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## Occupational Safety and Health Training-of-Trainers for Labour Inspectors of the Ministry of Human Resources and Emiratization of the United Arab Emirates

ILO DC/SYMBOL: ARE/22/01/ARE

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Evaluation nature: Independent

Project countries: United Arab Emirates

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[Outcome 6 of the P&B 2024-2025: Protection at work for all]

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USD 300,033

Name of consultant(s): Nahla Hassan

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Figure 1: Map of the United Arab Emirates<sup>1</sup>



Source: Maps of the World <https://www.mapsofworld.com/>

<sup>1</sup> Source: Maps of the World <https://www.mapsofworld.com/>

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## ACRONYMS AND ABBREVIATIONS

<b>EQ</b>	Evaluation Question
<b>EQM</b>	Evaluation Question Matrix
<b>GCC</b>	Gulf Cooperation Council
<b>GEWE</b>	Gender Equality and Women's Empowerment
<b>ILO</b>	International Labour Organization
<b>ITC</b>	International Training Centre
<b>KII</b>	Key Informant Interviews
<b>LABADMINOSH</b>	Labour Administration, Labour Inspection and OSH Branch
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoHRE</b>	Ministry of Human Resources and Emiratization
<b>OECD-DAC</b>	Organization for Economic Co-operation and Development/Development Assistance Committee
<b>OSH</b>	Occupational Safety and Health
<b>P&amp;B</b>	Programme and Budget
<b>ROAS</b>	Regional Office for Arab States
<b>SDG</b>	Sustainable Development Goals
<b>TOC</b>	Theory of Change
<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations

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## Occupational Safety and Health Training-of-Trainers for Labour Inspectors of the Ministry of Human Resources and Emiratization of the United Arab Emirates

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### EXECUTIVE SUMMARY

Information	Details
<b>DC Symbol</b>	ARE/22/01/ARE
<b>Type of Evaluation</b>	Internal
<b>Timing of Evaluation</b>	Final
<b>Countries</b>	UAE
<b>P&amp;B outcomes</b>	Outcome 7 of P&B 2022-2023: Adequate and effective protection at work for all [Outcome 6 of P&B 2024-2025: Protection at work for all]
<b>SDG (s)</b>	8
<b>Start Date</b>	June 7, 2023
<b>End Date</b>	September 30, 2024
<b>Administrative unit</b>	Regional Office for the Arab States (ROAS)
<b>Technical Backstopping</b>	DWT Beirut
<b>Collaborating ILO Units</b>	-
<b>Donor</b>	MoHRE – UAE
<b>Evaluation Manager</b>	Vitalii El Danii, Programme Officer, RPU, ROAS
<b>Budget</b>	\$ 300,033

### Background

The Regional Office for the Arab States (ROAS) of the International Labour Organization (ILO) has launched a final internal evaluation for the project ‘Occupational Safety and Health (OSH) Training-of-Trainers (ToT) for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)’. The evaluation aimed to assess the level of achievement of the results, identify the main difficulties, assess the potential impact of the project and formulate lessons learned and practical recommendations to improve similar future programmes.

### Project Description

The ‘OSH ToT for Labour Inspectors of the MoHRE of the UAE’ project aimed to empower the MoHRE by building its institutional capacity to enhance the effectiveness of labour inspection and maintain safe and healthy workspaces in all sectors of the economy. The project also aimed to position UAE as a regional leader in its practices, know-how and techniques in the field of labour inspection and OSH. It focused on providing practical training to the MoHRE labour inspectors and other staff, in collaboration with the ILO International Training Centre in Turin (ILO-ITC),<sup>2</sup> improving the skills that enable them to perform effective inspections, detect non-compliance and effectively manage non-compliance cases. The project was implemented between 7 June 2023 and 30 September 2024 with a total budget of US\$ 300,033 funded by the Government of the UAE.

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<sup>2</sup> ILO International Training Centre in Turin <https://www.itcilo.org/>

## Evaluation Purpose and Methodology

The objective of this final evaluation was to examine the relevance, coherence, effectiveness, efficiency, sustainability and potential impact of the project. It identified strengths and weaknesses in the project design, strategy and implementation, as well as lessons learned and good practices. The thematic scope of the evaluation covered the project's overall performance in line with its planned two outcomes and four outputs, and integrating ILO's cross-cutting themes. The evaluation covered the whole duration of the project from June 2023 to September 2024 at the national level in the UAE. The primary clients are the ILO ROAS, the ILO-ITC, the Labour Administration, Labour Inspection and OSH Branch, employers and MoHRE.

The evaluation systematically used the standard criteria of the Organisation for Economic Co-operation and Development/ Development Assistance Committee, through 10 Evaluation Questions. A participatory approach was employed, data collection included Key Informant Interviews and Focus Group Discussions with ILO ROAS, ITC, and MoHRE officials. Human Rights and Gender Equality were mainstreamed into the evaluation, adhering to the ILO Guidance Note on Integrating Gender Equality in M&E.<sup>3</sup> Ethical considerations were prioritized, ensuring independence, confidentiality and security of information throughout the evaluation process.

## Main Findings

### Relevance

The 'OSH TOT for Labour Inspectors of the UAE MoHRE' project contributed to the ILO P&B outcomes for 2022-2023 and 2024-2025 and to the UN cooperation priorities in the UAE. By strengthening labour inspection and OSH capacities, the project was aligned with the ILO's Strategic Compliance Model, the two fundamental conventions on OSH, as well as the SDG 8 on decent work and economic growth. The project design focused on compliance with international and national labour laws, however the training content lacked sufficient tailoring to UAE-specific labour market and employment issues. The absence of a formal, up-to-date needs assessment also limited its relevance and applicability to the MoHRE inspectors' capacity gaps and needs of their daily jobs. According to the project team, the need for an assessment was discussed with the MOHRE during the design phase, but it declined. Topics like forced labour and human trafficking, not prevalent in the UAE, were included, while other key issues like worker rights and long-term compliance were excluded. As such, the training programme was partially relevant and responded only to the less controversial labour challenges, though some adjustments were later made by ILO in consultation with MoHRE.

### Coherence

The project demonstrated coherence with the broader ILO and Government of the UAE collaboration efforts and remained aligned with broader policy-level technical cooperation and advocacy, but no project-specific synergies were identified with other interventions by ILO or other development partners in the country within the lifetime of this project.

### Effectiveness

The project has achieved its intended outcomes and outputs by building capacities of 30 MoHRE labour inspectors, excluding one who had dropped out (4 out of 30 are women), 31 of whom (100 percent)

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<sup>3</sup> ILO. 2023. Guidance Note on Integrating Gender Equality in Monitoring and Evaluation.  
[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165986.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf)



got certified. Over the eight weeks between July 2023 and May 2024, the training provided around 60 presentations, 40 practical exercises on labour inspection and OSH following the ILO compliance model, in addition to inspectors' soft skills. The Turin-based training modules offered a dynamic and interactive learning environment and more exposure for trainees with hands-on exercises and international best practices. This contrasted with the UAE-based training, which lacked the same level of interaction and engagement, however, field visits to construction and industrial sites in UAE, although limited, were deemed extremely useful by participants.

While the training content was of strong scientific and theoretical content, there was a gap in its contextualization to the local context in UAE and insufficient practical components in its provision, coupled with a clear discrepancy in the trainers' performance and quality of delivery, hindering effectiveness. Almost all trainees found that some trainers lacked sufficient field experience and interactive training delivery approaches, which was further compounded by frequent substitutions due to changes in the implementation schedules by ILO, which at times were no longer convenient for them. This is despite the clarification made by the project team underscoring that most of the sessions were delivered by the ITC and highly qualified current and former ILO specialists. Specifically on inspection, which was mostly conducted by the ITC, some participants felt that the programme was too basic, especially for experienced labour inspectors. Contrarily, in OSH, the majority lacked fundamental knowledge, and one additional week was added to the programme's design as a remedial measure, all of which, could have been avoided had implementation been preceded by a capacity needs assessment, but this was not approved by MOHRE during the design phase. Integration of human rights, gender equality and inclusion principles were adequately embedded within the training modules, aligning with ILO's fundamental principles and rights at work. Yet, there is room for further emphasis on their practical application in inspection.

### **Efficiency**

The project experienced delays in coordinating workshop schedules between the ILO and MoHRE, delays occurred during the month of Ramadan and the addition of one week of training to focus on OSH, all of which necessitated a no-cost extension until September 2024. The project implementation was cost-efficient with a budget of USD 300,033, primarily allocated to training costs and operational expenses. Savings, achieved by reducing reliance on external consultants, were used to enrol MoHRE officials in ITC training courses, enhancing the overall programme quality.

### **Impact Orientation**

The project established a foundational capacity for labour inspection and OSH within MoHRE by training 30 inspectors, equipping them with the capacities and skills to promote peer learning and enhance overall competency within the UAE labour inspection system. The project has empowered these inspectors to play a pivotal role in embedding best practices and newly acquired skills throughout the labour inspection system. As national trainers and a newly developed human resource, they represent an important asset for the UAE labour inspection system as they remain within the country, they can contribute to continuous training cycles, serving as national experts -instead of often foreigner expats- within the UAE and potentially supporting other GCC countries through knowledge transfer and regional collaboration.

While too early to assess, there are signs reflecting that inspectors are modestly applying newly acquired skills. Although the project partially met MoHRE's expectations, for example in the contextualization of the content, practicality of the context and performance by trainers, gaps remain in integrating UAE-specific legal frameworks and employment initiatives into the training content. A greater emphasis on practical sessions and field visits emerged as an important element necessary to address inspectors' specific needs and practical application of skills gained.

### **Sustainability**

The likelihood of sustainability of the ILO training programme is reinforced by the empowerment of 30 labour inspectors, with 26 certified to disseminate knowledge to 400 of their peers. This built internal capacity in MoHRE aligns with UAE's goal of reducing reliance on external consultants, fostering ownership and ensuring progress towards higher compliance in labour inspection and OSH practices. To enhance sustainability prospects, there is a need to adopt structured follow-up mechanisms, mentorship programmes, and peer-to-peer learning opportunities, particularly for female inspectors. At a broader level, the consultant underlines that addressing gaps in the UAE's labour policies and frameworks is crucial to embedding labour rights, gender equality and lasting improvements in labour inspection.

### **Best Practices and Lessons Learned**

1. Best practice 1: The complementarity between soft skills and technical topics in the design of the training programme provided by the project to the MoHRE labour inspectors, who in turn, will cascade the training down to 400 inspectors. By fostering both technical proficiency and strong interpersonal skills, the ILO's training programmes graduate inspectors who can address both the technical and human aspects of labour inspection.
2. Best practice 2: The mix between the UAE-based and Turin-based training components and the integration of field visits into the ILO training programme provided by the project to the MoHRE labour inspectors. This is a good practice because the MoHRE inspectors participating in the ILO training programme had the chance for a higher exposure of best practices and experiences of other countries. Field visits, while limited were beneficial for the practical hands-on experience and should be expanded as a best practice in future programmes.
3. Lesson learned: While knowledge about international labour standards is essential for labour inspectors, deeper alignment with and understanding of country-specific legal frameworks, labour issues and risks is crucial to ensure the relevance and practical application of capacity building gains. The content of the training programme provided by ILO to the UAE MoHRE inspectors did not sufficiently cover the country's specific internal laws and frameworks governing the labour market nor did it cover key employment initiatives. As such, the programme design and implementation were only moderately relevant to the inspectors' needs. Contradictory, based on feedback from the ILO project team, the programme included sessions on the national legislation, but the participants claimed then that they there was no need to be trained on the legislations they have been dealing with for years.
4. Lesson learned: In specialized capacity building programmes, trainers' selection is a critical factor in the quality and success of the delivery. In the training programme provided by ILO to MOHRE



labour inspectors, the trainees found that some trainers were not able to provide the quality sessions at the level expected by MoHRE, they were assessed by many participants as having less practical experience, not experts in the specific topics and unable to maintain interactive and case-study-driven sessions. This was further compounded with the change in timing of the training workshops and having to rely on less experienced trainers when the new dates were no longer convenient to the more suitable trainers who sometimes had other commitments.

## Recommendations

**Recommendation 1: In future programming, enhance the relevance and applicability of the ILO training programme to the specific-country context and customize its content to the specific needs of the target group of labour inspectors.** Conduct up-to-date situation analysis of the labour market and employment landscape in the UAE, necessary to align the topics of the training programme with the country's labour laws and regulations, legal frameworks and sectoral risks. Likewise, conduct capacity needs assessments of the MoHRE labour inspectors to map out the skills, knowledge, and technical gaps, the results of which shall inform the development of modular training structures to ensure the varying capacity levels of labour inspectors are considered.

**Recommendation 2: Establish a rigorous trainer selection and evaluation mechanism to ensure that adequately qualified trainers are employed across all training sessions.** Place emphasis on the selection of experienced trainers that assures they are all proficiently knowledgeable about region-specific local labour contexts, have practical field experience in labour inspection and OSH compliance and are adept at advanced training delivery approaches. A mechanism could be established with identified selection criteria, continuous evaluation and feedback about trainers' performance, weaknesses and strengths. Additionally, efforts to reduce trainer turnover must be considered through accurate timelines and maintaining a directory of alternate similarly qualified trainers.

**Recommendation 3: Strengthen field-based interactive learning methods and practical applications within the ILO training programmes; especially the UAE-based ones, which had proven effective when used in the programme.** The training structure should be carefully designed engaging participants with interactive and engaging learning methodologies to include more field visits, practical exercises, simulations, role-play and case studies, which when were used as an integral part of the programme had proven more effective. It should incorporate hands-on sessions that reflect inspectors' daily challenges, thus bridging the gap between theoretical knowledge and practical application in the UAE context.

**Recommendation 4: Establish structured continuous learning and support methods for sustained impact of the enhanced capacities of the inspection system and OSH standards in the UAE.** Implement a structured continuous on-the-job and follow-up programme that includes peer-to-peer learning, mentorship programmes and periodic skill refresher sessions for inspectors, especially focusing on female inspectors. In addition to establishing exchange and knowledge sharing platforms that foster collaboration, enabling inspectors to share experiences, challenges and solutions. Generally, a wider scope intervention is needed to provide high-level policy support for the establishment of a national OSH policy and strategic framework for sustained improvements.

## 1. INTRODUCTION

5. The Regional Office for the Arab States (ROAS) of the International Labour Organization (ILO) has launched a final internal evaluation for the project ‘Occupational Safety and Health (OSH) Training-of-Trainers for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)’ (ARE/22/01/ARE). The project was implemented between 7 June 2023 and 30 September 2024 with a total budget of US\$ 300,033 funded by the Government of the UAE. The final evaluation aimed to assess the achievement of the results, identify the main difficulties/constraints, assess the potential impact of the project for the targeted groups, and formulate lessons learned and practical recommendations to improve future similar programmes.

## 2. PROJECT DESCRIPTION

### 2.1 Background

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6. Labour inspection is an important public function provided by the State and is an essential part of the labour administration system and ensures fairness in the workplace. According to ILO, labour inspection has a three-fold role; secure the enforcement of the legal provisions relating to conditions of work and the protection of workers while engaged in their work; supply technical information and advice to employers and workers concerning the most effective means of complying with the legal provisions; and bring to the notice of the competent authority defects or abuses not specifically covered by existing labour law provisions. The ILO has adopted several international labour standards relating to labour inspection, the most important one being the Labour Inspection Convention No. 81,<sup>4</sup> which establishes the principles, functions and main characteristics of labour inspection, with a focus on industry and commerce. The UAE is a signatory of the Convention No. 81.
7. In the UAE, the growth in workforce and the number of companies established has demonstrated a surge, reaching 10.53 percent and 9.14 percent respectively in 2023. Youth workers aged 18 to 35 years represent almost 50 percent of the total employment in the in the country.<sup>5</sup> Although women’s participation in the workforce is still low at 26 percent, it is showing an increase supported by enforced laws that prevent gender inequality in the workplace and pave the way for their higher participation.
8. The UAE has enacted labour laws to protect the rights of both employers and employees and introduced labour reforms to enhance the attractiveness for skilled professionals and investors. The country’s Workers Protection Programme provides an insurance on workers’ entitlements to all those working in the private sector and the labour mobility is monitored, standing at around 8 percent, indicating labour market flexibility and freedom of movement to prevent forced Labour.<sup>6</sup>

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<sup>4</sup> CO81 Labour Inspection Convention

[https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_INSTRUMENT\\_ID:312226](https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312226)

<sup>5</sup> MoHRE. 2024. Labour Market Observatory. <https://observatory.mohre.gov.ae/en>

<sup>6</sup> MoHRE. 2024. Labour Market Observatory. <https://observatory.mohre.gov.ae/en>

9. The MoHRE is responsible of overseeing the growing workforce, strengthening the job market and regulating the employment process for both the private and public sector in the country. The ministry adopts a strategic plan to empower Emirati manpower, protect the work environment and enhance the job market, while reinforcing innovation and providing high quality efficient services. The UAE Federal Labour Law No. 8/ 1980 forms the foundation for OHS regulation, defining employer and employee responsibilities. In 2015, MoHRE has issued OSH policies committing to provide a safe and healthy environment for all employees and customers through the adoption of best practices and efficient investment and management of resources. Key focus areas in UAE OHS include construction safety, heat stress prevention, chemical safety, occupational health, noise exposure monitoring, ergonomic assessments and mental health support.<sup>7</sup> The majority of workplace inspections are carried out by labour inspectors from the ministry's inspection departments.
10. On OSH, the MoHRE is committed for the laws and regulations related to the OSH system in the UAE, risk control and preventive measures to avoid occupational accidents, diseases and injuries. It is also responsible to identify OSH system goals and continuously measure them to ensure their proper implementation, provide necessary work instructions, training and awareness programmes on OSH and ensures coordination, communication and participation with all relevant stakeholders according to requirements of the OSH system.

## 2.2 Project Strategy and Expected Results

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11. Comprised of two inter-related objectives and four outputs, the 'OSH TOT for Labour Inspectors of the MoHRE of the UAE' project aimed to empower the MoHRE by building its institutional capacity to enhance the effectiveness of labour inspection, create and maintain safe and healthy workspaces in all sectors of the economy. The project also aimed to position UAE as a regional leader in its practices, know-how and techniques in the field of labour inspection and OSH.
12. The focused on providing practical training to the MoHRE labour inspectors and other staff, in collaboration with the ILO International Training Centre in Turin (ILO-ITC).<sup>8</sup> The training was designed to improve the skills that enable them to perform effective inspections, detect non-compliance and effectively manage non-compliance cases. It covered six topics, including labour inspection basics and principles, risk assessment, inspection of working conditions and OSH, employment relationships and using state-of-the-art OSH equipment.
13. The project's objectives and outputs are illustrated in Figure 2. The logical framework was constructed by the consultant in Table 1 based on the project document.

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<sup>7</sup> <https://corporateohs.com/health-and-safety-regulations-every-company-in-the-uae-should-know/>

<sup>8</sup> ILO International Training Centre in Turin <https://www.itcilo.org/>

Figure 2: Project Objectives and Outputs

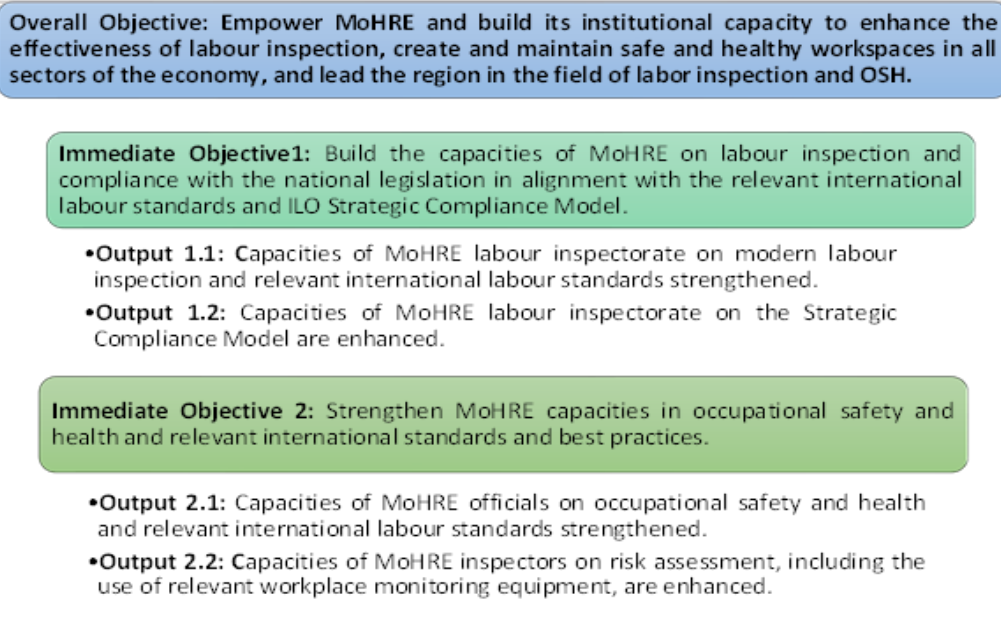


Table 1: Project Logical Framework<sup>9</sup>

Results chain	Indicators	Baseline	Target
<b>Outcome 1 -</b> Capacities of MoHRE built on labour inspection and compliance with the national legislation and relevant international labour standards and ILO Strategic Compliance Model.			
<b>Output 1.1 -</b> The capacities of MoHRE labour inspectorate on modern labour inspection and relevant international labour standards strengthened.	<u>Indicator 1.1.1:</u> Number of MoHRE officials trained on modern labour inspection procedures and international best practices.	0	20 (25% women)
	<u>Indicator 1.1.2:</u> Percentage improvement in knowledge and skills of MoHRE in modern procedures and practices for inspection.	0	20%
<b>Output 1.2 -</b> The capacities of MoHRE labour inspectorate on the Strategic Compliance Model are enhanced.	<u>Indicator 1.2.1:</u> Number of labour inspectors trained on ILO Strategic Compliance Model.	0	20 (25% women)
	<u>Indicator 1.2.2:</u> Number of strategic compliance plans developed in line with the relevant ILO model.	0	At least 1
<b>Outcome 2 -</b> MoHRE capacities strengthened in OSH and international standards and best practices.			
<b>Output 2.1 -</b> The capacities of MoHRE officials on OSH and relevant international labour standards strengthened.	<u>Indicator 2.1.1:</u> Number of inspectors of MoHRE trained in OSH.	0	20 (25% women)
	<u>Indicator 2.1.2:</u> Percentage improvement in the knowledge and skills of the trainers of MoHRE in the field of OSH.	0	20%
<b>Output 2.2 -</b> The capacities of MoHRE inspectors on risk assessment, including the use of	<u>Indicator 2.2.1:</u> Number of labour inspectors trained to assess the risks of the work environment.	0	20 (25% women)

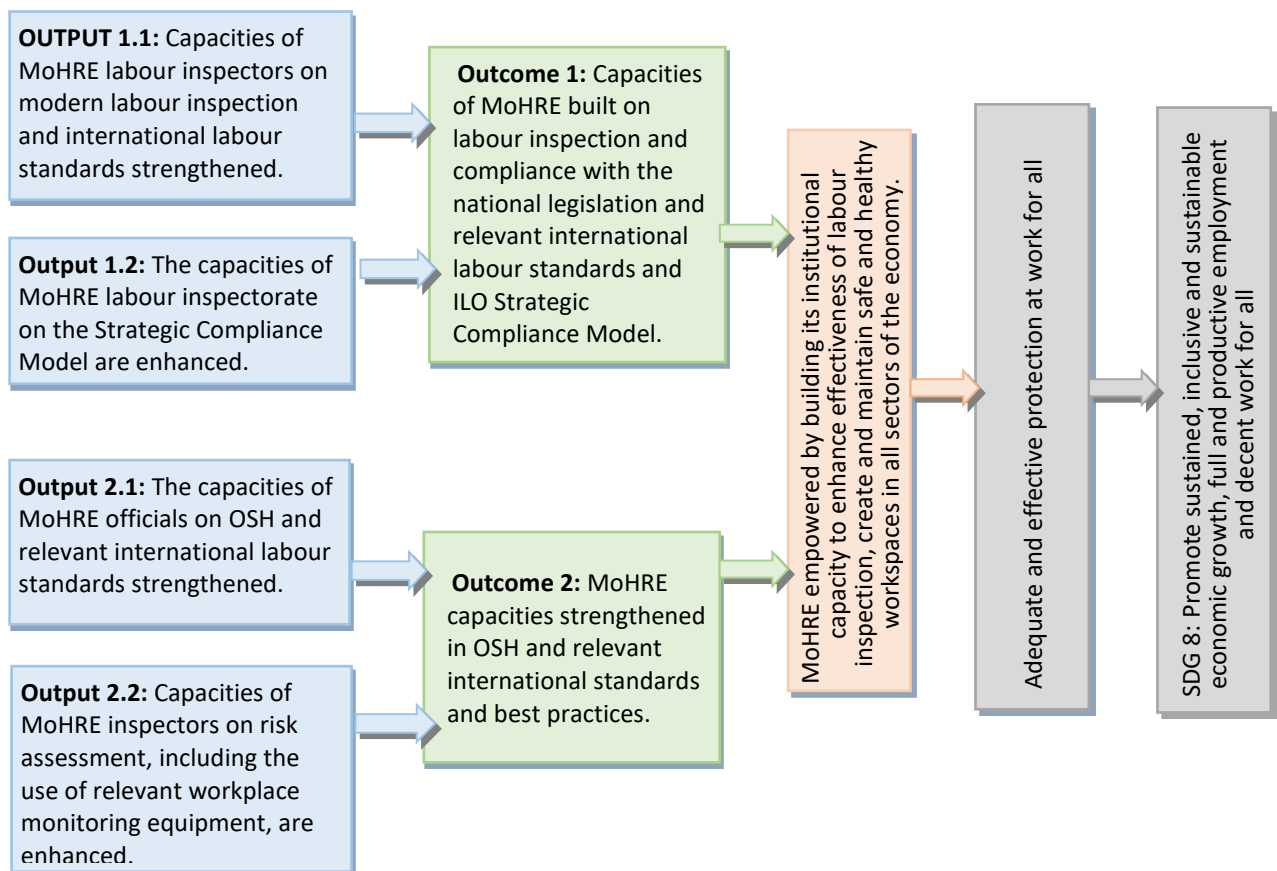
<sup>9</sup> This table is compiled by the consultant based on the Project Document.

relevant workplace monitoring equipment, are enhanced.	<u>Indicator 2.2.2:</u> Number of OSH inspectors who can use OSH monitoring equipment.	0	20
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## 2.3 Constructed Theory of Change

14. The consultant has constructed the project's Theory of Change (TOC) as illustrated in Figure 3, suggesting that this project was predicated on a TOC that establishes a logical causal links connecting its two outcomes and four outputs and looking beyond the project's one-year duration.
15. **If** the capacities of MoHRE labour inspectors is improved on modern labour inspection, OSH, international labour standards and the Strategic Compliance Model, **and** their capacities are also enhanced on risk assessment and use of relevant workplace monitoring equipment, **then** the MoHRE will have strengthened capacities on labour inspection and compliance, coherent with national legislation and relevant international labour standards and best practices.

**Figure 3: Project Theory of Change** Constructed by the consultant



### 3. EVALUATION OBJECTIVES, SCOPE AND METHODOLOGY

#### 3.1 Evaluation Objectives

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16. The objective of this final independent evaluation according to the TORs launched by ROAS was to examine the relevance, coherence, effectiveness, efficiency, sustainability and potential impact of the 'OSH TOT for Labour Inspectors of the MoHRE of the UAE' project. It identified strengths and weaknesses in the project design, strategy and implementation, as well as lessons learned and good practices to provide recommendations for future similar projects.

#### 3.2 Evaluation Scope

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17. The thematic scope of the evaluation assessed the project's overall performance in line with its planned outcomes and outputs, integrating ILO's cross-cutting issues. The evaluation covered the whole project duration from June 2023 to September 2024 at the national level in the UAE.

#### 3.3 Evaluation Clients

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18. The primary clients of this evaluation are the ILO ROAS, the ILO-ITC, the Labour Administration, Labour Inspection and OSH Branch departments (LABADMINOSH), ILO social partners in the UAE, the MoHRE and other project's key stakeholders. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

#### 3.4 Criteria, Questions and Evaluation Matrix

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19. The evaluation systematically used the Organisation for Economic Co-operation and Development/ Development Assistance Committee (OECD/DAC) criteria<sup>10</sup> of relevance, coherence, effectiveness, efficiency, potential impact and sustainability. It also considered whether aspects of Gender Equality and Women's Empowerment (GEWE) and disability inclusion were integrated. It adhered to the ILO Evaluation Policies and Framework<sup>11</sup> and to the United Nations Evaluation Guidelines and Evaluation Norms and Standards.<sup>12</sup>
20. The OECD evaluation criteria that were followed in this evaluation are defined as follows
- **Relevance:** The extent to which the project objectives and design respond to beneficiaries, global, country and partner/institution needs, policies and priorities, and continue to do so even if circumstances change.
  - **Coherence:** The compatibility of the project with other interventions in the country, sector or institution.
  - **Effectiveness:** The extent to which the project achieved, or is expected to achieve, its objectives, and results, including any differential results across groups.

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<sup>10</sup> OECD.2021. *Evaluation Criteria*.

<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>11</sup> ILO. 2024. Evaluation Policies. <https://www.ilo.org/eval/Evaluationpolicy/lang--en/index.htm#:~:text=The%20ILO%20applies%20the%20OECD,%2C%20efficiency%2C%20impact%20and%20sustainability.>

<sup>12</sup> UNFPA. UNEG/UNFPA review norms and standards <http://www.unevaluation.org/document/guidance-documents>



- **Efficiency:** The extent to which the projects deliver, or is likely to deliver, results in an economic and timely way.
- **Potential impact:** The extent to which the project is expected to generate positive or negative, intended or unintended, effects.
- **Sustainability:** The extent to which the benefits of the project continue or are likely to continue beyond its duration.

21. Ten Evaluation Questions (EQs) were followed to assess the project and formulate findings as indicated in Table 2, based on an Evaluation Question Matrix (EQM) developed during the Inception Phase and approved by ROAS (**Annex 2**). The EQM was the centrepiece of the methodological design and played a crucial role before, during and after data collection.

**Table 2: Evaluation Questions**

Relevance	
1	How did the project contribute to the ILO's Programme and Budget (P&B) 2022-2023, the UN priorities in the UAE and the SDGs?
2	How well was the project designed to address relevant priorities and needs of MoHRE and policies in the UAE? Have project results been clearly specified?
Coherence	
3	To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?
Effectiveness	
4	To what extent did the project achieve the overall objective, outcomes and outputs?
5	How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?
Efficiency	
6	To what extent were the project activities cost-efficient? Were the resources (time, budget and staff) allocated strategically to achieve outcomes?
Potential Impact	
7	How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workspaces in all economic sectors?
8	Did the project meet MoHRE's expectations? If not, what was missing?
9	What could ILO do to improve its results?
Sustainability	
10	Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?

### 3.5 Evaluation Approaches and Data Collection Methods

22. The final evaluation followed an inclusive, transparent and participatory approach to preserve the sense of ownership and set the stage to openly discuss issues and challenges and propose solutions or corrective measures to be addressed in future projects. All efforts will be exerted by the consultant to speak to a wide range of stakeholders/ constituents. Human Rights and Gender

Equality were mainstreamed into the evaluation, adhering to the ILO Guidance Note on Integrating Gender Equality in M&E,<sup>13</sup> likewise, the evaluation assessed the effectiveness of the project in relation to the International Labour Standards<sup>14</sup>

23. The desk review of documents was an on-going process throughout the different phases of the final evaluation. Documents reviewed included the project document, training agenda and content, training examination results, national OSH policy and regulations and ILO strategic documents and relevant formative research. Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) were carried out based on the semi-structured guides (**Annex 3**) with participants identified in consultation with ILO ROAS (**Annex 4**), including the ILO and ITC staff, MoHRE officials, government partners, international and national development organizations in the UAE. It was difficult for the consultant to balance the number of men and women who were interviewed as most constituents being men with no women substitute.
24. The data analysis for Evaluation was qualitative in nature from primary and secondary data sources, organized around the 10 EQs and sub-questions generated in the EQM, the OECD/DAC evaluation criteria and the project's two outcomes. The findings were cross-checked by the integration of different information sources during the in-depth review of documents, notes of perceptions and opinions from KIIs and FGDs to increase the validity and reliability of results. Some quotes and human stories were also cited anonymously across the findings to support the analysis. Finally, technical support, guidance and coordination meetings with the ILO ROAS Evaluation Manager ascertained data analysis, credibility of sources and quality of deliverables.

### 3.6 Ethical Standards

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25. For the conduct of this evaluation, the consultant adhered to the highest level of technical and ethical standards, which was applied to all stages of the evaluation process. The consultant fulfilled the criteria of professionalism, impartiality and credibility, and abided by the ILO's Code of Conduct for Evaluators signed as an integral part of the evaluation contract,<sup>15</sup> which is in line with the Code of Conduct for Evaluation in the UN System (UNEG 2020).<sup>16</sup> The consultant is also familiar with the unique aspects of the ILO and its evaluation policy and practice. The consultant does not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

### 3.7 Evaluation Limitations

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26. As with any evaluation or field work, certain limitations were faced, including:
  - Availability of reliable, high quality and complete secondary data in a timely manner.

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<sup>13</sup> ILO. 2023. Guidance Note on Integrating Gender Equality in Monitoring and Evaluation.

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165986.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf)

<sup>14</sup> ILO. 2015. International labour Standards. [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/genericdocument/wcms\\_614067.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/genericdocument/wcms_614067.pdf)

<sup>15</sup> ILO. 2021. ILO Code of Conduct: Agreement for Evaluators. [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_746806.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746806.pdf)

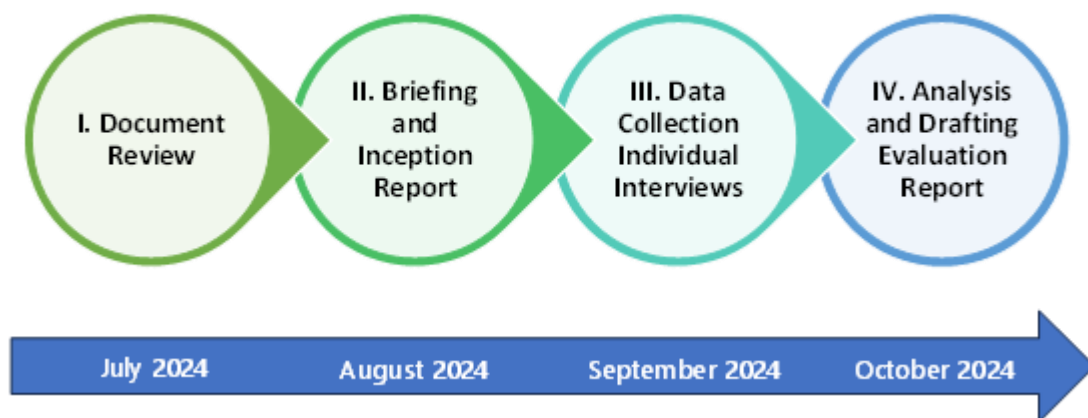
<sup>16</sup> UNEG. Ethical Guidelines for Evaluation. [https://procurement-notices.undp.org/view\\_file.cfm?doc\\_id=302194#:~:text=The%20four%20UNEG%20guiding%20ethical,essential%20for%20responsible%20evaluation%20practice.](https://procurement-notices.undp.org/view_file.cfm?doc_id=302194#:~:text=The%20four%20UNEG%20guiding%20ethical,essential%20for%20responsible%20evaluation%20practice.)

- Limited access to respondents for the KIIs or limited availability of high-level respondents for interviews
- Stakeholders were not always able to recall information and or were not engaged in this project.

### 3.8 Evaluation Timeline and Deliverables

27. The internal final project evaluation was conducted between June and October 2024 through four phases as indicated in the evaluation TOR; (i) document review, (ii) briefing and inception, (iii) data collection via individual interviews and (iv) analysis and drafting final report preparation, as illustrated in Figure 4 and detailed timeline of the evaluation activities (**Annex 6**).

Figure 4: Evaluation Phases



## 4. EVALUATION FINDINGS

### 4.1 Relevance

**EQ-1: How did the project contribute to the ILO's P&B 2022-2023, the UN priorities in the UAE and the SDGs?**

28. The 'OSH TOT for Labour Inspectors of the MoHRE of the UAE' project has, in principle, directly contributed to the ILO P&B biennium 2022-2023,<sup>17</sup> Outcome 7 '*Adequate and effective protection at work for all*', and continued to contribute to the P&B biennium 2024-2025,<sup>18</sup> Outcome 6 '*Protection at work for all*'. By strengthening capacities of employees on labour inspection and OSH, the project contributed to increasing capacity of UAE MoHRE for the realization of a safe and healthy working environment, promote decent working conditions and extend labour protection to groups of workers facing a high risk of exclusion.

<sup>17</sup> ILO. 2021. Programme and Budget for 2022–23, Programme of Work and Results Framework [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed\\_mas/@program/documents/genericdocument/wcms\\_831036.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@program/documents/genericdocument/wcms_831036.pdf)

<sup>18</sup> ILO. 2023. Programme and Budget for 2024–25, Programme of Work and Results Framework <https://www.ilo.org/resource/other/programme-and-budget-2024-25>

29. The project has contributed to the UN cooperation priorities in UAE (5Ps), in particular, Partnerships and Prosperity. It was recognized in the UN UAE Results Report 2023<sup>19</sup> to have had a vital collaboration with MoHRE to strengthen capacities in labour inspection and compliance with national legislation, aligning with relevant international labour standards and the ILO Strategic Compliance Model. The project document referenced the 110<sup>th</sup> session of the International Labor Conference in 2022<sup>20</sup> and the two ILO fundamental conventions on OSH; OSH Convention, 1981 (No. 155) and the Promotional Framework for OSH Convention, 2006 (No. 187).<sup>21</sup>
30. The project is aligned to efforts aiming to accelerate the Sustainable Development Goal (SDG) 8: *Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*. Specifically, the project focuses on target 8.8: *Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment*, and its indicator 8.8.1: *Fatal and non-fatal occupational injuries per 100,000 workers, by sex and migrant status*.

**EQ-2: How well was the project designed to address relevant priorities and needs of MoHRE and policies in the UAE? Have project results been clearly specified?**

31. Overall, the project design was moderately relevant to the MoHRE needs, emphasising compliance in the labour inspection and OSH as critical priorities of the UAE, and that the provision of adequate capacity strengthening to the labour constituents is vital to promote compliance with international and national labour legislations. It also emphasized the adoption of the right to a healthy and safe work environment as one of the basic principles and rights at work. The ToT programme designed for 30 labour inspectors aimed to build their capacities, they in turn are to disseminate knowledge to 300 other inspectors. The programme incorporated 17 international OSH modules and was implemented in collaboration with ITCC and ILO HQ.
32. Nevertheless, the relevance of the training content was reduced by its general focus on international labour standards without sufficient tailoring to the UAE's specific labour policies, needs, local issues and national regulations frameworks. Discussions on labour rights remain sensitive in the UAE inhibiting the implementation of core labour standards and pertinent reforms. Issues such as the freedom of association, worker representation structures, collective bargaining, limited ratification of fundamental ILO conventions and women's working conditions are largely absent in the UAE, hence affecting the relevance and applicability of some topics. As such, the training programme responded only to the less controversial labour challenges within the current limitations in the UAE's labour system yet may have offered a strategic entry point for gradual discussions on other inherent sensitive issues. During KIIs under this evaluation, one ILO staff said: *"The labour market is different, and we needed to have some topics that are applicable in UAE and so they were revised on some of the conventions and the experience and best practices"*

<sup>19</sup> United Nations UAE. 2024. Country Annual Results Report 2023.

[https://unitedarabemirates.un.org/sites/default/files/2024-06/UN%20UAE%20Results%20Report%202023%20R5\\_0.pdf](https://unitedarabemirates.un.org/sites/default/files/2024-06/UN%20UAE%20Results%20Report%202023%20R5_0.pdf)

<sup>20</sup> International Labor Conference 2022 <https://www.ilo.org/international-labour-conference/110th-session-international-labour-conference>

<sup>21</sup> ILO Conventions No. 155 and No. 187 on OSH [file:///C:/Users/daaa.arafa/OneDrive%20-%20World%20Food%20Programme/Documents/DA%20Family%20IDs%20&%20Passports/Other/ILO%20UAE/wcms\\_874743.pdf](file:///C:/Users/daaa.arafa/OneDrive%20-%20World%20Food%20Programme/Documents/DA%20Family%20IDs%20&%20Passports/Other/ILO%20UAE/wcms_874743.pdf)

*in labour market and the important topics that are important for the trainees*". This limited the programme's immediate applicability in the national context and its relevance to the inspectors' day-to-day duties. For example, the training covered broad topics, including forced labour and human trafficking, which are not prevalent in the UAE labour market.

33. There were no formal needs assessment conducted during the design phase of the project, previous assessments in 2010 and 2017 provided general information that guided the training's design. The absence of a formal, up-to-date needs assessment limited the relevance of the training, as the labour market and regulatory framework in the UAE may have evolved since the last formal review. According to the project team, the need for an assessment was discussed with the MOHRE during the design phase, but it declined. As a remedial measure, the ILO team showed some level of adaptability by ensuring ongoing consultations with MoHRE to reflect evolving needs and address some issues in the training content. At a later stage, the ILO introduced adjustments to the training content to customize it to the UAE-specific labour market insights and address more relevant conventions. KIIs with MoHRE officials during this evaluation reflects their participation and engagement in the design, providing feedback on the training plan and engaging throughout the workshops *"The main topics that were discussed in coordination with ILO and we revised them in the ministry to choose the important ones, so we developed this programme, duration and also the exams that we implemented"*.

## 4.2 Coherence

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**EQ-3: To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?**

34. The evaluation could not establish evidence of specific synergies created by the project with other interventions by ILO or development partners in the country and the region. However, it remained coherent to broader efforts on policy-level technical cooperation and advocacy focusing on socio-demographic groups, women, children, youth and migrant workers. The project was coherent with the ILO and the Government of the UAE areas of collaboration, such as social protection, labour migration corridors, just transition and building institutional capacities to create safe and healthy workspaces in all sectors of the economy.
35. Examples include the 'Expanding Social Insurance for Agricultural Workers in the Arab Region' and the 'Extending Social Protection to Migrant Workers: Exploratory Research and Policy Dialogue in the Gulf Cooperation Council (GCC) Countries' projects. During KIIs, ILO staff highlighted that despite the absence of freedom of association, the UAE has focused on improving labour legislations to protect workers' rights in alignment with international labour standards, strengthening MoHRE human resources capacities is critical for the effective enforcement to ensure these protections are more than nominal and meet global expectations.

## 4.3 Effectiveness

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**EQ-4: To what extent did the project achieve the overall objective, outcomes and outputs?**

36. The 'OSH TOT for Labour Inspectors of the MoHRE of the UAE' project has partially achieved its intended outcomes and outputs by building capacities of 30 MoHRE labour inspectors (4 women), excluding one who had dropped out of the programme. Under Outcome 1 *'Build the capacities of MoHRE on Labour inspection and compliance with the national legislation in alignment with the relevant international labour standards and ILO Strategic Compliance Model'*, the project provided a training over two weeks (five days each), covering the topics of labour administration system, institutional capacity development, labour inspection of employment relationships, policy and planning of labour inspection, promoting compliance, inspection of working conditions, labour inspection and non-discrimination, gender equality, dealing with vulnerable workers, child labour, domestic workers and compared analysis of the UAE labour policies, the concept of forced labour, inspection of forced labour, cooperation and partnerships, interviewing, observation, trafficking of persons and conflict management.
37. Under Outcome 2 *'Strengthen MoHRE capacities in occupational safety and health and relevant international standards and best practices'*, the project provided a training over three weeks (5 days each), covering the topics of OSH principles at work, risks assessment, accidents prevention and reporting, personal protective equipment, safety and health signalization, OSH in the construction sector, OSH in oil and gas sector, OSH in maritime, risks in chemicals, electricity and radiation, emergency responses, developing and activation of internal emergency plans, in addition to OSH regulations and priority development areas in UAE. Additionally, one week/ five days was dedicated to inspection soft skills and trainers' facilitation approaches. Over the eight weeks, around 60 presentations were given, 40 practical exercises/ working groups undertaken by specialized consultants, including the ILO team in UAE for six weeks and Turin for two weeks, engaging the 30 MOHRE participants (4 women and 26 men). In addition to field visits to construction and industrial sites in UAE, which although limited, were deemed extremely useful by participants.
38. Analysis of collected field data showed that the labour inspection training programme was of a strong scientific and theoretical content, especially rich on OSH and labour policies. However, there was a clear discrepancy in the contextualization of the content to the local context in UAE in terms of the legal frameworks, labour market dynamics, risks and issues. MoHRE official clarified saying *"In the GCC work risks are different compared to other regions and the inspection is different, such as heat, the composition of the labour market is different, we have cultural and nationality diversity. So, the ILO needs to offer more quality and depth of the information to the trainees and be more convenient and aligned with the needs of the country and the region"*. Specifically on inspection, some participants felt that the programme was too basic, especially for experienced labour inspectors, who found the content somewhat elementary. Contrarily, in OSH, the majority lacked fundamental knowledge, requiring some adjustments by ILO during implementation whereby the content was expanded for one extra week to ensure all trainees met a consistent level of competency. This enabled a more comprehensive training experience but delayed some of the original training focus areas.
39. The programme had high attendance rates meeting the 80 percent certification requirement for around 87 percent of participants (26 out of 30), although not all the sessions were usually engaging. This was substantiated by feedback from participants who noted that some of the ILO trainers helped maintain their interest and attention throughout the sessions. Others relied



heavily on theoretical lectures without fostering meaningful interaction among participants, as the material became monotonous and difficult to connect to their everyday roles. Additionally, there are varied perceptions around the level of the trainers' practical field inspection experience, which was seen less adequate by MoHRE resulting in the training being overly theoretical. This is despite the clarification made by the project team underscoring that most of the sessions were delivered by the ITC and highly qualified current and former ILO specialists. One MoHRE official explained saying that *"In OSH, trainers spoke about real situations and how they were managed, and they were providing field knowledge and what to do and how. The rest of the training was mostly theoretical lacking field expertise or stories and practical approaches and less prepared"*. The issue of the trainers' performance was further compounded by the several change in planned start dates of workshops, which sometimes led to change of the selected trainers to others for time convenience. In addition, some key terminologies and concepts were difficult to understand due to translation issues, causing initial confusion during the sessions, particularly regarding conventions and labour inspection terms. Some participants also noted that the venue could be more conducive to long sessions. Improved visibility, seating arrangements, and audiovisual setup would enhance the overall learning environment and maximize participant engagement.

40. The modules based in Turin offered higher level of interactive field-based learning, which trainees praised for its enriched content and dynamic discussions with experts and participants from different countries, allowing for the exchange of ideas and best practices. In Turin, trainers with field experience, particularly in OSH, provided real-world case studies offering practical insights on handling workplace situations, creating a more engaging and comprehensive learning environment. This was not found in the UAE-based training. One MoHRE official mentioned *"The one in Turin there was more information, and we had more time, and the trainers are experts in the inspection, and they are all ILO and also experiences from different countries and the benefit was much higher"*.
41. The evaluation accounts for the integration of human rights, gender equality and inclusion principles, which were adequately embedded within the training modules, aligning with ILO's fundamental principles and rights at work. These principles, including freedom from forced labour, OSH and non-discrimination, were consistently incorporated, yet there is room for further emphasis on the practical application of gender-sensitive and inclusive procedures.

**EQ-5: How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?**

42. Communication and collaboration with ITC and ILO HQ were effective throughout both the design and implementation phases. ITC and HQ provided essential input, particularly in developing and updating the 17 training modules, including direct support on specialized topics like the Strategic Compliance, which contributed to the project's overall content quality and alignment with international standards.

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#### 4.4 Efficiency

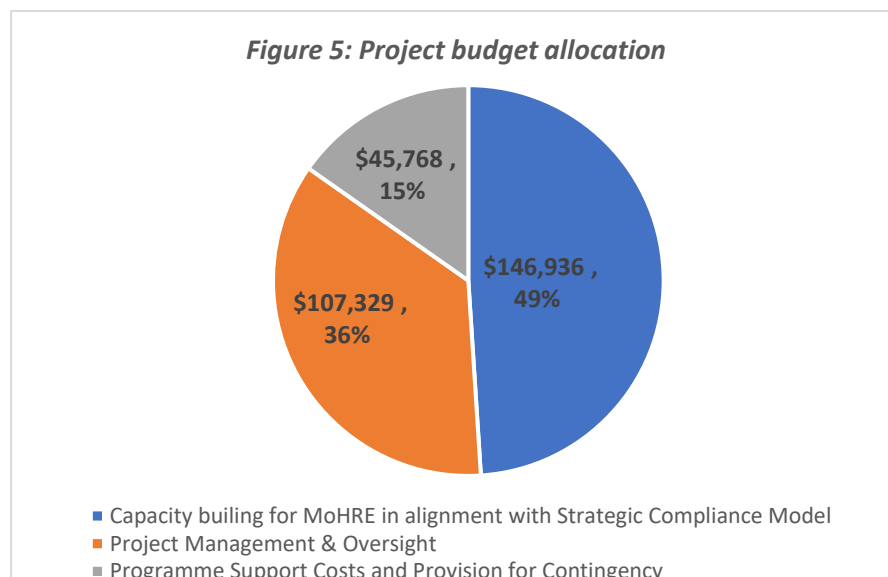
**EQ-6: To what extent were the project activities cost-efficient? Were the resources (time, budget and staff) allocated strategically to achieve outcomes?**

### Timeframe

43. The implementation of the project experienced some delays due to difficulties in coordinating suitable dates for workshops between the ILO and MoHRE. The conflicting availability of both parties causing the training to start four months later than planned and led to rescheduling dates more than once. Rescheduling was essential also to avoid trainings during the Holy Month of Ramadan. Additionally, during implementation, it became apparent that participants required supplementary training on OSH fundamentals for an additional week. All of that necessitated a no-cost extension for the project's timeframe until September 2024. Feedback from MoHRE trainees during FGDs shows that the time gaps between the successive training weeks affected their learning curve, one trainee during the FGDs said *"There was a gap between the sessions, and this made us forget what we learned, there was no immersion in the training programme"*.

### Financial resources

Overall, the project implementation has been cost-efficient, with a total budget of USD 300,033 funded by the Government of UAE and administered by ILO ROAS. As illustrated in Figure 5, 49 percent of the budget was allocated for direct training costs, such as trainees' registration and consultants' fees. 36 percent was allocated for management and operational costs, including staff salaries, travel, M&E and communication costs. Finally, 15 percent was allocated for programme support costs and contingency. Because there was less reliance on external consultants as ILO staff and headquarters contributed directly to training delivery, cost savings were realized, however may have affected the quality of the training delivery. These savings were effectively used to enrol MOHRE officials in ITC's training courses on labour inspection and modern labour systems, ensuring optimal use of available resources and bolstering the training programme's quality.



### Staffing

44. Administrative support was smooth, with minimal challenges reported. The project assistant facilitated logistical and administrative tasks efficiently, ensuring successful workshop implementation.

## 4.5 Potential Impact

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**EQ-7: How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workspaces in all economic sectors?**

45. The project has laid a solid foundation for strengthening labour inspection capacities within MoHRE at the individual level, particularly on international labour standards and laws as well as labour inspection and trainers' soft skills. According to the project's plan, 30 out of 400 inspectors were trained, they are expected to disseminate the knowledge to their peers, contributing to capacity building at a broader level. The project has empowered these inspectors to play a pivotal role in embedding best practices and newly acquired skills throughout the labour inspection system. One trainee during FGDs mentioned that *"The ToT was very helpful and the management of the lectures and the sessions and the inspection mechanisms and methods. I benefited from some improvements, and I hope that it would improve more in the future"*.
46. Early signs of change have been noted in how inspectors approach their tasks, for example, incorporating training techniques into their own roles and are more confident in presenting information and conducting internal training for peers, applying more detailed inspection protocols and engage in post-inspection discussions to refine their approach. Some are more adept at identifying OSH-related issues on-site and are better equipped to monitor compliance in workplaces, *"I know more about OSH and now if I go anywhere, I am able to identify OSH issues and if they are relevant to my work and I can monitor better and I understand this much better and can monitor it better"*. KIs and FGDs reflect their ability to serve as expert trainers and knowledge disseminators in labour inspection within MOHRE. They shall also play a critical role in assessing the capabilities of their colleagues, helping to elevate the overall competence of the ministry's workforce. However, a thorough evaluation of outputs and outcomes requires a post-assessment period of 3 to 6 months to provide a clearer view of institutional shifts
47. On the institutional level, as national trainers and a newly developed human resource, they represent an important asset for the UAE labour inspection system. As they remain within the country, they can contribute to continuous training cycles, serving as national experts -instead of often foreigner expats- within the UAE and potentially supporting other GCC countries through knowledge transfer and regional collaboration. While immediate impact is not yet visible, there is potential for longer-term contribution to enhance MoHRE's capacities on labour inspection, but contingent on addressing gaps in the broader institutional framework. A wider scope intervention by ILO is needed through advocacy, continuous technical support, follow-up specialized training and the provision of high-level policy support for the establishment of a comprehensive national OSH policy and strategic framework for sustained improvements.

**EQ-8: Did the project meet MoHRE's expectations? If not, what was missing?**

48. The project partially met the expectations of the MoHRE, the training programme was well-received for its alignment with the overall MoHRE inspector needs and its scientific rigor. It succeeded in empowering 30 inspectors with advanced knowledge, positioning them as potential trainers and knowledge disseminators within MoHRE. Although limited, field visits conducted during the training were considered highly beneficial by participants, who emphasized the practical learning gained from these experiences. The complementarity between technical aspects and soft skills for inspection and training was highly beneficial, as put by one of the trainees during FGDs: *“To be trained on how to present and become trainers was very useful and helpful. It was really an added value. We benefited from this in Italy more than what we learned here in the UAE”*. This ToT approach enables the UAE to reduce reliance on foreign trainers by building internal expertise, fostering sustainability within the labour inspection system, according to feedback from ILO staff, several inspectors demonstrated the capacity to serve as experts for other countries, which could be considered for creating broader regional impact.
49. Albeit certain elements of the programme did not fully meet the expectations of MoHRE with room for improvement. Primarily, the content did not sufficiently cover the UAE-specific internal laws and frameworks governing the labour-market nor did it cover key employment initiatives, such as *Tawteen* and *Nafes* expected to ensure effective implementation and knowledge transfer. One MoHRE trainee during FGDs said: *“Our ways of inspection and our system we are very advanced and the ILO before they come and present the laws and encourage us, they should have knowledge about the country and they ways and the inspection methods”*. Another challenge lied in the reliance on electronic labour inspection tools, which require further evaluation to ensure they support inspection processes effectively and existence of sufficient technological capacity for its use within MoHRE.
50. Trainers’ selection was also cited as a critical factor in the programme's quality, some trainers were not able to provide the quality sessions at the level expected by MoHRE, they were assessed by participants as having less practical experience, not experts in the specific topics and unable to maintain interactive and case-study-driven sessions. Furthermore, there was unanimous expectation of much more emphasis on practical sessions, field visits and case studies, which would better address the diverse work-related and labour market risks faced by inspectors in different economic sectors. Many participants found that they were already familiar with the covered topics, especially for experienced labour inspectors with many years of experience in, one mentioned that *“there was a gap between us and the trainers that they do not know the level that we have achieved in UAE, and we are advanced, and trainers needed to know the context and know our work modality”*.

#### **EQ-9: What could ILO do to improve its results?**

51. At the programme level, the following points could be considered by ILO to improve the results of training programmes in the UAE, which are further elaborated in Section 7: Recommendations.
- Better customization and tailoring of the capacity-building training structure, content and training methodologies to the capacity levels of the target trainees and specific training objectives.
  - Deeper alignment of the training topics and content to the UAE context to ensure they address both fundamental concepts and country-specific legal frameworks, labour issues and

risks, hence, enhance relevance and practical application. The reliance on internal expertise is necessary to bridge this gap, ensuring that inspectors can effectively operate within the context of UAE-specific regulations.

- More emphasis on practical application of the concepts and topics introduced to complement the theoretical elements of the training programme by expanding the share of field-based learning, real-world simulations and on the job trainings.
- Adequacy and expertise of the programme trainers who can provide relevant, field-focused content and addressing diverse labour inspection contexts and issues.
- Developing a post-training tracking or follow-up mechanism to monitor the medium and long-term impact of the training; how well the trained inspectors disseminate knowledge to peers, change in their day-to-day performance levels, any measurable improvements at the institutional level or in the labour inspection system.

52. At the strategic level, ILO could consider the following in capacity building efforts in the UAE and/or other Arab countries.

- Beyond the training programme, the ILO ROAS could create a regional knowledge-sharing platform/ mechanism, leveraging UAE-trained inspectors as experts in OSH and labour inspection to foster cross-border collaboration and regional capacity-building efforts across the Arab countries.
- An integrated approach to capacity strengthening in labour inspection that includes high-level policy dialogue and advocacy, within the same programme or in synergy with other development intervention, to address gaps in the UAE broader labour inspection system and OSH framework and policies.
- Assessment of the readiness of the UAE institutional and individual capacities for the digitalization of the inspection process and assess the effectiveness of technology-driven tools.

## 4.6 Sustainability

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**EQ-10: Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?**

53. The ILO training programme exhibits some prospect of sustainability based on the strengthened internal capacities of 30 labour inspectors who participated in the ToT, 26 of them certified and responsible for further dissemination and knowledge transfer to a wider group of 400 inspectors. The empowerment of local inspectors is a foundational step by MoHRE for a gradual transition towards self-reliance on internal expertise, aligning with the UAE's long-term goal of reducing reliance on external consultants. This also reflects strong ownership by the ministry and a sustainable, cost-effective strategy for building a resilient internal labour inspection system. The integration of the trained inspectors into MoHRE's human resource development plans ensures continuity and fosters ongoing improvements in labour inspection and OSH practices. MoHRE official mentioned during KII that *"Currently we are empowering them, and they will start to play their roles based on the training and to disseminate the knowledge and so they can become experts as well and this is what we will be doing moving forward"*. Further, by positioning UAE-trained inspectors as regional experts, the ILO could create a sustainable, cross-border

knowledge-sharing framework, which would allow the UAE to contribute to capacity-building efforts and sharing best practices in labour inspection and OSH across the Arab region.

54. There is room to enhance sustainability through structured follow-up mechanisms, mentorship programmes and peer-to-peer learning opportunities to be effectively institutionalized in MoHRE with ILO's support. Sustainability also requires a holistic capacity strengthening approach, incorporating both technical and soft skills, specifically for female labour inspectors to ensure they are empowered to effectively participate in labour inspections. In doing, so the ILO and MoHRE can support gender equity in labour inspection roles. Moreover, the programme's long-term sustainability hinges on addressing gaps in the UAE's labour policy, legislative and procedural frameworks that embed labour rights, OSH practices and labour inspection reforms.

## 5. BEST PRACTICES AND LESSONS LEARNED

### Best Practices

55. The complementarity between soft skills and technical topics in the design of the training programme that was provided by the project to the MoHRE labour inspectors, will enable them in turn to cascade the training down to 400 inspectors. By fostering both technical proficiency and strong interpersonal skills, the ILO's training programmes can graduate inspectors who can address both the technical and human aspects of labour inspection. This is a good practice in the UAE where the MoHRE human resources have capacity gaps in labour inspection and OSH that requires building internal national capacities to promote the knowledge widely within other inspectors. Equipping inspectors with soft skills such as communication, empathy, and conflict resolution are essential for them to interact effectively with workers, employers and other stakeholders to ensure compliance with regulations and promote safer workplaces.
56. The mix between the UAE-based and Turin-based training components and the integration of field visits into the ILO training programme provided by the project to the MoHRE labour inspectors was a good practice. This exposure is crucial for enhancing their understanding of diverse regulatory frameworks, compliance strategies and enforcement mechanisms, which can be applied to strengthen the UAE's labour inspection system. This is a good practice because the MoHRE inspectors participating in the ILO training programme had the chance for a higher exposure of best practices and experiences of other countries. Field visits, while limited were beneficial for the practical hands-on experience and should be expanded as a best practice in future programmes.

### Lessons Learned

57. While knowledge about international labour standards is essential for labour inspectors, deeper alignment with and understanding of country-specific legal frameworks, labour issues and risks is crucial to ensure the relevance and practical application of capacity building gains. The content of the training programme provided by ILO to the UAE MoHRE inspectors did not sufficiently cover the country's specific internal laws and frameworks governing the labour market nor did it cover key employment initiatives. As such, the programme design and implementation were only moderately relevant to the inspectors' needs. Building on the MoHRE strong ownership and leveraging the ILO's long-standing partnership with the ministry, the conduct of up-to-date needs



assessment and situational analysis is an important step to move forward on future capacity strengthening programmes, which was initially planned by ILO, yet not approved by MoHRE.

58. In specialized capacity building programmes, trainers' selection is a critical factor in the quality and success of the delivery. ILO should not only identify trainers who have strong foundational knowledge on international labour standards, but also those having practical experience in labour inspection and able to adopt a differentiated approach to training. In the training programme provided by ILO to MoHRE labour inspectors, some trainers were not able to provide the quality sessions expected by MoHRE, they were assessed by participants as having less practical experience, not experts in the specific topics and unable to maintain interactive and case-study-driven sessions. This was further exacerbated with the change in timing of the training workshops, which at times were no longer convenient for them and pushing the team to rely on less experienced trainers. Being a global expert and a strategic partner to MoHRE, ILO should place more emphasis on the selection process of trainers supported by the ITC in Turin, ensuring a larger roster of qualified trainers is readily available.

## 6. CONCLUSION

Criteria	#	Conclusion
Relevance	1	The project aligned with the ILO P&B biennium 2022-2023 and 2024-2025, the ILO's Strategic Compliance Model, the two fundamental conventions on OSH, as well as the SDG 8 on decent work and economic growth.
	2	The training programme lacked sufficient customization to the UAE-specific labour laws and risks with no formal needs assessment preceding its design, which, despite later content adjustments, limited its relevance, affected applicability to inspectors' daily tasks and limited attention to broader worker rights and long-term compliance.
Coherence	3	The project demonstrated coherence with broader ILO and UAE collaboration efforts, however, no specific synergies with other interventions were identified.
Effectiveness	4	The effectiveness of the training programme was hindered by the varying quality of trainers; some trainers effectively engaged participants through practical field experience and real-world scenarios, others delivered overly theoretical content with limited interaction. This inconsistency, coupled with frequent trainer changes, reduced the programme's ability to fully meet the expectations of MoHRE inspectors.
	5	The Turin-based training modules offered a dynamic and interactive learning environment and more exposure to trainees with hands-on examples and international best practices. This contrasted with the UAE-based training, which lacked the same level of interaction and engagement, however the field visits were highly beneficial and appreciated by the participants.
	6	The integration of human rights, gender equality and inclusion principles were adequately embedded within the training modules, aligning with ILO's fundamental principles and rights at work, yet there is room for further emphasis on building capacities of their practical application.

Efficiency	7	The project experienced delays in coordinating workshop schedules between the ILO and MoHRE, necessitating a no-cost extension until September 2024. Despite these delays, the overall budget was optimally used, with 49 percent allocated for direct training costs.
Impact	8	The project established a foundational capacity for labour inspection and OSH within MoHRE by training 30 inspectors, equipping them with the capacities and skills to promote peer learning and enhance overall competency within the UAE labour inspection system; while too early to assess, there are signs reflecting that inspectors are modestly applying newly acquired skills.
	9	Although the project partially met MoHRE's expectations, gaps remain in integrating UAE-specific legal frameworks and employment initiatives into the training content. A greater emphasis on practical sessions and field visits emerged as an important element necessary to address inspectors' specific needs and practical application of skills gained.
Sustainability	10	The likelihood of sustainability of the ILO training programme is reinforced by the empowerment of 30 labour inspectors, with 26 certified to disseminate knowledge to 400 of their peers. This built internal capacity in MoHRE aligns with UAE's goal of reducing reliance on external consultants, fostering ownership and ensuring progress towards higher compliance in labour inspection and OSH practices.
	11	To enhance sustainability prospects, there is a need to adopt structured follow-up mechanisms, mentorship programmes, and peer-to-peer learning opportunities, particularly for female inspectors. At a broader level, addressing gaps in the UAE's labour policies and frameworks is crucial to embedding labour rights, gender equality and lasting improvements in labour inspection.

## 7. RECOMMENDATIONS

### 59. Recommendation 1:

**In future programming, enhance the relevance and applicability of the ILO training programme to the country-specific context and customize its content to the specific needs of the target labour inspectors**

Conduct up-to-date situation analysis of the labour market and employment landscape at the national level, necessary to align the topics of the training programme with the country's labour laws and regulations, legal frameworks and sectoral risks. Through the analysis, country-specific challenges in the face of compliance with national and international standards on worker rights, OSH and labour inspection shall be identified and integrated into the training programme. Likewise, conduct capacity needs assessments of the target labour inspectors to map out the skills, knowledge and technical gaps on key compliance issues with national and global standards in OSH, labour inspection, labour rights, among other. The results of which shall inform the development of modular training structures to ensure the varying capacity levels of labour inspectors are considered and that they are equipped to address both immediate inspection tasks and broader compliance issues in the country effectively.

Responsible unit(s)	Priority	Time implication	Resource implication
ROAS & COs	High	Short-term	Medium

60. Recommendation 2

**Establish a rigorous trainer selection and evaluation mechanism to ensure that adequately qualified trainers are employed across all training sessions.**

Place emphasis on the selection of experienced trainers that assures they are all proficiently knowledgeable about global and local labour contexts, have practical field experience in labour inspection and OSH compliance and are adept at advanced training delivery approaches. A mechanism could be established with identified criteria measuring their background and qualifications, references from previous employers and profiles, preferably through ILO roster or platform, if any. ILO at regional and country levels could establish continuous evaluation and feedback tools about trainers' performance, weaknesses and strengths. Additionally, efforts to reduce trainer turnover must be considered, for example, by fostering a stable pool of certified trainers, offering them continuous professional development opportunities to maintain alignment with the ILO country capacity strengthening goals and participant expectations. Continuous reliance on internal UAE expertise as trainers has the potential -on the longer-term- to ensure they are well-versed in UAE's evolving legal landscape and can apply fundamental compliance and OSH principles within these frameworks.

Responsible unit(s)	Priority	Time implication	Resource implication
HQ, ROAS & COs	High	Short-term	Low

61. Recommendation 3:

**Strengthen field-based interactive learning methods and practical applications within the ILO training programmes; especially the UAE-based ones in this case, which had proven effective when used in the programme.**

Linking to recommendation 1, the developed training topics and content should be translated into a training structure that is carefully designed engaging participants with interactive and engaging learning methodologies to include more field visits, practical exercises, simulations, role-play and case studies, which when were used as an integral part of the programme had proven more effective. It should incorporate hands-on sessions that reflect inspectors' daily challenges, thus bridging the gap between theoretical knowledge and practical application in the UAE context. This approach will better prepare inspectors to apply inspection and OSH standards in real-world contexts, enhancing the long-term effectiveness of the programme and fostering sustainable improvements in labour inspection practices.

Responsible unit(s)	Priority	Time implication	Resource implication
ROAS & COs	High	Short-term	Medium

62. Recommendation 4:

**Establish structured continuous learning and support methods for sustained impact of the enhanced capacities of the inspection system and OSH standards in the UAE.**

Implement a structured continuous on-the-job and follow-up programme that includes peer-to-peer learning, mentorship programmes and periodic skill refresher sessions for inspectors, especially focusing on female inspectors. In addition to establishing exchange and knowledge sharing platforms that foster collaboration, enabling inspectors to share experiences, challenges, and solutions. These platforms should maintain momentum and promote discussions on best practices and facilitate the integration of lessons learned into daily operations. By doing so, the capacity strengthening programme by ILO will help ensure sustained improvements in the inspection system and OSH standards across the UAE. Generally, a wider scope intervention is needed to provide high-level policy support for the establishment of a national OSH policy and strategic framework for sustained improvements.

Responsible unit(s)	Priority	Time implication	Resource implication
ROAS & COs	High	Long-term	Medium

## ANNEXES

Annex 1: Terms of Reference

Annex 2: Evaluation Matrix

Annex 3: Evaluation Tools

Annex 4: Evaluation Participants

Annex 5: Good Practices and Lessons Learned

Annex 6: Evaluation Workplan and Timeline

## ANNEXE I: TERMS OF REFERENCE

### Final Internal Project Evaluation

## OSH Training-of-Trainers for Labour Inspectors of the Ministry of Human Resources and Emiratization of the United Arab Emirates

ILO ROAS, February 2024

Information	Details
Project title	OSH Training-of-Trainers for Labour Inspectors of the Ministry of Human Resources & Emiratization of the United Arab Emirates
DC Symbol	ARE/22/01/ARE
Type of Evaluation	Internal
Timing of Evaluation	Final
Countries	UAE
P&B outcomes	2
SDG (s)	8
Start Date	January 2023
End Date	February 2024
Administrative unit	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit	DWT Beirut
Collaborating ILO Units	LABADMIN/OSH
Donor	UAE
Evaluation Manager	Vitalii El Danii
Budget	\$ 300,033

### ► Project background

The Project aims to build the capacities of MoHRE on Labour inspection and compliance with the national legislation in alignment with the relevant international labour standards and ILO Strategic Compliance Model via

strengthening the capacities of the labour inspectorate on modern labour inspection and relevant international labour standards and the Strategic Compliance Model. The project equally focuses on strengthening capacities in occupational safety and health and relevant international standards and best practices via the enhancement of the capacities of officials on occupational safety and health and relevant international labour standards and of inspectors on risk assessment.

The results-based management structure of the project will be as follows:

#### **Immediate Objective 1**

Build the capacities of MoHRE on Labour inspection and compliance with the national legislation in alignment with the relevant international labour standards and ILO Strategic Compliance Model

##### **Outputs**

- Output 1: The capacities of MoHRE labour inspectorate on modern labour inspection and relevant international labour standards strengthened.
- Output 2: The capacities of MoHRE labour inspectorate on the Strategic Compliance Model are enhanced

#### **Immediate Objective 2**

Strengthen MoHRE capacities in occupational safety and health and relevant international standards and best practices.

##### **Outputs**

- Output 1: The capacities of MoHRE officials on occupational safety and health and relevant international labour standards strengthened.
- Output 2: The capacities of MoHRE inspectors on risk assessment, including the use of relevant workplace monitoring equipment, are enhanced.

## **Evaluation Background**

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As the project is coming to an end and in line with the evaluation policy, a final self-evaluation is due. However, considering the nature of the project as the only ILO project in the United Arab Emirates and to ensure learning is extracted, and as an independent project evaluation in the gulf is ongoing, it has been agreed to conduct a final internal evaluation for the UAE project. The final evaluation aims to assess the achievement of the results, identify the main difficulties/constraints, assess the potential impact of the project for the targeted groups, and formulate lessons learned and practical recommendations to improve future similar programmes.

## **Objectives**

This evaluation will examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the project. It will provide recommendations for future similar projects. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned and good practices.

The evaluation will comply with ILO evaluation policy<sup>22</sup>, and the UNEG ethical guidelines<sup>23</sup> will be followed.

## **Scope of the Evaluation**

The evaluation will assess the project's overall performance in line with its planned outcomes and outputs. It will cover all aspects of the project highlighting the main challenges and good practices. The evaluation will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, and other

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<sup>22</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/policy/wcms\\_603265.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/policy/wcms_603265.pdf)

<sup>23</sup> <http://www.unevaluation.org/document/detail/2866>



non-discrimination concerns throughout its methodology and all deliverables. The geographical coverage will be at the national level compatible with the project's geographical scope. The evaluation should cover the full period of the project from January 2023 to February 2024.

## Clients of the Evaluation

The primary clients of this evaluation are ILO ROAS, ILO ILO-ITC; LABADMINOSH departments, the donor, ILO constituents in the UAE, and the project's key stakeholders. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

A participatory approach involving key stakeholders will be ensured to the extent possible.

## Evaluation Criteria and Questions

The evaluation utilizes the standard ILO evaluation framework and follows the OECD/DAC evaluation criteria with emphasis on integrating gender: The consultant will develop the main questions based on the desk review as part of the inception phase.

### ► Methodology

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The evaluation will be carried out by an external consultant. The following is the proposed evaluation methodology. Any changes to the should be discussed with and approved by the Evaluation Manager.

#### Document review and analysis

In preparation of any evaluation, an important first activity that should be carried out is the review and analysis of project-related documents. These include but not limited to project documents or concept notes with logical framework, work plans, progress and technical reports, financial reports, any materials/ studies/ events proceedings prepared or undertaken within the framework of the project.

#### Briefing and inception report drafting

The evaluator will have an initial consultation with the Evaluation Manager and the relevant ILO staff managing the project in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority questions, available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

#### Individual Interviews

Following the desk review conducted by the evaluator and after the initial consultation/briefing with the project manager, as well as the approval of the inception report, the evaluator will hold virtual meetings with constituents/stakeholders.

#### Drafting the evaluation report

The evaluator will draft the evaluation report based on the outline agreed upon in the inception report. The evaluation manager will share the draft report with relevant ILO staffs, partners and stakeholders will consolidate their feedback. The evaluator will, thereafter, amend the evaluation report and submit a final version to the evaluation manager.

## Evaluation Timeframe

The evaluation is to commence in March and complete in May 2024. The following table describes the tentative timeframe:

Tasks	Number of Working days
Kick-off meeting	0.5
Kick-off meeting AND desk review of documents related with project, drafting and submitting an inception report	3
Revise and resubmit inception report	1
Conducting interviews	4
Drafting submission of evaluation report	5
Revising draft final report and Integration of comments and finalization of the report	1.5
Total	15

Total estimated payable working days of consultant: 15 Days

## Deliverables

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Final evaluation report with separate template for executive summary and templates for lessons learned and good practices duly filled in (as per ILO's standard procedure).

## Payment Terms

- 50% after submission of Deliverables 1 & 2
- 50% after submission of Deliverable 3

## Management Arrangement

The evaluator will report to the evaluation manager and should discuss any technical and methodological matters with him. The ILO ROAS will provide administrative and logistical support during the data collection.

## ► Qualifications

The evaluator is expected to have following qualifications,

- Master's degree in social sciences, economics, development studies, evaluation or related fields, with demonstrated strong research experience.
- A minimum of 7 years' experience in conducting projects and programme evaluations, with demonstrated experience in development related programmes.
- Previous experience in evaluations for UN agencies is required. Evaluation experience with the ILO is an advantage.
- Relevant regional experience and familiarity with implementation of programmes and projects in the region. Experience in the gulf is an asset.
- Full proficiency in English. Command of Arabic is a strong advantage.
- Knowledge of the ILO and its normative mandate, tripartite structure and technical cooperation activities is an advantage

- Excellent communication, interview and report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Facilitation skills and ability to manage diversity of views in different cultural contexts.
- The evaluator(s) must have no previous involvement in the delivery of the project under evaluation.

## ► Legal and Ethical Matters

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- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToR's is accompanied by the code of conduct for carrying out the evaluation "Code of conduct for evaluation in the ILO"<sup>24</sup>. The selected consultant will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.

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<sup>24</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_649148.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_649148.pdf)

## ANNEX 2: EVALUATION MATRIX

#	Question	Measures/ Indicators	Data Sources/ Collection Methods	Stakeholders
<b>Relevance</b>				
1	How did the project contribute to the ILO's Programme and Budget 2022-2023, the UN priorities in the UAE and the SDGs?	<ul style="list-style-type: none"> <li>References in the project document or monitoring reports to the ILO P&amp;B, country priorities and SDGs.</li> <li>Extent of alignment by the project to the ILO P&amp;B, Country Programmes and SDGs.</li> <li>Perception of ILO staff (P&amp;B and SDGs), constituents and partners (SDGs).</li> </ul>	<u>Desk review:</u> P&B, PRODOC, project documentation, UN publications in UAE. <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE, ITC. Constituents. UN and development partners.
2	How well was the project designed to address relevant priorities and needs of constituents and policies in the UAE? Have project results been clearly specified?	<ul style="list-style-type: none"> <li>Evidence of consideration of context analysis, needs assessments or risk matrix to guide/ back the project design.</li> <li>Evidence of participation or consultation by different constituents and stakeholders in project design.</li> <li>Perception of all stakeholders on national ownership of project activities.</li> </ul>	<u>Desk review:</u> P&B, PRODOC, project documentation, national policies and resources, UN publications in UAE. <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE, ITC. Constituents.
<b>Coherence</b>				
3	To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?	<ul style="list-style-type: none"> <li>Extent of alignment of project two outcomes with UAE and/or GCC regional or national strategies, government policies in relation to labour and human rights, economic growth and development priorities.</li> <li>Evidence of linkages and synergies with other interventions by ILO and other agencies in the UAE.</li> <li>How far has the project/ ILO teams participate in the UNCT coordination mechanisms in the UAE or the GCC?</li> </ul>	<u>Desk review:</u> P&B, PRODOC project documentation, meeting notes, UN publications in UAE. <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE. Constituents. UN and development partners.
<b>Effectiveness</b>				
4	To what extent did the project achieve the overall objective, outcomes and outputs?	<ul style="list-style-type: none"> <li>Level of achievement of results against plan, based on logical framework and project document.</li> </ul>	<u>Desk review:</u> P&B, PRODOC project documentation, M&E,	ILO staff in HQ, ROAS, UAE. Constituents. UN and development partners.

		<ul style="list-style-type: none"> <li>• Extent to which the project approaches have enabled the achievement of results.</li> <li>• Evidence and availability of adoption of human rights, gender equality and inclusion considerations.</li> <li>•</li> </ul>	government documentation. <u>Informant Interviews</u>	
5	How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?	<ul style="list-style-type: none"> <li>• Feedback by staff and constituents on regularity and effectiveness of communications.</li> <li>• Perceptions of technical backstopping and support.</li> </ul>	<u>Desk review:</u> Progress reports, meeting notes. <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE.
<b>Efficiency</b>				
6	To what extent were the project activities cost-efficient? Were the resources (time, budget and staff) allocated strategically to achieve outcomes?	<ul style="list-style-type: none"> <li>• Analysis of staffing and organogram of the project</li> <li>• Analysis of budget expenditures against plan and timeliness of output implementation</li> <li>• Feedback by staff on adequacy of human and financial resources.</li> </ul>	<u>Desk review:</u> PRODOC, progress reports, M&E, financial reports. <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE.
<b>Potential Impact</b>				
7	How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workspaces in all economic sectors?	<ul style="list-style-type: none"> <li>• Evidence that the project contributed to individual and institutional capacity strengthening.</li> <li>• Evidence on longer term enhancement of labour inspection and OSH in workplaces.</li> </ul>	<u>Desk review:</u> project documentation, M&E, other UN or national documentation <u>Informant Interviews</u>	ILO staff in HQ, ROAS, UAE. Constituents UN and development partners
<b>Sustainability</b>				
8	Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?	<ul style="list-style-type: none"> <li>• Reference to a clear way forward beyond the project and extent of its consideration.</li> <li>• Feedback from constituents about prospects of sustainability and potential ownership of project outputs by constituents.</li> </ul>	<u>Desk review:</u> project documentation, M&E, other UN or national documentation. <u>Informant Interviews</u>	ILO staff in ROAS and UAE. Constituents UN and development partners





## ANNEX 3: INTERVIEW GUIDES

### ILO staff in HQ, ROAS and UAE

Name of Interviewee:

Position:

Date of Interview:

Consultant:

Thank you very much for taking the time to talk with me about the ILO's project '**Occupational Safety and Health Training-of-Trainers for Labour Inspectors of Ministry of Human Resources and Emiratization of the UAE**'. We anticipate that it will take approximately one hour to respond to these questions. If you need to break off the interview at any point, we will re-schedule and continue later. I am an independent evaluator and want to assure you that your answers are confidential and anonymous and will only be analysed by category of stakeholder. Should I need to directly quote you, this will only happen after receiving a written consent from you.

Before we start the interview, I would like to know your level of involvement with ILO, specifically in this project

#### Relevance

**1. How did the project contribute to the ILO's Programme and Budget 2022-2023, the UN priorities in the UAE and the SDGs?**

- Do project documents or reports reference the ILO P&B, country priorities and SDGs?
- How well does the project align with the ILO P&B, labour priorities and needs in UAE and SDGs?

**2. How well was the project designed to address relevant priorities and needs of constituents and policies in the UAE? Have project results been clearly specified?**

- Is there evidence that context analysis, needs assessments, or a risk matrix were considered in guiding the project design?
- Were various constituents and stakeholder's consultant or participated in the project design?
- To what extent do you view the national ownership of project activities?

#### Coherence

**3. To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?**

- How well do the project's two outcomes align with UAE or GCC strategies and national policies?
- Is there evidence of linkages, synergies and working relations with other ILO or development organizations' interventions in the UAE?
- How far has the project/ ILO teams participate in the UNCT coordination mechanisms in the UAE or the GCC?

### Effectiveness

#### 4. To what extent did the project achieve the overall objective, outcomes and outputs?

- What is the level of achievement of results against the plan based on the logical framework?
  - To what extent have the project approaches enabled the achievement of results?
  - Is there evidence of the adoption of human rights, gender equality and inclusion considerations?
- 
- 

#### 5. How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?

- What are your perceptions on the regularity and effectiveness of internal communications?
  - How do you find the usefulness of technical backstopping and support provided by HQ and ROAS?
- 
- 

### Efficiency

#### 6. To what extent were the project activities cost-efficient? Were the resources (time, budget and staff) allocated strategically to achieve outcomes?

- How do budget expenditures compare against the plan?
  - How timely is the implementation of outputs?
  - Were human and financial resources adequate to allow for the achievement of intended results?
- 
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### Potential Impact

#### 7. How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workspaces in all economic sectors?

- Is there evidence that the project contributed to strengthen individual and institutional capacities?
  - Is there evidence of long-term enhancement of labour inspection and OSH in workplaces?
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### Sustainability

#### 8. Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?

- Is there a clear way forward beyond the project, and to what extent has this been considered?
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## Government and Employer's Organisations

Name of Interviewee:

Position:

Date of Interview:

Consultant:

Thank you very much for taking the time to talk with me about the ILO's project '**Occupational Safety and Health Training-of-Trainers for Labour Inspectors of Ministry of Human Resources and Emiratization of the UAE**'. We anticipate that it will take approximately one hour to respond to these questions. If you need to break off the interview at any point, we will re-schedule and continue later. I am an independent evaluator and want to assure you that your answers are confidential and anonymous and will only be analysed by category of stakeholder. Should I need to directly quote you, this will only happen after receiving a written consent from you.

Before we start the interview, I would like to know your level of involvement with ILO, specifically in this project

### Relevance

**1. How did the project contribute to the ILO's Programme and Budget 2022-2023, the UN priorities in the UAE and the SDGs?**

- How well does the project align with the labour priorities and needs in UAE and SDGs?

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**2. How well was the project designed to address relevant priorities and needs of government/employer's organisations and policies in the UAE? Have project results been clearly specified?**

- Is there evidence that context analysis, needs assessments, or a risk matrix were considered in guiding the project design?
- Were you or other stakeholders' consultant or participated in the project design?
- To what extent do you view the national ownership of project activities?

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### Coherence

**3. To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?**

- How well do the project's two outcomes align with UAE and/or GCC strategies and national policies?
- Is there evidence of linkages and working relations with other ILO and development organizations' interventions in the UAE?

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### Effectiveness

#### 4. To what extent did the project achieve the overall objective, outcomes and outputs?

- What is the level of achievement of the project's planned results?
- To what extent have the project approaches enabled the achievement of results?
- Is there evidence of the adoption of human rights, gender equality and inclusion considerations?

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#### 5. How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?

- What are your perceptions on the regularity and effectiveness of communications between your organization and the project team or ILO in general?
- How do you find the usefulness of technical backstopping and support provided by the project?

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### Potential Impact

#### 7. How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workplaces in all economic sectors?

- Is there evidence that the project contributed to strengthen individual and institutional capacities?
- Is there evidence of long-term enhancement of labour inspection and OSH in workplaces?
- Overall, what are your perceptions about the project? What worked well? What can the ILO improve?

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### Sustainability

#### 8. Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?

- Is there a clear way forward beyond the project, and to what extent has this been considered?
- What feedback would you provide about the prospects of sustainability and ownership of outputs?

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## UN and Development Agencies

Name of Interviewee:

Position:

Date of Interview:

Consultant:

Thank you very much for taking the time to talk with me about the ILO's project '**Occupational Safety and Health Training-of-Trainers for Labour Inspectors of Ministry of Human Resources and Emiratization of the UAE**'. We anticipate that it will take approximately one hour to respond to these questions. If you need to break off the interview at any point, we will re-schedule and continue later. I am an independent evaluator and want to assure you that your answers are confidential and anonymous and will only be analysed by category of stakeholder. Should I need to directly quote you, this will only happen after receiving a written consent from you.

Before we start the interview, I would like to know your level of involvement with ILO, specifically in this project

### Relevance

**1. How did the project contribute to the ILO's Programme and Budget 2022-2023, the UN priorities in the UAE and the SDGs?**

- Do project documents or reports reference the ILO P&B, country priorities and SDGs?
- How well does the project align with the ILO P&B, labour priorities and needs in UAE and SDGs?

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**2. How well was the project designed to address relevant priorities and needs of constituents and policies in the UAE? Have project results been clearly specified?**

- Is there evidence that context analysis, needs assessments, or a risk matrix were considered in guiding the project design?
- Were various constituents and stakeholder's consultant or participated in the project design?
- To what extent do you view the national ownership of project activities?

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### Coherence

**3. To what extent is the project coherent with other interventions of the ILO and other development partners in the country and region?**

- How well do the project's two outcomes align with UAE and/or GCC strategies and national policies?
- Is there evidence of linkages and working relations with other ILO and development organizations' interventions in the UAE?
- How far has the project/ ILO teams participate in the UNCT coordination mechanisms in the UAE or the GCC?

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### Effectiveness

**4. To what extent did the project achieve the overall objective, outcomes and outputs?**

- What is the level of achievement of results against the plan based on the logical framework?
- To what extent have the project approaches enabled the achievement of results?

- Is there evidence of the adoption of human rights, gender equality and inclusion considerations?

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**5. How effective was communication and technical backstopping among the project team, HQ, ROAS and the ITC?**

- What are your perceptions on the regularity and effectiveness of communications with the project and ILO teams?

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**Potential Impact**

**7. How likely are the project achievements to contribute to strengthening country capacities to enhance labour inspection and maintain safe, healthy equitable and inclusive workspaces in all economic sectors?**

- Is there evidence that the project contributed to strengthen individual and institutional capacities?
- Is there evidence of long-term enhancement of labour inspection and OSH in workplaces?

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**Sustainability**

**8. Are the results achieved by the project likely to be sustainable? Can future projects be built upon the results of this current project?**

- Is there a clear way forward beyond the project, and to what extent has this been considered in your view?

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## ANNEX 4: EVALUATION PARTICIPANTS

Name	Title	Organization	Gender
Vitalii El Dani	Programme Officer	ILO ROAS	M
Ali Nasser	Project Assistant	ILO ROAS	M
Amin Al-Wreidat	LI & OSH Specialist	ILO ROAS	M
Mustapha Said	Workers Activities Specialist	ILO ROAS	M
Jaber Abdul Baki	Project Officer	MOHRE	M
Khaled El Bannay	Coordinator of the workshop and HR	MOHRE	M
Ibrahim Amary	OSH Manager	MOHRE	M
Eissa Said	Labor Inspector in Ein	MOHRE	M
Adnan Marzouki –	Ajman and Sharjah labour inspector	MOHRE	M
Tarek Humaid –	Labor Inspector Abu Dhabi	MOHRE	M
Humeid Mehrezi	Labor Inspector	MOHRE	M
Alya Mohamed – Labor inspector	Labor Inspector	MOHRE	F
Khaled Rashed –	Labor Inspector	MOHRE	M
Abdel Rahman El Gasmi	Labor Inspector	MOHRE	M
Hessa Sheikhi	Dubai Labor Sectors	MOHRE	F
Halima Said	Ein Inspection Office – Labor inspector	MOHRE	F
Hamdan Al Ashwal	Ras el Kheima - Labor inspector	MOHRE	M
Kholoud Salem	Labor Inspector - Dubai	MOHRE	F
Rashed El Kalbani	Labor Inspector – Abu Dhabi	MOHRE	M
Omar El Saeedi	Labor Inspector	MOHRE	M
Ali Al Ahmadi	Labor Inspector - Dubai	MOHRE	M
Ahmed Murad	Labor Inspector – Al Jira	MOHRE	M
Hassan Ali	Ajman Labor inspection office	MOHRE	M



## ANNEX 5: GOOD PRACTICES AND LESSONS LEARNED

### ILO EMERGING GOOD PRACTICE TEMPLATE

**Project Title:** Occupational Safety and Health Training-of-Trainers (ToT) for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)

**DC Symbol:** ARE/22/01/ARE

**Name of Evaluator:** Nahla Hassan

**Date:** October 2024

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

GP Element	Text
<b>Summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The complementarity between soft skills and technical topics in the design of the training programme provided by the project to the MoHRE labour inspectors, who in turn, will cascade the training down to 400 inspectors.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	This is a good practice in the UAE where the MoHRE human resources have capacity gaps in labour inspection and OSH that requires building internal national capacities to promote the knowledge widely within other inspectors. Equipping inspectors with soft skills such as communication, empathy, and conflict resolution are essential for them to interact effectively with workers, employers and other stakeholders to ensure compliance with regulations and promote safer workplaces.
<b>Establish a clear cause-effect relationship</b>	By fostering both technical proficiency and strong interpersonal skills, the ILO's training programmes graduate inspectors who can address both the technical and human aspects of labour inspection.
<b>Indicate measurable impact and targeted beneficiaries</b>	Strengthened capacities of 30 labour inspectors in MoHRE through their participation in the ILO training programme, and the promotion of the knowledge widely among 400 inspectors in the MoHRE.
<b>Potential for replication and by whom</b>	High. It can be replicated by the ILO to another group of labour inspectors, taking into consideration other elements identified for improvements in the evaluation.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<ul style="list-style-type: none"> <li>Sustainable Development Goal (SDG) 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. ILO P&amp;B biennium 2022-2023, Outcome 7 'Adequate and effective protection at work for all', and continued to contribute to the P&amp;B biennium 2024-2025, Outcome 6 'Protection at work for all'.</li> <li>ILO Strategic Compliance Model. ILO OSH Convention, 1981 (No. 155) and the Promotional Framework for OSH Convention, 2006 (No. 187).</li> <li>UN cooperation priorities in UAE (5Ps)</li> </ul>

Other documents or relevant comments	
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#### ILO EMERGING GOOD PRACTICE TEMPLATE

**Project Title:** Occupational Safety and Health Training-of-Trainers (ToT) for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)

**DC Symbol:** ARE/22/01/ARE

**Name of Evaluator:** Nahla Hassan

**Date:** October 2024

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

GP Element	Text
<b>Summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The mix between the UAE-based and Turin-based training components and the integration of field visits into the ILO training programme provided by the project to the MoHRE labour inspectors.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	This is a good practice because the MoHRE inspectors participating in the ILO training programme had the chance for a higher exposure of best practices and experiences of other countries. Field visits, while limited were beneficial for the practical hands-on experience and should be expanded as a best practice in future programmes.
<b>Establish a clear cause-effect relationship</b>	This exposure is crucial for enhancing their understanding of diverse regulatory frameworks, compliance strategies and enforcement mechanisms, which can be applied to strengthen the UAE's labour inspection system.
<b>Indicate measurable impact and targeted beneficiaries</b>	Strengthened capacities of 30 labour inspectors in MoHRE through their participation in the ILO training programme, and the promotion of the knowledge widely among 400 inspectors in the MoHRE.
<b>Potential for replication and by whom</b>	High. It can be replicated by the ILO to another group of labour inspectors, taking into consideration other elements identified for improvements in the evaluation.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	<ul style="list-style-type: none"> <li>Sustainable Development Goal (SDG) 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. ILO P&amp;B biennium 2022-2023, Outcome 7 'Adequate and effective protection at work for all', and continued to contribute to the P&amp;B biennium 2024-2025, Outcome 6 'Protection at work for all'.</li> <li>ILO Strategic Compliance Model. ILO OSH Convention, 1981 (No. 155) and the Promotional Framework for OSH Convention, 2006 (No. 187).</li> <li>UN cooperation priorities in UAE (5Ps)</li> </ul>

Other documents or relevant comments	
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## ILO Lesson Learned Template

**Project Title:** Occupational Safety and Health Training-of-Trainers (ToT) for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)

**DC Symbol:** ARE/22/01/ARE

**Name of Evaluator:** Nahla Hassan

**Date:** October 2024

*The following emerging lesson learned has been identified during the evaluation. Further text can be found in the full evaluation report.*

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	While knowledge about international labour standards is essential for labour inspectors, deeper alignment with and understanding of country-specific legal frameworks, labour issues and risks is crucial to ensure the relevance and practical application of capacity building gains.
<b>Context and any related preconditions</b>	The UAE has made strides in aligning its labour laws with international standards, but challenges remain, including the kafala system, trade union rights, women's low participation and inconsistent enforcement of protection. Labour inspections and OSH initiatives are improving in the UAE, MoHRE is collaborating with ILO to enhance capacities and ensure safer working environments. However, continued efforts are needed to address these issues comprehensively.
<b>Targeted users / Beneficiaries</b>	ILO UAE, ROAS and ITC-Turin.
<b>Challenges /negative lessons - Causal factors</b>	The content of the training programme provided by ILO to the UAE MoHRE inspectors did not sufficiently cover the country's specific internal laws and frameworks governing the labour market nor did it cover key employment initiatives, such as <i>Tawteen</i> and <i>Nafes</i> . As such, the programme design and implementation were only moderately relevant to the inspectors' needs

<b>Success / Positive Issues - Causal factors</b>	Building on the MoHRE strong ownership and priority to enhance labour inspection and law enforcement in the UAE, and leveraging the ILO's long-standing partnership with the ministry, the conduct of up-to-date needs assessment and situational analysis is an important step to move forward on future capacity strengthening programmes on labour inspection and OSH standards.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Design

## ILO Lesson Learned Template

**Project Title:** Occupational Safety and Health Training-of-Trainers (ToT) for Labour Inspectors of the Ministry of Human Resources and Emiratization (MoHRE) of the United Arab Emirates (UAE)

**DC Symbol:** ARE/22/01/ARE

**Name of Evaluator:** Nahla Hassan

**Date:** October 2024

*The following emerging lesson learned has been identified during the evaluation. Further text can be found in the full evaluation report.*

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	In specialized capacity building programmes, trainers' selection is a critical factor in the quality and success of the delivery. ILO should identify trainers who have strong foundational knowledge on international labour standards, coupled with practical experience in labour inspection and able to adopt a differentiated approach to training.
<b>Context and any related preconditions</b>	In the training programme provided by ILO to MOHRE labour inspectors, some trainers were not able to provide the quality sessions expected by MoHRE, they were assessed by participants as having less practical experience, not experts in the specific topics and unable to maintain interactive and case-study-driven sessions.
<b>Targeted users / Beneficiaries</b>	ILO UAE, ROAS and ITC-Turin.

<b>Challenges /negative lessons - Causal factors</b>	In the training programme provided by ILO to MOHRE labour inspectors, some trainers were not able to provide the quality sessions expected by MoHRE, they were assessed by participants as having less practical experience, not experts in the specific topics and unable to maintain interactive and case-study-driven sessions. This was further exacerbated with the change in timing of the training workshops and having to rely on less experienced trainers when the more suitable ones had other commitments.
<b>Success / Positive Issues - Causal factors</b>	Being a global expert and a strategic partner to MoHRE, ILO should be able to place more emphasis on the selection process of trainers and moderators conducting similar capacity strengthening programmes for labour inspectors. The ITC in Turin is a centre of excellence that has a unique position to guide and support the selection process ensuring regional and country specific expertise are respected.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Design and implementation

## ANNEX 6: TIMELINE AND WORKPLAN

Evaluation Activity												
	June 2024				July 2024				August 2024			
	W-1	W-2	W-3	W-4	W-5	W-6	W-7	W-8	W-9	W-10	W-11	W-12
<b>Inception</b>												
Kick-off meetings between consultant and ROAS												
Desk review of documents												
Evaluation methodology, tools, matrix, participants list												
Submission of draft Inception Report												
ROAS review and feedback												
Submission of final Inception Report												
<b>Data collection &amp; Analysis</b>												
Virtual KIIs/ data collection												
Data organization and preliminary analysis												
Data triangulation & in-depth analysis												
Submission of draft evaluation report by consultant												
<b>Reporting</b>												
ROAS review and feedback												
Submission of final Evaluation Report, addressing comments												
Submission of executive summary, lessons learned & good practices												
Approval of final submissions by ROAS												