



ILO EVALUATION

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Acronyms

ADIH	Association des Industries d'Haïti
AFETI	<i>Agence Française d'Expertise Technique internationale</i>
BWH	Better Work Haiti
CTA	Chief Technical Advisor
CTMO-HOPE	<i>Commission Tripartite de Mise en Œuvre de la loi HOPE</i>
DWCP	Decent Work Country Programme
EA	Enterprise Advisor
EMA	<i>l'École de la Magistrature</i>
ENAPP	École Nationale d'Administration et de Politiques Publiques
FMCS	Federal Mediation and Conciliation Service
HOPE	Haitian Hemispheric Opportunity through Partnership Encouragement
HR	Human Resources
IFC	International Finance Corporation
ILO	International Labour Organization
ILS	International labour standards
IO	Immediate Objective
KAB	Knowledge-Attitude-Behaviour
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health
M&E	Monitoring and Evaluation
MAST	Ministère des Affaires Sociales et du Travail
MCB	Ministère des Affaires Sociales et du Travail's Capacity Building Project

MoU	Memorandum of Understanding
OECD-DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development
OMRH	Office de Management et des Ressources Humaines
OSH	Occupational safety and health
PAC	Project Advisory Committee
RBB	Results-Based Budgeting
TAICNAR	Technical Assistance Improvement and Compliance Needs Assessment and Remediation
ToR	Terms of Reference
ToT	Training of Trainers
UNDSS	United Nations Department for Safety and Security
USDOL	United States Department of Labor

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1 Executive Summary

1.1 Background and context

The garment manufacturing sector plays a key role in Haiti's overall economy. Yet, political instability and recent natural disasters have strongly affected the country's economy and more specifically, its apparel sector.

The United States implemented the Haitian Hemispheric Opportunity through Partnership Encouragement Act of 2008 (HOPE II) to offer preferential treatment to Haitian exporters willing to access US market for apparel, textiles, and certain other goods. To benefit from HOPE II, Haiti was required to work with the International Labour Organization (ILO) to promote compliance with core national and international labour standards in factories eligible for preferential trade treatment.

Since 2008, the United States Department of Labor (USDOL) has provided over USD 12.9 million for technical cooperation programmes in Haiti. USDOL provided USD 9.2 million for the ILO Better Work Haiti programme and USD 2.4 million to the ILO for the the *Ministère des Affaires Sociales et du Travail* (MAST) Capacity Building (MCB) Project.

1.1.1 Summary of the Assignment Objective, Logic and Structure

The overall development objective of the MAST Capacity Building Project was to contribute to building the capacities of the MAST to increase labour law compliance in the Haitian apparel sector. Phase I of the MCB Project had a budget of USD 1.4 million to address three immediate objectives (IO), namely:

- MAST is more effective in conducting labour inspections in the apparel sector;
- MAST and the Office of the Labour Ombudsperson apply improved technical and soft skills in their mediations, and;
- Workers and employers play a more active role in ensuring compliance with labour law in the garment sector.

In November 2015, USDOL allocated an additional USD 1 million to the project to strengthen the level of completion of the first three IOs and to work towards a fourth IO (IO 4, Phase II):

- Capacities of labour judges are enhanced in order to adequately manage labour and employment cases (Phase II)

1.1.2 Actual status of the assignment

The MCB Project was initially designed to be implemented over 24 months, between November 2013 to October 2015. The project was, however, subject to a no-cost extension from November 2015 to June 2016

and obtained an additional USD 1 million with an extension until June 2017. A final no-cost extension was granted from July 2017 to December 2017.

1.1.3 Purpose, scope and clients of the study

As stated in the Terms of Reference (ToR), the purpose of this evaluation is to:

- Assess the relevance of the intervention objectives and approach
- Establish how far the intervention has achieved its planned outcomes and objectives
- Determine the achievements of Project objectives at outcome and impact levels
- Understand the extent to which the MCB Project's strategy has proven efficient and effective
- Evaluate whether the MCB Project is likely to have a sustainable impact.

This evaluation was carried out following the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to ILO's strategic and national policy framework, and consider the effectiveness, efficiency, and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to broader development goals.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in Haiti or countries with similar contexts.

The evaluation focused on the activities that have been implemented since the initiation of the MCB Project of the MAST in March 2014. It thus covered activities implemented during Phase I and Phase II of the project.

1.1.4 Methodology of the evaluation

The evaluation was conducted in six phases:

- Inception phase and preliminary document review
- Data collection and country visit (November 6th to 15th, 2017)
- Debrief presentation (November 15th, 2017)
- In depth document review and additional virtual consultations
- Data analysis and triangulation
- Report writing and validation (December 2017).

The evaluation triangulated information from three sources of data:

- Document review in order to identify milestones reached and provide references to challenges and delays in the delivery of activities.
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- Individual interviews in Haiti conducted with ILO project staff, Better Work, MAST, CTMO HOPE, EMA, employers' representatives. Additional virtual interviews were conducted with USDOL and LABADMIN/OSH Branch in Geneva.
- Focus group discussions were undertaken with MAST labour inspectors, conciliators and call center operators. An additional focus group discussions were conducted with labour union representatives.

1.2 Main Findings and Conclusions

The MCB Project's focus on the apparel sector was highly relevant, given the sector's relative importance in the formal economy of the country in terms of exports and employment. The apparel sector is the largest single employer and exporter in Haiti. It currently provides employment to nearly 41,000 workers, and apparel constitutes 90 percent of Haitian exports to the United States. Yet, limited labour law compliance and frequent labour conflicts have strongly affected the country's development and competitiveness and has limited the potential growth of this key economic sector. In addition, the sector has been benefiting from preferential trade treatment by the United States through the HOPE II Act (that also requires stronger labour law compliance to participating factories) thus making the project's focus on the garment industry highly strategic.

The MCB Project design was based on a diagnostic carried out in 2010, which allowed the three ILO constituents at country level to express their views and needs regarding labour law compliance in the apparel sector. This process allowed LABADMIN/OSH in Geneva to develop IOs aligned to the needs identified by the MAST, labour unions and employers' representatives. These objectives remained relevant throughout the implementation process considering that the needs identified in 2010 still exist in 2017. More specifically, interview data indicated that the comprehensive training and training of trainers (ToT) for MAST labour inspectors were considered as the most relevant aspect of the MCB Project.

The MCB Project's objectives constituted a logical extension of the work carried out by the BWH Programme and to the window of opportunity created by the HOPE Act. BWH core services combine independent factory assessments, advisory and training services for all Haitian apparel factories exporting to the United States. The MCB Project was designed to strengthen the national capacities of the MAST to ensure labour law compliance in the apparel sector. The alignment of the MCB Project to BWH in its design was a requirement of USDOL, the donor of both initiatives. The MCB Project was, furthermore, aligned with the ILO's Decent Work Country Programme in Haiti and its global strategies.

The MCB Project's general design reflected a consideration of the need to work with a wide variety of national stakeholders involved in labour dispute prevention and resolution: MAST hotline operators, labour inspectors and conciliators, CTMO-HOPE Ombudsperson and judges and EMA trainers. Yet, at the activity level, most efforts were devoted to strengthening the capacities of labour inspectors at the expense of other actors initially identified. The training and ToTs were systematically offered to a Task Force initially composed of a select group of eleven MAST labour inspectors and seven MAST managers.

Yet in terms of design, even if the risks and assumptions identified in the Programme Document were generally valid, the suggested mitigation measures were not appropriately conceptualized and implemented. Of the six risks initially identified, four occurred and two of those that occurred affected the sustainability and implementation of the MCB Project, namely political instability at the national level and turnover in MAST leadership (sustainability risk 1) and reluctance to embrace the changes suggested by the MCB Project by some government officials (sustainability and implementation risk 2). The only effective mitigation measure was the creation of a Task Force within the MAST that allowed its members to take ownership of the learning outcomes of the training and to remain motivated all along the process.

With regards to gender mainstreaming, although briefly mentioned in the Programme Document, gender issues were not proactively mainstreamed in the MCB Project's activities, even though women constitute the majority of labour force in the apparel sector. Due consideration was given to the social inclusion of vulnerable populations, such as factory workers, who are the ultimate (albeit indirect) beneficiaries of the MCB Project.

With regards to the first IO, the MCB Project was particularly effective in strengthening the capacities of the labour inspectors, who are part of the Task Force. There was strong evidence that the quality of work performed by the labour inspectors in the apparel sector has improved. Interviewed stakeholders noted a significant improvement in the quality of the inspectors' work and indicated that the training had induced important and positive changes. There was strong evidence, triangulated across different types of stakeholders that inspections conducted by the Task Force in the apparel sector are now taken more seriously by employers than inspections conducted by other inspectors, by inspectors that work in other sectors, or by those that were conducted prior to the creation of the Task Force.

With regards to the second IO, the project marginally strengthened the capacities of conciliators and the Labour Ombudsperson. The MAST conciliators were not part of the Task Force, and there was little evidence that their participation (and that of the Labour Ombudsperson) to some of the training created capacities that enhanced the quality of their work or the MAST. It is thus likely that the effects of these training have been minimal. With regards to the third IO, the evaluation found no evidence the MCB Project activities have already contributed to ensuring that workers and employers play more active roles in labour inspections.

Regarding the fourth IO, the MCB Project's training seem to have strengthened the capacities of labour judges, although there is no evidence that they are more adequately handling labour and employment cases. The most significant contribution to this objective was the 40-hour initial training course organized by EMA trainers, who were trained with the support of the project on international labour standards, on how to put these standards into practice in the Haitian context. The initial training courses are mandatory courses that all future judges must undergo. However, there was no clear evidence (e.g., MoU, budget allocation) that either of the courses would be offered in a near future.

In terms of efficiency, the MCB Project made an efficient use of resources devoted to the training of inspectors and ToT. However, activities related to all IOs were often delayed and many have not been completed. External factors identified include: political instability and turnover in MAST leadership, reluctance to embrace the changes suggested by the MCB Project by few government officials, political interference in the labour inspection process, inadequate internal communication, lack of human and financial resources, and absence of adequate infrastructure within the MAST.

On the other hand, the internal management arrangements for implementing the MCB Project caused confusion amongst stakeholders and delayed implementation, notably because of bureaucratic red tape created by the degree of decentralization of the project across San José, Geneva and Port-au-Prince. The MCB Project was designed by Geneva staff and then passed to a newly recruited project team; this may have affected the overall efficiency of the MCB Project to the extent it at first unable to clearly communicate the Project's objective or the expected roles and responsibilities of key local stakeholders.

Although limited, the collaboration between the MCB Project and BWH contributed to the achievement of some key results with labour inspectors (the MCB Project took advantage of some potential synergies with BWH to implement the training and shadow inspections conducted). However, both entities tended to work in silos, communication between both was suboptimal and there were no other areas of collaboration beyond labour inspectors' training.

At the time of the evaluation, the sustainability of the results and processes initiated by the MCB Project did not meet the necessary conditions to ensure longer-term sustainability. The ToT for labour inspectors was not conducted within an institutional structure that had the mandate, capacities or resources to replicate or scale up the training (there is no clear buy-in from high-level officials within the MAST, the training process was not institutionalized in the ENAPP). In addition, activities related to ensuring workers and employers play a more active role in ensuring compliance with labour law were not completed. On a more positive note, the Task Force members were highly motivated at the time of the evaluation and were willing to share what they have learned with their peers and work towards strengthening the MAST. In addition, the fact that EMA trained trainers that developed a 40-hours initial course for judges were confident they would be able to institutionalize this course was a positive outcome, which would ensure the sustainability of this process. Overall, at the time of the evaluation, it was unlikely that the results achieved at this point would have a long-term transformative impact within the MAST.

1.3 Lessons learned, Emerging good practices and Recommendations

1.3.1 *Lessons learned*

- 1) This evaluation shows that appropriate strategies for ensuring the replicability of a process must not only be built into the initial intervention design, but the strategies must also account for the institutional capacities and contexts of the organization in which the processes are to be implemented.

The sustainability strategy of including a ToT in addition to traditional training and capacity-building activities is a necessity, as it provides trained individuals with the knowledge and know-how to train their peers. However, this strategy alone is not sufficient to allow adequate replication. Trained individuals must also have appropriate institutional support.

- 2) This evaluation uncovered strong evidence that the management structure in place for implementing a project has a direct impact on its effectiveness and efficiency.

Specifically, the level of decentralization of the MCB Project was not appropriate for operations in an environment as complex as Haiti. The constantly evolving political and social situations in Haiti require a sound understanding of the national context and sufficient flexibility for rapid decision-making and changes to planned interventions. With the ILO not having a country office with full delegation of authority in Haiti, several implementation delays and miscommunications issues within the project team also affected the quality of communication with key national partners.

1.3.2 *Emerging Good Practices*

- 1) **The creation of a Task Force.** Although the MCB Project's official objective is to strengthen the capacities of the MAST, it has specifically strengthened the capacities of the labour inspectorate and changed the way labour inspectors on the Task Force perform their work. These changes appear to have been realized by the MCB Project's focus, over an extended period, on the training for and consistent support of a small group of beneficiaries (i.e., 11 inspectors and seven managers from the MAST) who had been formally invited to the Task Force. Interviews clearly indicated that participation in the Task Force had a strong motivational effect on its members, creating not only a sense of belonging amongst them but also feeling of ownership and responsibility for doing their jobs adequately.
- 2) **Shadow inspection visits.** The purpose of these visits was to allow labour inspectors to directly witness how EAs operate, behave and implement ILS in the context of an enterprise assessment. Given the important limitations that the MAST has been facing in terms of resources and capacities, labour inspections were generally of poor quality and were usually not taken seriously by employees and employers. As such, it was an immense learning opportunity for trained labour inspectors to see how skilled professionals outside the MAST operate.

1.3.3 *Recommendations*

- 1) ILO should consider transferring the responsibility and oversight of activities not completed by the MCB Project to the BWH Programme.
 - 2) LABADMIN/OSH and BWH should coordinate efforts to institutionalize labour inspector training in the ENAPP, while considering the implementation of a resource mobilization strategy to secure sustainability.
 - 3) LABADMIN/OSH and BWH should advocate for the development and implementation of a capacity development policy within the MAST.
 - 4) ILO should consider integrating sustainability strategies during the intervention design stage and strive to implement them during the intervention's lifetime.
 - 5) ILO should consider the higher transaction costs related to implementing a decentralized project in a fragile state with weak institutions as soon as it starts designing its interventions.
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2 Résumé Exécutif

2.1 Antécédents et contexte

Le secteur textile joue un rôle clé dans l'économie haïtienne. Néanmoins, l'instabilité politique et les récentes catastrophes naturelles ont affecté durement l'économie du pays, et plus particulièrement le secteur textile.

C'est dans ce contexte que les États-Unis ont mis en œuvre la loi HOPE (Haitian Hemispheric Opportunity through Partnership Encouragement Act) en 2008 afin d'offrir un traitement préférentiel aux exportateurs haïtiens du secteur textile afin de stimuler la croissance, le développement et la création d'emploi dans ce secteur. Pour bénéficier des avantages à l'exportation que lui confère la loi HOPE, le gouvernement Haïtien a été tenu de travailler avec le Bureau International du Travail (BIT) pour promouvoir le respect des droits fondamentaux au travail et normes nationales et internationales du travail dans les usines admissibles au traitement préférentiel.

Depuis 2008, le Ministère du Travail des États-Unis (USDOL) a fourni plus de 12,9 millions de dollars pour divers programmes de coopération technique en Haïti. USDOL a alloué 9,2 millions de dollars au programme Better Work Haïti de BIT et de la Société Financière Internationale et 2,4 millions de dollars au BIT pour le projet de renforcement des capacités du Ministère des Affaires Sociales et du Travail (MAST), lequel est l'objet de la présente évaluation finale.

2.1.1 *Résumé de l'objectif, de la logique et de la structure de du projet*

L'objectif principal du Projet de Renforcement des Capacités du MAST (RCM) est de contribuer au renforcement des capacités MAST en vue d'augmenter le niveau de conformité et de respect des normes du travail dans le secteur textile haïtien. La première phase (Phase I) du projet RCM avait un budget de 1,4 million USD et avait trois objectifs immédiats, à savoir :

- 1) Rendre le MAST plus efficace dans la conduite des inspections du travail dans le secteur textile ;
- 2) Faire en sorte que le MAST et le Bureau de la médiatrice spéciale du travail disposent et utilisent de techniques et de compétences générales améliorées dans leurs médiations;
- 3) Faire en sorte que les travailleurs et les employeurs jouent un rôle actif plus important dans la mise en application des normes du travail dans le secteur du textile.

En novembre 2015, USDOL a alloué 1 million USD supplémentaires au projet afin de renforcer les accomplissements des trois premiers objectifs immédiats et de mettre en œuvre un quatrième objectif immédiat (OI 4, phase II) :

- 1) Faire en sorte que les capacités des juges du travail soient renforcées afin qu'ils soient en mesure de gérer adéquatement les dossiers liés au droit du travail (Phase II).

2.1.2 *Situation actuelle du projet*

Le Projet de Renforcement des Capacités du MAST (RCM) a été conçu pour être mis en œuvre en 24 mois entre novembre 2013 et octobre 2015. Le projet a toutefois été prolongé sans frais de novembre 2015 à juin 2016 pour ensuite obtenir une allocation supplémentaire de 1 million USD accompagnée d'une prolongation jusqu'en juin 2017. Le projet a été prolongé sans frais une dernière fois de juillet 2017 à décembre 2017.

2.1.3 *Objectif, portée et clients de l'étude*

Tel qu'indiqué dans les termes de référence, l'objectif de cette évaluation est de :

- Évaluer la pertinence des objectifs et de l'approche de l'intervention
- Déterminer dans quelle mesure l'intervention a atteint les résultats et les objectifs prévus
- Déterminer les réalisations des objectifs du projet au niveau des résultats et de l'impact
- Comprendre dans quelle mesure la stratégie du projet RCM s'est révélée efficace et efficiente
- Évaluer si le projet RCM est susceptible d'avoir un impact durable.

Cette évaluation a été effectuée conformément aux exigences de la politique d'évaluation du BIT. Les évaluations de projets du BIT permettent au Bureau et à ses partenaires financiers d'évaluer la pertinence de la conception par rapport au cadre stratégique national de l'OIT et d'évaluer l'efficacité, l'efficience et la durabilité des résultats du projet. Les évaluations de projet testent également les hypothèses sous-jacentes concernant la contribution à un objectif de développement plus large. Les connaissances et informations obtenues à partir de l'évaluation seront utilisées pour informer la conception future d'activités similaires du BIT en Haïti ou dans des pays au contexte similaire. L'évaluation s'est penchée sur les activités mises en œuvre depuis le début du Projet de Renforcement des Capacités du MAST en mars 2014. Elle a donc couvert les activités mises en œuvre au cours des phases I et II du projet.

2.1.4 *Méthodologie de l'évaluation*

- L'évaluation a été menée en six phases
 - Phase de démarrage et de révision préliminaire des documents
 - Collecte de données et visite pays (du 6 au 15 novembre 2017)
 - Présentation de débriefing (15 novembre 2017)
 - Révision approfondie de documents et entrevues virtuelles additionnelles
 - Analyse de données et triangulation
 - Rédaction du rapport et validation (décembre 2017).
-

L'évaluation a triangulé l'information provenant de trois sources de données :

- Révision des documents afin d'identifier les jalons atteints, les défis et les retards dans l'exécution des activités.
- Entretiens individuels en Haïti avec le personnel du projet, Better Work Haïti (BWH), MAST, CTMO HOPE, EMA, représentants des employeurs. Des entretiens virtuels supplémentaires ont été menés avec USDOL et LABADMIN / OSH à Genève.
- Des groupes de discussion ont été organisés avec les inspecteurs du travail du MAST, les conciliateurs et les opérateurs de centres d'appels. Des groupes de discussion supplémentaires ont été organisés avec des représentants syndicaux.

2.2 Constats et conclusions

Compte tenu de l'importance relative du secteur textile dans l'économie formelle du pays sur le plan des exportations et d'emplois, l'évaluation considère que l'accent mis exclusivement sur ce secteur est très pertinent. En outre, le secteur textile fournit des emplois à près de 41 000 travailleurs et représentent 90% des exportations haïtiennes vers les États-Unis, ce qui en fait le plus grand employeur et exportateur du pays. Cependant, compte tenu la faible propension à respecter et faire appliquer les droits fondamentaux du travail et les normes internationales du travail, les conflits de travail sont fréquents ont une forte incidence sur le développement et la compétitivité du pays. Le secteur a bénéficié d'un traitement commercial préférentiel par les États-Unis dans le cadre de la loi HOPE qui requiert pour les usines participantes une conformité accrue aux normes du travail. Ceci renforce la pertinence du projet pour le MAST et pour l'industrie du textile.

La conception du projet RCM s'est basée sur un diagnostic réalisé en 2010 par l'entremise d'un processus consultatif qui a permis aux mandataires tripartites au niveau national d'exprimer leurs points de vue et leurs besoins relatifs au droit du travail dans le secteur textile. Ce processus a permis au LABADMIN/OSH basé à Genève de développer des objectifs immédiats répondant aux besoins identifiés par le MAST, les syndicats et les représentants des employeurs. Ces objectifs sont restés pertinents tout au long du processus de mise en œuvre du projet compte tenu du fait que les besoins identifiés en 2010 étaient encore présents en 2017. Plus spécifiquement, les entretiens réalisés dans le cadre de l'évaluation ont indiqué que la formation des inspecteurs du MAST ainsi que la formation de formateurs furent les contributions les plus pertinentes du projet RCM. Ces formations ont bénéficié principalement aux membres de la Task Force, un groupe formé initialement de 11 inspecteurs et 7 gestionnaires du MAST.

Les objectifs du projet RCM sont une extension logique du travail réalisé par le programme BWH et à l'opportunité créée par l'obligation pour les usines exportatrices de se conformer aux normes du travail dans le cadre de la loi HOPE. Les services de base de BWH combinent des évaluations d'usines indépendantes, du service de conseil et de la formation destinée aux usines de textile haïtiennes exportant vers les États-Unis. Pour sa part, le projet RCM a été mis en place pour renforcer les capacités du MAST afin qu'il soit en mesure de garantir le respect des droits fondamentaux du travail dans le secteur du textile. L'alignement des objectifs du projet RCM à ceux de BWH fut une exigence de USDOL, bailleur de fonds commun aux deux initiatives. Le projet RCM est en outre aligné sur le Programme Pays pour le Travail Décent du BIT en Haïti et sur ses stratégies globales.

La conception générale du projet RCM a considéré la nécessité de travailler avec un large éventail de parties prenantes nationales impliquées dans la prévention et la résolution des conflits de travail: opérateurs du centre d'appel, inspecteurs et conciliateurs du MAST, ombudsmans du CTMO-HOPE ainsi que des juges et des formateurs de l'École de la Magistrature (EMA). Cependant, au niveau des activités mises en œuvre, le projet a consacré la plupart de ses efforts au renforcement des capacités des inspecteurs du MAST au détriment des autres acteurs initialement identifiés.

Au niveau de la conception du projet, on observe que les risques et les hypothèses identifiés dans le document de programme étaient généralement valides, toutefois les mesures d'atténuation suggérées n'ont pas été correctement conceptualisées et n'ont pas permis leur mise en œuvre. Sur les six risques initialement identifiés, quatre sont survenus et trois ont affecté la durabilité et la mise en œuvre du projet RCM, à savoir l'instabilité politique et la rotation constante au niveau des hauts fonctionnaires MAST (risque lié à la durabilité 1) ainsi que leur résistance au changement (risque lié à la durabilité et à la mise en œuvre 2). La seule mesure d'atténuation efficace a été la création de la Task Force au sein du MAST qui est généralement resté motivé en engageant dans le processus de formation offert par le projet RCM.

Bien que brièvement mentionnées dans le document de programme, les questions de genre n'ont pas été explicitement intégrées aux activités du projet RCM, et ce, même si les femmes représentent la majorité de la main-d'œuvre dans le secteur textile. Une attention particulière a toutefois été accordée à l'inclusion sociale des populations vulnérables, telles que les ouvriers d'usine, c'est-à-dire les bénéficiaires finaux (bien qu'indirects) du projet RCM.

Le projet RCM a renforcé efficacement les capacités des membres de la Task Force. L'évaluation a recueilli de nombreux témoignages indiquant que la qualité de leur travail d'inspection dans les usines participantes s'est amplement améliorée. Les parties prenantes interrogées ont noté une amélioration significative de la qualité du travail des inspecteurs, indiquant que les formations avaient induit des changements importants et positifs. Il existe des preuves solides, triangulées selon les différents types d'intervenants, que les inspections menées par la Task Force sont prises plus au sérieux par les employeurs que les inspections menées par d'autres inspecteurs hors de la Task Force, ou encore celles menées dans d'autres secteurs ou qui étaient menées avant la création de la Task Force.

Le projet semble avoir été moins efficace pour renforcer les capacités des conciliateurs et de la médiatrice spéciale. À ce jour, le projet n'a pas contribué à faire en sorte que ces derniers appliquent de manière significative de nouvelles techniques ou compétences générales dans leur travail de conciliation ou de médiation. Les conciliateurs du MAST ne faisaient pas partie de la Task Force et n'ont donc pas reçu autant d'appui et de soutien que les inspecteurs. Par ailleurs, à ce jour, le Projet RCM n'a pas contribué à faire en sorte que les travailleurs et les employeurs jouent un rôle plus actif dans les inspections du travail.

Les formations destinées aux juges et aux magistrats de l'EMA semblent avoir contribué à renforcer leurs capacités et compétences bien que l'évaluation n'ait collecté aucune preuve qu'ils traitent plus adéquatement les litiges liés aux droits du travail. La contribution la plus significative à cet objectif semble être un cours pour la formation initiale des juges de 40 heures, préparé par des formateurs de l'EMA qui ont été formés par le Projet sur les normes internationales du travail et sur la façon de les mettre en pratique dans le contexte haïtien. Les formations initiales sont des formations qui doivent être suivies par tous les futurs juges du pays. Cependant, il n'y a pas d'engagement formel que le cours sera effectivement offert dès janvier 2018, tel que le suggèrent certaines personnes consultées durant l'évaluation.

En termes d'efficacité, le projet RCM a fait un usage adéquat des ressources consacrées à la formation des inspecteurs. Cependant, les activités liées à chacun des quatre objectifs immédiats ont souvent été retardées ou sont demeurées inachevées. Les facteurs externes ayant entravé la mise en œuvre des activités prévues incluent l'instabilité politique et la rotation au niveau des hauts fonctionnaires du MAST, la résistance au changement observée chez certains responsables du MAST, l'ingérence politique dans le processus d'inspection du travail, une communication interne au MAST inadéquate, le manque de ressources humaines et financières, et l'absence d'infrastructure adéquate dans le MAST.

Il n'en demeure pas moins que les modalités de gestion interne propres au projet RCM ont pu contribuer aux retards observés et ont pu générer une certaine confusion au sein du MAST et auprès autres parties prenantes. La lourdeur bureaucratique créée par le fait que les décisions devaient se prendre à Genève, les processus administratifs devaient être gérés par le bureau de San José ont eu une incidence négative sur l'efficacité de la mise en œuvre. Le fait que le projet RCM ait été conçu par du personnel de Genève puis transféré à une équipe de projet nouvellement recrutée en Haïti peut avoir affecté l'efficacité globale de la mise en œuvre ainsi que la capacité de l'équipe du projet à communiquer clairement les objectifs du projet ainsi que les rôles et responsabilités des partenaires locaux.

Les rares moments de collaboration entre le projet RCM et BWH ont contribué à la réalisation de certains résultats clés avec les inspecteurs du travail. Le projet RCM a profité de certaines synergies potentielles avec BWH pour mettre en œuvre les formations et inspections fictives. Cependant, les deux entités ont eu tendance à travailler en vase clos et ont généralement peu communiqué entre elles de sorte que leur collaboration s'est limitée aux formations des inspecteurs.

Au moment de l'évaluation, beaucoup de doutes subsistaient quant à la durabilité des résultats et des processus initiés par le projet RCM. La formation de formateurs pour l'inspection du travail ne s'est pas faite dans une structure institutionnelle ayant le mandat, les capacités, ou les ressources pour répliquer ou intensifier les formations (il n'existe pas d'appui clair en provenance des hauts fonctionnaires du MAST, le processus de formation n'a pas été institutionnalisé au sein l'ENAPP). De plus, les activités visant à ce que les travailleurs et les employeurs jouent un rôle plus actif dans le respect des normes du travail n'ont pas été achevées. Sur une note plus positive, force est d'admettre que les membres de la Task Force sont très motivés, désireux de partager ce qu'ils ont appris avec leurs pairs et de travailler sur le long terme au renforcement du MAST, ce qui représente une opportunité à saisir afin de garantir la durabilité des résultats obtenus.

D'autre part, le fait que l'EMA ait formé des formateurs qui ont élaboré un cours pour la formation initiale des juges, et que ces derniers sont confiant qu'ils seront en mesure d'institutionnaliser ce cours afin d'assurer la durabilité de ce processus, représente également une avancée positive. À l'heure actuelle, il est toutefois peu probable que les résultats obtenus aient un impact transformateur à long terme sur le MAST.

2.3 Leçons apprises, bonnes pratiques et recommandations

2.3.1 Leçons apprises

- 1) Cette évaluation démontre qu'une stratégie adéquate pour garantir la durabilité ou réplification d'un processus (tel que les formations d'inspecteurs ou formations de formateurs) doit non

seulement être intégrée dès la conception initiale de l'intervention, mais que cette stratégie doit absolument tenir compte du contexte et capacités institutionnelles de l'organisation qui servira à les mettre en œuvre.

La mise en œuvre d'une stratégie de durabilité consistant à inclure une composante de formation de formateurs en plus des activités traditionnelles de formation et de renforcement des capacités est nécessaire dans la mesure où elle fournit aux individus formés les connaissances et le savoir-faire nécessaires pour former leurs pairs. Cependant, cette stratégie seule n'est pas suffisante pour permettre une réplique adéquate d'un processus de formation. Les personnes formées doivent également bénéficier d'un soutien institutionnel approprié.

- 2) Cette évaluation a démontré que la structure de gestion en place pour la mise en œuvre d'un projet a un impact direct sur son efficacité et son efficacité.

Plus précisément, le niveau de décentralisation du projet RCM n'était pas adapté aux exigences liées à un environnement de travail aussi complexe que celui d'Haïti. L'évolution constante des situations politiques et sociales en Haïti exige une bonne compréhension du contexte national et suffisamment de flexibilité pour permettre des changements à la planification initiale et pour prendre des décisions rapidement. L'absence de délégation de pouvoirs au bureau de projet du BIT en Haïti a été la source de plusieurs retards. De plus, les problèmes de communications internes au projet ont eu des répercussions sur la qualité du partenariat avec les acteurs nationaux.

2.3.2 *Bonnes pratiques*

- 1) La création d'une Task Force. Bien que l'objectif officiel du projet RCM soit de renforcer les capacités du MAST, il a plutôt renforcé les capacités de l'inspection du travail et modifié la manière dont les inspecteurs de la Task Force accomplissent leur travail. Ces changements semblent avoir été facilités par l'accent mis par le projet RCM, sur la formation et le soutien constant d'un petit groupe de bénéficiaires (11 inspecteurs et sept gestionnaires du MAST) qui avaient été officiellement invités pour former la Task Force. Les entrevues ont clairement indiqué que la participation à la Task Force a eu un effet de motivation sur ses membres, créant non seulement un fort sentiment d'appartenance au sein du groupe, mais également en contribuant à l'appropriation des acquis de la formation et à un désir de bien réaliser le travail d'inspecteur.
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- 2) Inspections fictives (ou « shadow inspections »). Le but de ces visites était de permettre aux inspecteurs du MAST de voir directement comment les conseillers de BWH fonctionnent, se comportent et mettent en œuvre les normes internationales du travail dans le contexte d'une évaluation d'entreprise. Compte tenu du manque flagrant de ressources humaines et financières du MAST, les inspections du travail étaient généralement inadéquates et il était donc difficile de trouver de bonnes pratiques d'inspection au sein du MAST. Les inspections fictives ont donc représenté une opportunité pour les inspecteurs d'observer comment des professionnels expressément formés en la matière effectuent ce type de travail.

2.3.3 *Recommandations*

- 1) Le BIT devrait envisager de transférer la responsabilité et la supervision des activités non complétées par le projet RCM au programme BWH.
- 2) Le service LABADMIN / OSH et BWH devraient coordonner leurs efforts pour institutionnaliser les formations des inspecteurs du travail au sein de l'ENAPP tout en envisageant la mise en œuvre d'une stratégie de mobilisation des ressources pour en assurer la durabilité.
- 3) Le service LABADMIN / OSH et BWH devraient plaider en faveur de l'élaboration et de la mise en œuvre d'une politique de renforcement des capacités au sein du MAST.
- 4) Le BIT devrait envisager d'intégrer des stratégies de durabilité dès le stade de conception de ses interventions et s'efforcer de les mettre en œuvre pendant la durée de l'intervention.
- 5) Le BIT devrait prendre en compte, dès la conception de ses interventions, les coûts de transaction plus élevés liés à la mise en œuvre d'un projet décentralisé dans un état fragile disposant de faibles institutions nationales.

3 Project Background

The garment manufacturing sector plays a key role in Haiti's overall economy. Yet, political instability has severely affected the country's economic and social development, particularly between 1986 and 2000. Recurring and severe natural disasters also strongly affected its infrastructure, the economy and more specifically, the apparel sector.

The Haitian Hemispheric Opportunity through Partnership Encouragement Act of 2008 (HOPE II) offered preferential treatment to Haitian exporters willing to access the United States markets for apparel, textiles, and certain other goods. To be eligible to this preferential trade treatment, Haiti was required to (i) implement the Technical Assistance Improvement and Compliance Needs Assessment and Remediation (TAICNAR) programme; (ii) establish a Labor Ombudsperson's Office; (iii) require producers of articles for which preferential tariff treatment may be requested to participate in the TAICNAR programme; and (iv) develop a system to ensure participation by such producers, including by establishing a producer registry. The implementation of TAICNAR was put in the hand of the Better Work Haiti (BWH) Programme that was launched in 2009.

Despite the efforts of BWH, Haitian institutions remained weak and the Ministère des Affaires Sociales et du Travail (MAST) had very limited capacities to adequately enforce law and address non-compliance issues in the garment sector. The Project "Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector" was developed precisely to address this critical limitation.

The "Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector" project (MAST Capacity Building Project or MCB Project) is an initiative funded by the United States Department of Labor (USDOL) that was officially launched in March 2014. This project is part of a larger set of USDOL technical cooperation that include the BWH Programme but that also include small-scale interventions by the Federal Mediation and Conciliation Services (FMCS) and by the American Centre for International Labour Solidarity (or Solidarity Centre).

The overall development objective of the MCB Project is "to contribute to build the capacities of the MAST to increase labour law compliance in the Haitian apparel sector". Phase I of the MCB Project had a USD 1.4 million budget and had three immediate objectives (IO), namely:

- MAST is more effective in conducting labour inspections in the apparel sector;
- MAST and the Office of the Labour Ombudsperson apply improved technical and soft skills in their mediations, and;
- Workers and employers play a more active role in ensuring compliance with labour law in the garment sector.

In November 2015, USDOL allocated an additional USD 1 million to the project to strengthen the level of completion of the first three IOs and to work towards a fourth IO (IO 4, Phase II):

- Capacities of labour judges are enhanced in order to adequately manage labour and employment cases (Phase II)

4 Background of the Final Independent Evaluation

Evaluation Background

1. As stated in the Terms of Reference (ToR) (included under Appendix I), the purpose of this evaluation is to:
 - Assess the relevance of the intervention objectives and approach
 - Establish how far the intervention has achieved its planned outcomes and objectives
 - Determine the achievements of Project objectives at outcome and impact levels
 - Understand the extent to which the MCB Project's strategy has proven efficient and effective
 - Evaluate whether the MCB Project is likely to have a sustainable impact.
2. This independent final evaluation is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the implementation of the project. It focuses on the project's achievements and its contribution to the overall national efforts to ensure labour law compliance in the apparel sector.
3. This evaluation was carried out in line with the requirements of the International Labour Organization (ILO) Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.
4. Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in Haiti or countries in similar situations.

Scope

5. The evaluation focused on the activities that have been implemented since the initiation of the project Building Capacities of the MAST in March 2014. It thus covered activities implemented during Phase I and Phase II of the project. The evaluation assessed the relevance of the project's activities in contributing to the achievements of the project's outcomes. The evaluation also assessed the project coordination and relevance with similar ILO initiatives in the Country. The evaluation analyzed the contribution of the MAST project in the context of USDOL portfolio of projects aimed at improving workers' rights in Haiti.

Evaluation Questions as They Appear in the Terms of Reference

Relevance

- Were the objectives and outputs of the MCB Project relevant to the specific needs of ILO constituents and the country? Assess whether the problems and needs that gave rise to the project still exist or have changed.
- To what extent do the stakeholders take ownership of the MCB Project's design?
- Is the project design appropriate for the cultural, economic, and political context in which it works?
- How does the project align with and support ILO's overall strategies (Decent Work Country Programme [DWCP], gender mainstreaming and Strategic Programme Framework)?
- To what extent the strategy used in the project is aligned with government priorities or initiatives regarding to strengthen the capacities of the labour administration, ILO Programme in Haiti and interventions carried out by other organizations (including national and international organizations)?

Design (the extent to which the design is logical and coherent)

- Was the project design logical and coherent (in retrospect, has the project's cause and effect logic been proven sound, i.e. did the project pass its own logic model test)? Are the objectives clearly stated, describing the solutions to the identified problems and needs? Does the project design meet the ILO guidance on Results-Based project design?
- Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources [HR])?
- Are the indicators and targets of achievements clearly defined, describing the changes to be brought about? (established in the project's performance monitoring plan PMP)
- Does the MCB Project complement other ILO Projects and interventions in the country? If so, how?
- Did the project design adequately consider the gender dimension of the planned interventions and how?
- 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?
- Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)

- In how far have the objectives of the project been achieved? (Examine delivery of project outputs in terms of quality, quantity and timing.)
- To what extent are the progresses towards outcomes attributable to the project? What alternative strategies would have been more effective in achieving the project's objectives (if any)? Assess whether the project has achieved its immediate objectives.

- Were there any significant unexpected results or achievements? Have unplanned outputs been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?
- How effective and strategic was the collaboration and coordination of the MCB Project with other ILO projects and programmes working on related issues (Better Work Programme)?
- How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors? *(In the analysis of effectiveness should be taken into account gender issues)*

Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

- To what extent have the project initiatives been cost effective?
- To what extent has the MCB Project been able to build upon or leverage national resources or resources of other ILO Projects?
- Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?
- Was the funding and timeframe sufficient to achieve the intended outcomes?
- Were resources allocated strategically to achieve gender-related objectives? What mechanisms does the project have in place to monitor implementation? Were they effective?

Effectiveness of management arrangements

- Is the MCB Project documented? Have results, including on gender, been communicated at the country level?
- Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. MAST & Labour Inspectorate, Magistrate School, Labour Ombudsperson, employers' and workers' organizations)? Do they have a good understanding of the project strategy, its goal and vision?
- Has the distribution of resources between activities and staff been optimal? Was institutional arrangement with the partners, the role of tripartite constituents appropriate and effective?
- How effective was collaboration and coordination of the MCB Project with other ILO technical Units in Geneva, San Jose and Haiti? 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?
- How effectively did the MCB Project management and ILO monitor project performance and results? Is a monitoring and evaluation system in place, and is it effective? How appropriate were the means of verification for tracking progress, performance and indicators? Is relevant information and data systematically being collected and collated? Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics)? How is this M&E information analysed, and how does it feed into management decisions (use of information)?

Impact

- How effectively has the MCB Project been able to build national ownership? Examine internalization of the results and related processes by the stakeholders: Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures (compliance with labour law and abiding by the HOPE II legislation).
- Assess what contributions the project did in 1) strengthening the capacity and knowledge of national stakeholders; 2) contribute to Government of Haiti's enforcement of labour law; 3) enhancing the awareness among key stakeholders and textile workers in Haiti.
- What are the possible long-term effects regarding goal of improving working conditions in the Haitian apparel industry?

Sustainability

- Are there any indicators that show that the outcomes of the project will be sustained beyond the life of the project (e.g. systems, staff and structures)?
- Does the sustainability plan and related exit strategy sufficiently and realistically explain how national institutions will carry forward its results once external funding ends? (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.
- Have the recommendations of the sustainability plan and exit strategy been followed up by the project and by the stakeholders?
- As learning for the future: could anything have been done differently to achieve improved sustainability of the results of the MCB Project?
- What are the possible priority interventions or general recommendations, after the project, which could further ensure sustainability of project's achievements and contribute to the development of constituents?
- Assess the degree to which the project sustainability strategy includes a gender perspective and a social inclusion of the vulnerable groups, especially at outcome level.

Suggested aspects to consider

6. The specific issues and aspects to be addressed in the final evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation and based on review of the project documentation and other relevant documentation.
7. Some broad areas in which specific aspects to be addressed can be identified are:
 - Validation of the strategic approach, including any changes in the strategies used
 - Achievement of project objectives and outcomes
 - Key concerns, lessons learned and emerging good practices
 - Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures
 - Ascertain the sustainability mechanisms that are in place. In addition, gauge the possible replication and up-scaling of these mechanisms and interventions.

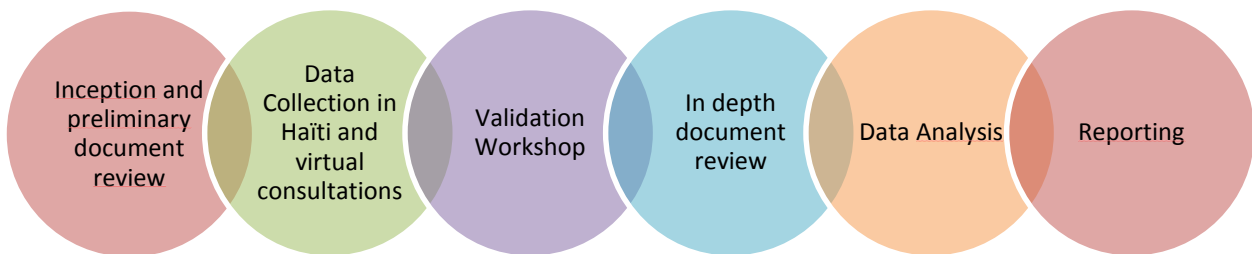
- Follow-up to the mid-term review and external evaluation of the USDOL portfolio of projects aimed at improving workers' rights in Haiti?
- Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.
- Synergies with the BWH Programme.

5 Methodology

5.1 Overall Approach

8. The *ILO Policy Guidelines for Results-Based Evaluation: principles, rationale, planning and management* was used as the basis for the evaluation. Likewise, the evaluation was implemented under the ILO regular policies and procedures. The evaluation adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC).
9. The following methodological steps make up the overall approach of the evaluation that was implemented: (a) inception and preliminary document review, (b) data collection in Haïti and virtual consultations, (c) validation workshop, (d) in-depth document review, (e) data analysis, and (f) reporting.

Figure 5.1 Methodological Steps



10. Following (a) a launch conference calls with Regional monitoring and Evaluation Officer, Latin America and the Caribbean from ILO (October 2017), an inception and preliminary document review was conducted prior to the formulation of this inception report. (b) A country visit was conducted to collect data (November 6th to 15th); (c) A debrief presentation was conducted in the ILO Haiti country office to validate the evaluation's findings and conclusions and collect stakeholders' perceptions and feedback (November 15th); (d) In depth document review and additional virtual consultations were conducted to complement any data gaps; (e) Data was analysed and triangulated and was followed by (f) report writing and validation (December 2017).
11. This evaluation is aligned with the obligations of evaluators relating to independence, impartiality, credibility, conflicts of interest, and accountability.
12. The following section outlines the approach adopted to complete this assignment.

5.2 Sources of Data

13. The evaluation triangulated information from the following data sources to interpret and evaluate the findings, draw conclusions, lessons learned, best practices and present the recommendations of the evaluation.

5.2.1 Individual Interviews in Haiti

14. The evaluation consultant undertook a field visit in Port-au-Prince to conduct in-depth interviews with the MCB Project's partners and key stakeholders. Interview protocols are included in Appendix II. A detailed list of stakeholders interviewed is presented in Appendix III
15. At the end of the mission to Haiti, the consultant held a debriefing session with stakeholders to present preliminary results, validate the evaluation's main conclusions and recommendations and to fill any information gaps.

5.2.2 Document Review

16. The evaluation process was implemented through a document analysis of relevant materials, including the MCB Project Document, progress reports, project outputs, the project midterm evaluation report, and the project's monitoring and evaluation matrix. The evaluation has received an adequate number of documents to undertake the document review.
17. More specifically, the in-depth document review analyzed, on the one hand, the Project Document (PRODOC) and the progress reports made by the project team in order to identify milestones reached, challenges and delays in delivery of activities. Documents related to the use of resources, budget and execution of the MCB Project were also analyzed in order to evaluate the efficiency in the use of resources. The list of documents consulted is presented in the Appendix IV.

6 Main Findings

6.1 Relevance

18. According to the OECD-DAC, relevance refers to “the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.”¹

Finding 1: The MCB Project’s focus on the apparel sector was highly relevant, given the sector’s relative importance in the formal economy of the country and in terms of exports and employment.

19. The MCB Project focused exclusively on the apparel sector. This sector was and still is the largest single employer and exporter in Haiti. It provides employment to nearly 41,000 workers, and apparel constitutes 90 percent of Haitian exports to the United States.² Yet, according to interviews, the apparel sector has suffered from frequent labour conflicts and limited compliance to labour law. This has, in turn, created much uncertainty for investors and adversely affected economic growth of the sector. For example, Haiti is still one of the smallest recipients of foreign direct investment in the region.³

20. The Haitian apparel sector has been benefiting from preferential trade treatment and access the United States markets since 2007, most notably through the HOPE II Act. Such preferential trade agreements have been proven to be effective in other developing countries, as they support the expansion of exports and economic growth and increase formal employment levels, particularly for women.⁴ Hence, focusing on labour law compliance in the Haitian apparel sector was highly relevant.

Finding 2: The design of the MCB Project was based on stakeholder consultations and, more specifically, on a diagnostic of issues and needs of the national tripartite constituents.

21. The MCB Project design was based on a participatory diagnosis that involved consultations with the MAST, labour unions and employers’ representatives (e.g., Association des Industries d’Haïti [ADIH]).⁵ This diagnostic process was conducted in the context of the implementation of the BWH Programme in 2010. The process identified the need to transfer and institutionalize some of the competencies and capacities created within the BWH team to the MAST.

¹ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 32

² Etat des lieux secteur textile par l’Association Des Industries d’Haïti (ADIH), 18 Janvier 2017.

³ <https://www.export.gov/article?id=Haiti-Executive-Summary>

⁴ http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_452341.pdf

⁵ BIT. 2010. Haïti - Mémorandum technique sur le renforcement du ministère des Affaires sociales et du Travail.

22. Notably, it recommended:
- Strengthening and harmonizing the roles of labour inspectors across the country;
 - Strengthening the capacities of MAST staff through a voluntary training policy; and
 - Modernizing the management of administrative and human resources.
23. The Geneva LABADMIN/OSH branch in charge of the final design of the MCB Project took these recommendations into account while conceptualizing its three initial IOs.
24. At the time of the evaluation, the needs and capacity gaps identified in 2010 across the MAST still existed. Although the inspectors and conciliators trained in the context of the MCB Project demonstrated stronger capacities and aptitudes in performing their work (see section 5.3 - effectiveness), the employer representatives and labour unions interviewed confirmed that, overall, the labour inspection function and the MAST remained weak.
25. It was noted during the evaluation that the training and the Training of Trainers (ToT) for labour inspectors selected to be part of a Task Force were considered as being the most relevant contributions of the project.⁶ It was also noted that interviewed stakeholders from the MAST and from CTMO-HOPE were asking an expansion of the scope of the ILO labour inspector's trainings to encompass inspector that operate in other industries and sectors beyond the apparel sector. This demonstrates they perceived the value-added of the MCB Project. Interview data also indicated an additional demand within the MAST to train and strengthen the capacities of other actors within the MAST, including conciliators and technicians that were not part of the Task Force. Although 26 conciliators were provided with the opportunity to receive 192 hours of training across five 16 to 32 hours workshops, they were not able to consistently attend all of them. As such, they considered the training they received to be insufficient to significantly impact their work.⁷

Finding 3: The MCB Project's objectives constituted a logical extension of the work carried out by the BWH Programme and to the window of opportunity created by the HOPE Act.

26. BWH is a joint programme of the ILO and International Finance Corporation (IFC). It is funded by the USDOL and aims to provide technical support to a wide range of Haitian stakeholders in the implementation of the HOPE legislation. Its core services combine independent factory assessments conducted twice yearly and advisory and training services for all Haitian apparel factories exporting to the United States. The HOPE legislation not only required the Haitian government to work with ILO to implement the Technical Assistance Improvement and Compliance Needs Assessment and Remediation (TAICNAR) Program, but also the establishment of an independent Labour Ombudsperson appointed by the Haitian president to help ensure compliance with core labour standards and national labour laws. As such, the HOPE legislation created a temporary parallel institutional environment in which BWH

⁶ The Task Force was initially composed of eleven inspectors and seven MAST managers.

⁷ Workshops in Conciliation and Mediation Techniques, Conflict Management in the Workplace, Negotiation Techniques, Labor Law, Occupational Health and Safety, according to data provided by ILO.

operated and that did not rely on the national labour law compliance systems organized around the MAST.⁸

27. In this context, the MCB Project was designed to strengthen the national capacities of the MAST to improve labour law compliance in the apparel sector. Its design took advantage of the institutional context and window of opportunity created by the implementation of the HOPE legislation and the expertise of BWH.⁹ The coherence of this design (i.e., the alignment of the MCB Project to BWH) was a requirement of the USDOL.¹⁰ There were no other national or international interventions beyond these that operated in the scope of action of the MCB Project during its implementation. The actual synergies between BWH and the MCB Project are further analyzed under the section 5.5 – effectiveness of management arrangements.

Finding 4: The MCB Project was fully aligned with the ILO’s DWCP in Haiti and its global strategies.

28. The document review indicated that the MCB Project is aligned with one key priority (out of four) and three specific results (out of six) of the ILO’s DWCP 2015-2020 for Haiti, as shown in the following text box:

Alignment to DWCP 2015-2020

•Priority 4: Strengthen tripartism and social dialogue:

- RESULT 4.4.** The Government, with the support of the ILO, has reformed, modernized and strengthened the Ministry of Social Affairs and Labour (MAST) to provide the services of the labour administration, following the guidelines of Convention No. 150.
- RESULT 4.5.** The Government, with the support of the ILO, has strengthened the capacity of the labor inspectorate for the effective application of national and international labor standards.
- RESULT 4.6.** The Government, with the support of the ILO, on the basis of tripartite consultations, has developed and implemented a national program of health and safety at work.

29. The DWCP is a joint programme representing the shared priorities of the national government and the MAST, labour union representatives, and employers’ representatives. As such, both the DWCP and the MCP respond to the priorities of the tripartite constituents of the ILO in Haiti.
30. The MCB Project is also aligned with four of the outcomes to be achieved as set forth in the ILO’s Programme and Budget for the biennium 2014-2015 and 2016-2017 and as shown in the following text boxes:

⁸ According to the Independent Cluster Evaluation of: Better Work Lesotho; Better Work Nicaragua; Better Work Haiti (2017) “neither the government, the factories, nor the workers are yet ready to operate on their own. BW’s guidance, support and mediation in Haiti is still considered fundamental by national stakeholders”.

⁹ A window of opportunity is a time period during which an opportunity must be seized or lost (perhaps forever). See Sull, Donald N.; Wang, Yong (June 6, 2005). *“The Three Windows of Opportunity”*. Working Knowledge. Harvard Business School. Retrieved 20 November 2017.

¹⁰ USDOL also supported 2 additional small scale interventions: Strengthening Worker Organizations in Haiti Project (2012-2014) and the Dispute Resolution and Mediation Training implemented by the Federal Mediation and Conciliation Services (in August and December 2014).

Alignment to 2014-2015 Outcomes

- **Outcome 6:** Workers and enterprises benefit from improved safety and health conditions at work.
- **Outcome 11:** Labour administrations apply up-to-date labour legislation and provide effective services.

Alignment to 2016-2017 Outcomes

- **Outcome 7:** Promoting workplace compliance through labour inspection.
- **Outcome 8:** Protecting workers from unacceptable forms of work.

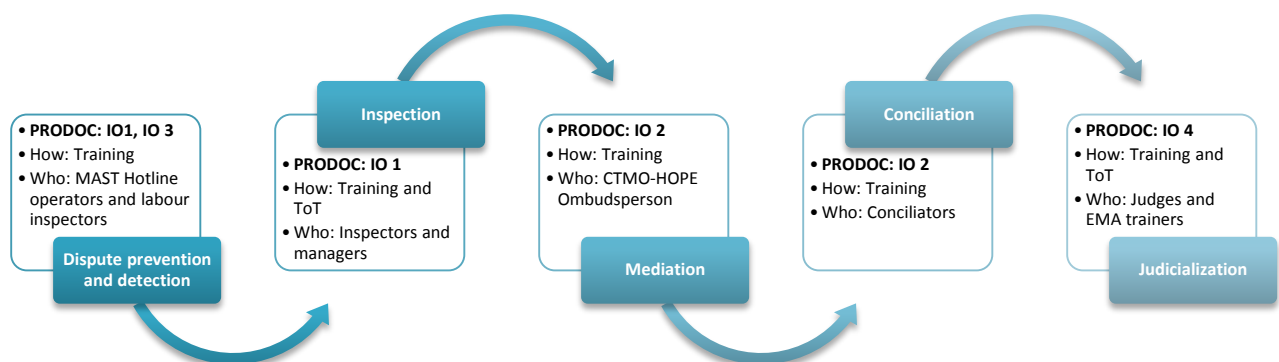
6.2 Design

31. According to the ToR, this section refers to “the extent to which the design is logical and coherent.”

Finding 5: The MCB Project’s general design reflected the need to work with a wide variety of national stakeholders involved in labour dispute prevention and resolution. At the activity level, most efforts were devoted to strengthening the capacities of labour inspectors at the expense of other actors.

32. The MCB Project’s four immediate objectives (IO) aimed to work with key beneficiaries within the MAST, the CTMO-HOPE and the Labour Court (including the l’École de la Magistrature [EMA]) that have a role in labour law compliance. They specifically aimed to sensitize and create capacities for actors that intervene at different moments following the detection of labour law violations, as illustrated in the Figure 5.1.

Figure 6.1 Alignment of the MCB Project’s Immediate Objectives with the National Labour Dispute Prevention and Resolution Process



33. In the first step, the MCB Project contemplated to training MAST hotline operators (the third IO [IO 3]) but also labour inspectors (the first IO [IO 1]) to detect and prevent potential labour law violations. It aimed to increase the availability of information or to better inform different stakeholders, mainly employees and employers, about their rights and obligations. In the second step, the project aimed to strengthen the capacities of labour inspectors from the MAST via a comprehensive training process and ToT to allow them to effectively detect and follow up on potential violations *in situ* (the first IO [IO 1]). When detected irregularities became contentious, the MCB Project aimed to strengthen the capacities of the HOPE Ombudsperson and MAST mediators (the second IO [IO 2]). It became evident during the first phase of the project that the Haitian Labour Court judges who ultimately enforce compliance with national labour law and international labour standards lacked capacities. USDOL went forward with the idea to include a fourth IO to strengthening the capacities of judges and EMA trainers. The addition of IO 4 to strengthen the judiciary system was considered as a logical extension of the work carried out by the MCB Project during Phase I.

34. The decision made by ILO to work with these different stakeholders and institutions was generally perceived as highly coherent. Key interview respondents from the MAST in particular shared this opinion.¹¹ Yet, as discussed under section 5.3 - effectiveness, most of the efforts were devoted to the design and implementation of activities under IO 2 and IO 4, at the expense of activities designed under IO 2 and IO 3.

Finding 6: Even if the risks and assumptions identified in the Programme Document were generally valid, the suggested mitigation measures were not appropriately conceptualized and implemented.

35. Table 5.1 presents the six sustainability and implementation risks identified in the Programme Document, along with the assumptions and suggested mitigation measures that the project team would adopt in case the risks were to occur. Of the six, four occurred and three of those that occurred affected the sustainability and implementation of the MCB Project. Political instability and turnover in MAST leadership, related to Sustainability Risk 1, negatively affected the implementation of the MCB Project by limiting project ownership at the head of the MAST.¹² Some MAST directors demonstrated inconsistent support and/or ownership and seemed reluctant to embrace the changes suggested by the MCB Project as related to Sustainability Risk 2 and Implementation Risk 2. On the other hand, there was very limited turnover within the Task Force, related to Implementation Risk 3. Labour inspectors demonstrate high levels of motivation and commitment to take advantage of the MCB Project. Nevertheless, the only mitigation measure that seems to have been effective was the creation of a Task Force, which is composed of motivated staff ready to share newly acquired knowledge and tools, as related to Implementation Risk 2.

Table 6.1 Risks, Assumptions and Their Occurrence During Project Implementation

RISK CATEGORY	ASSUMPTION	MITIGATION MEASURES	OCCURRENCE OF RISK DURING PROJECT IMPLEMENTATION	EFFECTIVENESS OF RISK MITIGATION MEASURE
Sustainability Risk 1	Political instability and high turnover of key governmental officials may result in a weaker leadership role by the MAST in advancing the Labour Code reform agenda.	Genuine demand to end to stalemate from donors may motivate the Haitian politicians to build sustainable and effective agreements that could progressively be translated into sustainable and effective policies.	There has been a high turnover of high-ranking officials in the MAST. The Labour Code Reform has not advanced.	Low; this mitigation measure did not imply any actions by ILO.

¹¹ Although many insisted that the conciliators could have benefited from more in constant support.

¹² Between 20013 and 2017, eight different ministers succeeded one another at the head of the MAST.

RISK CATEGORY	ASSUMPTION	MITIGATION MEASURES	OCCURRENCE OF RISK DURING PROJECT IMPLEMENTATION	EFFECTIVENESS OF RISK MITIGATION MEASURE
Sustainability Risk 2	Weak ownership of the MAST. Full engagement of senior officials and field staff must be guaranteed in all stages of the project, including when developing specific outputs.	The task team constituted for the project will help to better engage MAST officials. A Memorandum of Understanding (MoU) between the ILO and the MAST will be sought.	The occurrence of this risk was high as some internal resistance to comply was observed within the MAST.	Low: the task team had difficulties engaging officials of all levels within the MAST.
Sustainability Risk 3	The revised labour law may not be enacted by the Parliament in the near future and may negatively impact the effectiveness of labour inspection.	The project will guarantee flexibility, allowing adaptation to any legal modification.	The Labour Code Reform has not advanced.	This mitigation measure is insufficiently developed.
Implementation Risk 1	Natural catastrophes and a general context of insecurity in the country might negatively affect the implementation of the programme.	Follow all security and safety measures as prescribed by the United Nations Department for Safety and Security (UNDSS).	Hurricane Matthew caused delays in the implementation of the MCB Project.	This mitigation measure is insufficiently developed.
Implementation Risk 2	Low commitment from MAST to implement the action plan and provide human resources to follow up on the recommendations made.	Establish the specialized Task Force and commit a sufficient number of working hours to the project.	The occurrence of this risk was moderate, as some internal resistance to comply was observed within the MAST.	High: focusing on a reduced number of motivated trainees facilitated the project management.
Implementation Risk 3	Turnover of labour inspection managers and labour inspectors. Motivation of inspectors to improve performance without an incentive system.	Rely on public administration recruitment procedures and modalities and on the principles of conduct for public administration staff.	There has been a low turnover and a relatively high level of motivation among the Task Force members.	Medium: The HR review in order to develop a vertical career path did not lead to any reforms within the MAST.

Finding 7: Although briefly mentioned in the Programme Document, gender issues were not proactively mainstreamed in the MCB Project’s activities, even though women constitute the majority of labour force in the apparel sector.

36. The Programme Document highlighted the importance of mainstreaming gender issues within the MCB Project, specifically by promoting gender-sensitive policies aligned with international labour standards, adopting a gender-balanced recruitment process and emphasizing specific gender issues when developing inspection tools and during training.
37. During the evaluation, it was noted that gender considerations were not being sufficiently integrated into activities. For example, the recruitment process for the Task Force, although the terms of reference for the Task Force specified that a representative number of women should be included,¹³ interviews did not confirm that the recruitment process respected this requirement. The Task Force only included 5 or approximately 30 percent of women. In general, none of the stakeholders interviewed, not even ILO staff, were aware that gender was a cross-cutting theme to be integrated into all activities. The conciliators’ and labour inspectors’ training did not include modules on gender-specific issues and rights and the monitoring reports did not include gender-sensitive data (e.g., data disaggregated by sex) even if the monitoring tool required to collect such data.
38. Due consideration was given to the social inclusion of vulnerable populations, such as the factory workers, the final (albeit indirect) beneficiaries of the MCB Project. Their working conditions are often poor and they frequently suffer unpaid overtime, forced labour, inadequate health and occupational safety conditions, sexual harassment, and other iniquities.

6.3 Effectiveness

39. Effectiveness is defined by the OECD-DAC as “the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”¹⁴ The ToR also stressed the importance of accounting for the relative importance of each intervention.

Finding 8: The MCB Project was particularly effective in strengthening the capacities of the labour inspectors’ part of the Task Force. There is strong evidence that the quality of their work in the apparel sector has improved.

40. The main objective of the MCB Project was articulated around IO 1, which aimed to make the MAST more effective in conducting labour inspections in the apparel sector. The main strategy adopted was to constitute a Task Force, initially composed of eleven inspectors and of seven MAST managers, that would be trained on 13 different aspects of labour inspection-related national and international labour standards (ILS). Some of these managers would be trained to become trainers themselves via the ToT

¹³ "Designations should take into account the situation of women labour inspectors in relation to their level of representativeness in the overall workforce of labour inspectors".

¹⁴ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). Page 22.

programme.¹⁵ Only one member of the Task Force resigned purposefully, thus demonstrating the stability of the Task Force structure. (It should be noted that a second member left due to exceptional circumstances.)

41. The evaluation confirms that the Task Force was effectively constituted and that the inspectors were offered nearly 856 hours of training each, while the MAST managers received 40 hours of training. Most importantly, interviewed stakeholders noted a significant improvement in the quality of the inspectors' work, indicating that the training had induced important and positive changes. There was strong evidence, triangulated across different types of stakeholders that inspections conducted by the Task Force in the apparel sector are taken more seriously by employers than inspections conducted by others, those conducted in other sectors, and those that had been conducted prior to the creation of the Task Force.
42. Evidence indicated that prior to the MCB Project, inspectors had to conduct up to five inspections per day¹⁶ and that their work focused primarily on issues related to HR (e.g., minimum wages, how to calculate bonuses). Issues were dealt with on-site and mainly involved meetings with HR departments. Labour inspectors were not highly regarded and labour unions and employers did not take the inspectors' work seriously. In addition, there were no systematic follow-up inspections.
43. Following the training, inspection plans were implemented to allocate two days for each inspection. Labour inspection visits in the apparel sector began involving two or three inspectors at a time and were conducted according to the inspection guide developed in the context of the MCB Project. While almost no attention had been paid to occupational safety and health (OSH) issues prior to the intervention, inspections conducted by the Task Force now focus on OSH issues. Moreover, a strong emphasis is now placed on conformity to ILS ratified by the country and not only to national laws. While most of the inspection work prior to the project had involved advising the HR departments at the time of the visits, inspections are now more comprehensive and instances of nonconformity are revisited two to three months later. Additionally, reports produced after inspections now follow a standardized structure.
44. The MCB Project collaborated with BHW to allow labour inspectors to accompany Better Work Enterprise Advisors as observers during their factory assessments. This "shadow inspection" component is considered as a promising practice given all inspectors indicated that this activity was essential to their learning process. Developing three new inspection tools in the context of the training was considered as an efficient way to significantly improved the quality of the inspector's work.¹⁷
45. Regarding the ToT, the last training that took place in Guadeloupe in October 2017 (a few weeks prior to the evaluation field visit) provided trainers with methodological tools and knowledge to organize and provide training in a more result-oriented and structured manner. One of the key outputs from this training was a draft plan for the MAST inspectorate. In addition, the representatives from the Labour Directorate within the MAST that participated to the training committed to finalize the training plan

¹⁵ General Deontology for public officials, Inspection Strategy and Action Plan for the Apparel Industry in Haiti, Better Work Evaluation Methodology, Occupational Health and Safety (OHS), Training Engineering and Industrial Relations, International Labor Standards (ILS), Conciliation and Mediation Techniques, Conflict Management in the Workplace, Negotiation Techniques, Labor Law, Training of Trainers, HIV / AIDS, Inspection Methodology for Inspectors.

¹⁶ For factories that can count up to 500 employees.

¹⁷ Labour inspection manual, practical guide on OSH for labour inspectors, Guide to Haitian Labour Law for the Garment Industry (the latter by Better Work).

(including the development of training modules) with the support from Task Force members that participated to the ToT.

46. Yet, at the time of the field visit, members of the Task Force were already training their peers every Friday on an informal basis. Collected data indicates, there was not yet a clear training plan or structure to ensure the quality or sustainability of this process.
47. Activities that did not produce the expected output under this IO include the expected collaboration with the École Nationale d'Administration et de Politiques Publiques (ENAPP) and the development of an incentive system for labour inspectors through the development of a vertical career path endorsed by the Office de Management et des Ressources Humaines (OMRH). With regards to the ENAPP, the collected data does not provide reliable information on the reasons behind the project's inability to establish a working relationship with the institution. Regarding the OMRH, data suggests that in order to be functional, the career path and job profiles developed with the support of the MCB Project must be submitted by the MAST to the OMRH for approval. Yet this was not done at the time of the evaluation.

Finding 9: The project marginally strengthened the capacities of conciliators and the labour ombudsperson. Nor has it contributed to ensuring that workers and employers play more active roles in labour inspections.

48. IO 2 of the MCB Project aimed to have the MAST and the labour ombudsperson apply improved technical and soft skills during mediations. The MCB Project's most direct contribution in this regard was to invite the labour ombudsperson and 32 MAST conciliators to some of the workshops developed for the MAST labour inspectors.¹⁸ The labour ombudsperson and MAST conciliators had access, in theory, to 192 hours of training. As none of them were in fact part of the Task Force, not all of them participated in all training. They did take part in two training provided by the FMCS.
49. Interviews indicated that the labour ombudsperson and MAST conciliators generally appreciated the quality of the training. Yet it was difficult to see ways in which their participation created capacities that enhanced the quality of their work or that of the MAST. It is thus likely that the effects of these training have been minimal, given the labour ombudsperson's and MAST conciliators' limited involvement in the project. Interviews indicated that this is the case.
50. It was also noted during the evaluation that there has been a certain level of ambiguity around this IO. Beneficiaries and project staff alike seemed uncertain about what was expected. The conciliators indicated there was no clarity in the first years related to their expected level of involvement in the MCB Project and their potential involvement in the Task Force. This situation has created some frustrations within the MAST and indicates that there have been communication issues between the project team and the MAST, but also between MAST members (internal vertical communication across hierarchical level of the MAST).

¹⁸ ILO. April 2017. Annex B: Project monitoring and evaluation matrix

51. In general, the evaluation data shows a lack of clarity about the criteria used to select Task Force members. This element, coupled with the difficulties in clearly communicating roles, responsibilities and the project's scope of intervention, also caused certain discomfort among MAST employees.
52. IO 3 aspired to get workers and employers to play more active roles in ensuring compliance with labour law in the garment sector. The implementation of activities related to this IO was delayed and expected results had not yet been achieved by the time of the evaluation. The Knowledge-Attitude-Behaviour (KAB) study was conducted and was used to develop a communication plan. A contractor was also hired to develop three brochures, audio spots and flyers but the campaign has not yet been implemented.
53. The MCB Project also had plans to initiate a call centre (or hotline) to inform the public and receive labour-related complaints from the public. A few technicians from the MAST received a total of 35 hours of specialized training on communication skills and labour law in order to operate the call centre. The MCB Project also provided the required equipment for the call centre. However, the system is not yet operational due to delays in reaching agreements with the main telecommunication network operators in Haiti.
54. Overall, activities implemented under IO 3 are generally incomplete, mostly due to its late implementation. As such, there was no observable outcome level result at the time of the evaluation.

Finding 10: The MCB Project's training seemed to have strengthened the capacities of labour judges, although there is no evidence that they are more adequately handling labour and employment cases.

55. IO 4 of the MCB Project was added to the project in November 2015 in order to strengthen the capacities of labour judges for adequately managing labour and employment cases. It came with an additional USD 1 million. This component of the project, implemented in partnership with the EMA, consisted of training trainers (i.e., five judges and two trainers from EMA) in the International Training Centre. Based on this experience, the EMA-trained trainers developed an initial 40-hour course on international labour standards and on how to put them into practice in the Haitian context that all future judges will have to take. The same course was adapted so it could be provided on a continual basis for judges currently functioning around the country. In addition, a group of 20 judges was also trained in February 2017 on national labour standards and ILS. However, there is insufficient data available to confirm whether any changes have occurred as a result of the February training for judges. Progress reports only provide output level information while outcome indicators for IO 4 do not clearly measure the increased capacities of trained labour judges.
56. Until now, none of the two courses have been offered by the EMA. The initial course was to have been launched in the fall of 2017, but it has been postponed until January 2018. The course for the continuous training of judges will not be implemented due to lack of resources. Although these courses might have significantly improved the EMA curriculum, there is no clear evidence (e.g., MoU, budget allocation) that either of the courses will be offered. Hence, the expected result for IO 4 has not been attained.

6.4 Efficiency

57. OECD-DAC defines efficiency as “a measure of how economically resources/inputs are converted to results.”¹⁹

Finding 11: The MCB Project made efficient use of resources devoted to the training of inspectors. However, activities related to all Immediate Objectives were often delayed and many have not been completed.

58. Documents reviewed did not show utilization of Results-Based Budgeting (RBB) or output-based budgeting as budget allocations are not explicitly associated with the planned immediate objectives of the MCB Project. As such, it is difficult to quantitatively measure the extent to which financial resources have been converted to results. Since it was not possible to interview the M&E Officer or the San José staff in charge of the budget management, it was not possible to fully assess the financial management arrangements of the MCB Project.
59. The MCB Project was initially designed to be implemented over 24 months, between November 2013 to October 2015. The project was, however, subject to a no-cost extension from November 2015 to June 2016 and obtained an additional USD 1 million with an extension until June 2017. A final no-cost extension was granted from July 2017 to December 2017.
60. Further, the documents did not specify precise deadlines for the delivery of planned activities. Yet, the midterm evaluation showed that the first activities had been planned for September 2014, while implementation began only in March 2015. Interviews indicated that the project faced additional delays and that some activities could not be implemented and will unlikely be completed by the closing of the project in December 2017. More specific details for each IO are as follows:
- **IO 1:** No working agreement was reached with the OMRH, and as a result, the development of an incentive system and a vertical career path for MAST officials was not developed.
 - **IO 1:** No working agreement was reached with the ENAPP to institutionalize the training for labour inspectors and conciliators.
 - **IO 2:** The protocol clarifying roles of MAST and the CTMO-HOPE Ombudspersons was developed but had not been approved yet.
 - **IO 3:** Interviews indicated that much energy was being devoted to the KAB assessment that, at the time of the evaluation, had not resulted in the expected public communication campaign.
 - **IO 3:** The implementation of the call centre started later than expected, as such, required agreements with national telecommunication companies that have not yet been reached.
 - **IO 3:** A website dedicated to labour issues within the MAST website was not developed.
 - **IO 4:** The ILS curriculum developed at the EMA has not been institutionalized.
61. Interviews indicate that the MCB Project devoted most of its efforts to training MAST inspectors and activities related to IO 1. This is consistent with the fact this was the most effective component. M&E

¹⁹ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 21.

data generated by the MCB Project indicate an average completion rate of 85 percent for the 12 output indicators related to IO 1. Interviews also indicate that significant effort and resources were devoted to IO 3, and most notably, to the KAB assessment, despite the fact that expected results were not reached (i.e., the communication campaign and an operational call centre). In addition, M&E data produced by the MCB Project show no progress at the output level for all three indicators related to IO 3.20

62. In regard to IO 2, the evaluation shows that the key stakeholders were generally unclear on the expected results. There was confusion at the initiation of the MCB Project that negatively impacted the working atmosphere within the MAST. The conciliators were concerned about their level of involvement in the MCB Project and about whether they would be part of the Task Force. It is thus apparent that the MCB Project team did not clearly communicate the purpose of the MCB Project, the extent of involvement of the MAST conciliators and the fact that the main focus of the Task Force would be on labour inspection. The MCB Project was not able to meet the expectations that were created among the conciliators.
63. The conciliators and the labour ombudsperson were invited to a few trainings, notably those conducted by the FMCS. However, the conciliators generally remained disappointed by the fact they benefited from less training and had less ongoing support than what was offered to members of the Task Force.
64. There was also little clarity about how to support the labour ombudsperson beyond inclusion in a few training. Interviews indicated that she had been successfully managing contentious situations in the factories, although not always in accordance with ILS. However, most stakeholders interviewed did not highlight the lack of accordance with ILS as an issue.
65. The M&E system indicates an 84% completion rate for the output indicator related to the number of MAST conciliators trained (IO 2). However, no progress was made for the two other indicators.²¹
66. In regard to IO 4, there is insufficient data to analyze its efficiency. Planned activities were completed, but there is no RBB data to indicate whether the USD 1 million allocated for Phase II was used to implement activities under this IO or the resources were reallocated across the other IOs.
67. Finally, it is important to note that since the M&E specialist was hired at the mid-term of the MCB Project, the monitoring data was generated late in the implementation process (since October 2016). It's utility to support decision-making was thus limited.

6.5 Effectiveness of Management Arrangements

68. Effectiveness is defined by the OECD-DAC as “the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”²² In this section, effectiveness is put in relation the management arrangements in place to implement the MCB Project.

²⁰ Ibid

²¹ Cooperation mechanism between MAST and the Ombudsperson office established: 0%; Labour complaint management protocol developed: 0%.

²² Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). Page 22.

Finding 12: Collaboration between the MCB Project and BWH contributed to the achievement of some key results with labour inspectors. However, both entities tended to work in silos.

69. As discussed under section 5.1 - relevance, the project was designed around potential synergies between BWH and the MCB Project. While BWH provided most of its services in parallel with the national system and the MAST, the MCB Project had to take advantage of the opportunities created by the HOPE legislation to strengthen the MAST and labour law compliance in the apparel sector.
70. As suggested in the Programme Document (PRODOC), the MCB Project integrated and utilized the CTMO-HOPE national tripartite advisory committee, or Project Advisory Committee (PAC). Its main role was to advise and monitor the development and advancement of the programme. The evaluation confirmed that the MCB Project participated in PAC meetings and thus avoided duplicating a structure that was already operational. This is an effective strategy, as interviews indicated that the socio-political context of the country makes it generally hard to gather labour unions and employers' representatives. Data regarding the relevance and effectiveness of the PAC is, however, scarce.
71. At the operational level, the MCB Project took advantage of some potential synergies with BWH to implement the training and shadow inspections conducted under IO 1. There was unanimous agreement around the value-added of the shadow inspections conducted by labour inspectors with BWH Enterprise Advisors (EAs) during BWH factory assessments. These visits were particularly relevant for labour inspectors because they were able to witness how EAs conduct their assessments in alignment with ILS. The project also took advantage of BWH expertise, relying on BWH to conduct some of the training sessions for the MAST labour inspectors. Further, BWH and the MAST jointly adopted, with inputs from the Geneva Branch, the Zero Tolerance Protocol that defined how EAs and MAST labour inspectors would collaborate in the case they were to uncover serious human rights violations during a factory visit.
72. In addition to these formal relationships, the ties that were created between the inspectors and the BWH team during the training sessions allowed inspectors to stay in touch with the BWH team. Later in the process, inspectors were able to validate their inspection findings and exchange ideas with the BWH team, most notably when assessments and inspections would occur in the same factories.
73. Despite these examples, interviews indicated that BWH and the MCB Project tended to work in silos, particularly in relation to IO 2 and 3. Communication between the parties was not optimal. Both BWH and the MCB Project staff had, for example, to work in close collaboration with the MAST, yet according to interviews, they shared little information about key contacts, strategies, opportunities or challenges. To stimulate collaboration, Technical Departments in Geneva provided inputs to the development of joint work plans between entities, in addition to encouraging their implementation, but they were nonetheless never implemented. BWH and the MCB Project share a common mission and vision that would have benefited from increased visibility. Stronger collaboration around the communication campaign thus represents a missed opportunity.

Finding 13: The internal management arrangements for implementing the MCB Project caused confusion among stakeholders and delayed implementation. The fact that the MCB Project was designed in Geneva and then passed to a newly recruited project team may have affected the overall efficiency of the implementation.

74. As the ILO does not have a country office with full delegation of authority in Haiti, the MCB Project was decentralized between the ILO Office in San José, that provided the administrative support, and the Governance and Tripartism Department and its Labour Administration, Labour Inspection and OSH Branch (LABADMIN/OSH) in Geneva, which provided technical backstopping and guidance.
75. The evaluation identified a few bottlenecks related to these arrangements, including bureaucratic red tape and language barriers. The absence of delegated authority to the MCB Project staff in Haiti implied that decisions needed to be technically cleared by LABADMIN/OSH in Geneva and administratively processed by the San José office. However, the MCB Project's reliance on San José's administrative support has caused some processes to take longer than expected, as highlighted by the midterm evaluation. Interviews indicated, for example, that the recruitment of the M&E Officer was a lengthy process and some candidates withdrew before the conclusion. The language barrier was also identified as a key bottleneck, as the San José office operates in Spanish and English, while the MCB Project produces most of its documents in French.
76. The facts that LABADMIN/OSH did not have access to firsthand information, was managing a wider portfolio of projects, and was not exclusively focused on Haiti were also identified as impediments to efficient decision-making. On the other hand, evidence suggests that the global expertise from the Geneva Branch has been appreciated, as those individuals were able to provide valuable technical inputs to the MCB Project.
77. In regard to staffing, an international Chief Technical Advisor (CTA), a national Project Coordinator and an administrative assistant were recruited initially. After the midterm evaluation, an M&E Officer was recruited. Interviews indicated that the CTA's recruitment was a complex process because of the specificity of the skills required and the fact Haiti is a non-family duty station.
78. As the project's design was finalized by Geneva staff, its handover to the newly recruited project team in Haiti and to an international CTA likely contributed to LABADMIN/OSH playing a greater role than expected during the first few months. The involvement from Geneva culminated with the departure of the CTA in November 2015. The situation normalized after the transition period that led the national Project Coordinator to assume the former responsibilities of the former CTA.

6.6 Sustainability

79. The OECD-DAC defines sustainability as "the continuation of benefits from a development intervention after major development assistance has been completed." It also states that sustainability is "the

probability of continued long-term benefits” and that “the resilience to risk of the net benefit flows over time.”²³

Finding 14: At the time of the evaluation, the sustainability of the results and processes initiated by the MCB Project did not meet the necessary conditions to ensure longer-term sustainability.

80. In regard to the activities initiated in the first phase, it was observed during the evaluation that most of the activities that could have significantly contributed to the sustainability of the results and training processes were unsuccessful.
81. The emphasis put on ToT modalities to train new labour inspectors under IO 1 could be a good practice. However, the ToT for labour inspectors was not conducted by, nor within an institutional structure that had the mandate, capacities or resources to replicate or scale up the training. Trainings were provided by external actors including l’Agence Française d’Expertise Technique Internationale (AFETI), FMCS and ILO specialists from San José, Turin and Geneva. More specifically, despite the commitment of the Labour Directorate within the MAST to replicate the training process, there was neither a structure nor the resources within the MAST to facilitate or replicate the training for labour inspectors, and this impacts the sustainability and scalability of the training process. Interviews indeed indicated that more advocacy work is still required in order to get the full buy-in from (and thus human and financial resources) higher level officials within the MAST (General Directorate and Ministerial levels). Furthermore, neither the MCB Project nor the MAST found a way to institutionalize the training process within the ENAPP, the training institution for public servants. Unfortunately, the collected data does not provide reliable information on the reasons behind the project’s inability to establish a working relationship with the institution.²⁴ While the inspection tools developed are a useful contribution to the MAST for the short and medium term, they are only relevant insofar as labour inspectors are adequately trained to use them.
82. On the other hand, reliance on a task force is a promising practice in terms of sustainability, primarily because training a small group of professionals is a more appropriately educational approach to changing intervention methods among professionals than training large groups.²⁵ It also serves to demonstrate the MCB Project’s commitment to focusing on quality of the training over the quantity of trainees. The evaluation data also indicated that membership on the Task Force may have inspired some members, as they realized that only a few people had been selected to serve. Consequently, some of them are highly motivated to share what they have learned and work towards

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“I want to be part of the group that will allow the MAST to change [and], that will contribute to broader changes in my country by sharing our knowledge”

- A Task Force labour inspector

”

²³ Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) Page 36.

²⁴ During the data collection visit, the evaluator was not able to meet and interview representatives from the ENAPP or the OMRH.

²⁵ Université du Québec en Outaouais. 2006. Rapport du Comité de réflexion sur l’enseignement aux groupes nombreux, pg. 15.

strengthening the MAST. The composition of the Task Force is also considered adequate, to the extent that there has been very limited turnover among its members.

83. As the initial design of the project did not include direct activities with the OMRH, interviews indicated that it was MAST's responsibility to submit the job profiles and vertical career path (developed with the support of the MCB Project) to OMRH for approval. Yet, as this had not been done at the time of the evaluation and there is no evidence to assess whether there is a political will or interest to push further these reforms, it is not possible to assess the potential outcome or sustainability of these activities.
84. Training provided to conciliators and the ombudsperson under IO 2 was not institutionalized within any structure. Additionally, as conciliators were not included in the Task Force or designated as trainers, it is less likely they will voluntarily scale up the training process. Interviews also indicated that the conciliators' workload does not allow them the flexibility needed to replicate the training. The potential sustainability of these results achieved under IO 1 is thus limited.
85. The intended activities under IO 3 had not been completed at the time of the final evaluation, thus rendering their sustainability more difficult to evaluate. Doubts were raised during the interviews about whether the MAST will be able to pay for the necessary Internet access in the longer term to maintain the call centre.
86. The ToT strategy for IO 4 geared towards judges and EMA trainers was deemed appropriate. Its design accounted for the possibility of institutionalizing the process within the EMA. Although there was no clear guarantee that the initial course on ILS would be implemented in the long term, partnering with the institution having the mandate to train all judges is an adequate first step for sensitizing and strengthening judges across the country who oversee labour and employment cases.

Finding 15: A sustainability plan was developed during the last months of implementation of the MCB Project rather than at its inception. As such, only a limited number of the recommendations formulated were followed upon.

87. A sustainability plan and exit strategy was developed during the third quarter of 2017 by an external consultant hired by ILO. The sustainability plan assessed the likelihood of sustainability of the interventions and outputs of the MCB Project, suggested interventions and output whose sustainability should be prioritized as well as strategies and milestones.
88. The results of this evaluation generally concur with the overall conclusions laid out in the sustainability plan and exit strategy. This evaluation is however less optimistic about the sustainability of the results of the inspector's ToT in its current format given the absence of a systematic way to ensure the quality of the trainings and joint inspection visits for non-task force inspectors that have been conducted without MCB resources on Fridays. It moreover agrees that the inspector's trainings / ToT should be prioritized to maximize the potential sustainability of the MCB Project. An important step has been reached in that regard as a national training plan was developed during the Guadeloupe ToT. However, it had not been approved by higher level officials within the MAST, nor had it obtained financial allocations.
89. There was no clear evidence that the other sustainability strategies laid-out in the sustainability plan had been followed upon, including advocating with the MAST or other national institutions to secure financial allocations for ToT, or with other potential donors (Agence Française de Développement,

European Union). ILO has, however, initiated discussions with BWH to see whether they would be able to follow-up on the implementation of MCB Project's uncompleted activities.

90. Interviews indicated that the sustainability plan and exit strategy have not been sufficiently disseminated, notably among higher level officials within the MAST. Some rightfully indicated that the sustainability plan should have been conceptualized at the initiation of the MCB Project rather than at the end to ensure the project team would plan sufficient time and resources to implement such strategies.

6.7 Impact

91. Impact is defined by OECD-DAC as being the “the positive and negative primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.” In order to contribute to such a long-term impact, a capacity-building intervention must contribute to the strengthening of individual and institutional capacities and to creation of a more appropriate enabling environment (policies, norms, values).

Finding 16: It is unlikely that the results achieved at this point will have a long-term transformative impact within the MAST.

92. Previous findings demonstrate that the MCB Project has been particularly effective in attaining the expected results related to strengthening the capacities and quality of work of labour inspections that were part of the Task Force. As such, the evaluation confirms that the MCB Project effectively contributed to strengthening inspectors' individual capacities and their ability to conduct better quality inspections in the apparel sector. Achieving longer-term impacts would imply that these individual capacities would trickle down to other inspectors and be institutionalized within the MAST.
93. The main strength of the IO 1 design was the integration of ToT activities, allowing the training received by the Task Force within the MAST to be replicated. Given that the inspectors' training yielded positive results in the apparel sector, replication would provide an opportunity to strengthen the capacities of other inspectors within the MAST and the institutional capacity of the MAST overall in regard to conducting higher-quality inspections across different sectors.
94. Task Force members began replicating inspectors' training within the MAST every Friday. This demonstrated the members' commitment to disseminating the tools, skills and knowledge they had learned. However, interviews indicated that this training was not appropriately structured. Inspector attendance has been irregular, there is no mechanism for ensuring the quality of the training and there is no system for monitoring and evaluating progress and results.
95. It must be noted that the replication training happened because Task Force members took independent initiatives. These training did not utilize institutional support (e.g., human and financial resources, tools and adequate infrastructure). Within the MAST, there is neither the structure nor an incentive mechanism to ensure ongoing staff education or training.
96. It is too early to determine whether the ToT will yield the expected result given the Task Force still needs to obtain the political support and buy-in from higher-level officials within the MAST (General

Directorate and Ministerial levels) to scale up and implement the training process as conceptualized in the Guadeloupe's training.

97. At the macro level, the results achieved were highly dependent on the existence of the HOPE legislation, which makes it mandatory for factories wanting to access U.S. markets through the preferential trade treatment to comply with national standards and ILS. It is thus reasonable to believe, as indicated by the key national stakeholders who were interviewed, that without this "artificial" institutional environment, one that is not representative of the institutional reality of firms that operate outside the HOPE legislation, the labour inspectors would not benefit from the same credibility and legitimacy they currently gain from operating within the boundaries of the HOPE legislation.
98. The evaluation also noted that labour inspectors do not de facto have the authority to sanction or fine employers breaching the law. This substantially limits their credibility when operating outside the institutional environment created by the HOPE legislation. For the MCB Project to have longer-term impact beyond the apparel sector, it is reasonable to believe that additional emphasis must be placed on the creation of an appropriate institutional environment. Such an environment would facilitate the effective enforcement of ILS and labour law not only by inspectors but also by conciliators and judges from Labour Court.
99. Overall, the evaluation process identified key strengths, weaknesses, opportunities and threats related to the sustainability of results and potential impact of the MCB Project, as shown in Table 6.2.

Training EMA Trainers

In regard to the training of EMA judges and trainers, it is too early to ascertain whether it could realize longer-term results. Thus far, the training has only limited results with a small sample of judges. However, if the 40-hour courses were to be permanently integrated into the initial training and continuous training programmes, this component of the MCB Project could contribute to long-term changes in the way labour judges manage labour and employment cases.

Table 6.2 *Key Strengths, Weaknesses, Opportunities and Threats to Longer-Term Results*

Strengths	Weaknesses
<ul style="list-style-type: none"> • The MCB Project strategically designed to take advantage of HOPE legislation and BWH interventions. • ToT modality embedded in the design of the training process (MAST, EMA). • Shadow inspections in synergy with BWH. • Training focused on strengthening a few strategic actors organized in a Task Force (i.e., quality rather than quantity). • Training for judges implemented in an appropriate structure (i.e., EMA). 	<ul style="list-style-type: none"> • Absence of clear political buy-in for continuous learning within the MAST beyond the MCB Project's lifetime, either in person or online. • More time needed to go more deeply into the subject of training, • Internal communications within the MCB management structure. • Communications between the MCB Project, BWH and MAST.

Opportunities

- High levels of motivation within the Task Force to build on the MCB Project.
- Low staff turnover within the Task Force.
- Potential synergies between MCB and BWH may be used to finalize incomplete activities.
- Potential synergies between MCB and BWH may be used to implement a sustainability strategy.

Threats

- Political instability and turnover at the ministerial level
- Lack of political will to strengthen the MAST and promote decent work outside the context of the HOPE legislation.
- Limited progress in updating the Labour Code.
- Lack of human and financial resources to provide sufficient and adequate inspection and conciliation services.
- Risk of bribery and bureaucratic corruption of labour inspectors due to low wages.
- Highly deficient infrastructures and work environment for MAST staff.

7 Conclusions

100. The findings of the evaluation show that all stakeholders who were consulted consider the MCB Project to be highly relevant, given the relative importance of the apparel sector in Haiti as an employer in the formal sector and as an exporter. The MCB Project's relevance was also ensured because its design was based on a diagnostic that allowed identifying and incorporating the needs of the MAST, labour unions and employers' representatives although the final design was done by LABADMIN/OSH in Geneva. The main diagnostic finding was the need to strengthen and harmonize the role of labour inspectors across the country, which became the precise focus of the MCB Project. In addition, the BWH's presence and the favourable institutional environment created by the HOPE II Act provided unique opportunities to strengthen the MAST labour inspectorate.
101. The evaluation findings also show that most of the MCB Project efforts were devoted to IO 1 and more specifically to training the 11 labour inspectors and seven inspectors from the MAST selected for the Task Force. For the longer term, these individuals have been charged with disseminating what they have learned across the MAST. Most importantly the MCB Project was not only able to maintain a strong level of motivation and ownership among the labour inspectors on the Task Force, but it also contributed to visible positive change in the way inspectors conducted their work. All stakeholders interviewed noted a significant improvement in inspectors' work quality. This is a key result, given that the MAST and the labour inspectorate in particular have very weak capacities and limited human and financial resources, and that their work does not comply with ILO Convention 81 on labour inspection. According to labour unions and employers' representatives, labour inspection was generally considered to be of poor quality prior to the MCB Project.
102. The key activities related to IO 1 that aimed to institutionalize the training process within the ENAPP and implement a vertical career path for labour inspectors with the OMRH were not completed. The conciliators' participation in the MCB Project and to its various training was not clearly communicated to the MAST, and this caused several issues between the institutions and even within the MAST. The conciliators' inclusion later in the process was appreciated, although it was insufficiently structured to allow for observable and sustainable results. The MCB Project was neither able to complete most of the activities related to IO 2 and IO 3.
103. The activities related to IO 4 that were added to the MCB Project in November 2015 were mostly completed. The training of EMA trainers allowed a course on international labour standards to be integrated into the initial training of all Haitian judges. However, there is no clear evidence for when (or if) this course will be permanently included in the EMA curriculum. Although IO 4 is an important project component, it is unclear why a new objective was added later on, given that activities related to IO 2 and IO 3 were not progressing.
104. The general complexity of working with Haitian institutions has most probably affected the timely implementation of the planned activities. More specifically: political instability including constant changes at the head of the MAST (between 20013 and 2017, eight different ministers succeeded one another), lack of sufficient human and financial resources within the MAST, inadequate working infrastructure, instruments and material within the MAST and potential political interference resulting from conflicting political interests.

105. Among internal factors, bureaucratic red tape has probably played an important role in the delays that occurred, particularly given the language barrier between the San José country office and the MCB Project. As such, the internal management arrangements in place for the implementation of the MCB Project were not the most appropriate given the particularly complex environment in which it operated.
106. In terms of sustainability, the ToT modality for MAST labour inspectors and labour judges pertaining to the EMA is a useful and relevant strategy. However, ToT had not been clearly institutionalized within the MAST, notably because of the lack of clear buy-in from higher-level officials within the MAST. This does not support adequate replication of the training and, in the long term, it does not contribute to strengthen the institutional capacities across the MAST's labour inspectorate. Stakeholders interviewed were somewhat sceptical about the MAST's ability to build on the MCB Project achievements without external support from development actors, more importantly, outside the "artificial" enabling environment created by the HOPE legislation.

8 Lessons Learned

107. Two lessons learned may be extracted from the findings of this evaluation:

- 1) This evaluation shows that appropriate strategies for ensuring the replicability of a process must not only be built into the initial intervention design, but the strategies must also account for the institutional contexts in which the processes are to be implemented.

The sustainability strategy of including a ToT in addition to traditional training and capacity-building activities is a necessity, as it provides trained individuals with the knowledge and know-how to train their peers. However, this strategy alone is not sufficient to allow adequate replication. Trained individuals must also have appropriate institutional support.

- 2) This evaluation uncovered strong evidence that the management structure in place for implementing a project has a direct impact on its effectiveness and efficiency.

Specifically, the level of decentralization of the MCB Project was not appropriate for operations in an environment as complex as Haiti's. The constantly evolving political and social situations in Haiti require a sound understanding of the national context and sufficient flexibility for rapid decision-making and changes to planned interventions. The ILO not having a country office with full delegation of authority in Haiti has caused several implementation delays and miscommunications issues within the project team also affected the quality of communication with key national partners. More specifically, the language barriers between the San José office and the Haiti project team seems to be the cause of a number of administrative and operational delays that occurred through the process.

9 Emerging Good Practices

108. Two emerging good practices may be extracted from the findings of this evaluation:

- **The creation of a Task Force.** Although the MCB Project's official objective is to strengthen the capacities of the MAST, it has specifically strengthened the capacities of the labour inspectorate and changed the way labour inspectors on the Task Force perform their work. These changes appear to have been realized by the MCB Project's focus, over an extended period of time, on the training for and consistent support of a small group of beneficiaries (i.e., 11 inspectors and seven managers from the MAST) who had been formally invited to the Task Force. As previously discussed, research indicates that training a small group of people over a specified amount of time is an appropriate educational approach for changing intervention methods for professionals. Interviews clearly indicated that participation in the Task Force had a strong motivational effect on its members, not only creating a sense of belonging among them (that contributed to limit turnover) but also feelings of ownership and responsibility for doing their jobs adequately.
- **Shadow inspection visits.** It is essential to highlight what most stakeholders interviewed considered to be a good practice: the shadow inspection visits conducted by BWH and MAST labour inspectors as part of their training. The purpose of these visits was to allow labour inspectors to directly witness how EAs operate, behave and implement ILS in the context of an enterprise assessment. Given the important limitations that the MAST has been facing in terms of resources and capacities, labour inspections were generally of poor quality and were usually not taken seriously by employees and employers. As such, it was an immense learning opportunity for trained labour inspectors to see how skilled professionals outside the MAST operate. In addition, the shadow visits also gave labour inspectors increased visibility and credibility in the eyes of employees and employers, as they realized labour inspections would be following a stricter protocol. Furthermore, the ties created with BWH EAs allowed the labour inspectors to stay in touch with EAs in order to exchange ideas, have discussions and, on occasion, validate inspection findings.

10 Recommendations

109. Recommendations are addressed to ILO Haiti, its constituents and project-implementing partners, as all of these entities rely on points expressed in the findings of the evaluation. These recommendations are made with the view of improving the design, effectiveness, efficiency and sustainability of similar interventions in the future and those in other contexts. High-priority recommendations emphasize strengthening the sustainability of key results.

Table 10.1 *Table of Recommendations*

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
<p>1: ILO should consider transferring the responsibility and oversight of activities not completed by the MCB Project to the BWH Programme.</p> <p>Given that key activities related to IO 2, 3 and 4 will most likely not be completed by the official closure date of the MCB Project, their completion should be overseen in the future by the BWH Programme in consideration of these reasons:</p> <ul style="list-style-type: none"> • The USDOL will not necessarily provide additional resources to extend or replicate the MCB Project beyond 2017 but will remain involved in the country • BWH will remain in Haiti at least until 2022 and could maintain a working relationship with the MCB Project's key stakeholders • This could build on the expected synergies between BWH and the MCB Project in regard to their responsibilities to strengthen the MAST 	<p>Finding 9, 10, 11, 12</p>	<p>Priority: High</p> <p>Responsible Parties: USDOL, LABADMIN/OSH, ILO Haiti office and Regional office and BWH, in consultation with key national stakeholders</p> <p>Timeline: Next six months</p> <p>Resource Implications: No</p>
<p>2: LABADMIN/OSH and BWH should coordinate efforts to institutionalize labour inspector training in the ENAPP, while considering the implementation of a resource mobilization strategy to secure sustainability.</p> <p>One of the key project weaknesses is the fact the training provided to labour inspectors and managers of the MAST could not be replicated on an institutional level. As such, it is of capital importance to enter into an agreement with the ENAPP, the institution in charge of the training public officials, so they might integrate the training modules into their curriculum. A resource mobilization strategy must be developed to ensure the sustainability of the training programme within the ENAPP.</p>	<p>Findings 1, 8, 14, 15</p> <p>Lesson Learned 1</p>	<p>Priority: High</p> <p>Responsible Parties: USDOL, LABADMIN/OSH, ILO Haiti office and Regional office, BWH, the MAST/Director of Labour</p> <p>Timeline: Next 12 months</p> <p>Resource Implications: Yes</p>

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
<p>3: LABADMIN/OSH and BWH should advocate for the development and implementation of a capacity development policy within the MAST.</p> <p>The MAST should consider implementing a capacity development policy to prioritize and incentivize the continuous training of labour inspectors and conciliators. Such policy could mandate the participation of labour inspectors and conciliators in annual training sessions. Implementation of this recommendation could be a condition of integrating the training modules for labour inspectors and conciliators into the ENAPP curriculum (see Recommendation 2).</p>	<p>Findings 1,8, 14, 15</p> <p>Lesson Learned 1</p>	<p>Priority: High</p> <p>Responsible Parties: LABADMIN/OSH, ILO Haiti office and Regional office, BWH, the MAST/Director of Labour</p> <p>Timeline: Next 12 months</p> <p>Resource Implications: No</p>
<p>4: ILO should consider integrating sustainability strategies during the intervention design stage and strive to implement them during the intervention’s lifetime.</p> <p>Integrating the ToT modality into the training of labour inspectors and judges is essential for ensuring sustainability and supporting the longer-term effects of the MCB Project. Yet, the design of the MCB Project did not consider how it would ensure full ownership of the training by the host institutions despite knowing that national institutions would lack financial resources to properly replicate these training.</p> <p>Prioritizing sustainability early in the process could have allowed the MCB Project team to provide advice and technical support in the development and implementation of sustainability plans, most notably, in the implementation of resource mobilization strategies.</p>	<p>Finding 14</p> <p>Lessons Learned 1</p>	<p>Priority: Medium</p> <p>Responsible Party: LABADMIN/OSH, ILO DWT, PARDEV, Regional and Country level Programming Teams, EVAL</p> <p>Timeline: During planning and implementation phases of future projects</p> <p>Resource Implications: No</p>
<p>5: ILO should consider the higher transaction costs related to implementing a decentralized project in a fragile state with weak institutions as soon as it starts designing its interventions.</p> <p>The fact the MCB Project was unable to complete all intended activities during the project lifetime shows that it was overly ambitious, either due to overestimations of the implementation capacities of a decentralized project team or the costs of doing business in Haiti. As such, any future project’s design must allow for internal management arrangements on which the implementing institution must rely and on the external hampering factors specific to a country and its national institutions.</p>	<p>Findings 5, 6, 11, 13</p> <p>Lesson Learned 2</p>	<p>Priority: Medium</p> <p>Responsible Party: LABADMIN/OSH, ILO DWT</p> <p>Timeline: During planning and implementation phases of future projects</p> <p>Resource Implications: No</p>

11 Appendices

Appendix I Terms of Reference



Terms of Reference

Independent Final Evaluation

Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector By Independent Evaluator

Project Title	Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector (Phase I & II)
ILO Project Code	HAI/12/52/USA (phase I) – HTI/15/50/USA (phase II)
ILO IRIS Code	HAI/12/52/USA – 104236 HTI/15/51/USA - 105467
Project dates	15 November 2013 - 31 December 2017
Administrative Unit in charge of the project	DWT/CO–San José: ILO DWT and Country Office for Central America, Haiti, Panama and the Dominican Republic
Unit in charge of backstopping	LABADMIN/OSH Branch, Governance Department
Timing of evaluation	Final
Type of Evaluation	Independent
Donor	United State Department of Labor (USDOL)
Budget	2,400,000 USD
Evaluation mission dates	October-November 2017
TOR preparation date	July 2017
Evaluation Manager	Ms Cybele Burga, Regional Monitoring and Evaluation Officer, Latin America and the Caribbean

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1. Introduction

The objective of this final independent evaluation is to assess the relevance, effectiveness, efficiency, coherence, potential impact and sustainability of the ILO's actions taken under this project aimed at building capacities of the Ministry of Labour to ensure labour law compliance in the Haitian apparel sector. This project is part of a larger United States Department of Labor (USDOL) portfolio of projects in Haiti.

To support the garment sector, the United States Congress enacted the Haiti Hemispheric Opportunity through Partnership Encouragement Act of 2006 (HOPE) that extended preferences for Haitian apparel established under the Caribbean Basin Economic Recovery Act. HOPE enabled the Haitian garment industry to benefit from new duty-free preferences. In 2008, these preferences were further expanded through legislation known as HOPE II that extended tariff preferences on textiles, apparel, and other goods. It also established new standards and programmes to strengthen and monitor working conditions in the garment sector.

Over the last five years, USDOL's technical cooperation with Haiti has focused on the implementation of the labour provisions of HOPE II. Since 2008, USDOL has provided over \$12.9 million for technical cooperation programmes in Haiti. USDOL funding includes \$9.2 million for the ILO Better Work Haiti program and \$2.4 million to the ILO for the MAST Capacity Building (MCB) project subject to this evaluation. In addition to funding the ILO, USDOL has also supported efforts to build the capacity of workers' organizations in Haiti through a \$1.2 million grant to the American Center for International Labor Solidarity (Solidarity Center). Furthermore, USDOL provided more than \$58,000 in funding for the U.S. Federal Mediation and Conciliation Service (FMCS) to conduct trainings for tripartite entities in mediation, conciliation and alternative dispute resolution. Each project is briefly discussed below.

As per ILO's evaluation policy, the project Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector has been subject to an independent mid-term review as well as to an external evaluation of the USDOL portfolio aimed at improving workers' rights in Haiti in June 2016.

The final evaluation of the project will be independent, managed by an independent ILO evaluation manager and funded by the evaluation provisions of the project. The evaluation should also take into consideration the extent recommendations from USDOL evaluation Multi-project Haiti have been implemented. The evaluation will be managed by the Regional M&E Officer for Latin America and the Caribbean. The evaluation will comply with UN Norms and Standards.²⁶

²⁶ United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation. June 2016.

2. Background and description of the project

Overall, the project aimed at capacitating inspectors and conciliators of the Ministry of Social Affairs and Labour (MAST), as well as the office of the labour Ombudsperson and the Labour Court judges to better prevent and/or solve disputes and ensure compliance with labour laws in the Haitian apparel sector. These results will then lead to an improvement of working conditions for workers of the apparel sector.

The project first started operation with a budget of 1.4 million USD for implementation between November 2013 and November 2015 (Project Phase I).²⁷ The three immediate objectives of the project at the time were:

- MAST is more effective in conducting labour inspections in the apparel sector (Phase I and II)
- MAST and the Office of the Labour Ombudsperson apply improved technical and soft skills in their mediations (Phase I and II)
- Workers and employers play a more active role in ensuring compliance with labour law in the garment sector (Phase I and II)

In November 2015, USDOL allocated 1 extra million USD to the project to expand the work undertaken under the three initial objectives of the project and added a fourth objective (Phase II):

- Capacities of labour judges are enhanced in order to adequately manage labour and employment cases (Phase II)

So far,²⁸ the project has achieved the following results under each of its objectives:

IO 1 - MAST is more effective in conducting labour inspections in the apparel sector

- A Task Force of 18 members, including 11 field labour inspectors, was set up within the MAST. The project then delivered a comprehensive training programme (over 13 different training activities) to the Task Force members. The trainings terminated with a study tour to Guadeloupe for the Task Force members to: understand the functioning of the French labour inspection system, appreciate the importance of information management and reporting and learn about inspection visits preparation, methodology and follow up. Task Force members now report to be better equipped to conduct efficient inspection visits.
- A manual for labour inspectors and a guide on OSH for labour inspectors in the textile sector were produced. The inspectors who participated in project activities can now use these tools to train others and can continue using them to better implement their mandate.
- 7 job profiles in the area of labour administration were drafted, as a first step to create a true vertical career for labour inspectors, and a series of tools to identify training needs for each specific profile were produced and formally presented to the MAST for approval.
- Equipment was handed over to MAST to support the Ministry capacity to ensure workplace compliance in the textile sector.

²⁷ The project was later extended until the end of 2016.

²⁸ As of June 2017.

- A baseline assessment of the MAST Information System was carried out and resulted in recommendations to improve the internal communication and archiving system of the labour inspectorate at both regional and central levels.

IO 2 - MAST and the Office of the Labour Ombudsperson apply improved technical and soft skills in their mediations

- An assessment of conciliators' knowledge and skills was completed, and a detailed training plan for conciliators was developed. Conciliators received various trainings, including through workshops provided by the US Federal Mediation and Conciliation Services (FMCS), which coordination has been facilitated by USDOL.
- The project also provided technical advice to the labour ombudsperson.

IO 3 - Workers and employers play a more active role in ensuring compliance with labour law in the garment sector

- A hotline to inform the public about labour law and receive complaints was set up in the MAST and operators were identified.
- The project then supported the training of the MAST hotline operators. Training on communication skills and labour law was provided to the operators to ensure that callers receive adequate responses to their queries.
- Results of the Knowledge Attitude and Behaviour survey carried out by the project were presented to constituents and are informing the development and implementation of an information and communication campaign on workers' fundamental rights in the textile sector.

IO 4 - Capacities of labour judges are enhanced in order to adequately manage labour and employment cases

- A situation analysis of the justice system regarding labour issues was drafted.
- Within the project framework, the International Training Center (ITC) of the ILO signed an agreement with the Magistrate School (EMA) of Haiti. In line with the agreement, the ITC provided comprehensive training and coaching to 7 judges and EMA trainers of the Haitian Labour Court.
- These trainers have institutionalized the training on the use of International Labour Standards in national law within the Magistrate School. The 40-hour course will be taught at EMA starting October 2017.
- In addition, the ITC conducted a national training workshop on the use of International Labour Standards in a national context.

Management set up (brief description)

The Project was initially composed of an international Chief Technical Advisor (CTA) and a national project coordinator. The project was restructured and the CTA left the project in November 2015. The project coordinator took the lead and a national Monitoring & Evaluator Officer joined in 2016. The project is supported by an administrative and finance assistant based in Haiti, as well as a part time finance assistant based in ILO SJO Office. The Administrative Unit in charge of the project is DWT/CO–San José, ILO DWT and

Country Office for Central America, Haiti, Panama and the Dominican Republic. Technical support is provided by ILO HQ LABADMIN/OSH.

As was mentioned lines above, the MCB project have had an external evaluation. The main findings and recommendations stated in the external evaluation Report are the following:

- MAST labour inspectors are satisfied with the training and other capacity-building activities they received under the MCB project.
- ADIH also believes the MCB and BWH should be collaborating more closely to build the capacity of MAST labour inspectors
- The MCB project's PMP didn't have indicator targets and the indicators weren't being tracked and reported, it wasn't possible to assess progress based on indicator achievement.
- The project experienced delays in labour inspector job description approvals and in the KAB survey due, besides external factors, ineffective project management

Recommendations from external evaluation:

- To BWH and MCB. Both should improve the level of collaboration that would, in turn, improve the level of effectiveness and efficiency of the efforts to build and sustain the capacity of MAST labour inspectors. Specifically, the two projects should develop a **collaboration plan** that includes joint meetings to review progress and plan future activities; **agreement to share documents and other information as appropriate; joint training with BWH EAs and MAST labour inspectors**; and joint inspections and advisory service events where labour inspectors take the lead in the inspection and the EAs act as mentors.
- The MCB project should complete the project's PMP and begin implementation: to set the targets and establish a baseline to measure progress against for the remaining life of the project , including the new components (judicial capacity building and labour law reform)The MCB project should work with MAST and OMRH/ENAPP to clearly define the relationship OMRH/ENAPP should have with the project and the role would play to build the capacity of the labour inspectors and achieve institutional sustainability.
- The MCB project should work with MAST officials to develop a comprehensive sustainability plan. The sustainability plan should be developed by November 2016, which would give the project approximately a year to achieve sustainability. The project might consider a series of two to three workshops or meeting with key stakeholders to develop the plan. This Strategy was developed in the second quarter of 2017 but report it's still on review process.

In addition, **Table 1** show the MCB interventions and outputs by objective, their status (complete or incomplete) and comments to clarify the status

Table 1. Status of MCB Interventions and Outputs

INTERVENTION/OUTPUT BY OBJECTIVE	STATUS	COMMENTS
Objective 1: MAST conducts more effective labour inspections in the apparel sector.		
Inspector training	Complete	Training of the task force is complete.

INTERVENTION/OUTPUT BY OBJECTIVE	STATUS	COMMENTS
Inspector TOT	Incomplete	The final TOT for the task force aimed at developing training methodologies is planned for October during second visit to Guadeloupe.
Inspection tools	Complete	The inspection manual and OSH guide are completed although they have not been distributed. The inspection manual includes a range of tools in the annexes.
Inspector career path (job profiles and HRD plan)	Complete	Seven job profiles and the HRD plan have been completed and are with MAST. MAST is responsible for submitting the job profiles to OMRH.
Vehicle	Incomplete	USDOL is waiting for the ILO to submit the vehicle disposition request package.
IT equipment (computers)	Complete	Computers have been purchased and distributed to MAST for inspectors.
Information system	Incomplete	MCB is waiting for approval to purchase file cabinets and hire an archives specialist to work with MAST archivists to put the information system in place.
MAST management training	Complete	Management training for MAST is complete.
Objective 2: MAST and the Office of the Labor Ombudsperson apply improved technical and soft skills in their mediations		
Conciliator training	Complete	Conciliator training provided by FMCS is complete. The conciliators were also part of other relevant training sessions
Objective 3: Workers and Employers play more active role in labour inspections		
IEC strategy (messages, delivery mechanism)	Incomplete	A communication specialist has developed the Communication strategy, which has to be reviewed by MCB and ILO.
Call center	Incomplete	The call center has been established and equipped. MAST staff have been trained as operators. While the call center is operating on a pilot basis, it is waiting for the two major telecommunications companies (Digicel and Natcom) to provide a code.
Website	Incomplete	A webpage dedicated to labour issues within the MAST website has not been developed.
Objective 4: Judicial System		
Judicial training (Port-au-Prince and Turin)	Complete	Training for judges on international labour standards and how to apply them in labour cases is complete.
ILS curriculum developed and Institutionalized at EMA	Complete	EMA had developed curriculum that will be used in its professional development and continuing education programs.

Source: Sustainable plan and exit strategy, MAST Capacity Building Project, draft, July 2017.

3. Purpose and scope of the evaluation

Purpose

This independent final evaluation of the Project will be carried out in line with the requirements of the ILO Evaluation Policy. ILO project evaluations are conducted to provide an opportunity for the Office and its funding partners to assess the appropriateness of design as it relates to the ILO's strategic and national policy framework, and consider the effectiveness, efficiency and sustainability of project outcomes. Project evaluations also test underlying assumptions about contribution to a broader development goal.

The main purpose of the final independent evaluation is to support improvements in programmes and policies and to promote accountability to ILO key stakeholders and donor and also to promote learning within the ILO. The specific objectives of this evaluation are to assess the relevance of the intervention objectives and approach; establish how far the intervention has achieved its planned outcomes and objectives; achievement of Project objectives at outcome and impact levels, and understanding how and why have/have not been achieved the extent to which its strategy has proven efficient and effective; and whether it is likely to have a sustainable impact. It is an opportunity to take stock of achievements, performance, impacts, good practices and lessons learned from the implementation of the project to enhance capacities from inspectors and conciliators of the Ministry of Social Affairs and Labour (MAST), as well as the office of the labour Ombudsperson and the Labour Court judges to better prevent and/or solve disputes and ensure compliance with labour laws in the Haitian apparel sector.

Knowledge and information obtained from the evaluation will be used to inform the design of future similar ILO activities in Haiti or countries in similar situations.

As per ILO evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference.

Scope

The evaluation will focus on the project Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visit. In analysing and documenting how the outcome has been achieved or not, an integral step will be the assessment of main activities leading to this outcome (i.e. their relevance for the outcome). To the extent possible, the evaluation should also assess the project's coordination with the Better Work Haiti Programme.

The evaluation should also look at the implementation of the recommendations from the midterm review and the external evaluation of the USDOL portfolio of projects aimed at improving workers' rights in Haiti.

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 consultant should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if this would be the case).

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. 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.

Client

Internal Clients

- ILO Regional Office
- DWT/CO-San Jose
- Project Office in Port-au-Prince
- Governance and Tripartism Department in ILO Geneva
- LABADMIN/OSH
- PARDEV
- EVAL

External clients

- Ministère des Affaires Sociales et du Travail (MAST)
 - Labour Inspectorate
 - Labour Ombudsperson (LO)
 - Magistrate School
 - The Association of Industries of Haiti (ADIH)
 - Labour Trade Unions
 - Donor (USDOL)
-

4. Criteria and Key evaluation questions

- 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 and abide 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”*, as well as Guidance Note 3 “Evaluation Lessons Learned and Emerging Good Practices”²⁹ and Templates related.
- Criteria from the Development Co-operation Directorate (DCD-DAC) from the OECD for the evaluation of development assistance are: relevance, effectiveness, efficiency, impact and sustainability. Those criteria are aligned with best practices international standards. The ILO adheres to the OECD/DAC quality standards for evaluation criteria and uses them as a reference for quality control of evaluation process and products.
- Gender concerns should be addressed in accordance with ILO *Guidance note 4: “Considering gender in the monitoring and evaluation of projects”*. All relevant data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the projects should be considered throughout the evaluation process.
- In line with established results-based framework approached used for identifying results at global, strategic and project level, the evaluation will focus on identifying and analyzing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the projects using data from the logical framework indicators.
- The TORs include below the specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. It is not expected that the evaluation address all of the questions detailed below; however the evaluation must address the general areas of focus. The evaluation instruments (summarized in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

Evaluation key question

Relevance

- Were the objectives and outputs of the Project relevant to the specific needs of ILO constituents and the country? Assess whether the problems and needs that gave rise to the project still exist or have changed.
- To what extent do the stakeholders take ownership of the Project’s design?
- Is the project design appropriate for the cultural, economic, and political context in which it works?
- How does the project align with and support ILO’s overall strategies (DWCP, gender mainstreaming and Strategic Programme Framework)?

²⁹ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165981.pdf

- To what extent the strategy used in the project is aligned with government priorities or initiatives regarding to strengthen the capacities of the labour administration, ILO Programme in Haiti and interventions carried out by other organizations (including national and international organizations)?

Design (the extent to which the design is logical and coherent)

- Was the project design logical and coherent (in retrospect, has the project's cause and effect logic been proven sound, i.e. did the project pass its own logic model test)? Are the objectives clearly stated, describing the solutions to the identified problems and needs? Does the project design meet the ILO guidance on Results-Based project design?
- Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the indicators and targets of achievements clearly defined, describing the changes to be brought about? (established in the project's performance monitoring plan PMP)
- Does the Project complement other ILO Projects and interventions in the country? If so, how?
- Did the project design adequately consider the gender dimension of the planned interventions and how?

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?

Has the strategy for sustainability of project results been defined clearly at the design stage of the project?

Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)

In how far have the objectives of the project been achieved? (Examine delivery of project outputs in terms of quality, quantity and timing.)

To what extent are the progresses towards outcomes attributable to the project? What alternative strategies would have been more effective in achieving the project's objectives (if any)? Assess whether the project has achieved its immediate objectives.

Were there any significant unexpected results or achievements? Have unplanned outputs been identified and if so, why were they necessary and to what extent were significant to achieve project objectives?

How effective and strategic was the collaboration and coordination of the Project with other ILO projects and programmes working on related issues (Better Work Programme)?

How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

(In the analysis of effectiveness should be taken into account gender issues)

Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)

To what extent have the project initiatives been cost effective?

To what extent has the Project been able to build upon or leverage national resources or resources of other ILO Projects?

Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?

Was the funding and timeframe sufficient to achieve the intended outcomes?

Were resources allocated strategically to achieve gender-related objectives? What mechanisms does the project have in place to monitor implementation? Were they effective?

Effectiveness of management arrangements

Is the Project documented? Have results, including on gender, been communicated at the country level?

Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. MAST & Labour Inspectorate, Magistrate School, Labour Ombudsperson, employers' and workers' organizations)? Do they have a good understanding of the project strategy, its goal and vision?

Has the distribution of resources between activities and staff been optimal?

Was institutional arrangement with the partners, the role of tripartite constituents appropriate and effective?

How effective was collaboration and coordination of the Project with other ILO technical Units in Geneva, San Jose and Haiti? 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?

How effectively did the Project management and ILO monitor project performance and results? Is a monitoring and evaluation system in place, and is it effective? How appropriate were the means of verification for tracking progress, performance and indicators? Is relevant information and data systematically being collected and collated? Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics)? How is this M&E information analysed, and how does it feed into management decisions (use of information)?

Impact

How effectively has the Project been able to build national ownership? Examine internalization of the results and related processes by the stakeholders: Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures (compliance with labour law and abiding by the HOPE II legislation).

Assess what contributions the project did in 1) strengthening the capacity and knowledge of national stakeholders; 2) contribute to Government of Haiti's enforcement of labour law; 3) enhancing the awareness among key stakeholders and textile workers in Haiti.

What are the possible long-term effects regarding goal of improving working conditions in the Haitian apparel industry?

Sustainability

Are there any indicators that show that the outcomes of the project will be sustained beyond the life of the project (e.g. systems, staff and structures)?

Does the sustainability plan and related exit strategy sufficiently and realistically explain how national institutions will carry forward its results once external funding ends? (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.

Have the recommendations of the sustainability plan and exit strategy been followed up by the project and by the stakeholders?

As learning for the future: could anything have been done differently to achieve improved sustainability of the results of the Project?

What are the possible priority interventions or general recommendations, after the project, which could further ensure sustainability of project's achievements and contribute to the development of constituents?

Assess the degree to which the project sustainability strategy includes a gender perspective and a social inclusion of the vulnerable groups, especially at outcome level.

Suggested aspects to consider

The specific issues and aspects to be addressed in the final evaluation will be identified through the consultative process with stakeholders in the initial stages of the evaluation and based on review of the project documentation and other relevant documentation.

Some broad areas in which specific aspects to be addressed can be identified are:

- Validation of the strategic approach, including any changes in the strategies used
- Achievement of project objectives and outcomes
- Key concerns, lessons learned and emerging good practices
- Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures
- Ascertain the sustainability mechanisms that are in place. In addition, gauge the possible replication and up-scaling of these mechanisms and interventions.
- Follow-up to the mid-term review and external evaluation of the USDOL portfolio of projects aimed at improving workers' rights in Haiti?
- 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 programme should be considered throughout the evaluation process.
- Synergies with the Better Work Haiti Programme

5. Methodology

Proposed methodology is presented in the following paragraphs. While the evaluator can propose changes in the methodology, such changes must be discussed and approved by the Evaluation Manager. Changes will be approved as long as investigation and analysis suggest that changes are needed, the indicated range of questions is applied, the purpose of the study remain without changes and results are produced with expected quality.

The basic conceptual framework that will be used as the basis for the evaluation are the *ILO Policy Guidelines for Results-Based Evaluation*: principles, rationale, planning and management (See Annex 1). Likewise, evaluation will be implemented under the ILO regular policies and procedures. The ILO adheres to the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards from DAC/OECD.

a. Sources of information and field visit

The evaluator will conduct a desk review first to be followed by interviews and a field visit to Haiti. 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 project (1.2) and the conduct of interviews (1.3).

1. Sources of information

1.1 Documents review

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

- Project Document;
- Mid-Term Review (2015)
- External Evaluation of the USDOL technical cooperation portfolio to promote workers' rights in Haiti (2016);
- Project progress reports;
- Final report of project Phase I;
- Sustainability plan and exit strategy;
- Mission, meeting, workshop and training reports;
- Project budgets – planned and actual- expenditures;
- Project output documents including:
 - Final KAB study report
 - Communication materials for the communication campaign
 - Labour Inspection manual
 - Occupational Safety and Health Guide (AFETI)
 - Jobs profiles
 - Inspection report template

- Information Management System assessment report
- Judicial system assessment report
- Labour Inspection plans
- Training materials produced by the trainers of the Task Force

1.2 Consultation of LABADMIN/OSH webpages

http://www.ilo.org/labadmin/projects/WCMS_538855/lang--en/index.htm

1.3 Individual interviews

Individual interviews in person during the field visit, by phone, e-mail or Skype and/or a questionnaire survey can be conducted with the following:

- ILO staff in Haiti, including the National Project Coordinator, the Monitoring & Evaluation Officer, the Better Work Haiti Programme Manager as well as relevant enterprise advisors and other relevant project staff in the office;
- The LABADMIN/OSH Branch in Geneva;
- The ILO CO-DWT Office in San José, Costa Rica;
- Representatives from the national labour inspectorate and/or of the Ministry of Labour, including the members of the Task Force, the adjunct Director of Labour, the Labour Ombudsperson, representatives of the Magistrate School, representatives of employers' and workers' organizations, national experts and other important stakeholders.
- Other relevant stakeholders such as: FMCS representatives, AFETI representatives and representative of the French Embassy in Haiti.

b. The evaluator responsibilities and profile

RESPONSIBILITIES	PROFILE
<ul style="list-style-type: none"> • Desk review of project documents • Development of the evaluation instrument • Briefing with ILO • Telephone interviews with ILO-LABADMIN-OSH HQ • Undertake a field visit in Haiti • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format 	<ul style="list-style-type: none"> • Not have been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of complex development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context • Experience in the area of labour inspection/workplace compliance. • Experience in the UN system or similar international development experience including preferably international and national development frameworks and UNDAF. • Fluency in English and French essential • Experience facilitating workshops for evaluation findings.

6. Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

Output 1 (Inception report): The Inception Report will be proposed for review and approval by the evaluator on the basis of agreements with the Evaluation Manager. The Report must include a description of the methodology that will be used for the study (Quantitative and qualitative data collected in the field), key activities, interview questionnaires, list of key stakeholders, research questions, indicators of achievement and calendar³⁰.

Output 2 (Power point-Stakeholders' workshops), as part of the in-country field work to gather collective stakeholder views, present proposed focus of the evaluation and preliminary findings and recommendations.

Output 3. (Draft evaluation report) This report will be presented to the Evaluation Manager. The report must follow ILO's templates and guidelines³¹ and must be 50 page long maximum, excluding annexes. The annexes of the report must include: questions and indicators used for the research, final questionnaires used in the field work, results of the survey, summaries of each meeting, the list of interviewees and the documents consulted. The evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.

Output 4 (Final evaluation report) including comments from all stakeholders.

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 and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

The Final Report must include:

- (1) Front page with key information on the assignment and the study;
- (2) Content table and lists (annexes, tables and or graphs);
- (3) List of acronyms or abbreviations;
- (4) Executive summary;
 - 4.1. Background and context
 - 4.1.1. Summary of the assignment objective, logic and structure
 - 4.1.2. Actual status of the assignment

³⁰ Required Reading: Checklist 3: Writing the Initial Report; Checklist 7: Presentation of the Evaluation Front Page; Checklist 6: Assessment for Evaluation Reports Quality; Checklist 8: Writing the Summary for the Evaluation Report.

³¹ Review and follow the guidelines in: Checklist 7: Presentation of the Evaluation Front Page

- 4.1.3. Purpose, scope and clients of the study
- 4.1.4. Methodology for the evaluation
- 4.2. Main findings and conclusions
- 4.3. Recommendations, lessons learned and best practices
- (5) Body of the report
 - 5.1. Background of the assignment
 - 5.2. Background of the final independent evaluation
 - 5.3. Methodology
 - 5.4. Main findings organized according to the five criteria of the analytical framework
- (6) Conclusions
 - 6.1. Conclusions
 - 6.2. Lessons learned
 - 6.3. Best practices
 - 6.4. Recommendations
- (7) Annexes

The entire draft and final reports (including key annexes) have to be submitted in English. The executive summary with key findings, conclusions, recommendations, lessons learned and good practices should be in both English and French.

The total length of the report should be a maximum of 50 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO, USDOL, 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 ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The draft reports will be circulated to key stakeholders (including USDOL as the donor, the tripartite constituents, other key stakeholders and partners and ILO staff i.e. project management, ILO Project Office in Haiti, ILO DWT and Country Office for Central America, Haiti, Panama and the Dominican Republic, the Governance and Tripartism Department (LABADMIN/OSH) in Geneva and the ILO Regional Office in Lima) for their review. Comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

7. Management arrangements

The evaluator will report to the *Evaluation Manager* for Latin America and the Caribbean. The evaluation manager takes the responsibility in drafting TOR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied to the quality checklist of ILO evaluation report.

Evaluation Office in Geneva (EVAL) will do quality assurance of the report and give approval of the final evaluation report.

The ILO Country Office for Central America, Haiti, Panama and the Dominican Republic and the project will provide administrative and logistical support during the evaluation mission. Project management will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donors, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

8. Calendar

The total duration of the evaluation process is approximately 7 weeks, with starting date on October 16th, 2017. The number of effective work days foreseen are 25, approximately 10 days in Haiti (it will depend on the number of interviews).

Meetings in Haiti will be organized by project staff in accordance with the evaluator and Evaluation Manager. A detailed programme for the in-country mission will be prepared by project staff.

The following is a schedule of tasks and anticipated duration of outputs and stages. The final version will be prepared by the evaluator after a meeting with the Project coordinator and the Evaluation Manager.

PHASE	RESPONSIBLE PERSON	TASKS	PROPOSED TIMELINE	NUMBER OF DAYS
I	Evaluator	Desk Review of project related documents Telephone briefing with the evaluation manager, ILO LABADMIN-OSH- HQ and ILO Project office Haiti and USDOL Preparation of the inception report	16-20 October	5
II	Evaluator (logistical support by the project and CO)	Field visit Interviews with project staff and other relevant officers in Geneva	23 October - 30 October	9
III	Evaluator	Preparation of the workshop in Haiti Workshop with the project management and ILO relevant offices for sharing of preliminary findings, if necessary through video conference	31 October	1
IV	Evaluator	Draft report based on desk review, field visit, interviews /questionnaires with stakeholders in Haiti and the final workshop Debriefing	To be submitted to Evaluation Manager by November 15	10
V	Evaluation manager	Circulate draft report to key stakeholders Stakeholders provide comments Consolidate comments of stakeholders and send to team leader	15-27 November	
VI	Evaluator	Finalize the report including explanations on why comments were not included	28 november-1 December	5
VII	Evaluation Manager	Review the revised report and submit it to EVAL for final approval	By Dec 8	
		Total no. of working days for Evaluator		25

9. Legal and Ethical Matters

This evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG ethical guidelines: <http://www.unevaluation.org/ethicalguidelines>.

To ensure compliance with ILO/UN rules safeguarding the independence of the evaluation, the contractor will not be eligible for technical work on the project for the next 12 months

10. Annex: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

2. Checklist No. 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

3. Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

4. Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

5. Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm

7. Guidance note 4 Integrating gender equality in M&E of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

8. Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

9. Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Appendix II Interview Protocols

Protocoles d'entrevue individuelle – OIT (Équipe du projet, OIT Genève, Better Work Haïti)

Universalialia, un groupe conseil basé à Montréal, Canada, a été mandaté par l'Organisation Internationale du Travail pour l'évaluation indépendante finale du projet « Renforcer les capacités du MAST pour assurer la conformité au droit du travail dans le secteur du textile en Haïti ». Le projet avait pour objectif de renforcer les capacités du Ministère des Affaires Sociales et du Travail (MAST), en habilitant les inspecteurs et les conciliateurs du ministère ainsi que le bureau du médiateur du travail et les juges du Tribunal du travail, à mieux prévenir et / ou résoudre les conflits et assurer le respect de l'application des lois du travail dans le secteur du textile haïtien. Vous avez été identifié comme un répondant clé pour l'étude, et nous vous remercions de votre participation à cette entrevue.

L'entretien est confidentiel. Bien que vous ayez été identifié en tant qu'informateur clé dans le cadre de cette évaluation, votre contribution spécifique à l'étude restera anonyme. Nous n'associerons pas votre nom à quoi que ce soit spécifiquement inclus dans ce rapport.

- Veuillez décrire la nature de votre collaboration sur le projet (Elle date de quand ? Avez-vous été inclus depuis le début de la planification?)
- Quels objectifs le projet tente-t-il d'atteindre? Comment est-ce que les objectifs et stratégies de mise en œuvre ont-ils été développés? (Explorer l'alignement avec les priorités de l'OIT, du gouvernement national, avec le contexte national, son caractère participatif)
- Veuillez décrire la collaboration au sein du projet, avec d'autres initiatives, ou collaboration sud-sud, travaillant au respect des normes du travail en Haïti?
- Quelle a été le niveau d'implication des bureaux de Genève et de San José?
- Quelle est la réalisation clé de ce projet dont vous êtes fier?
- Quelle est la réalisation du projet au niveau :
 - De façon générale, dans l'application des normes du travail dans le secteur textile?
 - Du renforcement de capacité du MAST?
 - Du renforcement de capacité des inspecteurs?
 - Du renforcement de capacité des conciliateurs?
 - Du renforcement de capacité du bureau de la médiatrice?
 - Du renforcement de capacité des juges?
 - Du rôle joué par les travailleurs et employeurs dans le respect des normes du travail?
- Quels ont été les défis (internes et externes) rencontrés lors de l'implantation du projet? (Explorer au niveau de : la planification, l'implantation, la gestion, le contexte, le timing, le budget, le plan de mise en œuvre du projet, les défis attendus & les stratégies d'atténuation)
- Dans quelle mesure avez-vous dû adapter ou réorienter les objectifs et stratégies mises en œuvre au fil du temps?

- Jusqu'à quel point les résultats atteints se conforment aux objectifs initiaux? Ont-t-ils été atteint selon le budget et échéancier prévu?
- Comment la dimension de genre et de l'inclusion des populations les plus vulnérables ont-t-elles été intégrées (y compris lors des formations?)
- Est-ce que le projet comprend une stratégie de sortie et de durabilité? La stratégie a-t-elle été implantée? Est-il permis de croire que les résultats atteints perdureront dans le temps?
- Les données de S & E et la manière dont elles aident à la prise de décision, de capter les effets inattendus du projet, s'il y a lieu?
- Quelles sont les bonnes pratiques, leçons apprises et recommandations que vous feriez?

Groupe de discussion – un groupe de représentants des travailleurs et un groupe de représentants employeurs

Universalis, un groupe conseil basé à Montréal, Canada, a été mandaté par l'Organisation Internationale du Travail pour l'évaluation indépendante finale du projet « Renforcer les capacités du MAST pour assurer la conformité au droit du travail dans le secteur du textile en Haïti ». Le projet avait pour objectif de renforcer les capacités du Ministère des Affaires Sociales et du Travail (MAST), en habilitant les inspecteurs et les conciliateurs du ministère ainsi que le bureau du médiateur du travail et les juges du Tribunal du travail, à mieux prévenir et / ou résoudre les conflits et assurer le respect de l'application des lois du travail dans le secteur du textile haïtien. Vous avez été identifié comme un répondant clé pour l'étude, et nous vous remercions de votre participation à cette entrevue.

L'entretien est confidentiel. Bien que vous ayez été identifié en tant qu'informateur clé dans le cadre de cette évaluation, votre contribution spécifique à l'étude restera anonyme. Nous n'associerons pas votre nom à quoi que ce soit spécifiquement inclus dans ce rapport.

- Veuillez décrire la nature de votre collaboration sur le projet (la nature de la formation reçue).
- (Elle date depuis quand ? Avez-vous été inclus depuis le début de planification?)
- Avec qui avez-vous collaboré dans le projet?
- Les intervenants du projet ont-elles répondu à vos attentes?
- Quelles sont les principales contributions de ce projet à votre établissement? Qu'est-ce qui a été le plus utile pour vous (renforcement des capacités, apprentissage, collaboration avec d'autres, etc.)?
- Quels ont été les défis rencontrés lors de l'implantation de votre composante du projet? (Explorer au niveau de la planification, l'implantation, la gestion, le contexte, le timing, le budget, le comité)
- Vos connaissances, compétences, votre perception et comportements relatifs aux normes du travail ont-ils changé depuis l'implantation du projet? (Évaluer si les travailleurs et employeurs jouent un rôle plus important qu'avant quant au respect des normes du travail)
- Avez-vous observé des résultats inattendus au niveau de travailleurs de l'industrie du textile? Si oui, veuillez élaborer.
- Dans quelle mesure les questions de genre ont-elles été abordées dans le cadre du projet? Et les populations les plus vulnérables?
- Admettons que le projet ne soit pas renouvelé, quels effets continueraient à se produire? Qu'est ce que le projet a amené et que vous pensez qui va rester malgré tout?
- Quelles sont les bonnes pratiques, leçons apprises et recommandations que vous feriez pour améliorer le projet?

Groupe de discussion – un groupe d’inspecteurs, un groupe de conciliateurs du MAST, un groupe de juges et d’avocats de l’EMA et le bureau de la Médiatrice

Universalis, un groupe conseil basé à Montréal, Canada, a été mandaté par l’Organisation Internationale du Travail pour l’évaluation indépendante finale du projet « Renforcer les capacités du MAST pour assurer la conformité au droit du travail dans le secteur du textile en Haïti ». Le projet avait pour objectif de renforcer les capacités du Ministère des Affaires Sociales et du Travail (MAST), en habilitant les inspecteurs et les conciliateurs du ministère ainsi que le bureau du médiateur du travail et les juges du Tribunal du travail, à mieux prévenir et / ou résoudre les conflits et assurer le respect de l’application des lois du travail dans le secteur du textile haïtien. Vous avez été identifié comme un répondant clé pour l’étude, et nous vous remercions de votre participation à cette entrevue.

L’entretien est confidentiel. Bien que vous ayez été identifié en tant qu’informateur clé dans le cadre de cette évaluation, votre contribution spécifique à l’étude restera anonyme. Nous n’associerons pas votre nom à quoi que ce soit spécifiquement inclus dans ce rapport.

- Tour de table: nom, âge, niveau d’instruction, nombre d’année d’expériences, date où la formation a été suivie
- Veuillez indiquer trois éléments que vous avez apprécié le plus de la formation?
- Veuillez élaborer en 3 points ce que la formation va vous aider à améliorer dans votre travail?
- Veuillez élaborer en 3 points ce que vous avez trouvé moins utile ou moins nécessaire dans cette formation?
- Veuillez élaborer en 3 points comment vous avez adapté la formation à la réalité de votre travail?
- Dans quelle mesure avez-vous abordé le thème de l’égalité des genres? De l’inclusion des populations les plus vulnérables?
- Quels seraient les points à modifier pour améliorer le programme? (3 recommandations par petit groupe, 1 rapporteur)

Protocoles d'entrevue individuelle – MAST (Directeur Inspection, Chef cabinet, Directeur Assistance Légale ou Ministre)

Universalis, un groupe conseil basé à Montréal, Canada, a été mandaté par l'Organisation Internationale du Travail pour l'évaluation indépendante finale du projet « Renforcer les capacités du MAST pour assurer la conformité au droit du travail dans le secteur du textile en Haïti ». Le projet avait pour objectif de renforcer les capacités du Ministère des Affaires Sociales et du Travail (MAST), en habilitant les inspecteurs et les conciliateurs du ministère ainsi que le bureau du médiateur du travail et les juges du Tribunal du travail, à mieux prévenir et / ou résoudre les conflits et assurer le respect de l'application des lois du travail dans le secteur du textile haïtien. Vous avez été identifié comme un répondant clé pour l'étude, et nous vous remercions de votre participation à cette entrevue.

L'entretien est confidentiel. Bien que vous soyez nommé en tant qu'informateur clé de l'étude dans son ensemble, dans notre liste d'intervenants consultés, votre contribution spécifique à l'étude sera anonyme. Nous n'associerons pas votre nom à quoi que ce soit spécifiquement inclus dans ce rapport.

- Veuillez décrire la nature de votre collaboration sur le projet (elle date depuis quand ? Avez-vous été inclus depuis le début de la planification?).
- Avec qui avez-vous collaboré dans le projet?
- Les intervenants du projet ont-elles répondu à vos attentes?
- Quelles sont les principales contributions de ce projet à votre établissement? Qu'est-ce qui a été le plus utile pour vous (renforcement des capacités, apprentissage, collaboration avec d'autres, etc.)?
- Quels ont été les défis rencontrés lors de l'implantation de votre composante du projet? (Explorer au niveau de la planification, l'implantation, la gestion, le contexte, le timing, le budget, le comité)
- Vos connaissances, compétences, votre perception et comportements relatifs aux normes du travail ont-ils changé depuis l'implantation du projet? (Évaluer les résultats des interventions en renforcement de capacités et changements institutionnels dans le MAST).
- Avez-vous observé des changements plus profonds au sein de votre institution? (Évaluer les résultats des interventions en renforcement de capacités et changements institutionnels dans le MAST).
- Avez-vous observé des résultats inattendus (positifs ou négatifs) qui ont découlé des interventions mises en œuvre? Au niveau du respect des normes de travail dans l'industrie du textile? Si oui, veuillez élaborer.
- Dans quelle mesure avez les thèmes de l'égalité des genres et de l'inclusion des populations les plus vulnérables ont-t-elles été abordées dans le projet?
- Admettons que le projet ne soit pas renouvelé, que resterait-il à plus long terme? Quels effets continueraient à se produire? Que restera-il du projet?
- Quelles sont les bonnes pratiques, leçons apprises et recommandations que vous feriez pour améliorer le projet?

Protocoles d'entrevue (2 personnes) – USDOL

Universalia, un groupe conseil basé à Montréal, Canada, a été mandaté par l'Organisation Internationale du Travail pour l'évaluation indépendante finale du projet « Renforcer les capacités du MAST pour assurer la conformité au droit du travail dans le secteur du textile en Haïti ». Le projet avait pour objectif de renforcer les capacités du Ministère des Affaires Sociales et du Travail (MAST), en habilitant les inspecteurs et les conciliateurs du ministère ainsi que le bureau du médiateur du travail et les juges du Tribunal du travail, à mieux prévenir et / ou résoudre les conflits et assurer le respect de l'application des lois du travail dans le secteur du textile haïtien. Vous avez été identifié comme un répondant clé pour l'étude, et nous vous remercions de votre participation à cette entrevue.

L'entretien est confidentiel. Bien que vous ayez été identifié en tant qu'informateur clé dans le cadre de cette évaluation, votre contribution spécifique à l'étude restera anonyme. Nous n'associerons pas votre nom à quoi que ce soit spécifiquement inclus dans ce rapport.

- Veuillez décrire la nature de votre collaboration sur le projet. (implication du bailleur de fond dans la planification du projet)
- Quels objectifs le projet tente-t-il d'atteindre? Comment est-ce que les objectifs et stratégies de mise en œuvre ont-ils été développés? (explorer l'alignement avec les priorités de l'OIT, du gouvernement national, avec le contexte national)
- Veuillez décrire la collaboration au sein du projet, avec d'autres initiatives, ou collaboration sud-sud, travaillant au respect des normes de travail en Haïti?
- Quelle est la réalisation clé de ce projet dont vous êtes fier?
- Quels ont été les défis rencontrés lors de l'implantation du projet? (Explorer au niveau de la planification, l'implantation, la gestion, le contexte, le timing, le budget, le plan de mise en œuvre du projet, les défis attendus & les stratégies d'atténuation)
- Dans quelle mesure le projet a-t-il abordé le thème de l'égalité des genres? De l'inclusion des populations les plus vulnérables?
- Est-ce que le projet comprend une stratégie de sortie et de durabilité?
- Quelles sont les bonnes pratiques, leçons apprises et recommandations que vous feriez?

Appendix III List of Persons Consulted

NAME	LASTN NAME	ORGANIZATION	TITLE
Dumas	Laetitia	ILO Geneva	LAB/ADMIN Coordinator, Development Cooperation
Tillier	Justine	ILO Geneva	LAB/ADMIN Technical Officer
Julien	Magnat	ILO Haiti	Coordinator
François	Claudine	Better Work Haiti	CTA
Laventure	Patrice	Project Management Team	National Coordinator
Especa	Luc	CTMO HOPE	Chairman
Colimon-Féthière	Josseline	CTMO HOPE	Ombudsperson
Dougé	Alain	CTMO HOPE	Executive Director
Apollon	Gerard	MAST	Conciliator
Baptiste	Jude	EMA	Lawyer
Florestal	Maguy	EMA	Judge Appellate Court
Francois	Israël	MAST	Conciliator
Friand	Paul	MAST	Inspector
	Gertrude	MAST	Call center technician
Ilias	Béatrice	ADIH	Executive Director
Innocent	Dimanche	MAST	Inspector
Jacques	Jacky	MAST	West Regional Director
Joseph	Jean Luc	MAST	Inspector, Program Coordinator
Jules	Moïse	MAST	Labour Director (ai.) / Labour Deputy Director
Louis	Alex Noel	MAST	Chief of Conciliation
Lousé	Itien	MAST	Conciliator

NAME	LASTN NAME	ORGANIZATION	TITLE
Pierre	Claudia	<i>Confédération haïtienne</i>	
Pierre	Gérard Nicolas	MAST	Inspector
Pierre	Osee	<i>Centre Solidarié Haiti</i>	Responsible
Rémy	Wilkenson	MAST	Inspector
Rosemont	Michel	<i>Confédération des Travailleurs Haïtiens</i>	
Sassine	Georges	AIDH	President
St Eloi	Dominique	<i>Centrale Nationale des Ouvriers Haïtiens</i>	General coordinator
St Fleur	Mariluise	MAST	Conciliator
	Sylvain	MAST	Inspector /call center Technician
Tataille	Anael	MAST	Inspector/Call center Technician
Telemaque	Pierre		

Appendix IV List of Documents Consulted

- Project Document;
- Country Program for Decent Work in Haiti 2015-2020;
- Budget Program 2015-2016;
- Budget Program 2016-2017;
- TOR for the training of the Task Force;
- Technical Memorandum-Strengthening MAST;
- Better Work Good practice 1-4;
- Better Work Lesson Learn 1-5;
- Haiti Labour Right Guide;
- Mid-Term Review (2015);
- External Evaluation of the USDOL technical cooperation portfolio to promote workers' rights in Haiti (2016);
- Project progress reports;
- Final report of project Phase I;
- Sustainability plan and exit strategy;
- Independent Cluster Evaluation of: Better Work Lesotho (Final); Better Work Nicaragua (Final); Better Work Haiti (Final) May –August 2017;
- Mission, meeting, workshop and training reports;
- Independent evaluation of the US Department of Labor's Technical Cooperation Portfolio To Promote Workers ' Rights in Haiti (June 2016);
- Project budgets – planned and actual- expenditures;
- Project output documents including:
 - Final KAB study report
 - Communication materials for the communication campaign
 - Labour Inspection manual
 - Occupational Safety and Health Guide (AFETI)
 - Jobs profiles
 - Inspection report template
 - Information Management System assessment report
 - Courses Program of the Task Force
 - Judicial system assessment report
 - Labour Inspection plans
 - Training materials produced by the trainers of the Task Force

Appendix V Evaluation Matrix

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Relevance			
1) Were the objectives and outputs of the Project relevant to the specific needs of ILO constituents and the country? Assess whether the problems and needs that gave rise to the project still exist or have changed.	Has the Project responded to the real needs and expectations of the beneficiaries and stakeholders? Do these needs still exist or have they changed?	<p>Perception of relevance of project intervention</p> <p>Evidence of adaptability/changing needs</p> <p>Evidence of consultation and consideration of constituents' feedback in the project design.</p> <p>Evidence that needs were identified prior deigning project interventions.</p>	<p>Interviews</p> <p>MAST</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-HOPE</p> <p>Documents</p> <p>PRODOC</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>3) Is the project design appropriate for the cultural, economic, and political context in which it works?</p> <p>5a) To what extent the strategy used in the project is aligned with government priorities or initiatives regarding to strengthen the capacities of the labour administration?</p> <p>5b) To what extent the strategy used in the project is aligned with ILO Programme in Haiti and interventions carried out by other organizations (including national and international organizations)?</p>	<p>Is the project design appropriate for the cultural, economic, and political context in which it works?</p>	<p>Perception of relevance</p> <p>Evidence of challenges mentioned by project stakeholders</p> <p>Alignment with national priorities and with ILO's country strategy</p> <p>Challenges highlighted in project documentation</p>	<p>Interviews</p> <p>Project management team MAST BWH Trade unions Employers Labour judges and lawyers Inspectors and Conciliators CTMO-HOPE</p> <p>Documents</p> <p>PRODOC Progress reports M&E data ILO reports on labour law compliance in HAITI (if exists). Inspection Strategic Plan 2016</p>
<p>4) How does the project align with and support ILO's overall strategies (DWCP, gender mainstreaming and Strategic Programme Framework)?</p> <p>5b) To what extent the strategy used in the project is aligned with ILO Programme in Haiti and interventions carried out by other organizations (including national and international organizations)?</p>	<p>How well did the Project design take into account and harmonize its interventions with ILO's Programme in Haiti and ILO's overall strategy (DWCP, gender mainstreaming and Strategic Programme Framework)?</p>	<p>Alignment with ILO overall strategies (DWCP, gender mainstreaming and Strategic Programme Framework)</p> <p>Alignment with ILO Programme for Decent Work in Haiti</p>	<p>Interviews</p> <p>BWH USDOL Project Management team ILO Geneva</p> <p>Documents</p> <p>PRODOC Progress reports Budget documentation</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>9) Does the Project complement other ILO Projects and interventions in the country? If so, how?</p> <p>16) How effective and strategic was the collaboration and coordination of the Project with other ILO projects and programmes working on related issues (Better Work Programme)?</p>	<p>How well did the Project design take into account and harmonize its interventions with existing efforts already underway (by ILO or by other organizations) that address labour law compliance?</p>	<p>Alignment and synergies between project interventions and other ILO and non ILO interventions</p> <p>Evidence of collaboration with other ILO projects</p> <p>Evidence of collaboration and harmonization with other labour law compliance interventions</p>	<p>Interviews</p> <p>BWH</p> <p>USDOL</p> <p>Project Management team</p> <p>ILO Geneva</p> <p>Documents</p> <p>PRODOC</p> <p>Progress reports</p> <p>Budget documentation</p> <p>Program and Budget for 2014-2015</p>
<p>19) To what extent has the Project been able to build upon or leverage national resources or resources of other ILO Projects?</p>	<p>To what extent did the Project leverage national resources or on resources of other ILO Projects?</p>	<p>Resources leveraged from national or ILO sources</p> <p>Perceptions regarding the extent to which the Project leveraged other resources</p>	<p>Interviews</p> <p>BWH</p> <p>USDOL</p> <p>Project Management team</p> <p>ILO Geneva</p> <p>Documents</p> <p>PRODOC</p> <p>Progress reports</p> <p>Budget documentation</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Design (the extent to which the design is logical and coherent)			
<p>6a) Was the project design logical and coherent (in retrospect, has the project's cause and effect logic been proven sound, i.e. did the project pass its own logic model test)?</p> <p>6b) Are the objectives clearly stated, describing the solutions to the identified problems and needs?</p>	<p>Was the Project design logical and coherent?</p>	<p>Validity of project design and strategy</p> <p>Clarity of project objectives</p> <p>Clarity of link between project immediate objectives and overall objective</p> <p>Clarity of links between project interventions and immediate objectives.</p>	<p>Interviews</p> <p>USDOL</p> <p>Project implementation team</p> <p>Documents</p> <p>PRODOC</p> <p>M&E data</p> <p>Project Implementation Plan</p>
<p>7) Were the timeline and objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?</p> <p>21) Was the funding and timeframe sufficient to achieve the intended outcomes?</p> <p>25a) Has the distribution of resources between activities and staff been optimal?</p>	<p>Were the project objectives and design clear and realistic with the established time schedule and allocated resources (human and financial)?</p>	<p>Perception of Clarity of project targets and objectives to project stakeholders</p> <p>Evidence that the funding and timeframe were sufficient to implement the project as intended, and achieve the immediate objectives</p> <p>Evidence that the different component of the project had the necessary resources to achieve their specific objectives</p>	<p>Interviews</p> <p>USDOL</p> <p>Project implementation team</p> <p>MAST</p> <p>Documents</p> <p>PRODOC</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p> <p>Budget documentation</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>11) 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?</p>	<p>To what extent were the assumptions and external factors laid out in the design on the Project valid?</p>	<p>Evidence that external factors and assumptions were considered in the project design, and that they proved to be true.</p>	<p>Interviews USDOL Project implementation team MAST</p> <p>Documents PRODOC M&E data Project Implementation Plan Progress reports Budget documentation</p>
<p>8) Are the indicators and targets of achievements clearly defined, describing the changes to be brought about? (established in the project's performance monitoring plan PMP) 6c) Does the project design meet the ILO guidance on Results-Based project design?</p>	<p>To what extent does the project design meet the ILO guidance on Results-Based project design?</p>	<p>Extent to which indicators reflect and measure direct and institutional impact and outcomes</p> <p>Evidence that M&E framework meet the ILO guidance on RBM design.</p> <p>Perception of usefulness of M&E framework.</p>	<p>Interviews Project implementation team</p> <p>Documents PRODOC M&E data Project Implementation Plan Progress reports</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>10) Did the project design adequately consider the gender dimension of the planned interventions and how?</p> <p>22a) Were resources allocated strategically to achieve gender-related objectives?</p> <p>36) Assess the degree to which the project sustainability strategy includes a gender perspective and a social inclusion of the vulnerable groups, especially at outcome level.</p>	<p>Was the gender dimension and the social inclusion of vulnerable groups considered in the project design, implementation, and sustainability strategies?</p>	<p>Evidence of gender consideration in the project design and during implementation</p> <p>Evidence of gender disaggregation in M&E data</p> <p>Evidence of social inclusion of vulnerable groups considerations in the project design and during implementation</p> <p>Evidence of social inclusion of vulnerable groups considerations in sustainability strategies</p>	<p>Interviews</p> <p>Project implementation team</p> <p>BWH</p> <p>USDOL</p> <p>Documents</p> <p>PRODOC</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p>
Effectiveness (the extent to which the intervention's immediate objectives were achieved taking into account their relative importance)			
<p>13) In how far have the objectives of the project been achieved? (Examine delivery of project outputs in terms of quality, quantity and timing.)</p>	<p>Were all interventions implemented as planned?</p>	<p>Evidence that outputs were delivered on time</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>Documents</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
14c) Assess whether the project has achieved its immediate objectives.	How successful has the Project been in achieving its immediate objectives?	<p>Evidence that the MAST is more effective in conducting labour inspections</p> <p>Evidence that the MAST and the Office of the Labour Ombudsperson apply improved technical and soft skills in their mediations</p> <p>Evidence that workers and employers play a more active role in ensuring compliance with labour law in the garment sector</p> <p>Evidence that capacities of Labour judges and lawyers adequately manage labour and employment cases</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-Hope</p> <p>Documents</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
14a) To what extent are the progress towards outcomes attributable to the project?	To what extent is the achievement of immediate objectives attributable to the project interventions?	Evidence of link between project interventions and achievements Perception of link between project interventions and achievements	<p>Interviews</p> <ul style="list-style-type: none"> Project implementation team MAST BWH Trade unions Employers Labour judges and lawyers Inspectors and conciliators CTMO-Hope <p>Documents</p> <ul style="list-style-type: none"> M&E data Project Implementation Plan Progress reports

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>17) How did positive and negative factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?</p> <p>14b) What alternative strategies would have been more effective in achieving the project's objectives (if any)?</p>	<p>What factors (positive or negative, internal or external) played a role in the achievement of immediate objectives?</p>	<p>Evidence of internal and external factors that affected the achievements of immediate objectives</p> <p>Perception that internal and external factors affected the achievements of immediate objectives</p> <p>Existence of proven working alternative strategies</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-Hope</p> <p>Documents</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p>
<p>Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)</p>			
<p>20) Were activities completed in-time/according to work plans? If not, what were the factors that hindered timely delivery and what were the counter measures taken to address this issue?</p>	<p>Were activities completed in-time/according to work plans?</p>	<p>Evidence of timely/delays in project implementation, and reasons behind the delays, if any</p>	<p>Interviews</p> <p>Project implementation team</p> <p>Documents</p> <p>M&E data</p> <p>Project Implementation Plan</p> <p>Progress reports</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Effectiveness of management arrangements			
<p>24) Is there a clear understanding of the roles and responsibilities by all parties involved (e.g. MAST & Labour Inspectorate, Magistrate School, Labour Ombudsperson, employers' and workers' organizations)? Do they have a good understanding of the project strategy, its goal and vision?</p> <p>25b) Was institutional arrangement with the partners, the role of tripartite constituents appropriate and effective?</p>	<p>How do the levels of cooperation, team working, roles and linkages among related agencies and networks representing the government, employers and employees support the implementation of the Project?</p>	<p>Stakeholders' level of knowledge of each other's' roles</p> <p>Their perception of the extent to which the project leveraged possible synergies between stakeholders/partners</p> <p>Perceptions on the effectiveness of tripartism</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-Hope</p> <p>ILO Geneva</p> <p>ENAP</p> <p>OMRH</p> <p>Documents</p> <p>Progress reports</p> <p>Project Implementation Plans</p> <p>M&E data</p>
<p>26) How effective was collaboration and coordination of the Project with other ILO technical Units in Geneva, San Jose and Haiti? 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?</p>	<p>How effective was the collaboration and coordination of the Project with other ILO technical Units in Geneva, San Jose and Haiti?</p>	<p>Evidence that the project received administrative and technical support and contribution from ILO Geneva that support achievement of results, if any</p>	

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
<p>27) How effectively did the Project management and ILO monitor project performance and results? Is a monitoring and evaluation system in place, and is it effective? How appropriate were the means of verification for tracking progress, performance and indicators? Is relevant information and data systematically being collected and collated? Is reporting satisfactory? Is data disaggregated by sex (and by other relevant characteristics)? How is this M&E information analysed, and how does it feed into management decisions (use of information)?</p> <p>22b) What mechanisms does the project have in place to monitor implementation? Were they effective?</p> <p>23) Is the Project documented? Have results, including on gender, been communicated at the country level?</p>	<p>Does the project coordination use the information generated by the M&E to for following up on progress and performance of the Project and the achievement of its objectives? M&E information and indicators have been disaggregated by sex?</p>	<p>Perception of quality and usefulness of the information contained in the M&E reporting</p> <p>Evidence that the management takes corrective measures whenever necessary (suggested by M&E)?</p> <p>Evidence that the project is well documented</p>	<p>Interviews</p> <p>Project implementation team</p> <p>Documents</p> <p>Progress reports</p> <p>Project Implementation Plans</p> <p>M&E data</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Impact			
<p>28) How effectively has the Project been able to build national ownership? Examine internalization of the results and related processes by the stakeholders: Institutional strengthening, capacity building and creation of enabling political environment that stimulates ownership of reforms and measures (compliance with labour law and abiding by the HOPE II legislation).</p> <p>2) To what extent do the stakeholders take ownership of the Project's design?</p>	<p>Has the Project's interventions contributed to create lasting individual and institutional capacities?</p>	<p>Level of ownership of stakeholders in the project design and implementation</p> <p>Level of ownership and intention of institutions to maintain programmes following project completion</p> <p>Evidence of unintended impact, positive or negative</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTOM-Hope</p> <p>Documents</p> <p>Progress reports</p>
<p>29) Assess what contributions the project did in 1) strengthening the capacity and knowledge of national stakeholders; 2) contribute to Government of Haiti's enforcement of labour law; 3) enhancing the awareness among key stakeholders and textile workers in Haiti.</p> <p>30) What are the possible long-term effects regarding goal of improving working conditions in the Haitian apparel industry?</p>	<p>Has the project contributed towards lasting high level changes (enabling environment) at national and local levels related to its immediate objective?</p>	<p>Evidence that the project interventions contributed to the enforcement of labour law</p> <p>Evidence that the project interventions to enhancing the awareness among key stakeholders and textile workers in Haiti</p> <p>Evidence that the project interventions have had other long term effect regarding the improvement of working conditions in the apparel sector in Haiti.</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-HOPE</p> <p>Documents</p> <p>Progress reports</p> <p>M&E Data</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Sustainability			
<p>12) Has the strategy for sustainability of project results been defined clearly at the design stage of the project?</p> <p>32) Does the sustainability plan and related exit strategy sufficiently and realistically explain how national institutions will carry forward its results once external funding ends? (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders.</p> <p>33) Have the recommendations of the sustainability plan and exit strategy been followed up by the project and by the stakeholders?</p>	<p>Is the strategy for sustainability of Project results defined clearly at the design stage of the project, and has it been implemented accordingly?</p>	<p>Existence of a strategy for sustainability at the design stage</p> <p>The strategy for sustainability considers end of funding</p> <p>The strategy for sustainability considers the role of national institutions</p> <p>Evidence that the exit strategy has been followed up by the project and by the stakeholders</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>ILO Geneva</p> <p>BWH</p> <p>USDOL</p> <p>Documents</p> <p>PRODOC</p> <p>Progress reports</p> <p>Project Implementation Plans</p>
<p>31) Are there any indicators that show that the outcomes of the project will be sustained beyond the life of the project (e.g. systems, staff and structures)?</p>	<p>Are there any indicators that show that the outcomes of the project will be sustained beyond the life of the project?</p>	<p>Potential for duplication of trainings/knowledge transfer</p> <p>Potential for continuity of project activities following project completion</p> <p>Potential for adoption of new projects and measures in regard to labour law compliance</p> <p>Extent to which project led to learning and change in perceptions</p>	<p>Interviews</p> <p>Project implementation team</p> <p>MAST</p> <p>BWH</p> <p>Trade unions</p> <p>Employers</p> <p>Labour judges and lawyers</p> <p>Inspectors and conciliators</p> <p>CTMO-HOPE</p>

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
Best Practices (Other)			
34) As a learning for the future: could anything have been done differently to achieve improved sustainability of the results of the Project?	Could anything have been done differently to achieve improved sustainability of the results of the Project?		
35) What are the possible priority interventions or general recommendations, after the project, which could further ensure sustainability of project's achievements and contribute to the development of constituents?	What are the possible priority interventions or general recommendations, after the project, which could further ensure sustainability of project's achievements and contribute to the development of constituents?		

Appendix VI Lessons Learned

ILO Lesson Learned Template

Project Title: Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector

Project TC/SYMBOL: HAI/12/52/USA y HTI/15/51/USA

Name of Evaluator: Juan-David Gonzales **Date:** December 2017

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

LL ELEMENT	TEXT
Brief description of lesson learned (link to specific action or task)	<p>This evaluation shows that appropriate strategies for ensuring the replicability of a process must not only be built into the initial intervention design, but the strategies must also account for the institutional contexts in which the processes are to be implemented.</p> <p>It specifically shows that the inclusion of a ToT as a sustainability strategy, in addition to traditional training and capacity-building activities, is necessary but not sufficient to allow their adequate replication. It is considered necessary as it provides trained individuals with the knowledge and know-how to train their peers. However, this strategy alone is not sufficient to allow adequate replication. Trained individuals must also have appropriate institutional support.</p>
Context and any related preconditions	<p>The MAST and the labour inspectorate in particular have very weak capacities and limited human and financial resources. In addition, their work does not comply with ILO Convention 81 on labour inspection and is perceived by stakeholders interviewed as generally being of poor quality.</p> <p>The MCB Project provided 856 hours of training to 18 labour inspectors and managers (that were constituted in a Task Force) on 13 different aspects of labour inspection and labour norms. Most importantly, these training included the training of trainers (ToT) component that must allow the Task Force to replicate training and disseminate what they learned.</p>
Targeted users / Beneficiaries	LABADMIN/OSH; project team; 18 labour inspectors and managers from the MAST that were constituted in a Task Force.

LL ELEMENT	TEXT
Challenges /negative lessons - Causal factors	The MAST does not incentivize formally nor informally the continuous training of its staff. There is no internal training structure in which the trained trainers can operate and on which they can relate to mobilize participants, to provide financial or administrative support to provide material or create a monitoring and evaluation system. As such, the replication of training is generally unstructured and with no mechanism to ensure the quality of the training provided. It thus seems that the institutional weakness of the MAST is not the most appropriate institutional environment in which replication of training can occur. Trained trainers should have been offered a different institutional setting to replicate their training (ENAPP for example).
Success / Positive Issues - Causal factors	Training labour inspectors and managers to become trainers was an adequate strategy that targeted the appropriate beneficiaries. MAST labour inspectors and managers are involved in the day-to-day inspection work and are thus in a good position to contextualize the training process. Most importantly, the evaluation observed that the training did result in a significant and positive change in the way the trained inspectors did their work.
ILO Administrative Issues (staff, resources, design, implementation)	In terms of design, the MCB Project seems to have considered working with the ENAPP to institutionalize this training. However, the delays and communication issues with external stakeholders led the partnership with the ENAPP to be unsuccessful. Interviews also indicated that the absence of dedicated resources from the ENAPP to institutionalize this training did not allow the institution to get involved in the process. Given the importance of the replication of the training to strengthen the capacities of labour inspectors on the long term, the Project should have considered a budget to work with the ENAPP and a strategy to seek funding to replicate these training.

ILO Lesson Learned Template

Project Title:	Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector		
Project TC/SYMBOL:	HAI/12/52/USA y HTI/15/51/USA		
Name of Evaluator:	Juan-David Gonzales	Date:	December 2017

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

LL ELEMENT	TEXT
Brief description of lesson learned (link to specific action or task)	This evaluation uncovered strong evidence that the management structure in place to implement a project can have direct impact on its effectiveness and efficiency. More specifically, the level of decentralization of the MCB Project was not appropriate for a project operating in an environment as complex as Haiti's.

LL ELEMENT	TEXT
Context and any related preconditions	Haiti is a complex country characterized by a highly volatile political context subject to rapid and unintended changes. As such, the constantly evolving political and social situation of the country requires a sound understanding of the national context and sufficient flexibility for rapid decision-making and changes to planned interventions. Yet, the ILO does not have a country office with full delegation of authority in Haiti. Key technical decisions were taken in Geneva (as it is officially managed by the LABADMIN/OSH branch in Geneva) and administrative processes were taken care of from the San José country office.
Targeted users / Beneficiaries	LABADMIN/OSH; project team; USDOL
Challenges /negative lessons - Causal factors	<p>The level of decentralization of the Project directly affected the timeliness of decision-making and, in turn, the capacity of the Project to reach all the intended objectives. The hiring of key staff and of consultants was often cited as being extremely lengthy and to have caused significant delays (hiring of CTA and M&E officer, hiring of consultants for diverse assignment).</p> <p>In addition, the fact that the project team on the field did not participate in the design of the project adversely affected its capacity to fully own the three immediate objectives contemplated in Phase I. This lack of ownership also affected its ability to clearly communicate the roles, responsibilities and the expected levels of involvement of different national stakeholders and created expectations to which it was not able to respond.</p>
Success / Positive Issues - Causal factors	The technical support provided by the LABADMIN/OSH branch was deemed as being of good quality.
ILO Administrative Issues (staff, resources, design, implementation)	The design of the Project did not take into that decentralizing decision-making in a highly complex political environment would have an impact on the capacity of the Project to reach its objectives. In other words, the MCB Project was probably overly ambitious given the human resources and administrative structure at its disposal.

Appendix VII Emerging Good Practices

ILO Emerging Good Practice Template

Project Title: Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector

Project TC/SYMBOL: HAI/12/52/USA y HTI/15/51/USA

Name of Evaluator: Juan-David Gonzales

Date: December 2017

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

GP ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Although the MCB Project's official objective is to strengthen the capacities of the MAST, it has specifically strengthened the capacities of the labour inspectorate and changed the way labour inspectors on the Task Force perform their work.</p> <p>The key aspects that seems to have contributed to these changes are the Project's focus on training and steadily supporting to a small group of persons (11 inspectors and 7 managers from the MAST) over an extended period and their formal integration in a Task Force.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>Various factors may have come into play to reach this result. One of the main factors is the existence of a favourable enabling environment created by the HOPE legislation that forces apparel sector factories willing to export to the US under a preferential trade agreement to minimally comply with national and ILS. Another is that the HOPE legislation opened the door to the BHW programme to conduct factories assessments and that some of these assessments were used to train members of the Task Force that would be invited to conduct shadow visits along with BWH Enterprise Advisors. These shadow visits further strengthen the capacities of labour inspectors, but also improved their image increased their legitimacy.</p> <p>On the other hand, the MAST is an extremely weak institution with limited capacities, including human and financial resources. The Ministry is still struggling to recruit qualified personnel and in implementing a clear division of labour between labour inspectors, conciliators and other technicians to appropriately enforce ILO's convention 81 on labour inspection. At the macro level, the country has not been able to update its labour code.</p> <p>In implementing a comparable pilot project focused on training a sample of labour inspectors, it is thus important to understand if the institutional environment can allow the trained inspectors to operate with a certain degree of legitimacy. The relative weakness of the host Ministry can be less of a factor in terms of effectiveness although it does represent a challenge in terms of sustainability.</p>

GP ELEMENT	TEXT
Establish a clear cause-effect relationship	<p>Research tends to demonstrate that training a small group of persons over a certain amount is an appropriate educational approach to change intervention methods among professionals. The fact the Project focused on a limited amount of labour inspectors also facilitated their rapprochement with BWH Enterprise Advisors for shadow visits and to informally discuss on issues encountered during inspections.</p> <p>In addition, interview clearly indicated that the Task Force had a strong motivational effect on its members as it not only created a sense of belonging among them, but it also created a strong sense of ownership and responsibility to do their job adequately.</p>
Indicate measurable impact and targeted beneficiaries	As discussed in the effectiveness section, there is strong evidence that labour inspectors from the Task Force perform better than they used to prior to the project, and better than their peer inspectors that were not trained. Additional evidence tends to indicate that there are less unresolved labour conflicts in participating factories.
Potential for replication and by whom	This could be replicated in Haiti with another group of labour inspectors or in other countries where there is a need to strengthen the labour inspectorate.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This practice is aligned to priority 1 (Respect, promote and implement international labour standards) of the DWCP 2015-2020. It is also aligned to outcome 7 (Promoting workplace compliance through labour inspection) and outcome 8 (Protecting workers from unacceptable forms of work) of ILO's Programme and Budget for the biennium 2016-17.
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: Building Capacities of the MAST to ensure Labour Law Compliance in the Haitian Apparel Sector

Project TC/SYMBOL: HAI/12/52/USA y HTI/15/51/USA

Name of Evaluator: Juan-David Gonzales

Date: December 2017

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

GP ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>It is essential to highlight what most stakeholders interviewed considered as a good practice: the shadow inspection visits conducted by BHW and MAST labour inspectors as part of their training.</p> <p>The purpose of these visits was to allow labour inspectors to directly witness how EA operate, behave and implement ILS in the context of an enterprise assessment.</p>

GP ELEMENT	TEXT
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>A key condition that enabled these shadow visits to occur is the presence in the country of the BHW programme in the context of the HOPE legislation. The fact that both the MCB Project and BHW operate under the same donor and that a certain degree of collaboration between both was expected was also a facilitating factor. In addition, as discussed previously, the fact that only 11 labour inspectors were trained allowed them to closely collaborate with BHW EA and observe and learn how they do their work.</p> <p>Despite these characteristics, both projects tended to work in silos indicating that probably more collaboration could have occurred between both. Nevertheless, this success story is highly relevant for countries where BHW is operating and where there would be a need to strengthen the national labour inspectorate.</p>
<p>Establish a clear cause-effect relationship</p>	<p>Given the important limitations that the MAST has been facing in terms of resources and capacities, labour inspections were generally of poor quality and were usually not taken seriously by employees and employers. As such, the possibility for trained labour inspectors to see how skilled professionals that are external to the MAST operated was an immense learning opportunity that was highlighted as a good practice by a vast majority of stakeholders.</p> <p>In addition, the shadow visits also gave labour inspectors increased visibility and credibility in the eyes of employees and employers as they realized labour inspection would follow a stricter protocol. Furthermore, the ties created with BWH EA allowed the labour inspectors to stay in touch with EA to exchange ideas, discuss and sometimes validate their inspection findings.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>As discussed in the effectiveness section, there is strong evidence that labour inspectors from the Task Force perform better than they used to prior to the project, and better than their peer inspectors that were not trained. Additional evidence tends to indicate that there are less unresolved labour conflicts in participating factories.</p>
<p>Potential for replication and by whom</p>	<p>This could be replicated in Haiti with another group of labour inspectors or in other countries where BWH operated and where there is a need to strengthen the labour inspectorate.</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>This practice is aligned to priority 1 (Respect, promote and implement international labour standards) of the DWCP 2015-2020. It is also aligned to outcome 7 (Promoting workplace compliance through labour inspection) and outcome 8 (Protecting workers from unacceptable forms of work) of ILO's Programme and Budget for the biennium 2016-17.</p>
<p>Other documents or relevant comments</p>	