate support to the countries, from a more limited involvement like in China, to a heavy substantial involvement with the project in Angola. The central basis has not damaged the national ownership, as the evaluator understands it. This is because the ILO intervention had synergies with ongoing initiatives (e.g. South Africa has already had approached the ILO for assistance).

Impact orientation and sustainability

Are national partners committed to and willing to continue the project? How effectively has the project built national ownership? What project components or results appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project? Has the project successfully built or strengthened an enabling environment (laws, policies and people’s attitude)?

A possibility for realising the impact orientation of the interventions relates closely to a continuation of the project. As the project has been very short, it is likely that potential impacts will not be realized, as further support is needed to secure a more concrete impact. Therefore, sustainability will suffer if the project is not further continued.

6. Conclusions and recommendations

Conclusions

The project has progressed well in all countries – particularly given its short operational time – towards the set objectives. In particular, immediate objective 1 has progressed well. Immediate objective 2 (related to social partners) has also progressed but has, for natural reasons, been less focused than immediate objective 1.

The project was too short and small to have much significant (tangible) impact on the development objectives.

The project received good support from the ILO and national stakeholders. National governments were also supportive.

The project gained from the preceding project particularly regarding global products. These global products were used and developed further (including translation of the products).

The log-frames indicators were used in the progress report (January – June 2010), and were a bit better as a project management tool than the log-frame utilised in the preceding project. The enclosed log-frame in Annex 2 is the log-frame as it looked when the project ended in January 2011.

Recommendations

Should there be a continuation of the projects to consolidate project achievements?

1. The project has demonstrated success in implementing planned activities and has shown good results in a short period. The project, therefore, should continue. This is also the intention from the Norwegian donor, according to the evaluator, as it is not in line with good practice to run a short-term project for one year or less. The project should come into the regular donor agreement with Norway, and gain longer-term stability in terms of budget and deliverables. Responsibility: Norwegian donor, ILO, ILO/LABADMIN.
2. While the project should continue, not necessarily all the present countries should continue in the long term. Some countries, particularly China and Brazil, are relatively strong countries regarding labour inspection and other countries may, therefore, benefit more from the Norwegian project funding. ILO LABADMIN should revise the country coverage and make an exit strategy for the countries that should be phased out from the project. Responsibility: Norwegian donor, ILO/LABADMIN.
3. The global products developed in the preceding project and this project has now come to the phase where economics of scale is being realized. With relatively small cost, the global products can be distributed to more beneficiaries. Even if smaller changes and translations are needed, this can be done with small costs. The global products may have the potential to reach more beneficiaries if they are developed into online packages. It is recommended that this is executed in the likely continuation of the project. Responsibility: ILO/LABADMIN.

Lessons learnt

The evaluation process identified the following lessons learnt on the project design:

1. Capacity development projects must take a medium-term perspective, regarding both implementation and funding. One year or less is too short for interventions that aim to strengthen capacity and involve changes to systems, procedures, behaviour and attitudes.
2. The national context of each participating country needs to be assessed and considered in the project design, in order to ensure that expectations and resources are realistically aligned.

These lessons learnt were also previously identified in the evaluation of the evaluation of the preceding project, “Enhancing labour inspection effectiveness”.

Annexes:

1. Country Case Studies
2. Log-frame verification
3. Terms of reference
4. ITC Turin workshop programme
5. List of documents reviewed
6. List of people interview

Annex 1: COUNTRY CASE STUDIES

ANGOLA

Background

After a 27-year civil war, Angola faces the daunting tasks of rebuilding its infrastructure, retrieving weapons from its heavily armed civilian population and resettling tens of thousands of refugees who fled the fighting. Landmines and impassable roads have cut off large parts of the country. President Jose Eduardo dos Santos, of the ruling MPLA party, has been in power for 30 years. Long-awaited presidential elections were expected to be held in 2009, but were delayed. Instead, Angola enacted a new constitution on February 5, 2010, allowing the direct election of the president. After signing the new constitution, President dos Santos declared that national elections would take place in 2012.

Angola is one of Africa's leading oil producers but most people still live on less than 1USD a day. The biggest share of the population works in the informal economy; either as own account workers or in informal undertakings and a significant part of the population lives from subsistence economy.

Of the about 18 million inhabitants, about 8.1 million is economic active. The economic realities are difficult for Angola. It has had a negative growth in GNP of 2% from 1987 to 1997. From 2003 to 2008, the economy improved with an average percentage of growth of 11.3%. Angola, as an oil producing nation, was hit by the economic crisis and drop in oil price, which caused a reduction in GNP in 2009. 73% of workforce is in agriculture (ILO 2002) and they are mainly in subsistence agriculture. 10% of workforce is in industrial sector, and 17% is in the service sector. About 70-80% is in the informal economy.

The labour inspection is small and old in Angola. It has 137 labour inspectors in 18 provinces and 21 vehicles to transport the inspectors. Of these 25 are women, most of the women are young (newly recruited) and none of the managers are yet women. Most of the labour inspectors were recruited before 1989 and have received no significant subsequent training. The inspection style is old fashioned and not according to modern standards. Some new inspectors were recruited in 2010 and therefore it was a good time to do training and updating of the labour inspection working methods. Sixty more labour inspectors will be recruited in 2011.

Angola has ratified ILO Convention No. 81 on Labour Inspection.

In its 2008 observation, the Committee of Experts on the Application of Conventions and Recommendations has underlined the existence of a number of shortcomings, notably on the legal side, such as the absence of legal implementation texts, the absence of labour inspection structures in selected provinces, the absence of collaboration and the inadequacy of the budget at the labour inspection disposal.

Against the background of these explicit findings by the ILO, they expected that the project could be a significant step towards a substantial improvement of the labour inspection system in Angola.

National LI Project

During the audit process, it was highlighted that the Labour Inspectorate was preparing an ambitious reform plan, which should be approved by the Government: Amongst others, it is planned to set up the labour inspectorate as an autonomous body with its own legal personality. Legislative amendments are needed, especially in the OSH field. Inspectors should be better trained, developing their career plan and their powers. Improvements are also needed in the relationships between inspectors and social partners. Some of those recommended actions could be covered by the Norwegian funded ILO project, according to ILO.

A labour inspection assessment was carried out in February 2010 and the assessment report was sent to the government in June. A labour inspection programme is currently under preparation. It will be submitted to the government for endorsement and the agreement on specific actions is planned for August 2010.

Training sessions (according to the train-the-trainers approach) were scheduled for the second half of this year. The training will be conducted on the basis of the general labour inspection modules, developed within GLO/09/50/NOR under the same donor, which were already translated into Portuguese for their further use at the national level. Training sessions will be carried out in Luanda, Angola, with the help of ITC Turin. The planning for these sessions has started.

List of main activities

- Training modules translated into Portuguese.
- Training of trainers’ course on labour inspection, Luanda, 18-22 October 2010 (23 labour inspectors).
- Training of trainers’ course on OSH, Luanda, 6-10 December 2010 (20 labour inspectors)
- Study visit to the Portuguese Labour Inspectorate in Lisbon attended by 6 labour inspectors.
- Participation of two inspectors in International Workshop on Good Practices on Labour Inspection in Brasilia, 6-8 December 2010.
- Participation of two inspectors in Labour Inspection Visit to Maritime Sector in Rio de Janeiro Port, 9 December 2010.
- Participation of one labour inspector in the end-of-project workshop in Turin, 26 -28 January 2011.

Achievements

Even though the experience and level of LI services was weakest in Angola, the effect seems to be the most fundamental. Interviews with LI staff indicate that the assistance gave opportunity for training and improved ways of working. An Angola labour inspector described the change as a change of mindset in the labour inspection institution. Most Angolan labour inspectors were educated before 1989 and no training of significance had occurred after that. A group of labour inspectors were recruited in 2010. They came into a system where LI skills were old style and where there was little room for new staff to learn and prosper. This system gave new recruited staff little hope for the future. Consequently, the ILO programme has provided the young labour inspectors with a new source of hope for their careers.

In addition, the following achievements are recorded:

- Improved knowledge on labour inspection, OSH and training methodologies.
- The government put greater importance in building capacity on labour inspection. The courts do not, however, follow-up and sanction employers violating workers rights and safety. To raise government awareness and increase and update the LI capacity is a good step to prepare for better implementation of the labour laws.
- A group of inspectors who will become trainers of new inspectors has been created, and will likely be significant in building LI capacity further.
- Exposure to international good practices from other countries, in particular Brazil and Portugal.
- Participation of women inspectors in training activities successfully promoted and achieved (33% average).

Essential elements of the fulfilment strategy included a labour inspection assessment and the partial implementation of a subsequent labour inspection action plan, improving the labour inspectors’ knowledge basis through training and good practice exchange through study visits and international events.

BRAZIL

Background

Brazil has the world’s fifth largest working age population, of 132.2 million. The economically active population has increased from 89 million in 2003 to 101 million in 2009, of which about 50% is in the informal economy.

Brazil’s system of labour inspection is advanced when compared with other middle-income countries. Over the past several years, the Federal Labour Inspectorate (SIT) has increased the number of civil servants in its ranks, improved its databases, and created special units to combat forced labour. Brazil is well positioned for sharing best practices of Inspection, assisting other countries in the fight against forced labour and child labour. Already in the project document, the ILO recognized that analysis and diffusion of best practices would be

helpful for Brazil as it would give the SIT the opportunity to reflect on its advances and correct possible missteps.

The labour inspection system in Brazil aims its activities toward the eradication of forced and child labour, which makes the strengthening of its labour inspection system a part of the national Decent Work Agenda implementation strategy.

The Committee of Experts on the Application of Conventions and Recommendations received in 2007 and 2008, a number of comments from trade unions alleging an insufficient implementation of ILO Convention No. 81 (ratified by Brazil).

Despite these shortcomings, Brazil’s system of labour inspection is considered to be quite advanced compared to those in other middle-income countries. Over the past years, SIT has increased the number of civil servants in its ranks, improved its databases, and created special units, for instance one for the combat against forced labour. This progress continues with the implementation of the New Methodology of Labour Inspection, in force since April 2010, which represents an important shift from the last 23 years’ model of operation towards the institutionalization of a more results-oriented, strategic, quality-controlled, efficient and effective modus operandi of labour inspectors, moving away from a solely quantitative, numerically oriented and finite enforcement.

In October, presidential election was held and the same party was re-elected. It was some concern and risk related to this as held after 8 years of presidential leadership by Luis Inácio Lula da Silva, it was expected that there could be personnel change in the management of the Federal Labour Inspectorate. The new president, Dilma Roussef (the first woman president in the history of Brazil) was strongly supported by President Lula and represents the continuity of the policies and programmes implemented by the previous government.

National LI project

The project assisted the Brazilian SIT in developing a programme of labour inspection encompassing decent work with emphasis on the promotion of Green Jobs in specific sectors, such as construction. Because Green Jobs covers the regulatory areas of working conditions, safety and health, and environment, it is important that the SIT develops strategies for cooperation with other agencies (Fundacentro, State-level Labour Inspectorates, as well as IBAMA, the regulatory agency of the Ministry of Environment). The development of a programme to increase cooperation among these different regulatory agencies was expected to help promote green jobs and diffuse Decent Work, including and environmentally friendly practices in the country. An important aspect of the programme was the development of a training course to train SIT inspectors in the area of decent work and green jobs. Moreover, the strengthening of labour administration and labour inspection was a key objective of the National Agenda on Decent Work 2006 of Brazil.

In Brazil, the focus was set on the dissemination, production and exchange of good practices in labour inspection in addition to training. Moreover, guidelines were planned to be elaborated, notably on issues of specific national interest, such as labour inspection and

green jobs, forced labour, performance evaluation and management: The conduct of a labour inspection assessment was not felt necessary by the government.

The National Project Coordinator took service in May 2010. The month of May (when the NPC started his activities) was therefore dedicated to consolidating the products and activities for the project in Brazil. The de facto implementation of the project component in Brazil took place from June to December 2010. It was decided that a two-day international seminar for the Iberoamerican network of labour inspectors would take place from 6 to 8 December 2010, and its contents were defined. It included the dissemination of Brazilian good practices in the field of forced and child labour, labour inspection in the waterway sector and institutional aspects, and the discussion of performance evaluation techniques and result indicators.

The activities had these focus areas:

1. Good practices studies conducted in relation to: (i) combating forced labour and (ii) eradication of child labour, (iii) inspection in the waterways sector and (iv) institutional information of the Labour Inspection Secretariat in Brazil. The four good practices studies form the collection “The Good Practices of Labour Inspection in Brazil” formed by four booklets entitled: (i) Labour Inspection in Brazil: for the Promotion of Decent Work, (ii) the prevention and eradication of child labour, (iii) the eradication of labour analogous to slavery, and (iv) the maritime sector.
2. A working paper on results indicators and performance evaluation mechanisms for the inspectors was planned. The product of this was the working document “Flexibility, consistency and impacts in managing bureaucratic performance: subsidies for a new system of monitoring and evaluating the performance of labour inspection in Brazil”. It was formulated in partnership with the Institute of Applied Economic Research (IPEA). The importance of this document is two-fold according to ILO Brazil team. On the one hand, it represented surpassing an obstacle that had been faced by SIT, which in two previous occasions had requested unsuccessfully the support of IPEA for the elaboration of a study on labour inspection evaluation and monitoring processes. By acting as an intermediary and providing a research assistant to IPEA, the project circumvented obstacles and was able to work with an expert on labour inspection issues from the Institute. On the other hand, this document is of great value since it will serve as an important tool to further the discussion on how to better fine-tune the new methodology of labour inspection that has been implemented in Brazil since April 2010.
3. Labour inspection and green jobs: Particular activities are in the process of being defined and negotiations are being undertaken with the State of Mato Grosso on how to implement this component. Due to the lack of familiarity with the concept of “green jobs” and its completely new approach within labour inspection, the project, together with SIT and SRTE/MT decided that it would be best to introduce the pilot training as an awareness raising course “Green Jobs and Labour Inspection: a new look in the promotion of decent work.” The labour inspectors from Mato Grosso had already some sensitivity to environmental issues since it is one of the states with the most territory in Brazil, despite being one of the least populated. In this sense, rural inspections are very significant within

the State. In addition, construction sites are steadily increasing, in part due to the forthcoming World Cup and deforestation is a serious problem.

Conclusion: For administrative and political reasons, it was difficult in the beginning to find consensus of the government as to which actions and activities should be conducted, and where the emphasis should be set- the project start was delayed. However, the project has the potential to develop pioneering initiatives in labour inspection, which could even radiate to neighbouring countries.

Achievements

The Brazilian project succeeded with knowledge production in three languages through production of publication series “The Good Practice of Labour Inspection in Brazil”.

Within the context of the New Methodology, a working document (IPEA/ILO/SIT working paper) examined new forms of evaluation and performance monitoring of labour inspection in Brazil.

Experience sharing /in loco inspection visits/ networking (international seminar) was also regarded as successful and important. Brazil’s representatives found it interesting to see what the other large emerging countries were doing.

In addition, mobilization of other actors like the SINAIT (labour union) and involvement of decentralized units. The cooperation with ILO Geneva, ITC Turin and the field, was appreciated and deemed successful.

CHINA

Background

Due to a rapid industrialisation and urbanisation process, China has been facing challenges, such as unbalanced economic structures, extensive growth patterns of national economy and a low productivity, which is also due to strong migration flows from rural to urban areas. There are serious infringements on workers’ legitimate rights and workers’ interests such as imposing excessive overtime work, arrears in wages and wage dockage by the employer.

China is the country with the largest working age population, more than 973.3 million. It is 48 million urban employing units and nearly 440 million urban employees in China, and it is 220 million internal migrant workers.

The labour inspection is also huge. In the end of 2008, there were 3,291 labour inspection agencies all over the country with 23,000 full-time labour inspectors at four levels of labour inspectorates. OSH inspection under SAWS is a separate and ministerial level of inspectorate, with maybe 50,000 inspectors.

China signed a Memorandum of Understanding for Cooperation with the ILO in 2001. Based on the Memorandum, and the national eleventh Five Year Development Plan, a Decent Work Country Programme was developed for 2006 to 2010. Among the objectives, the

improvement of the legal framework and its enforcement machinery was retained as a priority.

Since 2008, statutes such as the Labour Contract Act, the Employment Promotion Act and Executive Regulations of Labour Contract Act were adopted and they have widened the scope and functions of inspection. The objective of balancing urban with rural areas in terms of labour and employment matters confers labour inspection with significantly more enforcement targets. Some grey areas and blind spots have emerged due to weak local inspection forces. In the meanwhile, the employment situation became more complex and difficult to handle because of various employment patterns such as posting of workers, part-time employment and an increasing awareness from the side of the workers about their rights. This concerns in particular younger workers. Labour inspection is still lagging behind the expectations of the population and is under pressure on the one hand, by the Government’s ambition to improve the well-being of its active population and on the other hand, by the mass media’s rigorous attention.

Labour inspection in China has to struggle with a scarcity of human, material and financial resources. Some labour inspection agencies at the prefecture level are hardly staffed, with only one or two full-time officers. Employers’ compliance with labour legislation is lacking, and internal management systems such as result-based management, performance assessment and accountability mechanisms are in need of improvement.

The labour inspection system in China is undergoing institutional change and improvement. In 2008, the Labour Inspection Bureau was established within the Ministry of Human Resources and Social Security, thus reflecting the level of attention of the Chinese government vis-à-vis the question of labour legislation enforcement. The project, therefore, came at a right time, as it would support governmental ownership and commitment.

The need to strengthen labour inspection has been retained in the Decent Work Country Programme 2006- 2010 as one of the DWCP priority areas. Labour inspection is reflected as a priority for China (CHN151). Moreover, the “former” Ministry of Labour and Social Security (MOLSS) had already signed a Memorandum of Understanding for Cooperation (MOU) with the ILO in 2001, and the support of occupational safety and health, inspection and its administration was identified as an area where ILO assistance was needed.

The strengthening of the enforcement machinery in China is necessary, as China has reformed its contract law: it is a new challenge for the country’s labour inspection system. After several years of ILO collaboration, ILO and MOHRSS have agreed to work together toward an improvement of the labour inspection system in China. A work plan was drafted and during September 2009, a partial labour inspection assessment was conducted by a tripartite audit review group, also representing social partners. The project will offer the possibility to continue this process as a starting point for sustained strengthening measures of China’s enforcement machinery and would be integrating part of the continuous and fruitful cooperation within the above-described memorandum of understanding.

National LI project

The project focuses on capacity building and partnership building, through capacity building by development of cases studies; preparing two nationwide TOTs; have a target-oriented management

It also had activities in partnership building, like improving the law supervisors’ systems together with the social partners (workshops); strengthen the collaboration among regional labour inspectorates; learn from international good practices (study tours).

A labour inspection survey was conducted in the provinces Henan and Jilin in April. The survey team was composed of governmental officials from the Labour Inspection Bureau (central authority for labour inspection), from the Institute of Labour Studies and ILO officials; areas of improvement for labour inspection at provincial level were identified, for instance the need for training. The trip also served as an opportunity to exchange experience, and to draw the attention of the Labour Inspection Bureau (LIB) as central labour inspection authority on labour inspection needs in these provinces, such as the need for training and adequate human resources. This triggered the formulation of relevant policies, targeting the improvement of the material and human resource situation in field offices. The information gathered during this survey will also serve for a publication on labour inspection in China.

In June, an inspection assessment was carried out for the occupational safety and health related inspection branch at the provincial level under the guidance of the SAWS authority. This would serve as a starting point for exploring and possibly creating synergies between the different labour inspection authorities in China.

The basic training modules for labour inspection, which were developed with the help of ITC Turin, have been translated into Chinese and published. These will serve as a basis for the development of a manual, which will address specifically Chinese labour inspectors and their management in particular.

A workshop on labour inspection was held in Nangxia in June 2010, which allowed for an exchange of good practices between Chinese officials with EU experts. It was also an opportunity to ensure continuity in ownership and commitment from the Labour Inspection Bureau, which is, as the highest labour inspection authority at central level, an important implementing project partner as it sets nationally valid labour inspection policies.

A Training Course on Building Modern and Effective labour Inspection Services was organized from 8-19 November 2010 at the ITC-ILO in Turin followed by the study tours in Florence and Rome of Italy for senior labour inspectors from China, which was the first kind of the group training on labour inspection for Chinese labour inspectors abroad.

A bilingual pamphlet on labour inspection was also published. It will serve to promote labour inspection in China.

The activities conducted up to this point in time allowed for the identification of the field for interest and actions, which could be addressed by the government, notably the

development of an enforcement policy, labour protection and migrant work, the status of labour inspectors and their working conditions, in addition to the legal liability of labour inspectors. This helps the central authority, notably the Labour Inspection Bureau, to find suitable policy responses, designing policy instruments and guidelines, starting with the second half of the project. Tools developed within the project, including publications, reports and capacity building tools, will be used as reference material for policy making and the development of labour inspection in China.

Given the recent establishment of the Labour Inspection Bureau as central authority for labour inspection and the recruitment of new inspectors at various levels, capacity building for labour inspectors is one of the government’s top priorities. The project deploys its impact in China through inducing a reflection process at the level of the competent authorities and exchanging good practice, which is done within field visits and workshops. China has a very complex administrative political system, and diverse decision taking levels have to be involved, which impedes on a “fast” project implementation. It is a big success that ILO was mandated to advise on labour inspection in China. This is, a result of a long trust building process between ILO and China, along with the new Chinese labour legislation. China shows a continuously increasing commitment towards the strengthening of labour inspection.

Achievements

The project had the following main achievements:

- Contributed to a national labour inspection development strategy assisted (the 12th five year plan including HRD)
- A TOT programme initiated
- A team of national experts built and their capacity strengthened
- Advocacy and information disseminated
- International good practices learned and promoted

INDIA

Background

India is the world’s largest democracy with a federal structure. The Indian economy has witnessed steady economic growth in the recent years. It is on the path to becoming a key player in the world economy. However, India has to cope with a quality gap in employment: the labour force has grown faster than job opportunities and the biggest share of the active population works in the unorganized sector under a decent work deficit. Thirty percent of the population live under the poverty line and there is a high amount of working poverty. India has the second largest working age population, with 780.6 people.

India has agreed on a Decent Work Country Programme with the ILO, and labour inspection is an important element, in combating unacceptable forms of employment, such as child

labour and forced labour as well as discriminative practices (all have been identified as priorities in the current DWCP).

India has a complex labour administration system in which a variety of labour inspectorates ensure compliance of more than 150 laws at both the central and provincial (state) levels. The challenges of the system as well as potential ways to strengthen compliance were analysed during the Seminar on Comparative Systems of Labour Law enforcement organised by the ILO and the Ministry of Labour and Employment in October 2008, activity followed by a training programme for labour enforcement officers. Recognising that labour inspection can be a good instrument for social changes and economic development, participants identified a number of areas for further action, including good governance and the involvement of the social partners on labour law compliance.

These areas of work are reflected in the DWCP-India agreed by the tripartite constituents and by country priority outcome IND 901, which targets the strengthening of India’s labour administration system.

The strengthening of the labour inspection system, both at central and state levels has, therefore, been on the agenda of the Ministry of Labour and Employment for some time. Concurrently, some of the States have had similar intention for the labour inspection under their jurisdiction, recognizing among others the need to reach out to the informal economy. Thus, the opportunities provided through the Norwegian funded project were welcomed as a starting point. Given the complexity and size of the Indian labour Inspection system, which entails inspection under both central level and State level authorities (depending on objects and subjects) and specialised inspection services, e.g. for mining, a substantive effort would be needed to achieve a nation-wide strengthened inspection system.

Enforcement was also identified as a priority area within the National Policy on Safety, Health and Environment at Work Place, which was declared in February 2009 following substantive tripartite consultation.

National LI project

The India project had the following components: At the central level, a national training strategy was developed. In Bihar, it was developed a sustainable training capacity in the State. The Maharashtra state part provided assistance in policies for labour inspection and improved implementation. It was also cooperation on OSH with DGFASLI (extended to ports) as well as awareness rising for the social partners.

A national training strategy was developed through a consultation workshop, which took place in March 2010. It was developed and discussed with the Ministry of Labour and Employment (MoLE), the Chief Labour Commissioner (CLC), the Directorate General for Factory Advice and Labour Institutes (DGFASLI), the Directorate General for Mines Safety (DGMS) and VVGiri National Labour Institute in addition to States such as Bihar and Maharashtra. The strategy aims at upgrading labour inspectors’ skills and the adjustment of the ILO training manual for labour inspectors to the Indian context. The States of Maharashtra and Bihar were selected based on their expressed interest and their

representativeness: Maharashtra is a fairly industrialized State and Bihar is one of the poorest and least developed States. Bihar is an UNDAF state and ILO was already working there.

Achievement

India’s main achievements are:

- Successful implementation of the training strategy, particularly in Bihar -the State has designed and delivered its own training for labour inspectors in a sustainable manner
- Maharashtra: A new framework for a more effective labour inspection system, that includes a labour inspection policy; labour inspection planning; labour inspection guidelines and checklists and training materials.
- South-south cooperation has also been initiated, both related to experience sharing and networking with Brazil, but also with smaller Asian countries.
- Training in safety and health/safety and health inspection in port for Dock Safety Inspectors and social partners conducted

SOUTH AFRICA

Background

South Africa can be described as a middle-income emerging economy. It has a well-developed financial, legal, communications, energy and transports sector and a modern and supportive infrastructure. Its economy has been negatively affected by the global economic crisis and it experienced its first recession after 17 years in 2009: The crisis has affected national efforts to reduce unemployment; jobs were lost across all major sectors, and the informal economy has grown. It constitutes 36 percent of total employment.

South Africa has 31 million people, of working age. South Africa has been hard hit by HIV/AIDS, with an estimated 5.2 infected million people in 2008.

Consequently, South Africa has agreed on a Decent Work Country Programme for 2010-2015. The promotion of employment, strengthening of labour market governance and extension of social protection were retained as priority; and the strengthening of the enforcement mechanisms and of internal functions and operations of the Department of Labour form part of this strategy.

Within this context, the government embarked on a restructuring process of its labour department and in 2009, before the project started, the ILO was officially requested to assess the labour department, including its labour inspection services.

South Africa has not ratified ILO Convention No. 81 on Labour Inspection. However, it is preparing the grounds for its ratification. Currently, the government suffers from a lack of human resources in labour administration, which constraints the performance of labour administration functions, including policymaking and policy implementation. There is a high turnover of staff, and the inspectorate is undertrained. There is no solid partnership

between the labour inspectorate and social partners and it is felt by social partners that inspectors should take a more authoritative approach to labour inspection. The current structure of the labour inspection system does not favour a preventative labour inspection culture.

South Africa has lately submitted a request for technical cooperation in the field of labour inspection; in particular, they requested the conduct of a labour inspection audit in the immediate future. Social partners have expressed their commitment within this process.

The ILO has been continuously providing technical assistance in the field of labour inspection, notably in the context of a better compliance with occupational safety and health laws, which also included capacity-building measures. The project would be a great opportunity to continue the efforts on this path.

National LI project

Capacity building of the labour administration and social partners has been retained as a county priority outcome for this biennium and will be continued during the next biennium (ZAF 151).

Following a request of the government for technical assistance, a labour administration and inspection audit was carried out in November 2009. The government intended to restructure its labour department, including labour inspection, and asked the ILO for assistance in this regard. Findings and recommendations were included in a report, which was endorsed by the government in February 2010. It was noted amongst others, that in-depth capacity building was necessary, and a restructuring of the labour inspection services was recommended. In addition, an improvement of the labour inspectors career system and capacity building for inspectors were retained as a priority. Training according to the train-the-trainers approach is the essential cornerstone of this strategy. An informal steering project committee, composed of ILO and governmental representatives, was established in February; it meets on a regular basis, implementing the activities convened. It is planned, among other efforts, to conduct provincial training, tentatively in August, to hold two national workshops on the Ratification of Conventions during the same month and to run a workshop in October.

Subsequently, train-the-trainers sessions for labour inspectors were held in February and in March, based on the basic training modules on labour inspection, which were formerly developed under the same donor with the help of ITC Turin. Trainers for a rolling out of training were identified, which could deliver appropriate training at a later stage, even at the sub-regional level. In May, a train the trainer workshop on labour inspection was held for participants from management positions.

Achievements

The major project achievements so far in South Africa:

- South Africa is committed towards the ratification of ILO Convention Nos. 81 and 129; therefore, parallel with the restructuring of the labour department, there is a

strong will to embark on sustained capacity building in labour inspection. Proposals for the restructuring of the labour department were fully endorsed. A process for ratification of the ILO Convention 81 was launched during the project period.

- ILO technical Memorandum was taken as one of the basic guidelines for the DoL Repositioning Project. Inputs by DOL participants on return from Turin, Spain, Portugal and Brazil have empowered management of Labour inspectorate with regards to use of information technology, training strategy and networking.
- Restructuring of DoL Headquarters, in particular creation of Inspection and Enforcement Department and thus reinforcing of the Central LI Authority, implemented. IES is now able to exert greater influence in planning and programming Labour Inspections. Labour inspection regarded as a key pillar in Labour administration rather than a service provider.
- All partners, Government, workers, employers sensitized about the role of efficient labour inspection for implementation of decent work agenda in South Africa and about it needs to be further modernized.
- Gaps in labour administration and labour inspection identified and recognized as such by local partners.
- Training provided to managers, trainers at the national level, as well as to junior labour inspectors in one of the provinces.
- ILO training tools were adapted, widely distributed and LI trainers were empowered to use them.
- New inspectors were hired by the South African labour inspection, partly because of the project. Number of labour inspectors increased from 850 to 1200.
- Training needs assessment conducted and training plan for all Provinces being finalized for provincial training in April 2011.

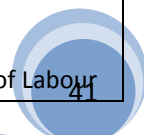
Annex 2: Log-Frame

| Immediate Objective / Outcome No. 1 | | Labour inspection systems are strengthened and modernized, and their staffs are empowered in performing labour inspection tasks. | | | |
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| Indicators | | Period 1 | Period 2 | ... | Total |
| Performance questions | | | | | |
| Milestones | | | | | |
| | Target | Number of LI reports are produced and published that contain relevant data as required by Convention No. 81, No. 129 and No. 150 (on number of occupational diseases and accidents, inspection visits carried out, number of enterprises and workplaces, number of sanctions imposed, fines issued, improvement and prohibition notices issued, notifications transmitted to public prosecution and other bodies, time spent with different inspection activities). | | | |
| | Actual | Labour inspection reports fully reflecting the ILO Convention No. 81 requirements are produced in Brazil and Angola. The recently established Chinese Labour Inspection Bureau (2008) still needs to be prepared for this exercise. The CEARC has noted that an integrated Indian report, compiling the information received from different inspection units, is still needed. The South African Labour Department produces an annual report; however, the collection of data in the sense of ILO Convention No. 81 is an ongoing challenge. | | | |
| | Target | Number of annual inspection plans per labour inspectorate drafted (at central or federal level; target: one per country). | | | |
| | Actual | Annual inspection plans are elaborated at central level in South Africa, Brazil and India (States of Maharashtra and Bihar). Inspection province plans are drafted quarterly in Angola although the implementation is not complete as a result of the high number of complaints. The Chinese central authority issues guidelines at the beginning of every year instructing local inspectorates to prepare their own annual work plans. | | | |
| | Target | Number of regional annual inspection plans are developed containing targets to meet (target: one per region). | | | |
| | Actual | Territorial annual plans are developed and monitored in all target countries. | | | |

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| | Target | Increase of the number of workplaces inspected by at least 20 % 2 years after the end of project (or break down per country). |
| | Actual | Information not yet available. Too early to assess project impact. |
| | Target | Targets set out in annual LI programmes are met. |
| | Actual | Targets are met in Brazil with a quite advanced monitoring computerized system. Information on the rest of countries is not yet available as the meeting of targets is assessed on yearly basis. China launched a management of information system with this purpose. Labour Inspection monitoring systems are being developed in India, Angola and South Africa. |
| | Target | Regional LI offices regularly report to central authority. |
| | Actual | Territorial labour inspection offices regularly report to the central authority in all target countries. |
| | Target | 50% of audit recommendations implemented. |
| | Actual | Almost all the assessment recommendations were implemented in China and India (Maharashtra). At least 50% was achieved in South Africa. The reform plan for the Angolan labour inspection, containing most of the audit recommendations, has not been yet approved by the Government. |
| | Target | Number of labour policy documents in diverse fields of labour (OSH, employment policy, labour market policy...) are drafted and reviewed. |
| | Actual | Labour policy and labour inspection policy developed in India (Maharashtra). Labour inspection strategy developed in China as well as other policy documents, rules and guidelines on labour inspection. In Brazil, documents on good practices and performance management published and disseminated and strategic training/awareness concept on labour inspection and green jobs designed. In South Africa, regulations on HIV drafted as a result of a project event. |

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| | Target | Registry or other data collecting system is operational in Ministry of Labour/labour inspectorates (and/or other Ministry entrusted with labour portfolio). | | | |
| | Actual | Computerized databases for enterprises and inspection activities issued in Brazil and China. Ongoing but not yet operational in Angola, South Africa and India. | | | |
| | Target | Organic laws shaping mandate of the labour inspectorate exist and are applied. | | | |
| | Actual | Sound legal framework in Brazil and South Africa. Still pending improvements and amendments in Angola, India and China. | | | |
| | Target | Internal guidelines for labour inspectorates and code of conducts are applied. | | | |
| | Actual | Several inspection guidelines, protocols and tools developed in Brazil, China, India and South Africa. ITC training manual adapted to the Indian national needs. A code of behaviour for South African inspectors is envisaged in the next project phase. | | | |
| Immediate Objective / Outcome No. 2 | | Labour inspectorates, employers’ and workers organisations are in a better position to engage in programmes to promote compliance with legislation | | | |
| Indicators | | | | | |
| Performance questions | | Period 1 | Period 2 | ... | Total |
| Milestones | | | | | |
| | Target | Informal and formal arrangements of collaboration established and operational | | | |
| | Actual | Regional tripartite commissions of labour inspection (one per state) operational in Brazil as well as sectoral tripartite commissions. Formal mechanisms between governmental departments and social partners established in China. Tripartite Conference held in South Africa to enhance tripartite structures. Tripartite discussions and joint training sessions with inspectors and social partners in India. Still improvements are need in Angola. | | | |

| Immediate Objective / Outcome No. 1 | | Labour inspection systems are strengthened and modernized, and their staffs are empowered in performing labour inspection tasks | | | | | |
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| Outputs | Period 1 | Period 2 | Period 3 | Period 4 | Period X | End of Project | Partner(s) Agency(ies) |
| Output 1.2. Audit Labour Inspection reports and action plans | Target: Tripartite labour inspection carried out and action plans developed | | | | | | |
| | <p>Actual: Tripartite labour inspection assessments carried out in Angola (March 2010), Indian States of Bihar and Maharashtra and China-provinces Henan and Jilin (April 2010). An assessment of the Chinese federal OSH inspection (SAWS) was conducted (June 2010) A labour administration and inspection audit had been conducted in South Africa in 2009. It was considered audit in Brazil was no needed.</p> <p>Labour inspection action plans were elaborated in Brazil, India (Maharashtra and Bihar) as well as in South Africa. In Angola, only training and experience exchange activities were agreed.</p> | | | | | | <p>Angolan Ministry of Public Administration, Labour and Social Security (MAPESS)</p> <p>Labour Resources Department Indian States of Maharashtra and Bihar</p> <p>Labour Inspection Bureau (LIB), and Dept. of HR and Social Security in Henan and Jilin, China</p> <p>Federal OSH Inspection (SAWS), China.</p> <p>Dept. of Labour</p> |

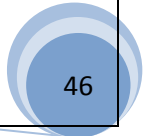


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| | | <p>South Africa</p> <p>Federal Labour Inspectorate (SIT), Brazil.</p> <p>Social partners</p> |
| Output 1.3. Training | Target: National Training plans developed, training the trainers in all countries, inspectors trained, benefits evaluated, use and dissemination of training modules. | |
| | <p>Actual:</p> <p><u>Angola:</u></p> <ul style="list-style-type: none"> • 2 ToTs courses held (18-22 Oct and 6-10 Dec). • 43 inspectors trained, 23 women. • Participants expressed their satisfaction in evaluation survey. <p><u>Brazil:</u></p> <ul style="list-style-type: none"> • 3 training courses held on green jobs (22-24 Sep, 20-22 Oct, 5-6 Aug). • 1 training workshop held in Brazil on gender equality (28 Oct). • 1 international seminar on good practices held (6-8 Dec). • 1 practical inspection visit to maritime sector (9 Dec). • In total, 109 Brazilian participants were trained, among them 49 % women. • Participants expressed their satisfaction in evaluation survey. <p><u>China:</u></p> <ul style="list-style-type: none"> • Policy document on strengthening labour inspection training issued in China. • 3 ToTs held (1-4 Dec, 5-10 Dec, 8-19 Nov). • 1 training plus study tour in Turin (30 Aug-1 Sept 2010). • 110 trainers trained; amongst them 25 female labour inspectors. • Participants expressed their satisfaction in evaluation survey. | <p>ITC Turin</p> <p>MAPESS</p> <p>Public Administration School</p> <p>Federal Labour Inspectorate (SIT), Brazil.</p> <p>SRTE/MT- State of Mato Grosso Labour Inspectorate</p> |

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| | <p><u>India:</u></p> <ul style="list-style-type: none"> • National training strategy devised in March 2010, including training and the adaptation of training material. • A training strategy developed in the State Maharashtra. • Training manuals developed in the State Maharashtra. • 1 ToTs held in New Delhi 82-13 Aug 2010) • 1 ToT held in Turin for Indian and South Africa participants (30 Aug-10 Sep). • 5 training courses in Bihar (16-20 Aug, 25-27 Aug, 27 Sep-1 Oct, 28 Nov-1 Dec). • 2 trainings back to back on OSH in ports held in Mumbai and Chennai (16-19 Nov). • According to conducted surveys, participants expressed their satisfaction • All in all, at least 216 persons were trained. <p><u>South Africa:</u></p> <ul style="list-style-type: none"> • 4 ToTs were held (22-26 February, 8-12 March, 10-14 May, 25-29 October) • 1 training plus study tour in Turin (30 Aug-1 Sept 2010). • 80 persons were trained, among them at least 31 women • | <p>Labour Inspection Bureau (LIB)</p> <p>ITC Turin</p> <p>VVGiri National Labour Institute,</p> <p>MoLE, Directorate General of Mines Safety (DGMS), DGFASLI, States of Bihar and Maharashtra, ITC Turin</p> <p>Dept. of Labour South Africa</p> <p>ITC Turin</p> |
| <p>Output 1.4. Training packages</p> | <p>Target: Review of the basic training package on LI. Development of new training modules on LI and gender equality and on LI and rural sector. Adaptation of the basic training package on LI to countries specific needs. Dissemination and use of training modules in national training activities.</p> | |

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| | <p>Actual</p> <ul style="list-style-type: none"> • Basic training package on LI reviewed and some modules complete reshaped. • New training module on LI and gender equality finalized. • Development of 2 new training modules on LI and rural sector ongoing (consultant engaged, finalization foreseen for 2011) • Training package on LI translated into Portuguese (Angola and Brazil) and Chinese. • Training package on LI adapted to country specific needs in China (5000 copies printed) and India. • Adaptation of new training module on LI and gender to country specific needs in Brazil and translated into Portuguese. • Adaptation of new training module on LI and gender to country specific needs in South Africa discussed in workshops. | <p>ITC Turin</p> <p>Centre for Int’l Exchanges (CIE), Institute of Labour Study, Dept. of International Co-operation, Labour Inspection Bureau (LIB)</p> <p>VVGiri National Labour Institute,</p> <p>Federal Labour Inspectorate (SIT), Brazil.</p> <p>SRTE/MT- State of Mato Grosso Labour Inspectorate</p> <p>Dept. of Labour South Africa</p> |
| Output 1.5. Tools, strategies, planning. | Target: Development of a policy document and guideline on labour inspection and sanctions. Development of a guideline on labour inspection and statistics. Development of a policy document on labour inspection and the crisis. Development of rules, guidelines, manuals at national level. | |

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| | <p>Actual: An international conference on labour inspection and sanctions was held in December 2010. It is planned to come up with a working paper in 2011, which will contain guidelines and policy recommendations.</p> <p>Collection of statistics on labour inspection activities is ongoing. The development of the guideline will be postponed to the next project phase.</p> <p>Written contribution on labour inspection and the crisis from the ILO to G20 meeting in Toronto, June 2010.</p> <p>Guidelines, manuals, templates, protocols, forms developed at national level in all target countries.</p> | <p>LAB/ADMIN</p> <p>LAB/ADMIN</p> <p>INTEGRATION</p> <p>STAT</p> <p>LAB/ADMIN</p> |
| <p>Output 1.6. Registries, guidelines, policy documents.</p> | <p>Target: Registries of enterprises and inspection activities developed. Policy documents, guidelines developed and disseminated.</p> | |
| | <p>Actual:</p> <p>China:</p> <ul style="list-style-type: none"> • Information based network of labour and social security inspection introduced. • Bilingual brochure on LI developed (5000 copies). • Bilingual publication on LI developed (5000 copies). <p>Brazil:</p> <ul style="list-style-type: none"> • Document on good practices published and disseminated. • Document on the new evaluation and monitoring performance system published and disseminated. | <p>LIB</p> <p>SIT – Federal Labour Inspectorate</p> <p>SRTE/RJ – State of Rio de Janeiro Labour 45</p> |

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| | <p>India:</p> <ul style="list-style-type: none"> • Dashboard and scorecard system developed. Labour management computerized system expected to be operational in 2011. • Labour inspection policy, inspection manual, registration protocols for domestic and construction workers, guide for maters trainers, monitoring manual and document on LI and the unorganized sector developed in State of Maharashtra. | <p>Inspectorate, IPEA - Institute of Applied Economic Research, International Transport Federation SINDARMA- Union representing shipping companies SINDMAR - entity representing merchant marine officers State of Maharashtra</p> |
| <p>Output 1.7. International meetings for experience and</p> | <p>Target. International meetings held where best practices were shared and where networking among the target countries was enhanced. International good practices disseminated through LAB/ADMIN website.</p> |  <p>46</p> |

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| <p>sharing, fellowship visits, networks and ILO website on good practices.</p> | | |
| | <p>Actual</p> <p>Global activities (all countries)</p> <ul style="list-style-type: none"> • Workshop on user’s training organized in Turin (23- 25 November 2010) for delegations from all project countries (except from Angola). • International seminar on “Labour Inspection Good practice” organized in Brazil (6- 8 December 2010). • A study visit to the Port of Rio de Janeiro, where the Brazilian inspection methodology for maritime sector was showed to participants from all target countries. • An end of project experience sharing workshop was held in Turin (26-28 January). • A conference on labour inspection and sanctions was held in Venice (December 2010). <p>Study visits and fellowships for single countries:</p> <ul style="list-style-type: none"> • A study visit to the Lisboan labour inspectorate was organized for Angolan inspectors, who were introduced to good Portuguese labour inspection practices (8-10 Nov 2010). • Following training for Chinese inspectors in Turin a study tour to the Italian labour inspection took place (15-19 Nov 2010). • Following training for Indian and South African labour inspectors in Turin, a study tour to the Portuguese and Spanish labour inspectorate took place (6-10 September 2010). • Participation of Brazilian inspectors in a training activity held in Mumbai and Chennai, India (16-19 Nov) on OSH in ports. <p>LAB/ADMIN website further developed in addition to new LI profiles and good practices being added. Technical problems for public access to good practices expected to be sorted out.</p> | <p>ITC Turin</p> <p>SIT- Federal Labour Inspectorate</p> <p>SRTE/RJ - State of Rio de Janeiro Labour Inspectorate</p> <p>LAB/ADMIN</p> <p>ILO Lisbon</p> <p>ITC Turin</p> <p>SRTE/RJ - State of</p> |

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| | | Rio de Janeiro Labour Inspectorate |
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| Immediate Objective / Outcome No. 2 | | Labour inspectorates, employers' and workers' organisations and other institutional partners are in a better position to engage in programmes and policies to promote compliance with legislation. | | | | | |
|---|--|--|----------|----------|----------|----------------|---|
| Outputs | Period 1 | Period 2 | Period 3 | Period 4 | Period X | End of Project | Partner(s) Agency(ies) |
| Output 2.1. Better involvement of social partners in inspection activities | Target: General information and promotional material developed, brochures for social partners on the role of the labour inspection developed and distributed, awareness raising campaigns, | | | | | | |
| | Actual: <u>China:</u> <ul style="list-style-type: none"> Bilingual brochure on LI developed (5000 copies). Consultation of social partners upon an inspection visit is a normal procedure. Brochures for social partners on the role of the LI disseminated in <u>India</u> . Tripartite Conference held (26-28 Sep 2010) in Pretoria, <u>South Africa</u> . Social partners in <u>Brazil</u> involved in training activities. Very active role in maritime sector. | | | | | | LIB States of Bihar and Maharashtra Dept. of Labour South Africa Social partners |
| Output 2.2. Awareness raising | Target: Awareness raising campaigns conducted. | | | | | | |

| | | |
|------------|---|---|
| campaigns. | | |
| | <p>Actual:</p> <p>In <u>China</u>, LIB proposes LI campaigns addressed specific issues in collaboration with social partners.</p> <p>Hotline and web based channels operational</p> <p>In <u>India</u>, campaigns were not conducted but awareness sessions on LI for social partners were integrated into workshops.</p> | <p>LIB</p> <p>VVGiri National Labour Institute,</p> <p>MoLE, Directorate General of Mines Safety (DGMS), DGFASLI, State of Bihar, State of Maharashtra.</p> |

Annex 3: Terms of Reference

ILO Project “Strengthening labour inspection services” (INT/09/62/NOR)

I. INTRODUCTION AND RATIONALE OF EVALUATION

The objective of the evaluation is to assess efficiency and extent of the implementation of the projects mentioned above. It would be particularly important to evaluate the efficiency and impact of the methodological approach, which was applied within the projects for the capacity building of national labour inspection services, against the background that it would be developed further for its future use.

In addition, there is the expectation that the evaluation will provide evidence that an extension of the projects under allocation of additional project funds would impose itself, in order to consolidate the project results, which were already achieved, as the projects did not last long enough to ensure sustainability of project impact.

This would be an important step for the countries covered by these projects to strengthen their labour inspection services, which in most cases continues to be a national strategic objective in the biennium 2010- 2011. Moreover, this would be an important cornerstone

for the development of a real programme for countries worldwide, which aims at strengthening national law enforcement machineries in a sustainable manner. This is a crucial condition for ensuring decent working conditions globally.

A final evaluation is also compulsory part of ILO policy in the field of technical cooperation².

II. PROJECT BACKGROUND AND DESCRIPTION

1. Project “Strengthening labour inspection services” - INT/09/62/NOR

This project covers the following countries: Angola, Brazil, China, India and South Africa.

There is a stronger focus on the development of a training component including the development of national training strategies and training plans for labour inspectors, and new approaches for labour inspection would be developed, such as on green jobs and gender.

As concerns the first stage, labour inspection assessments were conducted in Angola, China and South Africa. In Brazil, the focus was set on training on good labour inspection practices and the development of new labour inspection approaches and in India, an assessment of national training strategies and plans for labour inspectors took place at federal level and at the level of selected member States.

As a second stage, according to the outcome of the assessments, labour inspection action plans are being developed or other implementation measures will be foreseen, such as the development of guidelines for labour inspectors on specific topics of national interest (see in particular Annex I for some examples and the project log frame). Moreover, national training plans and strategies for labour inspectors will be developed, and train the trainer’s sessions were and will be held.

Specific topics in response to new needs for labour inspectors would be addressed. This would for instance include the design of guidelines and the development of new labour inspection practices in relation to “green jobs”.

Moreover, a focus would be set on the gender dimension of labour inspection. This would include the conception of training modules and guidelines on labour inspection and discrimination at the workplace.

Another component will include the adjustment of the awareness raising material for social partners on the role of labour inspectors to national needs and training of social partners and labour inspectors on this material.

Networks at national and international level would be strengthened, in order to facilitate an exchange of good practices. For instance, a meeting for users and experts on Labour Administration and Inspection would be organized for January 2011 in Turin, to train them on the assessment methodology applied. Some study visits have been arranged in order to strengthen networks and exchange good practices.

² GB 294/PFA/8/4 and IGDS No. 75, Version 1.

National activities were or will be supported by the adaptation of the labour inspection training modules to national needs and their respective use in training sessions, the development of guidelines and studies on selected topics, such as a study on labour inspection and sanctions.

Good practices would be collected and the exchange of good practices would be facilitated.

The immediate objectives/project outcomes are:

1. Labour inspection systems are strengthened and modernized and their staff is empowered in performing labour inspection tasks.
2. Labour inspectors, employers’ and workers’ organizations and other institutional partners are in a better position to engage in programmes and policies to promote compliance with legislation.

See **Annex I** for major outputs/activities completed and planned.

This project started on 1 January 2010 and would have ended 30 September 2010. However, it was agreed, first, to extend it on a no cost basis until December 2010, and, then, to allow the End-of-Project seminar and the Evaluation to be carried out in January 2011.

III. PURPOSE

The purpose of the final evaluation is to:

- a) Determine if the projects have achieved the stated immediate objectives and to which extent, explain which difficulties were encountered and identify lessons learned;
- b) Determine to which extent the identified outputs (see project log frames) have been achieved and assess the implementation status (in particular of labour inspection action plans)
- c) Evaluate the quality of project design, project management and performance monitoring vis-à-vis the achievement of project immediate objectives;
- d) Assess potential of project continuation and of a consolidation of project results achieved towards the fulfilment of the milestones indicated in the P & B 2010-2011 under outcome 11, indicator 11.2: strengthening labour inspection systems in line with international labour standards and the Strategic Policy Framework 2010-15.

IV. SCOPE AND EVALUATION CRITERIA

The evaluation will be carried out as a final external evaluation at the occasion of termination of each project. It will take place from November 2010 to February 2011 and include two major phases:

Phase II: Concerning project INT/09/62/NOR, the evaluation would include the stage(s) in January 2011 and thus, cover this project from January 2010 to January 2011.

The projects RER/09/50/NOR; RAB/09/50/NOR and GLO/09/50/NOR and INT/09/62/NOR would be evaluated separately. This Terms of Reference relates to INT/09/62/NOR.

A distinction in the evaluation process between national and global will apply to project INT/09/62/NOR: distinction would be made between national activities and outputs shaped according to national specifics and global activities/ products.

See **Annex I** for the listing of national and global project activities/outputs and qualification as national or global activity/output.

The evaluation will, for each project and component, examine the following key evaluation criteria and will be centred around the following questions:

1. Relevance of the project and strategic fit:
 - *What have been the major results/accomplishments of the projects?*
 - *To what extent have the projects achieved their immediate objectives and reached their beneficiaries and target groups?*
 - *Was there adequate stakeholder commitment for implementation?*
2. Validity of the project (incl. strategy, objectives and assumptions)
 - *Were the project strategies, objectives and assumptions appropriate for achieving planned results?*
 - *Were the activities appropriately adapted to the needs of the country?*
 - *Did the government, in particular labour inspectorates, / employers / unions understand the project’s objectives and approach? How have they supported these objectives over the life of the project?*
3. Implementation status, project progress and effectiveness:
 - *To what extent have planned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans?*
 - *Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?*
 - *Have the projects been appropriately responsive to the needs of the national constituents?*
 - *Have the project approaches demonstrated success?*
 - *Formulate recommendations for the perspective to continue the projects*
 - *Will the project contribute to a better application of international labour Standards, in particular in the field of labour inspection (ILO Convention No. 81 and No. 129)*
 - *Did the projects support the perspective of ratification of ILO Conventions on labour inspection as to the project countries which have not ratified labour inspection related ILO Conventions until present?*
 - *Is the consolidation of project results via the project extension likely to contribute to a better application or a ratification of international labour standards (in particular in the field of labour inspection)?*
4. Efficiency of resource use
 - *Have resources (funds, human resources, time, expertise etc) been allocated strategically to achieve outcomes?*
 - *Have project funds and activities been delivered in a timely manner?*
 - *Have resources been used efficiently? Have activities supporting the strategy been cost effective?*
5. Effectiveness of management arrangements

- *Have the projects received adequate political, technical and administrative support from their national partners?*
- *Have the projects received adequate administrative, technical and- if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?*
- *Have the projects made strategic use of coordination and collaboration with other ILO projects? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results, following the approach of the ILO Declaration of Social Justice? Please assess and describe its nature and extent.*
- *Has project governance been facilitating good results and efficient delivery? Is/was there a clear understanding of roles and responsibilities by all parties involved?*
- *As to the centrally managed project components (this concerns project INT709/62/NOR): analyze managerial support by ILO office Geneva to national activities/outputs as to its nature and effectiveness and quality of collaboration with national offices (ILO offices Yaoundé, Pretoria, Beijing, Brasilia, and New Delhi). Was the distribution of competencies between ILO office Geneva and national ILO offices supportive to the completion of the project?*

6. Impact orientation and sustainability

- *Are national partners committed to and willing to continue with the project? How effectively has the project built national ownership?*
- *What project components or results appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?*
- *Has the project successfully built or strengthened an enabling environment (laws, policies, people’s attitude)*
- *Should there be a continuation of the projects to consolidate project achievements?*

V. METHODOLOGY

The external evaluator will make use of the sources of information exhibited below, namely the review of selected documents (1.1), the conduct of interviews (1.2) and the consultation of the webpage of LAB/ADMIN (1.3). The evaluation will be carried out in several stages (see below, under chapter “development” (2.)).

1. Sources of evaluation

1.1 Document review:

The evaluator will review the documents, which are listed in **Annex II**.

1.2 Individual interviews:

Individual interviews in Turin or by phone and/or a questionnaire survey will be conducted with the following:

- a. ILO staff in the field, including Ms. Marleen Rueda (ILO office New Delhi), Mr. Benoit Guiguet (ILO office Yaoundé), Mr. Chang-Hee Lee (ILO office Beijing), Mr. Joni Musabayana (ILO office Pretoria).
- b. ILO staff in ITC Turin (Ms. Daniela Bertino, Mr. Felix Martin-Daza).
- c. The national project coordinators for China (N.N.) and Brazil, Ms. Andrea Araujo.
- d. Representatives from the labour inspectorates and/or of the Ministries of Labour of the countries covered by the two projects, as well as of the Indian member States, and representatives of employers’ and workers’ organizations within those countries where appropriate.

2. Development

Stage I – Preparation

In a first stage, the evaluator will study the documents (see list attached) which the ILO will provide to him.

According to the evaluation objectives and upon study of the documents, he will design a more elaborated evaluation strategy including interview questions and protocols, which he will share with the ILO evaluation manager for comments and feedback.

Stage V- Attendance of the end of project experience sharing workshop (for project INT/09/62/NOR), Turin, 26-28 January 2011

The external evaluator will interview representatives from the Ministries of Labour or labour inspectorates as well as social partners’ representatives from Angola, Brazil, China, India and South Africa. In addition, the evaluator will interview the national project coordinators (NPCs) and ILO experts involved in the project INT/09/62/NOR, should they attend this workshop.

To the extent national officers and field experts would not be available during the workshop, the external evaluator would conduct interviews on a remote basis (Skype, phone conference).

Completing the different evaluation stages, the evaluator would be continuously supported by ILO officials, for instance by those who attend the different workshops, facilitating or arranging meetings with representatives ad hoc etc.

VI. DELIVERABLES

1. Final evaluation report

The evaluator will prepare one evaluation report on the project INT/09/62/NOR and final conclusions.

The draft of the evaluation report, covering project INT/09/62/NOR, is due by February 4th, 2011; a final version of this part will be submitted by February 18th, 2011, reflecting the comments of ILO received, along with a consolidated version of the evaluation report, integrating the four parts and final conclusions.

The final evaluation report will follow the format below (page lengths by section illustrative only) and be no more than 40 single spaced pages in length, excluding the annexes:

1. Title page
2. Table of Contents
3. Executive Summary
4. Acronyms
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology used
8. Presentation of findings answering the evaluation questions
9. Findings, Conclusions, and Recommendations

This section’s content should be organized around the Evaluation criteria and questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

The report should include the following annexes:

- Detailed list with documents
- List of Workshops, Meetings and Interviews, including meeting agendas
- Any other relevant documents

2. Intermediate oral reports

After the completion of each stage, the evaluator will get in touch with the evaluation manager and report on the outcome. This would be also the occasion to adjust the evaluation methodology if the case may be.

3. Summary of the evaluation report

Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary, which will be posted, on the ILO's website. This report should be prepared following the guidelines included in **Annex III** and submitted to the evaluation manager. The summary would be likewise submitted, together with the final consolidated version of the evaluation report, to the evaluation manager, by February 18th, 2011.

Annex I – List with project outputs/activities following numbering of the project log frames

I.

Project Norway project “strengthening labour inspection services”- INT/09/62/NOR

The order of activities is oriented in function of the project log frame and makes reference to the same activities/outputs

Activity 1.2. a: - A labour inspection audit was conducted in Angola, 8-12 of March 2010.

Activity 1.6: - Workshop held in New Delhi, India, 9- 10 March 2010, to explore and convene a national training action plan for labour inspectors, for training at federal and at State level.

According to the work plan, the following is foreseen and still outstanding:

- **Activity 1.2 a:** A partial labour inspection assessment is conducted in China,
- **Activity 1.2 b:** A labour inspection action plan is designed for Angola,
- **Activity 1.3. a:** A national training plan will be developed for China and India,
- **Activity 1.3 c:** two train-the-trainers workshops (ToT) will be conducted in Angola,

-Training workshops conducted in Turin for Chinese labour inspectors

-Train-the-trainers workshops (ToT) held in India

-5 ToT Training workshops held in South Africa

- **Output 1.4:**
Labour inspection programme and training programme with emphasis on green jobs is developed in Brazil,

Development of training material on labour inspection and gender equality at the workplace, Brazil,

The labour inspection modules, developed by ITC Turin, are translated into Chinese and Indian, and adapted to those countries needs,

Development of a training module on gender and labour inspection (global),

Training for users in using training modules (global).

- **Output 1.5.**
Study on labour inspection and sanctions and formulation of guidelines (global)
- **Activity 1.5a:**
Development of a module for an enterprise registry (global)
- **Activity 1.5 c:**
Labour inspection and the crisis- validation of the publication
- **Activity 1.6 b:**
Development of best labour inspection practices in the field of forced and child labour for Brazil,

Development of a labour inspection guideline and code of conduct for China.
- **Activity 1.6 b):**
Study on migrant workers and penalties in South Africa
- **Output 1.7**
An international seminar to share good practices organized in Brazil,

Training in Turin for labour inspectors from South Africa and India
- **Output 2.1:**
Development of awareness raising material on the role of labour inspection and social partners (global)

Annex II – List with documents that should be reviewed

1. Labour inspection audit reports of all countries
2. Labour inspection action plans drafted
3. Labour inspection training plans
4. Labour inspection related revised legislation: draft or already adopted texts
5. New developed training tools and materials for labour inspectors (e.g. on labour inspection and gender)
6. Filled in evaluation questionnaires for the training activities
7. Media response to conducted workshops or other activities
8. Workshop programmes and reports (if any)
9. Satisfaction survey of the meeting
10. Publications:
 - Working paper on labour inspection and undeclared work including guidelines
 - Study on labour inspection and sanctions
 - Guideline on labour inspection and green jobs in Brazil
 - Guideline on labour inspection and the gender dimension at the workplace
11. Awareness raising material on labour inspection and social partners
12. Project documents:
 - PRODOCs,
 - log frames,
 - progress reports
13. Programme & Budget for 2010- 2011
14. DWCPs of the countries covered and/or print out with country priority outcomes to which the projects contribute

Annex 4: ITC Turin workshop programme



STRENGTHENING LABOUR INSPECTION SERVICES

EXPERIENCE-SHARING WORKSHOP

AGENDA (draft2)

26 January

| | |
|--------------|--|
| 8:40-9:00 | Administrative arrangements |
| 9:00-9:30 | Opening <i>Antonio Graziosi; Maria Luz Vega</i> Presentation of Participants and Programme <i>Daniela Bertino</i> |
| 9:30 – 10:00 | The role of Labour Inspection and Labour Administration in promoting good governance <i>Maria Luz Vega</i> |

| | |
|-------------|--|
| 10:00-10:30 | Idem: Discussion |
| 10:30-11:00 | COFFEE BREAK |
| 11:00-11:30 | Expectations |
| 11:30-12:00 | <p>Presentation of the national components of the Norway funded project:</p> <p>INDIA</p> <p><i>Marleen Rueda, Kavita Gupta, Vyasji Ji</i></p> |
| 12:00-12:30 | Questions & Answers |
| 12:30-13:30 | LUNCH BREAK |
| 13:30-14:00 | <p>Presentation of the national components of the Norway funded project:</p> <p>SOUTH AFRICA</p> <p><i>Ludek Rychly, A. Sivananthiram, Molawa E. Mogwatlhe, Pulleng A. Ntambam</i></p> |
| 14:00-14:30 | Questions & Answers |
| 14:30-15:00 | Presentation of the national components of the Norway funded |

| | |
|-------------|---|
| | <p>project:</p> <p>BRAZIL</p> <p><i>Andrea Rivero de Araujo, Renato Bignami, Rinaldo Gonçalves de Almeida</i></p> |
| 15:00-15:30 | COFFEE BREAK |
| 15:30-16:00 | Questions & Answers |
| 16:00-17:00 | <i>Separate meeting with the evaluator: India</i> |
| 17:00-18:00 | <i>Separate meeting with the evaluator: Brazil</i> |

27 January

| | |
|-------------|---|
| 8,30-9,30 | <i>Separate meeting with the evaluator: South Africa</i> |
| 9:30-10:00 | <p>Presentation of the national components of the Norway funded project:</p> <p>CHINA</p> <p><i>Zhu Changyou, Xiaoyan Qian, Yingrong Su</i></p> |
| 10:00-10:30 | Questions & Answers |

| | |
|--------------|---|
| | |
| 10:30-11:00 | COFFEE BREAK |
| 11:00-12:15 | <p>Sharing experiences: the BASIC project. Gender and labour inspection</p> <p><i>Line Begby, S. Cavazza, D. Bertino, M. Luz Vega, Andrea Rivero de Araujo</i></p> |
| 12:15–12:45 | Separate meeting with the evaluator: China |
| 12:45-13:45 | LUNCH BREAK |
| 13:45-14:15 | <p>Experience sharing; images from the world</p> <p><i>Show room, 1st floor</i></p> |
| 14:15-14:45 | <p>Presentation of the national components of the Norway funded project:</p> <p>ANGOLA</p> <p><i>Nzinga N.Costa, F. Fonseca, Benoit Guiguet, Carmen Bueno</i></p> |
| 14:45- 15:15 | Questions & Answers |
| 15:15-15:30 | COFFEE BREAK |
| 15:30-16:30 | Other ILO technical co-operation projects in the field of Labour Administration and Inspection |

| | |
|-------------|--|
| | <i>Bente Sorensen, Abdatou Kane, Amin Al Wreidat, Carmen Bueno</i> |
| 16:30-17:00 | Discussion |
| 17:00-18:30 | Separate meeting with the evaluator: LAB/ADMIN and Turin Centre |

28 January

| | |
|-------------|--|
| 8:30-9:30 | Separate meeting with the evaluator: Angola |
| 9:30-10:15 | The LAB/ADMIN global products <i>Maria Luz Vega, René Robert</i> |
| 10:15-11:00 | The ITC/ Turin capacity building component <i>Daniela Bertino, Felix Martin Daza, Fernando Fonseca</i> |
| 11:30-11:30 | COFFEE BREAK |
| 11:30-13:00 | Next steps and forward looking |

| | |
|--------------|--|
| | GROUP WORK |
| 13:00-14:00 | |
| 14:00-15:00 | Group presentations |
| 15:00- 16:30 | Feed Back from LAB/ADMIN & Turin and joint planning |
| 16:30-17:00 | Final remarks, certificates of attendance and Closing |
| 17:30 | DEPARTURE NAVETTE FOR GENEVA |

Annex 5: List of documents reviewed

Project and ILO documents

- Prodoc Strengthening labour inspection services
- Progress Report INT/09/62/NOR (January – June 2010)
- Final Report INT/09/62/NOR (January 2010 – January 2011)
- Norway/ILO Programme Cooperation Agreement 2010-11
- ITC-ILO Curriculum on “Building modern and effective labour inspection systems”, modules 0-12
- ITC-ILO Curriculum on “Strengthening and Re-engineering Labour Administration”, module 1-10
- ITC-ILO Curriculum Module on “LABOUR INSPECTION AND GENDER EQUALITY”
- Final Training Report “Building Modern and Effective Labour Administration and Inspection Systems: Users’ Training”, Turin (Italy), 23 - 25 November 2010
- Final Training Report “Building Modern and Effective Labour Inspection Systems”, Turin, Florence and Rome (Italy), 08 - 19 November 2010
- Final Training Report “Building Modern and Effective Labour Inspection Systems” Turin (Italy), Lisbon (Portugal) and Madrid (Spain), 30 August – 10 September 2010
- Final Training Report “Formação inicial para Inspectores do Trabalho: formação de formadores”, Luanda, Angola 18 – 22 de Outubro de 2010
- Final Training Report “Formação inicial para Inspectores do Trabalho: formação de formadores em segurança e saúde no trabalh”, Luanda, Angola 06 – 10 de Dezembro de 2010

Country project documentation

- ITC Turin Experience workshop January 2011: Presentations from each country with achievements, challenges and prospects for the future
- Activity material like workshop material, preparation documents, presentations and reports
- Mission reports
- Publications related to the projects
- Internal (unofficial drafts) of final country reporting to ILO HQ/LABADMIN, where such existed

General information

- Adele Hayutin (2010) “POPULATION AGE SHIFTS WILL RESHAPE GLOBAL WORK FORCE”, April 2010, Stanford Center on Longevity, <http://longevity.stanford.edu>

Annex 6: List of people interviewed

| Country | Name | Position | Institution |
|-------------|---|--|---|
| Angola | Ms Nzinga Ngola de M Conceição COSTA | Inspectora Superior | MAPESS/IGT- Inspeção geral do Trabalho |
| Brazil | Mr Renato BIGNAMI | Auditor Fiscal do trabalho | Ministério do Trabalho e do Emprego |
| Brazil | Mr Rinaldo GONÇALVES | Inspector, Advisor of the National Coordinator of Maritime Labour Inspection | Ministry of Labour and Employment |
| Brazil | Ms Andrea RIVERO DE ARAUJO | National Project Coordinator | ILO Brasilia International Staff and Treaty Division,, International Dept., MOHRSS |
| China | Ms Xiaoyan QIAN | Director Director of the General Office of LIB | MOHRSS Labour Inspection bureau of MOHRSS |
| China | Mr Yingrong SU Mr Changyou ZHU | Country Officer | CO Beijing |
| ILO HQ/ITC | Ms Nadine Fischer | Labour Administration/ Inspection Officer | ILO, Geneva |
| ILO HQ/ITC | Mr René Robert | Labour Administration and Inspection Officer | ILO, Geneva |
| ILO HQ/ITC | Ms Daniela BERTINO | | ITC-Turin, ILO |
| ILO HQ/ITC | PAPANDREA | Programme Manager | |
| ILO HQ/ITC | Mr Felix Martin-Daza | Senior Programme Officer | ITC-Turin |
| ILO HQ/ITC | Ms Carmen Bueno | Chief Technical Adviser | Budapest |
| ILO HQ/ITC | Ms Line BEGBY | Associate Expert | Gender and Non-Discrimination Unit |
| ILO HQ/ITC | Ms Johanne Lortie | Programme Officer | Gender and Non-Discrimination Unit |
| ILO HQ/ITC | Mr Fernando Fonseca | Senior Programme Officer | Social Dialogue, Labour Law and Labour Administration Programme |
| ILO regiona | Ms Maria-Luz Vega | Senior Labour Administration/Inspection Specialist | ILO, Geneva |
| ILO regiona | Mr Amin Yousef Ismail AL-WREIDAT | Chief Technical Officer, Middle East | DWT BEIRUT |
| ILO regiona | Mr Benoît GUIGUET | Spécialiste des normes | OIT/Bureau sous régional de l’OIT pour l’Afrique centrale |
| ILO regiona | Ms Abdatou KANE | Project Coordinator | ILO Sub regional office for the Sahel Region (Dakar) |
| ILO regiona | Mr Joaquim NUNES PINTADO | National Project Coordinator | DWT BUDAPEST |
| India | Ms Kavita GUPTA | Secretary Principal Secretary Labour Resources Department | Government of Maharashtra, Department of Industries, Energy and Labour |
| India | Mr Vyas JI | Resources Department | Labour Resources Department, Government of Bihar |

Evaluation of the ILO Project, “Strengthening labour inspection services” (INT/09/62/NOR)

| | | | |
|-----------------|---|--|------------------------------|
| India | Ms Marleen RUEDA | National Project Coordinator | DWT India - ILO DELHI |
| Norway | Ms Cathrine Andersen | Project manager Decent work | Ministry of Foreign Affaires |
| South Africa | Mr Molawa Ezekiel MOGWATLHE | Director: Inspections & Enforcements Services | Department of Labour |
| South Africa | Ms Puleng Aleta Mr Alagandram SIVANANTHIR | NTAMBAM | Northern Cape Province |
| South Africa | AM | ITC consultant | |