



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

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Acronyms

CPO	Country Program Outcomes
CO	Country Office
DWCP	Decent Work Country Programme
HQ	Headquarter
IRIS	Integrated Resource Information System
ITC-ILO	International Training Center of the International Labour Organization
LABADMIN/OSH	(ILO) Labour Administration, Labour Inspection and Occupational Safety and Health Branch
MOHRSS	Ministry of Human Resources and Social Security (China)
MOL	Ministry of Labour
OBPF	Outcome-based Partnership Funding
P&B	Programme and Budget
PARDEV	Partnership Development Department (in ILO Headquarters)
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
SAWS	State Administration for Work Safety (China)
TC	Technical Cooperation
TOT	Training of Trainers
XBTC	Extra-Budgetary Technical Cooperation

Executive Summary

Introduction

The Norwegian Government funded USD 1,135,891 in support of the ILO's organizational outcome on labour administration and labour inspection for the biennium period of 2012-2013. *Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services*, otherwise known as Outcome 11, is formulated with the understanding that effective national systems of labour administration are vital for good governance of labour matters and for balanced social and economic development.

“Project on Good Governance through Labour Administration and Labour Inspection” represents a relatively new partnership modality between ILO and donor governments developed in 2011, known as Outcome-based Partnership Funding (OBPF).¹ The nature of the agreement is not project based but results based, and enables donors to lightly earmark funding toward a specific outcome while allowing the ILO a certain degree of flexibility in the use of funds within countries of choice. In supporting one of the ILO's 19 organizational outcomes, the funds are intended to support linked Country Programme Outcomes (CPOs) articulated at the national level, while supplementing or building upon achievements made with other types of funding agreements.

The “Good Governance Project”, hereafter referred to as the Project, follows on a similar partnership agreement between the ILO and the Norwegian Government in support of labour administration and labour inspection, as part of the 2010-2011 biennium. Several projects were implemented to strengthen labour inspection services in a range of countries. The 2012-2013 biennium Project has focused on 8 countries – China, Costa Rica, Indonesia, Lebanon, Namibia, South Africa, Ukraine and Vietnam – and takes a similar approach in its effort to develop or strengthen implementation of national labour inspection action plans with a focus on capacity building through training. The Project was implemented from 1 January 2012 to 31 March 2014.

The Project Logframe stipulates 2 immediate development objectives: 1) The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance; and 2) Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies. These are identified as contributing toward an overall development objective described broadly within the body of the Project Document as greater long-term socio-economic development through strengthening policy making and implementation capacities in the field of labour, and improving compliance with labour legislation. This in turn is expected to result in a more responsive labour administration and labour inspection system able to promote social justice and Decent Work.²

The grouping represents a wide range of countries at various stages in the development of their labour inspection systems. Countries such as Vietnam and Namibia have lesser developed systems in place. China, Lebanon and South Africa had participated in earlier Norwegian-funded projects.

As a global project, funds were managed by LABADMIN/OSH in Geneva and distributed to each of the countries for a variety of activities intended to support Country Programme Outcomes (CPOs) and ultimately Outcome 11. Capacity development for labour administration

¹ Norway is just 1 of 3 donors which has engaged in OBPFs with the ILO; the other 2 are Sweden and Ireland.

² Project Document, page 17.

systems, international knowledge networks and coordination, planning and evaluation were implemented at the national level with technical support from HQ and the support of Global Products, developed in collaboration with the International Training Center of the ILO (ITC-ILO). Synergies with other projects and national or regional activities were also developed.

Methodology

The evaluation covers the beginning of the project, 1 January 2012 to 31 December 2013. The main purpose of the evaluation is to determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved. Of particular interest are the linkages between the funded activities with other activities under Outcome 11, and the overall contribution of Project funding toward achieving Outcome 11. The evaluation sought to assess contextual factors and realities within the 8 target countries, the conceptual basis for the Project and its approach, and a broader assessment of the realization of project outcomes and their prospects for sustained implementation.

A total of 26 interviews were held between the period of 14 February and 18 March. Respondents included LABADMIN/OSH officials in HQ; ILO Programme Officers and in the case of Costa Rica and China, Country Directors; and officials from each of the countries representing labour inspectorates and their social partners. A desk review of relevant documents was also undertaken.

A significant limitation to the evaluation was budgetary constraints. No travel was undertaken to any of the 8 countries or to HQ. Instead videoconferencing and telephone calls were used to communicate with stakeholders in each of the 8 countries, Geneva and Turin. While the use of technology facilitated the implementation of the evaluation on a small budget, meaning and nuance were compromised.

Findings

- **Relevance of the initiative in its approach:** The project design is effectively based on the strategic approach espoused by the P&B 2012-2013. Based on information available, there is also rough alignment between activities implemented in the 8 countries, the project framework, the CPOs, Decent Work Country Programmes (DWCPs), and the Outcome 11 indicators. A significant amount of funds were invested in global products as compared to investments at the country level, which, while deemed relevant and in support of Outcome 11, were not accessed by substantial numbers of constituents within the 8 target countries during the period of project implementation. Of the global products developed, the ITC-ILO modules on labour administration and labour inspection were the most accessed and applied by stakeholders in the 8 target countries during project implementation. As an OBPF, the Project funds were seen as highly relevant in supplementing and leveraging other types of funds, and its flexibility was highly appreciated at the country level.
- **Effectiveness in achieving desired Project outputs:** The Project achieved most of its outputs to varying degrees of success. This success appeared to be based on levels of investment in each of the countries, the level of commitment by stakeholders with a framework in place, and the scope of effort required for achievement. The Project strived to address gender equality through training, but during the short implementation period, significant change on a complex social issue was not effectively realized. As a project involving significant efforts to build capacity and strengthen systems, there was not a systematic approach to identify outcomes of capacity building interventions.

- ***Project funded activities' contribution toward Outcome 11:*** While Project funds were very small in comparison to the total amount of funds globally contributing toward realization of Outcome 11, country programming success in leveraging of funds and combining it with other types of funding augmented its effect. The 8 target countries reporting in the ILO Implementation Report 2012-2013 on at least 2 of the measurement criteria for indicators 11.1 and 11.2 constitute 32 percent of the total 19 countries reporting. While a baseline was not taken, concrete areas of achievement identified in the target countries include the ability of the Ukrainian Government to more effectively report on Conventions 81 and 129 as a result of an improved data collection system; and the development of a training program in China that is based on a sound capacity development strategy.
- ***Effectiveness and efficiency of the project management approach and structure:*** The prioritization of funding activities over increasing technical human resources worked well overall. There was uneven regard for the nature of centralized programming, ranging from appreciation for its flexibility in where and how funds might be spent at the HQ level to frustration over an inability to rely and count on the funds at the country level. Aside from the ITC-ILO Turin experience, which promoted learning across countries, there was little effort to make connections across the 8 target countries for purpose of capacity development and learning. The disproportionate focus on China due to explicit earmarking by the donor raises questions about whether the project was directing resources to areas where there is real need.
- ***Prospects for sustained outcomes:*** The political will of the governments to prioritize labour administration and adequately budget for its continued development, and the will of the social partners to engage with the labour inspectorate on furthering coordination and understanding will determine further progress made going forward. Indicators that outcomes will be sustained in some of the countries include the high degree of enthusiasm for achievements and a momentum gained among constituents in China; and the funds secured for a TC project in Vietnam.

Conclusion

The Project approach was effectively aligned with the P&B 2012-2013, and Project funded activities at the country level effectively supported the 2 development objectives of the Project logframe. The evaluation could only determine in broad terms the alignment between CPOs at the country level and Outcome 11 indicators and measures.

The global products and services generated by the project benefited an audience well beyond the 8 target countries during the 2012-2013 biennium; and Project funds were devoted to some global products that will be finalized and of benefit to countries during the 2014-2015 biennium and beyond. The majority of the 8 target countries accessed the ITC-ILO modules, with most receiving some level of training on the modules, and most adapting selected modules to incorporate into their country level training programmes. While created effectively in support of Outcome 11, there was reduced limitation in fully supporting the 8 target countries during the project period as part of a cohesive project with a set of global products and services, beyond the ITC-ILO modules.

Yet what was of benefit was very much appreciated, both in terms of the level and type of technical assistance provided from ILO and the products adapted and used to further develop training programmes. Concrete areas of achievement could be identified in almost all countries

in support of project objectives, with greater levels achieved through leveraging and combining project funds with other types of funds. Further, through leveraging of funds, there was good collaboration, particularly in the context of training but not exclusively, with other technical units in the ILO. The evaluation identifies factors influencing the extent of progress made in the countries to involve the levels of investment and access to funds, the level of commitment by stakeholders with a framework in place, the political context, and the scope of effort required for achievement.

Specific areas of need to consolidate achievements made relate to continued investment in the further developing of training programs to enable greater levels of institutionalization; and investment by labour inspectorates in the hardware and software of their labour inspection systems going forward, both to further develop and expand, as well as to maintain. The further professionalization of the labour inspectorate and the coordination and improved understanding among the tripartite partners will only further develop with continued efforts among all actors to seriously engage and work together to enhance a balanced approach to awareness/prevention and sanctions in the workplace.

Finally, it was clear to the evaluation that there was effective oversight of the Project and LABADMIN/OSH officials were knowledgeable about those geographical areas for which they were responsible, yet they had little knowledge of what was going on in other countries. There was little effort by way of systematically monitoring progress toward reaching project objectives. Data collected to monitor was done in an ad hoc way and was not uniform. Better developed logframes at both HQ and country levels coinciding with stronger CP frameworks would better support effective monitoring.

i. Lesson Learned

- A lesson learned for the Project is the need for more effective framing of the project logframe at both HQ and country levels in correlation with effectively developed CPOs to better enable monitoring of activities toward achieving desired outcomes.

ii. Best Practice

- ILO CO-Jakarta's development of a logframe that effectively linked the HQ-designed project logframe and its development objectives with their work in support of their CPO on labour administration and labour inspection is identified as a best practice.

Recommendations

The following recommendations are suggested to the ILO:

1. ***Develop a more systematic approach to developing CPOs to enable better monitoring and evaluation:*** A more systematic approach to developing CPOs that are carefully crafted and are effectively linked to clear inputs and outputs, and preferably are informed by a baseline is advised. Developing specific and measurable objectives would better enable monitoring of progress toward reaching DWCPs in support of organizational outcomes, as well as ensure greater evaluability.
2. ***Consider a carefully defined CPO framework as one criterion for participating in OBPF initiatives.*** A sound country framework as part of a required proposal to participate in OBPF programming may provide impetus at the country level to more carefully define their CPOs, and may be an additional criterion for choice of countries.

3. ***Consider further developing the project logframe to include outcomes and more clearly defined indicators to enable a stronger logic and means for effective monitoring.*** While the evaluation found the overall logic of the design to be sound, further development of outcomes as clearly linking the outputs achieved by the activities in contributing toward the desired objectives and goal may be useful. Further elaboration on indicators might also be explored to assist in the monitoring of progress toward realizing outcomes. Indicators that are more reflective of a causal relationship between interventions and desired outcomes may be helpful.
4. ***Develop a standardized approach at the country programme level for planning based on the HQ-developed logframe to enable improved monitoring capacity.*** While the Project Document was aligned with the P&B, and the evaluation was able to determine the activities implemented in the 8 target countries were broadly aligned with the logframe, and seemingly in accordance with the CPOs, the evaluation suggests country programmes to create frameworks, such as the logframe developed by ILO CO-Jakarta, that are based on the HQ-developed logframe. This would create greater connection and correlation between the OBPF Project and the CPOs, ensuring alignment for purposes of planning and implementation, as well as enabling better monitoring efforts both at country level and HQ level. Clearly defined activities contributing toward the realization of identified outputs and outcomes would also enable clearer budgeting from the start. ILO officials in the target countries would enjoy greater assurance on the funds pledged. And where flexibility is valued, such as the case of OBPF where funds are intended to be used to maximize impact, an improved framework would enable more successful decision-making based on clear data.
5. ***Develop a more systematic approach to measuring training outcomes:*** The 3 surveys used in Vietnam and Indonesia are a useful tool, which aimed to identify the relevance, the training held for participants and certain outcomes achieved. The evaluation recommends that such tracking be done systematically for all trainings immediately following training, but also to identify outcomes 3 to 6 months after training. Such tracking will enable more productive monitoring of activities implemented and progress made toward CPOs and the organizational outcome, as well as understanding of what's working effectively and what might be changed. The evaluation recommends to include other questions that attempt to measure application of new learning and skills.
6. ***Develop a more cohesive project framework with greater South-South capacity development interventions with an additional criterion for country selection.*** If treating OBPF programming in a more cohesive and programmatic way is indeed valued, further promotion of South-South exchange among the target countries as a means toward further capacity development is suggested. An additional consideration in the choice of countries at the start of programming may be a combination of countries that would effectively facilitate identified learning objectives and form a basis or rationale for desired outcomes. A regional approach might effectively accomplish this, or a selection of countries based on identified common characteristics. These might include countries facing similar issues with regard to furthering dialogue with social partners or countries at varying stages in the development of their labour inspection systems or training programs.
7. ***Consider future in-country evaluations to support learning around the effectiveness of global products in their application to the local context, and to better and more closely define causal links between interventions and outcomes.*** As an OBPF initiative, a significant indicator for successful application of funds within the country is their strategic

use. More in depth assessment of how effectively this is done should be better ascertained through an onsite evaluation that addresses the full programming of the country office in support of CPOs. An OBPF evaluation may be better conducted within the context of a country programme evaluation, or alternatively to include such evaluations among the selection of documents for desk review in a multi-country evaluation.

The following recommendation is suggested to the donor:

8. ***Consider need as an additional criterion for country selection.*** While the evaluation acknowledges the importance of timing and political support for interventions to be successful, and that China certainly exemplified this at the start of the Project, the evaluation notes that the highly disproportionate amount of resources devoted to activities in China were at the expense of other countries. For a more meaningful spread of non-staff resources, which are significant for complementing other types of funding initiatives, the evaluation recommends a more balanced approach, particularly among countries where there is greater need and less resources.

Introduction

Background to the project

The Norwegian Government funded USD 1,135,891 in support of the ILO's organizational outcome on labour administration and labour inspection for the biennium period of 2012-2013. *Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services*, otherwise known as Outcome 11, is formulated with the understanding that effective national systems of labour administration are vital for good governance of labour matters and for balanced social and economic development. Labour administration is viewed as a tool at the disposal of governments to achieve their social objectives by formulating and implementing labour policies as well as by providing their citizens with a large set of related services.

Governments often struggle in achieving effective labour administration systems due to a variety of reasons. Insufficient legislative frameworks; lack of a human resource strategy to effectively recruit, retain and train labour inspectors; and inefficient work practices, including planning, evaluation and organization are impediments. The growing incidence of new employment patterns such as subcontracting and outsourcing present challenges, as does the occurrence of illegal and migrant work, forced labour and child labour. The insufficient involvement of social partners and consensus on the understanding of the labour inspectors' role in both preventing and addressing violations in the workplace is an impediment in many countries. Finally, a lack of prioritization of labour administration and labour inspection within national budgets presents a fundamental challenge.³

At the June 2010 308th Session of the ILO Governing Body the importance of working with member states to further build capacity in this area was highlighted. Promoting tripartite dialogue; ratification and effective application of relevant Conventions, including ILO Convention 81 on Labour Inspection (1947), ILO Convention 129 on Labour Inspection (Agricultural sector) (1969), and ILO Convention 150 on Labour Administration (1978); and building capacity of labour administration services and labour inspectorates were stressed. Further, the ILO Strategic Policy Framework 2010-2015 highlights that an efficient and well-coordinated system of labour administration is key to the formulation and implementation of sound national labour policies and laws.

The Labour Administration unit within ILO Headquarters (HQ), known as LABADMIN, was set up in 2010 to further capacity within the Organization in this area. It has served as the primary unit for leading the Organization's effort to achieve Outcome 11. In 2013, the Occupational Safety and Health Unit merged with LABADMIN, and became known as the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH).

"Project on Good Governance through Labour Administration and Labour Inspection" represents a relatively new partnership modality between ILO and donor governments developed in 2011, known as Outcome-based Partnership Funding (OBPF).⁴ The nature of the agreement is not project based but results based, and enables donors to lightly earmark funding toward a specific outcome while allowing the ILO a certain degree of flexibility in the use of funds within countries of choice. In supporting one of the ILO's 19 organizational outcomes, the

³ Project Document, pages 2-3.

⁴ Norway is just 1 of 3 donors which has engaged in OBPFs with the ILO; the other 2 are Sweden and Ireland.

funds are intended to support linked Country Programme Outcomes (CPOs) articulated at the national level, while supplementing or building upon achievements made with other types of funding agreements.

The initiative follows on a similar partnership agreement between the ILO and the Norwegian Government in support of labour administration and labour inspection, as part of the 2010-2011 biennium. A total of 5 million USD was provided for several initiatives aimed at a variety of countries. The project “Strengthening labour inspection services” (INT/09/62/NOR) was implemented from 2009 to 2010, and provided support to Angola, Brazil, China, India and South Africa on strengthening their labour inspection services. “Strengthening labour administration and labour inspection services in selected countries” (GLO/10/59/NOR), a smaller initiative implemented from 2011 to 2012, aimed to build capacity among labour administration units, including labour inspectorates, as well as social partners to engage and implement labour inspection tasks. This project focused on 9 countries: Angola, China, FYR Macedonia, India, Indonesia, Lebanon, Republic of Moldova, South Africa and Syrian Arab Republic.

The “Good Governance Project”, hereafter referred to as the Project, focused on 8 countries – China, Costa Rica, Indonesia, Lebanon, Namibia, South Africa, Ukraine and Vietnam – and takes a similar approach in its effort to develop or strengthen implementation of national labour inspection action plans with a focus on capacity building through training. The Project was implemented from 1 January 2012 to 31 March 2014.

Description of the project

The Project Logframe (found in Annex 1) stipulates 2 immediate development objectives:

- 1) The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance; and
- 2) Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies.

These are identified as contributing toward an overall development objective described broadly within the body of the Project Document as greater long-term socio-economic development through strengthening policy making and implementation capacities in the field of labour, and improving compliance with labour legislation. This in turn is expected to result in a more responsive labour administration and labour inspection system able to promote social justice and Decent Work.⁵

Donor funds were received first, and the Project Document was developed afterwards within a matter of weeks by LABADMIN/OSH in consultation with regional field specialists. Consideration was given to a range of countries with a total of approximately 35 CPOs linked to Outcome 11. The final selection of the target countries was based on 4 criteria outlined in the Project Document, namely:

- Specific Technical Cooperation (TC) funds to deliver the country outcomes
- Relation to other main program or financial resources

⁵ Project Document, page 17.

- Consolidation of the results of previous programs
- Indication of sustainability and success.⁶

A fifth criterion was identified during the course of data collection, that of geographical spread. A value was placed on countries participating from multiple regions across the globe.

The grouping represents a wide range of countries at various stages in the development of their labour inspection systems. Countries such as Vietnam and Namibia have lesser developed systems in place. China, Lebanon and South Africa had participated in earlier Norwegian-funded projects. Unusual for an OBPF, China was the only country of the 8 earmarked by the donor for the Project. At the end of the previous biennium, there was reportedly agreement among stakeholders that activities underway in China should continue and the dynamic achieved should not be lost.

Each of the 8 countries' CPOs on labour administration and labour inspection, as shown below in Table 1, are aligned with either Outcome 11 indicator 1 or indicator 2, as identified in the ILO's Integrated Resource Information System (IRIS). 11.1 relates to the number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards; and 11.2 relates to the number of member States that, with ILO support, strengthen their labour inspection system in line with international labour standards.⁷ The 2 indicators have a total of 8 related measures outlined for reporting purposes, as described in Annex 2.

Table 1 Countries and their linked CPOs and Indicators

<i>Country</i>	<i>Linked CPO to Outcome 11</i>	<i>CPO Title</i>	<i>Linked Indicator</i>
China	CHN 154	Capacity of national and provincial labour inspectorates enhanced through a strategic TOT methodology and south-south cooperation	11.1
Costa Rica	CRI 104	La administración del trabajo, con el apoyo de la OIT, presta servicios eficaces para el cumplimiento de la legislación laboral	11.1
Indonesia	IDN 151	Better working environment and labour administration through the implementation of International principles and rights at works	11.2
Lebanon	LBN 126	Effective labour inspection and labour administration system strengthened in line with the principles of the ratified Labour Administration Convention	11.1
Namibia	NAM 176	Labour Inspection Systems Strengthened	11.2
South Africa	ZAF 151	Department of Labour and its units especially the labour inspectorate are strengthened	11.1
Ukraine	UKR 155	The labour inspection system is strengthened and modernised in line with international labour standards.	11.2
Vietnam	VNM 107	Improved labour administration and labour law	11.2

⁶ Project Document, page 5.

⁷ A third indicator refers to legislative frameworks: Number of member States that, with ILO support, adopt new or improve existing labour laws in line with international labour standards, in consultation with the social partners. Support to member states on 11.3 was funded by other initiatives.

compliance through comprehensive labour inspection needs assessment and knowledge sharing activities

As a global project, funds were managed by LABADMIN/OSH in Geneva and distributed to each of the countries for a variety of activities intended to support the CPOs and ultimately Outcome 11. The following activities are noted in the Project Document to be implemented at the national level with technical support from HQ and the support of Global Products, developed in collaboration with the International Training Center of the ILO (ITC-ILO). Synergies with other projects and national or regional activities were also intended to be developed.

- **Capacity development for labour administration systems:** The reinforcement or consolidation of previous success achieved with support of TC projects or Regular Budget Supplementary Account (RBSA) through training of labour officers and labour inspectors based on the Outcome 11 Global Product, the ITC-ILO produced training modules on labour inspection. The full range of products developed with Project support includes:

Table 2 List of Gobar Products developed and amount of investment

	Product	Amount of investment in USD
1	Labour Administration and Labour Inspection Academy, held at the ITC-ILO in Turin, 28 October to 8 November 2013.	76,568
2	A similar Academy was held in Lima, Peru, for Latin American constituents in February 2013	84,600
3	Development of an online course in English called “Introduction to Labour Inspection”	100,000
4	Translation of a previously produced self-assessment tool for labour inspectors into French and Spanish	26,725
5	Production of a training module on Labour Inspection and Domestic Work, which included an experts meeting in Lisbon. (Module 16 of the labour administration and labour inspection training produced by ITC-ILO; currently exists in English and Spanish)	10,823
6	Production of a training of trainers manual for labour inspectors produced with the ITC-ILO and piloted in Indonesia; finalized February 2013 in English	5,000
7	Production of a training module for labour inspectors on soft skills and piloted in Vietnam in February 2014 (finalization pending)	10,000
8	Global meeting on labour inspection and undeclared work held in Geneva	13,254
9	Production of a training kit for labour inspectors on occupational accident investigation (finalization pending)	20,359
10	Production of an additional 13 labour inspection country profiles for the ILO Gateway database (only editing remains). ⁸	5,000
		352,329

⁸ These profiles contribute to a national labour inspection database to allow constituents, inspectors, researchers and the general public to improve their knowledge of the different LI systems around the world. The database is being integrated into the ILO’s GATEWAY web-portal, which will be a one-stop place for data and policy information online.

- ***International knowledge networks:*** The Project Document describes this aspect of the project to involve the exchange of sound labour administration and inspection practices between national experts by strengthening or building communities of practice through exchanges and dialogue (e.g. South-South cooperation) on topics of mutual concern. This will in particular include the exchange of good practices and the provision of mutual assistance under LABADMIN/OSH coordination.
- ***Coordination, planning and evaluation:*** This component of the project involves strengthening the capacity of governments to improve coordination and institutional development of national systems of labour administration and inspection as well as in enhancing the ability of institutions to plan, programme and evaluate their activities, including through the development or improvement of data collection and management systems.⁹

These activities, if broadly implemented, in support of identified CPOs, and with the technical support and coordination from HQ, would lead to further gains in achieving Outcome 11, *Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services*. Further, with the synergies developed with other types of projects and funding agreements, the project would serve to catalyze and build upon achievements and successes gained, contingent upon the following assumptions: 1) Political commitment by the 8 governments to modernize their labour administration system; 2) Commitment by the governments to provide a certain level of financial, human and material resources; and 3) Commitment by labour administrations and social partners to ongoing and sustained collaboration.¹⁰

Background to the evaluation

The evaluation covers the beginning of the project, 1 January 2012 to 31 December 2013. Based on the TORs (found in Annex 3) and preliminary discussions with ILO staff, the main purpose of the evaluation is to determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved. Of particular interest are the linkages between the funded activities with other activities under Outcome 11, and the overall contribution of Project funding toward achieving Outcome 11.

The TORs outline several additional objectives, including:

- Determine to what extent the project has achieved the stated immediate objectives;
- Explain which difficulties were encountered and identify lessons learned;
- Evaluate the quality of the project design, project implementation and performance monitoring *vis-à-vis* the achievement of project immediate objectives;
- Assess potential for consolidation and continuing of project results achieved following the measurement criteria indicated in the P&B 2014-2015 under Outcome 11, Indicator 11.2: strengthening labour inspection systems in line with international labour standards.

The project ended 31 March 2014, and a new ILO-Norway partnership agreement is now underway again focused on Outcome 11, to run until end of 2015. The evaluation will serve the additional purpose of providing ILO with options of recourse in further shaping the activities for this new project.

⁹ Project Document, page 13.

¹⁰ Project Document, page 18.

Description of Methods and Process

Evaluation questions

The evaluation questions are outlined below by area of criteria, in accordance with the OECD-DAC guidelines:

Relevance:

- As an HQ-led program in design, how appropriate were the project strategies, objectives and assumptions for achieving planned results? Were they effectively based on identified needs and suited to the local context within each of the eight countries?
- Did the activities implemented at the country level effectively supplement/ complement other ongoing activities implemented in fulfillment of Outcome 11?
- To what extent is the design of the ILO project relevant to the strategy outlined in the CPOs and P&B for Outcomes it aims to support, and for the achievement of the Global product and CPOs it aims to support?
- Were project stakeholders, in particular, labour inspectorates, employers and unions effectively engaged and committed to the project?
- How sound is the underlying logic of the project design? Are strategies, objectives and activities appropriate in achieving the desired outcome?
- To what extent are the various activities in the project's implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of P&B Outcomes which the project supports?

Effectiveness:

- To what extent has the project achieved its immediate objectives? What have been the major results and accomplishments of the project, both intended and unintended? What particular challenges or obstacles were there experienced at country levels and global?
- Has the project been effective in contributing toward better application of international labour standards, in particular ILO Convention No. 81 and 129? Did the project support efforts to ratify in those countries where the Conventions are not ratified?
- Were activities effectively integrated into country office programming? Were the project funds used to effectively supplement and leverage existing funds in support of Outcome 11? (Both efficiency and effectiveness criterion)
- Was the project management structure suitable in supporting the achievement of project objectives? Was the distribution of competencies between ILO HQ in Geneva and ILO field offices supportive to the completion of the project?

Efficiency:

- Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- Were activities implemented in a timely and cost effective manner and on schedule?

Sustainability:

- Is there demonstrated commitment by stakeholders going forward? Which project components or results will likely be sustained after the project and how? How might ILO provide further support, if needed?
- How has the project contributed toward a greater enabling environment for the implementation of ILO Conventions No. 81 and 129?

- To what extent have the project's actions produce immediate and midterm impacts towards achievements of CPOs and P&B outcomes it aims to support?

Approach to data collection

The evaluation took the following approach, as outlined in the Inception Report, found in Annex 4:

1. *Assessment of contextual factors and realities:* Contextual information was taken into account related to ILO programming objectives for Outcome 11, and the Project's relevance at the country level context in contributing toward Outcome 11.
2. *Assessment of conceptual analysis and frameworks:* The evaluation gathered information to understand and describe the conceptual basis for the Project and its approach. Assessment of the assumptions with the fit of the project's inputs and expected results was undertaken in correlation with the context in each of the 8 countries.
3. *Assessment of project-wide performance:* A broader assessment was undertaken for all 8 countries and HQ, to assess change realized and achievement of project outcomes and their prospects for sustained implementation.

Process of data collection and analysis

A total of 26 interviews were held between the period of 14 February and 18 March. Respondents included LABADMIN/OSH officials in HQ; ILO Programme Officers and in the case of Costa Rica and China, Country Directors; and officials from each of the countries representing labour inspectorates and their social partners.

- 5 videoconferences were held with a total of 16 persons, including groups of respondents from China Ministry of Human Resources and Social Security (MOHRSS) and from China State Agency for Work Safety (SAWS); 2 ILO officials in ITC-ILO, a group from MOL Vietnam; and 1 ILO official in Vietnam.
- 19 Skype calls were held, and as connections proved to be difficult, audio was primarily used. Skype interviews were conducted with groups of respondents, including ILO DWT/CO-San José and Ministry of Labour officials in Costa Rica. Individual Skype calls were held with ILO official in Lebanon, ILO official in South Africa, an ILO official in Indonesia, and a Labour Ministry representative in Indonesia.
- 4 telephone interviews were conducted with respondents in South Africa, Namibia, and Indonesia. These included MOL representative in South Africa, employer's representative in Namibia, trade union representative in Namibia, and ILO official in Indonesia.

Refer to Annex 5 for a list of respondents interviewed, and Annex 6 for a sample questionnaire used. Finally, a desk review of relevant project documents was undertaken. A list of these documents is found in Annex 7.

Limitations

Due to budget limitations, no travel was undertaken to any of the 8 countries or to HQ. Instead videoconferencing and telephone calls were used to communicate with stakeholders in each of the 8 countries, Geneva and Turin. Videoconference proved to be reliable technology, yet as it was limited to the ILO Regional Office for Asia and the Pacific's office hours in Bangkok, the home of the evaluator, it was impossible to schedule with all informants due to time differences.

Skype calls with respondents proved to be uneven in the quality of connection, with interviews interrupted multiple times. For most of these calls audio was only used to better facilitate communication. Calls made through Skype to a cell phone or landline proved to better facilitate exchange.

While the use of technology facilitated the implementation of the evaluation on a small budget, meaning and nuance were compromised. The nature of coordinating the videoconferences and the long distance involved led to group conversations and fewer one-on-one interactions, allowing for reduced opportunity to gather data for purposes of triangulation. The level of rapport that is nurtured during interviews to facilitate sharing of information and insights was also compromised through the use of technology. And finally, communication from afar eliminated the possibility for other side conversations that often take place during an evaluation that provide valuable insight into the realities on the ground. The evaluation thus relied heavily on desk review in addition to the interviews, a reality that proved challenging in clearly and independently identifying outcomes. Emails seeking further clarification continued well after interviews ended.

Given this limitation, the evaluation speaks to achievements made by the project and addresses the evaluation questions at a broader level. The evaluation provides several recommendations for further inquiry as part of a possible follow-up evaluation where onsite interviews may be held.

Organization of the report

The report is organized in two parts, the first providing an overall synthesis and analysis of the project's outcomes or achievements in contributing toward the realization of Outcome 11; and the second an outline of each country, specifying the use of the project funds and the outcomes achieved. The findings of the evaluation reported under Part 1 are conveyed in several broader messages related to the relevance of the project design, degree of project effectiveness in contributing toward the realization of Outcome 11, and the effectiveness of the project management and approach. Part 2 details by country the activities implemented with Project funding and outcomes achieved. A summary assessment in response to the evaluation questions is found in Annex 8.

Part 1: Synthesis and overall analysis

A. Findings

i. Relevance of the initiative in its approach

Main findings:

- *The project design is effectively based on the strategic approach espoused by the P&B 2012-2013; and, based on information available, there is rough alignment between activities implemented in the 8 countries, the project framework, the CPOs, DWCPs, and the Outcome 11 indicators.*
- *A significant amount of funds were invested in global products that, while deemed relevant and in support of Outcome 11, were not accessed by substantial numbers of constituents within the 8 target countries during the period of project implementation.*
- *Of the global products developed, the ITC-ILO modules on labour administration and labour inspection were the most accessed and applied by stakeholders in the 8 target countries during project implementation.*
- *As an OBPF, the Project funds provided country offices with a great deal of flexibility in implementing activities and supplementing it with other sources of funding, and for this were highly appreciated.*

Relevance of the project design

1. Project strategy alignment: Under Outcome 11 the ILO commits to assist member States in strengthening their systems of labour administration and inspection, empowering countries to enhance labour law enforcement and promote the principles of Decent Work.¹¹ The Programme and Budget (P&B) for the biennium 2012-2013 describes multiple strategies for achieving Outcome 11, including building upon experiences and lessons learned, making linkages with other outcomes, knowledge development and sharing, promoting gender equality and non-discrimination, building the capacity of constituents, and fostering of partnerships.¹² The strategy adopted by the Project is aligned with this strategy in several ways:

- ***The development of practical tools as a means to build and improve upon institutional structures:*** The Project Document outlines a strategic approach that is based on provision of Global Products and technical tools, with technical support and training provided by LABADMIN/OSH and ITC-ILO. The P&B cites the use of practical tools to improve institutional structures and management of labour administration, along with specialized training as good practice in effecting change.¹³
- ***Maximizing impact of limited resources for labour administration by focusing on key thematic issues:*** The P&B cites a focus on issues such as undeclared work, gender equality, child labour and HIV/AIDS, and specific sectors, such as agriculture and construction, as

¹¹ Project Document, page 12.

¹² P&B 2012-2013, page 56.

¹³ ILO Programme and Budget for the biennium 2012-13, page 56.

effective use of limited resources.¹⁴ The Project addressed this priority in several ways, both through the training materials developed and their use, and in the way resources were augmented within the 8 target countries with other types of funding. Examples include the ITC-ILO modules developed on gender equality, domestic work and soft skills for labour inspectors, and their adaptation to country contexts during the course of project implementation. Examples of leveraging upon resources with the use of the Project funds in support of CPOs linked to Outcome 11 include the case of China, where in the event activities were undertaken with other funding focused on child labour or forced labour, labour inspectorate officials were invited to participate. Another example is the case of the Ukraine, where Project funds combined with TC and RBSA funding enabled the Office to engage the Government in addressing labour administration and labour inspection in a holistic way.

- ***Prioritization of knowledge development and sharing as a means toward building capacity:*** The Project is aligned with the strategy outlined in the P&B 2012-2013 through its work on capacity building of constituents. One global academy in Turin and one regional academy in Lima was held by ITC-ILO with Project funding, as well as an additional 2 courses specifically designed for constituents from China. Additional training and technical assistance took place at the country level in support of Project objectives. Materials developed to facilitate capacity building include the development of 13 labour inspection country profiles for the ILO Gateway database, as well as additional modules on labour administration and labour inspection.¹⁵

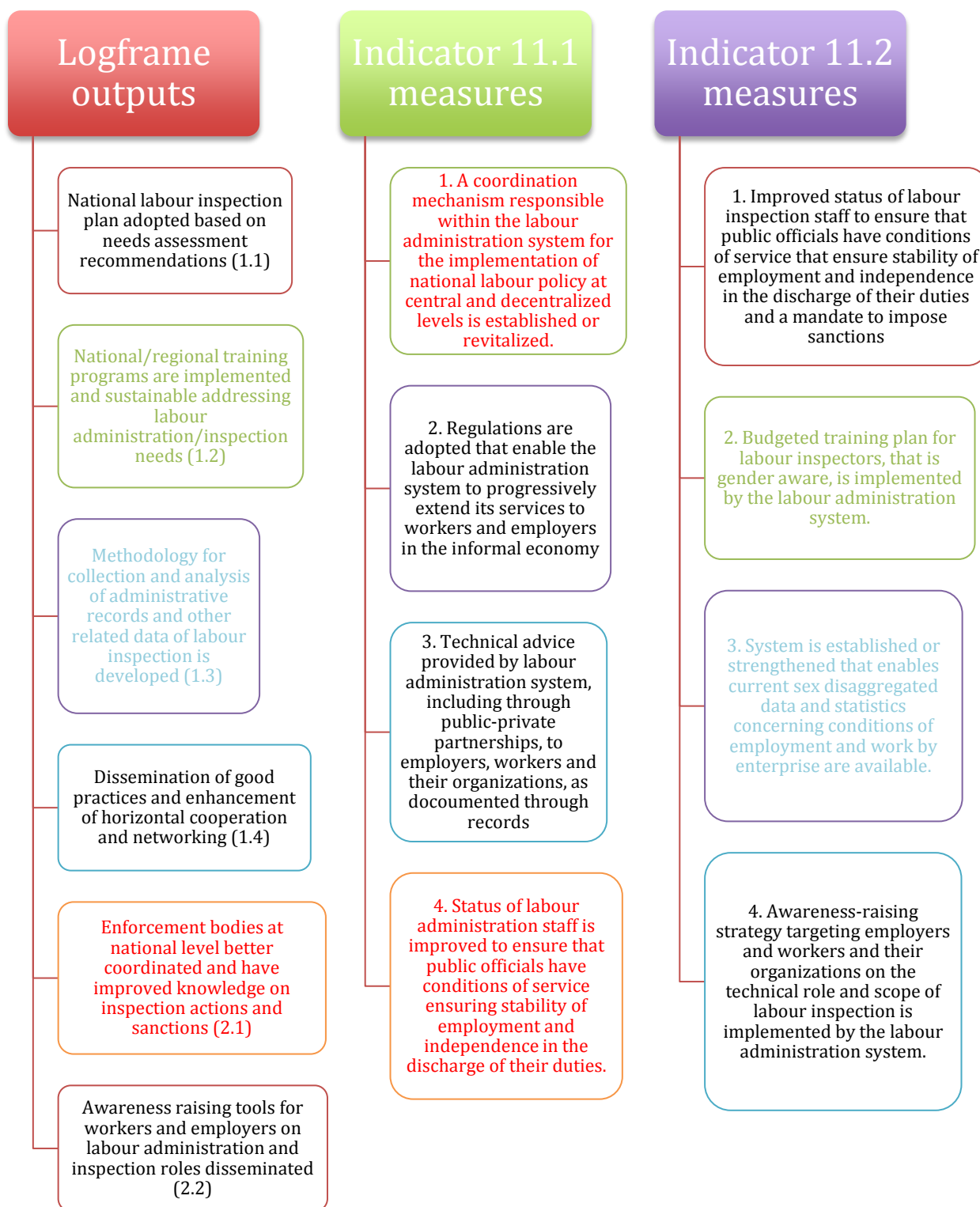
2. Project design alignment with Outcome 11 indicators: The logframe was quickly developed after receipt of the funds, as indicated above. The design of the logframe with the 2 development objectives focused on strengthening capacity on labour inspection and providing support to the development of country labour inspection systems is broadly defined, and the evaluation finds it effectively served to align with Outcome 11, specifically indicators 11.1 and 11.2.

Graph 1 illustrates the alignment between the Project desired outputs and the measures. Output 1.1 may be considered necessary preparatory work in carrying out audits of systems and adopting appropriate recommendations; and 1.4 and 2.2 are effectively broad HQ functions of providing capacity building support more generally. Outputs 1.2, 1.3 and 2.1 may be considered more specifically linked to measures 1 and 4 under 11.1 and measures 2 and 3 under 11.2. These ties are illustrated by color-coded print in the graph below.

¹⁴ ILO Programme and Budget for the biennium 2012-13, page 56.

¹⁵ The fees were paid during the project implementation period to the consultant who developed the 13 labour inspection country profiles. At the time of the evaluation, they are pending final validation before being put online.

Graph 1 Alignment of logframe outputs with indicator measures



HQ developed the Project logframe in consultation with field specialists covering the relevant countries, yet it was not a relevant document for officials at the country level. Country level staff was not necessarily cognizant of the logframe, and instead focused on their CPO framework. The one exception was Indonesia, where officials adapted the HQ-produced logframe and developed their own specific to the Project funding (see Annex 9). The evaluation finds, however, that activities implemented at the country level with Project funds broadly fell

within the scope of the Project logframe, with countries focused on capacity building, the use of the modules, and the further development of their labour inspection database systems.

Annex 9 provides an overview of each country CPO, related DWCP expected outcome linked to Outcome 11, along with primary activities implemented and reported on. The evaluation notes that overall there is broad alignment between each, yet finds several problematic areas. In analyzing the link between the CPOs and Outcome 11, the evaluation found the CPOs themselves to be inconsistent in their wording. Some were vaguely worded without much description, while others offered more detail. Lacking a uniform approach, they also differ in what may be called an objective, an outcome, or even a goal. Further, the milestones and identified outputs and outcomes inputted into the Implementation Planning Module for the CPOs overall illustrated difference of opinion or understanding on definitions among the country offices, providing a challenge for detailed analysis.

Given the lack of uniformity in the online system, the project logframe as a means of understanding objectives and expected outcomes takes on greater importance as a planning and implementation tool. As noted above, this tool held little relevance at the country level. The implication of this for project management purposes is discussed below in section IV.

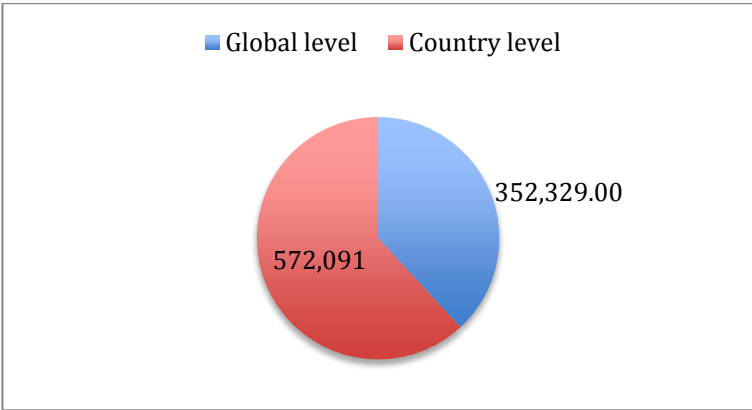
Logic of the project logframe: The evaluation finds the logic of the project design to overall be sound. The outputs stipulated support the 2 development objectives, and the indicators identified are for the most part clear. There are no outcomes articulated linking the activity’s output to the development objective. Undergoing such an exercise may result in a clearer thought-out logic in terms of assumptions made. It is noted that Output 2.1 is worded as an outcome instead of an output.

Further elaboration on indicators might be explored. They are generally worded as the achievement of an output, e.g., ‘training needs assessments produced’ or ‘5 reports finalized’. Reflection on defining indicators that might assist in the monitoring of progress toward realizing outcomes and more reflective of a causal relationship between interventions and the desired outcome would be helpful.

Relevance of the global products

The Project invested considerable resources in generating new tools and products, providing training at the global level, and publishing previously produced products into other languages. The ratio of investment in products to the amount of funds spent in the 8 countries is approximately 1:1.6, as shown below in Chart 1.

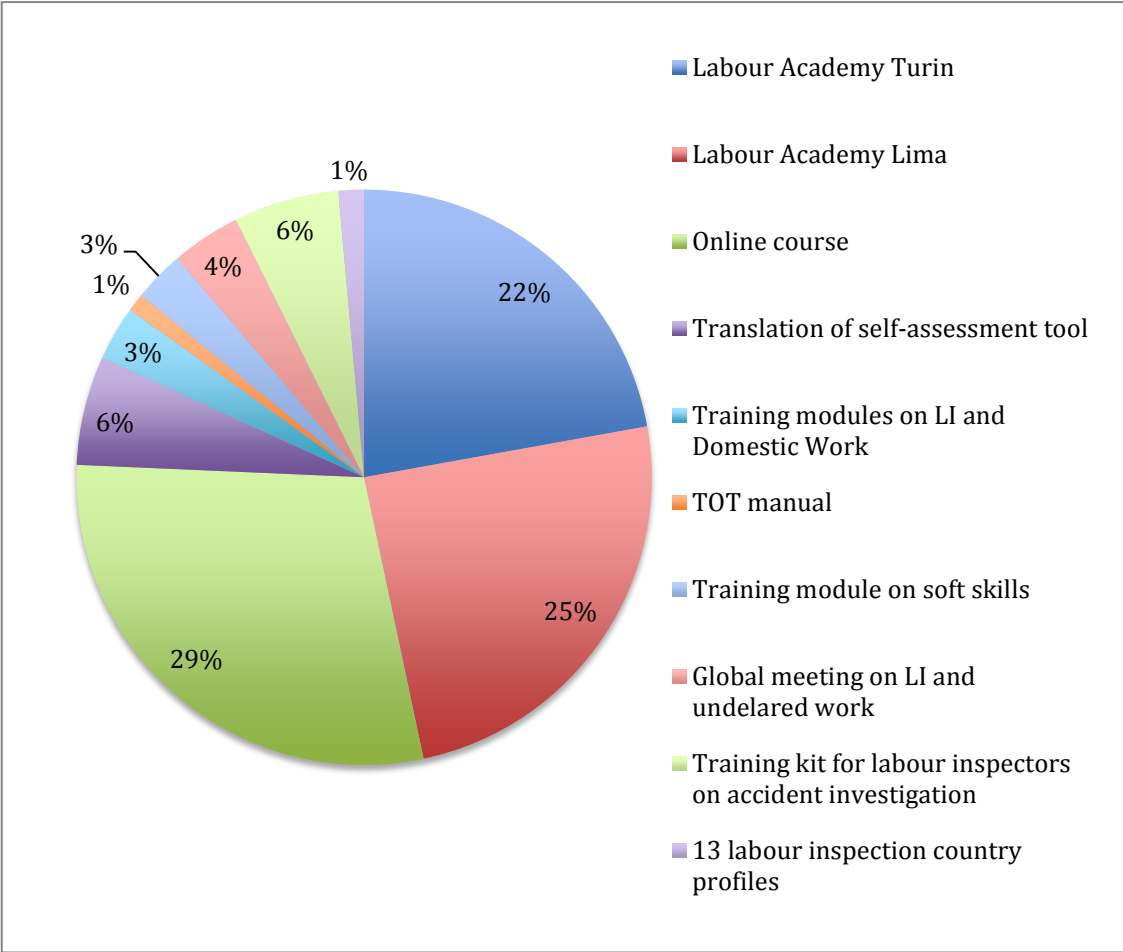
Chart 1 Project expenditure: global level vs country level



As noted above in Table 2, activities focused on the development of tools and modules on labour administration and labour inspection comprised the total investment. The extent of the work undertaken supported furthering capacity in labour administration and inspection including such activities as promoting exchange and learning, and the provision of modules to adapt and implement as part of training programs at the country level. Further development of the ITC-ILO modules on labour administration and labour inspection was undertaken, totaling 15 modules by the end of 2013. A self-assessment tool for labour inspectors was translated into French, Spanish and Arabic from the English for the purposes of promoting greater access, and project funds were combined with other sources of funding and devoted to the implementation of several academies, one in Turin, Italy, and the other in Lima, Peru. An online training program on labour inspection was also developed to promote greater access. Annex 10 provides further information on the Global Products and services produced specifically by ITC-ILO in collaboration with LABADMIN/OSH.

The evaluation found that in accordance to overall investment of funds into the development of Global Products as compared to their use, particularly by the 8 target countries, a significant portion was used for development for future use and by countries other than the 8 target countries. Chart 2 below identifies the amount of funds invested in each of the Global Products. Of the 352,329 USD spent on Global Products, approximately 35 percent was invested in products yet to be finalized, nearly half (45.7 percent) on training that a few number of representatives of the 8 countries participated in, and roughly 10 percent on products that were piloted in a few of the target countries during project implementation.

Chart 2 Breakdown of investment in global products and services



While the evaluation deems all the activities and products to be relevant in achieving Outcome 11, for the purpose of the evaluation in identifying results achieved by the Project, a significant amount of funds went toward the development of new products and services for future use. The level of access to these materials and services among constituents in the 8 target countries during the project implementation period was relatively limited. Officials from many countries attended the Academy in Turin and Lima, for example. Of the 88 participants at the Turin Academy, just 8 participants were from 4 of the 8 target countries, including 1 from Indonesia, 2 from Lebanon, 3 from South Africa and 2 from Vietnam. Of the 27 participants at the Lima Academy, just 2 were from Costa Rica. And of the 8 target countries, the majority of officials trained came from China. With an additional allocation by the donor, 2 courses were specifically designed and delivered at ITC-ILO in Turin for 17 officials from the China MOHRSS and for 18 officials from the China SAWS. Annex 11 provides further information about these trainings.

Table 3 below identifies those products and services the 8 target countries accessed during the project. The ITC-ILO modules were among the most used and accessed, both in training of officials outside their countries and their adaptation and use within country programming. In some countries, such as the Ukraine, the project-funded global products were used not for project-funded activities, but for other donor-funded work related to Outcome 11 – a positive aspect of the project further discussed below.

Table 3 Target country access/use of global products and activities

	Trained on the ITC-ILO modules in Turin/Lima	Trained on the ITC-ILO modules in country	Application of the ITC-ILO modules	Use of self-assessment tool	TOT manual pilot	Training on soft skills pilot
China	X	X	X			
Costa Rica	X	X	X			
Indonesia		X	X	X	X	
Lebanon	X	X				
Namibia		X				
South Africa	X	X	X			
Ukraine		X	X		X	
Vietnam	X	X				X

For those services and products accessed during the course of project implementation, respondents in the 8 target countries conveyed great appreciation. The quality and relevance of the 2 Turin courses for Chinese MOHRSS and SAWS participants were rated very high (4.5 out of a possible 5 points for the course for SAWS; and 4.8 points out of a possible 5 points for the course for MOHRSS participants). During interviews officials spoke of the opportunity to leave their daily routine and reflect, as well as the opportunity to observe labour administration practices in another country as offering high value and relevance.

The TOT manual piloted in Indonesia was overall well received. The need to adapt to the Indonesian context was mentioned, as was the ITC-ILO modules overall by almost all respondents in the target countries. This adaptation requires not an insignificant amount of resources, as was noted by respondents in Indonesia. To make an externally developed resource

or tool relevant to a given country context, additional resources are invariably required. By the end of the project some modules had been effectively adapted with many still to be done, including the TOT manual piloted in Indonesia.

ii. Effectiveness in achieving desired Project outputs

Main findings:

- *The Project achieved most of its outputs to varying degrees of success. This success appeared to be based on levels of investment in each of the countries, the political context, the level of commitment by stakeholders with a framework in place, and the scope of effort required for achievement.*
- *The Project strived to address gender equality through training, but during the short implementation period, significant change on a complex social issue was not effectively realized.*
- *As a project involving significant efforts to build capacity and strengthen systems, there was not a systematic approach to identify what kind of outcomes came about as a result of capacity building interventions.*

The Project's 2 development objectives, as noted above, relate to the working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance; and labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or relevant public administration bodies. The evaluation notes that more work was done overall in the 8 target countries in furthering objective 1 over 2, with more project funds devoted to training and developing labour inspection systems over working with social partners and others to strengthen partnerships. Table 4 outlines the primary activities in each country and their contribution to each development objective.

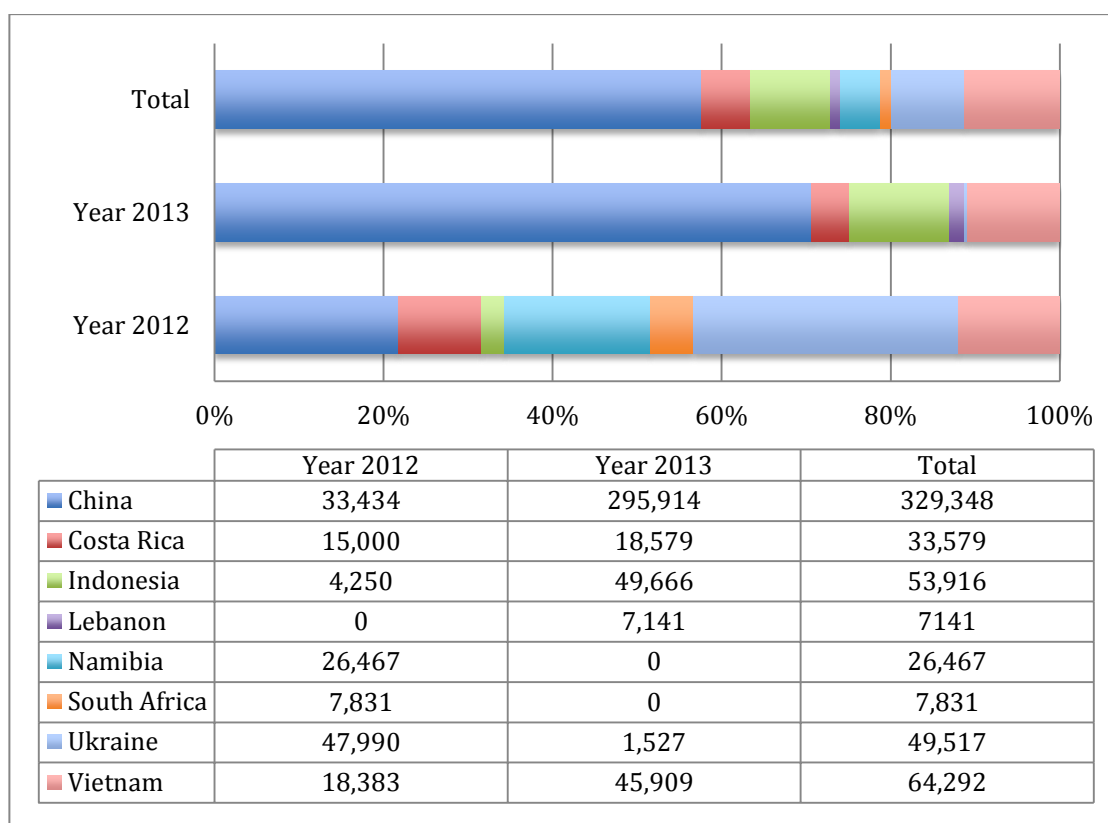
Table 4 Country level activities contribution toward project objectives

<i>Country</i>	<i>Primary activities implemented</i>	<i>Contribution toward Objective 1</i>	<i>Contribution toward Objective 2</i>
China	Capacity building activities for 2 counterpart agencies	X	X
Costa Rica	Needs assessment and development of action plan; strengthening of labour inspection system, development of manual, institutional strengthening.	X	
Indonesia	Needs assessment and action plan, training programme, social dialogue	X	X
Lebanon	Needs assessment and workshop	X	
Namibia	Training of labour inspectors, improved collaboration with social partners and other inspection agencies, and advising on ratification of ILO Convention 81.	X	X
South Africa	Applied ITC-ILO modules in training labour inspectors, meeting with social partners, and	X	X

	assessment of data collected by labour administration system for reporting purposes.		
Ukraine	Support to development of labour inspection system software, and joint meetings with social actors	X	X
Vietnam	Needs assessment and 2 TOTs	X	

Resources were not devoted equally among the countries. China received a substantially higher amount of Project funds with donor allocations, as indicated above. As illustrated in Graph 2 below, China received 58 percent of the total provided to the 8 countries during the 2 years. Vietnam, Indonesia and Ukraine were the next largest recipients of funds, receiving 11 percent, 0.94 percent and 0.86 percent of the total country level funds, respectively. The least amount of funds went to South Africa and Lebanon. The evaluation found each country, however, using the resources to supplement and leverage other funds, as further described below.

Graph 2 Expenditures across countries in USD



Source: ILO LABADMIN/OSH

A table identifying project outputs achieved is found in Annex 12. The evaluation notes that outputs were achieved at varying degrees based on amount of Project funds invested and other resources available, as well as the scope of effort as related to realities on the ground. An example is the training programs further developed by the Project in collaboration with other sources of funding, notably in China, Costa Rica and Indonesia. Participation in the Turin Academy for the Chinese, for example, led to further development of their training program, as well as further consolidation of partnerships and areas of responsibility among labour inspectors and partner agencies. The level of enthusiasm in developing their programming at the national level led to further planning and exchange of learning between regions within China. More

political support is needed, however, to further secure the necessary funds for sustaining their training program across a large enough area to achieve any significant impact.

The evaluation also notes the prerequisite of a framework in place to further project activities, as in the case of the Ukraine. The lack of a dedicated framework resulted in a labour inspection system developed without the necessary budgeting of hardware by the Government. In the case of Lebanon, political developments prevented further work done after the needs assessment was finalized. And in the case of Namibia, with overall less investment and access to other sources of funding, the evaluation notes the request from labour inspection officials to pick up a faster pace in further development of their training program. An apparent demand, perhaps more in the area of training than in the furthering of social partnerships, was not met.

Project approach to gender

The Project Document discusses gender as an issue within the male-dominated sector of labour inspection, and the challenge the sector faces in promoting compliance with gender sensitive legislation and non-discrimination in the workplace. Gender is specifically addressed in the Project logframe under Outcome 1.2: National/regional training programs are implemented and sustainable addressing labour administration/inspection needs. The development and implementation of a needs assessment that takes into consideration gender equality, and the development of a training plan that addresses gender equality as well as any other country-specific issues such as migration, OSH, illegal work, non-discrimination, green jobs, etc.

The evaluation found that the Project addressed gender in the development of the ITC-ILO modules. A previously developed stand-alone module on gender was successfully adapted and translated into Arabic during project implementation, which was a significant feat given cross-cultural social realities and challenges in translation. Stakeholders in the target countries spoke of efforts to increase the numbers of female inspectors overall and particularly female inspector participation in trainings. This was a challenge, as exemplified by numbers reported on several trainings in Indonesia and Vietnam: Indonesia (Bandung Jan 2013) 50 participants (14 women); Viet Nam (Nha Trang Feb 2014) 33 participants (6 women); and Vietnam (Do Son Mar 2013) 37 participants (6 women). Despite Project efforts, identifying specific gender outcomes are difficult. Stakeholders spoke of a long-term effort to address a complex social issue, longer than a 2-year project cycle.

Measuring of capacity building outcomes

As a project involving significant efforts to build capacity and strengthen systems, there was not a systematic approach to identify what kind of outcomes came about as a result of training interventions. The few exceptions were an ad hoc post-training survey administered to participants of 2 trainings in Vietnam and 1 in Indonesia. The results of this survey, which are found in Annex 13, indicate participant's appreciation for the value and relevance of the trainings. There was no attempt to track participants 3 to 6 months following training to identify the 'so what', e.g., what kind of difference did the training make with regard to application of new skills, knowledge or attitudes learned by the participants. For training implemented in Turin, ITC-ILO officials interviewed indicated such a function is not part of their scope of work, and instead, this is a function that belongs at the country programme level. The evaluation did not find such follow-up to be conducted in a systematic way by country offices.

iii. Project funded activities' contribution toward Outcome 11

Main findings:

- *While Project funds were very small in comparison to the global contribution of funds contributing toward realization of Outcome 11, country programming success in leveraging of funds and combining it with other types of funding augmented its effect.*
- *The 8 target countries reporting in the ILO Implementation Report 2012-2013 on at least 2 of the measurement criteria for indicators 11.1 and 11.2 constitute 32 percent of the total 19 countries reporting.*
- *While a baseline was not taken, concrete areas of achievement identified in the target countries include the ability of the Ukrainian Government to more effectively report on Conventions 81 and 129 as a result of an improved data collection system; and the development of a training program in China that is based on a sound capacity development strategy.*

Supplementing and leveraging of funds

Overall, the global contribution toward Outcome 11 for the period of 2012 and 2013 is reportedly 32,146,036 USD, with the Project funds constituting just 3.2 percent of the total.¹⁶ Globally the contribution in financial terms is insignificant. Yet the leveraging of the funds used for the various interventions at both the global and country levels indicates effective and productive use of the funds with more far-reaching impact.

The OBPF modality is intended to allow flexibility to the ILO in using the funds to augment or leverage other funds or funding opportunities. While the evaluation could not quantify the amount leveraged by the Project based on resources available, there were multiple examples identified of Project funds combined with and leveraging other sources of funding. These include:

- **China:** Project funds were used with RBSA and TC programming, including Sustaining Competitive and Responsible Enterprises (SCORE) and OSH projects, as well as the financial and human resource inputs by the Chinese Government. Further, the funds were augmented through inviting labour inspectorate officials to other types of events such as national meetings on child labour and forced labour.
- **Vietnam:** The Project funded activities in Vietnam led to the development of a TC project focused on strengthening labour administration and labour inspection, in support of Outcome 11, to be funded by the Dutch Government in the amount of 1.3 million USD. This new TC project is part of a pilot involving Vietnam and 2 other countries on the ILO's Area of Critical Importance for Strengthening Workplace Compliance through Labour Inspection. Additional RBSA resources will also be devoted in 2014 and 2015. The successful work of the Project led to the selection of Vietnam as one of the 3 pilot countries.
- **Ukraine:** 3 sources of funding were used to develop labour administration and labour inspection in a holistic way: Canadian funded TC programming funded activities related to social dialogue and compliance through labour inspection; Project funds were used for

¹⁶ "Technical Cooperation Outcome-Based Report: Outcome 11 – Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services", page 7. (An internal ILO report submitted by LABADMIN/OSH to PARDEV on 7 March 2014.); and quoted from ILO Implementation Report 2012-2013, page 17. Global contributions include 25,734,852 USD of RB; 4,812,604 USD of TC; and 1,598,580 USD of RBSA funds.

training strategy and operation of the information system used in the labour relations inspectorate. RBSA funds supplemented covering smaller related costs.

- **ITC-ILO Academy:** Project funds were also combined with other sources of funding by ITC-ILO to implement their Academy, including ITC-ILO’s project “Social Dialogue, Labour Law and Labour Administration Programme” and a certain percentage of self-funded participants.

Further, through leveraging of funds, there was good collaboration, particularly in the context of training but not exclusively, with other technical units in the ILO, specifically IPEC, Better Work, SCORE, DECLARATION, DIALOGUE and NORMES.

Overall ILO HQ and Field staff appreciated the flexibility the funds offered. To paraphrase the words of one ILO Programme Officer interviewed, “I’ve been in TC for 12 years, and joining efforts really means that 2 + 2 is not 4, but can make 10 or even 20.” It was often expressed during interviews with ILO officials that the Project funds were instrumental in their flexibility for contributing toward overall achievements under Outcome 11.

Reporting on indicators

Seven of the 8 countries reported on achievement of their CPOs in the ILO Outcome 11 Report completed in December 2013, as shown below in Table 5.¹⁷ The 7 target countries reporting constitute 27 percent of the total 26 countries that reported on progress toward achieving Outcome 11 in 2012-2013. Of those countries reporting specifically on indicators 11.1 and 11.2, the 6 target countries reporting represented 32 percent of the total 19 countries.¹⁸

Table 5 Country Reporting on Outcome 11 indicators

Country	Linked Indicators	Reported on 11.1	Reported on 11.2	Reported on 11.3
China	11.1, 11.3	X		X
Costa Rica	11.1	X		
Indonesia	11.2		X	
Lebanon	11.1			
Namibia	11.2		X	
South Africa	11.2		X	
Ukraine	11.2		X	
Vietnam	11.2, 11.3			X

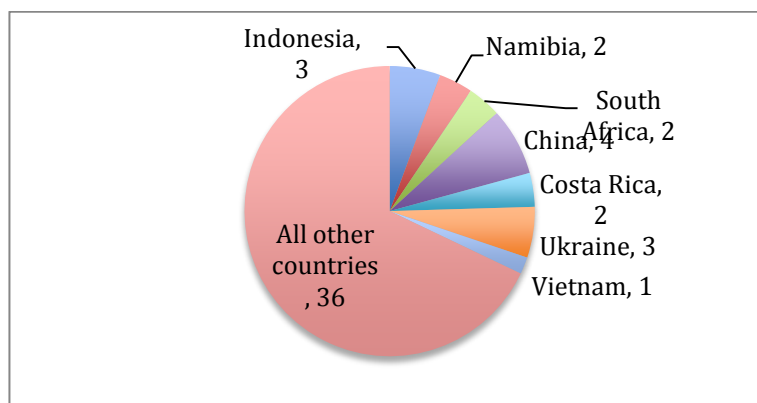
Cumulatively, for all 3 Outcome 11 indicators, the 10 criteria were reported on 53 times by the 26 countries -- 19 for indicator 11.1, 24 for 11.2, and 10 for 11.3. Of the 53 times, 7 of the 8 targeted countries reported 17 times, or 32 percent.¹⁹ Chart 3 conveys China as among the highest at 7 percent of the total reported, followed by Ukraine at 6 percent. Annex 14 provides a complete overview of all countries reporting on Outcome 11.

¹⁷ ILO Implementation Report 2012-2013, Outcome 11.

¹⁸ As previously noted, Project funds did not contribute toward achievement of 11.3. Yet as all 3 indicators constitute the full measure of what is Outcome 11, all 3 are included in the discussion.

¹⁹ ILO Implementation Report 2012-2013, Outcome 11.

Chart 3 Total Number Criteria Reported on for Outcome 11 by Target Countries



In funding the group of 8 countries, the Project made a greater level of impact on meeting the 2nd, 3rd and 4th criteria of 11.2, pertaining to a budgeted training plan in place for labour inspectors; improved system providing sex disaggregated statistics on conditions of employment by enterprise; and an awareness-raising strategy implemented targeting employers and workers and their organizations on the technical role and scope of labour inspection. The project made less impact on indicator 11.1, as noted above, with all 4 of the criteria reported on just one time by 2 countries, China and Costa Rica.

Further, as noted above, progress was uneven in the 8 countries based on levels of investment but also with regard to social realities in each of the countries and the nature of partnerships among stakeholders – factors that are beyond the control of the Project. In Lebanon, for example, political developments caused interruption of work. In South Africa, the government is further ahead and does not seek as much technical assistance from the ILO as it previously has done. And the recent political developments in the Ukraine will likely adversely impact gains made. The varying capacities and strengths of the social partners working together with labour administrations was also noted as a challenge, with varying levels of commitment.

Table 6 outlines major results as they contribute toward Outcome 11, taking into consideration reported outcomes by the countries, along with analysis of additional data collected by the evaluation. Please refer to Part 2 for further detail for each of the 8 countries.

Table 6 Project results contributing toward Outcome 11²⁰

Indicator	Measures	Identified major outcomes/results achieved
11.1 Number of member states, with ILO support, strengthen labour administration systems in line with international labour	1. A coordinated mechanism responsible within the labour administration system for the implementation of national labour policy at central and decentralized levels is established or revitalized.	<i>China:</i> Establishment of the Committee of Labour Inspection within the Chinese Association of Labour Studies and nurtured partnerships among stakeholders achieved from training.
	2. Regulations are adopted that enable the labour administration system to	<i>Costa Rica:</i> Progress made on the decentralization of labour administration to enable better delivery and the standardization of

²⁰ ILO Implementation Report 2012-2013, Outcome 11

standards	progressively extend its services to workers and employers in the informal economy.	services.
	3. Technical advice provided by labour administration system, including through public-private partnerships, to employers, workers and their organizations, as documented through records	<i>Costa Rica:</i> Progress made on institutionalizing work/processes on data collection and reporting to stakeholders.
	4. Status of labour administration staff is improved to ensure that public officials have conditions of service ensuring stability of employment and independence in the discharge of their duties.	<i>China:</i> Increased knowledge and capacity of labour administration staff gained as a result of training.
11.2 Number of member states that, with ILO support, strengthen their labour inspection system in line with international labour standards	1. Improved status of labour inspection staff to ensure that public officials have conditions of service that ensure stability of employment and independence in the discharge of their duties and a mandate to impose sanctions.	<i>South Africa:</i> Higher budget allocations approved for the Inspection and Enforcement Services Unit in the Ministry of Labour for a progressive increase in wages among labour inspectors achieved.
	2. Budgeted training plan for labour inspectors that is gender aware.	<i>China:</i> Development of a training program based on a sound methodological approach involving TOTs down to provincial levels. A concept note on further institutionalizing training in developing a training institute has been produced. <i>Namibia:</i> Formulation of the training program underway based on adaptation of ITC-ILO modules. <i>Indonesia:</i> Revised and improved-upon training program achieved. <i>Ukraine:</i> ITC-ILO training modules adapted and trained on to 150 labour inspectors, with the set-up of an internal corps of trainers.
	3. System is established or strengthened that enables current sex disaggregated data and statistics concerning conditions of employment and work by	<i>Ukraine:</i> An improved data collection system that effectively enables better reporting on commitments toward Conventions 81 and 129. <i>Costa Rica:</i> Updating of the electronic information system for inspection, which is unique in the region as an integrated system

	enterprise are available.	with online access enabling not only registration of inspections but planning and implementing of tasks. Result has been greater levels of efficiency for labour inspectors. <i>South Africa:</i> A consultant has formulated recommendations for improved data collection by the system; these have yet to be acted upon. <i>Indonesia:</i> Improved data collection and capacity for analysis achieved, with introduction of standardized labour inspection indicators. <i>Ukraine:</i> System updated with minimum labour inspection indicators; staff trained on use of system. Challenges, however, with government commitment to purchase hardware.
	4. Awareness-raising strategy targeting employers and workers and their organizations on the technical role and scope of labour inspection is implemented by the labour administration system.	<i>Namibia:</i> Meetings were facilitated with social partners to foster greater awareness about roles and responsibilities. Opinions varied among stakeholders as to their success, with challenges noted on the strong focus on sanctions over education/prevention. <i>Indonesia:</i> Establishment of a tripartite inspection committee. <i>Ukraine:</i> Campaign implemented by government and social partners focused on working conditions; an estimated 200,000 people reached.

Just 2 of the 8 countries reported on meeting both criteria under indicator 11.3. China and Vietnam both reported on adoption of labour codes or revisions of labour laws and regulations with ILO technical support, and the development of a national policy on social protection. Vietnam and Lebanon also made some progress toward the development of national plans on labour inspection, with the strong likelihood of moving forward in the coming years, particularly in the case of Vietnam with the launch of a TC project focused on labour inspection. Moving forward with the national plan in Lebanon depends on the political situation, which may see resolution in 2014.

Finally, the project supported in part, and was partly based on prior and cumulative work in the prior bienniums, the South African Government's ratification of Convention 81. The evaluation also notes in Vietnam, an indication during a speech made by a high ranking official at a Project-supported event on the possibility of ratification of Convention 129.

iv. Effectiveness and efficiency of the project management approach and structure

Main findings:

- *The prioritization of funding activities over increasing technical human resources worked well overall.*
- *There was uneven regard for the nature of centralized programming, ranging from appreciation for its flexibility in where and how funds might be spent at the HQ level to frustration over an inability to rely and count on the funds at the country level.*
- *Aside from the ITC-ILO Turin experience, which promoted learning across countries, there was little effort to make connections across the 8 target countries for purpose of capacity development and learning.*
- *The disproportionate focus on China due to explicit earmarking by the donor raises questions about whether the project was directing resources to areas where there is real need.*

Project management

As noted above, the total funds were distributed among the countries and global level in an approximately 60-40 split, with 38 percent of total expenditures spent on global activities and 62 percent on country level interventions.

The vast majority of funds went specifically toward activities, with the decision taken from the start to fund activities and the development of products instead of technical staff in the field. Thus the project relied on technical inputs from LABADMIN/OSH in HQ, along with several staff at regional offices. Responses from the country offices and constituents overwhelmingly indicated this was a good decision, as it was felt the technical expertise was both sufficient and of high quality. Respondents in several countries, notably China, pointed to their internal capacities upon which to draw, an opportunity for further local building of capacity.

Noted above under the discussion on relevance, the global products and services generated by the project benefited an audience well beyond the 8 target countries. Some of the products were under development as well during the project implementation period and will be for future use. While created effectively in support of Outcome 11, there was reduced limitation in fully supporting the 8 target countries during the project period as part of a cohesive project with a set of global products and services.

There were varying opinions expressed at the country level on the nature of the OBPF and the centralized control over resources versus an initiative managed from the country level. The flexibility of the OBPF funds were appreciated, allowing a more holistic approach to addressing systemic issues within labour inspection and the opportunity to use the funds in a way that complements other project interventions. There was expressed appreciation for the centralized programming as it enables the country offices to bypass the sometimes lengthy MOU process to negotiate a project. Yet there was also the sentiment expressed, particularly among those offices which received less funds, of the frustration of not being able to budget, and of the feeling of having to 'fish' for funds activity to activity.

Finally, the evaluation notes sound oversight to the project by LABADMIN/OSH, as well as in depth knowledge among technical specialists of the details of project implementation in the countries falling within the areas of their responsibility and expertise. Yet there was little monitoring done across all countries on an ongoing basis, which, as noted above, would have been assisted by a stronger project framework at both country and HQ levels in place.

Choice of countries

The OBPF modality is intended to be lightly earmarked to a specific outcome, while also reportedly allowing the ILO to choose those countries on which to focus without any specified interests on the part of the donor. The flexibility of the agreement allows, to paraphrase the words of one ILO key informant, freedom from political interests in choosing where funds are to be spent.

As noted above, the project was unusual in that China was earmarked as a target country, with 58 percent of total funds at the country level spent in China.²¹ While all reportedly were in agreement at the start of the project that China needed further support to effectively consolidate and build upon a positive dynamic created in Phase 1, a significant portion of funds were effectively spent in a country with significant resources and which serves as a donor to lesser developed countries, such as several of those included among the other 7. The evaluation also notes the previous evaluations of the Norwegian-funded OBPF projects, both recommending phasing out from China as a focus country given the resources at their disposal.²² While the evaluation notes the disproportionate funds devoted to China represent not a project management decision but donor preference, the end result raises the question as to the value and function of the OBPF modality.

In accordance with the criteria, the choice of the other countries was sound. Yet for those countries receiving less funds, particularly Namibia, the question arises of whether additional Project funds would have benefited activities in those countries, or whether investing greater portion of funds in fewer countries would have yielded greater impact.

Knowledge sharing

Of the 3 project components identified in the Project Document, the evaluation identifies the second one, international knowledge networks and the promotion of South-South exchanges, as involving less inputs and yielding less outcome. Resources were posted on the ILO LABADMIN/OSH website for constituent and general public use, and certainly the Turin academies as a participatory event involving multiple countries nurtured a cross-border, or South-South exchange. The evaluation notes the study tour conducted in China among provincial representatives and national level to visit cities applying their labour inspection system yielded positive learning outcomes. The Chinese also benefited from engaging with their Spanish and Italian labour administration counterparts during their trainings in Turin. Yet beyond these specific interventions, there was limited intervention to address cross-border involving all 8 target countries in a manner that would promote a cohesive project approach.

²¹ Norway gave 2 supplemental project allocations to support work on Outcome 11 in the biennium. The second of these (approved on 15 November 2012) was specifically intended for technical assistance for China in the amount of 300,000 Euros. This was in addition to the money that had already been spent up to that point in China.

²² INT 09 62 NOR Final Labour Inspection Evaluation Report, page 25 ; and Internal Evaluation – ILO/Norway Project ‘Strengthening Labour Administration and Labour Inspection Services in Selected Countries’, page 30.

The evaluation notes the difficulty in achieving this. As noted by one HQ respondent, facilitating a greater exchange online exchange for purposes of learning among the 8 target countries would not be easy to manage given the varying levels of capacity and languages involved. A regional approach facilitated in person instead of online, however, might be effective, such as in the case of Vietnam, China and Indonesia.

v. Prospects for sustained outcomes

Main findings:

- *The political will of the governments to prioritize labour administration and adequately budget for its continued development, and the will of the social partners to engage with the labour inspectorate on furthering coordination and understanding will determine further progress made going forward.*
- *Indicators that outcomes will be sustained in some of the countries include the high degree of enthusiasm for achievements and a momentum gained among constituents in China; and the funds secured for a TC project in Vietnam.*

There is a range of achievements or outcomes in almost all the target countries as a result of the Project interventions. The consistent use of the funds by the country programmes to supplement other types of funding and build upon their work has enabled the realization of these achievements. Achievements can be identified falling under both 11.1 and 11.2, and in fulfillment of both Project objectives, as discussed above.

The evaluation notes several indicators of continued work going forward to sustain achievements. These include: the concept note produced by the Chinese to further institutionalize their training program; the funds secured for a TC project focused on labour administration and labour inspection in Vietnam; and the appointment of a team of internal trainers in the Labour Relations inspectorate of Ukraine following the ToT. Needed efforts to consolidate successes made relate to continued investment in the further developing of training programs to enable greater levels of institutionalization; investment by labour inspectorates in the hardware and software of their labour inspection systems going forward, both to further develop and expand, as well as to maintain. The further professionalization of the labour inspectorate and the coordination and improved understanding among the tripartite partners will only further develop with continued efforts among all actors to seriously engage and work together to enhance both prevention and sanctions in the workplace.

The strategy articulated in the P&B 2014-2015 should provide further support to these gains in its focus on a multi-prong approach: development of sustainable training programs for inspectors; strengthening systems to monitor and improve performance; and interventions to enhance collection, analysis, and comparability of inspection data and results.²³ The indicators and measures remain the same, with focus on private-public partnerships. Further, the ILO's new focus on 8 Areas of Critical Importance, including one on Strengthening Workplace Compliance through Labour Inspection, should provide the necessary framework for continued work going forward with desired outcomes focused on international labour standards and decent work.²⁴

²³ ILO P&B 2014-2015, page 45.

²⁴ ILO P&B 2014-2015, page 20

The assumptions articulated in the Project Document hold true for continued progress in this area of work. The political will of the governments to prioritize labour administration and adequately budget for its continued development, and the will of the social partners to engage with the labour inspectorate on furthering coordination and understanding will determine further progress made going forward.

B. Conclusions

The Project approach was effectively aligned with the P&B 2012-2013, and Project funded activities at the country level effectively supported the 2 development objectives of the Project logframe. The evaluation could only determine in broad terms the alignment between CPOs at the country level and Outcome 11 indicators and measures.

The global products and services generated by the project benefited an audience well beyond the 8 target countries during the 2012-2013 biennium; and Project funds were devoted to some global products that will be finalized and of benefit to countries during the 2014-2015 biennium and beyond. The majority of the 8 target countries accessed the ITC-ILO modules, with most receiving some level of training on the modules, and most adapting selected modules to incorporate into their country level training programmes. While created effectively in support of Outcome 11, there was reduced limitation in fully supporting the 8 target countries during the project period as part of a cohesive project with a set of global products and services, beyond the ITC-ILO modules.

Yet what was of benefit was very much appreciated, both in terms of the level and type of technical assistance provided from ILO and the products adapted and used to further develop training programmes. Concrete areas of achievement could be identified in almost all countries in support of project objectives, with greater levels achieved through leveraging and combining project funds with other types of funds. Further, through leveraging of funds, there was good collaboration, particularly in the context of training but not exclusively, with other technical units in the ILO, specifically IPEC, Better Work, SCORE, DECLARATION, DIALOGUE and NORMES. The evaluation identifies factors influencing the extent of progress made in the countries to involve the levels of investment and access to funds, the level of commitment by stakeholders with a framework in place, the political context, and the scope of effort required for achievement.

Specific areas of need to consolidate achievements made relate to continued investment in the further developing of training programs to enable greater levels of institutionalization; and investment by labour inspectorates in the hardware and software of their labour inspection systems going forward, both to further develop and expand, as well as to maintain. The further professionalization of the labour inspectorate and the coordination and improved understanding among the tripartite partners will only further develop with continued efforts among all actors to seriously engage and work together to enhance a balanced approach to awareness/prevention and sanctions in the workplace.

Finally, it was clear to the evaluation that there was effective oversight of the Project and LABADMIN/OSH officials were knowledgeable about those geographical areas for which they were responsible, yet they had little knowledge of what was going on in other countries. There was little effort by way of systematically monitoring progress toward reaching project objectives. Data collected to monitor was done in an ad hoc way and was not uniform. Better developed logframes at both HQ and country levels coinciding with stronger CP frameworks would better support effective monitoring.

i. Lesson Learned

- A lesson learned for the Project is the need for more effective framing of the project logframe at both HQ and country levels in correlation with effectively developed CPOs to better enable monitoring of activities toward achieving desired outcomes.

ii. Best Practice

- ILO CO-Jakarta's development of a logframe that effectively linked the HQ-designed project logframe and its development objectives with their work in support of their CPO on labour administration and labour inspection is identified as a best practice.

These lessons learned and best practices identified by the evaluation are further detailed in Annexes 15 and 16.

C. Recommendations

The following recommendations are suggested to the ILO:

1. ***Develop a more systematic approach to developing CPOs to enable better monitoring and evaluation:*** A more systematic approach to developing CPOs that are carefully crafted and are effectively linked to clear inputs and outputs, and preferably are informed by a baseline is advised. Developing specific and measurable objectives would better enable monitoring of progress toward reaching DWCPs in support of organizational outcomes, as well as ensure greater evaluability.
2. ***Consider a carefully defined CPO framework as one criterion for participating in OBPF initiatives.*** A sound country framework as part of a required proposal to participate in OBPF programming may provide impetus at the country level to more carefully define their CPOs, and may be an additional criterion for choice of countries.
3. ***Consider further developing the project logframe to include outcomes and more clearly defined indicators to enable a stronger logic and means for effective monitoring.*** While the evaluation found the overall logic of the design to be sound, further development of outcomes as clearly linking the outputs achieved by the activities in contributing toward the desired objectives and goal may be useful. Further elaboration on indicators might also be explored to assist in the monitoring of progress toward realizing outcomes. Indicators that are more reflective of a causal relationship between interventions and desired outcomes may be helpful.
4. ***Develop a standardized approach at the country programme level for planning based on the HQ-developed logframe to enable improved monitoring capacity.*** While the Project Document was aligned with the P&B, and the evaluation was able to determine the activities implemented in the 8 target countries were broadly aligned with the logframe, and seemingly in accordance with the CPOs, the evaluation suggests country programmes to create frameworks, such as the logframe developed by ILO CO-Jakarta, that are based on the HQ-developed logframe. This would create greater connection and correlation between the OBPF Project and the CPOs, ensuring alignment for purposes of planning and implementation, as well as enabling better monitoring efforts both at country level and HQ level.

Clearly defined activities contributing toward the realization of identified outputs and outcomes would also enable clearer budgeting from the start. ILO officials in the target countries would enjoy greater assurance on the funds pledged. And where flexibility is valued, such as the case of OBPF where funds are intended to be used to maximize impact, an improved framework would enable more successful decision-making based on clear data.

Further, it is suggested that LABADMIN/OSH, while effective in providing oversight to the project, more actively engage in monitoring going forward. Such work would not only facilitate better project management but would lay the groundwork for more effective evaluation. Ongoing gathering of data done in a deliberate way throughout project implementation would enable better tracking of outputs achieved and better facilitate an evaluation to assess bigger questions on outcomes realized.

5. ***Develop a more systematic approach to measuring training outcomes:*** The 3 surveys used in Vietnam and Indonesia are a useful tool which aimed to identify the relevance the training held for participants and certain outcomes achieved. The evaluation recommends that such tracking be done systematically for all trainings immediately following training, but also to identify outcomes 3 to 6 months after training. Such tracking will enable more productive monitoring of activities implemented and progress made toward CPOs and the organizational outcome, as well as understanding of what's working effectively and what might be changed. Such data collection could be done as a survey or as focus group discussions some 3 to 6 months following training.

The questions used in the Vietnam surveys are limited to new skills and knowledge learned, as well as rating of practical training considerations. The evaluation recommends to include other questions that attempt to measure application of new learning and skills. Such questions give indication of whether participants have been able to apply their new learning and skills, and if not, what are the obstacles. This provides some indication of training success and achievement of outcomes, as well as informs the development of follow-on training and advising over the long-term as related specifically to achievement of desired outcomes.

6. ***Develop a more cohesive project framework with greater South-South capacity development interventions with an additional criterion for country selection.*** If treating OBPF programming in a more cohesive and programmatic way is indeed valued, further promotion of South-South exchange among the target countries as a means toward further capacity development is suggested. An additional consideration in the choice of countries at the start of programming may be a combination of countries that would effectively facilitate identified learning objectives and form a basis or rationale for desired outcomes. A regional approach might effectively accomplish this, or a selection of countries based on identified common characteristics.

These might include countries facing similar issues with regard to furthering dialogue with social partners or countries at varying stages in the development of their labour inspection systems or training programs. A purposeful grouping may achieve interesting learning outcomes for all involved.

7. ***Consider future in-country evaluations to support learning around the effectiveness of global products in their application to the local context, and to better and more closely define causal links between interventions and outcomes.*** As an OBPF initiative, a significant indicator for successful application of funds within the country is their strategic

use. More in depth assessment of how effectively this is done should be better ascertained through an onsite evaluation that addresses the full programming of the country office in support of CPOs. An OBPF evaluation may be better conducted within the context of a country programme evaluation, or alternatively to include such evaluations among the selection of documents for desk review in a multi-country evaluation.

The following recommendation is suggested to the donor:

8. ***Consider need as an additional criterion for country selection.*** While the evaluation acknowledges the importance of timing and political support for interventions to be successful, and that China certainly exemplified this at the start of the Project, the evaluation notes that the highly disproportionate amount of resources devoted to activities in China were at the expense of other countries. For a more meaningful spread of non-staff resources, which are significant for complementing other types of funding initiatives, the evaluation recommends a more balanced approach, particularly among countries where there is greater need and fewer resources.

Part 2: Country level analysis

A. The case of China

ILO China CP Outcome	CHN 154
CPO title	Capacity of national and provincial labour inspectorates enhanced through a strategic TOT methodology and south-south cooperation
Linked indicator	11.1 Number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards.
Project funds spent	329,348 USD ²⁵

A. The context in China with regard to labour administration and inspection at the start of the project

China's work on labour administration and labour inspection is relatively recent, with just a 20-year history. The first labour code was adopted in the 1990s and legislation put in place in 2008. Two government agencies, the Ministry of Human Resources and Social Security (MOHRSS) and the State Administration of Social Welfare (SAWS), a body that falls under the state council, are mandated to work on OSH. Analysis in the DWCP document conveys effective implementation of relevant laws and regulations and strengthening the capacity of the labour inspectorate service is a challenge, with labour disputes continuing to rise. The result has been tremendous demand for the prevention and settlement of disputes.²⁶

China participated in previous Norwegian funded activities of the initiative, making progress in strengthening its labour administration and labour inspection system. At the start of the Project, there was unanimous agreement among stakeholders – the ILO CO-Beijing, the Chinese Government, and the Norwegian Government – that work must continue to build on achievements made.

In the Planning Module of IRIS it is indicated that the planned 2 outputs in support of CHN154 to be a TOT and development of national training policy and plans; and good practices are shared on the Chinese Government's Twin Networks Management of Labour and Social Security Inspection. These outputs were then anticipated to lead to the 2 desired outcomes of 1) Raised awareness of employers and workers on the roles of labour inspection with strengthening of the existing partnership; and 2) Strengthened collaboration and synergy with other projects and CPOs to promote the implementation of the DWCP.²⁷

ILO Programme in China has linked activities associated with Outcome 11 with Outcome 5 (working conditions), Outcome 7 (labour migration) and Outcome 18 (ILS). Further, the Project funded activities in support of Outcome 11 relates to Priority 2, Indicator 2.1.4: *Increased numbers of inspectors trained through a systematic and professional training with gender equality and non-discrimination* of the DWCP 2013-2015 for China.

²⁵ The source of data on project funds spent for each of the 8 countries in this section is LABADMIN/OSH. Data was provided as an attachment to email correspondence in March 2014.

²⁶ ILO DWCP for the People's Republic of China, 2013-2015, page 6.

²⁷ IRIS Planning Module, CPO CHN 154, linked to Outcome 11, China.

B. Strategy and activities implemented

As noted above, the ILO Programme in China received 329,348 USD, or 58 percent of the total funds reserved for the country offices. The Project funds reportedly constituted a major source of funds toward CPO154. With the project funds they developed synergies with RBSA and TC programming, including Sustaining Competitive and Responsible Enterprises (SCORE) and OSH projects, as well as the financial inputs from the Chinese Government.²⁸ The funds were further augmented through inviting labour inspectorate officials to other types of events such as a national meeting on child labour in 2012, and a meeting on forced labour in 2014.

The activities undertaken in China with project funding contributed toward both immediate development objectives of the project logframe. Work on building capacity of the labour administration and labour inspection system through training and further development of what the Chinese call their Twin Network was taken, as well as furthering the development of inter-agency cooperation on labour inspection.

The ILO CO-Beijing described a very deliberate and strategic approach taken by the MOHRSS with regard to capacity development, which began 3 years ago. Their interest to build training capacity was not through an activity-to-activity approach, but as an investment in building training capacity within their labour inspectorate, and combined with study visits both in Europe and within China to gain increased exposure and knowledge. The Chinese benefited from participating in several trainings in Turin, one for MOHRSS officials and another for SAWS officials during the 2012-2013 biennium. Their work supported by the project built upon earlier training received in 2011. The trainings were TOT in approach and involved the ITC-ILO training modules on labour administration and labour inspection.

C. Main areas of achievement and prospects for sustainability

China reported on criteria 1 and 4 of 11.1; and on criteria 1 and 2 for 11.3. For 11.1, the ILO Programme in China pointed to the strengthening of partnerships on workplace compliance through labour inspection through the establishment of the Committee of Labour Inspection within the Chinese Association of Labour Studies; and that the knowledge and skills of national and provincial labour inspectorates were strengthened through the building of skills and knowledge of national labour inspectors.

The main areas of achievement identified by the evaluation relate to both development objectives of the project logframe. They also are linked to and support China's CPO.

Building upon learnings from the TOT and development of a plan to institutionalize capacity development: Upon returning from Turin, MOHRSS formed a group of core trainers to train senior trainers from 27 provinces. With a cascade approach, their interest is to then have the senior provincial trainers train labour inspectors in each of the provinces. Meanwhile, a concept paper on developing a labour inspection training institute for professional certification is also under consideration. With the learnings from the TOTs and the trainings in Turin, the Chinese are now implementing trainings in selected provinces for varying levels of capacity, and are therefore better targeting their audience.

Contextualization and translation of ITC-ILO training modules into Chinese: The process undertaken to achieve this involved a significant shift in orientation with regard to training

²⁸ Technical Cooperation Outcome-based Report on Outcome 11, 2012-2013, page 5.

approach. There was an acceptance of a more participatory style as compared to the more didactic and traditional approach to learning in China, and there reportedly were issues presented in ways that were not heard of before in the Chinese context. The process to contextualize the materials involved the participation of many people, an indication of the seriousness with which the Chinese devoted themselves to the task.

Inter-agency cooperation on labour inspection: The evaluation notes that funding both MOHRSS and SAWS to participate in training in Turin likely yielded positive benefits for cooperation between the agencies. Further, representatives of the trade unions and employer’s association have also participated in MOHRSS-sponsored meetings and events around the country.

The gains made will likely be carried forward as there is reportedly a high level of awareness among senior Chinese officials of the need to improve implementation of the law. Awareness of this gap has driven their work in the past, and will likely drive it in the future. The interest to further institutionalize capacity development within their ministry structure is a definitive step toward sustaining outcomes. The very apparent enthusiasm about the Twin Network will likely continue, and efforts to launch its implementation in multiple cities since it was first piloted in 2010 is another indicator of the intent to make the effort sustainable.

B. The case of Costa Rica

ILO Costa Rica CP	CRI 104
Outcome	
CPO title	La administración del trabajo, con el apoyo de la OIT, presta servicios eficaces para el cumplimiento de la legislación laboral
Linked indicator	11.1 Number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards.
Project funds spent	33,579 USD

A. The context in Costa Rica with regard to labour administration and inspection at the start of the Project

Costa Rica was chosen as the only Latin American country to participate in the project. Project funds were combined with US Department of Labour funding on a USD 11.6 million TC project known as the Verification Project, which began in 2006 and ended in mid-2013. The Verification Project focused on labour administration, labour inspection and labour law. Project funds were applied to labour administration and labour inspection, leveraging upon the Verification Project funding.

In the Planning Module of IRIS, it is indicated that the 5 outputs in support of CRI 104 to be strengthening of the approach to conflict resolution with Costa Rica’s labour administration system; improvement of labour inspection statistical system; strengthening of the labour administration system’s response to child labour (in coordination with IPEC); technical assistance to Ministry of Labour on labour migration and the inspection of companies with migrant workers; (in coordination with another program called ‘Migraciones’); Labour inspectorate will have improved capacity to fulfill their duties with regard to labour law. These

outputs would lead to the desired outcomes of improved capacity of the labour administration to implement labour law.²⁹

The DWCP for Costa Rica was finalized just as the evaluation was completed. The Project activities link to its first priority and result 1.4 -- Prioridad 1: Promover el cumplimiento efectivo y aplicación de las normas internacionales del trabajo y de la legislación laboral nacional; Resultado 1.4: Con el apoyo técnico de la OIT, los servicios de inspección laboral y administración del trabajo son fortalecidos, para aumentar las capacidades de los constituyentes en este campo.

B. Strategy and activities implemented

The Project funding contributed toward a needs assessment, as requested by the Costa Rican Government. A more integrated plan was desired, and the needs assessment led to a plan addressing the following areas: policy and planning, institutional strengthening, a manual for labour inspectors and training, and for information systems development.

Project funds contributed specifically toward developing a new model in the electronic system for a gathering of statistical information on the inspections, and for determining its use for programming; identifying productivity within the labour inspector centers around the country and recommending ways to streamline work; and developing a tool or guide for planning and monitoring work of the labour inspectors.

C. Main areas of achievement and prospects for sustainability

Costa Rica reported on criteria 2 and 3 of 11.1. The main areas of achievement identified by the evaluation relate to (both development objectives) of the project logframe.

Updating of the electronic information system for inspection. The system in Costa Rica is unique in the region in that it is a more integral system not only for registering inspections but also for use as a tool for planning and implementation of tasks. In training labour inspectors to use the system, the emphasis was on a system not for control but for facilitating work and making it more efficient. It can be accessed online, with reports printed out while onsite.

Updated manual for the inspectors: The revised manual includes more guidelines for a more workable and clearer process on how to treat certain cases, for example, child labour or maternity leave.

Areas of particular challenge include the institutional strengthening and implementing recommendations on streamlining work and striving for greater efficiency. Addressing such institutional change requires greater impetus from within, and this was not achieved during the project implementation period. ILO staff, however, in reflecting on the long-term outlook and prospects going forward, indicated that there is a very clear vision within the MOL on what they would like to achieve, yet there is not the appropriate staff expertise to carry it out. Labour issues are on the public agenda, however, and continued priority for labour administration is anticipated, along with the desired support and collaboration with the ILO going forward.

²⁹ IRIS Planning Section, DWCP Outcome 11, Costa Rica.

C. The case of Indonesia

ILO Indonesia CP Outcome	IDN 151
CPO title	Better working environment and labour administration through the implementation of international principles and rights at works.
Linked indicator	11.2 Number of member States that, with ILO support, strengthen labour inspection systems in line with international labour standards.
Project funds spent	53,916 USD

A. The context in Indonesia with regard to labour administration and inspection at the start of the project

Indonesia was included in previous projects with Norwegian funding, and it was included in the current project due to the success achieved and the interest to consolidate. In the Planning Module of IRIS, it is indicated to focus on improving labour inspection and administration systems through building capacity and understanding specific to OSH, and overall the training strategy of the inspectorate. A national OSH profile was mentioned as under development by the Indonesian Government, which may guide the further policy framework on OSH as well as tripartite cooperation and interministerial collaboration on OSH. Through consultation forums on labour inspection between the Government, workers' and employers' organizations and support to the development of training strategy for the labour expectorate, the following outcomes were expected to be achieved: Improved coordination and professionalism of labour inspection, workers' and employers' organizations; and strengthened labour inspection capacity on OSH.³⁰

The corresponding outcome in the Indonesia DWCP relates to the prioritization on sound industrial relations in the context of effective employment governance, with the outcome of labour administration provides effective services to improve working conditions and environment.

B. Strategy and activities implemented

The Project funding allowed the ILO Programme in Indonesia to work with the Ministry on labour administration and labour inspection in a holistic way. When the Project funds were secured, an effort to review the labour administration unit as a whole, including thematic areas, and to develop a workplan based on the Project logframe that was coordinated and focused on joint areas of concern. The effect was that the workplan was comprehensive in nature and not focused simply on one area of work. The Project funds were also timely in Indonesia as at the time the image of labour inspection was not favorable, and the Ministry was very interested in addressing some problems. In addition, as efforts were made to change central and local functions, there was the interest on the part of the Ministry to understand what is meant by decentralized labour inspection, as referenced in Convention 81.

Main areas of activity focused on advising at the policy level on tripartite dialogue and coordination, conducting a review on labour statistics and the data collection system, and supplementing training materials with additional ITC-ILO modules such as gender. The Project funds were combined with a small amount of RBSA funding.

³⁰ IRIS Planning Section, DWCP, Outcome 11, Indonesia.

C. Main areas of achievement and prospects for sustainability

Indonesia reported on 3 criteria achieved for 11.2, numbers 2, 3 and 4, indicating that the training for labour inspectors was revised and improved, providing labour inspectors updated knowledge on labour standards, including OSH; improved data collection and analysis by the labour inspection unit, by including sex-disaggregated data and introducing standardized labour inspection indicators into their database; and the establishment of a tripartite labour inspection committee.

In discussions with respondents, the evaluation identifies the following:

- ***Use of the self-assessment tool:*** One of the products developed by LABADMIN/OSH and ITC-ILO was the tool for labour inspectors to use for self-assessment. It was deemed a helpful tool by the Ministry and helped them understand how far they had come in implementing their labour inspection system and what more they needed to do to further develop. It was felt, however, that there were certain questions the Ministry could not respond to as they were not relevant, and that adaptations to the Indonesian context needed to be made.
- ***Study on improving labour inspection statistics:*** Project funding was used to implement this study in 2013. The study resulted in clear recommendations to take on, for which the Government has expressed appreciation. An indicator of their intent to carry this forward was placing computers in all district labour inspectorate offices in order to receive better reports and data. Follow-up will be taken on implementing the recommendations in 2014.
- ***Improvement of the Government's training system:*** The ITC-ILO modules were introduced, and they were adapted and included in their training system for labour inspectors. The Government expressed appreciation for the modules, yet noted the extent to which they needed to be adapted to the Indonesian context. There was also expressed the interest for less information and theory and more focus on case studies.
- ***Tripartite dialogue is sound on paper but not in practice:*** While the Government is committed to the labour inspection committee, expectations on what the committee will do are not aligned, and even agreement on what is to be discussed on the agenda is problematic. There are still issues of representation among the trade unions and which agency will participate.

The Government cites changes to be made in the coming year with regard to centralizing certain functions of the labour administration system. Sorting out the extent to which functions will be centralized and then ensuing work will require adjustment and work to ensure the system effectively functions. Another area of restriction relates to the numbers of labour inspectors. The numbers are not near enough to effectively inspect all enterprises in the country, and whether the Government will prioritize and budget for greater numbers remains to be seen.

As the Project funds were designed to meet some real needs as articulated by the Government at the start of project implementation, there was fostered a high level of commitment. With a new government coming into office, however, it remains to be seen whether the same priorities will stand.

D. The case of Lebanon

ILO Lebanon CP Outcome	LBN 126
CPO title	Effective labour inspection and labour administration system strengthened in line with the principles of the ratified Labour Administration Convention
Linked indicator	11.1 Number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards.
Project funds spent	7,141 USD

A. The context in Lebanon with regard to labour administration and inspection at the start of the Project

At the start of Phase 2, Lebanon was implementing a 2.1 million USD Canadian funded project since 2008 aimed at supporting the national employment office and its restructuring in order to perform its duties more effectively. These activities were considered related to the Norwegian funds, yet were linked to another CPO, LBN101, which supported Outcome 2. An RBSA project was also in place to support the Ministry of Labour (MOL) to play a leading role in furthering national socio-economic reforms targeting labour market needs, challenges and priorities.

In IRIS a number of activities are outlined to be implemented in support of Outcome 11, specific to strengthening Lebanon's labour administration system. These include a comprehensive institutional capacity assessment of the MOL, including specific recommendations for a restructuring process and the development of a comprehensive capacity building program in third quarter of 2012; and the implementation of recommendations suggested in the labour inspection audit through a phased approach, including the restructuring and modernization of the labour inspection system and the establishment of a central labour inspection (LI) authority; development of new labour inspection tools; automation of LI activities; establishment of an electronic comprehensive LI database; and strengthening the capacities of the MOL's officials and social partners on labour administration and labour inspection. It was anticipated the Norwegian funds would contribute to these desired outcomes in full.³¹

B. Strategy and activities implemented

The only activity implemented with the support of the Norwegian Phase 2 funds was the 2012 needs assessment, followed by a workshop in 2013 to discuss the findings and recommendations. The initiative in Lebanon was adversely affected by political developments. Just prior to the 2013 workshop, the Prime Minister resigned, and an acting government was put in place since March 2013 until the present. While the Acting Minister of Labour was reportedly receptive to the findings and recommendations of the needs assessment report, there was effectively no means to carry forward the recommendations without the necessary political mandate. Without the necessary political mandate little was done.

ILO Lebanon's DWCP analysis, begun in 2012, is already irrelevant. Figures and information on labour market policies have changed given the massive influx of refugees from Syria. Approximately 1 million refugees are registered in the country, which accounts for 25 percent of

³¹ IRIS Planning Module, DWCP, Outcome 11, Lebanon.

the total population. The new Government, once officially mandated to take political decisions, will be dealing with rather urgent political issues relating to the refugee crisis in Lebanon.

C. Main areas of achievement and prospects for sustainability

Little by way of outcomes can be assessed in the case of Lebanon, given the political environment. The ILO Programme in Lebanon changed their CPO from target to pipeline and was not able to report on any 2 criteria met for Indicator 11.1. The ILO staff in Lebanon report, however, meeting 1 of the criteria, that of technical advice and other services provided to the labour administration system, including local organizations which are documented in services provided. The ILO Programme in Lebanon had already staged several meetings on the DWCP analysis, and had several meetings with tripartite constituents where they provided technical support. And lastly, as mentioned above, the 2012 needs assessment report was completed.

There is the expectation that once the Government is official and properly functioning again, there are the recommendations of the 2012 needs assessment report to base a work plan going forward in addressing labour administration and labour inspection. The MOL's informal discussions with ILO CO-Beirut in the past year have indicated continued priority for improved labour administration.

While the ILO Programme in Lebanon and the Lebanese constituents did not take advantage of any of the global products produced by the ITC-ILO Turin during 2012-2013, including use of the 16 modules produced on labour administration and labour inspection, they see relevance for these tools in moving forward.

E. The case of Namibia

ILO Namibia CP Outcome	NAM 176
CPO title	Labour inspection systems strengthened
Linked indicator	11.2 Number of member States that, with ILO support, strengthen their labour inspection system in line with international labour standards.
Project funds spent	26,467 USD

A. The context in Namibia with regard to labour administration and inspection at the start of the Project

Outcome 7 of the Namibia DWCP relates to strengthening of labour administration to apply up to date legislation and provide effective services. This includes strengthening of labour inspection systems in line with international labour standards. Outputs under this outcome include strengthening the capacity of participants to ratify ILO convention 81 on labour inspection.

In the Planning Module of IRIS, it is indicated that the 4 planned outputs in support of NAM 176 to be increased capacity for the Directorate for Labour Services regarding efficiency of labour inspection in line with international labour standards; an indepth assessment of the labour administration and inspection needs is produced; awareness raised of the employers and workers on the role and scope of labour inspection; and evidence is produced and shared in view of ratification of Convention 81. These outputs are to be achieved through a series of activities: budgeted training plan developed and implemented by the MOLSW based upon the

development of a basic training curriculum for labour inspectors by June 2013; separate trainings on child labour, the informal economy for labour inspectors, and key sectors; training manual finalized and TOT conducted; audit of labour administration and labour inspection needs by the ILO; an audit of the dispute prevention and resolution system; training of trade unions and employers; a gap analysis produced regarding ratification of Convention 81 and shared in a tripartite workshop.³²

These activities were in line with efforts to strengthen Outcome 7 of the Namibia DWCP, and, as CPO NAM176 is articulated in very short and broad terms, one can easily link it to the desired work and outcomes in contributing toward Outcome 11.

B. Strategy and activities implemented

During 2012-2013, activities were implemented based on the recommendations of a labour inspection audit completed in 2011. The activities implemented pertained primarily to the first immediate development objective of the project logframe.

Two trainings were held with project funds, and combined with ILO regional funds. The first training on “Building Modern and Effective Labour Administration and Labour Inspection Systems in Namibia” was held on 8 to 12 October 2012 for 33 labour inspectors. A second training was held from 8 to 12 April 2013 for 36 labour inspectors.³³ The trainings covered a range of topics, including role and function of labour inspectors, labour inspection policy and planning, forging partnerships and cooperation, and addressing vulnerable workers, including migrant, children, and informal economy workers. All 15 of the ITC-ILO modules on labour administration and labour inspection were used, with the project funds contributing toward their printing for the participants. The recommendations from the 2 workshops called for further and more systematic training, and speeding up of the adaptation of the ITC-ILO labour administration and labour inspection modules.³⁴

The project funds were also used with other sources of funding to implement several tripartite meetings. Respondents in Namibia spoke to the challenges of bringing together Government and social partners. The main challenge as perceived by the social actors involved the transition from the labour inspectors viewing themselves as the police, and carrying a ‘big stick’ to that of advisers to employers. The negotiation of the role of the labour inspector has been a long-term endeavor in Namibia, with meetings taking place over at least the past 5 years. Another problem identified has been the low number of labour inspectors and very irregular inspections, a challenge given the reality of a sparsely populated country with long travel distances and limited resources available.

C. Main areas of achievement and prospects for sustainability

While 2 measurement criteria for 11.2 were reported on for 2012-2013 (numbers 2 and 4) relating to a budgeted training plan and a labour administration system, there did not appear to the evaluation to be a direct correlation between these outcomes and the use of the project funds. Instead, a pooling of the funds with other resources may be credited in achieving the following:

³² IRIS Planning Section, DWCP, Outcome 11, Namibia.

³³ A breakdown by male and female participants was not available.

³⁴ Workshop Report: Workshop on Building Modern and Effective Labour Administration and Labour Inspection Systems in Namibia, 8-12, April 2013.

Training outcomes: While there was no tracking of participants to identify how the training may have impacted their work, data on the increased number of inspections that took place was available. Over a period of one full year, from 2012 to 2013, 1510 inspections were conducted. Then during the 9-month period, April to December 2013, the number increased to 1556. Recommendations cited in the training report indicate a heightened sense of awareness and appreciation among the labour inspectors trained, requesting management to expedite the improvement of the electronic labour inspection management system for purposes of better data collection, strategic planning, monitoring and evaluation of labour inspections; improvement of planning and communication between the head office and the field services; and further capacity building on HIV/AIDS in the workplace.³⁵ At the time of the evaluation, Namibia had indicated they were preparing for their first training with the use of the ITC-ILO modules.

Further, the MOL indicates the training heightened the importance of data collection, and they have embarked upon an e-Labour System. They will also move forward and adapt the ITC-ILO training materials and offer continuous training to labour inspectors. The Ministry has also organized a Working Committee that will finalize the Draft National Code of Good Practice on HIV and AIDS and the World of Work. The Division of Occupational Health and Safety has proposed a new sub-division that will spearhead the inspections related to the implementation of the National Code of Good Practice on HIV and AIDS and the World of Work. The proposed structure is still waiting for approval.³⁶

F. The case of South Africa

ILO South Africa CP	ZAF 151
Outcome	
CPO title	Department of Labour and its units, especially the labour inspectorate, are strengthened.
Linked indicator	11.2 Number of member States that, with ILO support, strengthen their labour inspection system in line with international labour standards.
Project funds spent	7,831 USD

A. The context in South Africa with regard to labour administration and inspection at the start of the Project

Significant work was done on labour administration in South Africa prior to the start of the project. An audit of the MOL had been carried out to determine how well it was responding to the needs of the labour market.

The Planning Module of IRIS indicates that the ILO Programme in South Africa intended to undertake a full menu of activities in support of ZAF 151: a study on data collection methods in the labour inspection system and concrete proposal for improvement; a concrete plan to strengthen and harmonize the collection of labor inspection statistical data by the Government; one tripartite workshop held to facilitate exchange of view on roles; modular training program for labour inspectors launched in all 9 provinces; full adaptation of the modular training to the South African context; ratification of Convention 81; agreed-upon mechanism by inspection

³⁵ Workshop Report: Workshop on Building Modern and Effective Labour Administration and Labour Inspection Systems in Namibia, 8-12, April 2013.

³⁶ Republic of Namibia Ministry of Labour and Social Welfare, Report on Impact of ILO Technical Assistance in the Area of Labour Administration and Inspection 2012/13.

agencies for improved coordination and collaboration on inspection enforcement; plan of action to strengthen role of labour inspectors in enforcing minimum wage laws; a review conducted on the performance management system of the Department of Labour with recommendations made; the National Labour Inspection Plan addresses gender issues and compliance with equal pay for work of equal value to combat discrimination. Through implementing these activities, the country office expected to achieve the following outcomes: the National Department of Labour strengthens and harmonizes its internal systems for the collection and monitoring of labour inspection statistical data that is sex disaggregated; the National Department of Labour adopts a concrete strategy on how to collaborate with social partners in labour inspection through a consultative process; strengthened capacity of labour inspectors; labour administration and labour inspection system is more able to enforce national laws on non-discrimination in the workplace; options for strengthening the performance management system going forward.³⁷

The strengthening of labour administration to apply up to date legislation and to provide effective services is one of the South Africa's DWCP 2010-2014 outcomes. Under Outcome 2, there are outputs articulated which support the internal functions and operations of the Department of Labour, and the strengthening of labour inspection systems in the private and public sectors. Overall work implemented was aimed to strengthen the capacity of the labour inspection to undertake effective inspections, and to have an information system that will enable the ability of the Department of Labour to capture appropriate information on labour inspection so as to improve the overall system. The project, while limited in amount of funding, contributed toward South Africa's DWCP Outcome 2.

B. Strategy and activities implemented

Activities in South Africa funded by the project contributed toward both immediate development objectives.

- *Immediate Objective 1:* South Africa made use of the ITC-ILO modules in training their labour inspectors, and is in the process of adapting them to the local context. Several South African officials attended a TOT in Turin in 2012, and the following year those trained applied their new skills and knowledge in training other labour inspectors around the country. Appreciation was expressed for these modules, as was the technical assistance provided by the ILO throughout the Government's process of developing and delivering their training program.
- *Immediate Objective 2:* A national consultant was contracted to assess whether the data generated by their current labour administration system in place was sufficient for analysis and reporting purposes. Both the ILO and the Government have reviewed the report, yet as to date, there is little collaborative effort in moving forward on the recommendations.

This specific work, which received support from the project, is taking place within the South African Government's aim to train their 126 labour centers across the country to implement the system and to improve their overall skills and knowledge in carrying out their work.

C. Main areas of achievement and prospects for sustainability

South Africa reported achieving two criteria (1 and 3) of Indicator 11.2, Number of member States that, with ILO support, strengthen their labour inspection system in line with international

³⁷ IRIS Planning Section, DWCP, Outcome 11, South Africa.

labour standards. The report notes the work of the tripartite partners in their discussions on how to improve collaboration in labour law compliance, and ILO technical support and guidance on budgeting for labour inspection.

The evaluation identifies the main areas of achievement in South Africa, to which the Norwegian funds contributed toward, to include:

Improved labour inspection system: the review of the labour inspection system to identify its ability to generate appropriate and useful data was done by a consultant funded by the Project funding. While the report was approved and recommendations found to be useful, there have not been significant steps taken toward acting on the recommendations. Given the South African Government’s demonstrated commitment toward improving its labour inspection system, however, there is reason to believe work on this will go forward.

Increased cooperation among labour inspectorate within the framework of National Economic Development and Labour Council (NECLAC): The Project funds contributed toward a workshop held for the MOL and social partners. While respondents were not overly enthusiastic about any specific outcomes achieved in improved coordination among the partners, it was viewed as a necessary and productive output that will lead toward other similar meetings.

Ratification of Convention 81: While the Phase 2 Norwegian funding did not specifically contribute toward the South African Government’s ratification of Convention 81 in 2013 in terms of the actual interventions funded, the Phase 1 Norwegian funds contributed toward the labour administration audit. The following meetings with a deliberate approach advocating for the ratification of Convention 81 and highlighting capacities and responsibilities for data collection and reporting eventually led to the Government’s ratification in 2013.

G. The case of Ukraine

ILO Ukraine CP Outcome	UKR 155
CPO title	The labour inspection system is strengthened and modernized in line with international labour standards.
Linked indicator	11.2 Number of member States that, with ILO support, strengthen inspection administration systems in line with international labour standards.
Project funds spent	49,517 USD

A. The context in Ukraine with regard to labour administration and inspection at the start of project

ILO Programme in Ukraine outlined in the Planning Module of IRIS 2012-2013 the following planned outputs: document on technical guidelines for subjects under supervision of the State Labour Inspectorate; setting up of an inspection campaign for undeclared work; implementation of training plan; implementation of the State Labour Inspectorate information system with one manual on the use of a database is produced; interregional training for new inspectors. These outputs are identified as related to the following milestones: Policy on labour inspection and facilitating tools; a training policy and training programme developed; 80 percent of labour inspectors are trained in modern inspection methods, risk assessment, health and safety in specific sectors; approaches to undeclared work and labour relations; two campaigns to raise awareness on specific topics related to working conditions and the role of labour inspection; and

manuals, checklists and databases are developed. With regard to funding, there is reference to RBSA and a Canadian funded project on collective bargaining, as well as to Project funds.³⁸

B. Strategy and activities implemented

The Project activities in the Ukraine complemented a Canadian funded project of 200,000 Canadian dollars, which ended in December 2012. The work focused on addressing several problems in the Ukraine, that of compliance with labour law and inspection, and the need to cultivate relations of the social partners with the labour inspectorates. An analysis of the labour inspection system at the start identified some major gaps and areas for work going forward. ILO decided to work with its constituents to develop a computer software program for the State labour relations inspectorate as a management tool and means for achieving to greater effectiveness. The ability to collect sufficient data for effectively reporting on international labour standards was also a priority. The development of the software was also an opportunity to engage with the government on the adoption of the harmonized statistical indicators of labour inspection recommended by the ILO.

Issues regarding privacy of data needed to be addressed with the Ukrainian Government, which took a significant amount of time. While the project invested efforts toward developing the software, the expectation that the Government would approve the hardware, equipment for encrypting data, and the server for storing the data was not met. Training for selected labour inspectorate staff was provided in February 2013, with the hope that when the hardware is approved, then the system would be up and running. Efforts are currently at a standstill.

Another area of work was to engage the social partners on raising awareness about labour inspection. They found the need to raise basic awareness and appreciation for what a good versus bad labour inspection involved as varying opinions were found among the constituents. Joint workshops of Employers' organizations and Workers' organizations with the State labour relations inspectorate and the OSH inspectorate were organized.

C. Main areas of achievement and prospects for sustainability

Ukraine reported on criteria 2, 3 and 4 of indicator 11.2. The evaluation identifies the following areas of achievement and challenges going forward:

Labour inspection system: While there have been achievements made in progressing the quality and reach of the system, stakeholders in the Ukraine identify it as a process still underway. Regulations on use of data pertaining to enterprises, as well as issues such as temporary disabilities, occupational injuries and diseases, and unemployment proved to be a challenge to wade through in setting up the new system. While investing in the concept of the system, the necessary budgeting for hardware, servers, and the specialized equipment for encrypting data is not yet approved by the Government. The system has been pilot tested, however, and trainers trained. Officials from various units within the labour inspectorate are now accessing the new database and reporting a greater degree of efficiency. Data generated is expected to enable the Government to better report on its commitments to Conventions 81 and 129 while substantively increasing the effectiveness and efficiency of the labour inspection in promoting and enforcing compliance. Yet the sustainability of the system is pending the budget approval for the hardware.

³⁸ IRIS Planning Section, DWCP, Outcome 11, Ukraine.

Engaging of social partners on labour inspection: The Government has a formalized agreement with trade unions in place, and it is working on a similar one with employer’s associations. Tripartite meetings take place once every 3 months.

The recent political upheaval limits prospects for sustainability for all outcomes achieved, yet as there has been a high level of commitment demonstrated, there is hope for continued work going forward with the new government.

H. The case of Vietnam

ILO Vietnam CP Outcome	VNM 107
CPO title	Improved labour administration and labour law compliance through comprehensive labour inspection needs assessment and knowledge sharing activities
Linked indicator	11.2 Number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards.
Project funds spent	64,292 USD

A. The context in Vietnam with regard to labour administration and inspection at the start of the Project

The Vietnamese Government had specifically requested technical assistance in the area of labour inspection. Initial work had been done on assessing needs, and the ILO Programme in Vietnam had formulated the CPO VNM107 as a pipeline outcome, as reflecting the early stages of Vietnam’s work in this area.

Previously a project funded by the United States Department of Labor had contributed toward VNM102 on law reform, but the decision was made half-way into the biennium to separate it from the Norwegian funds, and to formulate a separate CPO known as VN107, which is focused on labour inspection. VNM107 is now considered a target outcome for years 2014-2015, with funding from a technical cooperation project supported by the Netherlands in the amount of 1.3 million USD (see below).

Vietnam has a DWCP in place for 2012-2016. Three country priorities are outlined, the third which relates to labour administration and labour inspection: *Contributing toward Vietnam’s aim to become a “modern-oriented industrialized nation” through strengthening labour market institutions and governance.*³⁹ Of the priority’s 2 outcomes, Outcome 6 -- Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration -- relates specifically to Outcome 11, as outlined in Annex 3 of the DWCP.⁴⁰ Further, the activities employed, described below, reflect the technical assistance and capacity development strategies outlined on page 24 of the document.

³⁹ Directly quoted from the Vietnam DWCP, including use of quotation marks.

⁴⁰ Vietnam DWCP 2012-2016, page 36.

B. Strategy and activities implemented

The Government reported the primary activities implemented with ILO support were the needs assessment on the labour inspection system in early 2012, the development of a Memorandum of Agreement outlining the specific needs of labour inspectors in the country and an approach for improving their capacity; and the implementation of a number of workshops and training courses. These include 1 workshop to finalize the needs assessment, and 2 TOT courses, 1 in Do Son City in the North in 2013 and a second in Nha Trang Province in early 2014. The trainings were based on the ILO training modules and included site visits to factories as a practical exercise in carrying out labour inspection visits. In total 80 labour inspectors were trained from at least 30 provinces.

The Vietnamese Government envisions an ASEAN center for labour inspection, and thus highly valued the 2 TOTs provided to their labour inspectors. The Government looks forward to continued cooperation with ILO to continue their TOTs.

Provincial level budgets determine whether the labour inspectors can apply their newly acquired skills and knowledge and train others. There have reportedly been 2 trainings implemented to date, with provincial level funding, in a country which currently has 471 labour inspectorates, averaging 8.12 for each of the 58 provinces.

The Project funds were the primary external budgetary funds for the ILO CO-Hanoi to implement the work. It supported in full the needs assessment and workshop. Government respondents expressed appreciation for the technical inputs from ILO. They indicated that the methods used by the technical experts and their level of enthusiasm directly contributed to the success of their work.

C. Main areas of achievement and prospects for sustainability

Vietnam was not able to report on achievement of any of Outcome 11 indicators for the 2012-2013 biennium. Yet the evaluation notes the following outcomes achieved:

Achievement of training outcomes: Vietnam is one of 2 countries with data available on training outcomes for the Project. LABADMIN/OSH, together with ILO CO-Hanoi, administered a questionnaire following a March 2013 training and a February 2014 training. A total of 71 participants from both trainings responded to the questionnaire with favorable results. Out of a possible 1 to 5, with 1 as low and 5 as high, respondents in the March 2013 training indicated 4.47 on average to the question, *Did the course help to improve your professional knowledge and skills?*; and in the February 2014 training respondents indicated 4.67 on average. Respondents in the March 2013 training indicated 4.4 on average to the question, *Will you use what you have learned during this course in your work?*; and respondents in the February 2014 respondents indicated 4.63 on average. The data gives indication of a level of achievement of training outcomes, although a more thorough assessment, as discussed in Part 1 above, would involve surveying 3-6 months after the training had passed and to source other types of data in addition to self-assessments. Refer to Annex 13 for the full results of the two questionnaires.

Endorsement of a Master Plan on strengthening the labour inspectorate: The Government identifies a significant change as a result of the needs assessment and workshops to be the greater understanding among high-level leaders, including within MOLISA, as to the role of labour inspectors in enforcing labour law. The needs assessment clearly outlined the gaps and areas of need to better enable compliance in the workplace. This led to the development of

Vietnam's first Master Plan on strengthening the labour inspectorate until 2020, which was adopted by the Prime Minister on 11 November 2013. The endorsed Plan ensures continued prioritization of the work going forward. It addresses several issues, including increasing the numbers of labour inspectors, capacity building, policy development, and management of labour inspection systems, all reflecting the recommendations outlined by the ILO in the needs assessment.

While the Master Plan ensures some level of prioritization of the work going forward, Government respondents indicated that increased financial resources and human resources are needed to effectively implement the plan. A primary challenge includes increasing the numbers of labour inspectorates and developing their capacity. Currently there are 471 labour inspectors, an increase from 441 at the start of the Project. University graduates are employed with little experience, and employers often do not cooperate with labour inspections and implement recommendations. A strong orientation toward sanctions instead of prevention also characterizes the current approach toward inspection in Vietnam.⁴¹

Further, respondents noted the need for more effective equipment. While there is the expectation that the training budget will increase for 2015, Government respondents admitted that resources are minimal. In past years MOLISA allocated some 4000 USD per year for training of staff. Government respondents indicated the target for 2015 to be 750-800, and by year 2020, 1,200-1,250. With increased political support achieved, it remains to be seen what level of resources will be devoted to implementing the Master Plan.

A Dutch-funded TC program valued at 1.3 million USD will be implemented in support of Outcome 11 during the 2014-2015 biennium. The project will involve capacity building and tools development for the labour inspectorate; promotion of joint visits between labour advisers and enterprise advisers; and the development of pilots in 2 sectors to apply a collaborative approach to combining prevention and enforcement.⁴² As the Norwegian funds furthered greater awareness among higher level officials and the development of the Master Plan based on the recommendations of the needs assessment, the TC program can be considered an area of achievement. The project will also support implementation of the Master Plan.

Government indication to consider ratification of the Labour Inspection (Agriculture) Convention 129: In his opening remarks to the March 2013 TOT delivered in Do Son, Chief Inspector Mr. Tien indicated the Vietnamese Government will consider ratifying Convention 129.⁴³

⁴¹ Noted in the Mission Report Vietnam, 27 February – 1 March 2013

⁴² Mission Report Vietnam, 27 February – 1 March 2013, page 3.

⁴³ Mission Report Vietnam, 4-8 March, page 4.

Annex 1 Project Logframe

Immediate Objective 1			
The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance.			
Immediate Objective 1 Indicators	Indicators		Means of Verification
	<ul style="list-style-type: none"> The Government carries out in cooperation with the ILO at least two of the priority activities identified in the needs assessment recommendations (where such a needs assessment exists), which directly contribute to strengthening the country's labour inspection system. At least one training of labour inspectors is carried out in each project country in which at least 50% of participants indicate in the training evaluation that the activity has increased their knowledge and skills to better carry out their work as labour inspectors. At least three project countries use an improved methodology for data collection based on ILO recommendations as evidenced in national annual labour inspection reports per Convention No. 81. 		<ul style="list-style-type: none"> Plans of action and mission reports from activities carried out compared against the recommendations from the relevant needs assessment report. Participant surveys from the training activities. Most recent national annual labour inspection reports following project completion (compared with previous annual reports).
Outputs	Activities	Indicators	Means of Verification
1.1 National labour inspection plan or programme adopted based on needs assessment findings and recommendations	1.1.1 Conduct a preliminary national labour inspection needs assessment in countries where necessary (scope and length should be determined in consultation with countries concerned). 1.1.2 Develop written work plans (annual) including activities, indicators and resources.	<ul style="list-style-type: none"> National labour inspection needs assessments are carried out in countries requesting it. Written work plans are finalized in all 7 project countries through consultative processes with the tripartite constituents, where possible. 	<ul style="list-style-type: none"> Published needs assessment reports Budgeted work plans endorsed and finalized through consultation

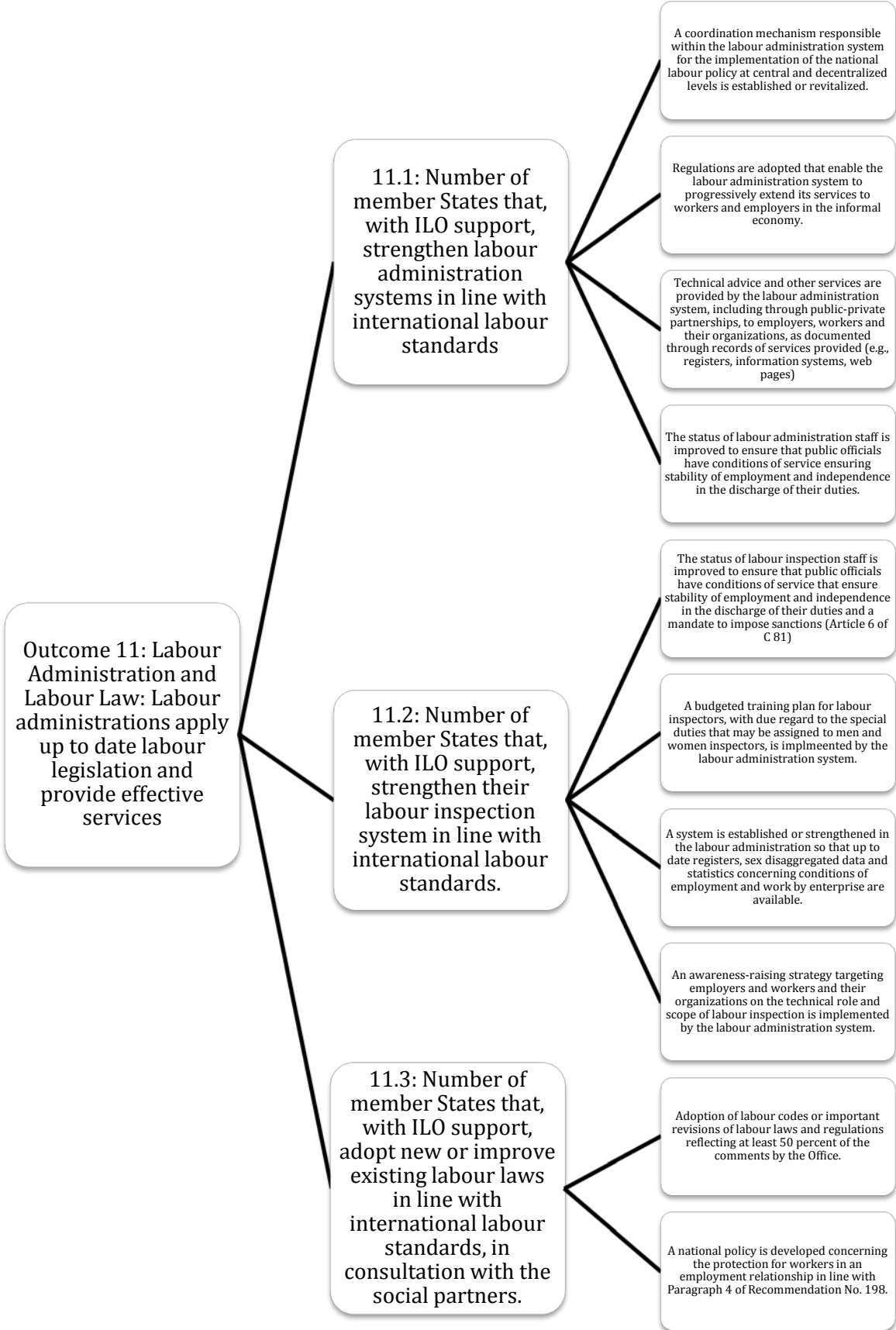
<p>1.2 National/regional training programs are implemented and sustainable addressing labour administration/inspection needs</p>	<p>1.2.1 Conduct a preliminary training needs assessment that includes consideration of gender equality both within the labour inspection system and vis-à-vis the services rendered by labour inspectors. 1.2.2. Develop or strengthen sustainable national training plans/ programs for labour inspectors and other labour administration officers on the assessment basis, covering different fields according to national needs such as migration, illegal work, OSH, green jobs, gender equality and non-discrimination at the workplace, using the material and tools already developed; 1.2.3 Organize and carry out a training of trainers activity at the national or regional level, to the extent these are identified in the respective national training plans.</p>	<ul style="list-style-type: none"> • Training needs assessments are carried out in the countries where necessary. • National training plans are drafted in the countries where necessary and endorsed by the relevant national authority. • At least one training of trainers activity is carried out for at least 10 labour inspectors per project country using the ITC-ILO methodology, including use of the module on gender equality and labour inspection. • At least 20% of participants in training activities are women. 	<ul style="list-style-type: none"> • Training needs assessment document drafted (where necessary) • Budgeted national training plans are endorsed and finalized • 10 labour inspectors are trained in each of the project countries as documented by participation lists. Completed satisfaction surveys demonstrate that participants valued the training given.
<p>1.3 Methodology for collection and analysis of administrative records and other related data of labour inspection is developed</p>	<p>1.3.1 Design and carry out a set of 5 national pilot projects (one from each region) to determine what labour inspection data is available, how it is defined and gathered at country level. 1.3.2 Develop a methodology for labour inspection data collection at international level (global product/tool)</p>	<ul style="list-style-type: none"> • Five reports (one for each pilot country) are produced analyzing the national labour inspection statistical results including the availability of sex-disaggregated data. • A general methodology (global product) for the collection of sex-disaggregated labour inspection data is developed. Results and tools including guidelines for administrative records collection are published and disseminated. 	<ul style="list-style-type: none"> • The five reports are finalized • General methodology including tools and guidelines are published (paper and online).

<p>1.4 Dissemination of good practices and enhancement of horizontal cooperation and networking</p>	<p>1.4.1 Organization of, or collaboration in, at least one national or sub regional events, allowing for comparative knowledge sharing, an exchange of comparative information, experience and good practice and training ; 1.4.2 Collaboration in the organization of fellowship visits or horizontal exchanges with governments, where labour administration systems are well developed; 1.4.3 Design and dissemination on paper and web side of good practises collection with specific focus on vulnerable workers.</p>	<ul style="list-style-type: none"> • At least 2 regional knowledge sharing activities are carried out with participants from at least half of the project countries. • At least 2 horizontal (south-south) cooperation activities are carried out among the project countries. • At least 4 distinct publications on good practices in labour inspection are published and disseminated on the ILO website, each including a section on the gender dimension of the technical area covered. 	<ul style="list-style-type: none"> • Mission reports of the knowledge sharing and horizontal activities detailing the results of the respective meetings. • Good practice publications are published on the LABADMIN website.
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<p>Immediate Objective 2</p> <p>Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies</p>		
	<p>Indicators</p>	<p>Means of Verification</p>
<p>Immediate Objective 2 Indicators</p>	<ul style="list-style-type: none"> • At least one meeting takes place in each project country between labour inspection and judiciary officials in which they jointly commit to further sharing of information and dialogue. • Employers’ and workers’ organizations meet at least once in each project country with labour inspection officials to exchange views on their respective roles in promoting labour law compliance and supporting the labour inspection system and in which they jointly commit to further sharing of information and dialogue. 	<ul style="list-style-type: none"> • Mission report and/or meeting minutes

Outputs	Activities	Indicators	Means of Verification
<p>2.1 Enforcement bodies at the national level are better coordinated and have improved knowledge on inspection actions and sanctions</p>	<p>2.1.1 Develop guidelines on the relationship between labour inspectorates and justice systems in view of better enforcement policies; 2.1.2 Publish and disseminate studies related to labour inspection sanctions and cooperation between labour inspection systems and the judiciary</p>	<ul style="list-style-type: none"> • Reports from the coordination meetings between labour inspectorate and judiciary are drafted and disseminated among the relevant officials. • Meetings are carried out in at least 3 project countries on the role of labour inspection sanctions and cooperation between the labour inspectorate and judiciary referring to the ILO materials. 	<ul style="list-style-type: none"> • Mission reports and/or meeting minutes.
<p>2.2 Awareness raising tools for workers and employers on labour administration and inspection roles are disseminated</p>	<p>2.1.1 Guidelines on labour inspection materials are disseminated in ad hoc LAB/ADMIN events.</p>	<ul style="list-style-type: none"> • Relevant materials are posted on the LAB/ADMIN website and provided to participants of LAB/ADMIN general activities 	<ul style="list-style-type: none"> • Materials posted on the LAB/ADMIN website

Annex 2 Outcome 11 indicators and criteria



Annex 3 Terms of Reference

Terms of Reference for Independent Evaluation of the ILO/Norway Project on Good Governance through Labour Administration and Labour Inspection (GLO/12/02/NOR)

I. INTRODUCTION AND RATIONALE OF EVALUATION

The objective of this independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, impact and sustainability of the ILO's actions taken under this project to strengthen labour administration and labour inspection strategies and actions to support member states and social partners to promote and realize policies and programmes that aim to strengthen workplace compliance with existing legislation.

Concretely, the evaluation will seek to ascertain what has worked, what has not worked and why? It would be particularly important to evaluate the methodological approach which was applied for the capacity building of national labour administration and labour inspection services as well as the development and application of the ILO policy and programming tools in achieving global and country programme (CPOs), and ways to improve the approach. The evaluation should also identify contributions made to the ILO's internal learning processes.

This would be an important step for the countries covered by the project to strengthen their labour administration and labour inspection services, which in most cases continues to be country programme outcomes in the biennium 2014-2015. Moreover, this would be an important action for the development of a real global programme for countries worldwide, which aims at strengthening workplace compliance and national law enforcement machineries in a sustainable manner. This is a crucial condition for ensuring decent working conditions globally.

The evaluation will help the ILO to prepare its final report of the project and to improve the design and implementation of similar projects in the future keeping in mind the establishment of a new integrated Branch of Labour Administration, Labour Inspection and OSH (LABADMIN/OSH) and the office new programming tool on Areas of Critical Importance (ACI) focusing on Workplace Compliance through Labour Inspection.

II. PROJECT BACKGROUND AND DESCRIPTION

The project was a concrete, direct follow up to the Resolution and Conclusions on Labour Administration and Labour Inspection adopted by the 100th Session of the International Labour Conference (June 2011), which underlined the main approaches to be pursued by the Office to build, foster and maintain efficient national labour administration and inspections systems. The Conclusions stress, particularly:

- the pivotal role of labour administration, including public employment services, in achieving decent work and good governance and the need to promote the ratification and effective application of the relevant international Conventions to achieve these goals;

- the need to enhance national capacity through the design of technical assistance programmes and projects including strategies to promote compliance with and the application of labour legislation to all workers along with a better use of existing resources;
- the need to strengthen consultation with and the capacity of workers and employers and their organizations on labour administration and inspection policies and services, in particular promoting tripartite dialogue to address challenges related to labour law compliance; and
- the need to develop a technical cooperation portfolio to support the Office in the delivery of technical assistance to member States and to improve the coordination and exchange of information in the areas of labour administration and inspection within and outside the Office and across the multilateral system, through regional networks.

This project is part of the outcome based funding from Norway, and covers the following 8 target countries under Outcome 11 of the ILO's Programme and Budget (P&B) from 2012-13: China, Costa Rica, Indonesia, Lebanon, Namibia, South Africa, Ukraine, Vietnam. The time frame of the project was 1 January 2012 until 31 December 2013, with a project budget of \$1,135,891. The evaluation should cover this period. The project now has been extended for one year until 31 December 2014 with a possible continuation of funding till the end of 2015. Therefore, this evaluation can help the ILO improve the implementation of the Project in the context of the recent improvement of internal restructuring and programming.

The Project has two immediate objectives: 1) Labour administration, including labour inspectorates, is strengthened and their staffs are empowered in performing labour administration and inspection tasks; and 2) Labour administration services, 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.

Given an evolving nature of the funding and sustainable intervention logic, many countries have been involved in the previous projects under the same donor. Based on national context and needs and built on the previous achievements, the project continues to help develop or strengthen implementation of national labour inspection action plans with a focus on capacity building through training. The project supports these countries' efforts to achieve the country programme outcomes (CPOs) linked with the Outcome 11.

The project activities are organised at both national and international levels to produce mutually supportive outcomes and products. The project continues to facilitate and strengthen networking of policy-makers, experts and labour inspectors at national and international level to share good practices, knowledge and experiences. Therefore the project pays attention to the dissemination of national good practices, project products and tools by means of internet, publications and seminars, South to South cooperation, etc. among governments and social partners.

Gender dimension of labour inspection was a focus. This would include the development of a training module and its application in training activities of the project.

Another component included the awareness-raising of social partners on the roles of labour administration and labour inspection by using the materials developed by the ILO and organising joint seminars under the national tripartite consultation mechanisms.

The level of intensity of project activities and planned outputs varied from country to country. Shortly, the following was the highlights of the main intervention areas of the project in different countries:

China: Carried out a strategic cooperation on capacity building of labour inspectors and OSH inspectors, including the development of training policy, training curricula and case studies as well as training of trainers (TOT); strengthening national partnerships for labour inspection through the establishment of the Committee of Labour Inspection; promoting the Twin Networks Management of Labour and Social Security Inspection to modernise the labour inspection system, and international exchanges with labour inspectors through South to South cooperation.

Costa Rica: Conducted a needs assessment of the labour inspection work, including the recommendations for improvement; formed a Labour Inspection Commission and made a Plan of Action on strengthening labour inspection. The project helped take actions focusing on three areas: 1) policy and inspection planning, 2) Institutional organization and inspection resources, 3) Information system for decision making.

Indonesia: Building capacity of labour inspectors with the improvement of the training curriculum and the creation of a pool of trainers for the induction training of labour inspectors; reviewing the data collection and analysis system in labour inspection through the piloting of a self-assessment tool prepared by the Turin Centre and through a pilot project on harmonizing labour inspection data; establishing the tripartite labour inspection committee as a follow up of the declaration adopted at the tripartite national labour inspection conference in the previous biennium.

Lebanon: A Labour Administration Needs Assessment conducted in Lebanon following a technical visit in early October 2012 to provide an external view on the functioning of the Ministry of Labour and to suggest some measures that could be part of a road map to increase the Ministry's efficiency, including in the area of labour inspection. The assessment tackled several findings and recommendations which concerned Ministry's capacity to produce and implement evidence based policies, to plan and evaluate its activities or to manage its staff.

Namibia: the ILO Memorandum on Labour Administration and Inspection was officially submitted to and approved by the Ministry of Labour and Social Welfare to serve as a basis for future technical cooperation; Concrete activities focused on training of labour inspectors and promotion of ratification of Labour Inspection Convention, 1947 (No. 81) and of cooperation between labour inspection and social partners.

South Africa: Promoted the ratification of the ILO Labour Inspection Convention No.81 with a plan of action to implement the requirements of the Convention; strengthened the cooperation between labour inspection, other inspection agencies and social partners; training of labour inspectors.

Ukraine: Improving the governance of labour inspection including the development of a software for labour inspection; building capacity of labour inspectors to train the trainers and new labour inspectors; raising awareness of social partners on the role of labour inspection.

Vietnam: Conclusion of a labour inspection needs assessment which, following a validation workshop, led to the adoption by the Ministry of Labour, Invalids and Social Affairs to a Master Plan for labour inspection; Organization of labour inspection training of trainers.

Please refer to the Project Document and its logic framework for more information.

III. PURPOSE

The purpose of the independent evaluation is to:

- a) Determine to what extent the project has achieved the stated immediate objectives
- b) Explain which difficulties were encountered and identify lessons learned;
- c) Determine to which extent the project identified outputs (see project log frames) have been achieved and assess the implementation status ;
- d) Evaluate the quality of the project design, project implementation and performance monitoring vis-à-vis the achievement of project immediate objectives;
- e) Assess potential for consolidation and dissemination of project results achieved following the measurement criteria indicated in the P & B 2014-2015 under outcome 11, indicator 11.2: strengthening labour inspection systems in line with international labour standards.

IV. SCOPE AND EVALUATION CRITERIA

This is an independent evaluation. It will mainly evaluate the project activities and interventions taken place from 1 January 2012 to 31 December 2013 and make recommendations to improve the implementation of the remaining activities and the design of the similar projects in the future. Information gathering and analysis should be gender responsive and take into account the effects of an intervention on men, women and overall gender relations. All data collected should be sex-disaggregated.

V. METHODOLOGY

Evaluation criteria and questions

All aspects of this evaluation shall be guided by the ILO evaluation policy which adheres to the OECD/DAC Principles and the UNEG norms and standards. The evaluation will be based on the criteria of relevance, coherence, efficiency, effectiveness and evidence of impact and sustainability through the analysis of the project implementation and outputs.

<ul style="list-style-type: none"> • Relevance: To what extent is the design of the ILO project relevant to the strategy outlined in the CPOs and P&B for Outcomes it aims to support, and for the achievement of the Global product and CPOs it aims to support? 	<ul style="list-style-type: none"> • Coherence: To what extent are the various activities in the project’s implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of P&B Outcomes which the project supports?
<ul style="list-style-type: none"> • Effectiveness: Have the project outputs effective in supporting the achievement of the CPOs, and Strategic Outcome 11. 	<ul style="list-style-type: none"> • Efficiency: To what extent are the project’s resources (technical and financial) are being used efficiently?
<ul style="list-style-type: none"> • Impact: To what extent have the project’s actions produce immediate and midterm impacts towards achievements of CPOs and P&B 	<ul style="list-style-type: none"> • Sustainability Does the project have an implementation strategy that involves tripartite constituents and development partners to establish

outcomes it aims to support?

synergies that could enhance impacts and sustainability?

Through these criteria the evaluation should aim to identify how the project has contributed to the achievement of Outcome 11.

The key questions to be addressed by this evaluation concern:

- How the project has contributed to achieving progress towards the selected outcomes and outputs, in line with the indicators listed in the log frame.
- How the interventions reach out to the target groups, addressing their problems and part of a wider poverty reduction strategy.
- How effectively gender equality has been mainstreamed in the project implementation.
- How the project has been able to leverage resources from other sources in order to obtain the objectives.
- How the current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA).
- The effectiveness, efficiency, impact orientation and sustainability of the interventions used to achieve the two immediate outcomes of the project.
- How effective has the project been in ensuring sustainability, in particular by ensuring ownership among national ILO constituents.
- The extent to which results-based management is being used with examples of impact on the ground as a result of i) using the global products, (ii) interventions, and (iii) training.

Analytical framework

In analyzing the evaluation data compiled, and drawing conclusions about the relevance and strategic fit of the projects, as well as the validity of their design, impact orientation and sustainability, the above questions should be addressed, in the framework of the project documents; and against the backdrop of the objectives described in ILO Decent Work Agenda and Decent Work Country Programmes, and Programme and Budget strategy for outcome 11.

Evaluation approach

The evaluator will conduct a desk review first to be followed by interviews with ILO Officials through mail/phone/skype. Video conferences with relevant stakeholders in the countries and ILO Turin as well as ILO HQ in due time will be organized at the facilities of the Regional Office Bangkok. The ILO local offices and the project management will provide the logistical support for setting up these meetings. The following is the main sources of information:

1. Document review:

The evaluator will review the following documents to be provided by the project management through e-mail:

- 1) Project Document and its logical framework;
- 2) ILO mission reports in relation to the project activities;
- 3) Countries' Progress Reports and relevant support documents.

2. Consultation of LAB/ADMIN webpages

The evaluator can find the following information and documents useful on the website of the former LABADMIN: www.ilo.org/labadmin/lang--en/index.htm

- 1) ILO policies, labour standards and plan of action in relation to labour administration and labour inspection;

- 2) Labour inspection country profiles;
- 3) Publications and videos to introduce national good practices;
- 4) ILO training manuals and tools for member States
- 5) Reports and news on ILO activities.

3. Individual interviews

Individual interviews by phone, e-mail or skype and/or a questionnaire survey can be conducted with the following:

- a. ILO staff in the Field, including Country Office Directors, Specialists and Programme Officers;
- b. ILO staff in ITC Turin;
- c. ILO staff in Geneva;
- d. Representatives from the national labour inspectorates and/or of the Ministries of Labour of the countries covered by the project, representatives of employers' and workers' organizations within those countries where appropriate, national experts and other important stakeholders.

4. Video conference

Video-conferences with relevant stakeholders in the countries will be organized at the facilities of the ILO Regional Office for Asia and the Pacific in Bangkok (can only be organized during office hours: Monday-Friday 8.00-16.00). Except for Namibia and Ukraine all countries have videoconference facilities. ILO offices in the project countries and project management will provide the logistical support to the evaluator for setting up these meetings. Tentatively they should be planned for the first week of March.

VI. DELIVERABLES

1. Inception report

After a desk review, the evaluator will develop an inception report indicating the methodological approach to be taken and identifying the information gathering tools to be used. The inception report also should outline the timetable of the evaluation and the suggested timing for individual interviews (through phone/ skype /mail) and group consultations (through RO Bangkok video conference facilities).

The evaluator will also submit a tentative outline of the report. An innovative outline, different to the usual Evaluation-Report Outline would be highly welcomed.

2. Draft evaluation report

The evaluator will submit a draft evaluation report to the ILO evaluation manager after the completion of the field visit.

3. Final evaluation report

The evaluator will finalize the evaluation report and submitted it to the ILO taking into accounts comments made by stakeholders.

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 of reference documents
- List of interviews
- Any other relevant documents

4. 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 format included in **Annex 2** and submitted to the evaluation manager.

Annex1: ILO Code of Conduct Agreement for Evaluators

Annex2: ILO document on evaluation summary

Annex 4 Evaluation Inception Report

Inception Report: Methodology for the Evaluation of the ILO/Norway Project on Good Governance through Labour Administration and Labour Inspection

**Submitted by Amy Jersild
27 February 2014**

This document details the proposed methodology for the evaluation of the ILO/Norway Project on Good Governance through Labour Administration and Labour Inspection.

Key activities undertaken to date informing the development of the proposed methodology include a two-hour briefing with Rene Robert, based in the LAB/ADMIN unit; and a review of the following documents: the Terms of Reference for the evaluation; the Project Document, including the logical framework; and the ILO publication 'Programme and Budget for the Biennium 2012-2013.

I. Background to the project and draft theory of change

The Good Governance through Labour Administration and Labour Inspection Project is funded by the Norwegian Government in the amount of USD 136,954 for a two-year period, from 1 January 2012 to 31 December 2013. The funds were provided to the LAB/ADMIN unit within HQ Geneva as a contribution toward ongoing ILO activities designed to achieve Outcome 11: Labour administrations provide up-to-date labour legislation and provide effective services.

The contribution of funds reflects an increased level of interest on the part of member states and the ILO over the past five years on issues of compliance. Beyond the ratification of labour standards and the adoption of legislation in line with international labour standards are the concerns for implementation more broadly. The interest includes but goes beyond matters of enforcement and prosecution to involve awareness raising and improved understanding of laws, and for the involvement of tripartite actors and other social groups to engage in social dialogue at the workplace level. This increased level of interest has resulted in the creation of the LAB/ADMIN unit several years ago, and increased contributions on the part of donors.

The project engages stakeholders in eight countries (China, Costa Rica, Indonesia, Lebanon, South Africa, Ukraine, and Vietnam) to achieve two immediate objectives, as defined in the project logframe: (1) The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance; and (2) Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies. The Project Document discusses the overall development objective or goal, which the two immediate objectives are designed to contribute toward in terms of long-term socio-economic development and the realization of social justice and Decent Work.

With funding secured first, followed by the development of a Project Document by LAB/ADMIN staff, each of the eight program countries invited to participate then developed their own set of activities in support of the two immediate objectives, varying in type and scope. Activities for Immediate Objective 1, as outlined in the Project Logframe, include adoption of national labour inspection plans, training programs addressing labour administration and

inspection needs, data collection systems, and dissemination of good practices. For Immediate Objective 2, activities include coordination and improved knowledge on inspection actions and sanctions among enforcement bodies; and dissemination of awareness raising tools for workers and employers on labour administration and inspection roles. At the global level, activities include capacity development for labour administration/ inspection systems; fostering of international knowledge networks; and coordination, planning and evaluation.

The intended outcomes of the project are thus to contribute toward overall achievement of Outcome 11 in each of the eight countries, contingent on the assumption that sufficient political commitment exists to modernize labour administration; financial, human and material resources are available and committed to follow up on activities within each of the countries; and labour administrations, labour inspectorates and social partners will be sufficiently committed toward sustained collaboration with labour inspectorates.

A draft theory logic model illustrating the Evaluator's understanding of the project is found in Annex 1.

II. Purpose of the Evaluation

The evaluation covers the beginning of the project, 1 January 2012 to 31 December 2013. Based on the TORs and preliminary discussions with ILO staff, the Evaluator identifies the main purpose of the evaluation to be:

- To determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved, particularly in relation to future initiatives underway, including the establishment of a new integrated Branch of Labour Administration, Labour Inspection and OSH (LABADMIN/OSH) and the new programming tool on Areas of Critical Importance (ACI) focusing on Workplace Compliance through Labour Inspection.

The TORs outline several additional purposes, including:

- Determine to what extent the project has achieved the stated immediate objectives;
- Explain which difficulties were encountered and identify lessons learned;
- Evaluate the quality of the project design, project implementation and performance monitoring *vis-à-vis* the achievement of project immediate objectives;
- Assess potential for consolidation and continuing of project results achieved following the measurement criteria indicated in the P&B 2014-2015 under Outcome 11, Indicator 11.2: strengthening labour inspection systems in line with international labour standards.

III. Methods

A. Evaluation Questions

The following questions are based on those outlined in the TORs. The Evaluator has consolidated and reshaped some of the questions, based on desk review and preliminary discussions with ILO staff.

Relevance:

- As an HQ-led program in design, how appropriate were the project strategies, objectives and assumptions for achieving planned results? Were they effectively based on identified needs

and suited to the local context within each of the eight countries? Did the activities implemented at the country level effectively supplement/complement other activities implemented in fulfillment of Outcome 11? Were project stakeholders, in particular, labour inspectorates, employers and unions effectively engaged and committed to the project?

- How sound is the underlying logic of the project design? Are strategies, objectives and activities appropriate in achieving the desired outcome?
- How relevant is the project design and approach, given current and planned modalities within HQ? What lessons are there to be learned going forward?

Effectiveness:

- To what extent has the project achieved its immediate objectives and reached their beneficiaries and target groups? What have been the major results and accomplishments of the project, both intended and unintended? What particular challenges or obstacles were there experienced at country levels and global?
- Has the project been effective in contributing toward better application of international labour standards, in particular ILO Convention No. 81 and 129? Did the project support efforts to ratify in those countries where the Conventions are not ratified?
- Were activities effectively integrated into country office programming? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results? (Both efficiency and effectiveness criterion)
- Was the project management structure suitable in supporting the achievement of project objectives? Was the distribution of competencies between ILO HQ in Geneva and ILO field offices supportive to the completion of the project?

Efficiency:

- Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- Were activities implemented in a timely and cost effective manner and on schedule?

Sustainability:

- Is there demonstrated commitment by stakeholders going forward? Which project components or results will likely be sustained after the project and how? How might ILO provide further support, if needed?
- How has the project contributed toward a greater enabling environment for the implementation of ILO Conventions No. 81 and 129?

B. Summary Description and Rationale

The evaluation will focus on the outcomes that the project has yielded, taking into consideration the experience of all stakeholders, and with a particular focus on achievements. Special attention will be given to prospects for sustained project outcomes, as well as the contexts in which the project is implemented. The methodologies that will be used will include both qualitative and quantitative data collection methods and are described below:

3. *Assessment of contextual factors and realities:* Contextual information will be taken into account related to ILO programming objectives for Outcome 11, and the Project's contribution toward it within all project sites. Data will be collected from government officials and other partner agencies within each of the eight countries to check assumptions and the fit of the project's inputs and expected results. Data will also be collected from ILO officials, and supplemented by a desk review.

4. *Assessment of conceptual analysis and frameworks:* Information will be gathered to further understand and describe the conceptual basis for the project and its approach. Data collected from stakeholders will reinforce or challenge the concepts based on actual experience. Data will be collected from ILO officials, government officials, other participating agencies, and supplemented by a desk review.
5. *Assessment of project-wide performance:* A broader assessment will be undertaken, to assess change realized and achievement of project outcomes and their prospects for sustained implementation, to cover all eight countries and global level. Data will be collected from ILO officials, stakeholder counterparts and supplemented by a desk review.

C. Data collection

Mixed methods will be used to conduct the evaluation. They include:

- *Semi-structured interviews held via Skype with relevant HQ Geneva staff.* Key respondents include LAB/ADMIN and PARDEV staff to obtain an overview of the program, to understand implementation of global-level activities, and to determine the funding modalities and other systems in which the project is situated and how they may be evolving as it relates to future programming.
- *Brief survey of ILO staff in each of the eight countries involved in project implementation, followed by Skype interview.* A survey as an attachment to an email will be used to engage ILO officials (project manager or technical adviser, as determined appropriate) on several preliminary questions with regard to program relevance and effectiveness in their countries. This will be followed by a Skype interview with each for further dialogue on key areas relevant to the evaluation criteria, including management of the project, funding modality and its effectiveness from the country perspective, and observations of activities implemented and change observed at the country level.
- *Semi-structured interviews with key program stakeholders at the country level via video conference.* Questions will focus on the country-level experience, challenges and achievements by the project from the stakeholders' perspective. The evaluation would like to propose several smaller group sessions for each country for the video conferencing with a grouping based on agency representation, where appropriate.
- *Survey of stakeholders in those countries, which are not able to participate in video conferencing.* Costa Rica is currently identified as one, and there may be others identified in the coming week. These surveys will be translated into the local language, and then again responses translated back into English for analysis.
- *Desk review of available and relevant project materials.* These will include an assessment of materials providing detail on ILO internal frameworks, including funding modalities; capacity building materials and other knowledge products development by the project; and any monitoring of outputs, including training outputs/outcomes identified by the project.

An Evaluation Matrix, detailing the evaluation criteria and sources for data collection is found in Annex 2. A work plan is under development and will be included in the final inception report as Annex 3.

D. Data analysis

Data collected by video conference, Skype calls, survey and desk review will be analyzed and triangulated where possible to determine effective analysis of the data. Overall trends and themes emerging from the data will be assessed, and examined in relation to the areas of evaluation criteria detailed in the Evaluation Matrix, found in Annex 2:

- Relevance and Validity
- Effectiveness (both project progress and management arrangements)
- Efficiency
- Sustainability

E. Limitations

Due to budgetary constraints, the evaluation will not include indepth data collection onsite in the participating countries. Instead the evaluation will make use of video conferencing, survey and Skype calls to collect data from stakeholders, in addition to desk review of relevant documents. The obvious limitation is the inability to engage and dialogue with stakeholders, and to observe project activities onsite. As a result, there is the real risk of data collected based on stakeholder's perceptions, particularly on effectiveness and outcomes achieved, with limited opportunity for triangulation.

The evaluation seeks to address this limitation through conducting separate interviews with ILO staff in the eight countries (survey and Skype interviews) and the stakeholders (video conferencing) for purposes of collecting greater amounts of data to triangulate and analyse. The evaluation will also explicitly acknowledge in the report the extent to which any assessment made on achievement of outcomes and effectiveness (as well as other evaluation criteria) is based on stakeholder perceptions.

IV. Presentation

An evaluation report will be drafted, detailing findings, conclusions and recommendations. The report will be circulated to selected stakeholders for comments, and later finalized. The findings section will be presented either by each of the OECD-DAC evaluation criteria or through discussion of two to three key messages of the evaluation findings, with a completed evaluation matrix annexed detailing the findings according to the OECD-DAC criteria of relevance, effectiveness, efficiency, impact and sustainability. A preliminary outline for the report is as follows:

- I. Executive Summary
- II. Introduction
- III. Methodology
- IV. Findings
 - a. Relevance (or identified theme to be discussed)
 - b. Effectiveness
 - c. Efficiency
 - d. Sustainability
- V. Conclusions
- VI. Recommendations
 - a. Lessons Learned

- b. Good Practice
- VII. Annexes (to include the evaluation matrix filled out with summary of findings along the DAC criteria)

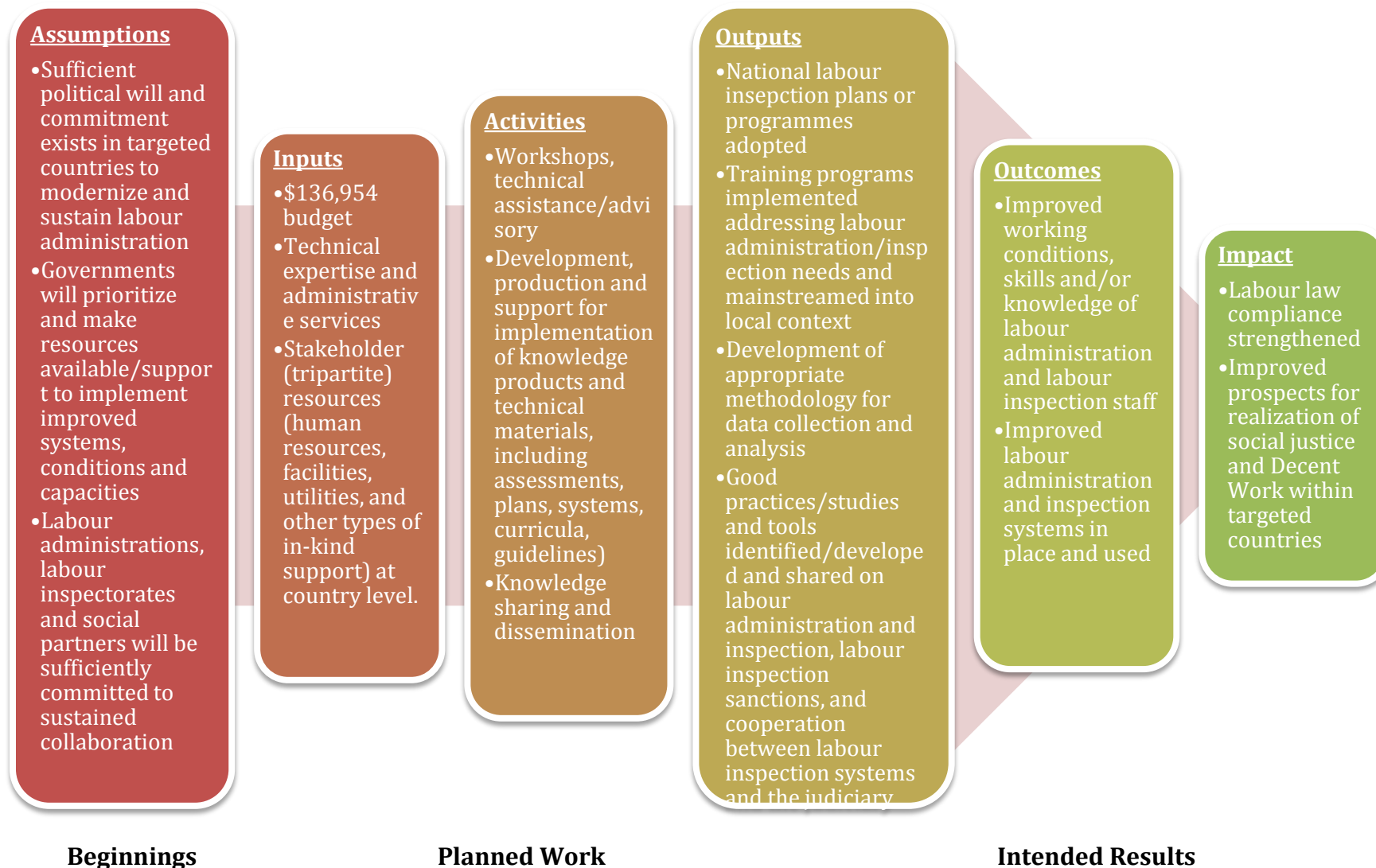
V. Evaluation Timeline

The Evaluator will finalize the Inception Report in coordination with the Evaluation Manager by end of February, and will begin interviews with HQ staff week of 24 February. Video conferencing will be held week of 3 March with country offices and ITC Turin, and Skype interviews with ILO country staff will be held week of 10 March.

The evaluator proposes to schedule a validation meeting by video conference with ILO HQ program staff week of 24 March. The meeting will focus on the Evaluator's impressions, observations and preliminary findings, while offering the opportunity for further dialogue and data collection.

A draft report will be submitted on 28 March. Consolidated comments by selected project stakeholders will be provided by 7 April, and the report, along with an evaluation summary, will be provided by 14 April.

Annex 5 Draft Logic Model



Annex 6 Evaluation Matrix

Evaluation Criteria	Evaluation question (from TORs or otherwise identified)	Key indicators	Data collection techniques	Location	Stakeholders involved
Relevance and Validity	<ul style="list-style-type: none"> • As an HQ-led program in design, how appropriate were the project strategies, objectives and assumptions for achieving planned results? Were they effectively based on identified needs and suited to the local context within each of the eight countries? Did the activities implemented at the country level effectively supplement/complement other activities implemented in fulfillment of Outcome 11? Were project stakeholders, in particular, labour inspectorates, employers and unions effectively engaged and committed to the project? • How sound is the underlying logic of the project design? Are strategies, objectives and activities appropriate in achieving the desired outcome? • How relevant is the project design and approach, given current and planned modalities within HQ? What lessons are there to be learned going forward? 	Degree of project relevance to identified context at the country level; Extent to which the project logic is sound in achieving the desired outcomes; Degree of project relevance and fit to ILO internal modalities	Desk review and semi-structured interviews, survey	ILO HQ and country level	ILO officials, national stakeholder groups
Effectiveness	<ul style="list-style-type: none"> • To what extent has the project achieved its immediate objectives and reached their beneficiaries and target groups? What have been the major results and accomplishments of the project, both intended and unintended? What particular challenges or obstacles were there experienced at country levels and global? • Has the project been effective in contributing toward 	Degree and quality of achievement of immediate objectives; Degree to which stake-holders have benefited from capacity building and knowledge	Desk review and semi-structured interviews, survey	ILO HQ and country level	ILO officials, national stakeholder groups

	<p>better application of international labour standards, in particular ILO Convention No. 81 and 129? Did the project support efforts to ratify in those countries where the Conventions are not ratified?</p> <ul style="list-style-type: none"> • Were activities effectively integrated into country office programming? Was there cross sectoral collaboration with other ILO units/sectors in order to achieve project results? (Both efficiency and effectiveness criterion) • Was the project management structure suitable in supporting the achievement of project objectives? Was the distribution of competencies between ILO HQ in Geneva and ILO field offices supportive to the completion of the project? 	<p>management inputs and their capacity strengthened; Degree to which capacity to implement No. 81 and 129 strengthened; Degree to which project management structure was effective</p>			
Efficiency	<ul style="list-style-type: none"> • Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? • Were activities implemented in a timely and cost effective manner and on schedule? 	<p>Degree to which financial inputs have been effectively managed for project implementation</p>	<p>Desk review and semi-structured interviews, survey</p>	<p>ILO HQ and country level</p>	<p>ILO officials, national stakeholder groups</p>
Sustainability	<ul style="list-style-type: none"> • Is there demonstrated commitment by stakeholders going forward? Which project components or results will likely be sustained after the project and how? How might ILO provide further support, if needed? • How has the project contributed toward a greater enabling environment for the implementation of ILO Conventions No. 81 and 129? 	<p>Evidence of plans and resources allocated for continued implementation; Evidence of increased knowledge and skill</p>	<p>Desk review and semi-structured interviews, survey</p>	<p>ILO HQ and country level</p>	<p>ILO officials, national stakeholder groups</p>

Annex 7 Draft data collection plan – interview schedule

Date	Name	Title	Agency	Type
14 Feb	Rene Roberts	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
27 Feb	Pawel Gmyrek	Development Cooperation Officer, Development of Partnerships and Field Support	ILO HQ Geneva	Skype
	Joachim Pintado Nunes	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
28 Feb	Ann Herbert	Country Director, China	ILO China	Telephone call
	Ludek Rychly	Senior Labour Administration/Inspection Officer	ILO HQ Geneva	Skype call
	Maria Luz Vega	Senior Labour Administration/Inspection Specialist	ILO HQ Geneva	Skype
3 Mar	Changyou Zhu	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
	TBD	Ministry of Labour and other stakeholders	Ukraine	Video conference
4 Mar	TBD	Ministry of Labour and other stakeholders	Indonesia	Video conference
	TBD	Ministry of Labour and other stakeholders	Vietnam	Video conference
5 Mar	TBD	MOHRSS and SAWS	China	Video conference
6 Mar	TBD	Ministry of Labor and other relevant stakeholders	So Africa	Video conference
7 Mar	TBD	Representatives of ILO Turin	Italy	Video conference
Week of 10 Mar	TBD	ILO Programme Officers of all 8 countries; and Country Directors of selected country offices		Skype

Annex 8 Key persons interviewed

Date	Name	Position title	Agency	Type of interview
14 Feb	Rene Roberts	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
27 Feb	Pawel Gmyrek	Development Cooperation Officer, Development of Partnerships and Field Support	ILO HQ Geneva	Skype
	Joachim Pintado Nunes	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
28 Feb	Ann Herbert	Country Director, China	ILO China	Telephone call
	Ludek Rychly	Senior Labour Administration/Inspection Officer	ILO HQ Geneva	Skype call
	Maria Luz Vega	Senior Labour Administration/Inspection Specialist	ILO HQ Geneva	Skype
3 Mar	Zhu Changyou	Labour Administration/Inspection Officer	ILO HQ Geneva	Skype
4 Mar	Nguyen Van Tien	Chief Labour Inspector of MOLISA	MOLISA Vietnam	Video conference
	Hong Diep	Head of Administrative Inspection Unit		
	Nguyen Hoang Ha	ILO Programme Officer	ILO Vietnam	Video conference
5 Mar	Su Yingrong,	General Office, Labour Inspection Bureau	Ministry of Human Resources and Social Security (MOHRSS) China	Video conference
	Liu Yutong	Technical Cooperation Division, International Department		
	Huang Kun	Institute of Labour Science Studies		
	Sun Jianfu	International Organizations Division, International Dept, All-China Federation of Trade Unions		
	Ma Chao	Employers' Dept, China Enterprises Confederation		
	Ying Xiaobo	General Office, SAWS	State Administration for Work Safety (SAWS) China	Video conference
	Shen Ping	Director, Policy and Law Dept		
Shi Yanping	Director, International Cooperation Dept.			
	Yin Mingyu	National Center for International Cooperation, SAWS		

	Qiu Haidong	Supervision Department, International Dept		
	Qiang Hao	National Center for International Cooperation		
6 Mar	Joni Masabayana	ILO South Africa Deputy Director	So Africa	Skype call
	Limpho Mandoro	ILO South Africa Programme Officer	So Africa	Skype call
	Mohongona Kavihuha	Secretary General, Trade Union Congress of Namibia	Namibia	Telephone call
	Tim Parkhouse	Executive Director, Employer's Federation	Namibia	Telephone call
	Dr. Musukubili	Deputy Director, Ministry of Labour	Namibia	Skype
7 Mar	Bente Sorensen	Manager, Social Dialogue, Labour Law and Labour Administration	ITC Turin, Italy	Video conference
	Felix Martin-Daza	Senior Programme Officer		
	Leonardo Ferreira Neves	Deputy Director DWT San José	ILO Costa Rica	Group Skype call
	Walter Romero	Chief Program Unit, DWT San Jose		
	Rosa Cheng	Former ILO contact Costa Rica with the Ministerio de Trabajo y Seguridad Social		
	Fernando Garcia	ILO Specialist in Labour Legislation and Labour inspection		
	Lucky Ferdinand Lumingkewas	Programme Officer	ILO Indonesia	Skype
Tibo Szanaz	Ministry of Labour	So Africa	Telephone call	
10 Mar	Annda Lussi	Head of International Cooperation, Director General on Labour Inspection and Deployment	Ministry of Manpower and Transportation, Indonesia	Telephone call
	Lusiana Julia	Programme Officer	ILO Indonesia	Telephone call
12 Mar	Thobile Lamati	Deputy Director General of Inspections and Enforcement Services	South Africa Ministry of Labour	Telephone call
14 Mar	Olena Konovalova	Head of the Labour Law Compliance Department	Ukraine Labour Inspectorate, MOL	Group Skype call
	Viktoria Rudneva	Head of the PR and International Division		
	Repsime Petrosian	Deputy-Head of the PR and International Division		
	Sergiy Savchuk	National Coordinator for Ukraine	ILO Ukraine	Skype call
18 Mar	Joumana Karame	Senior Programme Assistant	ILO Lebanon	Skype call

Annex 9 Sample Questionnaire

The following questionnaire is a sample used with key respondents at the ILO country programme level. As is the nature of qualitative data collection, the questions were used as a guide, and further probing was done during the interview to ascertain greater detail. Further, as the evaluator learned more with each interview, these questions evolved.

1. What kinds of activities were implemented in cooperation with constituents as part of the project? Were project funds used with other sources of funds?
2. Early development – why was country X chosen? What was going on prior to 2012 in this area of labour administration/inspection?
3. What happened as a result of the interventions? What has been achieved with the use of Project funds?
4. Which Global Products were accessed and used and how did these contribute toward achieving project outcomes?
5. What were the challenges for the Project? What was not achieved and why?
6. Was the centralized nature of the project positive from your perspective? Were the necessary funds and expertise available?

Annex 10 Key references

“Good Governance through Labour Administration and Labour Inspection” Project Document

Haarberg, Karstein, “Internal Evaluation – ILO/Norway Project “Strengthening labour administration and labour inspection services in selected countries” (GLO/10/59/NOR), 7 December 2011.

Haarberg, Karstein, “Evaluation of ILO Project ‘Strengthening labour inspection services’” (INT/09/62/NOR), 15 February 2011

ILO Decent Work Country Programme for Costa Rica, 2013-2017

ILO Decent Work Country Programme for Indonesia, 2012-2015

ILO Decent Work Country Programme for Namibia, 2010-2014

ILO Decent Work Country Programme for the People’s Republic of China, 2013-2015

ILO Decent Work Country Programme for South Africa, 2010-2014

ILO Decent Work Country Programme for Vietnam, 2012-2016

Technical Cooperation Outcome-Based Report on Outcome 11 – Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services

ILO Implementation Report 2012-2013, Outcome 11

ILO Programme and Budget for the Biennium 2012-2013

ILO Programme and Budget for the Biennium 2014-2015

IRIS Planning Modules, 2012-2013

Mission reports available detailing HQ visits to each of the 8 target countries.

Workshop and training reports available for the 8 target countries plus ILO-ITC.

Annex 11 Evaluation matrix and summary assessment

Evaluation Criteria	Evaluation question (from TORs or otherwise identified)	Key indicators	Summary assessment
Relevance and Validity	<ul style="list-style-type: none"> As an HQ-led program in design, how appropriate were the project strategies, objectives and assumptions for achieving planned results? Were they effectively based on identified needs and suited to the local context within each of the eight countries? Did the activities implemented at the country level effectively supplement/ complement other ongoing activities implemented in fulfillment of Outcome 11? To what extent is the design of the ILO project relevant to the strategy outlined in the CPOs and P&B for Outcomes it aims to support, and for the achievement of the Global product and CPOs it aims to support? Were project stakeholders, in particular, labour inspectorates, employers and unions effectively engaged and committed to the project? How sound is the underlying logic of the project design? Are strategies, objectives and activities appropriate in achieving the desired outcome? To what extent are the various activities in the project's implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of P&B Outcomes which the project supports? 	Degree of project relevance to identified context at the country level; Extent to which the project logic is sound in achieving the desired outcomes; Degree of project relevance and fit to ILO internal modalities	The project design is highly relevant to ILO internal modalities such as the P&B for the biennium 2012-2013, and to the measures outlined for Outcome 11 Indicators 11.1 and 11.2. The links to CPOs for the 8 target countries are broadly aligned, yet given the lack of uniformity in how frameworks are articulated at the country level, more detailed analysis was not possible. Countries that received greater amounts of funding found relevance in activities contributing toward both development objectives, while countries with less funds found greater relevance in development objective 1. There were varying levels of involvement and contribution among social actors among the 8 countries.
Effectiveness	<ul style="list-style-type: none"> To what extent has the project achieved its immediate objectives? What have been the major results and accomplishments of the project, both intended and unintended? What particular challenges or obstacles were 	Degree and quality of achievement of immediate objectives; Degree to	The Project has achieved most of its outputs at varying levels based on investment, strategic ability to supplement or leverage funds, the

	<p>there experienced at country levels and global?</p> <ul style="list-style-type: none"> • Has the project been effective in contributing toward better application of international labour standards, in particular ILO Convention No. 81 and 129? Did the project support efforts to ratify in those countries where the Conventions are not ratified? • Were activities effectively integrated into country office programming? Were the project funds used to effectively supplement and leverage existing funds in support of Outcome 11? (Both efficiency and effectiveness criterion) • Was the project management structure suitable in supporting the achievement of project objectives? Was the distribution of competencies between ILO HQ in Geneva and ILO field offices supportive to the completion of the project? 	<p>which stake-holders have benefited from capacity building and knowledge management inputs and their capacity strengthened; Degree to which capacity to implement No. 81 and 129 strengthened; Degree to which project management structure was effective</p>	<p>political context, and the level of scope and effort required. Particular obstacles involve continued political support to back up plans with budgets in many of the countries. Activities were well integrated into country office planning, with most Project funds supplemented with other TC or RBSA funds, as well as constituent funding. The Project enabled working across technical units within the ILO. The project management structure was overall suitable for achievement of project objectives.</p>
Efficiency	<ul style="list-style-type: none"> • Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? • Were activities implemented in a timely and cost effective manner and on schedule? 	<p>Degree to which financial inputs have been effectively managed for project implementation</p>	<p>Non-staff project funds were invested in activities across all the 8 countries plus global, which proved to be effective. A high proportion of the budget was devoted toward the development of global products, some of which were accessed by the target countries and others which were not during the course of project implementation.</p>
Sustainability	<ul style="list-style-type: none"> • Is there demonstrated commitment by stakeholders going forward? Which project components or results will likely be sustained after the project and how? How might ILO provide further support, if needed? • How has the project contributed toward a greater enabling environment for the implementation of ILO Conventions No. 81 and 129? 	<p>Evidence of plans and resources allocated for continued implementation; Evidence of increased knowledge</p>	<p>There is enthusiasm and demonstrated commitment by stakeholders going forward yet in many of the countries further development of training programs, for example, is based on increased political support for budgeting. The</p>

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- To what extent have the project's actions produce and skill immediate and midterm impacts towards achievements of CPOs and P&B outcomes it aims to support?

Project has contributed toward a greater enabling environment in moving forward the agenda and increasing awareness among constituents.

Annex 12 Indonesia's Work Plan for Achieving Outcome 11 Objectives on Labour Inspection, 2012/2013

Outputs	Activities	Indicators	Timeframe and Notes
<p>1.1 Self-Assessment The MOMT improves its ability to monitor the functioning of Indonesia's labour inspection system.</p>	<p>1.1.1 Assist MOMT officials in conducting a national labour inspection self-assessment using the new ITC-ILO self-assessment tool. - Completed with the assistance of the MOMT officials seconded to Geneva (DONE)</p> <p>1.1.2 Finalize work plan with MOMT based on self-assessment results</p> <p>1.1.3 Revise existing MOMT LI reporting forms and procedures</p>	<ul style="list-style-type: none"> • Self-assessment report is completed and printed using the ITC-ILO tool • Pilot test of self-assessment questionnaire in selected provinces/districts • Work plan is finalized • MOMT LI reporting forms and procedures are revised taking into account elements of the self-assessment (especially related to qualitative and sex-disaggregated data) 	<ul style="list-style-type: none"> • May 2012 for self-assessment • This supports the commitment under the Indonesian Tripartite Declaration on Labour Inspection (20 Oct 2011) to conduct evaluations to ensure the effective functioning of the labour inspection in Indonesia (Point 5). • Translation and distribution by September 2012 • There is already an LI Network between the MOMT at the central level and the provinces/districts used for gathering data on LI (quarterly reporting cycle) • Staff time only
<p>1.2 Training strategy The MOMT endorses a national training strategy for labour inspectors taking into account identified labour inspection needs and priorities.</p>	<p>1.2.1 Gather information on existing MOMT training practices to identify needs and priorities for strengthen the technical competence of labour inspectors at all levels of their career.</p> <p>1.2.2 Based on the analysis under</p>	<ul style="list-style-type: none"> • A printed and finalized training strategy is available in Bahasa and disseminated by the MOMT to provincial and district LI managers and inspectors, including a component on gender equality in labour inspection training. 	<ul style="list-style-type: none"> • October 2012 for completing the training strategy • December 2012 for finalizing guidelines on basic LI visits • February 2013 for the TOT

	1.2.1, design and draft a national training strategy.		<ul style="list-style-type: none"> • This output supports the commitment under the Indonesian Tripartite Declaration on Labour Inspection (20 Oct 2011) to ensure that the national, provincial city/district governments work to strengthen the labour inspection system (Point 1) • Staff time only
1.3 <u>Training of Trainers</u>	1.3.1 Carry out a training of trainers with selected labour inspectors from several provinces to share the training strategy and to train on training methodologies and techniques using the ITC-ILO curriculum.	<ul style="list-style-type: none"> • TOT is carried out with at least 25 per cent participation by women and with at least 60 per cent of participants expressing satisfaction that the activity has improved their knowledge and skills to deliver training to labour inspectors. 	<ul style="list-style-type: none"> • February 2013 <p>30,000 USD (Norway project)</p>
1.4 <u>Gender Equality (individual)</u> The skills and knowledge of labour inspectors on gender issues are improved in order to enhance performance, strengthen labour law compliance and mainstream gender	<p>1.4.1 The ITC-ILO training module on Gender Equality and Labour Inspection is translated and adapted to the Indonesian context, including the addition of gender equality checklist indicators for LI visits.</p> <p>1.4.2 At least one training of trainers is carried out using the adapted</p>	<ul style="list-style-type: none"> • The adapted gender and LI module is completed in Bahasa with local adaptations (especially related to Indonesian laws, LI visit procedures/checklists etc.) 	<ul style="list-style-type: none"> • February 2013 (Combined with the TOT activity under Output 1.3.

<p>equality into training activities</p>	<p>manual ‘Labour Inspection and Gender Equality’ (this could be combined with another training activity on labour inspection).</p>	<ul style="list-style-type: none"> • At least 25 labour inspectors are trained of which at least 50 per cent of participants indicate in the training evaluation that the activity has increased their knowledge and skills to train inspectors and carry out their work as labour inspectors in a more gender responsive manner. • At least 25 per cent of participants in the training activity(ies) are women. 	<ul style="list-style-type: none"> • This Output relies on the supplementary funding under the Norway project for gender mainstreaming. • 30,000 USD (GENDER)
<p>1.5 Gender Equality (institutional) Gender equality issues are better integrated into the labour administration and inspection systems through cooperation with the social partners</p>	<p>1.5.1 Employers’ and workers’ organizations meet at least once with labour inspection officials to exchange views on their respective roles and strategies for promoting compliance on equal remuneration and combating gender-based discrimination in the workplace.</p> <p>1.5.2 The ILO provides policy advice to the MOMT (through meetings and consultations) on how to reflect the principles of gender equality into institutional policies and practices.</p> <p>1.5.3 Sex-disaggregated data is integrated into existing LI reporting forms/procedures between MOMT and</p>	<ul style="list-style-type: none"> • Meeting takes place and minutes/report produced. • The principles of gender equality and in particular with respect to equal remuneration and combating sex discrimination in employment and occupation are integrated into the MOMT’s recruitment policy, its national training plan for labour inspectors as well as its strategic plan on labour inspection activities. 	<ul style="list-style-type: none"> • 2012 • This relies on the supplementary funding under the Norway project for gender mainstreaming (see separate prodoc) • This supports two commitments under the Indonesian Tripartite Declaration on Labour Inspection (20 Oct 2011), namely: (1) to improve the trust and cooperation between the government and all stakeholders to face today’s labour inspection challenges (Point 2); and (2) to improve the capacity and role of workers’ and employers’

	provinces/districts		<p>organizations and other parties to promote a peaceful business climate and ensure worker protection (Point 3)</p> <ul style="list-style-type: none"> • 20,000 USD (GENDER)
<p>1.5 Int'l Knowledge MOMT officials have improved international comparative knowledge on labour inspection and on the ILO's LI work.</p>	<p>1.5.4 Gender equality is mainstreamed into the national labour Inspection training strategy</p> <p>1.5.1 Two MOMT labour inspection officials are seconded to LAB/ADMIN for one month.</p>	<ul style="list-style-type: none"> • The officials indicate that they have greater knowledge on the work of the ILO in the area of labour inspection and that their awareness of different systems of labour inspection has improved their knowledge and strategic thinking about their own national LI system. 	<ul style="list-style-type: none"> • May 2012 • Costs covered by Better Work
<p>1.6 Judiciary Collaboration is improved between labour inspection and judiciary officials</p>	<p>1.6.1 A joint meeting is held between officials of the labour inspection system and the judiciary to discuss improved methods for collaboration</p> <p>1.6.2 Develop an MOU covering a range of possible topics such as joint training to improve the knowledge and skill of LIs on judicial evidence and procedure; information sharing; case management procedures etc.</p>	<ul style="list-style-type: none"> • A report is prepared providing some background on the possible areas of collaboration and summarizing the discussions • A memorandum of understanding is finalized and endorsed based on the preparatory document and discussions. (There are MOU examples from <i>Brazil</i> and <i>Spain</i> that could be shared with the relevant stakeholders and provide a framework for a comparable agreement in Indonesia). 	<ul style="list-style-type: none"> • September 2013 • Conciliators of rights disputes should also be included in this process in an effort to try to minimize the time for resolving cases by having better linkages between LIs and these conciliators. • There is already a PPNS annual meeting that brings together prosecutors and other judicial officials that could be a forum for discussing

			<p>improved collaboration between LI and judiciary as well as clearly defining respective roles.</p> <ul style="list-style-type: none"> • 5,000 USD (Norway project)
<p><u>1.7 Improved coordination of national LI system by Central Authority</u></p> <p>There is improved awareness, particularly among the social partners and provincial authorities, on the MOMT's national strategy for strengthening the labour inspection system.</p>	<p>1.7.1 A tripartite committee is established at the national level on labour inspection matters in order to regularize consultative meetings on labour inspection matters.</p> <p>1.7.2 A selected awareness raising campaign (e.g. topical (wages); or sectoral (mining)) is organised and carried out in collaboration with the social partners and provincial LI authorities.</p>	<ul style="list-style-type: none"> • Two tripartite meetings on labour inspection are held in the course of the biennium to (1) discuss the results of the self-assessment of LI services carried out by the MOMT and the proposed work plan for strengthening the labour inspection system in 2012/13; and (2) to agree upon a priority LI campaign and fix the extent of work collaboration. • LAB/ADMIN guidelines on preparing a labour inspection campaign are translated into Bahasa. • Campaign materials produced and disseminated among the relevant constituents. 	<ul style="list-style-type: none"> • This output supports the commitment under the Indonesian Tripartite Declaration on Labour Inspection (20 Oct 2011) for improving the trust and cooperation between the government and all stakeholders to face today's labour inspection challenges and to promote harmonious, dynamic, and fair industrial relations for greater work productivity (Point 2) • A ministerial decree was adopted in early 2012 concerning a national committee on labour inspection that consist of the central government and stake holders. One of their function is to provide inputs to the government for the improvement and strengthen of labour inspection.

			<ul style="list-style-type: none"> • The awareness raising campaign could be carried out in coordination with the ILO SCORE project in Indonesia. • 15,000 USD (Norway)
<p>1.8 Regional Integration Indonesia's strengthens its collaboration with other countries in the Asia Pacific region on labour inspection to learn from the exchange of good practices.</p>	<p>1.8.1 Indonesia includes the issue of Labour Inspection within the APOSHO meeting (Asia Pacific OSH Organization) scheduled for June 2013 in Indonesia (noted in Ingrid Christensen's mission report from 2nd ASEAN meeting on LI in Vietnam in March 2012)</p> <p>1.8.2 Exchange of knowledge and good practices on labour inspection between Indonesia and China, making use of the network established at the Labour Administration and Labour Inspection Academy at the ITC ILO, Turin in October 2011 (also from Ingrid's mission report)</p>	<ul style="list-style-type: none"> • TBD 	<ul style="list-style-type: none"> • June 2013 (APOSHO) • TBD (Indonesia/China exchange) • 15,000 USD could be made available out of the Norway/China funds for attendance in the Turin course.

Annex 13 Alignment between the Project Logframe, CPOs, DWCPs, P&B, and Project activities in the 8 countries

Logframe Immediate Development Objective 1: The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance.

Logframe Immediate Development Objective 2: Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies.

Indicator 11.1: Number of member States that, with ILO support, strengthen labour administration systems in line with international labour standards.

Indicator 11.2: Number of member States that, with ILO support, strengthen labour inspection systems in line with international labour standards.

Table 7: The alignment between Norwegian-funded activities in the 8 countries and the Project Logframe, CPOs, DWCPs, and P&B

	Primary activities implemented	Project corresponding development objective	Linked CPOs	DWCP priorities and expected outcomes in relation to Outcome 11	Relevant Outcome 11 indicator
China	Capacity building activities for 2 counterpart agencies;	Both objectives 1 and 2	CN154: Capacity of national and provincial labour inspectorates enhanced through a strategic TOT methodology and south-south cooperation	Priority 2: Strengthening social dialogue, the legal framework and enforcement of labour law to promote harmonious labour relations, equity and fairness; and Outcome indicator 2.1.4: Increased number of inspectors trained through a systematic and professional training with gender equality and non-discrimination.	11.1
Costa Rica	Needs assessment and development of action plan; strengthening of	Objective 1	CRI 104: La administración del trabajo, con el apoyo de la OIT, presta servicios	Prioridad 1: Promover el cumplimiento efectivo y aplicación de las normas internacionales del trabajo y de la legislación laboral nacional; Resultado	11.1

labour inspection system, development of manual, institutional strengthening.

eficaces para el cumplimiento de la legislación laboral

1.4: Con el apoyo técnico de la OIT, los servicios de inspección laboral y administración del trabajo son fortalecidos, para aumentar las capacidades de los constituyentes en este campo.

	Primary activities implemented	Project corresponding development objective	Linked CPOs	DWCP priorities and expected outcomes in relation to Outcome 11	Relevant Outcome 11 indicator
Indonesia	Needs assessment and action plan, training programme, social dialogue	Objectives 1 and 2	IDN151: Better working environment and labour administration through the implementation of international principles and rights at works.	Priority on sound industrial relations in the context of effective employment governance; outcome labour administration provides effective services to improve working conditions and environment	11.2
Lebanon	Needs assessment and workshop	Objective 1	LBN126: Effective labour inspection and labour administration system strengthened in line with the principles of the ratified Labour Administration Convention	(No DWCP currently in place)	11.1
Namibia	Training of labour inspectors, improved collaboration with social partners and other inspection agencies, and advising on	Objectives 1 and 2	NAM176: Labour inspection systems strengthened	Priority 3; Outcome 7: Namibia Labour Administration applies up to date labour legislation and provides effective services	11.2

	ratification of ILO Convention 81.				
South Africa	Applied ITC-ILO modules in training labour inspectors; meeting for social partners; and assessment of data collected by labour administration for reporting purposes.	Objectives 1 and 2	ZAF 151: Department of Labour and its units, especially the labour inspectorate, are strengthened.	Priority 1/Outcome 3: to strengthen fundamental principles and rights at work through the ratification and implementation of International Labour Standards; and improved labour administration for effective employment services	11.2
	Primary activities implemented	Project corresponding development objective	Linked CPOs	DWCP priorities and expected outcomes in relation to Outcome 11	Relevant Outcome 11 indicator
Ukraine	Support to development of labour inspection system software, and joint meetings with social actors	Objectives 1 and 2	UKR 155: The labour inspection system is strengthened and modernized in line with international labour standards.	Priority 3/Outcome 3.1: The labour inspection system is strengthened and modernized in line with ILS	11.1
Vietnam	Needs assessment and 2 TOTs	Objective 1	VNM107: Improved labour administration and labour law compliance through comprehensive labour inspection needs assessment and knowledge sharing activities	Priority 3/Outcome 6 -- Tripartite constituents have strengthened capacity to apply international labour standards, including through strengthened labour administration, and to meet the challenges of international integration	11.2

Annex 14 Description of the ITC-ILO Products and Activities, implemented in cooperation with LABADMIN/OSH

Input for LAB/ADMIN Report on technical cooperation financed by Norway

During 2012-2013, various activities – among them the following - were carried out, with support from the Norway project, in a collaboration between LABADMIN Programme in ILO Geneva and the “Social Dialogue, Labour Law and Labour Administration Programme” in Turin:

1. Key labour inspector officials were supported so that they could participate in the *Labour Administration and Labour Inspection Academy*. This is a two-week long course held at the International Training Centre of the ILO in Turin from October 28 – November 8, 2013. The objective of this activity was to provide participants with an opportunity for analysing, discussing and sharing knowledge on the situation, trends and external and internal challenges for labour administrations in general and labour inspectorates in particular. The participants improved their understanding of the development of labour administration systems and the need to establish a coherent system capable of coping with the current external socioeconomic challenges, such as globalization; they discussed and shared proposals on how the state can facilitate and promote social dialogue in this process; received information on experiences for improving the organization, planning and performance evaluation of the labour administration, including the labour inspection and shared knowledge on experiences and good practices on how to deal with external and internal labour inspection challenges (data bases, compliance strategies, sanction schemes and many others).

The labour administration deals with public administration institutions and activities in the field of the national labour policy, including employment policy, labour law, social protection and industrial relations. Even if labour ministries were originally created for the protection of labour rights, today they are also very much needed for the implementation of labour market and employment policies. They are also needed to support social dialogue and promote harmonious industrial relations among the social partners, which, if neglected, could foster social unrest. Thus, the labour administrations nowadays have to cope with both old and new challenges as well as higher expectations and demands and the Academy addressed many of these issues. During the Academy, the participants also learnt about the general discussion on Labour Administration and Labour Inspection that took place at the 100th ILO International Labour Conference (2011) and which established the global framework for improvement of the labour administrations worldwide. The Academy was organized by the ITC-ILO (Turin Centre) in coordination with the Governance and Tripartism Department of the ILO in Geneva.

2. An *On-line course “Introduction to the Labour Inspection”* was developed and it will be set-up and launched as an open course during 2014. The content of the course was developed on basis of an ILO and ITC-ILO “Training package for the strengthening of labour inspection”. The on-line course is in English and it takes approximately 40 hours to complete the course, spread over 8 weeks. The on-line course’s target groups are labour inspectors, particularly newly recruited labour inspectors, to provide them with a general introduction to the labour inspection principles and functions. The aim is that those who have taken the course will be able to describe the principles, functions and main features of the labour inspection; understand the differences and inter-linkages between various distinct compliance strategies; to recognize the most important steps to take when conducting a labour inspection visit; distinguish an

employment relationship; manage knowledge on key issues for labour inspection of the working conditions and the situation of occupational safety and health among other abilities. The course includes short animations that also can be used in face-to-face training courses.

3. *Translation to French, Spanish and Arabic of a Self-assessment tool of the labour inspectorate.* This tool was originally developed in English. The aim of the training tool is to enable the labour inspectorates, - with or without the support of technical cooperation projects - to carry out an integral analysis of the functioning of their own labour inspection. The training tool encourages and helps the countries to discuss and analyze the structure of the labour inspection, the legal framework, the human resource management, the data management systems, and many other topics, with the aim to address these gaps and to make the labour inspection more effective and efficient.

Annex 15 Description of Chinese trainings at ITC-ILO

Course "Occupational safety and health inspection systems" took place in Turin and Rome, Italy from 3 to 14 June 2013. The 18 participants of the course were high officials in charge of managing some central services the State Agency of Work Safety (SAWS) of the People's Republic of China as well as provincial branches of SAWS. The general objective of the course was to strengthen the participants' knowledge on OSH inspection. At the end of the course, participants developed their knowledge on the main principles and guidelines of the ILO regarding the OSH inspection, the organizational and operational practices of the Inspection Systems of OSH of selected European countries (Spain in particular, as well as Norway, Italy and Ireland) and develop competences on OSH inspection and OSH management in the enterprise and on concepts and methodologies to train OSH inspectors. Participants evaluated the general quality of the course as very good (4.5 points/5 possible points).

Course "Training of trainers on Labour Inspection" took place in Turin and Rome, Italy from 8 to 19 July 2013. The 17 participants of the course were high officials in charge of managing central services in the Ministry of Human Resources and Social Security (MOHRSS) of the People's Republic of China as well as some selected provincial and municipal offices of the MOHRSS. The general objective of the course was to strengthen the participants' knowledge on labour inspection and to improve their skills to train other labour inspectors in China. At the end of the training programme, participants developed their knowledge on the main principles and guidelines of the ILO regarding the labour inspection; the main elements (including concepts and methodologies) to consider for the training of the labour inspectors; and, the organizational and operational practices of the labour inspection of selected countries. International specialists presented and discussed with participants some of the best practices and last developments on labour inspection. Participants were also exposed to enterprise visits with Italian inspectors to know in loco how labour inspection visits are conducted in Italy. Participants evaluated the general quality of the course as very good (4.8 points/5 possible points).

Annex 16 Project Outputs Achieved

Development Objective	Identified outputs	Activities implemented to realize outputs	Countries in which outputs were delivered and results achieved
1. The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance.	1.1 National labour inspection plan or programme adopted based on needs assessment findings and recommendations	1.1.1 Conduct a preliminary national labour inspection needs assessment in countries where necessary (scope and length should be determined in consultation with countries concerned). 1.1.2 Develop written work plans (annual) including activities, indicators and resources.	Plans were already in place in most countries. During the project period, assessments were successfully carried out in Vietnam and Lebanon.
	1.2 National/regional training programs are implemented and sustainable addressing labour administration/ inspection needs	1.2.1 Conduct a preliminary training needs assessment that includes consideration of gender equality both within the labour inspection system and vis-à-vis the services rendered by labour inspectors. 1.2.2. Develop or strengthen sustainable national training plans/ programs for labour inspectors and other labour administration officers on the assessment basis, covering different fields according to national needs such as migration, illegal work, OSH, green jobs, gender equality and nondiscrimination at the workplace, using the material and tools already developed; 1.2.3 Organize and carry out a training of trainers activity at the national or regional level, to the extent these are identified in the respective national training plans.	China, Costa Rica, and Indonesia. The extent to which the training programme is sustainable varied, with different levels of budget and planning commitments in each of the countries.
	1.3 Methodology for collection and analysis of administrative records and other related data of labour inspection is developed	1.3.1 Design and carry out a set of 5 national pilot projects (one from each region) to determine what labour inspection data is available, how it is defined and gathered at country level. 1.3.2 Develop a methodology for labour inspection data collection at international level (global product/tool)	Ukraine and Costa Rica focused on data collection in their labour inspection systems. The evaluation did not identify a systematic approach to piloting that was undertaken as a

			means toward learning across regions.
	1.4 Dissemination of good practices and enhancement of horizontal cooperation and networking	1.4.1 Organization of, or collaboration in, at least one national or sub regional events, allowing for comparative knowledge sharing, an exchange of comparative information, experience and good practice and training; 1.4.2 Collaboration in the organization of fellowship visits or horizontal exchanges with governments, where labour administration systems are well developed; 1.4.3 Design and dissemination on paper and website of good practices collection with specific focus on vulnerable workers.	Trainings were implemented in most countries, with China organizing more extensive follow-up at the country level; representatives from South Africa, Costa Rica, and China attended training at ITC-ILO, which involved exchange on good practices. Country profiles developed during project implementation period and are still to be finalized.
2. Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public	2.1 Enforcement bodies at the national level are better coordinated and have improved knowledge on inspection actions and sanctions	2.1.1 Develop guidelines on the relationship between labour inspectorates and justice systems in view of better enforcement policies; 2.1.2 Publish and disseminate studies related to labour inspection sanctions and cooperation between labour inspection systems and the judiciary	Global products developed and disseminated on website; A direct correlation between the application of these materials as resulting in improved cooperation at the country level is not clear to the evaluation. Activity with social partners took place in Indonesia, South Africa, and Namibia.
	2.2 Awareness raising	2.1.1 Guidelines on labour inspection materials are disseminated in ad	The evaluation has

administration bodies	tools for workers and employers on labour administration and inspection roles are disseminated	hoc LAB/ADMIN events.	identified guidelines developed and disseminated as part of trainings.
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Annex 17 Vietnam and Indonesia TOT Training Outcomes

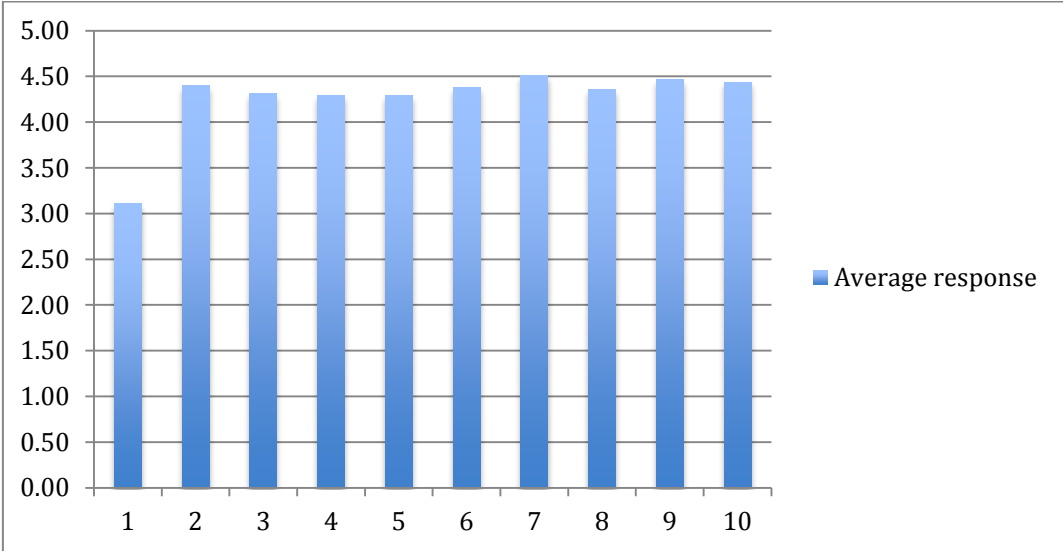
A survey was distributed to a total of 71 Vietnamese participants and 45 Indonesia participants immediately following training. The 71 Vietnamese participants attended 2 different trainings, 1 TOT in March 2013, and 1 TOT in February 2014; and the Indonesian participants attended training in January 2013.

The same survey was used for all 3 trainings. For each of the 10 questions provided, the respondent was invited to respond using a 1-5 range, 1 being low/no and 5 being high/yes. The results obtained by the evaluation do not specify any meaning associated for the range of numbers for the March 2013 TOT in Vietnam, nor for the January 2013 TOT in Indonesia. Data for the Vietnam TOT in February 2014 indicates the 0-5 value response as follows: 5: Yes; 4: Mostly; 3: Somewhat; 2: Not really; 1: No.

1. Before participating in this activity, were you clear about its objectives, contents and methods?
2. Having participated, are you now clear about the objectives of the activity?
3. Were the activity’s objectives achieved?
4. Were the materials used during the course appropriate?
5. Were the learning methods used appropriate (presentations, exercises, etc.)?
6. Were you satisfied with the skill and expertise of the trainer(s)?
7. Was the course well-organized?
8. Were you satisfied with the overall quality of the course?
9. Did the course help to improve your professional knowledge and skills?
10. Will you use what you have learned during this course in your work?

Vietnam TOT (4-8 March 2013) Survey Results

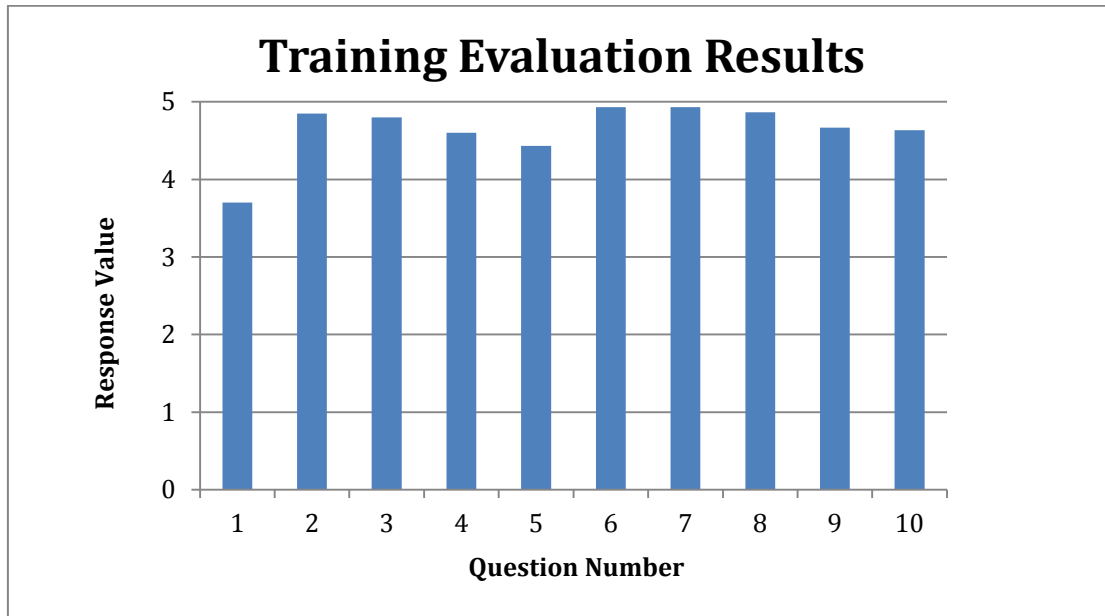
The survey was distributed to 43 participants of the 4-8 March 2013 TOT for labour inspectors. A total of 41 respondents returned the questionnaire, with favorable response.



N=41

Vietnam TOT, February 2014

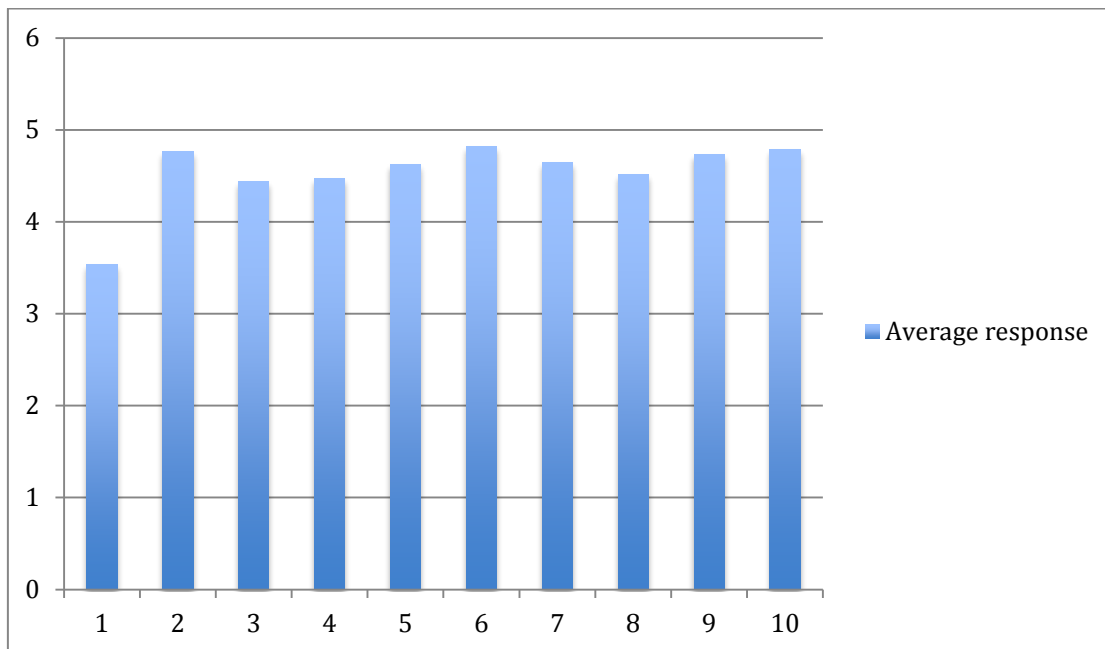
A total of 30 participants responded to the questionnaire out of a total of 33 trained. The responses overall were very favorable.



N=30

Indonesia TOT (January 2013)

45 surveys were completed by the Indonesia participants, with favorable results.



N=45

Annex 18 Reported Results in ILO Implementation Report 2012-2013 for 11.1, 11.2 and 11.3

Table 12: Achievement of Outcome 11.1, 11.2 and 11.3: all countries reporting by measurement criteria

	Indicator 11.1				Indicator 11.2				Indicator 11.3		TOTAL
	1	2	3	4	1	2	3	4	1	2	
Albania			X	X							2
China	X			X					X	X	4
Colombia	X		X	X							3
Comores									X		1
Costa Rica		X	X								2
Dominican Republic							X	X			2
Georgia									X		1
Honduras	X		X			X	X			4	4
Indonesia						X	X	X			3
Jordan						X	X				2
Mauritius (no CPO)									X		1
Mexico					X	X		X			3
Niger (no CPO)									X		1
Namibia						X		X			2
Nicaragua									X		1
Peru						X	X				2
Senegal			X	X							2
Slovakia									X		1
South Africa					X		X				2
Sri Lanka					X	X	X				3
Tanzania						X	X				2
Togo			X	X							2
Tunisia	X			X							2
Uganda	X	X									2
Ukraine						X	X	X			3
Vietnam									X		1
TOTAL	5	2	6	6	3	9	9	5	8	1	54

Annex 19 Lesson learned

ILO Lesson Learned Template

Evaluation Title: Final Evaluation of the ILO Project on Good Governance through Labour Administration and Labour Inspection
Project TC/SYMBOL: GLO/12/02/NOR

Name of Evaluator: Amy Jersild
May 2014

Date:

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	As an OBPF initiative, the project was initiated ILO CO-Jakarta developed a logframe based on the HQ LABADMIN/OSH project logframe, effectively linking the OBPF Project and their plan for the use of funds to their CPO related to labour administration and labour inspection. The evaluation identified this as best practice as the HQ-drafted logframe for the Project was generally not a relevant and known document at the country level. The other 7 countries participating in the Project were not cognizant of the logframe. ILO CO-Jakarta's initiative helped monitoring of activities at both the country level and HQ level in identifying progress made toward reaching desired outcomes.
Context and any related preconditions	Funds were received by the donor first and then the logframe developed by LABADMIN/OSH in HQ in consultation with regional technical experts. Countries were then chosen based on identified criteria.
Targeted users / Beneficiaries	ILO country offices and constituents, ILO HQ
Challenges /negative lessons - Causal factors	The lack of a complementary framework at the country level presents challenges for effective monitoring and evaluation.
Success / Positive Issues - Causal factors	The framework should support more effective monitoring and gathering of pertinent data, which would then lead to a richer evaluation experience at the end of the project.

ILO Administrative Issues (staff, resources, design, implementation)	Staff effort and time to develop the framework, with the facilitation of constituents.
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Annex 20 Best practice

ILO Emerging Good Practice Template

Evaluation Title: Final Evaluation of the ILO Project on Good Governance through Labour Administration and Labour Inspection

Project TC/SYMBOL: GLO/12/02/NOR

Name of Evaluator: Amy Jersild
May 2014

Date:

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ILO CO-Jakarta developed a logframe based on the HQ LABADMIN/OSH project logframe, effectively linking the OBPF Project and their plan for the use of funds to their CPO related to labour administration and labour inspection. The evaluation identified this as best practice as the HQ-drafted logframe for the Project was generally not a relevant and known document at the country level. The other 7 countries participating in the Project were not cognizant of the logframe. ILO CO-Jakarta's initiative helped monitoring of activities at both the country level and HQ level in identifying progress made toward reaching desired outcomes.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The development of a country level logframe based on a HQ global logframe is definitely applicable to other global programmes within the ILO and is certainly replicable.
Establish a clear cause-effect relationship	The drafting of a country level logframe effectively assist in improved monitoring for both country and HQ levels.
Indicate measurable impact and targeted beneficiaries	The logframe itself articulates the measurable impact to be achieved as it relates to its targeted beneficiaries, however they are defined.
Potential for replication and by whom	There is potential for replication within all countries participating in a global multi-country program that is centrally managed.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The logframe effectively defines these links, enabling a sound logic and better monitoring of desired outcomes.
Other documents or relevant comments	None.

