



International  
Labour  
Office  
Geneva

## FINAL EVALUATION REPORT

**Outcome Based Funding  
Norway  
Independent Final Evaluation of Outcome 11**

<b>Evaluation Title:</b>	Outcome Based Funding – Norway Independent Final Evaluation of Outcome 11
<b>Type of Evaluation</b>	Final independent
<b>ILO Project Code:</b>	GLO/14/65/NOR
<b>ILO Project Title</b>	Strengthening Workplace Compliance through Labour Inspection
<b>Executing Agency:</b>	ILO-LABADMIN/OSH
<b>Project Duration</b>	22 months
<b>Start Date:</b>	1 April 2014
<b>End Date:</b>	29 February 2016
<b>Countries</b>	Bosnia and Herzegovina, Burkina Faso, China, Dominican Republic, Indonesia, Palestine, Paraguay (field visit), Philippines, Tunisia
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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 Office.**

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Special recognition should go to the evaluation manager, Peter Wichmand from EVAL (ILO Evaluation Office) for his support throughout the evaluation process and his valuable input and feedback on the report.

### Project's background

Regulating decent working conditions is only partly accomplished through the ratification of international labour standards and the adoption of national labour laws in line with these standards. Ultimately, these standards and laws need to be translated into practice at the enterprise level for the benefit and protection of workers and as a contribution to sustainable and productive workplaces.

Governments, workers and employers all have their part to play, but national labour inspection systems have a legal mandate to ensure labour law compliance, whether through enforcement measures, technical advisory services or by identifying inadequacies in the law. Many labour inspectorates, however, lack the necessary strategic planning, training, tools and resources (human and financial) to effectively carry out this function.

The ILO – based on its Conventions, comparative knowledge and tools developed over the years on labour inspection – has a comparative advantage in providing technical assistance to governments on labour inspection. “Strengthening Workplace Compliance through Labour Inspection” project was designed to help governments overcome specific challenges faced by their labour inspectorates in collaboration with related agencies and the social partners. It also aimed to improve and expand the tools available at the global level on labour inspection to improve the ILO’s comparative knowledge and to address the most common requests by countries for technical assistance in this field.

The project follows the ILO strategy on ILO policy outcome 11 of the P&B 2014-15 to strengthen the capacity of labour administrations and labour inspectorates in Member States. As with previous work under the Norwegian partnership (ILO policy outcome 11) the project envisages the development of products at the global level as a contribution to the achievement of country level results. The project was structured around three key outcomes in the areas of: i) institutional capacity development; ii) human capacity development; and iii) partnership and cooperation.

The project, which began in April 2014 and concluded in February 2016, covered the following countries: Bosnia Herzegovina, Burkina Faso, the Dominican Republic, China, Indonesia, the Philippines, Palestine, Paraguay and Tunisia.

### Evaluation's methodology

A final independent evaluation has been commissioned for the project. The main purposes of the final evaluation are to determine project effectiveness, i.e. the level of achievement of project outcomes, and gain an understanding of how and why they have/have not been achieved; Identify relevant positive and negative unexpected changes; Assess the efficiency of project implementation; Establish the relevance of the project outcomes and the level of sustainability attained; Provide recommendations, building on the project's achievement towards ensuring the sustainability of the project outcomes and initial impacts, and their replication and scaling-up and identify lessons and emerging potential good practices valid for the various key stakeholders.

The evaluation took place in February and March 2016 and focussed on the results achieved by the project through the activities implemented from April 2014 to February 2016. The main users of the evaluation will be national labour administration officials, labour inspectors, social partners in the countries under review, project management, the main national partners, ILO field office directors, field and HQ technical specialists and the donor. The ILO Evaluation Office and responsible evaluation focal points will also be users.

The evaluation is outcome based and therefore has mainly focused on results achieved under ILO policy outcome 11 of P&B 14-15 (Labour administrations apply up-to-date labour legislation and provide

effective services). An additional aim is to provide learning on the value of outcome based programming and funding modality in order to feed it into a longer-term goal of establishing monitoring and evaluation procedures under Outcome-Based Funding.

A master list of key evaluation questions contained in the terms of reference has been included in the Evaluation Matrix. The methodological approach for data collection was primarily qualitative in nature. The evaluator reviewed project documents, developed data collection instruments and interviewed representatives from the ILO in HQ and the field. A country visit took place in Paraguay. A total of 53 persons, 20 women and 33 men contributed by providing information during the evaluation process.

The findings and conclusions below address the key questions listed in the terms of reference and are presented according to the major evaluation criteria: relevance of the project and strategic fit, design, validity of the project, implementation status, project progress and effectiveness, efficiency, sustainability and potential impact.

### Relevance

The project is extremely relevant, it contributes to the strengthening of the labour inspection system in line with international standards, and it furthers the ILO agenda in relation to ILO policy outcome 11. It is aligned with the ILO strategy towards promoting the ratification of ILO Conventions 81 and 129, and this clearly materialized in the project in countries that have not yet ratified these conventions (particularly 81) such as China and the Philippines. In the remaining countries, the project was relevant in promoting better and enhanced compliance with Convention 81. The project responds to the priorities identified by the donor, Norway, for the P&B 2014-2015 for Outcome 11, as reflected in the Outcome Based Partnership Agreements. Besides, there is complementarity between the project and other ILO projects and programmes.

In most cases, the selection of the countries emerged from government requests for ILO assistance, field specialists' understanding of constituents' needs, and above all, alignment with Decent Work Country Programme (DWCP) priorities. Indeed, *labour inspection* is identified as a decent work priority in an important number of these programmes. However on one side, in some cases project activities were not sufficiently tailored to the countries' conditions, and on the other, involvement and ownership of the project by employers and unions remains weak in some of the countries.

### Project's Design

The project design clearly indicates coherence with the progress previously made by the ILO in labour inspection within the framework of the Norwegian partnership and therefore shows both internal and external consistency. It includes an adequate analysis of the problem where it is highlighted that even when ILO member States have adequate labour laws in place, they may still lack the capacity to ensure compliance with these laws.

The time frames regarding planned objectives and outputs were realistic in the project's design. Consultations took place with the ILO country offices and field specialists in most of the cases, with few exceptions. The project design looked sensitive enough to stakeholder capacity and commitment in all countries. In some cases the project design envisaged needs assessments and gap analysis that were not finally developed. As a consequence, in the implementation phase some project activities could not be considered appropriately adapted to the constituent's capacities.

### Efficiency

The project began with the effective disbursement of Norwegian funds in April 2014. At that time, a new ILO branch, the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), a merger of the two previous branches, LABADMIN and SAFE WORK of the

Governance and Tripartism Department (GOVERNANCE), was being established. Over the year 2014 several staff movements took place and virtually all of the previous LABADMIN staff either changed their posts or retired, leaving the project severely understaffed during that first year. In 2015, a staff member took charge of the project then being reactivated, meaning that what was initially envisaged as a two year project was shortened to virtually a one year project.

The project has successfully made efficient use of the resources through coordination with other initiatives within the ILO, including resources from other donors' technical cooperation and from the regular budget. With cost-sharing, the most was made of global products. The project was efficient in its technical aspects, often using existing ILO products. The project has not had a monitoring system. This has problematized project tracking from headquarters, the eventual communication of information between the offices and countries that form part of the project and the availability of data that is disaggregated by gender.

### Effectiveness

In terms of effectiveness, significantly, the project has notably achieved outcome 1 in Paraguay, where it has contributed to the launch of a new directorate of labour inspection and to a whole new team of inspectors, and in the Philippines, where it has strengthened the labour inspection system and promoted transparency through the Labour Law Compliance System - Management information System (LLCS-MIS). Outcome 2 associated with the capacity of inspection staff and social partners seems to reflect a less equal effectiveness, given that the project has placed much greater strategic weight, in terms of outputs and activities, on the development of inspectors' capacity, to the detriment of the social partners.

In Indonesia, China, Bosnia Herzegovina, Burkina Faso and Palestine labour inspectors have improved knowledge and skills especially in the construction sector and the informal economy. In China, Bosnia Herzegovina and the Philippines the project has contributed to strengthen collective action as a complementary means towards achieving workplace compliance through the cooperation between the various actors in the area of workplace compliance, mainly with awareness raising activities among the social partners and other actors involved in specific sectors like the informal economy.

In terms of strengthening workplace compliance, the Academy has helped achieve outcome 2 by improving the capacities of inspectors and social partners who attend the same. Participants' evaluation on this two-week training experience was, for the most part, extraordinarily positive. Areas of improvement moving forward included requests for more opportunities to learn about experiences in other countries and to talk to other participants. The exchange of experiences and the South-South activities have been scant in the project, with the exception of several constituents' participation in the ASEAN Labour Inspection Conference. The fact that the countries covered by the project are from many different regions has made it difficult to encourage South-South cooperative activities.

### Sustainability

The sustainability of the project's benefits varies from country to country and depends largely on the extent to which the national tripartite constituents have buy-ins of the project results. Of the three project outcomes, the greatest expectation of sustainability can be found in outcome 1, institutional capacity development, since in many cases results are anchored to national institutions and can be sustained by national partners at the end of the project.

### Impact

The countries in which one would expect the project to have the greatest impact after two years are Paraguay and the Philippines, thanks to the high allocation of resources by the project and thanks to both countries' contributions to strengthening inspection systems. China, who received the third higher allocation in the project shows a potential significant impact also due to its dedication to ratifying Convention 81. A correlation emerges between three factors: level of expenditure, commitment of

stakeholders, and potential impact. A weak potential impact can be expected from the project on the countries where a low budget was allocated.

On a global level, the greatest potential impact can probably be seen in improving the focus on gender in national labour inspections through the use of the distance learning Module 13 of ILO-ICT-TURIN's training plan, which addresses this issue directly. It is also worth mentioning the potential impact of the Academy's contribution to the improvement of inspection systems in several countries through the creation of relationships and alliances between different participants around the world.

## Recommendations

The evaluation includes several recommendations, some of which are country-specific and others which are more general. Among the latter encouraging involvement of social partners in ILO labour inspection strategies is highly advisable on both a global and a national level, in accordance with the recommendations of Convention 81, the Resolution and Conclusions on labour administration and labour inspection adopted by the General Conference of the International Labour Organization at its 100th Session, 2011, as well as the Independent Evaluation of the ILO Strategy and Actions for Strengthening Labour Inspection Systems, 2010-2015. This tripartite focus is necessary specifically to identify the needs and the capacities in every country. This can contribute to an increase in the adoption and adaptation of each country's needs and capacities in the ILO technical cooperation workplace compliance through labour inspection.

South-South cooperation can highly contribute to the ILO global strategy on issues related to labour inspection. Some of the experiences developed by the Project—as well as many others in LABADMIN-OSH—are liable to be considered good practices for other countries in ASEAN. Countries can learn from each other also from bad/wrong practices. Therefore, it is advisable to gather more information and examples and to use them for future reporting in the ASEAN-framework, and in other international meetings/conferences, etc. Joint work with peers, coordinated by the ILO, could bring qualitative improvement in terms of constituent learning opportunities. Peer learning could be especially useful for the ILO to move forward on challenging issues such as strengthening workplace compliance and giving more space to the social partners themselves to have conversations with peers on their own experiences, expectations, and pathways to improving their role in workplace compliance. The ILO is in an extremely advantaged position to implement this approach.

ACI	Area of Critical Importance
ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
C	Convention
CPO	Country Programme Outcome
CCT	Confederación de la Clase Trabajadora
CUT-A	Central Unitaria de Trabajadores Auténtica
DOLE	Department of Labour and Employment
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EQ	Evaluative Question
EVAL	ILO Evaluation Office
FEPRINCO	Federación de la Producción, la Industria y el Comercio
GENDER	Gender Bureau
GP	Global Product
HQ	Headquarters
ILC	International Labour Conference
ILO	International Labour Organization
ITC	International Training Centre of the International Labour Organization
LEP	Labour and Employment Plan
LF	Logical Framework
LI	Labour Inspection
LLCS	Labour Law Compliance System
LLCS-MIS	Labour Law Compliance System - Management Information System
M&E	Monitoring and Evaluation
MLC	Maritime Labour Convention
MLESS	Ministry of Labour, Employment and Social Security
MOHRSS	Ministry of Human Resource and Social Security
MOU	Memorandum of Understanding
MOMT	Ministry of Manpower
MOMT	Ministry of Manpower and Transmigration
MTESS	Ministerio de Trabajo Empleo y Seguridad Social
NPC	National Programme Coordinator
OSH	Occupational Safety and Health
OBF	Outcome-Based Funding
OBPF	Outcome-Based Partnership Funding
P&B	Programme and Budget
PCA	Programme Cooperation Agreement
RB	Regular Budget
RBTC	Regular Budget Technical Cooperation
RBM	Results-Based Management
RBSA	Regular Budget Supplementary Account
SAWS	State Administration of Work Safety
SCORE	Sustaining Competitive and Responsible Enterprises Programme
SME	Small and Medium Enterprise
SPF	Strategic Policy Framework
TC	Technical Cooperation
TOT	Training of Trainers
TU	Trade Unions
USD	United States Dollars
WISCON	Work Improvement in Small Construction.



## 4 BACKGROUND AND PROJECT DESCRIPTION

1. Regulating decent working conditions is only partly accomplished through the ratification of international labour standards and the adoption of national labour laws in line with these standards. After all, these standards and laws need to be translated into practice at the enterprise level for the benefit and protection of workers and as a contribution to sustainable and productive workplaces.
2. Governments, employers and workers all have their part to play, but national labour inspection systems have a legal mandate to ensure labour law compliance, whether through enforcement measures, technical advisory services or by identifying inadequacies in the law. Many labour inspectorates, however, lack the necessary strategic planning, training, tools and resources (human and financial) to effectively accomplish this function.
3. The ILO – based on its Conventions, comparative knowledge and tools developed over the years on labour inspection – has a comparative advantage in providing technical assistance to governments on labour inspection. This project was designed to help governments overcome specific challenges faced by their labour inspectorates in collaboration with related agencies and the social partners. It also aimed to improve and expand the tools available at the global level on labour inspection to improve the ILO’s comparative knowledge and to address the most common requests by countries for technical assistance in this field.
4. The project follows the ILO strategy on ILO policy outcome 11<sup>1</sup> of the P&B 2014-15 to strengthen the capacity of labour administrations and labour inspectorates in Member States. As with previous work under the Norwegian partnership (ILO policy outcome 11) the project envisages the development of products at the global level as a contribution to the achievement of country level results. The project was structured around three key outcomes in the areas of: i) institutional capacity development; ii) human capacity development; and iii) partnership and cooperation. These are:

PROJECT OUTCOME 1: The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition for achieving workplace compliance.

PROJECT OUTCOME 2: The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.

PROJECT OUTCOME 3: Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance.

5. The project, which began in April 2014 and concluded in February 2016, covered the following countries: Bosnia Herzegovina, Burkina Faso, the Dominican Republic, China, Indonesia, the Philippines, Palestine, Paraguay and Tunisia.

## 6. PURPOSE OF THE EVALUATION

7. The main purposes of the final evaluation are to:
  - Determine project effectiveness, i.e. the level of achievement of project outcomes, and gain an understanding of how and why they have/have not been achieved.
  - Identify relevant positive and negative unexpected changes.
  - Assess the efficiency of project implementation.

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<sup>1</sup> In order to differentiate the different types of outcomes mentioned in the report two different terms will be used: “ILO policy outcome” for ILO outcome 11, and “project outcomes” for the three project outcomes.

- Establish the relevance of the project outcomes and the level of sustainability attained.
  - Provide recommendations, building on the project's achievement towards ensuring the sustainability of the project outcomes and initial impacts, and their replication and scaling-up.
  - Identify lessons and emerging potential good practices valid for the various key stakeholders.
8. The main users of the evaluation will be national labour administration officials, labour inspectors, social partners in the countries under review, project management, the main national partners, ILO field office directors, field and HQ technical specialists and the donor. The ILO Evaluation Office and responsible evaluation focal points will also be users.
  9. The evaluation is outcome based and therefore has mainly focused on results achieved under ILO policy outcome 11 of P&B 14-15 (Labour administrations apply up-to-date labour legislation and provide effective services). It has also focused on the project' achievements and its contribution to the overall national efforts to strengthen workplace compliance through labour inspection (ACI 7).
  10. According to the ToR the evaluation has consequently focused on the results achieved by the project through the activities implemented from April 2014 to February 2016. The scope of analysis includes identifying the level of achievement of project outcomes and explaining how and why they have been attained or not (should it be the case). An additional aim is to provide learning on the value of outcome based programming and funding modality in order to feed it into a longer-term goal of establishing monitoring and evaluation procedures under Outcome-Based Funding.
  11. The purpose is to help the ILO officials and stakeholders learn from the project experience. At the end of the evaluation, a debriefing meeting was organized for this purpose with the LABADMIN/OSH team in Geneva where the findings were presented and a participative debate was fostered with the team of specialists involved in the Project.

## 12. EVALUATION METHODOLOGY USED AND LIMITATIONS

### Evaluation Team

13. An ILO evaluation manager, directly from the EVAL (ILO Evaluation Office), has coordinated the evaluation. The evaluation manager has also acted as a liaison between the independent evaluation consultant and the project team, as well as other stakeholders. The independent evaluation consultant is a senior evaluation consultant with ten years' previous experience in evaluating technical cooperation projects funded by the European Commission, the ILO and other international donors.

### Approach

14. The evaluation has been carried out within the framework of international development assistance criteria and approaches, as established by the OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards, abided by the Code of Conduct for Evaluation on the UN System, are established within these criteria and the evaluation has therefore adhere thereto to ensure an internationally credible evaluation.
15. The principles and approach adopted for the evaluation are in line with established guidelines set forth in the ILO Guidelines for Results-Based Evaluations<sup>2</sup>. The evaluation is in line with

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<sup>2</sup> ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations/International Labour Office, Evaluation Unit (EVAL) – Second edition – Geneva: ILO, 2013.

Guidance Note No. 4 on Integrating Gender Equality in Monitoring and Evaluation Projects. The methodological approach for data collection has been primarily qualitative in nature. Quantitative data has been drawn from project documents and reports, and incorporated into the analysis.

16. A master list of key evaluation questions contained within the Terms of Reference has been included in an Evaluation Matrix, designed as the centre piece of the evaluation methodology, and serving as the basis for developing the data collection tools. The proposed evaluation questions reflected in the Terms of Reference have been included in the Matrix that contains the Judgement Criteria, Evaluative Indicators and Sources of Information.
17. The Judgement Criteria cover eight key evaluation criteria:
  - a. Relevance of the project and strategic fit
  - b. Design
  - c. Validity of the project (including strategic approach, outcomes and assumptions)
  - d. Implementation Status
  - e. Project Progress and Effectiveness
  - f. Efficiency
  - g. Sustainability
  - h. Potential Impact
18. Draft Evaluative Indicators laid the basis for the initial approach adopted by the evaluation consultant to respond to the evaluation questions. The evaluative indicators were drafted by the evaluator using project log frame indicators when available (the project log frame reflects a country approach while the evaluation matrix includes general project indicators.) The evaluation matrix was updated after the inception report as a consequence of the final desk review. Responses to the evaluative questions were based both on evaluative indicators from the evaluation matrix and on project log frame progress indicators for each country. The structure of the evaluation report follows the evaluation matrix. The matrix includes sources of information, mainly a desk review, and semi-structured interviews with stakeholders in the field or through Skype. The evaluation matrix, with its corresponding indicators, mainstreams gender throughout the evaluation questions, resulting in a higher quality of gender analysis.

### **Data Collection Methods and Analysis**

19. The evaluation comprised the following data collection methods:

*Desk review:* Prior to beginning the interviews, the independent evaluator reviewed project-related documents covering a wide range of project backgrounds, designs and implementation issues. This list of documents was completed through documentation provided by the various interviewees<sup>3</sup>.

#### *Interviews*

20. The evaluation consultant conducted semi-structured individual face-to-face (or Skype) interviews between February and March 2016. This included the core project team, participating field offices in the nine countries covered by the project, collaborating units or projects, external consultants and advisors. The selection of interviewees was based on the list of stakeholders provided in the evaluation's Terms of Reference. That list essentially included the core team of LABADMIN-OSH in Geneva and the key ILO experts in the regional and/or national offices covering the nine countries involved in the project. It also included the ILO/Turin Center since some global activities took place there. During the evaluation process the evaluator decided to include some other key ILO informants when she considered that their input was needed in the evaluation process as in the case of the ACTEMP specialist at the Santiago ILO Office.

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<sup>3</sup> See List of documents in Annex 5.

21. In Paraguay, the country visited during the evaluation, the selection of interviewees attempted to encompass as many types of stakeholders involved as were available during the week of field work. Authorities from several departments of the Ministry of Labour were selected. The selection of labour inspectors hoped to reflect a variety of geographical origin, academic background, age diversity and gender equity.
22. During the field visit four group interviews and two focus groups were conducted in addition to the personal interviews. The group interviews were organized with the recently appointed labour inspectors, the General Directorate for Labour Inspection, and the regional directors in the Ministry of Labour. The focus groups were organized with the employers' representatives at the FEPRINCO offices and with union representatives of CTU-A at their offices.
23. In total, 53 persons, 20 women and 33 men contributed by providing information during the evaluation process. (See complete list of names in Annex 6).
24. *Type of interviews:* The evaluation consultant structured the interviews according to an Interview Template. Although questions may be highly detailed, the evaluation consultant adapted them and added additional questions as appropriate, consistent with the semi-structured nature of the interviews. Emphasis on questions varied in order to optimise the use of time.
25. *Triangulation:* Data collection methods have been triangulated. Considering the variety of views and interests of stakeholders and clients and users of the evaluation, the stakeholders' perspectives have been triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. Therefore, evidence has been based on the contrast of information from different sources: analysis of documents, interviews, and in the case of the field visit to Paraguay, focus groups.
26. In the latter triangulation has been applied to the contrast of information from stakeholders who hold a different position towards the project: beneficiaries, project managers, national authorities, social partners, consultants who have participated in the training modules, etc.

*Field missions:*

27. As it can be seen in the evaluation working plan (Annex 7), the final selection of field visits included Paraguay to comply with the criterion of the country with the highest level of expenditure among the nine countries covered by the project. Paraguay has recently (as of 1st January 2014) created the Ministry of Labour, Employment and Social Security and has a tripartite agreement to develop a Decent Work Country Programme. The agenda developed by the evaluation consultant in Paraguay is included in Annex 8.

### **Constraints and Limitations**

28. The major constraints of the evaluation were related to the lack of a centralized monitoring system for the project. Desk review was impacted by slow, unstructured delivery of documents, most of which had to be requested from the ILO national offices where the project was underway. The fact that the Project does not have a full Log Frame on a global level also hampered the evaluation process which needed since, globally speaking, the rationale for project intervention had to be rebuilt.
29. The evaluation took place during the month of February, a vacation month for some of the ILO officials in the Santiago Office. This meant that some of the required documents could not be sent until the last phase of the evaluation.
30. The efficiency analysis, appearing below in this report, did not include a comprehensive cost-efficiency analysis using financial records, but did incorporate information from key stakeholders

interviewed on selected elements regarding the cost-effectiveness and efficiency of project outputs and outcomes.

31. Finally, it is worth mentioning that due to methodological criteria, language concerns and feasibility options considered for the field visits in the working plan of the evaluation, only in Paraguay constituents could be interviewed. There is a clear difference between the quality and quantity of the sources of information for Paraguay and for other countries. In Paraguay's case, the evaluation mission had access to a large and varied selection of stakeholders, whereas in the eight other countries encompassed by this project, there were essentially two sources of information: current documents and one or two key informants, always ILO personnel.

## 32. FINDINGS

### EQ 1. Relevance of the project and strategic fit

33. The project is extremely relevant, it contributes to the strengthening of the labour inspection system in line with international standards, and it furthers the ILO agenda in relation to ILO policy outcome 11. It is aligned with the ILO strategy towards promoting the ratification of ILO Conventions 81 and 129, and this clearly materialized in the project in countries that have not yet ratified these conventions (particularly 81) such as China and the Philippines (See Table 1). In the remaining countries, the project was relevant in promoting better and enhanced compliance with Convention 81.

**Table 1: ILO Conventions ratified by the countries covered by the project**

COUNTRY	C081 Labour Inspection Convention	C129 Labour Inspection (Agriculture) Convention	C.122 Employment Policy	C.144 Tripartite Consultation	C. 155 Occupational Safety and Health (OSH)	C.187 Promotional Framework for OSH
BOSNIA AND HERZEGOVINA	1993	1993	1993	2006	1993	2010
BURKINA FASO	1974	1974	2009	2001		
CHINA			1997	1990	2007	
DOMINICAN REPUBLIC	1953		2001	1999		
INDONESIA	2004			1990		2015 (Not in force)
PALESTINE						
PARAGUAY	1967		1969			
PHILIPPINES			1976	1991		
TUNISIA	1957		1966	2014		

34. There is clear continuity, particularly in the Asian countries – China, Indonesia and Philippines – with the projects funded in labour inspection, through the Norwegian partnership in the previous

biennium. There is also complementarity between the project and other ILO projects and programmes.

35. In most cases, the selection of the countries emerged from government requests for ILO assistance, field specialists' understanding of constituents' needs, and above all, alignment with Decent Work Country Programme (DWCP) priorities. As can be seen in Table 2, *labour inspection* is identified as a decent work priority in an important number of these programmes. However on one side, in some cases project activities were not sufficiently tailored to the countries' conditions, and on the other, social partner participation in some of the countries was not sufficient in order for them to feel involved and committed to the project and the progress it pursued, and they therefore do not feel ownership of the project.

**Table 2. Labour Inspection in DWCP Outcomes and CPOs in the countries covered by the project**

COUNTRY	CPO	DOCUMENT	PRIORITY
BOSNIA AND HERZEGOVINA	BIH 153	DWCP 2012-2015	Outcome 3.3: Strengthen the effectiveness of the LI system to better promote decent working conditions through information, advice and law enforcement.
BURKINA FASO	BFA 904	DWCP 2012-2015	Outcome 8: The tripartite constituents draw up and implement strategies on Safety health and environment at workplace in formal and informal economies.
CHINA	CHN 154	DWCP 2013-2015	Priority 2: Strengthening social dialogue, the legal framework and enforcement of labour law to promote harmonious labour relations, equity and fairness
DOMINICAN REPUBLIC	DOM 102	DWCP 2013-2016	Priority 1.2. The State, with the ILO's support, modernizes and bolsters the labour administration and inspection system (.....).
INDONESIA	IDN 151	DWCP 2012-2015	Outcome B.1. Labour administration provides effective services to improve working conditions and environment
PALESTINE	PSE 129	DWCP 2013 - 2016	Outcome 1.1 Outcome 1.1: Improved legal framework for labour market regulation and administration in line with international labour standards
PARAGUAY	PRY 101	Tripartite Agreement for a DWCP, 2014	Strengthening Labour Institutionalality. c) Labour inspection.
PHILIPPINES	PHL125	Currently no active DWCP	
TUNISIA	TUN 901		

## EQ 2. Design

36. The project design clearly indicates coherence with the progress previously made by the ILO in labour inspection within the framework of the Norwegian partnership and therefore shows both internal and external consistency. It includes an adequate analysis of the problem where it is highlighted that even when ILO member States have adequate labour laws in place, they may still

lack the capacity to ensure compliance with these laws. Some factors identified, succinctly detailed below, explain the inability of countries to close this compliance gap<sup>4</sup>:

- National labour inspectorates often have inadequate staff and resources to cover the workplaces liable to inspection, whether due to limited government resources or other political priorities.
  - Poor strategic planning, monitoring and evaluation also contribute to the ineffectiveness of labour inspectorate action, particularly when limited resources require careful prioritization of action.
  - The enforcement function of labour inspection is only one of the means for improving workplace compliance.
  - In many countries, labour inspectorates do not collaborate with partners who can contribute towards reducing the labour law compliance gap (...) Similarly, cooperation with employers, workers and their organizations is vital for identifying compliance trends in the world of work and the concerns of the ultimate beneficiaries of labour inspection action. Experience suggests however that the role of employers and workers within many national labour inspection systems is not as strong as it should be.
37. The time frames regarding planned objectives and outputs were realistic in the project's design. Consultations took place with the ILO country offices and field specialists in most of the cases, with few exceptions. The project design looked sensitive enough to stakeholder capacity and commitment in all countries. In some cases the project design envisaged needs assessments and gap analysis that were not finally developed. As it could be confirmed in the implementation phase some project activities cannot be considered appropriately adapted to the constituent's capacities as we will further develop under EQ4 and EQ5.

### **The project result chain**

38. While the project has no specific global log frame itself, there are log frames for each country. The countries' log frames were updated during the intervention in six countries, all except Dominican Republic the Philippines and Tunisia. However, in certain cases the log frame updates were rather updates of activities to be performed. Also, the logical framework did not clearly link the interventions at the project outcome and output levels between the global tools and the CPO. This led to a certain disconnect between what the project envisaged overall and the content for each country.
39. The log frame design did not envisage risk factors as such. A large part of the underlying assumptions are related to the effective compromise of both government counterparties and social partners (to a lesser extent in this instance) with each one of the project's intended outputs.
40. Insofar as the gender approach is concerned, it should be mentioned that the project was designed to give women workers a role as beneficiaries since the project seeks to promote gender-sensitive policies through a correct application of international labour standards, including raising awareness on legislation which seeks to protect women but which at the same time can restrict their access to certain jobs and thus be discriminatory. Nevertheless, the project outcomes do not specifically reflect gender concerns, nor are output and outcome project indicators gender-sensitive.
41. The project design includes certain differences insofar as its consideration of the different stakeholders and their commitment to the project. In certain countries, the Log Frame LF includes constituent commitment to the delivery of the outputs, for instance when an output is designed as something that is to be developed, endorsed and implemented. The fact that the output is predefined as a product to be endorsed and implemented by the constituents means, as we will

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<sup>4</sup> Taken from Chapter 1.1. Project document problem analysis.

see in EQ4, that in certain cases, (for instance in Bosnia Herzegovina) the outputs were not achieved. However, when the output definition does not involve constituents, a clearer appraisal can be made of the degree of compliance with the ILO's assistance task vis-à-vis its constituents.

### EQ3. Validity of the project

In order to obtain its overall objective, the project establishes three outcomes which in principle reflect a proper strategy to tackle the analysis of the problem originating the intervention. This strategy reflects the resolution and conclusions of the general discussion on labour administration and inspection at the 100th ILC and the priorities in the resulting Action Plan approved by the Governing Body in November 2011:



The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition for achieving workplace compliance.



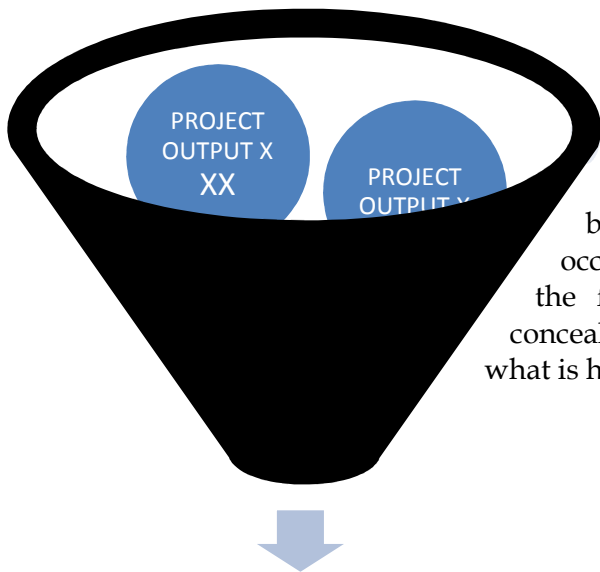
The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.



Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance.

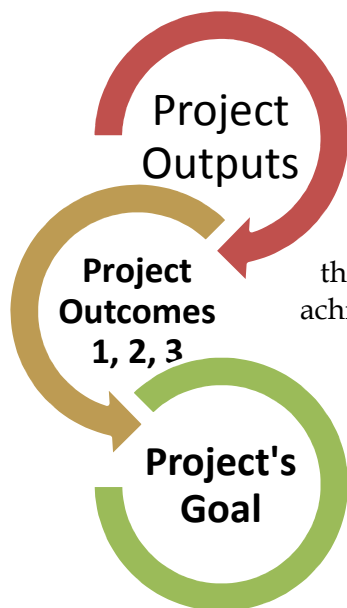
42. In its design, in terms of project outcomes, the project reflects very solid outcome coherence to respond to problem analysis, as described in the project document and above in EQ2. The three project outcomes taken together constitute a proper strategy to tackle the aim stated in the project title: "Strengthening workplace compliance through labour inspection". Yet the fact that the project's overall goal seems rather to be what is stated in ILO policy outcome 11 may account for the fact that the strategy initially designed in the project outcomes may be weakened in its implementation phase.
43. Indeed, when it comes to implementation and particularly in each one of the countries where the project was carried out, there seems to be a certain disconnect in the log frame between outcomes and outputs. Country log frames do not reflect the relationship between outputs and outcomes, but rather seem to link the outputs with ILO policy outcome 11 (Labour Administrations apply up-to-date labour legislation and provide effective services). This not only leads to a certain dilution in the theory of change established in the project's design but also fosters more of an activity-based approach than one geared to the ILO staff and project management 's achieving change. On a country level, the project outputs seem to be directly linked to ILO policy outcome 11.





The risk posed is therefore that of considering that any intervention, i.e. outputs carried out, as potentially contributing to achieving policy ILO Outcome 11. This in turn poses the risk of not knowing how the link between the project outputs and ILO policy outcome 11 occurs. The following graph attempts to portray this with the funnel in black representing an opaque black box concealing what is happening inside<sup>5</sup>.

**ILO POLICY OUTCOME 11**



As compared to that situation where the intervention conceals how changes are achieved to meet the project's overall objective, the following graph depicts an ideal situation where the intervention would enable grasping a clear chain of results linking the project's different outputs to its outcomes targeted in order to achieve the overall objective (project's goal).

45. The implications of the disconnect between the country outputs and the project outcomes include a decrease in the results chain effectiveness. The interconnection of the three outcomes (Institutional capacity, human capacity and cooperation among actors) at the country level becomes weaker than it was originally foreseen at the project's design stage.
46. The project document and initial log frame establish output allocations by country and global products for each of the three project outcomes as reflected in the following table:

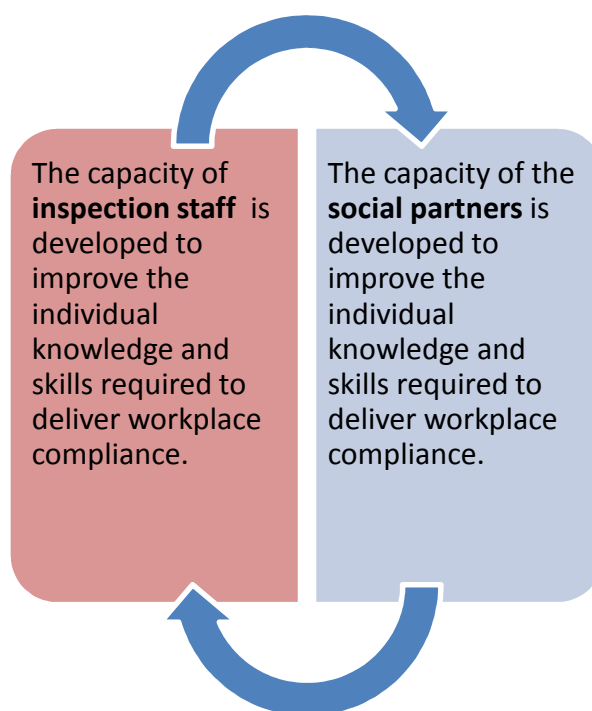
<sup>5</sup> This is the "black box" simile that Carol Weiss uses to describe programmes in *Evaluation*, 1998.

**Table 3. Correspondence between the three project outcomes and the project outputs per countries and global products as per the project document**

Project Outcome 1 Institutional Capacity	Project Outcome 2 Human Capacity	Project Outcome 3 Cooperation
<ul style="list-style-type: none"> <li>•Burkina Faso</li> <li>•China</li> <li>•Dominican Republic</li> <li>•Indonesia</li> <li>•Palestine</li> <li>•Paraguay</li> <li>•Philippines</li> <li>•Tunisia</li> <li>•<b>Global Product:</b> A guide on the key steps and elements for bulding a national labour inspection database</li> </ul>	<ul style="list-style-type: none"> <li>•Bosnia Herzegovina</li> <li>•Burkina Faso</li> <li>•China</li> <li>•Indonesia</li> <li>•Palestine</li> <li>•Paraguay</li> <li>•Tunisia</li> <li>•<b>Global Products:</b></li> <li>•Distance Learning Curriculum</li> <li>•ITC-ILO Academy on Workplace Compliance through Labour Inspection</li> </ul>	<ul style="list-style-type: none"> <li>•Bosnia Herzegovina</li> <li>•China</li> <li>•Philippines</li> </ul>

48. From this link between the three project outcomes and the various outputs envisaged in the countries covered by the project we can deduce that the project attached weight first to the project outcome linked to labour inspectorates' institutional capacity, then to the project outcome tied to building both inspection staff and social partners' individual skills, and thirdly to the project outcome related to cooperation between the various actors in the area of workplace compliance to strengthen collective action as a complementary means to achieve workplace compliance.
49. However, as we will see in EQ5, in project outcome 2, most of the project strategy weight measured in terms of outputs and activities is concentrated on inspection staff rather than the social partners. This draws attention particularly in a project that appears to tackle compliance with labour standards in the workplace itself, and therefore where both workers and employers must take on a fundamental role<sup>6</sup>. The following graph attempts to reflect the link between the two implicit rationales behind project outcome 2.

<sup>6</sup> Resolution and conclusions on labour administration and labour inspection, 2011



50. This relative lack of balance in the weight attached in the project strategy to the inspection staff on one hand and the social partners on the other led to weakened trade union and employer involvement in the project actions, although this varied from country to country.

#### EQ 4. Implementation Status

51. Before evaluating the project's implementation status, some background information must be provided. Formally speaking, the project began with the effective disbursement of Norwegian funds in April 2014. At that time, a new ILO branch, the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), a merger of the two previous branches, LABADMIN and SAFE WORK of the Governance and Tripartism Department (GOVERNANCE), was being established. Its director was appointed on 2 June 2014<sup>7</sup>. Over the year 2014, which coincided with the first year of the project and internal department restructuring, several staff movements took place and virtually all of the previous LABADMIN staff either changed their posts or retired, leaving the project severely understaffed during that first year. In 2015, a staff member took charge of the project then being reactivated, meaning that what was initially envisaged as a two year project was shortened to virtually a one year project.
52. The following table reflects the degree of compliance with the planned project outputs by country. The initial log frame and outputs listed in the project document (PRODOC) were used for this table. Where certain changes were made in the log frame, the information was updated via responses to the evaluative question EQ5.
53. This table has certain limitations that must be mentioned, as they affect the strength of the evidence presented. In the case of Paraguay, the evaluator interviewed numerous stakeholders of diverse origin and was able to directly observe the project's outputs, but in the remaining countries, the only information sources have been documents and key informants – in most cases only one. Therefore, the information provided by the ILO could not be checked with constituents, nor could the project's outputs be directly observed.

<sup>7</sup> Labour Administration, Labour Inspection and Occupational Safety and Health Branch, 2015, Brochure.

**Table 4. Degree of compliance with planned outputs in the project document**

COUNTRY	OUTPUTS	STATUS	COMMENTS
GLOBAL PRODUCTS	<p><b>Output 1:</b> Distance Learning Curriculum</p> <p><b>Output 2:</b> A guide on the key steps and elements for building a national labour inspection database</p> <p><b>Output 3:</b> ITC-ILO Academy on Workplace Compliance through Labour Inspection</p>	<p>Partially Completed</p> <p>Not Completed</p> <p>Completed</p>	<p>The virtual platform has been developed</p>
BOSNIA HERZEGOVINA	<p><b>Output 1:</b> A tripartite labour inspection strategy to tackle undeclared work is defined, endorsed and implemented.</p> <p><b>Output 2:</b> Labour inspectors are trained on modern methods of inspection to address undeclared work and promote the formalization of informal employment, exploring synergies between entities.</p> <p><b>Output 3:</b> A tripartite labour inspection strategy to prevent occupational injuries and accidents is defined, endorsed and implemented, exploring synergies between entities</p> <p><b>Output 4:</b> Labour inspectors are better equipped to assess occupational risks in selected sectors, especially in the informal economy</p>	<p>Partially Completed</p> <p>Completed</p> <p>Partially Completed</p> <p>Completed</p>	<p>The tripartite LI strategy to tackle undeclared work is defined, but not endorsed neither implemented</p> <p>The tripartite LI strategy to prevent occupational injuries and accidents is defined, but not endorsed and implemented.</p>
BURKINA FASO	<p><b>Output 1:</b> A plan of action is developed and validated for building the capacity of labour administration and labour inspection personnel in the area of labour law.</p> <p><b>Output 2:</b> Training of labour inspector trainers is carried out.</p> <p><b>Output 3:</b> The procedures for producing a regular annual labour inspection report of good quality in the Ministry are improved.</p>	<p>Completed with RBSA</p> <p>Completed</p> <p>Completed</p>	
CHINA	<p><b>Output 1:</b> A time bound and budgeted national training programme for labour inspectors is developed, endorsed and implemented by the LIB/MOHRSS</p> <p><b>Output 2:</b> A training of trainers (TOT) programme for OSH inspection launched to provide quality services for SMEs' compliance with OSH laws</p> <p><b>Output 3:</b> An awareness of law compliance raised and initiatives of local trade unions federations in workplace compliance reviewed and supported</p>	<p>Partially Completed</p> <p>Completed</p> <p>Completed</p>	<p>Although the training was not finally developed by the project, policy advice on the national training programme for labour inspectors was provided; good practices of labour inspection were reviewed and promoted</p>
DOMINICAN REPUBLIC	<p><b>Output 1:</b> Updated National Inspection Plan for headquarters and local branches of the Ministry of Labour.</p>	<p>Not Completed</p>	

	<p><b>Output 2:</b> Improved electronic case system of inspection for statistical use, programming and compatibility with other programs and databases.</p> <p><b>Output 3:</b> Improved access and public information recording and notification of occupational accidents.</p> <p><b>Output 4:</b> Improved access and public information recording and notification of occupational accidents.</p>	<p>Partially Completed with other funds</p> <p>Not Completed</p> <p>Not Completed</p>	<p>A technical proposal to develop electronic case management of labour inspection was presented by the ILO to the Ministry</p>
INDONESIA	<p><b>Output 1:</b> The MOMT and select provincial labour offices improve their systems for collecting reliable data from labour inspection activities.</p> <p><b>Output 2:</b> Labour inspectors upgrade their knowledge and skills to improve OSH conditions in small construction sites.</p>	<p>Not Completed</p> <p>Completed</p>	
PALESTINE	<p><b>Output 1:</b> A national policy and programme on OSH, including inspection, are developed</p> <p><b>Output 2:</b> The gaps in the legislative framework on OSH are identified and solutions are suggested</p> <p><b>Output 3:</b> Occupational safety and health measures are improved in the construction sector</p>	<p>Completed with other sources</p> <p>Not Completed</p> <p>Completed</p>	
PARAGUAY	<p><b>Output 1:</b> Proposal of organic structure and division of functions and responsibilities within newly established Ministry of Labour formulated.</p> <p><b>Output 2:</b> Proposal for inspection procedures and tools (database, manual, checklists, protocols, guidelines...) developed.</p> <p><b>Output 3:</b> Training strategy for inspectors developed based on assessment of training needs</p>	<p>Completed</p> <p>Almost Completed</p> <p>Partially Completed</p>	<p>It was completed with the exception of the Database.</p> <p>No needs assessment was specifically developed</p>
PHILIPPINES	<p><b>Output 1:</b> The electronic labour law compliance system is completed.</p> <p><b>Output 2:</b> An awareness raising programme is developed for Employers and Workers on DOLE's labour law compliance approach</p>	<p>Completed</p> <p>Completed</p>	
TUNISIA	<p><b>Output 1:</b> A labour inspection training plan is developed</p> <p><b>Output 2:</b> A training of trainers for labour inspectors is carried out</p>	<p>Completed with other sources</p> <p>Completed with other sources</p>	

55. The project was able to produce most of the outputs initially planned in the project document. Yet in certain cases these outputs were not directly funded by the Norwegian project under

evaluation here but rather by other funding. This held true for three countries: Burkina Faso, Palestine and Tunisia. In the case of **Burkina Faso**, the Office had significant funding available to work on labour inspection given that it was one of the three countries, together with Vietnam and Colombia, selected as priority countries for working in the scope of ACI 7. In **Palestine**, funding came from the regular budget under ACI 8 and a project funded by the Government of Kuwait. In **Tunisia**, the project attempted to carry out very complete three-week training of trainers, for which the *Agence Française d'Expertise Technique Internationale* (AFETI) was selected. Revision of the programme was begun with the Tunisian counterpart and some delays ensued as a result of the national counterpart's interest in having certain specific consultants. At the same time, a new project with similar objectives (implementation of the national strategy for construction, including institution capacity building), was launched in the country and therefore the envisaged training programme was not implemented. The **Philippines** was the only country that produced all of the outputs as planned in the original project document.

Some of the initially planned project outputs were only partially carried out. The state of play country by country is as follows.

56. In **Bosnia Herzegovina** two of the project outputs were only partially achieved although the project was able to deliver certain planned activities and even produce the planned products although they could not be endorsed and/or implemented by the national counterpart. For instance, in output 1: *A tripartite labour inspection strategy to tackle undeclared work is defined, endorsed and implemented*, the labour inspection strategy to tackle undeclared work was defined and labour inspection guidelines for undeclared work were revised. However they have neither been endorsed nor implemented by the constituents. Bosnia Herzegovina currently has a huge administration, including some 14 labour ministries, that is clearly understaffed and it is currently unclear whether they will be able to develop these guidelines. The situation is similar with reference to **Output 3**: *A tripartite labour inspection strategy to prevent occupational injuries and accidents is defined, endorsed and implemented, exploring synergies between entities*. Here again, no strategy was defined and it could therefore neither be endorsed nor implemented. The project organized a training session for the labour inspectors and some social partners on risk assessments and occupational accident investigation. The training dealt with conducting effective accident investigation including “means of verification, rhythm strategy, a written action plan, labour inspection and new reports”.
57. In **China**, output 1: *A time bound and budgeted national training programme for labour inspectors is developed, endorsed and implemented by the LIB/MOHRSS* could not be completed. According to the ILO Programme Officer in the ILO office in Beijing, the government decided at a certain stage not to develop training plans with the support of international donors. Nevertheless, as we will find when addressing EQ5, the project action carried out hinging around this output set the groundwork for a new output that was included in the updated version of the log frame: *Output 1. Policy advice on the national training programme for labour inspectors provided; good practices of labour inspection reviewed and promoted*.
58. In the **Dominican Republic** the project was unable to produce any of the planned outputs. In 2014, the Ministry of Labour intended to carry through with an initiative known as *Administración de Trabajo Local* (Local Labour Administration) which places the dialogue committees on a local level to work in different municipalities with inspection plans and records. The Ministry then requested support from the ILO and the project log frame was designed based on what would be a system update. Shortly afterwards, however, the Ministry requested it work with its information and technology department to proceed to migrate the system. The ILO Office in San Jose grasped the importance of migrating the system, which could neither be modified nor updated due to unavailability of the source code. There were also compatibility issues with the Ministry's other databases. According to the Social Security Act (*Ley de la Seguridad Social*) the Dominican Republic's Ministry of Labour has access to social security information, and the

statistical service therefore needed to be compatible with those of the Ministry. It was the Ministry that had to provide authorization. While the Terms of Reference for designing the system went through the Ministry<sup>8</sup>, authorization was not provided until September 2015, just three months before the project's end date, making it impossible for the Dominican ministry's initiative to be integrated into the project framework. Nevertheless the ILO Office in San Jose reports that the inspection priorities at national and local levels have been incorporated into the Annual Operating Plan by the Ministry of Labour. In order to update the Inspection Plan for local branches a process was initiated and several activities were held at the local level with labour inspectors, local branches and headquarters representatives: labour inspectors meetings and working papers were made in order to update the Labour Inspectorate Protocol and create mechanisms for communication between the labour inspection and the analysts of the OSH General Directorate.

59. In **Indonesia**, output 1 *The MOMT and select provincial labour offices improve their systems for collecting reliable data from labour inspection activities* could not be produced since there was change in the Directorate General of Labour Inspection leadership that generated uncertainty regarding the proposed project work plan. Although an initial follow-up study had been envisaged<sup>9</sup>, since there was no support from the leaders at that time, neither the selection of provincial labour offices nor the piloting of the collection of the data could materialize.
60. In **Paraguay**, output 2: *Proposal for inspection procedures and tools (database, manual, checklists, protocols, guidelines...)* developed was fully carried out with the sole exception of the database which could not yet be produced as it was not considered among the many priorities that the Ministry of Labour and Employment's Labour Inspection system currently has.
61. Regarding output 3: *Training strategy for inspectors developed based on assessment of training needs* we can assert that the training strategy for inspectors was developed but not based on assessment of training needs. One of the reasons put forward by the Santiago ILO Office during the evaluation field visit in Paraguay was the fact that a needs analysis had already been performed<sup>10</sup>. On the other hand, among the actions included as part of the need assessment of the project, there is a mission that was carried out in 2012 by a consultant hired from the Santiago office. During that visit, conversations were held with the aim of deepening understanding of the new legal-institutional context and of the perspectives and challenges it presented; to go over the advances made on the subject of labour inspection and how to work through or overcome problems in that same field. However, the mission's agenda did not include meetings with social partners.
62. In its initial draft, the project mentioned the possibility of South-South cooperation actions only when reference was made to China. Actually, given China's characteristics, there is already a significant South-South cooperation tradition, basically within the BRIC countries. Though not funded through this project, certain cooperation action between Brazil and China in the field of labour inspection was reported on from the ILO Office in Beijing.
63. It is within the framework of ASEAN that the project can be said to have promoted South-South cooperation. Indeed, the 5th ASEAN Labour Inspection Conference under the theme "Enhancing Labour Inspection through Information and Communication Technology" was held with project support on 11-12 November 2015 in Yogyakarta, Indonesia. The Conference was attended by

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<sup>8</sup> Terms of Reference for hiring a consultant in charge of developing and implementing an inspection system in the Dominican Republic Ministry of Labour, June 2015

<sup>9</sup> Report on Harmonization and Updating of Statistics Data Collection Method for Labour Inspection in Indonesia, Labour Administration and Inspection Programme LAB/ADMIN, December 10-11 2013

<sup>10</sup> Diagnosis of the Paraguay Labour Administration, "Proyecto: Principios y Derechos en el Trabajo en el contexto de la Conferencia Interamericana de Ministros de Trabajo de la OEA" (RLA/02/55M/USA) October 2003

delegates from nine ASEAN Member States, namely Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Singapore, Thailand and Viet Nam as well as from China and New Zealand. Representatives from the ASEAN Secretariat, the ILO and International Association of Labour Inspection (IALI) were also in attendance. At the conference it was highlighted that around the world, labour inspectors had increasingly utilised ICT to conduct labour inspection for more effectiveness.

64. Interesting experience in international exchanges between Paraguay and Chile were also reported in Paraguay. The Director General for Inspection made a study visit to Chile that was funded by the project. However, there are no other inter-country initiatives within the project.

## EQ 5. Project Progress and Effectiveness

The following provides an analysis of project progress and effectiveness both overall and country-by-country through a description of the degree of progress for each one of the project outcomes.

### **PROJECT OUTCOME 1: The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition for achieving workplace compliance.**

65. In **Burkina Faso** output 1, *A plan of action is developed and validated for building the capacity of labour administration and labour inspection personnel in the area of labour law* was carried out through a workshop in February 2015 to develop an inspection plan for priority sectors in the informal economy. The 2015 Action Plan was developed, validated and implemented for one region (Centre). The Ministry of Public Service, Labour and Social Security allocated human and financial resources to implementation. Three sectors were selected: construction, bars and restaurants, and motor vehicle repair shops. Tools developed and updated included a labour inspection manual for the informal economy, videos and leaflets for awareness-raising in motor vehicle repair shops, and posters and leaflets for construction. Therefore, in Burkina Faso, labour inspection strategic capability was enhanced since the plan was designed jointly with the national counterpart. As a result, there is currently a greater planning capacity. The social partners participated in this process through social dialogue.
66. In **China** the project provided policy advice on the national training programme for labour inspectors. A labour inspection training needs analysis was performed through a survey report on labour inspection training. Its findings and recommendations will contribute to developing the national labour inspection training programme over the next five years. This needs analysis also contributed to developing the 13th 5-year MOHRSS Labour and Social Security Plan. A report on innovative labour inspection practices was also completed and has been used for labour inspector capacity building to facilitate exchange of local good practices among different provinces.
67. In **Indonesia** the project log frame needed to be updated partly due to federal elections involving ministerial changes resulting in certain project implementation delays as well as other new circumstances to which the project had to adapt. The modification entailed introducing the following new outputs geared to achieving the project's outcome 1 regarding institutional capacity building:  
*Indonesia's MoM LI Directorate General has a better understanding of regional practices on the use of information technology to improve the efficiency, coordination and impact of its national labour inspection system.*  
By supporting MoM LI Directorate General members' participation in the 5th ASEAN Labour Inspection Conference "Enhancing Labour Inspection through Information and Communication Technology", the project contributed to its institutional capacity building by enhancing knowledge regarding information technology's potential contribution to labour inspection,



making it faster and more efficient through data collection, data analysis and information sharing and communication with workers, among others.

*The labour inspectorate strengthens its workplace compliance action in the fishing sector*

The results linked to this output are labour inspectors sensitized on special workplace compliance issues in maritime, fishing and forced labour sectors and improved general labour inspection skills. As a result, inspectors now have a greater knowledge of workplace compliance challenges in the fishing sector and have improved their skills for carrying out inspections on fishing vessels. The inspectorate has improved its ability to address non-compliance in the fishing sector by strengthening partnerships with other relevant government agencies. The number of inspection visits in the fishing sector has increased. Through these actions, the ILO is also contributing to the efforts towards ratification of Convention 188 on Work in Fishing.

68. In **Paraguay** Output 1: *Proposal of organic structure and division of functions and responsibilities within newly established Ministry of Labour formulated* is closely linked to institutional strengthening. In fact, the national counterpart approved the proposal presented by the ILO. An initial structure was established through the General Directorate of Labour Inspection regulated by the 2014 Law establishing the MLESS, Presidential Regulatory Decree 2346/2014 and Ministerial Resolution 659/2015. The structure includes several departments at the central level and decentralized inspection offices throughout Paraguay. There was noteworthy project effectiveness in Paraguay closely linked to project outcome 1 given that it enhanced the institutionalization of labour inspection in the country that had been virtually non-existent before the project. With support from the project, the Ministry implemented a new team of thirty men and women inspectors who were hired through a recruitment procedure based on merit and capability criteria. For first time in history, they all hold university graduate degrees and their salaries have been significantly increased. Inspectors have new suitably equipped offices and each inspector has received a tablet. Fifteen of the 30 inspectors are women, and eleven were seconded to territorial offices outside Asuncion. The budgetary line for staff is ensured for the years ahead and the minister is planning additional recruitments for 2016-2017. In order to achieve this institutional strengthening, the project provided intensive technical consultancy to the ministry and modified some of the activities planned in the initial log frame. The following table compares the actions planned with those actually conducted.

Project activities in Paraguay as per initial log frame		Project activities actually conducted in Paraguay	
1.1.	Policy advice through specialized missions and comparative evidence	1.1.	National consultancy to develop a draft implementing decree
1.2.	Consultancy to develop draft regulations	1.2.	International consultancy to develop an organic structure including functions and responsibilities in General Directorate for Inspection
1.3.	Internal validation workshop		
1.4.	Redesign of existing inspection procedures and tools	1.3.	Consultancy for labour inspector recruitment system
1.5.	Adaptation of existing software solutions through horizontal cooperation	1.4.	Consultancy for inspective procedure and tools
1.6.	Training needs assessment	1.5.	Awareness raising workshops and sensitization materials for stakeholders
1.7.	Design and drafting of a national training strategy based on this assessment.	1.6.	Consultancy for labour inspector training plan and training programme
		1.7.	Labour inspection pilot campaign

69. The project contributed in the **Philippines** not only to strengthening the labour inspection system but also to promoting its transparency. The Department of Labour and Employment (DOLE) has established a Labour Law Compliance System - Management information System (LLCS-MIS), a web-based database that collects real time information from the field. It manages information and generates reports based on the LLCS checklist. The use of this database as opposed to traditional

paper records promotes transparency. DOLE has updated the LLCS-MIS and incorporated priority features and functionalities. The LLCS-MIS was conceptualized, designed and built to cover three components: 1) LLCS Mobile, the app running on Android tablet devices; 2) LLCS Sync, the server with which the tablets communicate; and 3) LLCS Web, the web-based application providing both reporting and workflow functions.

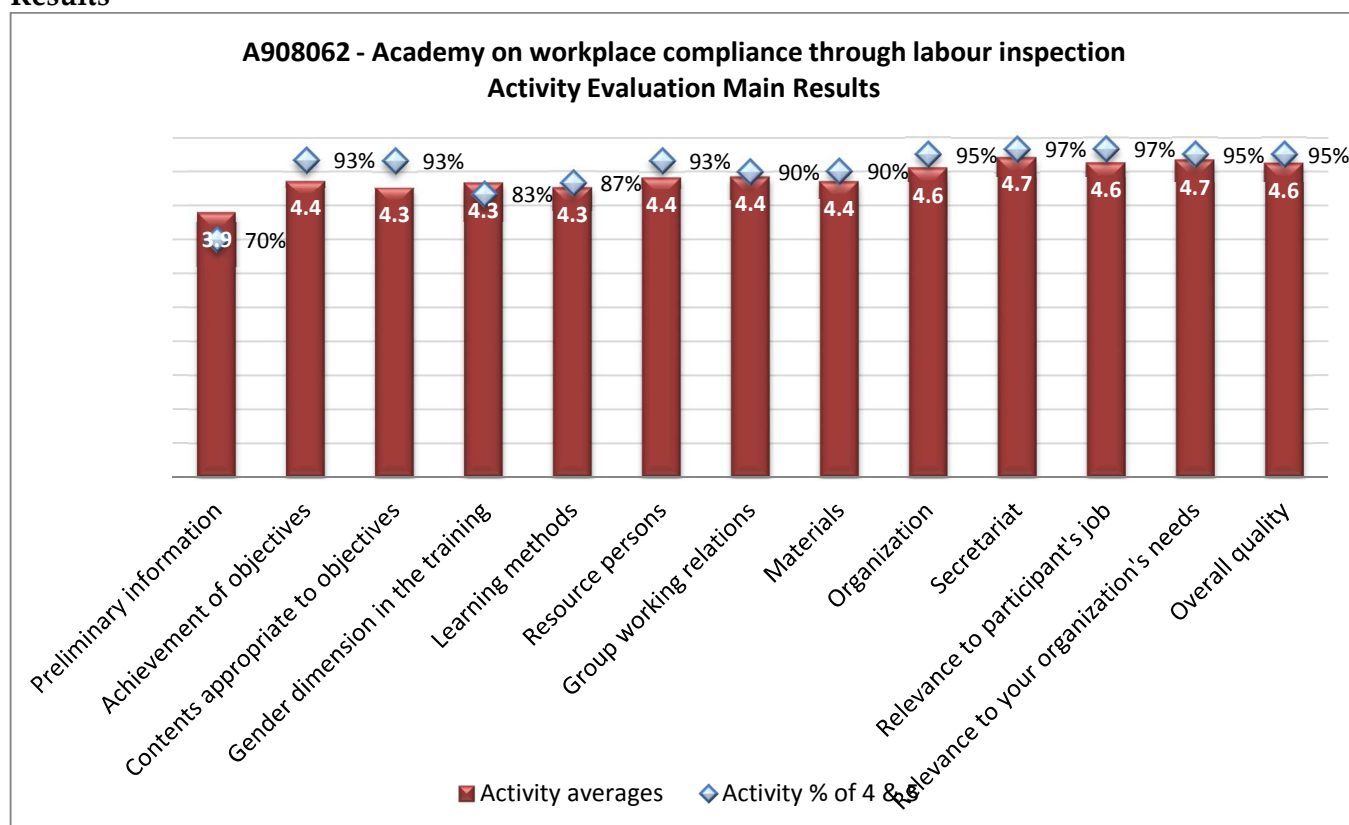
70. This new system enables both consolidation of all compliance reports and real time reporting. Labour law compliance in the Philippines involves employers and workers who are both involved in identifying the gaps. The system is introducing a way for employers to provide feedback after labour inspection. Therefore, this output is also contributing to Outcome 3: contribution between the various actors. An initial structure involving/connecting the Central Office (BWC) and the Regional Offices as the LLCS-MIS “helpdesk” was also established to provide advisory support to LLCOs.

**PROJECT OUTCOME 2: The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.**

**Global Products:**

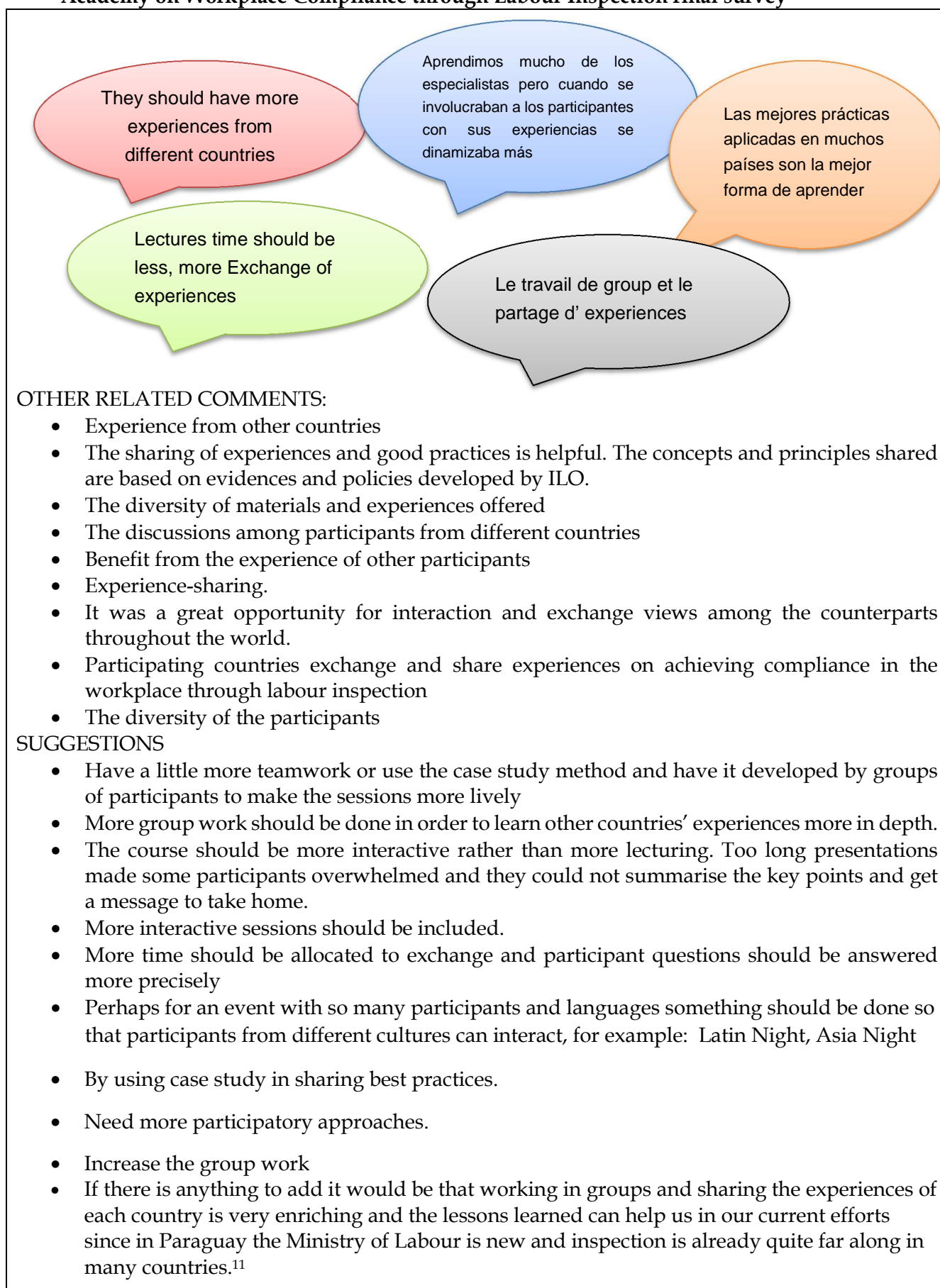
71. One of the Project’s most relevant contributions to achieving this project outcome was the **ITC-ILO Academy on Workplace Compliance through Labour Inspection**, held in December 2015. It was a two-week training activity aimed at officials from labour administration/inspection at a central or decentralized level, representatives of workers’ and employers’ organizations, ILO officials and technical cooperation project staff, experts, researchers, trainers and consultants in labour-related issues. The project covered the costs of ILO specialists and labour inspectors and social partners from several of the countries covered by the project (at least Burkina Faso, Bosnia Herzegovina, China, the Dominican Republic, Palestine and Paraguay). The Academy content was as follows: ILO view and priorities on labour inspection; the ILO and the international system of labour standards; effective labour administration as a condition for compliance; labour inspection in law and practice; overview of global trends and challenges; compliance through labour inspection, an area of critical importance; experiences from pilot countries; behavioural drivers for compliance and responsive strategies; public and private compliance initiatives and tools; labour inspection strategic planning; occupational safety and health inspection; labour inspection and fundamental rights; labour inspection in the informal economy; and hazardous sectors. Participant evaluations of the Academy were highly positive. On a scale of from 1 to 5, participant ratings in response to the different survey questions were as follows:

**Table 5: Academy on Workplace compliance through labour inspection Final Evaluation Main Results**



72. The questionnaire contained a series of open questions that also provided very interesting and relevant information on what participants found most outstanding and their suggestions for future editions. A significant number of them were related to the exchange of experiences, the focus on participation and the possibility of networking with peers. This information is reflected in report since it contains relevant guidelines to be taken into account in planning future training events to be attended by representatives from different countries. Efforts as highlighted and recognized by participants, such as this Academy, can be enhanced even further if mechanisms for exchanges among participants are included. Such actions could ultimately be considered South-South cooperation.

**Table 6: Extract of responses relating to exchanging experiences from open questions on the Academy on Workplace Compliance through Labour Inspection final survey**



<sup>11</sup>Source: Results of the Evaluation of the Academy, ICT-ILO Turin, 2015.

74. In the area of Global Products, the project was planning to develop a Distance Learning Curriculum that could eventually be offered to inspectors from the project countries (and beyond). According to the project document, the project would assist with covering the costs related to tuition fees for the project country participants. The basic materials for developing the distance-learning modules already exist, thanks to the Norwegian partnership in previous phases, although during the project implementation there was no evidence that distance-learning modules were used with participants from project countries.

### *Gender equality*

75. Included in the global products provided by the project, the platform for drafting Module 13 on Labour Inspection and Gender Equality was developed through cost sharing with ILO/Gender. As was the case in previous work on Outcome 11 under the Norwegian partnership, principles of gender equality are imbedded in the approach to developing the capacity of labour inspection institutions. The ITC-ILO curriculum for labour inspectors includes an entire module on labour inspection and gender equality (Module 13), which has been used at least in Bosnia-Herzegovina and Paraguay in the training of labour inspectors covering non-discrimination, equal pay for work of equal value, sexual harassment, maternity protection and the development of gender equality plans. Technical advice in the area of developing labour inspection data systems has focussed on the inclusion of gender disaggregated data in the case of the Labour Law Compliance System - Management information System (LLCS-MIS) in the Philippines.
76. The Project also gave rise to a line of work specifically on Bosnia Herzegovina to deal with inclusion of the gender focus in occupational safety and health policy. To do so, labour inspectors were trained on gender sensitive OSH policy through training held in Sarajevo. Some guidelines were developed in relation to how to integrate gender matters into occupational safety and health inspections. Participants were pleased to hear the ILO highlighting the importance of having both male and female inspectors throughout the levels of the inspectorate. One of the things that they pointed out was that there were not many female managers in the inspectorate. This activity contributed to considering the fact that if the inspectorate is looking at conducting inspection in gender, or integrating gender issues into occupational safety and health, the inspectorates themselves may wish to address this through their management chain.
77. Also, in **Bosnia Herzegovina** the Project attempted to deal ambitiously with labour inspection in the informal economy, based on work done previously in that country by the ILO Regional Office in Budapest. Labour inspectors were trained on modern methods of inspection to address undeclared work and promote the formalization of informal employment. A tripartite workshop was organized targeting an audience constituted by Labour inspectors, representatives of tax administrations, representatives from the Ministry of Health, Labour and Social Protection, Trade Union representatives and Employer organization representatives. Proposed strategies and methodologies were designed and submitted to national authorities to correctly target the most serious forms of undeclared work, preventing its occurrence, deterring its practice, and bringing law offenders into compliance. However, the initial goal of defining, endorsing and implementing a labour inspection strategy to tackle undeclared work was not achieved. Contributing to this were institutional difficulties in the country, in which there are 14 labour administrations, as well as the political and social circumstances that Bosnia Herzegovina has experienced over these two years during which the project coincided with general elections. The country suffered serious flooding in 2014 along with repeated strikes and attended the European Union Reform Agenda, all of which led to the subject of the informal economy being relegated to the back burner of the political agenda.

78. In **Burkina Faso** the project contributed to improving labour inspector skills through training, aimed mostly at inspection in the informal economy environment by training a group of trainers on work accident investigation, and through a training programme covering OSH and labour relations that was co-funded by the Ministry for priority sectors (motor vehicles repair, bars and restaurants). A contribution was also made to strengthening OSH by having a manual on occupational accidents and diseases translated and distributed. One of Burkina Faso's most notable achievements is the presence of labour inspectors in the informal economy, an achievement linked to the ACI7.
79. In **China**, in the area of Occupational Safety and Health, the Project steered a very effective course for achieving Outcome 2 by focusing on how inspectors can play a more important role by providing services to companies. A training of trainers (TOT) programme for OSH inspection was launched to provide quality services for SME compliance with OSH laws. An event on the prevention role of OSH inspectors was also organized. The ILO training module on the Investigation of Occupational Accidents and Diseases was translated into Chinese, published, distributed and used by SAWS in its training programme. Around 50 local safety inspectors and SCORE trainers were jointly trained on international best practices of OSH inspection in SMEs and SCORE methodology. The training has better enabled the inspectors and SCORE trainers to inspect and provide consultancy to SMEs. Around 40 SAWS officials and managers of local inspectorates were also trained on international good practices in preventative safety inspection and OSH prevention culture.
80. In **Indonesia**, labour inspectors improved knowledge and skills for investigating occupational accidents and diseases, especially in the construction sector. With this contribution, the project joins the ILO efforts on training for labour inspectors and company representatives in charge of OSH in various sectors such as small and medium enterprise, construction, home workers and domestic workers, and agriculture using the participatory action-oriented training method. The aim of the workshop was to share experiences among the participants on the implementation of WISCON in their areas and to introduce WISCON in some new provinces. The construction sector still registers the highest number of work accidents in Indonesia. Workplace cooperation between workers and employers in identifying hazards in construction sites and controlling risks was promoted.
81. In **Palestine** the project also contributed to strengthening inspection in the construction sector. With project support, the Ministry of Labour developed a specific strategic action plan, including an awareness-raising campaign for improving working conditions in the construction sector. Labour inspectorate staff (managers) and constituents were involved (all labour inspectors on the West Bank).
82. In **Paraguay**, the country that has received the largest proportion of project funds, practically all action was aimed at achieving this outcome by developing outputs 2 and 3 of its log frame:  
*Proposal for inspection procedures and tools (manual, checklists, protocols, guidelines...) developed.*  
*Training strategy for inspectors developed based on assessment of training needs.*
83. The project results in terms of enhancing the ability of the labour inspection staff to improve the individual knowledge and skills required to deliver workplace compliance are significant. The project has provided procedures and tools for inspection, including a simplified, updated inspection manual, checklists, protocols and verification lists. In February 2016, 30 new inspectors and their managers (director general, department chiefs and regional directors) attended an intensive four week training programme conducted by ILO specialists and external consultants based on an ILO training plan containing 18 modules that have been adapted to the national

context fundamentally through the work of Paraguayan consultants. The training programme was rated very positively by the attending inspectors who underscored the training content's contribution to consolidating their knowledge as professional inspectors. They gave positive ratings to the quality of materials, and very high ratings to the educational quality of most trainers, particularly the ILO Specialist in Safety and Health at Work at the Santiago Office. They also highlighted the participatory focus of the sessions as an outstanding aspect. This was all confirmed by the evaluator through direct observation during the evaluation mission.

84. An aspect that could, nonetheless, reduce the effectiveness of this project outcome is the weak involvement of social interlocutors in the project development. Despite efforts by the ILO Offices both in Asunción and in Santiago, and also by ACTRAV and ACTEMP, the social partners, particularly employers' organizations, stated during the evaluation mission that they did not feel involved in actions being promoted by the ILO to foster this new labour inspection role. They also consider that the Ministry of Labour is not consulting them on most of the decisions being taken in building the new labour institutionality underway in Paraguay and stated that the ILO is letting itself be swayed by this consultation dynamic. This situation needs to be viewed in the current context of the country where collaboration with the ILO has greatly increased and constituents (especially employers' organizations) are feeling somewhat *stifled* by ILO's intense activity at this time in the country.

**PROJECT OUTCOME 3: Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance.**

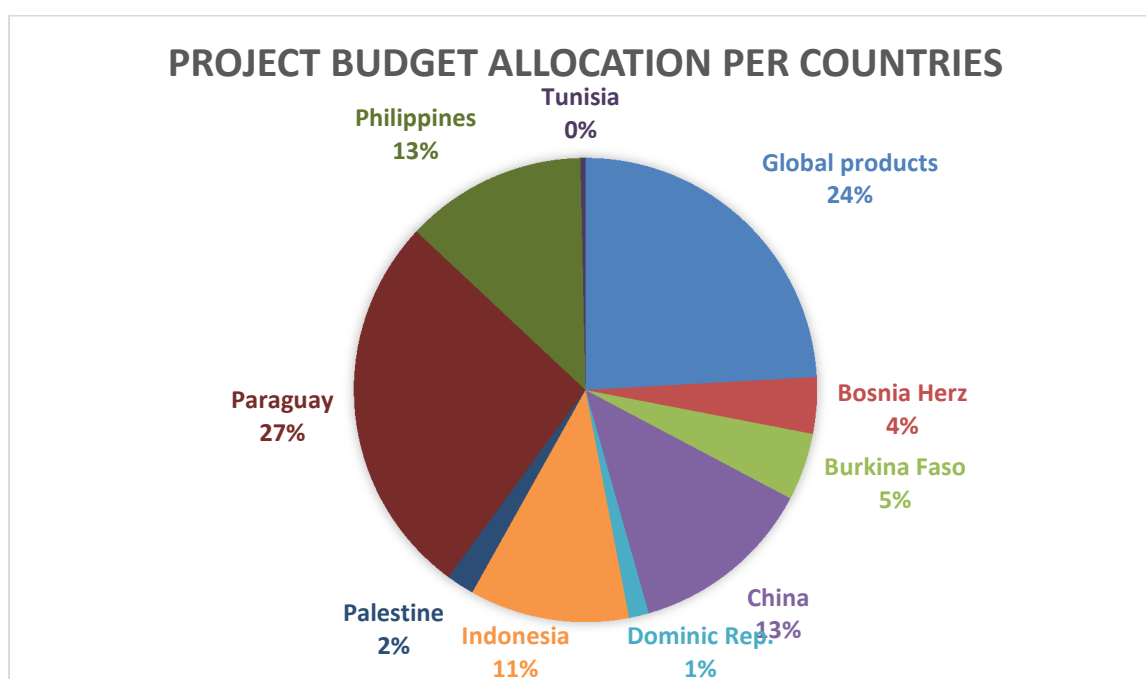
85. In **Bosnia Herzegovina** a contribution was made to achieving this project outcome by promoting collective thinking on workplace compliance among the various actors by mapping both the gaps in preventive and enforcement measures covering undeclared work and the related legal and institutional framework. Based on some recently available assessments, the project drafted a report on labour inspection and undeclared work. The report should contribute to the understanding of the factors that can contribute to strengthening labour inspectorate capabilities to prevent and suppress informal employment. It also emphasizes the role of labour inspections prevention of undeclared work, and provides specific statistics on the work of inspection services and other authorities in the fight against undeclared work. Policies, programmes and training of inspection bodies, cooperation with other institutions (courts, tax administrations, etc.), the role of the social partners, preventive measures and sanctions are also an integral part of this report.
86. **China** included an output in its log frame to contribute to project outcome 3: *Awareness of law compliance raised and initiatives of local trade union federations in workplace compliance reviewed and supported*. In fact, Jiangsu Trade Union Federation documented good practices on the partnership between trade unions and labour inspectorates to instil a preventative safety culture in the workplace. Roughly 50 trade union labour law supervisors were trained in the union's role in improving workplace compliance. At the workshop, local trade union initiatives and good practices were shared among representatives from different provinces. The Jiangsu Trade Union Federation promoted the continued strengthening of this partnership.
87. In the **Philippines** a contribution was also made towards achieving this outcome through an awareness raising programme developed for employers and workers on DOLE's labour law compliance approach. Through the project's interventions, roughly 250 tripartite representatives gained a better understanding of the requirements of the newly adopted LLCS. They were the representatives of the regional and local tripartite industrial peace councils (TIPCs), Industry

Tripartite Councils (ITCs), the DOLE Regional Directors and/or their representatives, the National Conciliation and Mediation Board (NCMB), Regional Directors and their technical staff, and Regional Tripartite Wages and Productivity Board (RTWPB) secretaries.

## EQ 6. Efficiency

### Allocation of resources

88. For the reasons given previously regarding the restructuring of LABADMIN/OSH, and its implications on the lack of allocation of human resources to the project, one year after the commencement of the project, the delivery rate remained very low, but it increased during the second year to achieve a final delivery rate of close to 88%<sup>12</sup>. The evaluation was unable to determine the exact allocation of resources by country since there were conflicting reports from different sources (Excel entitled “Expenditures Norway Budget”, the summary report of the project activities at the country level under the ILO/Norway project-Revised and the final project progress document). However the following chart shows Project final report information on budget allocations.



89. It should be noted that by coordinating with other internal ILO initiatives, the project was able to efficiently use resources stemming from both technical cooperation by other donors and the regular budget. This was duly set forth in the Interim and Final Project Progress Reports and could be verified during the interviews. Furthermore, the project was able to reallocate funds between countries needing them. The most notable example of this was Burkina Faso, where considerable resources were gathered from the RBS owing to the fact that this country was one of the ACI7 priority countries. Partnership flexibility with the donor contributed to this and enabled initially planned activities to be adapted to developments in the political context in each one of the countries

<sup>12</sup> According to the Project Final Report.



where the project was underway. On certain occasions, this led certain planned actions to be dispensed with and replaced by others, such as in Indonesia. Lastly, it is important to point out that the project was technically efficient, often using existing ILO products. This is the case, for example, with the adaptation of ILO inspection training modules in Paraguay, where a training plan for the country's corps of inspectors was developed by hiring local consultants to adapt original ILO modules. Maximum advantage was achieved by the project from global products based on cost-sharing.

### Time delivery

90. The project concentrated its activities in most countries in 2015. This delay did not involve any lessening of project effectiveness, although it did impact efficiency. In most countries, the project had to be reconsidered, the log frames revised, and new work plans approved. Nonetheless, once project actions were reinitiated, the project was able to progress quickly and efficiently in the delivery of outputs with the commitment of LABADMIN/OSH team in Geneva. Other factors fostered project efficiency such as, for example, Asian countries where the arrival of the Specialist in Labour Administration and Labour Inspection at the regional ILO Office in Bangkok strengthened the technical inspection cooperation granted to the constituents. Certainly the fact that the ILO Office in Santiago count on a Specialist in Safe and Health at Work has significantly contributed to the efficiency (as well as it effectiveness) of the project in Paraguay.

### Monitoring

91. The project did not have a monitoring system. This has made it difficult to monitor the project from headquarters, communicate information between the offices and countries participating in the project, draft the progress and final evaluation reports, and has lastly affected the evaluation. In line with what has already been stated in this report regarding the project log frame, it must be emphasized that the absence of an overall logical framework also hampers the connection between overall project action (global products) and country-specific action. The lack of an overall monitoring system does not enable data to be broken down by gender for the various project activities. Only isolated data is available in this regard, which does not enable reliable assessment for the purposes of this evaluation. With the exception of the activities undertaken by the Turin Centre, there appears to be no project action M&E system (i.e. questionnaires for participants in workshops, seminars, etc.). While some offices do this, it is not done systematically.

## EQ 7. Sustainability

92. The sustainability of the project's benefits varies from country to country and depends largely on the extent to which the national tripartite constituents have buy-ins of the project results. Of the three project outcomes, the greatest expectation of sustainability can be found in outcome 1, **institutional capacity development**, since in many cases results are anchored to national institutions. For example, in the Philippines, the new information system developed in DOLE with the support of the project – the Labour Law Compliance System - Management Information System (LLCS-MIS) – offers a high degree of sustainability in terms of political commitment vis-à-vis the Management Information System. Moving forward, the challenges become more technical and financial, as technical sustainability comes at a cost. For the time being, the ILO has helped secure US \$1 million for the project on labour inspection, funded by USDOL at the end of 2014, and will continue to provide technical assistance in the implementation of the LLCS. It will also continue to share its knowledge and experience with the international community.

93. In China, the results of the policy advice provided for the national training programme for labour inspectors appear to be sustainable, and the findings and recommendations of the survey report will contribute to the further development of the National Labour Inspection Training Programme over the next five years. As we have already seen, this study has also contributed to the development of the MOHRSS's 13th Five-Year Plan on Labour and Social Security.
94. In Paraguay, for example, the project has given rise to several substantial initiatives at the policy level, laying the foundation for a labour administration system through the new Ministry of Labour, Employment and Social Security. The project has encouraged the formation of organizational structures and policies and strategies for labour administration and inspection. In terms of institutional capacity development, the results in Paraguay are sustainable insofar as government authorities have made a political commitment to work towards consolidating the labour inspection system. Furthermore, the Ministry of Labour, Employment and Social Security and the ILO have agreed to continue several of the actions developed by the Norway-funded project PAR/14/51/PAR, entitled "Modernization of the Labour Administration and strengthening labour inspection", which has an endowment of US \$350,000.
95. Nevertheless, it seems that some specific elements of the project's contributions cannot be sustained over time in the absence of a clear appropriation of the same by national authorities. The inspection procedure initially approved by the Ministry of Labour by Resolution number 662/15, for example, was revoked after just a few months by MTESS Resolution 47/16. Apparently, several of the items included in the first set of regulations, approved by the Ministry in accordance with the project guidelines, did not fully convince the labour authority and were subsequently altered. Changes made so soon after the regulations were passed led to uncertainty and wariness among some actors, and certainly among ILO staff. The technical assistance that the project provides may be somewhat rigid, given that it is guided by ILO instructions on the subject matter, rather than on the challenges that this new labour inspection faces in the country, given its context. The evaluation found that the needs of the different stakeholders involved, and particularly the tripartite constituents, are not sufficiently taken in consideration. Technical assistance is not flexible enough to prioritize the actions and lines of intervention which are more feasible for gaining ownership through national constituents. A higher sensitivity towards the national context and the capacities of stakeholders to accept the advances required by Convention 81 on the side of the ILO could lead to stronger ownership, effectiveness and sustainability of the actions promoted by the project.
96. In other cases, it is not clear whether results would be sustainable without the continued involvement of the ILO. In Bosnia Herzegovina, for example, the office's continued support is necessary for the monitoring of guides developed, which for the time being remain unendorsed and unimplemented.
97. The results associated with outcome 2, lead to some doubt with regard to their own sustainability, which will depend in part on the administrations' ability to continue their inspector-training efforts. In Paraguay, the project has helped ensure sustainable training results through the Training Plan for Labour Inspection (based on the global training modules developed by LABADMIN/OSH and ITC Turin under the GLO 05/90/NOR project), which has a paper format to allow materials to be updated as changes are made to corresponding legislation. The *training of trainers* approach aims to ensure that the efforts involved in training inspectors are sustainable as well.
98. Continued efforts are necessary to sustain the improvement of social partners' knowledge and skills and to ensure workplace compliance (social partners are expected to gain strength as a result of project outcome 2). In this case, future sustainability appears to be much weaker, given that the labour administrations have sometimes shown little discernible commitment to involving social

partners. The project has not suggested a firm strategy of national ownership that fully involves constituents. By and large, social partners have seemed uninvolved in the various project stages in all countries (design, implementation, etc.). In Paraguay's case, for example, where the project coincides with considerable efforts by the ILO to support labour institutions, employers' and workers' organizations are unaware of the important training efforts the ILO is currently carrying out for the 30 new labour inspectors.

99. As we saw above, outcome 3 ("cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance") worked mainly in three countries: Bosnia Herzegovina, China and the Philippines, where awareness-raising actions have been relatively sustainable insofar as they have contributed to a change in stakeholders' attitudes towards the need to improve collaboration on workplace compliance.

## EQ 8. Potential Impact

100. The project has worked towards its general objective through achievements in its respective outcomes. As it was explained above, the general objective of the project can be considered both: strengthening workplace compliance through labour inspection and "labour administration apply up to date labour legislation and provide effective services (ILO policy outcome 11).
101. On a global level, the greatest potential impact lies in improving the focus on gender in national labour inspections through the use of Module 13 of ILO-ICT-TURIN's training plan, which addresses this issue directly. As for the Academy, perhaps its greatest impact moving forward can be seen in participants contributing, through their various responsibilities, to the improvement of inspection systems in several countries through the training received and in the creation of relationships and alliances between different participants around the world.
102. On a national level, the project's potential impact can be seen, in aggregate form, in the contributions of the three project outcomes to the general objective, in the following order of importance:
  1. The national capacities of labour inspectorates have been strengthened in order to improve institutional effectiveness as a necessary precondition towards achieving workplace compliance.
  2. The national capacities of inspection staff and social partners have been developed in order to improve the individual knowledge and skills required to ensure workplace compliance.
  3. National cooperation among the various actors in the area of workplace compliance has been improved to strengthen collective action as a complementary means to achieve workplace compliance.
103. The countries in which one would expect the project to have the greatest impact after two years are Paraguay and the Philippines. For decades, Paraguay was known for having exceptionally weak labour institutions: the Labour Division of the Ministry of Justice and Labour was an outdated structure that was responsible not only for issues related to labour and employment, but also for prison management; labour condition oversight was handled by a scant few labour inspectors, who were located only in Asunción and had no vehicles or recourse to travel reimbursement, no clear inspection procedures, little training and poor salaries, and were often suspected of unethical behaviour. These inspectors were typically recruited by one government on

the basis of political affiliation and removed by the next for the same reason. The project has made a significant contribution to the labour inspection strengthening by assisting in the design and launch of the General Directorate for Labour Inspection and hiring and training new inspectors; it has strengthened national capacity for policymaking and policy implementation in the field of labour, improved compliance with labour legislation and, subsequently, rendered the new labour administration more responsive to the promotion of social justice and decent work, empowering it to address current challenges.

104. In the Philippines, a directive by President Benigno S. Aquino III to ensure compliance with labour regulations led to the creation of the LLCS-MIS, a major reform by DOLE that is supported by the project. The LLCS is an integrated framework that encompasses developmental and regulatory approaches to ensuring compliance with labour laws and social legislation. This reform accounted for the 2009 recommendations by the ILO Technical Audit on the Philippines' Labour Inspection System.
105. In China, where the project has continued the prior efforts of two two-year periods, financed by the same donor, the expected impact is based on the nation ratifying Convention 81. After a period during which there were no noticeable advances towards said ratification, labour authorities requested that the project develop a fourth output (not originally envisaged) to strengthen constituents' capacity in preparation for the ratification of C.81. All of this is related to the authorities' interest in developing more harmonious labour relationships. Within this framework, the role that labour inspection plays is recognized as essential to cultivating and promoting a harmonious labour market.

## 5 CONCLUSIONS

1. The project is highly relevant. It helps strengthen the labour inspection system and advances the ILO agenda in relation to Outcome 11. In most cases, the selection of countries was the result of governments' requests for ILO assistance, field specialists' expertise on constituent needs and, most of all, alignment with DWCP priorities. However in some cases project activities were not sufficiently tailored to the countries' conditions, or/and social partners participation was not sufficient in order for them to feel involved and committed to the project. Therefore employer and union involvement and ownership of the project remains weak in some countries.

2. The design of the project includes a problem analysis, which highlights that even when ILO member states have adequate labour laws in place, they may nonetheless lack the capacity to ensure compliance with these laws. The three project outcomes proposed for addressing this inability are highly relevant: institutional capacity development, human capacity development and cooperation between different actors. The project's general objective seems to coincide with ILO Outcome 11; it could also coincide with ACI7, but in any case, there is no clear general objective for the action as such. Nor is there a single logical framework that is consistent throughout the project; rather, each country has its logical framework. The national log frames do not reflect the global results chain. This means that in each country, the project loses its connection with the other distinct elements of the results chain.

3. The Project has placed greater weight on the outcome linked to the institutional capacity of labour inspection (outcome 1), followed by the outcome linked to the development of individual skills among the inspection staff and social partners (outcome 2). The third most important element of project strategy (measured in number of countries in which work has been done) lies in cooperation between the various actors in the workplace compliance area, to the end of strengthening collective action as a complementary means of achieving workplace compliance. As for outcome 2, the project has placed much greater strategic weight (measured in terms of outputs and activities) on a greater proportion of the inspection staff, to the detriment of the social partners.

4. The Project launch coincided with the internal restructuring of the ILO and the creation of the new department LABADMIN/OSH, which meant that human resources were not allocated to the project for almost its entire first year of implementation. In some countries, project activities were carried out almost entirely in the last six months. The project has successfully made efficient use of the resources through coordination with other initiatives within the ILO, including resources from other donors' technical cooperation and from the regular budget. The project was efficient in its technical aspects, often using existing ILO products. With cost-sharing, the most was made of global products. The project has not had a monitoring system. This has problematized project tracking from headquarters, the eventual communication of information between the offices and countries that form part of the project and the availability of data that is disaggregated by gender.

5. In terms of effectiveness, significantly, the project has notably achieved outcome 1 in Paraguay, where it has contributed to the launch of a new directorate of labour inspection and to a whole new team of inspectors, and in the Philippines, where it has strengthened the labour inspection system and promoted transparency through the Labour Law Compliance System - Management information System (LLCS-MIS). It seems to be a correlation between level of effectiveness and the fact that an ILO Specialist on the topic is based in the ILO country office (or corresponding regional office). Outcome 2 associated with the capacity of inspection staff and social partners seems to reflect a less equal effectiveness, given that the project has placed much greater strategic weight, in terms of outputs and activities, on the development of inspectors' capacity, to the detriment of the social partners.

6. In terms of strengthening workplace compliance, the Academy has helped achieve outcome 2 by improving the capacities of inspectors and social partners who attend the same. Participants' evaluation on this two-week training experience was, for the most part, extraordinarily positive. Areas of improvement moving forward included requests for more opportunities to learn about experiences in other countries and to talk to other participants. The exchange of experiences and the South-South activities have been scant in the project, with the exception of several constituents' participation in the ASEAN Labour Inspection Conference. The fact that the countries covered by

the project are from many different regions has made it difficult to encourage South-South cooperative activities.

7. The sustainability of the project's benefits varies from country to country and depends largely on the extent to which the national tripartite constituents have buy-ins of the project results. Of the three project outcomes, the greatest expectation of sustainability can be found in outcome 1, institutional capacity development, since in many cases results are anchored to national institutions and can be sustained by national partners at the end of the project.

8. The countries in which one would expect the project to have the greatest impact after two years are Paraguay and the Philippines, thanks to the high allocation of resources by the project and to both countries' contributions to strengthening inspection systems. China, which received the third highest allocation in the project shows a potential significant impact thanks also to its dedication to ratifying Convention 81. A correlation emerges between three factors: level of expenditure, stakeholders' commitment, and potential impact. Actually a weak potential impact can be expected from the project on the countries were a low budget was allocated.

Therefore it would be advisable analysing to what extent it is worthwhile to include many countries in a project outcome based when low resources can be allocated to each of them. An alternative could be to concentrate inputs and outputs on two or three countries (depending on the overall budget and specific conditions of the countries) where outcomes are most reliably achievable. Reliability for achieving outcomes is strictly connected to stakeholders' commitment. Inclusion on global activities and outputs delivered by the project could be an effective option for the remaining countries. On a global level, the greatest potential impact can probably be seen in improving the focus on gender in national labour inspections through the use of the distance learning Module 13 of ILO-ICT-TURIN's training plan, which addresses this issue directly. It is also worth mentioning the potential impact of the Academy's contribution to the improvement of inspection systems in several countries through the creation of relationships and alliances between different participants around the world.

## 6 RECOMMENDATIONS

1. Interventions involving different countries within a project funded by an OBPF modality would benefit from the establishment of a single logical framework and monitoring system to guide their common actions. Such a single logical framework should include specific development goals (not necessarily equivalent to the corresponding ILO policy outcome and/or ACI) and project outcomes. Strengthening relevant staff's capacities in RBM and M&E issues for this purpose (or recruiting staff with those skills) is advisable.

Responsible Units	Priority	Time Implication	Resource Implication
PARDEV, Technical Units	High	Medium Term	Low

2. The ability to learn from countries in similar stages of socio-economic development was much appreciated by participants in the Academy. Therefore, it is advisable that the Turin Centre and LABADMIN/OSH explore more peer activities in the Academy. It would also be advisable to analyse the possibilities of expanding the sort of issues that are asked about with closed question on satisfaction questionnaires. This will enable evaluation of training based on other criteria, such as the degree of satisfaction and learning that is achieved through peer activities.

Responsible Units	Priority	Time Implication	Resource Implication
LABADMIN/OSH ICT Turin	High	Medium Term	Medium

3. In Paraguay, the project should try to be more effective in project outcome 2: To this end, it is advisable to agree upon a roadmap on the country office level in such a way that the socio-political conditions on which the ILO's action is developed in this field—and not just the technical/legal requirements—are taken under consideration to guarantee the adoption and sustainability of project results. One specific recommendation is to improve the communication about ILO activities in the country to constituents, and involve employers and unions in project actions. This greater involvement will lead to the constituents' increased confidence in a field so sensitive at times of labour inspection in Paraguay. Actually a similar recommendation could most probably be addressed to all countries, although the evaluation only could find evidence for this in the country visited.

Responsible Units	Priority	Time Implication	Resource Implication
ILO Office Directorate in Santiago, ILO Coordinator in Paraguay, ACTRAV and ACTEMP field specialists	High	Long-Term	Low

4. Encouraging LABADMIN-OSH involvement of social partners in their labour inspection strategies is highly advisable on both a global and a national level, in accordance with the recommendations of Convention 81, the Resolution and Conclusions on labour administration and labour inspection adopted by the General Conference of the International Labour Organization at its 100th Session, 2011, as well as the Independent Evaluation of the ILO Strategy and Actions for

Strengthening Labour Inspection Systems, 2010-2015. This tripartite focus is necessary specifically to identify the needs and the capacities in every country. This can contribute to an increase in the adoption and adaptation of each country's needs and capacities in the ILO technical cooperation workplace compliance through labour inspection.

Responsible Units	Priority	Time Implication	Resource Implication
LABADMIN-OSH	Medium	Long-Term	Medium

5. South-South cooperation can highly contribute to the ILO global strategy on issues related to labour inspection. Some of the experiences developed by the Project – as well as many others in LABADMIN-OSH – are liable to be considered good practices for other countries in ASEAN. Countries can learn from each other also from bad/wrong practices. Therefore, it is advisable to gather more information and examples and to use them for future reporting in the ASEAN-framework, and in other international meetings/conferences, etc. This sort of cooperation is especially interesting right now in countries such as China, which are beginning to receive less direct-cooperation funding because they are recognized as medium income countries. Joint work with peers, coordinated by the ILO, could bring qualitative improvement in terms of constituent learning opportunities. Peer learning could be especially useful for the ILO to move forward on challenging issues such as strengthening workplace compliance and giving more space to the social partners themselves to have conversations with peers on their own experiences, expectations, and pathways to improving their role in workplace compliance. The ILO is in an extremely advantaged position to implement this approach.

Responsible Units	Priority	Time Implication	Resource Implication
LABADMIN-OSH	High	Long-Term	Low

## 7 LESSONS LEARNED AND EMERGING GOOD PRACTICES

The evaluation has identified four lessons learned described below and one emerging good practice, related to the adaptation of the ICT Training in Labour Inspection Global Tool to the specific context of Paraguay.

### **Lesson learned 1 on adequate project strategy to face the problem analysis.**

The design of the project includes a sound strategy to face problem analysis. The three project outcomes proposed for addressing it are highly relevant: institutional capacity development, human capacity development and cooperation between different actors. However, at the country level, national log frames do not reflect the global results chain. This means that in each country, the project loses its connection with the other distinct elements of the results chain, diminishing the effect of the project's theory of change. Theory of change reflected in the log frame should be kept at country level.



### **Lesson learned 2 on promoting peer-to-peer activities and presentation of constituents' experiences in the Academy.**

The ability to learn from countries in similar stages of socio-economic development was also much appreciated by participants in the Academy. Therefore, it is advisable that the Turin Centre and LABADMIN/OSH explore more peer activities in the Academy. It would also be advisable to analyse the possibilities of expanding the sort of issues that are asked about with closed question on satisfaction questionnaires. This will enable evaluation of training based on other criteria, such as the degree of satisfaction and learning that is achieved through peer activities.

### **Lesson learned 3 on promoting South - South Cooperation on Labour Inspection/OSH interventions.**

The exchange of experiences in labour inspection has been feasible in the project in the frame of the ASEAN Labour Inspection Conference where several constituents did participate. The fact that three countries belonged to the same region, allowed the inclusion of this South-South cooperation activity in the project. Promoting this type of exchanges strengthens national capacities, therefore this type of technical cooperation projects should be encouraged. This sort of cooperation is especially interesting right now in countries such as China, which are beginning to receive less direct cooperation funding because they are recognized as medium income countries. Joint work with peers, coordinated by the ILO, could bring qualitative improvement in terms of constituent learning opportunities.

### **Lesson learned 4 on the importance of needs assessments for technical cooperation on Labour Inspection/OSH interventions.**

Cooperation with employers, workers and their organizations is vital for identifying compliance trends in the world of work and the concerns of the ultimate beneficiaries of labour inspection action. Identifying their needs and capacities (as well as those from labour administrations) is crucial to design an effective intervention. Therefore needs assessments have to be conducted in advance to approve a working plan in order to ensure ownership and therefore effectiveness and sustainability. In this regard, "Needs assessment" has to be understood also as "Capacities assessment". It should not necessarily imply a complex process, but sufficient enough to tailor the intervention in such a way to assure buy-in from the constituents.

### **Emerging Good Practice:**

The project has provided in Paraguay an adequate adaptation of one of the global tools, the training plan "Modern and Effective Labour Inspection Systems". The 18 modules have been adapted to the Paraguayan context with the participation of local consultants and experts. The material has been produced in a format that will allow future adaptations where legislative changes or other reasons may require it. The training plan was very positively assessed by the new team of Paraguayan labour inspectors who have recently started their duties in the country.

**ILO Lesson Learned Template****Project Title: Strengthening workplace compliance through labour inspection****Project TC/SYMBOL: GLO/14/65/NOR****Name of Evaluator: Ana María García Femenía****Date: 16th March 2016****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.**

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Lesson learned 1 on adequate project strategy to face the problem analysis.</b></p> <p>The design of the project includes a sound strategy to face problem analysis. The three outcomes proposed for addressing it are highly relevant: institutional capacity development, human capacity development and cooperation between different actors. However, at the country level, national log frames do not reflect the global results chain. This means that in each country, the project loses its connection with the other distinct elements of the results chain, diminishing the effect of the project's theory of change. Theory of change reflected in the log frame should be kept at country level.</p>
<b>Context and any related preconditions</b>	HQ and Field offices are more harmonized and a central monitoring system is established for the project.
<b>Targeted users / Beneficiaries</b>	HQ offices, project staff, ILO specialists.
<b>Challenges /negative lessons - Causal factors</b>	It can be challenging to overcome a tendency to give priority to the activities and outputs delivered.
<b>Success / Positive Issues - Causal factors</b>	Paying more attention to the project outcome level of an ILO Outcome-Based Funded project can provide stronger effectiveness to the theory of change underlying the intervention.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	PARDEV, EVAL, Field offices, projects' staff, Technical Units Project's design and implementation.

### ILO Lesson Learned Template

**Project Title: Strengthening workplace compliance through labour inspection**

**Project TC/SYMBOL: GLO/14/65/NOR**

**Name of Evaluator: Ana María García Femenía**

**Date: 16th March 2016**

**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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Lesson learned 2 on promoting peer-to-peer activities and presentation of constituents' experiences in the Academy.</b></p> <p>The ability to learn from countries in similar stages of socio-economic development was also much appreciated by participants in the Academy. Therefore, it is advisable that the Turin Centre and LABADMIN/OSH explore more peer activities in the Academy. It would also be advisable to analyse the possibilities of expanding the sort of issues that are asked about with closed question on satisfaction questionnaires. This will enable evaluation of training based on other criteria, such as the degree of satisfaction and learning that is achieved through peer activities.</p>
<b>Context and any related preconditions</b>	Constituents are willing to share their experiences with their peers and ILO staff is sensitive to the advantages of this participatory approach.
<b>Targeted users / Beneficiaries</b>	HQ offices, project' staff, Turin Center, constituents.
<b>Challenges /negative lessons - Causal factors</b>	It can be challenging to overcome a tendency to give priority to the technical knowledge of ILO experts in this sort of events.
<b>Success / Positive Issues - Causal factors</b>	Peer learning could be especially useful for the ILO to move forward on challenging issues such as strengthening workplace compliance and giving more space to the social partners themselves so that they can have conversations with peers on their own experiences, expectations, and pathways to improving their role in workplace compliance. The ILO is in an extremely advantaged position to implement this approach.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Field offices, project staff, Technical Units Project design and implementation.

### ILO Lesson Learned Template

**Project Title: Strengthening workplace compliance through labour inspection**

**Project TC/SYMBOL: GLO/14/65/NOR**

**Name of Evaluator: Ana María García Femenía**

**Date: 16th March 2016**

**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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Lesson learned 3 on promoting South - South Cooperation on Labour Inspection/OSH interventions.</b></p> <p>The exchange of experiences in labour inspection has been feasible in the project in the frame of the ASEAN Labour Inspection Conference where several constituents did participate. The fact that three countries belonged to the same region, allowed the inclusion of this South-South cooperation activity in the project. Promoting this type of exchanges strengthens national capacities, therefore this type of technical cooperation projects should be encouraged.</p>
<b>Context and any related preconditions</b>	<p>Preferably countries from same regions are included in the projects from the start. In an alternative and/or even complementary way, horizontal cooperation can be promoted among countries with tradition in South-South cooperation.</p>
<b>Targeted users / Beneficiaries</b>	<p>Donors, PARDEV, HQ offices, project staff, ILO specialists, constituents</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>It can be challenging to mix the above criteria with the right momentum to work on the topic in the target countries.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>This sort of cooperation is especially interesting right now in countries such as China, which are beginning to receive less direct cooperation funding because they are recognized as medium income countries. Joint work with peers, coordinated by the ILO, could bring qualitative improvement in terms of constituent learning opportunities. The ILO is in an extremely advantaged position to implement this approach.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>PARDEV, EVAL, Field offices, projects staff, Technical Units Project's design and implementation.</p>

### ILO Lesson Learned Template

**Project Title: Strengthening workplace compliance through labour inspection**

**Project TC/SYMBOL: GLO/14/65/NOR**

**Name of Evaluator: Ana María García Femenía**

**Date: 16th March 2016**

**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
<b>Brief description of lesson learned (link to specific action or task)</b>	<p><b>Lesson learned 4 on the importance of needs assessments for technical cooperation on Labour Inspection/OSH interventions.</b></p> <p>Cooperation with employers, workers and their organizations is vital for identifying compliance trends in the world of work and the concerns of the ultimate beneficiaries of labour inspection action. Identifying their needs and capacities (as well as those from labour administrations) is crucial to design an effective intervention. Therefore needs assessments have to be conducted in advance to approve a working plan in order to assure ownership and therefore effectiveness and sustainability.</p>
<b>Context and any related preconditions</b>	<p>“Needs assessment” has to be understood also as “Capacities assessment”.</p> <p>It does not need to be a complex process, but sufficient enough to tailor the intervention in such a way to assure buy-in from the constituents.</p>
<b>Targeted users / Beneficiaries</b>	<p>Donors, PARDEV, HQ offices, project staff, ILO specialists, constituents</p>
<b>Challenges /negative lessons - Causal factors</b>	<p>It is challenging for ILO technical expertise to differentiate between what a country or the constituents may need and what they can really adopt in their context and under their circumstances.</p>
<b>Success / Positive Issues - Causal factors</b>	<p>Assessing the capacities (not only the needs) may allow better tailored interventions.</p>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>PARDEV, EVAL, Field offices, projects staff, Technical Units</p> <p>Project’s design and implementation.</p>

### ILO Emerging Good Practice Template

**Project Title: Strengthening workplace compliance through labour inspection**

**Project TC/SYMBOL: GLO/14/65/NOR**

**Name of Evaluator: Ana María García Femenía**

**Date: 20<sup>th</sup> May 2016**

**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
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The project has provided in Paraguay an adequate adaptation of one of the global tools, the training plan “Modern and Effective Labour Inspection Systems”. The 18 modules have been adapted to the Paraguayan context with the participation of local consultants and experts. The material has been produced in a format that will allow future adaptations where legislative changes or other reasons may require it. The training plan was very positively assessed by the new team of Paraguayan labour inspectors who have recently started their duties in the country.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	It is important to bear in mind that the total adaptation of the 18 modules was possible because in Paraguay there was a very clear lack of training in labour inspection. The Ministry of Labour gave the ILO full license to design a training plan based on its own directives.
<b>Establish a clear cause-effect relationship</b>	It is notable that proper <b>adaptation</b> of the modules by local consultants, who are familiar with the national context, is what makes the training product effective when it is applied within the country.
<b>Indicate measurable impact and targeted beneficiaries</b>	The impact could be measured in terms of the labour inspector’s progress in the country in the coming months. The beneficiaries are the labour inspectors, the local authorities, businesses and Paraguayan workers.
<b>Potential for replication and by whom</b>	The module adaptation process can be developed by any ILO office that works in a country interested in said training modules for its labour inspection.

<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>This could be connected to all those DWCPs that count strengthening labour inspection among their priorities.</p> <p>Outcome 11: Labour administrations apply up-to-date labour legislation and provide effective services.</p>
<p><b>Other documents or relevant comments</b></p>	

**ILO EVALUATION****Outcome Based Funding****Norway****Independent Final Evaluation of Outcome 11****Terms of Reference****Independent Evaluation of the****ILO/Norway Project****on Strengthening Workplace Compliance through Labour Inspection  
(GLO/14/65/NOR)**

ILO Projects' Title	Strengthening Workplace Compliance through Labour Inspection “
ILO Project Code	GLO/14/65/NOR
Countries	Bosnia and Herzegovina, Burkina Faso, China, Dominican Republic, Indonesia, Palestine, Paraguay, Philippines, Tunisia
Duration	22 months
Starting Date	1 April 2014
Ending Date	29 February 2016
Project Language	English (Spanish)
Executing Agency	ILO-LABADMIN/OSH
Donor contribution	976,682,72
Evaluation date	January-February 2016



## **INTRODUCTION AND RATIONALE OF EVALUATION**

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

The evaluation is outcome based and will therefore mainly focus on results achieved under Outcome 11 of P&B 14-15 (Labour administrations apply up-to-date labour legislation and provide effective services). Meantime, it will also look at Areas of Critical Importance (ACIs), specifically ACI 7 – strengthening workplace compliance through labour inspection in terms of the projects contribution and interaction with other relevant ACIs.

This would complement the conclusions of the Independent Evaluation of the ILO's Strategy and Actions for Strengthening Labour Inspection Systems (2010-14), hereafter referred to as the Independent Evaluation 2010-14

### **II. Evaluation background**

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures.

Evaluations have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project.

The evaluation will highlight the value of the funding and how it furthered the ILO agenda and promoted internal learning and accountability. An additional aim is to provide learning on the value of outcome based programming and funding as modality, including feed the learning from the evaluation into a longer-term goal of establishing monitoring and evaluation procedures under Outcome-Based Funding.

### **1. III. PROJECT BACKGROUND AND DESCRIPTION**

Regulating decent working conditions is only partly accomplished through the ratification of international labour standards and the adoption of national labour laws in line with these standards. Ultimately, these standards and laws need to be translated into practice at the enterprise level for the benefit and protection of workers and as a contribution to sustainable and productive workplaces.

Governments, employers and workers all have their part to play, but national systems of labour inspection have a legal mandate to ensure labour law compliance, whether through enforcement measures, technical advisory services or by identifying inadequacies in the law. Many labour inspectorates, however, lack the necessary strategic planning, training, tools, and resources (human and financial) to effectively carry out this function.

The ILO – based on its Conventions, comparative knowledge and tools developed over the years on labour inspection – has a comparative advantage in providing technical assistance to governments on labour inspection. This project was designed to help governments overcome specific challenges faced by their labour inspectorates in collaboration with related agencies and the social partners. It also aimed to improve and expand the tools available at the global level on labour inspection to improve the ILO's comparative knowledge and to address the most common requests by countries for technical assistance in this field.

The Project follows the ILO strategy on outcome 11 of the P & B 2014-15 to strengthen the capacity of labour administrations and labour inspectorates in member States. The project was structured around three key outcomes in the areas of i) institutional capacity development; ii) human capacity development; and iii) partnership and cooperation. These are:

1. The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition towards achieving workplace compliance;
2. The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance;
3. Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance.

This approach responds to the direct requests by ILO Member States through DWCPs. It reflects the Resolution and conclusions of the general discussion on labour administration and inspection at the 100<sup>th</sup> ILC and the priorities of the resulting Action Plan approved by the Governing Body in November 2011.

This project was part of the outcome based funding from Norway, and covers the following 9 countries under Outcome 11 of the P&B 2014-15. The justification for these countries emerged from government requests for ILO assistance, alignment with DWCP priorities and an understanding by field specialists of the needs of constituents.

Bosnia and Herzegovina (BIH 153) (DWCP Outcome 3.3)  
 Burkina Faso (BFA 904) (DWCP Outcome 8)  
 China (CHN 154) (DWCP Priority 2)  
 Dominican Republic (DOM 102) (Currently no active DWCP)  
 Indonesia (IDN 151) (DWCP Outcome B.1)  
 Palestine (PSE 129) (Draft DWCP Outcome 1.1)  
 Paraguay (PRY 101) (Currently no active DWCP)  
 Philippines (CPO TBD) (Currently no DWCP)  
 Tunisia (TUN 901) (DWCP Result E.3)

The project activities were organised at both national and international levels to produce mutually supportive outcomes and products. The project facilitated and strengthened networking of policy-makers, experts and labour inspectors at national and international level to share good practices, knowledge and experiences. Therefore the project paid 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.

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.

This project started on 1 April 2014 and will officially end on 29 February 2016.

## **2. IV. PURPOSE**

The main purposes of the final evaluation are:

- A. Determine project effectiveness: level of achievement of Project outcomes and understanding how and why have/have not been achieved.
- B. Identify relevant positive and negative unexpected changes.
- C. Assess the project implementation efficiency.
- D. Establish the relevance of the project outcomes and the level of sustainability attained.
- E. Provide recommendations, building on the achievements of the Project toward the sustainability of the project outcomes and initial impacts and their replication and scaling-up.
- F. Identify lessons and emerging potential good practices valid for the various key stakeholders.

The main users of the evaluation will be national officials of labour administration, labour inspectors, social partners in the countries under review, project management, main national partners, ILO field office directors, field and HQ technical specialists, and the donor. ILO Evaluation Office and responsible evaluation focal points will also be users.

The evaluation analytical scope should include identifying levels of achievement of outcomes and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the project experience.

## **V. SCOPE AND EVALUATION CRITERIA**

The evaluation will focus on the project achievements and its contribution to the overall national efforts to strengthen workplace compliance through labour inspection. It should include all the activities that have been implemented since the start of the projects to the moment of the field visits.

The evaluation should also look at issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and scale up of intervention models.

The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards, abided by the Code of Conduct for Evaluation on the UN System, are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects. All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the project should be considered throughout the evaluation process. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

The evaluation will examine the following key evaluation criteria and will be centred around the following questions:

### 3. Relevance of the project and strategic fit:

- *What was the contribution of the project to the achievement of the objectives of Outcome 11 of the P&B 2014/15?*
- *Will the project contribute to a better application of International Labour Standards, in particular in the field of labour inspection (ILO Conventions No. 81 and 129)?*
- *Did the project support the perspective of ratification of ILO Conventions on labour inspection?*
- *Have the projects been appropriately responsive to the needs of the national constituents?*

#### 4. Design

- *Assess whether the project design was logical and coherent : at internal level and external level (degree to which the project fits into existing mainstreaming activities that would impact on labour inspection)*
- *Have the time frame for project implementation and the sequencing of project activities logical and realistic?*
- *Assess if it took into account the institutional arrangements, roles, capacity and commitment of stakeholders.*
- *To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?*
- *Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking national development priorities, gender issues and decent work deficit into concern.*
- *Has the strategy for sustainability of project results been defined clearly at the design stage of the project?*

#### 5. Validity of the project (incl. strategic approach, outcomes and assumptions)

- *Were the project strategies, outcomes and assumptions appropriate for achieving planned results?*
- *Were the activities appropriately adapted to the needs of the country?*
- *Did the government, in particular labour inspectorates, / employers / unions understand the project's outcomes and approach? How have they supported these outcomes over the life of the project?*
- *To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?*

#### 6. Implementation status, project progress and effectiveness:

- *To what extent have planned project outputs been achieved, in relation to the original project document and to subsequent work/action plans?*
- *Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?*
- *Has the project received adequate administrative, technical and- if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?*

#### 4. Efficiency of resource use

- *Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?*
- *Have project funds and activities been delivered in a timely manner?*
- *Have resources been used efficiently (activities-outputs)*
- *Has the project made strategic use of coordination and collaboration with other ILO projects? Was there cross sectoral collaboration with other ILO units/ sectors in order to achieve project results?*

#### 5. Sustainability

- *How effectively has the project built national ownership?*
- *What project results (i.e. outcomes) appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?*
- *Has the project successfully built or strengthened an enabling environment (laws, policies, people's attitude) towards sustainable results*

- *Has the strategy for sustainability of project results been defined clearly at the design stage of the project?*
- *What long-term changes can be identified as result of the project implementation?*

#### 6. Potential impact

- *Assess the major high level changes that the project has contributed towards the project development objectives at global and country levels*
- *Has the project generated unintended impacts (and outcomes)?*

### 7. VI. METHODOLOGY

The evaluator will conduct a desk review first to be followed by interviews and a field visit to two project countries. He/she can make use of the sources of information exhibited below for desk review and interview, namely the review of selected documents (1.1), the consultation of the webpage of the former LAB/ADMIN (1.2) and the conduct of interviews (1.3). Given the limitation of evaluation budget, the evaluation will conduct a field visit to two selected project countries.

#### 1. Sources of information

##### 1.1 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) Report of the Independent Evaluation 2010-14;
- 3) Project Mid-Term Report 2014,
- 4) Project outputs reports
- 5) Mission, meeting, workshop and training reports
- 6) Project budgets – planned and actual- expenditures

##### 1.2 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](http://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.

##### 1.3 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 in relation to 9 participating countries;
- 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.

#### 2. Field visit

The evaluator will visit one or two project countries (based on time and resources constrains) after the desk review and individual interviews. The selection of two countries in should consider the following factors:

- More and less successful project results from perception of the project team
- Level of expenditure of the project funds;
- Representation of more than one geographic region
- Balance of countries in different levels of development of labour administration and labour inspection systems;

It is suggested to select Paraguay as one of the countries with Indonesia or Philippines as possible second country. Only one country might be visited. The final decision will be taken by the evaluator, in collaboration with the Evaluation Manager and LABADMIN/OSH.

During the field visits, the evaluator can conduct face-to-face individual or group interviews with key national counterparts, social partners, national experts, beneficiaries and other stakeholders following the evaluation criteria and questions.

### 3. The evaluator responsibilities and profile

Responsibilities	Profile
<ul style="list-style-type: none"> <li>• Desk review of project documents</li> <li>• Development of the evaluation instrument</li> <li>• Briefing with ILO</li> <li>• Telephone interviews with ILO-LABADMIN-OSH HQ and ILO sub-regional officers and the donor</li> <li>• Undertake field visits in two countries to be defined</li> <li>• Facilitate debriefing workshop in Geneva</li> <li>• Draft evaluation report</li> <li>• Finalize evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Not have been involved in the project.</li> <li>• Relevant background in social and/or economic development.</li> <li>• Experience in the design, management and evaluation of complex development projects, in particular with policy level work, institutional building and local development projects.</li> <li>• Experience in evaluations in the UN system or other international context as team leader</li> <li>• Experience in the area of labour inspection/workplace compliance.</li> <li>• Experience in the UN system or similar international development experience including preferably international and national development frameworks and UNDAF.</li> <li>• Fluency in English and Spanish</li> <li>• Experience facilitating workshops for evaluation findings.</li> </ul>

## 8. VII. OUTPUTS AND 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 has to be approved by the evaluation manager before moving to the field work.

2. A debriefing workshop at the end of the field work in Geneva

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

4. 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 30 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 and limitations

8. Presentation of findings addressing the evaluation questions
9. Conclusions, and Recommendations
10. Lessons and Emerging Good Practices

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:

- TORs
- Inception report
- Detailed list of reference documents
- List of interviews
- Schedule
- Any other relevant documents

5. Summary of the evaluation report: Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in **Annex 3** and submitted to the evaluation manager.

Ownership of all data from the evaluation rests jointly with the ILO and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

### VIII. TIMEFRAME

The duration of this contract is from January 18 to February 29, 2016.

Phase	Responsible Person	Tasks	No of days	No. of days for team leader
I	Evaluator	<ul style="list-style-type: none"> <li>○ Desk Review of project related documents</li> <li>○ Telephone briefing with the evaluation manager, ILO LABADMIN-OSH- HQ and ILO sub regional and donors</li> <li>○ Preparation of the inception report</li> </ul>	4	4
II	Evaluator (logistical support by the project and ILO country offices)	<ul style="list-style-type: none"> <li>○ Interviews with project staff, partners and beneficiaries in 9 countries.</li> <li>○ Field visits in two countries</li> <li>○ Interviews with project staff and other relevant officers in Geneva</li> </ul>	10	10
III	Evaluation team leader	<ul style="list-style-type: none"> <li>○ Preparation of the workshop in Geneva Workshop with the project management and ILO relevant offices for sharing of preliminary findings, if necessary through video conference</li> </ul>	2	2
IV	Evaluation team leader	<ul style="list-style-type: none"> <li>○ Draft report based on desk review, field visits, interviews/questionnaires with stakeholders in all target countries and the final workshop</li> <li>○ Debriefing</li> </ul>	7	7
V	Evaluation manager	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> <li>○ Stakeholders provide comments</li> <li>○ Consolidate comments of stakeholders and send to team leader</li> </ul>	10	
VI	Evaluation team leader	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> </ul>	2	2
		Total for Evaluation team leader	35	25

## **9. IX. Resources and Management**

The resources required for this evaluation are:

- For the evaluator:
  - Fees for an international consultant for 25 work days
  - Fees for local DSA in project locations
  - Travel from consultant's home residence to field visit countries and Geneva in line with ILO regulations and rules
- For the evaluation exercise as a whole:
  - Local travel in-country supported by the project as needed
  - Geneva debriefing meeting at ILO
  - Any other miscellaneous costs.

Detailed budget is available separately.

The evaluator will report to the evaluation manager in Geneva, with whom he/she should discuss any technical and methodological matters, should those arise. In addition methodological support to the evaluation will be provided by the Governance Evaluation Focal point. The ILO Offices in selected countries for field work will provide administrative and logistical support during the evaluation mission.

### **Annex**

Logical Framework



## INCEPTION REPORT

<b>ILO Project Code:</b>	GLO/14/65/NOR
<b>ILO Project Title:</b>	Strengthening Workplace Compliance through Labour Inspection
<b>Executing Agency:</b>	ILO-LABADMIN/OSH
<b>Project Duration:</b>	22 months
<b>Start Date:</b>	1 April 2014
<b>End Date:</b>	29 February 2016
<b>Donor Contribution:</b>	976,682.72 USD (Norway)
<b>Evaluation Manager:</b>	Peter Wichmand
<b>Evaluation Consultant:</b>	Ana María García Femenía
<b>Date:</b>	4 February 2016

## LIST OF ACRONYMS

ACI	Area of Critical Importance
C	Convention
CPO	Country Programme Outcome
DWC	Decent Work Country
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EQ	Evaluative Question
EVAL	ILO Evaluation Office
GENDER	Gender Bureau
GP	Global Product
HQ	Headquarters
ILO	International Labour Organization
LEP	Labour and Employment Plan
LF	Logical Framework
LI	Labour Inspection
LLCS	Labour Law Compliance System
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
MTR	Mid-Term Review
NORAD	Norwegian Agency for Development Cooperation
NPC	National Programme Coordinator
OBF	Outcome-Based Funding
OBPF	Outcome-Based Partnership Funding
P&B	Programme and Budget
PCA	Programme Cooperation Agreement
RB	Regular Budget
RBTC	Regular Budget Technical Cooperation
RBM	Results-Based Management
SPF	Strategic Policy Framework
TC	Technical Cooperation
TU	Trade Unions
USD	United States Dollars

- Project Background

Regulating decent working conditions is only partly accomplished through the ratification of international labour standards and the adoption of national labour laws in line with these standards. Ultimately, these standards and laws need to be translated into practice at the enterprise level for the benefit and protection of workers and as a contribution to sustainable and productive workplaces.

Governments, employers and workers all have their part to play, but national labour inspection systems have a legal mandate to ensure labour law compliance, whether through enforcement measures, technical advisory services or by identifying inadequacies in the law. Many labour inspectorates, however, lack the necessary strategic planning, training, tools and resources (human and financial) to effectively carry out this function.

The ILO – based on its Conventions, comparative knowledge and tools developed over the years on labour inspection – has a comparative advantage in providing technical assistance to governments on labour inspection. This project was designed to help governments overcome specific challenges faced by their labour inspectorates in collaboration with related agencies and the social partners. It also aimed to improve and expand the tools available at the global level on labour inspection to improve the ILO's comparative knowledge and to address the most common requests by countries for technical assistance in this field.

The project follows the ILO strategy on Outcome 11 of the P&B 2014-15 to strengthen the capacity of labour administrations and labour inspectorates in Member States. The project was structured around three key outcomes in the areas of: i) institutional capacity development; ii) human capacity development; and iii) partnership and cooperation. These are:



The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition for achieving workplace compliance.



The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.



Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance.

This approach responds to the direct requests by ILO Member States through DWCPs. It reflects the Resolution and Conclusions of the general discussion on labour administration and inspection at the 100<sup>th</sup> ILC and the priorities of the resulting Action Plan approved by the Governing Body in November 2011.

This project was part of the outcome-based funding from Norway, and covers the following nine countries under Outcome 11 of the P&B 2014-15. The justification for these countries emerged from government requests for ILO assistance, alignment with DWCP priorities and field specialists' understanding of constituents' needs.

The following Table contains the information related to the project budget, alignment with the DWCP, and relevant information concerning the ratification of Conventions<sup>13</sup>.

COUNTRY	Project BUDGET	Project Alignment with DWCP <sup>14</sup>	C081 Labour Inspection Convention	C129 Labour Inspection (Agriculture) Convention
BOSNIA AND HERZEGOVINA	24,319 USD	DWCP Outcome 3.3.	2 June 1993	2 June 1993
BURKINA FASO	7,954 USD	DWCP Outcome 8	21 May 1974	21 May 1974
CHINA	97,947 USD	DWCP Priority 2		

<sup>13</sup> Source: Independent Evaluation of the ILO's Strategy and Actions for Strengthening Labour Inspection Systems, 2010-2015, Evaluation Office, Geneva, October 2015.

<sup>14</sup> The information for this column has been taken from Project Document, dating April 2014. However it will be updated in the Draft Evaluation Report.

DOMINICAN REPUBLIC	0	Currently no active DWCP	22 Sept. 1953	
INDONESIA	78,689 USD	DWCP Outcome B.1	29 Jan. 2004	
PALESTINE	5,000 USD	Draft DWCP Outcome 1.1		
PARAGUAY	18,465 USD + 198,583 USD (decentralised)	Currently no active DWCP	28 Aug. 1967	
PHILIPPINES	107,970 USD	Currently no active DWCP		
TUNISIA	3,016 USD	DWCP Result E.3	15 May 1957	

According to the Terms of Reference, the strategy was the following: The project activities were organised at both national and international levels to produce mutually supportive outcomes and products. The project facilitated and strengthened the networking of policy-makers, experts and labour inspectors at national and international level to share good practices, knowledge and experiences. Therefore, as part of the strategy, the project paid attention to the dissemination of national good practices, project products and tools by means of the Internet, publications and seminars, South-South cooperation, etc., among governments and social partners.

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.

This project began on 1 April 2014 and will officially end on 29 February 2016.

According to ILO requirements, an independent evaluation will be carried out to ensure accountability and the appropriate use of funding provided by the donor, as well as for organizational learning purposes.

- Purpose of the Evaluation

The main purposes of the final evaluation are to:

- G. Determine project effectiveness, i.e. the level of achievement of project outcomes, and gain an understanding of how and why they have/have not been achieved.
- H. Identify relevant positive and negative unexpected changes.
- I. Assess the efficiency of project implementation.
- J. Establish the relevance of the project outcomes and the level of sustainability attained.
- K. Provide recommendations, building on the project's achievement towards ensuring the sustainability of the project outcomes and initial impacts, and their replication and scaling-up.
- L. Identify lessons and emerging potential good practices valid for the various key stakeholders.

The main users of the evaluation will be national labour administration officials, labour inspectors, social partners in the countries under review, project management, the main national partners, ILO field office directors, field and HQ technical specialists and the donor. The ILO Evaluation Office and responsible evaluation focal points will also be users.

The evaluation's scope of analysis should include identifying the level of achievement of outcomes and explaining how and why they have been attained in such a manner (and not in alternative expected forms, should it be the case). The purpose is to help the stakeholders learn from the project experience.

- Evaluative Questions and Information Needs

The ToR includes a whole list of questions to be addressed in the evaluation, corresponding to seven evaluation criteria:

#### *EQ 1. Relevance of the Project and Strategic Fit*

- *What was the project's contribution to the achievement of the objectives of Outcome 11 of the P&B 2014/15?*
- *Will the project contribute to a better application of International Labour Standards, particularly in the field of labour inspection (ILO Conventions No. 81 and 129)?*
- *Did the project support the prospect of the ratification of ILO Conventions on labour inspection?*
- *Have the projects been appropriately responsive to the needs of the national constituents?*

#### *EQ 2. Design*

- *Assess whether the project design was logical and coherent: at internal level and external level (degree to which the project fits into existing mainstreaming activities that would impact on labour inspection).*
- *Have the time frame for project implementation and the sequencing of project activities been logical and realistic?*
- *Assess whether it took the institutional arrangements, roles, capacity and commitment of stakeholders into account.*
- *To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?*
- *Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking national development priorities, gender issues and the decent work deficit into account.*
- *Was the strategy for the sustainability of project results clearly defined at the project's design stage?*

#### *EQ 3. Project Validity (incl. strategic approach, outcomes and assumptions)*

- *Were the project strategies, outcomes and assumptions appropriate for achieving planned results?*
- *Were the activities appropriately adapted to the country's needs?*
- *Did the government, particularly labour inspectorates/employers/unions, understand the project outcomes and approach? How have they supported these outcomes over the life of the project?*

- *To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?*

#### *EQ 4. Implementation Status, Project Progress and Effectiveness*

- *To what extent have planned project outputs been achieved in relation to the original project document and to subsequent work/action plans?*
- *Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?*
- *Has the project received adequate administrative, technical and – if necessary – political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?*

#### *EQ 5. Efficiency of Resource Use*

- *Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?*
- *Have project funds and activities been delivered in a timely manner?*
- *Have resources been used efficiently (activities-outputs)?*
- *Has the project made strategic use of coordination and collaboration with other ILO projects? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results?*

#### *EQ 6. Sustainability*

- *How effectively has the project built national ownership?*
- *What project results (i.e. outcomes) appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?*
- *Has the project successfully built or strengthened an enabling environment (laws, policies and people's attitude) towards sustainable results?*
- *Was the strategy for the sustainability of project results clearly defined at the project's design stage?*
- *What long-term changes can be identified as a result of the project implementation?*

#### *EQ 7. Potential Impact*

- *Assess the major high-level changes that the project has contributed towards the project development objectives at global and country levels.*
- *Has the project generated unintended impacts (and outcomes)?*

As requested in the ToR, the evaluation will focus on the project achievements and its contribution to the overall national efforts to strengthen workplace compliance through labour inspection. It will include all the activities that have been implemented since the outset of the projects to the time of the field visits.

The evaluation will examine issues concerning initial project design, implementation, lessons learnt, replicability and recommendations for future projects and the scaling up of intervention models. The evaluation will cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation consultant will reflect upon them for learning purposes.

The evaluation will be carried out within the framework of international development assistance criteria and approaches, as established by the OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards, abided by the Code of Conduct for Evaluation on the UN System, are established within these criteria and the evaluation will therefore adhere thereto to ensure an internationally credible evaluation. In particular, the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: “Preparing the evaluation report” and “Rating the quality of evaluation reports”.

In line with Guidance Note No. 4 on Integrating Gender Equality in Monitoring and Evaluation Projects, the evaluation will take the following factors into account: (i) the involvement of both men and women in constituents’/beneficiaries’ consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender analysis in the background and justification sections of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; and (iv) outputs and activities consistent therewith. All this information will be accurately included in the inception report and final evaluation report.

- Evaluation Methodology

### **Evaluation Team**

An ILO evaluation manager, directly from the EVAL (ILO Evaluation Office) given the nature of the project, will coordinate the evaluation. The evaluation manager will also act as a liaison between the independent evaluation consultant and the project team, as well as other stakeholders. The independent evaluation consultant is a senior evaluation consultant with ten years’ previous experience in evaluating technical cooperation projects funded by the European Commission, the ILO and other international donors. She holds a PhD in Political Sciences and Sociology and a Masters Degree in the Evaluation of Public Policies and Programmes.

### **Approach**

The principles and approach adopted for the evaluation will be in line with established guidelines set forth in the ILO Guidelines for Results-Based Evaluations<sup>15</sup>. The methodological approach for data collection will be primarily qualitative in nature. Quantitative data will be drawn from project documents and reports, and incorporated into the analysis.

A master list of key evaluation questions contained within the Terms of Reference has been included in the Draft Evaluation Matrix, designed as the centre piece **of the evaluation methodology**, and serving as the basis for developing the data collection tools. The proposed evaluation questions reflected in the Terms of Reference have been included in the **Matrix** that contains the Judgement Criteria, Evaluative Indicators and Sources of Information.

The Judgement Criteria cover eight key evaluation criteria

1. Relevance of the project and strategic fit,
2. Design
3. Validity of the project (including strategic approach, outcomes and assumptions),

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<sup>15</sup> ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations/International Labour Office, Evaluation Unit (EVAL) – Second edition – Geneva: ILO, 2013.



4. Implementation Status
5. Project Progress and Effectiveness
6. Efficiency,
7. Sustainability
8. Potential Impact

Draft Evaluative Indicators lay the basis for the initial approach to be adopted by the evaluation consultant to respond to the evaluation questions. The Evaluative Indicators have been drafted by the evaluator using Project's Log Frame indicators when available (Project Log Frame shows a country approach while the Evaluation Matrix includes general project's indicators). Responses to the evaluative questions will be based both on evaluative indicators from the Evaluation matrix and on Project's Log Frame progress indicators for each country. The structure of the evaluation report will also follow the evaluation matrix. The matrix includes provisional sources of information, mainly a desk review, a survey and semi-structured interviews with stakeholders in the field or through Skype. The proposed evaluation matrix mainstreams gender throughout the evaluation questions, with its corresponding indicators, resulting in a higher quality of gender analysis.

### Data Collection Methods and Analysis

According to the information submitted by project staff, and summarised in Table 1, and considering the time frame required for the draft evaluation report to be concluded, the evaluation consultant developed three Working Plan options for data collection, to be discussed with the evaluation manager. Criteria for selecting one of the different plans submitted was the availability of resources, and the availability of field offices and constituents to be involved in the evaluation, among others.

TABLE 1: Quick assessment of the selection of the field visit countries by the evaluation consultant

In accordance with the TOR, the evaluation consultant will visit one or two project countries (based on time and resource constraints) subsequent to the desk review and individual interviews. The selection of two countries should take the following factors into consideration:

- Level of expenditure of the project funds;
- More and less successful project results as perceived by the project team;
- Representation of more than one geographic region;
- Overview of countries at different levels of development of labour administration and labour inspection systems.

Based on the summary report on the project status and total expenditure at the country level under the ILO/Norway project on strengthening workplace compliance through labour inspection as annexed below, the following conclusions can be drawn:

- In terms of the level of expenditure of the project funds, the ranking is as follows: Paraguay, the Philippines, China, Indonesia, and Bosnia and Herzegovina.
- Five countries mentioned above have achieved more results than others and will exert a potential impact on the future development of the labour administration and labour inspection in the country. The project activities in another five countries were affected or limited either due to unstable political circumstances or for a number of technical reasons.
- The above five countries covers a wider range of regions for possible field visits. Paraguay received the highest level of funding, which is a decentralised component of

the project and is fully backstopped by the ILO sub-regional office in Santiago; the field specialist on labour administration and labour inspection in Bangkok has proposed selecting the Philippines and Indonesia for field visits; China is another possible country to visit but it shall celebrate its lunar new year in the week of 8 February so it may be difficult to arrange meetings with national counterparts; Bosnia and Herzegovina is the last choice among the five but could be a candidate to visit.

The evaluation will comprise the following Data Collection Methods:

1. *Desk review:* Prior to initiating the interviews, the independent evaluation consultant will review project-related documents<sup>16</sup>.

2. *Semi-structured interviews:*

The evaluation consultant will conduct face-to-face semi-structured interviews (or via Skype when necessary) with ILO officials and constituents. The provisional list of stakeholders to interview is attached in Annex III. Interviews will be conducted via Skype with ILO officials in the countries not visited: China, Indonesia and Burkina Faso. This type of interviews (together with document review) will also be the main source of information for the five countries where project activities were affected or limited either due to unstable political circumstances or for a number of technical reasons (Burkina Faso, Dominican Republic, Palestine and Tunisia).

*Type of interviews:* The evaluation consultant will structure the interviews according to an Interview Template. Although questions may be highly detailed, the evaluation consultant will adapt them and add additional questions as appropriate, consistent with the semi-structured nature of the interviews. Emphasis may vary and weight will be placed on questions in order to optimise the use of time.

*Survey:* A survey with a small sample via email will be used to collect data from the following countries in case Skype calls will not be feasible: Bosnia and Herzegovina, China, Indonesia.

*Triangulation:* Data collection methods will be triangulated. Considering the variety of views and interests of stakeholders and clients and users of the evaluation, the stakeholders' perspectives will be triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results.

3. *Field missions:*

As it can be seen in the Working Plan in next section, the final selection of field visits will include Paraguay and the Philippines, following the criteria of the two countries with the highest level of expenditure, and countries from different regions. According to information gathered from ILO officials for this inception report, both countries have a specific document covering the ILO assistance: Paraguay has a Tripartite Agreement to develop a Decent Work Country Programme. The Philippines is in the process of draft the decent work country programme. In the past, the ILO has supported in the Philippines the Labour and Employment Plan (LEP) covering 2011-2016,

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<sup>16</sup> See List of documents available in Annex II.

which constitutes tripartite commitment and serves as input to the Philippine Development Plan on labour and employment concerns, adopting the Decent Work Framework. LEP served basis for ILO support.

- Evaluation Working Plan

WORKING PLAN OPTION 2 for the Independent Evaluation "Strengthening Compliance through Labour Inspection"											WORKING DAYS			
TASKS	LOCATION	RESPONSIBLE	FEBWEEK 1	FEBWEEK 2	FEBWEEK 3	FEBWEEK 4	MARCH WEEK 1	MARCH WEEK 2	MARCH WEEK 3	MARCH WEEK 4	TEAM LEADER			
Desk Review <b>Inception Report</b>	Home Based	Evaluation TL	X	X	X	X					4			
Field Visit Paraguay	Paraguay	Evaluator (Logistical support by the project and ILO office in Santiago)		X	X	X					4			
Skype calls with ILO LABADMIN-OSH-HQ and ILO Subregional officials. Interviews in China, Indonesia, Bosnia & Herzegovina and in the countries with less activities	Home Based	Evaluation TL			X	X					2			
Field visit Philippines	Philippines	Evaluation TL (Logistical support by the project and ILO office in Manila)				X	X	X			4			
Draft Report based on desk review, field visits, survey with stakeholders in all target countries	Home Based	Evaluation Team Leader					X	X	X	X	X	7		
Preparation of workshop in Geneva, Sharing Preliminary Findings, Presentation of <b>Draft Report</b>	Geneva	Evaluation TL (Logistical support by the project staff in Geneva)						X	X			2		
Circulate Draft report to key stakeholders. Stakeholders provide comments. Consolidate comments of stakeholders and sent to team leader		Evaluation Manager						X	X	X	X	X	X	0
Finalize the report including explanations on why comments were not included	Home Based	Evaluation Team Leader									X	X	2	
													25	

- Risk of the Evaluation and Mitigation Measures

<b>Risk</b>	<b>Repercussion</b>	<b>Danger</b>	<b>Mitigation Measures</b>
<b>Unbalanced representation of constituents/ participants</b>	Bias in the evidence gathered, impact on the validity of the interpretation of findings.	<ul style="list-style-type: none"> <li>• Medium</li> </ul>	<ul style="list-style-type: none"> <li>• ILO field offices are further involved in ensuring a balanced participation of the tripartite social partners in the meetings.</li> </ul>
<b>Inability to visit the sites where projects have had relevant interventions</b>	Incomplete data gathering activity.	<ul style="list-style-type: none"> <li>• Medium</li> </ul>	<ul style="list-style-type: none"> <li>• Further involvement of the field offices in the implementation of the requested agenda for the evaluation.</li> </ul>
<b>Lack of capacity of constituents to accommodate the evaluation needs in their own agendas</b>	Incomplete data gathering activity.	<ul style="list-style-type: none"> <li>• High</li> </ul>	<ul style="list-style-type: none"> <li>• The evaluation consultant might need to directly assess constituents' support and involvement in the projects.</li> </ul>

- ANNEX I: DRAFT EVALUATION MATRIX

Evaluative Questions and Criteria	Evaluative Indicators	Sources of Information
<b>EQ 1. RELEVANCE OF THE PROJECT AND STRATEGIC FIT</b>		
1.1. What was the project's contribution to the achievement of the objectives of Outcome 11 of the P&B 2014/15?	1.1.1. The project furthered the ILO agenda in relation to Outcome 11. 1.1.2. The project contributes to the strengthening of the labour inspection system in line with international labour standards.	Project documents Interviews (Survey) Technical Cooperation Outcome-Based Reports Documents on cooperation agreement and Outcome-Based Partnership
1.2. Will the project contribute to a better application of International Labour Standards, particularly in the field of labour inspection (ILO Conventions No. 81 and 129)?	1.2.1. The project contributes to a better application of International Labour Standards in the field of labour inspection. 1.2.2. There is complementarity between the project to be evaluated and other ILO projects and programmes. 1.2.3. The project is aligned with the ILO strategy towards promoting the ratification of ILO Conventions No. 81 and 129.	ILO, LABADMIN and project documents Interviews in HQ and the field survey Documents on cooperation agreement and Outcome-Based Partnership
1.3. Did the project support the prospect of the ratification of ILO Conventions on labour inspection?	1.3. The project strategy sought to secure support for the ratification of ILO Conventions No. 81 and 129 in the targeted countries.	ILO, LABADMIN and project documents Interviews in HQ and the field Survey
1.4. Has the project been appropriately responsive to the needs of the national constituents?	1.4.1. Strengthening workplace compliance through labour inspection is identified in beneficiary countries as a decent work deficit.	ILO, LABADMIN and project documents Interviews in HQ and the field Survey

	1.4.2. Labour inspection has been identified as a priority for ILO assistance in the targeted countries.	Decent Work Country Programme
<b>EQ 2. PROJECT DESIGN</b>		
<p>2.1. Was the project design logical and coherent: at internal level and external level?</p> <p>2.2. Are the time frame for project implementation and the sequencing of project activities logical and realistic?</p> <p>2.3. Did the project design take the institutional arrangements, roles, capacity and commitment of stakeholders into account?</p> <p>2.4. To what extent were external factors and assumptions identified at the time of design? Have they proven to be true?</p>	<p>2.1.1. Degree to which the project fits into existing mainstreaming activities that would impact on labour inspection.</p> <p>2.2.1. Time frames regarding planned objectives and outputs were realistic.</p> <p>2.2.2. The projects' logical frameworks are solid: chain from inputs, activities and outputs are clear and logical.</p> <p>2.3.1. Consultations have taken place with the ILO country offices and field specialists in the project design phase.</p> <p>2.3.2. Suggestions from country offices were taken into consideration in the project document.</p> <p>2.3.3. The project design was sensitive to institutional arrangements and the roles of the different stakeholders involved.</p> <p>2.3.4. The project designs were sensitive to the capacity and commitment of stakeholders.</p> <p>2.4.1 The problems and needs were adequately analysed.</p> <p>2.4.2. The needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking national development priorities, gender issues and the decent work deficit into account.</p>	<p>ILO, LABADMIN/OHS and project documents</p> <p>Logframes</p> <p>Progress Reports</p> <p>Interviews in HQ and the field with stakeholders</p> <p>Focus groups with stakeholders</p> <p>Survey with stakeholders</p>

<p>2.5. Was the strategy for the sustainability of project results clearly defined at the project design stage?</p>	<p>2.4.3. The underlying assumptions on which the project has been based proved to be true.</p> <p>2.5.1. Risk factors identified in the project design phase have been addressed during the project implementation (to ensure maximum and sustainable capacity).</p>	
<p>2.6. Did the project design adequately consider the gender dimension of the planned interventions?</p>	<p>2.6.1. The project objectives and outcomes adequately include gender concerns.</p>	
	<p>2.6.2. The output and outcome project indicators are gender-sensitive.</p>	
<b>EQ 3. PROJECT VALIDITY (INCLUDING THE STRATEGIC APPROACH, OUTCOMES AND ASSUMPTIONS)</b>		
<p>3.1. Were the project strategies, outcomes and assumptions appropriate for achieving planned results?</p> <p>3.2. Were the activities appropriately adapted to the country's needs?</p>	<p>3.1.1 The Log frames developed for each country show coherence between inputs, outputs and outcomes.</p> <p>3.2.1. The activities developed in the targeted countries were adapted appropriately to the context and needs of ILO constituents.</p>	<p>ILO, LABADMIN/OHS and project documents</p> <p>Log frames</p> <p>Progress Reports</p>
	<p>3.3.1. National stakeholder involvement took place throughout the project stages.</p> <p>3.3.2. Trade unions understood the project outcomes and approach towards workplace labour law compliance.</p> <p>3.3.3. Employers improved their understanding of the need to reduce the labour law compliance gap.</p> <p>3.2.4. Governments improved their understanding of the needs to reinforce the labour inspection institutional framework.</p>	<p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p> <p>Survey with stakeholders</p>

<b>EQ 4. IMPLEMENTATION STATUS</b>		
<p>4.1. To what extent have planned project outputs been achieved in relation to the original project document and to subsequent work/action plans?</p> <p>4.2. Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?</p> <p>4.3. Has the project received adequate administrative, technical and – if necessary – political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?</p>	<p>4.1.1. Outputs were able or not to be delivered as expected in the original project document:</p> <ul style="list-style-type: none"> <li>• Output 1: ILO guide on designing and implementing compliance campaigns through labour inspection</li> <li>• Output 2: Development of policy briefs on selected topics in the field of Labour inspection.</li> <li>• Output 3: Production and/or adaptation of training tools for labour inspector on selected technical subjects.</li> <li>• Output 4: Strengthen the ILO’s knowledge base on national labour inspection systems and practice.</li> </ul> <p>4.2.1. Global outputs contribute effectively to the achievement of country-level results.</p> <p>4.2.1. The number of outputs and their quality are satisfactory in each of the targeted countries.</p> <p>4.2.3. Outputs development encountered obstacles in the project implementation</p> <p>4.3.1. The projects received adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Technical Cooperation Outcome-Based Reports</p> <p>Documents on cooperation agreement and Outcome-Based Partnership</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p> <p>Survey with stakeholders</p>



	<p>4.3.2. Communication between the project team, field and regional offices, responsible departments at headquarters and the donor was effective.</p> <p>4.3.3. The project has promoted South-South cooperation among the beneficiary countries.</p>	
<b>EQ 5. PROJECT PROGRESS AND EFFECTIVENESS</b>		
<p>5.1. To what extent has the project achieved outcomes/results in the different targeted countries?</p> <p>5.2. To what extent was the project successful in addressing gender equality?</p>	<p>5.1.1. The status of lab our inspection staff is improved 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</p> <p>5.1.2. A budgeted training plan for lab our inspectors, with due regard to the special duties that may be assigned to men and women inspector, is implemented by the lab our administration system.</p> <p>5.1.3. A system is established or strengthened in the lab our administration so that up to date registers, sex-disaggregated data and statistics concerning conditions of employment and work by enterprise are available.</p> <p>5.1.4. An awareness-raising strategy targeting employers and workers and their organizations on the technical role and scope of lab our inspection is implemented by the lab our administration system.</p> <p>5.2.1. The project has appraised the differences in the projects' benefits for men and women.</p> <p>5.2.2. The project outputs and outcomes contribute to gender equality.</p> <p>5.2.3. The projects' political and implementing partners (ILO constituents and others) are aware of the projects' gender-</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Technical Cooperation Outcome-Based Reports</p> <p>Documents on cooperation agreement and Outcome-Based Partnership</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p> <p>Survey with stakeholders</p>

	<p>related objectives and have been trained or sensitised on gender issues.</p> <p>5.2.4. The project management has sufficient expertise on gender/the project received technical backstopping from gender specialists/made use of external gender expertise when needed.</p>	
<b>EQ 6. EFFICIENCY OF RESOURCE USE</b>		
<p>6.1. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? Have resources been used efficiently (activities-outputs)?</p> <p>6.2. Have project funds and activities been delivered in a timely manner? Has the use of resources included a gender approach?</p> <p>6.3. Has the project made strategic use of coordination and collaboration with other ILO projects? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results?</p>	<p>6.1.1 Resources (funds, human, time and expertise) have been strategically allocated to achieve outcomes.</p> <p>6.1.2. Resources have been used efficiently.</p> <p>6.2.1. Activities and funds have been delivered in a timely manner.</p> <p>6.2.2. The selection of participants in the different project activities sought to strike a balance between women and men by reflecting the composition of the workforce and the constituency in the sector.</p> <p>6.3.1. The project has taken products, evaluations and lessons learnt from previous projects and ILO initiatives in this field of intervention into account.</p> <p>6.3.2. Synergies have been created with existing ILO projects on labour inspection.</p> <p>6.3.3. Cross-sectoral collaboration with other ILO units/sectors contributed to achieving project results.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and the field with stakeholders</p> <p>Survey with stakeholders</p>

<b>EQ7. SUSTAINABILITY</b>		
<p>7.1. How effectively has the project built national ownership?</p> <p>7.2. What project results (i.e. outcomes) appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?</p> <p>7.3. Has the project successfully built or strengthened an enabling environment (laws, policies and people's attitude) towards sustainable results?</p> <p>7.4. What long-term changes can be identified as a result of the project implementation?</p>	<p>7.1.1. A mechanism to follow up on the project implementation has been established at the national level with the full involvement of constituents.</p> <p>7.2.1. National constituents have been involved in the different project stages (design, implementation, etc.).</p> <p>7.2.2. National institutions will be able to ensure results sustainability, technically and financially</p> <p>7.3.1. Changes introduced in law, policy or practice ensure the sustainability of the projects' achievements.</p> <p>7.4.1. Specific achievements can be reported at the outcome level that is sustainable due to the commitment of the national constituents.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Survey with stakeholders</p> <p>Focus groups with stakeholders</p>
<b>EQ8. POTENTIAL IMPACT</b>		
<p>8.1. To what extent has the project contributed to its development objective at global and country levels?</p> <p>8.2. Has the project generated unintended impacts (and outcomes)?</p>	<p>8.1.1. Global and national capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition towards achieving workplace compliance.</p> <p>8.1.2. Global and national capacities of inspection staff and social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.</p> <p>8.1.3. National cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means to achieve workplace compliance.</p> <p>8.2.1. Unintended impacts can be reported from the field.</p>	<p>ILO, LABADMIN/OHS and project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Survey with stakeholders</p> <p>Focus groups with stakeholders</p>

- ANNEX II: LIST OF DOCUMENTS

## LIST OF DOCUMENTS TO REVIEW

<b>GLOBAL</b>	
	Project Document
	Project Log frame
	List of Activities
	Timeline of Activities
	Norway Budget Overview
	Budget: Initial/Final Comparison
	Results of the Evaluation of the Academy
	Independent Evaluation of the ILO Strategy and Actions for Strengthening Labour Inspection Systems, 2010-2015, Evaluation Office, Geneva, October 2015
	Norway-ILO Programme Cooperation Agreement 2012-15 (PCA), Progress Report 2014
	National FACTSHEETS on Labour Inspection from Bosnia Herzegovina, Indonesia and the Philippines from <a href="http://www.ilo.org/labadmin">www.ilo.org/labadmin</a>
	<a href="http://www.ilo.org/labadmin">www.ilo.org/labadmin</a>
	Final Expenditure at the Country Level
<b>BURKINA FASO</b>	
	App.2-Liste de participants, formation sur l'inspection du travail et l'économie informelle
	App.3-Plan Stratégique (Feuille de route) DRTSSC/C 2015
	App.4- Atelier sur les enquêtes des accidents du travail et maladies professionnelles
	App.5-Liste de participants enquêtes des accidents de travail
	App.6- Note conceptuelle de l'étude pour l'élaboration de la cartographie des risques professionnels dans les entreprises et établissements affilié à la caisse nationale de sécurité sociale et de quelques secteurs d'activité de l'économie informelle
	App.7-Dissemination Information Sheets and Videos
	Summary Report of Activities conducted under the Norway Project
	Plan Stratégique (Feuille de route) DRTSSC/C 2015 - révisée version budget USD
	PROCES - VERBAL D'ENQUÊTE ACCIDENTS DU TRAVAIL ET MALADIES PROFESSIONNELLES

<b>CHINA</b>	
	A Survey Report on Labour Inspection Training in China
	Summary Report of Activities conducted under the Norway Project: China
	Comments and Suggestions to Draft the Basic Standard for Work Safety Standardization in Enterprises, China, April 2014
	A Survey Report on Labour Inspection Training in China
	A Summary of the Workshop on Preventative OSH Inspection
	Meeting Report ILO/MOHRSS/JICA Seminar on Innovative Labour Inspection – Theories and Practices. (Beijing, 29 July 2014)
	Mission Report, China, 20-24 April 2015
	Mission Report - 13-16 October 2015, Beijing, China - Changyou ZHU, LABADMIN/OSH
	Mission Report, Changyou Zhu, 13-16 October 2015, Beijing, China
	Mission Report ,Guangzhou
	Mission Report, Changyou Zhu, 14-16 December 2015, Guangzhou, China
<b>BOSNIA-HERZEGOVINA</b>	
	Decent Work Country Programme Bosnia-Herzegovina, 2012-2015
<b>THE PHILIPPINES</b>	
	Decent Work Country Programme Indonesia, 2012-2015
	The Philippine Labour and Employment Plan 2011-2016
	The Philippine Labour and Employment Plan Results Framework 2013-2016
	MOU between DOLE and ILO on Labour Law Compliance System
	Consultation Workshop Series For LLCs-MIS Implementation at DOLE Regional and Provincial Offices (Power point document)
	Statistical Reports
	Progress Reports on Project “Joint Proposal on LISA PH Program Sustainability in 2014-2015”
<b>INDONESIA</b>	
	Decent Work Country Programme Indonesia, 2012-2015
	Coordination Meeting on Work in Fishing and Tripartite Validation Meeting on Gap Analysis, ILO Convention No.188, 17-18 September 2015, Gran Melia Hotel, Jakarta
	The 5th ASEAN Labour Inspection Conference, “Enhancing Labour Inspection through Information and Communication Technology”, 11-12 November 2015, Yogyakarta, Indonesia

	Report on WISCON Implementation Workshop and Capacity Improvement in OSH construction through PAOT Method Bogor, 25 - 27 May 2015
<b>PALESTINE</b>	
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 30 August-3 September 2015, Andrew Christian
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 30 August-3 September 2015 Andrew Christian & Javier Barbero
	Mission Report - Ramallah - Occupied Palestinian Territory - 14-20 March 2015
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 14 March-20 March 2015 Andrew Christian & Tsuyoshi KAWAKAMI
	Summary report of activities conducted under the Norway project
<b>PARAGUAY</b>	
	Acuerdo Tripartito para un Programa Nacional de Trabajo Decente, 2014
<b>TUNISIA</b>	

- ANNEX III: LIST OF STAKEHOLDERS

LABADMIN/OSH - ILO/Norway project (GLO/14/56/NOR)

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Evaluative Questions and Criteria	Evaluative Indicators	Sources of Information
<b>EQ 1. RELEVANCE OF THE PROJECT AND STRATEGIC FIT</b>		
1.1. What was the project's contribution to the achievement of the objectives of Outcome 11 of the P&B 2014/15?	1.1.2. The project furthered the ILO agenda in relation to Outcome 11. 1.1.2. The project contributes to the strengthening of the labour inspection system in line with international labour standards.	Project documents Interviews Technical Cooperation Outcome-Based Reports Documents on cooperation agreement and Outcome-Based Partnership
1.2. Will the project contribute to a better application of International Labour Standards, particularly in the field of labour inspection (ILO Conventions No. 81 and 129)?	1.2.1. The project contributes to a better application of International Labour Standards in the field of labour inspection. 1.2.2. There is complementarity between the project to be evaluated and other ILO projects and programmes. 1.2.3. The project is aligned with the ILO strategy towards promoting the ratification of ILO Conventions No. 81 and 129.	ILO, LABADMIN and project documents Interviews in HQ and the field Documents on cooperation agreement and Outcome-Based Partnership
1.3. Did the project support the prospect of the ratification of ILO Conventions on labour inspection?	1.3. The project strategy sought to secure support for the ratification of ILO Conventions No. 81 and 129 in the targeted countries.	ILO, LABADMIN and project documents Interviews in HQ and the field
1.4. Has the project been appropriately responsive to the needs of the national constituents?	1.4.1. Strengthening workplace compliance through labour inspection is identified in beneficiary countries as a decent work deficit.	ILO, LABADMIN and project documents Interviews in HQ and the field Decent Work Country Programme

	1.4.2. Labour inspection has been identified as a priority for ILO assistance in the targeted countries.	
<b>EQ 2. PROJECT DESIGN</b>		
2.1. Was the project design logical and coherent: at internal level and external level?	2.1.1. Degree to which the project fits into existing mainstreaming activities that would impact on labour inspection.	ILO, LABADMIN/OHS and project documents
2.2. Are the time frame for project implementation and the sequencing of project activities logical and realistic?	2.2.1. Time frames regarding planned objectives and outputs were realistic. 2.2.2. The project' logical framework is solid: chain from inputs, activities and outputs are clear and logical.	Log frames Progress Reports
2.3. Did the project design take the institutional arrangements, roles, capacity and commitment of stakeholders into account?	2.3.1. Consultations have taken place with the ILO country offices and field specialists in the project design phase. 2.3.2. Suggestions from country offices were taken into consideration in the project document. 2.3.3. The project design was sensitive to institutional arrangements and the roles of the different stakeholders involved. 2.3.4. The project design were sensitive to the capacity and commitment of stakeholders.	Interviews in HQ and the field with stakeholders Focus groups with stakeholders
2.4. To what extent were external factors and assumptions identified at the time of design? Have they proven to be true?	2.4.1 The problems and needs were adequately analysed. 2.4.2. The needs, constraints, resources and access to project services of the different beneficiaries were clearly identified,	

<p>2.5. Was the strategy for the sustainability of project results clearly defined at the project design stage?</p>	<p>taking national development priorities, gender issues and the decent work deficit into account.</p> <p>2.4.3. The underlying assumptions on which the project has been based proved to be true.</p> <p>2.5.1. Risk factors identified in the project design phase have been addressed during the project implementation (to ensure maximum and sustainable capacity).</p>	
<p>2.6. Did the project design adequately consider the gender dimension of the planned interventions?</p>	<p>2.6.1. The project objectives and outcomes adequately include gender concerns.</p> <p>2.6.2. The output and outcome project indicators are gender-sensitive.</p>	
<p><b>EQ 3. PROJECT VALIDITY (INCLUDING THE STRATEGIC APPROACH, OUTCOMES AND ASSUMPTIONS)</b></p>		
<p>3.1. Were the project strategies, outcomes and assumptions appropriate for achieving planned results?</p> <p>3.2. Were the activities appropriately adapted to the country's needs?</p> <p>3.3. Did the government, particularly labour inspectorates/employers/unions understand the project outcomes and approach? How have they supported these outcomes over the life of the project?</p>	<p>3.1.1 The Log frames developed for each country show coherence between inputs, outputs and outcomes.</p> <p>3.2.1. The activities developed in the targeted countries were adapted appropriately to the context and needs of ILO constituents.</p> <p>3.3.1. National stakeholder involvement took place throughout the project stages.</p> <p>3.3.2. Trade unions understood the project outcomes and approach towards workplace labour law compliance.</p>	<p>ILO, LABADMIN/OHS and project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p>

	<p>3.3.3. Employers improved their understanding of the need to reduce the labour law compliance gap.</p> <p>3.2.4. Governments improved their understanding of the needs to reinforce the labour inspection institutional framework.</p>	
<b>EQ 4. IMPLEMENTATION STATUS</b>		
<p>4.1. To what extent have planned project outputs been achieved in relation to the original project document and to subsequent work/action plans?</p> <p>4.2. Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?</p> <p>4.3. Has the project received adequate administrative, technical and – if necessary – political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?</p>	<p>4.1.1. Outputs were able or not to be delivered as expected in the original project document:</p> <p>4.2.1. Global outputs contribute effectively to the achievement of country-level results.</p> <p>4.2.1. The number of outputs and their quality are satisfactory in each of the targeted countries.</p> <p>4.2.3. Outputs development encountered obstacles in the project implementation</p> <p>4.3.1. The projects received adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters.</p> <p>4.3.2. Communication between the project team, field and regional offices, responsible departments at headquarters and the donor was effective.</p> <p>4.3.3. The project has promoted South-South cooperation among the beneficiary countries.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Technical Cooperation Outcome-Based Reports</p> <p>Documents on cooperation agreement and Outcome-Based Partnership</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p>

<b>EQ 5. PROJECT PROGRESS AND EFFECTIVENESS</b>		
<p>5.1. To what extent has the project achieved outcomes/results in the different targeted countries?</p>	<p>5.1.1. The capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition towards achieving workplace compliance</p> <p>5.1.2. The capacity of inspection staff and the social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance</p> <p>5.1.3. Cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means towards achieving workplace compliance</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Technical Cooperation Outcome-Based Reports</p>
<p>5.2. To what extent was the project successful in addressing gender equality?</p>	<p>5.2.1. The project has appraised the differences in the projects' benefits for men and women.</p> <p>5.2.2. The project outputs and outcomes contribute to gender equality.</p> <p>5.2.3. The projects' political and implementing partners (ILO constituents and others) are aware of the projects' gender-related objectives and have been trained or sensitised on gender issues.</p> <p>5.2.4. The project management has sufficient expertise on gender/the project received technical backstopping from gender specialists/made use of external gender expertise when needed.</p>	<p>Documents on cooperation agreement and Outcome-Based Partnership</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p>

## EQ 6. EFFICIENCY OF RESOURCE USE

<p>6.1. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? Have resources been used efficiently (activities-outputs)?</p> <p>6.2. Have project funds and activities been delivered in a timely manner? Has the use of resources included a gender approach?</p> <p>6.3. Has the project made strategic use of coordination and collaboration with other ILO projects? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results?</p>	<p>6.1.1 Resources (funds, human, time and expertise) have been strategically allocated to achieve outcomes.</p> <p>6.1.2. Resources have been used efficiently.</p> <p>6.2.1. Activities and funds have been delivered in a timely manner.</p> <p>6.2.2. The selection of participants in the different project activities sought to strike a balance between women and men by reflecting the composition of the workforce and the constituency in the sector.</p> <p>6.3.1. The project has taken products, evaluations and lessons learnt from previous projects and ILO initiatives in this field of intervention into account.</p> <p>6.3.2. Synergies have been created with existing ILO projects on labour inspection.</p> <p>6.3.3. Cross-sectoral collaboration with other ILO units/sectors contributed to achieving project results.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and the field with stakeholders</p>
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<b>EQ7. SUSTAINABILITY</b>		
<p>7.1. How effectively has the project built national ownership?</p> <p>7.2. What project results (i.e. outcomes) appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?</p> <p>7.3. Has the project successfully built or strengthened an enabling environment (laws, policies and people's attitude) towards sustainable results?</p> <p>7.4. What long-term changes can be identified as a result of the project implementation?</p>	<p>7.1.1. A mechanism to follow up on the project implementation has been established at the national level with the full involvement of constituents.</p> <p>7.2.1. National constituents have been involved in the different project stages (design, implementation, etc.).</p> <p>7.2.2. National institutions will be able to ensure results sustainability, technically and financially</p> <p>7.3.1. Changes introduced in law, policy or practice ensure the sustainability of the projects' achievements.</p> <p>7.4.1. Specific achievements can be reported at the outcome level that is sustainable due to the commitment of the national constituents.</p>	<p>Project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p>
<b>EQ8. POTENTIAL IMPACT</b>		
<p>8.1. To what extent has the project contributed to its development objective at global and country levels?</p> <p>8.2. Has the project generated unintended impacts (and outcomes)?</p>	<p>8.1.1. Global and national capacity of labour inspectorates is strengthened to improve institutional effectiveness as a necessary precondition towards achieving workplace compliance.</p> <p>8.1.2. Global and national capacities of inspection staff and social partners is developed to improve the individual knowledge and skills required to deliver workplace compliance.</p> <p>8.1.3. National cooperation between the various actors in the area of workplace compliance is improved to strengthen collective action as a complementary means to achieve workplace compliance.</p> <p>8.2.1. Unintended impacts can be reported from the field.</p>	<p>ILO, LABADMIN/OHS and project documents</p> <p>Log frames</p> <p>Progress Reports</p> <p>Interviews in HQ and in the field with stakeholders</p> <p>Focus groups with stakeholders</p>

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	Project Log frame
	Summary report of the project activities at the country level under the ILO/Norway project-Revised
	Norway Budget Overview
	Budget: Initial/Final Comparison
	Academy Programme
	Results of the Evaluation of the Academy, ICT-ILO Turin, 2015.
	Labour Administration, Labour Inspection and Occupational Safety and Health Branch, Brochure 2015
	Strengthening Workplace Compliance through Labour Inspection ACI/7 Global Workshop, Turin, August 2015.
	GB.325.POL/4, Area of critical importance: Strengthening workplace compliance through labour inspection, Geneva, October 2015
	Independent Evaluation of the ILO Strategy and Actions for Strengthening Labour Inspection Systems, 2010-2015, Evaluation Office, Geneva, October 2015
	Resolution and Conclusions on labour administration and labour inspection adopted by the General Conference of the International Labour Organization at its 100th Session, 2011.
	Norway-ILO Programme Cooperation Agreement 2012-15 (PCA), Progress Report 2014
	National FACTSHEETS on Labour Inspection from Bosnia Herzegovina, Indonesia and the Philippines from <a href="http://www.ilo.org/labadmin">www.ilo.org/labadmin</a>
	<a href="http://www.ilo.org/labadmin">www.ilo.org/labadmin</a>
	Final Expenditure at the Country Level
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<b>BURKINA FASO</b>	
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	App.3-Plan Stratégique (Feuille de route) DRTSSC/C 2015
	App.4- Atelier sur les enquêtes des accidents du travail et maladies professionnelles



	App.5-Liste de participants enquêtes des accidents de travail
	App.6- Note conceptuelle de l'étude pour l'élaboration de la cartographie des risques professionnels dans les entreprises et établissements affilié à la caisse nationale de sécurité sociale et de quelques secteurs d'activité de l'économie informelle
	App.7-Dissemination Information Sheets and Videos
	Summary Report of Activities conducted under the Norway Project
	Plan Stratégique (Feuille de route) DRTSSC/C 2015 - révisée version budget USD
	PROCES - VERBAL D'ENQUÊTE ACCIDENTS DU TRAVAIL ET MALADIES PROFESSIONNELLES
<b>CHINA</b>	
	Updated Project's Log frame
	A Survey Report on Labour Inspection Training in China
	Summary Report of Activities conducted under the Norway Project: China
	Comments and Suggestions to Draft the Basic Standard for Work Safety Standardization in Enterprises, China, April 2014
	A Survey Report on Labour Inspection Training in China
	A Summary of the Workshop on Preventative OSH Inspection
	Meeting Report ILO/MOHRSS/JICA Seminar on Innovative Labour Inspection - Theories and Practices. ( Beijing, 29 July 2014 )
	Mission Report, China, 20-24 April 2015
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	Mission Report, Changyou Zhu, 13-16 October 2015, Beijing, China
	Mission Report , Guangzhou
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<b>BOSNIA-HERZEGOVINA</b>	
	Decent Work Country Programme Bosnia-Herzegovina, 2012-2015
	LABOUR INSPECTIONS AND UNDECLARED WORK - REPORT By Borislav Radic
	Mission report by Javier Barbero, Workshop, Defining labour inspection guidelines for undeclared work in Bosnia and Herzegovina, Mostar 30/06 -02/07 2015
	LABADMIN/OSH MISSION REPORT Sarajevo, Bosnia and Herzegovina Dates 5 <sup>th</sup> to 7 <sup>th</sup> May 2015, by Mr Andrew CHRISTIAN
	LABADMIN/OSH MISSION REPORT Neum, Bosnia and Herzegovina

	Dates 14 <sup>th</sup> to 17 <sup>th</sup> September 2015, by Mr Andrew CHRISTIAN
<b>THE PHILIPPINES</b>	
	CPO for Labour Inspection 2014-2015
	The Philippine Labour and Employment Plan 2011-2016
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	MOU between DOLE and ILO on Labour Law Compliance System
	Consultation Workshop Series For LLCS-MIS Implementation at DOLE Regional and Provincial Offices (Power point document)
	Statistical Reports
	Progress Reports on Project "Joint Proposal on LISA PH Program Sustainability in 2014-2015"
<b>INDONESIA</b>	
	Decent Work Country Programme Indonesia, 2012-2015
	Coordination Meeting on Work in Fishing and Tripartite Validation Meeting on Gap Analysis, ILO Convention No.188, 17-18 September 2015, Gran Melia Hotel, Jakarta
	The 5th ASEAN Labour Inspection Conference, "Enhancing Labour Inspection through Information and Communication Technology", 11-12 November 2015, Yogyakarta, Indonesia. List of Participants, Opening Remarks by Francesco d'Ovidio, Director, CO-Jakarta, and Recommendations from the Conference.
	Report on WISCON Implementation Workshop and Capacity Improvement in OSH construction through PAOT Method Bogor, 25 - 27 May 2015
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	DRAFT , Circular on Improving the collection and analysis of Labour Inspection data in Indonesia.
	Report on Harmonization and Updating of Statistics Data Collection Method for Labour Inspection in Indonesia, Labour Administration and Inspection Programme LAB/ADMIN, December 10-11 2013
<b>DOMINICAN REPUBLIC</b>	
	TÉRMINOS DE REFERENCIA PARA LA CONTRATACIÓN DE UNA CONSULTORÍA RESPONSABLE DEL DESARROLLO Y PUESTA EN OPERACIÓN DEL SISTEMA DE

	INSPECCIÓN EN EL TRABAJO DEL MINISTERIO DE TRABAJO DE LA REPÚBLICA DOMINICANA, June 2015
	Memorándum de Entendimiento para la puesta en marcha del marco de Cooperación Técnica de la OIT: Programa de Trabajo Decente para la República Dominicana, 2013-2016.
<b>PALESTINE</b>	
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 30 August-3 September 2015, Andrew Christian
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 30 August-3 September 2015 Andrew Christian & Javier Barbero
	Mission Report - Ramallah - Occupied Palestinian Territory - 14-20 March 2015
	LABADMIN/OSH MISSION REPORT - Ramallah - Occupied Palestinian Territory - 14 March-20 March 2015 Andrew Christian & Tsuyoshi KAWAKAMI
	Summary report of activities conducted under the Norway project
<b>PARAGUAY</b>	
	Acuerdo Tripartito para un Programa Nacional de Trabajo Decente, 2014
	DIAGNOSTICO DE LA ADMINISTRACION DEL TRABAJO DE PARAGUAY, "Proyecto: Principios y Derechos en el Trabajo en el contexto de la Conferencia Interamericana de Ministros de Trabajo de la OEA" (RLA/02/55M/USA) <i>Octubre, 2003</i>
	Mission Report to Asunción by Carmen Bueno, ILO Specialist in Safe and Health at Work, ILO/Santiago 21-23 March 2012
	Mission Report about visit to Vice-Minister of Labour in Paraguay by ILO consultant, Ms. Esther Feres Nazarala, 8-12 April 2013
	Final report "Estructura orgánica de las autoridades centrales de los sistemas de inspección del trabajo. Estudio comparado y una propuesta para la Dirección General de Inspección y Fiscalización de Paraguay"
	Propuesta de DECRETO PRESIDENCIAL, POR EL CUAL SE APRUEBA LA CARTA ORGÁNICA DEL MINISTERIO DE TRABAJO, EMPLEO Y SEGURIDAD SOCIAL Y ESTABLECE EL ORGANIGRAMA DE SU GABINETE MINISTERIAL, Asunción, 2014.
	GUÍA DE SEGURIDAD Y SALUD EN EL TRABAJO PARA TRABAJADORAS DOMÉSTICAS  INFORME FINAL DEL CONSULTOR A OFICINA SUBREGIONAL OIT SANTIAGO DE CHILE, Santos Manuel Prieto Fernández, Noviembre 9 de 2015, <u>PROG/COLEXT/97/2015</u> , PROPUESTA DE PROCEDIMIENTO INSPECTIVO ESPECIAL PARA LA INVESTIGACIÓN DE ACCIDENTES DEL TRABAJO GRAVES Y MORTALES Y DE HERRAMIENTAS DE FISCALIZACIÓN EN MATERIA DE SST
	TERMINOS DE REFERENCIA PARA CONTRATO DE COLABORACION EXTERNA. ADAPTACIÓN DE MATERIALES DE FORMACIÓN DE LA OIT PARA LA INSPECCIÓN DE TRABAJO DE PARAGUAY

	TERMINOS DE REFERENCIA PARA EL CONTRATO DE COLABORACION EXTERNA PROPUESTA NORMATIVA PARA LA DIRECCIÓN GENERAL DE INSPECCIÓN Y FISCALIZACIÓN DE PARAGUAY
	Términos de Referencia para “Elaborar una propuesta de Decreto Reglamentario de la ley del Ministerio de Trabajo, Empleo y Seguridad Social y avanzar en su socialización con los Organismos del Poder Ejecutivo involucrados”.
	Project Financial Report and Project Financial Report Summary
	AGENDA VISITA DEL DIRECTOR GENERAL DE INSPECCIÓN Y FISCALIZACIÓN DE PARAGUAY A SANTIAGO DE CHILE
	TALLER TÉCNICO SOBRE “PLANIFICACIÓN ESTRATÉGICA Y SISTEMAS DE REGISTRO DE LA INSPECCION DEL TRABAJO” (Santiago de Chile, septiembre 2014)
	Joint mission report Multidisciplinary mission to Paraguay to formulate an integrated programme of support, Asunción (Paraguay) 22-26 September 2014
	Draft Project Document “MODERNIZACIÓN DE LA ADMINISTRACIÓN LABORAL Y FORTALECIMIENTO DE LA INSPECCIÓN DEL TRABAJO EN PARAGUAY”, Versión 31 de octubre 2014
	Mission’s Report by the consultant Ms. Helena Pérez
	Training Plan for Labour Inspectors
	Seminario Taller, “La Inspección de Trabajo. Qué es y Qué hace”, Julio 2015
	Programa de Trabajo: “Desarrollo de un sistema de inspección de trabajo moderno y eficaz en Paraguay.
	Resolución del MTESS n°47/16
<b>TUNISIA</b>	
	Rapport d’ une mission technique sur l’ inspection en santé et sécurité à Tunis dans le cadre du project GLO/14/65/NOR
<b>PHILIPPINES</b>	
	Memorandum of Understanding between ILO and DOLE for LLCS development, August 2014
	Power point: Consultation Workshop Series For LLCS-MIS Implementation at DOLE Regional and Provincial Offices
	Proposed enhanced LLCS Assessment checklist
	The Philippine Lab our and Employment Plan 2011-2016
	Lab our and Employment Plan Results Framework 2013-2016
	Statistical Reports
	Feedback Forms

17 ANNEX 6: LIST OF INTERVIEWS

	NAME	Position/Office	Email address	DATE OF INTERVIEW
1	Ms. Carmen Bueno	ILO Specialist in Safe and Health at Work, ILO/Santiago	<a href="mailto:bueno@ilo.org">bueno@ilo.org</a>	10th February
2.	Mr. Atilio Guerrero	Labour Inspection General Director, Paraguay	<a href="mailto:Atilioguertero64@gmail.com">Atilioguertero64@gmail.com</a>	10th February
3.	Mr. Lorenzo Oscar Mereles Velázquez	Head of Labour Inspection, Paraguay	<a href="mailto:Loscar.m213@gmail.com">Loscar.m213@gmail.com</a>	10th February
4.	Mr. Miguel Angel Molas Jacobo	Head of OSH Inspection, Paraguay	<a href="mailto:migmolas@hotmail.com">migmolas@hotmail.com</a>	10th February
5.	Ms. Olga Ortiz de Franco	Director of Safe and Health at Work, Paraguay	<a href="mailto:olgaortizmjt@hotmail.com">olgaortizmjt@hotmail.com</a>	10th February
6.	Ms. María Auxiliadora Benítez	Labour Inspector Paraguay	<a href="mailto:Auxi0106@hotmail.com">Auxi0106@hotmail.com</a>	10th February
7.	Ms. Mirta C. Meixner Huemer	Inspector Paraguay	<a href="mailto:mitameixner@icloud.com">mitameixner@icloud.com</a>	10th February
8.	Mr. Jorge Adalberto Aguayo Nacimiento	Inspector Paraguay	<a href="mailto:Aguayo.jorge@gmail.com">Aguayo.jorge@gmail.com</a>	10th February
9.	Mr. Miguel Angel Segovia Bernal	Inspector Paraguay	<a href="mailto:Arq.segovia.m@hotmail.com">Arq.segovia.m@hotmail.com</a>	10th February
10.	Ms. Lourdes González de Duarte	Regional Labour Director Paraguay	<a href="mailto:Clari_gonduarte@hotmail.com">Clari_gonduarte@hotmail.com</a>	11th February

11.	Ms. Adriana Monzón Alvarez	Regional Labour Director Paraguay	<a href="mailto:Adrianamonzon_alvarez@hotmail.com">Adrianamonzon_alvarez@hotmail.com</a>	11th February
12.	Mr. Carlos Pesoa Vera	Regional Labour Director Paraguay	<a href="mailto:carapesoa@gmail.com">carapesoa@gmail.com</a>	11th February
13.	Mr. Artemio Ojeda	Regional Labour Director	<a href="mailto:aojedaaquino@yahoo.com">aojedaaquino@yahoo.com</a>	11th February
14.	Mr. Ernesto Abdala	ILO National Coordinator in Paraguay	<a href="mailto:abdala@ilo.org">abdala@ilo.org</a>	11th February
15.	Mr. Marcos Daniel Paniagua Gomez	Inspector, Paraguay	<a href="mailto:Danpani007@hotmail.com">Danpani007@hotmail.com</a>	11th February
16.	Ms. Raquel Eugenia García Rivarola	Labour Inspector Paraguay	<a href="mailto:Queligarcia45@gmail.com">Queligarcia45@gmail.com</a>	11th February
17.	Ms. Irene Monserrat Pereira Giménez	Labour Inspector Paraguay	<a href="mailto:Monper87@gmail.com">Monper87@gmail.com</a>	11th February
18.	Mr. Santiago Luis Rotela Roo	Labour Inspector Paraguay	<a href="mailto:Santiago.piru76@gmail.com">Santiago.piru76@gmail.com</a>	11th February
19.	Mr. Alfredo de Hollanda	Employer Paraguay	<a href="mailto:hollanda@shoppingglass.com.py">hollanda@shoppingglass.com.py</a>	12th February
20.	Ms. Sonia Fátima Fleitas	Employer Paraguay	<a href="mailto:azucar@rieder.net.py">azucar@rieder.net.py</a> <a href="mailto:soniafleitas@hotmail.com">soniafleitas@hotmail.com</a>	12th February
21.	Ms. Celina Lezcano Flores	Employer Paraguay	<a href="mailto:chelalezcano@hotmail.com">chelalezcano@hotmail.com</a>	12th February
22.	Mr. Beltrán Macchi Salin	Employer FEPRINCO President Paraguay	<a href="mailto:feprinco@quanta.com.py">feprinco@quanta.com.py</a>	12th February
23.	Mr. Tomás Astudillo Solar	Employer UIP Paraguay	<a href="mailto:Tomas_astudillo@yahoo.com.ar">Tomas_astudillo@yahoo.com.ar</a>	12th February
24.	Mr. Claudio Gabriel D'Oliveira	Employer, Paraguay	<a href="mailto:Salud.estrategia@gmail.com">Salud.estrategia@gmail.com</a>	12th February

25.	Ms. Graciela Acevedo	Employer, Paraguay	<a href="mailto:gracielaacevedoy@gmail.com">gracielaacevedoy@gmail.com</a>	12th February
26.	Ms. Ana María Gamell	Employer, Paraguay	<a href="mailto:agamell@aleck.com.py">agamell@aleck.com.py</a>	12th February
27.	Ms. Naida Alderete	Employer, Paraguay	<a href="mailto:nalderete@gmail.com">nalderete@gmail.com</a>	12th February
28.	Mr. Luis Fontclara	Employer, Paraguay	<a href="mailto:fontbaeg@gmail.com">fontbaeg@gmail.com</a>	12th February
29.	Mr. Bernardo Rojas	CUT-A, President	<a href="mailto:rojaskuera@hotmail.com">rojaskuera@hotmail.com</a>	12th February
30.	Mr. Antolín Sugasti	CUT-A	<a href="mailto:antolinsugasti@hotmail.com">antolinsugasti@hotmail.com</a>	12th February
31.	Mr. Bernabé Penayo,	CUT-A		12th February
32.	Mr. Melanio Morel	CUT-A		12th February
33.	Mr. Víctor Ferreira	CUT-A	<a href="mailto:victorferreiracuta@gmail.com">victorferreiracuta@gmail.com</a>	12th February
34.	Ms. Graciela Elizabeth Congo	CUT-A	<a href="mailto:elizabethcong@hotmail.com">elizabethcong@hotmail.com</a>	12th February
35.	Ms. Alma Brítez	CCT	<a href="mailto:Almabritez.life@gmail.com">Almabritez.life@gmail.com</a>	12th February
36.	Mr. Arturo Grande	CCT	<a href="mailto:granarturo@gmail.com">granarturo@gmail.com</a>	12th February
37.	Mr. René Robert	Specialist in Labour Administration and Labour Inspection, ILO/Bangkok	<a href="mailto:robertr@ilo.org">robertr@ilo.org</a>	17 <sup>th</sup> February

38.	Mr. Andrew Christian	Labour Administration and Labour Inspection Officer, ILO/HQ	<a href="mailto:christiana@ilo.org">christiana@ilo.org</a>	17 <sup>th</sup> February
39.	Mr. Joaquim Pintado Nunes	Labour Inspection Team Lead, ILO/HQ	<a href="mailto:nunesjp@ilo.org">nunesjp@ilo.org</a>	18 <sup>th</sup> February
40.	Mr. Javier Barbero	Senior Specialist on Labour Administration, ILO/HQ	<a href="mailto:barberoj@ilo.org">barberoj@ilo.org</a>	18 <sup>th</sup> February
41.	Mr. Changyou Zhu	Labour Administration and Labour Inspection Officer, ILO/HQ	<a href="mailto:zhuchangyou@ilo.org">zhuchangyou@ilo.org</a>	18 <sup>th</sup> February
42.	Ms. Lusiani Julia	Programme Officer, Indonesia ILO Office	<a href="mailto:lusiani@ilo.org">lusiani@ilo.org</a>	19 <sup>th</sup> February
43.	Ms. Quingyi Li	Programme Officer, China ILO Office	<a href="mailto:liqingyi@ilo.org">liqingyi@ilo.org</a>	24 <sup>th</sup> February
44.	Ms. Mari Luz Vega	Special Adviser on Governance and International Standards Regional Office for Europe and Central Asia, ILO/HQ	<a href="mailto:vega@ilo.org">vega@ilo.org</a>	24 <sup>th</sup> February
45.	Mr. Fernando García	Specialist on Labour Law, Labour Administration and Social Dialogue, ILO Central America, Haiti, Panama and Dominican Republic.	<a href="mailto:garciaf@ilo.org">garciaf@ilo.org</a>	24 <sup>th</sup> February



46.	Mr. Fernando Fonseca	Senior Programme Officer Social Protection, Governance and Tripartism Programme (ITC/ILO)	<a href="mailto:f.fonseca@itcilo.org">f.fonseca@itcilo.org</a>	26 <sup>th</sup> February
47.	Mr. Marcello Lachi	ILO Consultant in Paraguay, Political Scientist	<a href="mailto:marcellolachi@gmail.com">marcellolachi@gmail.com</a>	26 <sup>th</sup> February
48.	Mr. Filemón Del Valle	ILO Consultant in Paraguay	<a href="mailto:Filemondelvalle1@gmail.com">Filemondelvalle1@gmail.com</a>	26 <sup>th</sup> February
49.	Ms. Lejla Tanovic	ILO National Coordinator in Bosnia and Herzegovina	<a href="mailto:tanovic@ilo.org">tanovic@ilo.org</a>	29 <sup>th</sup> February
50.	Mr. Jules Oni	Specialist Dialogue Social et Administration du Travail, ILO Dakar Office	<a href="mailto:oni@ilo.org">oni@ilo.org</a>	29 <sup>th</sup> February
51.	Mr. Andrés Yurén	ACTEMP, Especialista Principal en Oficina Cono Sur	<a href="mailto:Yuren@ilo.org">Yuren@ilo.org</a>	29 <sup>th</sup> February
52.	Ms. Dyane Respall	Programme Officer, ILO Manila Office	<a href="mailto:respall@ilo.org">respall@ilo.org</a>	1 <sup>st</sup> March
53.	Ms. Helena Pérez	ILO Consultant Paraguay	<a href="mailto:perezh@improvingworklife.com">perezh@improvingworklife.com</a>	1 <sup>st</sup> March





**Mission Agenda**  
**Ms. Ana María García Femenía in Asunción, Paraguay**  
**9 February -13 February 2016**

**Wednesday, 10 February**

- 7:30** Meeting with Ms. Carmen Bueno, ILO Specialist in Safe and Health at Work, ILO/Santiago
- 08:00** Participation as Observer in the Training “Desarrollo de un sistema de inspección de trabajo moderno y eficaz en Paraguay”
- 10:00** Group Interview with Labour Inspection authorities from the Ministry of Labour, Employment and Social Security
- 15:00** Group Interview with Labour Inspectors
- 17:30** Meeting with Ms. Carmen Bueno and Mr. Ernesto Abdalá  
Venue: Gran Hotel del Paraguay

**Thursday, 11 February**

- 10:00** Group Interview with Regional Labour Directors from the Ministry of Labour, Employment and Social Security
- 12:00** Interview with Mr. Ernesto Abdalá, ILO National Coordinator in Paraguay
- 15:00** Group Interview with Labour Inspectors
- 17:30** Interview with Ms. Carmen Bueno  
Venue: Gran Hotel del Paraguay

**Friday, 12 February**

- 09:00** Focus Group at FEPRINCO, Employer’s Organization.  
Lic. Beltrán Machi, Presidente de FEPRINCO  
Venue: Visión Banco. Dirección: Avda. Santa Teresa y Concejal Vargas
- 16:15** Focus Group at CUT-A  
President: Bernardo Rojas  
Venue: Local de la CUT-A – Fulgencio R. Moreno 566 e/Paraguarí y México
- 18:30** Interview with Arturo Grande and Alma Brítez – CCT
- 19:30** Debriefing with Mr. Ernesto Abdalá.  
Venue: Gran Hotel del Paraguay