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Evaluation of the ILO Project, "Enhancing labour inspection effectiveness"

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Acronyms

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

Executive Summary

Background

The objective of the evaluation was to assess efficiency and the extent of the Norwegian-funded project “Enhancing labour inspection effectiveness”, implemented by the ILO. Emphasis was placed on the assessment of the methodological approach for building the capacity of labour inspection services in order to develop the approach for future use. The evaluation was also asked to provide evidence on whether an extension of the project and additional funding were justified, in order to consolidate project results and ensure the sustainability of impact.

In this context, the purpose of the final evaluation was to:

- a) Determine if the projects have achieved the stated immediate objectives and to explain the difficulties encountered and identify lessons learned;
- b) Determine to which extent the identified outputs (see project log frames) have been achieved and assess the implementation status (in particular of labour inspection action plans);
- c) Evaluate the quality of project design, project management and performance monitoring vis-à-vis the achievement of project immediate objectives; and
- d) Assess the potential of project continuation and of a consolidation of project results conducted towards the fulfilment of the milestones indicated in the P & B 2010-2011, under outcome 11, indicator 11.2: strengthening labour inspection systems in line with international labour standards and the Strategic Policy Framework 2010-2015.

The Project “Enhancing labour inspection effectiveness”

The Norwegian-funded ILO project “Enhancing labour inspection effectiveness” supports activities related to the Joint Immediate Outcomes and the development of universal tools. The strategy for delivering the Joint Immediate Outcomes includes activities requested by the ILO Governing Body (at the global and national levels) helping member States undertake tripartite audits of labour inspectorates and developing national action plans to strengthen inspection services. Extra-budgetary resources will be sought to expand these activities. In addition, nearly 30 countries made labour inspection a priority in their country outcomes for the 2008/09 biennium. Several DWCP now reflect this objective and four sub-regional offices have noted constituent demands in a regional outcome on labour inspection.

Main Findings and Conclusions

The ILO project, “Enhancing labour inspection effectiveness” has met or partially met its objectives. The project has been implemented in an efficient and effective manner. The ILO- and national-level stakeholders exhibited good participation and ownership and contributed to the results. All national level activities have been undertaken, with reasonable deviations from the initial project descriptions. The evaluation did not identify significant project deficiencies that could be related to the ILO. The exception was under-estimation in the planning phase of the time needed for implementation, in some countries, leading to a no-cost extension.

As specific additional findings, the project:

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- Met or partially met its objectives to strengthen and modernize Labour Inspectorates, with some results varying according to the country context.
- Met or partially met its objectives to ensure that employers’ and workers’ organisations are in a better position to engage with the Government and promote compliance with legislation.
- Will be affected by the short-term nature and lack of follow-up to consolidate results, which undermine consolidation of results and sustainability.

As areas of concern, it was not possible to complete implementation in all participating countries within the initial period. Planning, therefore, was not realistic. Project implementation was timely in Budapest countries, which had strong incentives related to EU accession. However, the need for additional time in Beirut countries was not properly taken into consideration. Some delays can be attributed to insufficient commitment or resources at the national level, requiring advocacy from all stakeholders to engage in greater commitment. Note was made that the primary beneficiary of training during the audit process in some countries was the Government, as the Government had best access. Distribution of benefits, therefore, may not always have been equal.

Sustainability will ultimately be determined by the commitment and efforts made by the Government and the social partners (which, ultimately is beyond the ILO’s direct control). Sustainability may be undermined by the short-term duration of the project and limited capacity of the ILO and Governments for follow-up and consolidation of results. There was evidence that sustainability will be enhanced by an additional phase to the project, focused on additional training and support to the implementation of inspection systems. The ILO made a good contribution to sustainability, through its institutional commitment, the quality of services and project design.

Recommendation and Lessons Learned

Continuation question

The current project has produced tangible yet incomplete results and requires consolidation. Termination of the project at this moment would undermine sustainability and may lead to the loss of some achievements. The ILO and Norway, therefore, should consider an extension for at least the next Norwegian framework/programme period.

If an extension is granted, the work should focus on the consolidation of the results in the current core group of countries. Particular emphasis in resource allocation should be placed on the Beirut group of countries, which has shown slower progress and has a greater need for ILO support.

The project may be scaled-up to include new countries. However, expansion to new countries should not occur at the expense of the objective of consolidating past results in the original core group of countries. Criteria for expansion, therefore, would include the availability of adequate financial resources and ILO institutional capacity. The ILO may also have to consider adapting the methodology to meet new country conditions.

The global product should be spread as widely as possible and adequate resources for translation should be included in the project.

The global products

The global product should be further developed and spread, as online training courses and include more audio-visual material. In addition, translation should be intensified according to need.

The ILO should collect statistics of individual web pages based on demands and should set these as indicators in the log-frame. This will improve the monitoring and evaluation of the web pages (in terms of performance).

The material from other quality providers of LI knowledge, like the networking partners of LAB/ADMIN, should be made easily accessible to visitors through the ILO web site.

The web site should facilitate networking and exchanges of ideas and knowledge. The present web site is not particularly dynamic and does not facilitate networking (i.e. user forums, etc...). The web site could be modernized by including a social platform to facilitate networking and participation, something that we know is of interest to the beneficiaries.

Project management

For future implementation, a proper log-frame with indicators and baselines should be developed. The log-frame will also be useful as a project management tool.

It must be expected that some countries need more advanced support as they progress in strengthening LI. A future project should, to a certain extent, assist with this. The donor and the project management should have a policy discussion on how to, and to what extent, cater for increasing demands as countries become more advanced in LI. The policy decision will have consequences for resource use.

Other recommendations

A key issue raised by LI was the lack of registry systems in the countries. The ILO has some competence on such systems and there have been ideas that LAB/ADMIN should assist countries in building such systems. The evaluator does not recommend that LAB/ADMIN take full responsibility for such a resource-demanding task. Based on the experience of the evaluator, the development and implementation of such systems should be organized into special entities; reference is made to ASYCUDA and DMFAS, which are also UN-developed computer systems for use at the national level.

Questionnaire survey(s) should be made as follow-up to trainings and events, as well as an annual survey of each participating country to monitor progress and change.

Lessons learned

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

1. Capacity development projects must take a medium term perspective, regarding both implementation and funding. One year is often too short for interventions that aim to strengthen capacity and involved changes to systems, procedures, behaviour and attitudes. This

is particularly the case when a project also seeks to expand the political commitment of the participating government and the other social partners.

2. The national context of each participating country needs to be assessed and considered in the projects design, to ensure expectations and resources are realistically aligned. In the case of the original group, those countries seeking EU accession had more favourable political conditions. Future project design may be able to weigh resource allocations based on assessment results, to support countries where the context is more challenging or the needs are greater.
3. Building results frameworks into project design is now a long established standard, to improve planning, implementation and monitoring and assessment. The ILO must build a credible results framework into the future design.
4. Web sites and other global products can facilitate networking and exchanges of ideas and participation. Beneficiaries appreciate networking and exchanges. Furthermore, the technology for providing this for web sites and global products is available.

1. Background and Project Description

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

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

However, in many countries, globalisation and the changing world of work with its new employment patterns have been accompanied by reduced government interventions in the workplace. Even where there is general agreement on the benefits of labour inspection, the real impact of inspectors has often been limited, especially amongst vulnerable or hard-to-reach groups and the expanding informal economy, as recent accident and ill-health trends show. There are various reasons according to the project document¹, including:

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

¹ Proposal for activities under the Norway-ILO cooperation agreement, 2008-09 Labour Inspection

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

ILO Labour Inspection work

In response, the ILO has provided technical assistance to its constituents, to promote implementation of Conventions 81 and 129, which are up-to-date instruments. The ILO has published materials on labour inspection, recently among these the “Integrated Labour Inspection Training System” and “A Toolkit for Labour Inspectors”. The ILO also published handbooks for labour inspectors on HIV/AIDS, Forced Labour and Human Trafficking, as well as several manuals on child labour inspection in Latin America, and a new manual on labour inspection and the elimination of child labour was prepared. For the biennium 2008-09, a new methodology for conducting tripartite labour inspection audits was developed and is now being used successfully in some countries.

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

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

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

The funds came from the regular budget and the strategic budget for strengthening labour inspection was USD 2 733 431 for the biennium. Already in the ILO Programme and Budget 2008-2009 it was raised that the “ILO will seek extra-budgetary resources to expand its activities in this area”.

The Norwegian funded ILO project “Enhancing Labour Inspection Effectiveness” supports both activities related to these Joint Immediate Outcomes, as well as development of tools for global use. The strategy for delivering the Joint Immediate Outcome includes a number of activities at both global and national levels as requested by the Governing Body. This strategy includes supporting member states to:

- Undertake tripartite audits of labour inspectorates; and
- Develop national action plans highlighting the need to allocate and increase resources for labour inspection.

Extra-budgetary resources are sought to expand these activities. In addition, nearly 30 countries have made labour inspection a priority in their country outcomes for the 2008-09 biennium. Several DWCP are reflecting this need, and four sub-regional offices have reflected constituent demands in a regional outcome on labour inspection.

Besides the activities foreseen within the Joint Immediate Outcome, the project contributes to the development of universal tools to be used to advance labour inspection in the fishing sector in ILO member States. This will include contributing to the development of guidelines for inspection of foreign-flagged fishing vessels visiting the ports of States that have ratified the Work in Fishing Convention, 2007 (No. 188) and to the development of the tools and guidance to assist States to implement their flag State responsibilities under the Convention.

The Norwegian funded projects had two immediate objectives, notably:

1. Labour inspectorates are strengthened and modernized, moving towards more prevention oriented organizations; and
2. Labour inspectorates, employers’ and workers’ organizations are in a better position to engage in programmes to promote compliance with legislation.

The Evaluation

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

In addition, the terms of reference wanted the evaluation to provide evidence that an extension of the projects under allocation of additional project funds would impose itself, in order to consolidate the project results, which were already achieved, as the projects did not last long enough to ensure sustainability of project impact. This would be an important step for the countries covered by these projects to strengthen their labour inspection services, which in most cases continues to be a national strategic objective in the biennium 2010- 2011. Moreover, this would be an important cornerstone for the development of a real programme for countries worldwide, which aims at strengthening national law enforcement machineries in a sustainable manner. This is a crucial condition for ensuring decent working conditions globally. A final evaluation is also compulsory part of ILO policy in the field of technical cooperation.

Project Description

The projects aim at strengthening labour inspection services in Europe and Central Asia and covering the following countries: select countries serviced by the ILO offices in Moscow (Armenia and Kazakhstan), countries under the ILO Budapest office (the former Yugoslav Republic of Macedonia, the Republic of Moldova and Montenegro and Albania) as well as some of the countries under the ILO Beirut office (Lebanon, Oman, the Syrian Arab Republic and Yemen).

The projects have been carried out at national and global levels. They included several stages:

- In the first stage, labour inspection audits were conducted, in which strong and weak points of the targeted national labour inspection systems were identified. Findings and recommendations were documented in labour inspection audit reports, which, after their completion, were submitted to governments and social partners for their endorsement; and
- In the second stage, labour inspection action plans were designed and endorsed, containing concrete actions to be taken, in response to the weak points identified during the audits. Such actions included activities such as training, the development of national training plans and strategies, of labour inspection tools such as checklists and labour inspection procedures, the improvement of the civil service career and the building of data collection systems for labour inspectorates.

Another component of the projects has been raising the awareness of social partners about the role of labour inspectors. Support education and training materials have been used, as part of an education strategy. Activities at the national level have been supported by the development of global products. These included the development of training modules and a training CV for labour inspectors. With the support of ITC Turin, a website was built to host materials, publications and good practices, strengthen international labour inspection networks and support information exchanges. In addition, awareness raising material on the role of labour inspection and social partners was developed.

Moreover, the projects had a component on improving labour inspection of fishing vessels, with a particular emphasis on inspection for compliance with national laws, regulations and other measures implementing the Work in Fishing Convention, 2007.

This included drafting guidelines on the inspection of foreign fishing vessels and putting them before an international tripartite meeting for adoption. Other components comprised the development of a handbook on improving working and living conditions of fishing vessels (drawing for case studies on selected countries) and developing training material for inspectors and related seminars/workshops.

2. Purpose of Evaluation

The purpose of the final evaluation was to:

- a) Determine if the projects have achieved the stated immediate objectives and explain which difficulties were encountered while identifying the lessons learnt;

- b) Determine the extent to which the identified outputs (see project log frames) have been achieved and assess the implementation status (in particular those of labour inspection action plans);
- c) Evaluate the quality of project design, project management and performance monitoring *vis-à-vis* the achievement of project immediate objectives; and
- d) Assess the potential of continuing the project and consolidating the project results achieved in fulfilling the milestones indicated in the P & B 2010-2011 under outcome 11, indicator 11.2: namely, strengthening labour inspection systems in line with international labour standards and the Strategic Policy Framework 2010-15, according to the terms of reference.

3. Evaluation Methodology

The evaluation framework

The evaluation methodology triangulated three forms of data, as presented in Figure 1: Concept Model. The triangulation approach was used to: (i) verify and strengthen findings and analysis to be methodologically independent, and; (ii) to utilize all existing knowledge in an optimal manner.

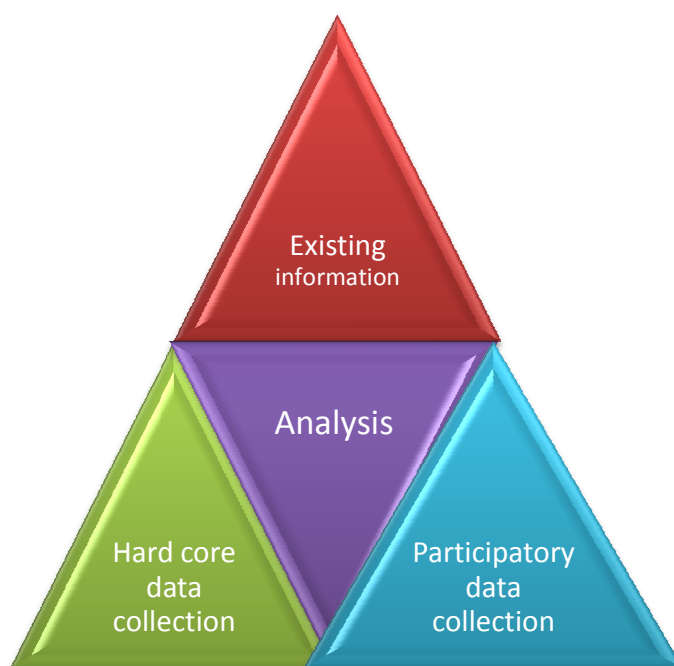


Figure 1 Concept Model

- Existing information: The evaluation consultant has during Step I reviewed the documentation and related material.

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- **Hard data collection:** A web-based questionnaire survey was undertaken to provide information about the views, experience and recommendations among ILO Labour Inspection stakeholders. The necessary contact details (e-mail addresses etc) for those recommended to receive the questionnaires was made by LAB/ADMIN based on involvement in the project.
- **Participatory data collection:** The evaluator did workshop sessions with facilitation, which covered achievements and challenges up to present, vision, actions and recommendations. The workshops were complemented with individual interviews.
- **Analysis:** After the field visits, and receiving the responses from the questionnaire survey, the analyses culminated in the drafting of this report.

The steps

The evaluation was undertaken in several steps:

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

Step 2, Participation in an ILO workshop in Bitola, Macedonia 10-14 May 2010: The consultant participated as an observer in the: “Sub-regional Workshop on the ILO Training Curriculum on Labour Inspection” in Bitola, Macedonia 10-14 May 2010. During this workshop, the consultant observed the training, interviewed presenters, ILO regional staff as well as participants and representatives from the host government.

Step 3, Interviews and workshop in the ILO HQ, Geneva during 18-21 May, 2010: During the Geneva visit, the consultant had a workshop with involved ILO staff, as well interviewed staff from LAB/ADMIN, other ILO units, including CABIN, PARDEV and other DIALOGUE units. In addition, a video conference with ITC, Turin, was held.

Step 4, Workshop and interviews with Syrian and Lebanese senior LI officials, labour inspectors and representatives of the workers’ and employers’ organizations, as well as ILO staff from 24-25 May, 2010: The evaluator visited the ILO Office in Beirut where both Syrian and Lebanese participants participated in an evaluation workshop.

Step 5, Writing report: After returning from the field visits, the evaluator analysed the experiences and material and drafted a report. The draft report was circulated for comments and then finalised.

Questionnaire survey

A questionnaire survey was prepared and sent to project stakeholders (stakeholders selected were those who appeared able to respond to the questionnaire in English). The intention with the questionnaire was to both get information about the results and processes of the project, as well as ideas and recommendations. The questionnaire contained both multiple choice questions as well as text

questions regarding all key aspects of the evaluation. The questionnaire form is attached as Annex 4 and a presentation of the responses in Annex 5.

The survey included programme and ILO staff, persons that have contributed to the project as well as beneficiaries. Access to English-speaking beneficiaries was limited. Therefore, the majority of the respondents are not beneficiaries. The interpretation of the findings must include this point. The findings represent the views of knowledgeable, but non-independent respondents.

The ILO developed the distribution list for the survey. Sixty-four people² were invited to fill in the survey. Many invited respondents found that they were not in a suitable position to fill in the survey. Six people informed the evaluator that they did not have enough information to fill in the survey. It is likely that even more respondents did not fill the survey for this reason, but did not inform the evaluator about it. In total, 31 respondents fully completed the survey or to some extent; this gives a response rate for relevant respondents of 55% or more.

Definition of Key Evaluation Terms

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

Relevance

“The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners and donors’ policies.” The OECD notes that retrospectively, the question becomes whether the objectives of an intervention or its design are still appropriate given changed circumstances.

Efficiency

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

Effectiveness

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

Impact

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

Sustainability

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

² There were 68 unique e-mail addresses, however four e-mail addresses bounced.

4. Findings

This chapter will present the findings from the document study, field visit interviews and workshops as well as the questionnaire survey. The findings are largely structured according to the questions requested in the TOR.

4.1 Fulfilment of objectives

As mentioned above, the project has the following immediate objectives:

1. Labour inspectorates are strengthened and modernized, moving towards more prevention-oriented organizations.
2. Labour inspectorates, employers’ and workers’ organizations are in a better position to engage in programmes to promote compliance with legislation.

The response was clearly positive when respondents were asked “to what extent do you agree that the ILO labour inspection project has fulfilled these objectives?”

Table 1: Strengthened Labour Inspectorates

Labour inspectorates are strengthened and modernized, moving towards more prevention oriented strategies		
Yes, very much	8	26,67 %
Yes	21	70,00 %
No	1	3,33 %
No, not at all	0	0,00 %
Total	30	

Experience from the field visits support this finding. Labour inspections in the selected countries were strengthened in terms of having increased its capacity through the project’s training, according to feedback in interviews. A modernisation of LI is occurring in many of the countries and it has been strengthened by the process. However, the modernisation and the actual moving-towards a more pro-active oriented strategy will take more time and will be influenced by national circumstances. The project, therefore, has made a positive contribution to modernisation in many of the participating countries and supported them in taking a more pro-active approach.

This is also the case with the sector component of fishing, where the project helped to better integrate inspections (in accordance with Convention No. 188) into the general scheme of labour inspection, as well as being a factor in improving FAO/ILO (SECTOR and IPEC) cooperation on labour inspection of child labour in the fishing sector. This is also a strengthening and modernisation episode, although not implemented by the project at the national sector level.

4.1.1 Promoting compliance with legislation

When asking if the “labour inspectorates, employers’ and workers’ organizations are better positioned to promote compliance with legislation” the respondents were also positive.

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Table 2: Compliance with legislation

The labour inspectorates, employers’ and workers’ organizations are better positioned to promote compliance with legislation.

Yes, very much	5	16,67 %
Yes	24	80,00 %
No	1	3,33 %
No, not at all	0	0,00 %
Total	30	

The project involved the tripartite in the audits. However, most participants in training were government staff. Employers and trade unions were less involved. It is likely, therefore, that government personnel benefitted more than they did, according to the view of the evaluator. Findings from interviews reveal that social partners participated in trainings particularly in the Beirut countries and in other training as well.

The respondents referred to capacity building, useful tools, guidelines and better coordination as major accomplishments of the project. In particular, achievements related to capacity building were frequent mentioned during interviews and in the survey.

When asked to what extent has the project achieved its immediate objectives and reached its beneficiaries and target groups, many responded that the objectives were reach to a high extent but many also pointed to the fact that time was very short as well as resources limited.

Similar reactions were frequent in interviews and workshops in the field. The project seems to have tapped into a previous unmet demand with a target group that grabbed all capacity building – through the audits, action plans and the trainings - with desire.

4.1.2 The project approach

The project was undertaken over a short timeframe. The approach was based on previous ILO experience and results from the first LI audits. Action plans were developed and implemented on this basis, as a standard for all of the project elements.

In general, stakeholders perceived that the project approach was successful and they adapted to the projects’ constraints in terms of limited timing and staffing. The project approached also utilised ILO’s experience related to LI. This was both the finding from the survey as presented below as well as the interviews.

Table 3: Project Approach

Has the project approaches been successful?

Yes, very much	10	37,04 %
Yes	16	59,26 %
No	1	3,70 %
No, not at all	0	0,00 %
Total	27	

4.2 Relevance

The project was relevant, according to findings from interviews, the survey as well as from the documents reviewed. All the project countries had significant gaps in their LI system. The project has addressed the gaps and contributes to filling the identified gaps.

The project developed out of a need to establish LI as a means to implement government economic and social policy. The resurgence of LI was felt internationally although ILO member states wanted more focus to be placed on the subject matter. This would have falling in line with domestic interests as many ILO countries have placed LI as a priority portion of DWCP. LI is attractive for ILO member states and donors as a tool for interacting with governments. While the employers’ federations and trade unions also interact with government, their work for improved labour standards tends to be tenser and bears the characteristic of creating conflict with the idea of LI being a government tool to be used to implement good labour standards.

As many Budapest countries are working towards EU membership, LI is one key aspect that must be in place to fulfil EU demands, according to findings from interviews. Therefore, these countries – both the states and the individual labour inspection agencies - have a motivation that is more defined than countries not focusing on meeting EU standards. This motivation was clear during the Macedonia workshop, as well through interviews and survey. For the Budapest countries, the motivation was explicit in the form of interviews and clear statements highlighting the need for the LI system to be upgraded and aligned with good practice that will allow for EU accession. Additionally, a permanent secretary for one of the Budapest countries was interviewed and here the strategic and political motivation for EU accession was emphasised.

The project seems to come in a right time window as well as fit into a need in the Beirut countries. The LI units had little resources, understaffed and lacked both training and government coordination, but the governments showed good commitment to change. Particularly Oman and Syria are good examples of this. Already before the start of this project the government of Syria together with both social partners has been stressing the urgent need to strengthen the labour inspection system in the country, according to interviews and document (PROPOSAL FOR ACTIVITIES UNDER THE NORWAY-ILO CO-OPERATION AGREEMENT 2008-09 LABOUR INSPECTION RAB/09/50/NOR).

Labour market governance is one of the major components and priorities of the DWCP for Syria because of great interest expressed by the government – represented by the Ministry of Social Affairs and Labour (MOSAL) and the social partners, according to ILO. For Oman, the past years have witnessed a restructuring of the Ministry of Manpower (MOM) with emphasis on enhancing the capacity and technical expertise of the Ministry’s staff. The first assessment of the labour inspection and dispute settlement directorates at the Ministry has brought to light the clear weakness in this unit, according to the ILO. The expansion of the labour market has created new challenges for the government and the social partners.

LI inspectorates in all the project countries – as well as many others – have a lack of:

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- a) Training and awareness raising
- b) Modern systems and organization
- c) Carrere development and progress

Regarding point a), Labour Inspectors in the Budapest countries have not received training for ten years, according to information provided during interviews. LI has not been a priority for the governments to invest resources in and, therefore, inspectors have not received training for a long time (ten years as a frequently used estimate made by many stakeholders interviewed). The need for training, as well as the interest that ILO trainings activities were received with, demonstrates there was a demand for the project and it was relevant. LI in the Beirut countries also lack capacity building, Oman for example The inspection directorate lacks the capacity to develop policies, monitor working conditions, mediate labour conflict and produce reports on the developments on the Omani labour market, according to the project documents. In addition, the other Beirut countries have significant capacity gaps.

Regarding point b), LI systems and organizations in many of the project countries were not modern or up to date, according to documents and interviews. LI often focused on only a limited set of rule violations. Often other government bodies undertook LI related controls without any coordination with the LI unit, like social security inspection in Lebanon. In addition, registry systems (computerized) were frequently in place that made it difficult to plan, undertake, coordinate and follow up on inspections. The project provided training, network and teaching material that made it possible for the LI from the countries to learn better ways both to undertake and organize LI.

Regarding point c), LI was a “dead end” career in many of the countries, particular in the Budapest and Moscow countries. In the Armenian case, although inspectors have the status of civil servants there was no career plan for their development. Incentives for promotion between the different grades have not been established, and the audits found salaries are not attractive. In the Beirut countries, LI was a position held only for a few years before personnel circulated to other positions. The project, therefore, contributed to the revaluation of the status for the LI profession, as well promoting it as an attractive career.

The respondents to the survey also agreed that the ILO programme is relevant for their needs. Over half answered “yes, very much”, to this question.

Table 4: Relevance

Is the ILO programme for enhancing labour inspections relevant to your needs?		
Yes, very much	14	51,85 %
Yes	11	40,74 %
No	2	7,41 %
No, not at all	0	0,00 %
Total	27	

4.2.1 Gender

The project addresses gender in an adequate manner, according to the evaluators experience from the field visits. However, gender is not a major focus area for the project, according to documents, interviews and survey.

Many women attend seminars and trainings, reflecting the fact that also women are represented. In the Bitola workshop, 10 women and 11 men attended. When holding the workshop in Beirut, there were 4 women and 12 men.

When asking the respondents about whether mostly men or women benefitted from the project, the majority of the respondents answered that men and women equally benefitted.

Table 5: Gender participation

Did both men and women benefit from the project?		
Mostly men benefited	5	17,24 %
Equally benefits between men and women	24	82,76 %
Mostly women benefited	0	0,00 %
Total	29	

The survey findings correspond with the findings from the workshop and interviews in the fields. In the interviews in Bitola it became clear that many labour inspectors are women in Budapest countries and activities and support towards LI therefore will support the women staff as well in these countries.

Gender is also included in the global product (the training package) as one issue to be mentioned, however not a major part of the training. Also the audits address that national-level register on occupational accidents and diseases should be developed, disaggregated by gender (maintaining personal confidentiality), to allow better analysis of trends, as well as planning visits and organizing campaigns for prevention purposes (example Macedonia audit). Additionally, audits address gender balance for labour inspectors if this is an issue (example Armenia audit).

4.3 Validity of the project

Findings from the survey, field visits and studying documents are unanimous that the strategies, at least objective one, and assumptions where appropriate for the project. The respondents voice strongly that the project strategies, objectives and assumptions were appropriate for achieving planned results, can be read from the table below.

Table 6: Appropriateness of strategies, objectives and assumptions

Were the project strategies, objectives and assumptions appropriate for achieving planned results?		
Yes, very much	11	39,29 %
Yes	17	60,71 %
No	0	0,00 %
No, not at all	0	0,00 %
Total	28	

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Interviews and workshops in the field also present the same picture, that the strategies and objectives were appropriate. “Planned results” in this respect should be interpreted as fulfilling the action plan for the respective country, as the “planned results” in terms of indicators in the log-frame in the project document is not yet visible. The log-frame is designed for a longer-term project or for an ex-post evaluation years after the completion of this (initially) one year project. The indicators in the log-frame have not been possible to verify until recently, and the log-frame is for the first time presented as an Annex to this report.

The project pushed through a large scheme of activities in a short period of time, the success factor is likely to be the unmet demand for training and upgrading by the governments in the selected countries. This is supported also by Table 7 below, which shows that the activities were appropriately adapted to the country needs. The evaluator believes that the successful LI audits and access to ILO resources (training and other ILO services) to upgrade a needed and priorities for the government, was a successful combination.

Table 7: Country needs

Were the activities appropriately adapted to the country needs?		
Yes, very much	14	50,00 %
Yes	12	42,86 %
No	2	7,14 %
No, not at all	0	0,00 %
Total	28	

The survey also showed that the respondents believe that the projects objectives and approach likely is understood by the constituents. Labour inspectors explained that they previously have not met a proper understanding from government – nor particularly employers – about the need to enforce labour standards.

Table 8: The constituents understanding

Did the constituents understand the project’s objectives and approach?		
Yes, very much	12	42,86 %
Yes	15	53,57 %
No	1	3,57 %
No, not at all	0	0,00 %
Total	28	

The selected governments showed through the LI audits that they had commitment. Similar commitment was presented when talking to higher officials in Macedonia. That LI was included in the DWSP also indicates that the constituents including government supported LI and hence this project. As discussed elsewhere this commitment towards LI is for the Budapest countries related to their strong motivation for EU membership. This is also reflected in the survey as showed below, where all respondents answered yes to the question did the government support the project objectives.

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Table 9: Government support

Did government support the project objectives?		
Yes, very much	10	37,04 %
Yes	17	62,96 %
No	0	0,00 %
No, not at all	0	0,00 %
Total	27	

While some of the written comments in the survey were also highly positive, others pointed to the fact that the government did not necessarily need to commit much to accommodate the project.

Below is a selected sample of both positive as well as more reserved comments on the support from their government:

“<The Ministry> was very committed and extended all the necessary support. The issue of Labour Inspection is a high priority as the country is transitioning into a social market economy and the existing labour inspection system (and the labour law indeed) is failing to accommodate the rapid socio-economic needs. <The Ministry> was very keen on maximizing this opportunity to build the capacity of its existing labour inspection system as well as paving the way for a forthcoming expansion/reform which the new labour law will allow. They were very engaged and proactive in the discussions, which led to the design of the project country strategy, yet they generally felt that the project needs to continue to respond to the emerging changes and needs.

The support was limited to the presence of all needed experts, but the application of the needs (from recommendations) will stay marginal instead of being effectively implemented.

Our Government positively participated in all workshops and helped to organize workshops. They worked to develop the inspection system and the involvement of the parties concerned

The Ministry of Labour has provided strong support for the project, especially in terms of the selection of participants for training and coordination with social partners.

On support from the governments - this seemed to be very strong, though the ability of governments to change culture and strengthen labour inspection may be in doubt.

Governments were supportive and, in particular, were very keen on having the training material, which they could use for national training plans.”

4.4 Implementation status, project progress and effectiveness

The implementation was intense and tight regarding time followed a predefined format and was effective and quick with a strong and adapted approach. Some delays occurred and a no-cost extension was necessary to complete the project. Even though this increased the actual completion time to 16 months from the planned 12 months, the evaluator regards the implementation and progress as good. By deciding on an implementation model up-front, time was used effectively to implement the project.

The project came up after LAB/ADMIN – which was established before the LI project – had been running with little funding (only salary funding) to undertake activities; it fit into the Norwegian priorities. However, as the Norwegian programmatic funding of the ILO was in the middle of a period the project was funded for only one year. The funding was to be spent over a short period and, therefore, it there was only time for quick execution. The design that was chosen was: a) first to make a Labour Inspection Audit of each country in the project; b) make an action plan; and c) then implementation the actions in the plan. In addition, a global training course for LI to be developed by ITC-Turin was also initiated.

Labour administration and labour inspection audits are not new to the ILO. Much experience was already been gained from audits carried out by the ILO’s “In Focus Programme for the Promotion of Social Dialogue, Labour Legislation and Labour Administration” (IFP/Dialogue) and the International Programme on Safety and Health at Work and the Environment (SAFEWORK). These included audits carried out in Argentina (1989) Panama (1995), Haiti (1998), Bolivia (2000), Luxembourg (2002) and Latvia (2005), as well as partial assessments in Brazil and Chile in the early 1990s. This experience was used when putting together the approach in this project.

The audit of the Budapest and Moscow countries started up quickly when the project officially opened in March 2009. By then, the discussion and planning for the project had been in place since late 2008, with concrete planning including the hiring of a Chief Technical Advisor (CTA) in Budapest. The LI audits were made by ILO staff, most of them by the newly hired CTAs. The last audit for the Budapest/Moscow countries was made early July 2009. The mid-east countries under the Beirut office started immediately after that and went on from July to October 2009.

After the audits were done, LI action plans for each country were made and agreements were reached with the country government. Most actions were targeted during the project period and were typically funded by the ILO. Most action plans were undertaken shortly after the audits. However, some countries like Albania and Armenia did not have an action plan before September and November 2009. During the audit visit in Kazakhstan, it *“was concluded that there is no need to strengthen labour inspection, although actions in order to get a more free access for inspectors to the workplaces should be undertaken³”*. Therefore, Kazakhstan does not have an action plan to execute. Oman was already in the audit referred to as a possible model country for LI systems in the region.

The list of actions consisted of mostly trainings and awareness raising seminars, but also some elaboration of labour inspection tools, including protocols and checklists were supported. The Budapest/Moscow countries went ahead first as the activities were a priority for the countries (due to their aspirations for EU membership). The Beirut countries took more time to implement plans. This seems to be related to different process speeds in the different governments. Beirut countries normally need more time to get things moving when the government has to be involved (more so than the Budapest countries).

The implementation was ambitious, considering the short time available for implementing numerous activities and spending relatively large amounts of money. As spring 2010 approached, it became clear

³ From Mission report Yerevan- Moscow- Astana 29 June-10 July 2009, ILO.

that it was not possible to complete the project within the initial timeframe of April 2010. Therefore, a no-cost extension until September 2010 was approved by the ILO and Norway. However, the extension was enforced on all the TC projects in the Norway portfolio and this caused difficulties for the projects that were on-track. At the time of the Geneva visit, the TC projects on-track affected by the extension had not been given funds to operate at a comfortable level.

As the mandate of this report pertains only to the assessment of the LI project, the report does not assess the negative impacts on other projects and activities.

4.4.1 Quality and quantity of support

The quality and quantity of support are regarded as good, according to the findings from the field visit and the survey.

Generally, the majority of survey respondents assess the quantity and quality of the outputs produced as far as being satisfactory. Only two respondents of the 28 that filled in this question are not satisfied with the quality and quantity.

Table 10 Quantity and quality of outputs

Have the quantity and quality of the outputs produced so far been satisfactory?		
Yes, very much	11	39,29 %
Yes	15	53,57 %
No	2	7,14 %
No, not at all	0	0,00 %
Total	28	

The support for the project, given in terms of products and services, can be sorted into four categories:

4.4.2 Global product

One of the key products is the global training package produced by ITC Turin. It was made through a hectic period starting in March along with presenting and conducting a quality assurance session in the Madrid workshop (30 November to 3 December 2009). During that period, the modules were discussed and commented on by the participants. Before this training package, there were several training modules and material related to LI made by several other units in the ILO, like Safe Work and Forced Labour. The idea was to make a complete and updated training package for LI. The package was made for a two-week training period, but each module is meant to be a standalone product to be used for individual training if needed.

The consultant participated in the Bitola training. Here, the training package was adjusted for a five-day training period. The modules were regarded as “works in progress”, to be changed, updated and adapted for individual use. The material was free of copyrights thus allowing free use for possible non-ILO training providers that would like to use the material in their training. Particular emphasis was laid to the translation of the material as this was essential for training LI in other languages. The modules were developed under tight and hectic deadlines. There was neither the time nor the budget (as the evaluator learned) for more advanced preparation of the modules into online training courses or more

audio-visual presentation of the material. The products were constructed only in the form of flexible paper and electronic presentation material. Some videos of labour inspections exist and they were used in the mentioned trainings. Even though this new LI training package was made, the already existing trainings and material were still in place in other ILO units, thus creating a mushrooming of LI training materials, where both the global product and the existing material were in use.

The material was well utilized in Bitola (indeed, an external consultant report from training in Sana’a in Yemen in March 2010 conveys the same conclusion)⁴. The material fulfils its role as a suitable training package, when facilitated by the ILO or any other competent person or institution. As a global product, which in principle should be accessible to individuals or organizations with limited background and capacity, the modules could come with additional facilitated presentation, like online training course with audio-visual material in addition to the written material. Again, as previously mentioned, it was not within the projects’ timeframe and budget scheme to prepare such courses and material.

The LAB/ADMIN web site is also a global product. The web site (<http://www.ilo.org/labadmin/lang--eng/index.htm>) has been developed and built as a part of the project and now contains four parts:

- A presentation of the LAB/ADMIN programme including its network;
- A brief presentation of the areas covered; labour administration and labour inspection;
- A presentation of what LAB/ADMIN does; its projects, events and meetings, publications as well as instructional materials; and
- Access to information and materials, related to LI statistics, good practices and country profiles, as well as training materials.

ILO does not collect web site statistics for individual pages according to the information given to the evaluator. It has not, therefore, been possible to assess if the web page performs according to the log-frame target of 150 hits per month. It has also not been possible to see if there is a strong positive increase in use, or identify its users and their origins. The web site, as such, is not a proper unit of analysis.

The web site has a lot of material related to the ILO and LI. However, access to other institutions’ material that is relevant is not efficiently accessed. The visitors have to link to the general web sites of ILO network partners, like the ISLSSL. The log-frame is focused on promoting the ILO and what it has to offer in terms of LI material. However, to contribute to the immediate objective (strengthening and modernizing LI) it would be useful to let the visitor also access other quality providers’ material. This material is, according to information given to the evaluator, already collected and reviewed – at least by ITC Turin - as a part of the preparation of the global product. The material is not made easily accessible to the visitors through the ILO web site.

The page does not come up high on searches, when searching for “labour inspection” in Google. The ILO page about “C81 Labour Inspection Convention, 1947 – ILOLEX” was the seventh result so the ILO is represented on the top ten but not the page related to this project. The page

⁴ Evaluation report from Sana’a LI training

“http://www.ilo.int/global/Themes/Labour_Law/LabourInspection/lang--en/index.htm” was the first result. This page was ranked 6/10 on Google’s PageRank scale⁵, which indicates how important the page is. This a bit better compared to the highest ILO page <http://www.ilo.org/ilolex/cgi-lex/convde.pl?C081>, with a ranking of 5/10 and the page that came first in the Google search <http://www.labour-inspection.org/>, which has a Google page-rank of 4/10.

The LAB/ADMIN web page is not a useful unit of analysis and it is not practical to assign a proper analysis to the page itself. However, the page is expanded and updated and, in principle, fulfils the target in this respect.

The conclusion is that the web site is a positive result of the programme. However, the site has not yet reached its potential.

4.4.3 Country approach

The project had a country-by-country approach, even though the methodology was uniform. The assessments, actions and implementation were tailored to the country’s needs and situation. Additionally, the choice of countries was important and indeed, is part of the success. The countries were selected in a decentralized process with the regional offices. Only countries that appeared motivated were selected. The motivation portion was partly because of the regional offices’ knowledge of each country as well as formal characteristics that LI is a part of the DWCP. Most of the selected countries therefore were ready and motivated to join the project. This is particularly the case when the countries are working towards EU membership.

4.4.3 Capacity building

Frequent feedback from stakeholders was the lack of capacity building among LIs. All LI claimed lack of training for many years and as such, the ILO capacity building activities was very welcome. The training and awareness events were, therefore, appreciated.

The enclosed log-frame shows that some aspect of the capacity building, like labour inspection reports, annual LI plans and reporting are coming into place. However, it is too early to measure more fundamental gain like increase of the number of workplaces inspected and increase of the time spent on preventive inspection compared to that spent on sanctions, or other indications of stronger capacity in the labour inspectorates.

4.4.4 Knowledge sharing and experience:

LAB/ADMIN has an established relationship with networks such as the International Association of Labour Inspection (IALI) and the Senior Labour Inspectors Committee (SLIC). It keeps a close cooperation with the International Training Centre of the ILO in Turin (ITC/Turin) as well as with regional labour administration centres such as ACLAE, ARLAC and CRADAT.

⁵ PageRank is a link analysis algorithm used by the Google Internet search engine that assigns a numerical weighting to each element of a hyperlinked set of documents, such as the World Wide Web, with the purpose of "measuring" its relative importance within the set. The algorithm may be applied to any collection of entities with reciprocal quotations and references.

Most participants are practical and experienced professionals. Therefore, one of the benefits and motivation for participation in trainings is to meet and learn from other professionals and other countries’ experiences.

Both the feedback from the Bitola workshop as well as the Sana’a, Yemen training emphasized that participants gained experience and new knowledge and skills. Participants were interested in learning to learn how other countries organised their LI programmes. This appeared to generate ideas and motivation for change for the countries as well.

While the training and teaching from the ILO experts and instructors are useful, the networking, knowledge sharing and experience sharing contribute a valuable but less-measurable result, according to the feedback received during interviews and workshop.

The LI audits have the potential to be very beneficial. The work has been useful in gathering previously unknown information on national labour inspection systems. The audits have also revealed the many challenges and obstacles that countries face both in terms of technical capacity and in terms of resources and have been key in developing action plans to address these same challenges. The ILO sees the audits as an important component in improving the technical assistance of the ILO on labour inspection and increasing the comparative knowledge of different national systems. In addition, this will also generate a knowledge base that will be useful also outside the ILO. If this information is made freely and easily available to the public, it has the potential to generate a public good. A public good is a good that is provided for users collectively, use by one not precluding use of the same units of the good by others⁶.

4.4.5 Responsive to needs of the national constituents

As discussed above the second objective relates to whether the project has “been appropriately responsive to the needs of the national constituents” and the majority agreed. However, 5 out of 28 respondents also disagreed with this statement.

Table 11: Project responsiveness

Has the project been appropriately responsive to the needs of the national constituents?		
Yes, very much	10	35,71 %
Yes	13	46,43 %
No	5	17,86 %
No, not at all	0	0,00 %
Total	28	

4.5 Efficiency of resource use

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

⁶ Defined according to www.personal.umich.edu/~alandear/glossary/p.html

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The time allocated to the project was short. A number of activities were planned and executed during the one year – now extended to 16 months project. The project started with a hands-on and already developed approach. It made audits (which is a needs assessment) already 3-4 months after the project started. The evaluator believes that this approach was efficient. The audits were useful for several reasons: a) to create ownership and understanding for change by the countries; and b) learning the real needs of the LI in the selected countries. Then the different activities were implemented rapidly. Delays occurred, which were normally related to countries that had political issues – like Albania – and the Mid-East countries that needed more time to implement things than was available. However, some countries like Oman did very well and were already prepared and motivated. Changes were already taking place in the Ministry of Labour, as well as in the Omani labour market. Therefore, the evaluator believes that the project has used its time well.

The project’s emphasis on being a short-term intervention has created uncertainty about the future. Although there was a demand for project services, beneficiaries were unsure of what will come next. A long term planning has not really been possible by the project or beneficiaries. Therefore, with a more secure future better longer term planning could have been possible.

Two CTAs were hired as a by the project, one in the Budapest office and one in the Beirut office. In addition to the CTAs, there were several experts in LAB/ADMIN and other units of the ILO (particularly in other parts of Dialogue) that LAB/ADMIN relied on. Particularly the CTAs as well as LAB/ADMIN experts have been busy running trainings after completing the audits. The evaluator believes that the project has used expertise and staffing resources efficient.

The project was allocated a relatively large amount of money compared to the implementation capacity and short time available. Even though it was understood that it would be a challenge to execute and spend the funds in time, the ILO accepted the project. When approaching the end of the project period it was decided to make a no-cost extension for the Norwegian programme. The Norwegian funding agreement contains several projects but a no-cost extension had to be for the whole programme and not only the project with delayed spending. According to what the evaluator learned the need for more time for LAB/ADMIN to execute this project was the main reason to ask Norway for a no-cost extension, even though other projects also could use an extension.

The project was executed promptly and efficient. The experience based on the field visits is that the spending on activities has been adequate as well.

Additionally, the questionnaire survey assesses the use of resources to efficient.

Table 12: Efficiency

Have resources been used efficiently (i.e. activities supporting the strategy been cost effective)?		
Yes, very much	12	44,44 %
Yes	15	55,56 %
No	0	0,00 %
No, not at all	0	0,00 %
Total	27	

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Given the no-cost extension the spending was on track when this evaluation took place, as the table below indicates. All projected delivery rates are high, meaning close or above 90%.

Table 13 Delivery rates

Delivery: LAB/ADMIN projects May 2010

TC Symbol	Project Title	IRIS Project Code	Admin. Unit	Total months elapsed	Months left until end of project	Total expenditure	Remaining balance	Projected Remaining balance (including Commitments)	Official Delivery rate	Projected Delivery rate (including Commitments)
GLO/09/50/NOR	Enhancing labour inspection effectiveness	101603	DIALOGUE	16	3	505 564	128 391	8 160	68 %	99 %
RAB/09/50/NOR	Enhancing Labour Inspection Effectiveness	101615	Beirut	16	3	374 750	209 956	52 909	56 %	91 %
RER/09/50/NOR	Enhancing Labour Inspection	101624	Budapest	16	3	426 899	156 263	64 729	73 %	89 %
TOTAL						801 649	366 219	117 638	69 %	90 %

Figures last updated: 19 May 2010

Table 14 Delivery rate of the project as of May 2010

4.6 Effectiveness of management and arrangements

Responsibilities for managing the project have been both at national and international levels (see Figure 2). The project’s national activities were managed from the ILO Budapest and Beirut offices, where appropriate infrastructure support is available as well as was strengthened by one CTA in each location. The field offices also have an important role to play in fostering collaboration with potential partner organizations. The two ILO offices (Beirut and Budapest), were responsible for the implementation of national activities. LAB/ADMIN will be responsible for delivering the global products and for providing overall technical support and guidance on labour inspection matters. As inspection in fishing is concerned, global products developed under the responsibility of SECTOR.

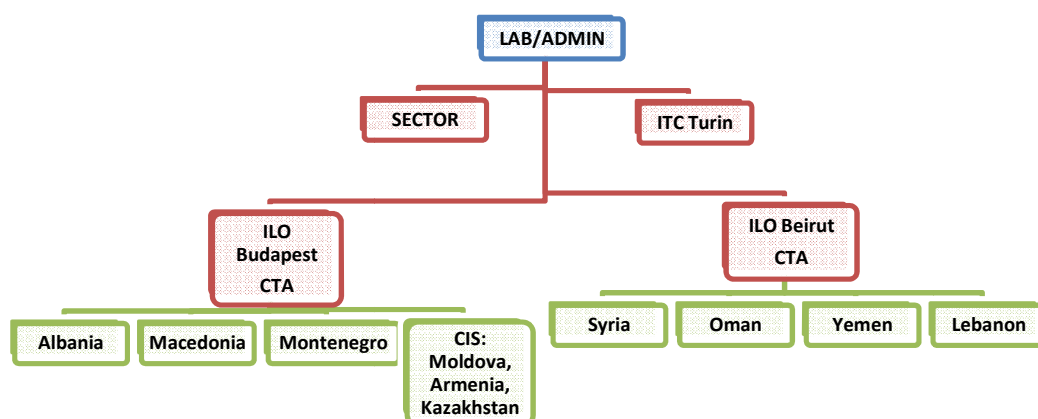


Figure 2: Management structure

The combination of centralized and decentralized approach was successful. Detailed knowledge and good network of a limited number of countries were important. This is both the case regarding selection, execution as well as support for the countries. One CTA were hired for each region (the one in Budapest also covering CIS). The CTA in Beirut is from the region and are likely to perform better in working with the region countries and system than one not from the region.

A log-frame was included in the project documents. The log-frame has not been well used as a project management instrument. The indicators to a large extent were not possible to use before a considerable amount of time after the one-year project was over. The progress report from September 2009 did not present any of the indicators. Still when the project now is close to an end, several of the indicators are not yet produced, this evaluation has collected the indicators that have been within reach for the log-frame, see Annex 1.

The programme document refers to “A performance monitoring plan will be developed as part of the project, detailing indicators, data sources, methods of data collection and responsible person(s) for data acquisition and analysis and reporting”, the evaluator has not experienced any such performance monitoring plan. The log-frame does not include any baselines either, even though most of the indicators seem to be expected to be nil when project started. Indicators are mostly output indicators, some even activities (like in “Regional LI offices regularly report to central authority”), and a few at an outcome level.

The survey rates the ILO offices and specialists support as excellent.

Table 15: Project support

Has the project received adequate administrative, technical and political support from the ILO offices and specialists in the field and from the responsible technical unit at headquarters?		
Yes, very much	15	60,00 %
Yes	9	36,00 %
No	1	4,00 %
No, not at all	0	0,00 %
Total	25	

The support from HQ, Budapest and Beirut, has been very good according to the findings during the field mission. The CTAs are active in supporting national partners, from doing audits and trainings as well as other support activities. The CTAs seems to be something close to “focal points” for the partners in the regions. The HQ with its LI experts supported both the regional offices, trainings, national partners as well the development of the global products.

The project used to the best extent other ILO competencies like the SAFEWORK and Forced Labour. In particular, other units in the Dialogue department were used to help on their issues, join LI audits (particularly in the start) as well as assist as resources for developing the global product. The strategic coordination with other less aligned units seems less mature. Several interviewed in the ILO HQ pointed to the fact that “Everyone is doing something on LI”.

4.7 Impact orientation and sustainability

The period for the project is too short to present impacts or to assess sustainability. As discussed above as well as presented in Annex 1, not all indicators are at a stage where they can be collected.

Assessing the log-frame indicators that are possible to collect at the moment, as documented in Annex 1, noted the following:

- The first objective “Labour inspectorates are strengthened and modernized, moving towards more prevention oriented organizations” appears generally to have progressed well;
- Plans are being made in the project countries. The target of 50% of the audit recommendations implemented emerges also to be achieved;
- The target number of trainings at the national level appear to be achieved or in some cases above target; and
- At the global level – related to information and training packages and disseminations – the delivery is on target. In addition, on the fishing sector progress has been made like a tripartite meeting on Conv. 188/ Port State officers establishing guidelines.

Additionally, the second objective (“Labour inspectorates, employers’ and workers’ organisations are in a better position to engage in programmes to promote compliance with legislation”) appears to be progressing according to the log-frame indicators, where information is accessible. Informal and formal arrangements of collaboration are being initiated and taking place. Also new labour laws and regulation are progressing.

The feedback from the field visits was that progress was strong in countries aspiring for EU membership. Furthermore, stakeholders (particularly labour inspectors) in the Beirut countries were committed to LI. However, this ownership was more individual and less institutional compared to the strong ownership experienced by the aspiring EU member applicants. In addition, the ownership at the top level seemed to be strong in Syria. Oman had and still is progressing well with their reform and apparently is a success story regarding LI reform.

We also asked the survey respondents if national partners were willing and committed to continue with the project. The response was supportive with the national partners being willing and committed to continue with the project.

Table 16: Commitment

a) Are national partners willing and committed to continue with the project?		
Yes, very much	12	50,00 %
Yes	11	45,83 %
No	1	4,17 %
No, not at all	0	0,00 %
Total	24	

However, the respondents were less optimistic – but still on the positive side - when it comes to whether the partners can maintain the results financially at the end of the project.

Table 17: Financial sustainability

Can the partners maintain the results financially at the end of the project?		
Yes, very much	1	4,35 %
Yes	12	52,17 %
No	10	43,48 %
No, not at all	0	0,00 %
Total	23	

The same impression was found during the field visits. The national partners are willing and committed to continue the upgrading of LI which previous was the “step child of government”⁷. The national partners seem understand the benefit, but still lack the financial capacity to continue the upgrading. As well, they are not yet in place with the necessary governmental and institutional support infrastructure in terms of policies and budgeting coherence.

⁷ Quotation from a labour inspector interviewed in the Bitola training.

5. Conclusions and recommendations

The overall conclusion is that the ILO project, Enhancing Labour Inspection Effectiveness has met or partially met its objectives. The project has been implemented in an efficient and effective manner, with good support from the ILO and national-level stakeholders. All national level activities have been undertaken, with reasonable deviations from the initial project descriptions. The evaluation did not identify significant project deficiencies that could be related to the ILO, although local conditions influenced overall performance. The exception was an underestimation in the planning phase of time needed to implement in some countries to implement, leading to a no-cost extension.

As specific findings:

- The project met or partially met its objectives to strengthen and modernise Labour Inspectorates, depending on the country context;
- The project also met or partially its objectives to ensure that employers’ and workers’ organisations are in a better position to engage with Government, and promote compliance with legislation; and
- Sustainability will be affected by the short term nature of the project and lack of follow up to consolidate results;

As areas of concern, it was not possible to complete implementation in all participating countries within the initial time frame. Planning, therefore, was not entirely realistic. Project implementation was most timely in Budapest countries, which had strong motivations related to EU accession. However, the need for additional time in Beirut countries was not properly taken into consideration. Some delays may be attributed to insufficient commitment or resources at the national level, requiring advocacy from all stakeholders to engage greater commitment. Note was made that the primary beneficiary of training during the audit process in some countries was Government, as Government had best access. Distribution of the benefits, therefore, may not always have been equal.

Regarding sustainability, the ILO provides support to member countries and social partners, to strengthen Labour Inspection. Sustainability will intimately be determined by the commitment and efforts Government and the social partners, which is beyond the ILO’s direct control:

- Sustainability may be undermined by the short-term duration of the project, and limited capacity for follow up and consolidation of initial achievements.
- Informants stated that sustainability would be enhanced by an additional phase to the project, focused on additional training and support to implementation of inspection systems.
- Sustainability was enhanced by good planning, and political level commitment to the project before inception.

5.1 Achievements and challenges

Below is a more detailed presentation of achievements and challenges.

5.1.1 Achievements:

The project has achieved the stated immediate objective, formulated as “Labour inspectorates are strengthened and modernized, moving towards more prevention oriented organizations” and “Labour inspectorates, employers’ and workers’ organizations are in a better position to engage in programmes to promote compliance with legislation”. Labour inspections in the selected countries were strengthened, in terms of being capacitated through the projects training. A modernisation process of LI is going on in many of the countries, and has been strengthened through the process. How much strengthened and how far the modernization has come as a consequence of the project is not possible to verify. The ILO’s management of project implementation has been good and project objectives are being achieved in an efficient and effective manner, some implementation delays notwithstanding.

The most important achievements of the project were strengthening of LI systems, capacity building through trainings, and knowledge sharing and networking among participants. Labour inspection has been the “step child” (quotation from a stakeholder) of the ILO and support has been very welcome. Participants have also gained better understanding and awareness of ILO standards. The project has tapped into a previous unmet demand with a target group that grabbed all capacity building – through the audits, action plans and the trainings - with desire.

The support was relevant as many Budapest countries are working towards EU membership. LI is one key aspect that must be in place to fulfil EU demands. Therefore, these countries are better motivated than other countries. The project seems to come in a right time window as well as fit into a need in the Beirut countries.

The project produced a global product, which exhibits potential, in addition to the benefits and use in the projects trainings. Networking appears to be very important for the participants, as most participants are experienced practitioners interested in learning how others are doing things, as well as get ideas for own work environment.

The project involved the tripartite institutions in the audits, however most participants in training were government. Therefore, employers and trade unions were less involved and it is likely that they benefitted less than LI. Social partners participated in trainings particularly in the Beirut countries. The project appeared to benefit both women and men equally, even though regional differences apply.

5.1.2 Challenges:

The project, which was supposed to last only for a year, was later extended to 16 months. Even so, this time period is too short for sustainable gains.

Much emphasis is placed on the fact that the project is for a short period. This has created uncertainty about the future. Project beneficiaries and others involved with the project were unsure of what will come next if anything at all. A long-term planning process has, therefore, not really been possible for the project or beneficiaries.

Delays have occurred. The project completed the activities timeliest in countries with favourable environment for LI and with particular motivation from government (i.e. the Budapest countries, which

are motivated by EU). However, the need for more time in other environments, like the Beirut countries, was not duly taken into account when preparing the project. Additionally, some political issues arose in certain countries.

Funds were large compared to the short time period allowed for implementation. Additionally, the project was initiated on a short notice. The ILO executing unit was also small and the implementation challenges should have been immediately anticipated by the ILO. The resources, however, were small relative to the need and demand from countries.

The log-frames indicators were not applicable as a project management tool and there was no possibility to collect and establish a clear baseline for many of the indicators. The enclosed log-frame in Annex 1 is the first and only attempt to prepare the indicators in the log-frame, according to the information available to the evaluator. The log-frame also included those indicators that could not be collected as well as those yet to be collected.

While the present approach has been, and for some time will be an appropriate one, it must be expected that some countries will demand more advanced trainings and material in the near future.

5.2 Recommendation

5.2.1 Continuation question

The project as it stands now has been promising and successful. However, the project is incomplete and requires a follow up to ensure a consolidation of results. The objectives set as well as the intention behind the LI work is long term and a disconnection now will likely halt and (with time) erode the positive change made through the project.

In addition, the survey respondents recommend a continuation of the project.

Table 18: Continuation of the project

Should there be a continuation of the project to consolidate project achievements?		
Yes, very much	19	79,17 %
Yes	5	20,83 %
No	0	0,00 %
No, not at all	0	0,00 %
Total	24	

A continuation of the project should be for at least, the next Norwegian framework/programme period. The project should continue but the manner in which it could continue is another issue. There are several options:

- a) Include more countries in the same regions;
- b) Do more in the same countries; and
- c) More countries in other regions,

The evaluator recommends, therefore, that the existing core project be continued for an additional period. The project should focus on the consolidation of initial results and the strengthening of the LI in the countries that are currently participating. This is particularly the case for the Beirut countries, which still are dependent on ILO support to bring forward the tasks initiated by this project.

The project may be scaled up to include new countries if additional financial resources are available, the ILO has the institutional capacity to provide support and the programme model itself is found to be suitable.

The global product should be spread as widely as possible and adequate resources for translation should be included in the project.

ILO should assess, decide and make a strategy for a continuation of the project.

5.2.2 The global products

The global product has been further developed, in the form of online training courses. It includes more audio-visual material. It is recommended that translation should be intensified according to needs.

The ILO should, where asked for, collect statistics of individual web pages and include these as indicators in the log-frame. This will make monitoring and evaluation of the web pages in terms of performance better.

The material from other quality providers of LI knowledge, like the networking partners of LAB/ADMIN should be made easily accessible to the visitors through the ILO web site.

The web site should facilitate networking and exchanges of ideas and knowledge. The present web site is not particularly dynamic and does not facilitate networking (i.e. a user forum). The web site could be modernized by including a social platform to facilitate networking and participation, something that we know is of interest to the beneficiaries.

5.2.3 Project management

For future implementation, a proper log-frame with indicators and baselines should be developed. The log-frame should be useful also as project management tool.

It must be expected that some countries need more advanced support as they progress in strengthening LI. A future project should assist with this. The donor and the project management should have a policy discussion on how to and to what extent, they should cater to the increasing demands as countries become more advanced in LI. The policy decision will have consequences for resource use.

5.2.4 Other recommendations

A key problem raised by LI was the lack of registry systems in the countries. The ILO has some competence on such systems and there have been ideas that LAB/ADMIN should assist countries in building such systems. The evaluator does not recommend that LAB/ADMIN take full responsibility of such a resource-demanding task. Based on the experience of the evaluator, development and

implementation of such systems should be organized into special entities; reference is made to ASYCUDA and DMFAS, which are also UN-developed computer systems for use at the national level.

Questionnaire survey(s) should be made as follow up of trainings, as well as an annual survey of each participating country to monitor progress and change.

5.3 Lessons learned

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

1. Capacity development projects must take a medium term perspective, regarding both implementation and funding. One year is often too short for interventions that aim to strengthen capacity and involve changes to systems, procedures, behaviour and attitudes. This is particularly the case when a project also seeks to expand the political commitment of the participating government and the other social partners.
2. The national context of each participating country needs to be assessed and considered in the projects design, to ensure expectations and resources are realistically aligned. In the case of the original group, those countries seeking EU accession had more favourable political conditions. Future project design may be able to weigh resource allocations based on assessment results, to support countries where the context is more challenging or the needs are greater.
3. Building results frameworks into the project design is now a long established standard as it allows for the improvement of planning, implementation and monitoring and assessment. The ILO must build a credible results framework into future designs.
4. Web sites and other global products can facilitate networking and exchanges of ideas and participation. Beneficiaries appreciate networking and exchanges and the technology for providing this for web sites and global products is available.

Annexes:

1. Log-frame verification
2. Planned activities and completed activities country by country according the Action Plans
3. Terms of reference
4. List with project outputs/activities
5. Questionnaire
6. Questionnaire results
7. Bitola Sub-regional Workshop
8. Beirut workshop output
9. Geneva workshop output
10. List of documents reviewed
11. List of people interview

12. Project budget

Annex 1: Completion of log-frame

Immediate objective	Means of verification	Indicators	Verification
<p>1. Labour inspectorates are strengthened and modernized, moving towards more prevention oriented organisations</p>	<ul style="list-style-type: none"> - Data collection, segregated by gender where possible, at labour administration level - New laws and regulations dealing with labour inspection - Checking of annual labour inspection reports - CEACR comments - Documented reactions of social partners 	<ul style="list-style-type: none"> • LI reports are produced and published once a year, containing relevant data as required by Convention Nos. 81 and No. 129 (on a number of occupational diseases and accidents, inspection visits carried out, number of enterprises and workplaces, number of sanctions imposed, fines issued, improvement and prohibition notices issued, notifications transmitted to public prosecution and other bodies, time spent with different inspection activities). • One annual inspection plan per labour inspectorate (on central or federal level) is drafted, regional annual inspection plans are developed containing targets to meet, and follow up of plans is monitored. LI • Increase of the number of workplaces inspected by at least 20 % percent 2 years after end of project (or break down per country) • Increase of the time spent on preventive inspection compared to that spent on sanctions (surrogate measures may be used e.g. records of visits and sanctions) • Targets set out in annual LI programmes are met • Regional LI offices regularly report to central authority. 	<p>LI reports produced in Albania, Moldova, Montenegro, Macedonia, Armenia and Kazakhstan. Labour inspection annual reports produced in Oman, Syria, Lebanon and Yemen.</p> <p>LI annual inspection plans developed in all project countries.</p> <p>Info not yet available.</p> <p>Info not yet available.</p> <p>Info not yet available.</p> <p>Most regional offices in project countries report monthly or quarterly to the Central Authority. In</p>

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		<ul style="list-style-type: none"> • 50 % of audit recommendations implemented (some country interventions may take place too late in 2009 for recommendations to be implemented before project closure) 	<p>Lebanon there is no central LI authority within the structure of the Ministry of Labour, but the regional offices report to the Department of Labour Inspection in Beirut, which acts as the central LI authority.</p> <p>50% of the audit recommendations implemented <i>(See table 2)</i></p>
Outputs	Activities	Indicators	

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<p>1.1 At the national level. Audit reports and/or national action plans based on audit conclusions and recommendations drafted</p>	<p>1.1.a Undertake tripartite labour inspection audits in selected countries</p> <p>1.1.b Develop national action plans for labour inspection in selected countries (<i>focusing on many of topics listed at the end of the table</i>).</p>	<ul style="list-style-type: none"> • Audits carried out and/or national action plans adopted in 12 countries 	<p>Audits carried out in all 10-project countries.</p> <p>Action Plans adopted in Albania, Moldova, Montenegro, Macedonia and Armenia⁸, and Syria, Yemen and Oman. Action plan for Lebanon prepared but have yet to receive final approval.</p>
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⁸ In Kazakhstan, no action plan was developed as it was concluded that the positive situation of the labour inspection did not make it necessary to develop an action plan. Some activities were supported by the project (participation of 2 delegates in the 5 days seminar on “Labour Inspection” held in Saint Petersburg and arranged by ILO-SRO Moscow).

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<p>1.2 At the national level. Inspectors are trained in modern inspection practices</p>	<p>1.2 a Develop national training plans assessing specific national training needs, covering different fields according to national needs such as fishing, migration, illegal work, OSH and discrimination at the workplace</p> <p>1.2 .b Evaluate the benefits of such national training programmes and make improvements of new proposals</p> <p>1.2 c Conduct at least two train the trainers’ workshops (pilot), making use of the labour inspection methodology including labour inspection modules and other global products (see below) to the extent these are identified in the respective national training plans.</p>	<ul style="list-style-type: none"> • one training course developed per country • The benefits of such training as perceived by the course participants • 5 trained trainers per country (and at least 2 women trainers) • 2 “train the trainers” workshops held (pilot) 	<p>3 training activities for inspectors developed in Albania, Moldova, Montenegro and Armenia</p> <p>6 training activities on LI were organized in Oman</p> <p>5 training activities in Macedonia</p> <p>5 training activities on LI were held in Yemen</p> <p>5 training activities on LI were organized in Syria</p> <p>5 training activities were organized in Lebanon</p> <p>6 trainers trained in Montenegro and 6 trainers trained in Macedonia (half of them women).</p> <p>1 training of trainers held for Montenegro and Macedonia</p> <p>10 trainers were trained in each of Oman, Lebanon and Yemen and 12 in Syria</p>
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<p>1.3 At the global level. Information and training packages on modern inspection practices developed</p>	<p>1.3 a Develop labour inspection induction course: elaboration of a labour inspection methodology including different labour inspection modules on specific domains of interest such as modern inspection practices focusing on prevention, priority setting, reaching the informal economy, discrimination at the workplace and self-evaluation models to measure effectiveness</p> <p>1.3 b Develop labour inspection distance learning course.</p> <p>1.3 c Develop global training manuals for inspectors in collaboration with ITC Turin, covering topics like the control of illegal work, OSH in high risk sectors like fishing and agriculture, gender equality, etc.</p>	<ul style="list-style-type: none"> • New global products on modern inspection practices developed, • The same products adopted and used by labour inspectorates in their planning of inspection, self-evaluation and other activities, • New global training manuals for inspectors developed, • The same products adopted and used by labour inspectorates, 	<p>Checklists and protocols for the labour inspection visit developed and in place in Montenegro, Moldova and Macedonia.</p> <p>Final comprehensive Checklists for the labour and OSH inspection visits were developed for Syria, Yemen and Oman and a draft one for Lebanon.</p> <p>Training material on Labour Inspection was developed in 12 modules and translated into Arabic. This material was disseminated and used in the four Middle East countries covered by the project</p> <p>Training Curriculum on Labour Inspection 912 modules) developed and translated into Montenegrin, Macedonian, Armenian and Albanian.</p> <p>Tripartite meeting on Conv. 188/ Port State officers establishing guidelines.</p>
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<p>1.4 At the global level. Expanded and updated ILO web pages on labour inspection</p>	<p>1.4 Develop new ILO web pages (or in collaboration with the ILO) to include best practices, the use of global products mentioned and other information about ILO standards, comparative studies, etc.</p>	<ul style="list-style-type: none">• ILO web pages on labour inspection expanded and updated• 150 hits for new web pages per month.	<p>ILO web-page expanded and updated</p> <p>Info about statistics for individual ILO web-pages are not available</p>
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<p>1.5 At the global level Greater dissemination of audit results and best practices through international meetings and networks</p>	<p>1.5 a Organisation of at least two sub-regional or interregional meetings allowing for the exchange of experience in implementing labour inspection action plans, the dissemination of audit results and best practice and the follow up with sustainable implementation measures</p> <p>1.5 b Organisation of fellowship visits to industrialized countries, e.g. Europe, where inspection systems are well developed</p> <p>1.5.b Prepare for and possibly fund meeting of experts on inspection in the fishing sector in Spring 2010</p>	<ul style="list-style-type: none"> • at least 5 international events at which audit reports discussed and models of best practice disseminated • Success of the meeting of experts on inspection in the fishing sector 	<p>1 Sub-regional Workshop on Undeclared Work held in Budapest.</p> <p>1 Sub-regional Seminar on the ILO Training Curriculum on LI held in Bitola.</p> <p>2 Sub regional Workshop were held, one in Beirut and one in Damascus, during which LI audits were discussed.</p> <p>The LI officials and social partners in Syria, Lebanon, Oman and Yemen received training on the ILO Training material on LI held in their countries. Those in Lebanon and Yemen received additional relevant training in the ILO Training Centre in Turin.</p> <p>The LI audit findings were also discussed during international LI and OSH events in Düsseldorf and Madrid.</p>
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Immediate objective	Means of verification	Indicators	
<p>2.Labour inspectorates, employers’ and workers’ organisations are in a better position to engage in programmes to promote compliance with legislation</p>	<p>Review of data communicated from different bodies and social partners and data contained in labour inspection reports, CEACR comments, analysis of committee meeting reports.</p>	<ul style="list-style-type: none"> • Informal and formal arrangements of collaboration established and operational • Legislative and statutory frameworks adapted for collaboration and in place 	<p>Informal collaboration agreement between the Macedonian SLI and MOSHA (Macedonian OSH Association).</p> <p>Official and formal collaboration between labour inspectorates and workers’ and employers’ organizations established in Oman and Syria.</p> <p>A tripartite committee of the MOM and workers’ and employers’ representatives was officially established in Oman, in February 2010.</p>
<p>Outputs</p>	<p>Activities</p>	<p>Indicators</p>	

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<p>2.1 At the national level. Partnerships for labour inspection established and/or reinvigorated: tripartite steering committees are set up, OSH or labour inspection committees are created.</p>	<p>2.1 a Set up national dialogue or/and tripartite committee in selected countries (or use a labour administration related one) to guide local implementation of project, audits, and recommendations,</p> <p>2.1 b Help in establishing/strengthening national tripartite advisory bodies for OSH or labour inspection: Revision of legislative frameworks and help in drafting standing orders; technical assistance to governmental secretariats</p>	<ul style="list-style-type: none"> • Composition/standing orders of committee (or other mechanism) • 1 meetings per year of committee per country • 1 discussion At the national level • Minutes of committee meetings delivered to the ILO • Legislation revised and standing orders drafted 	<p>OSH National Committee established in Macedonia and led by the SLI Director.</p> <p>Assistance to Albania in drafting the new Law on OSH.</p> <p>OSH National Committee established in Oman.</p> <p>Labour Legislation revised and reformed in Oman in November 2010.</p> <p>New Labour Law adopted in Syria in April 2010, which included most of the reforms recommended in the LI audit report.</p>
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<p>2.2 At global/national levels</p> <p>Better collaboration between labour inspectorates and private inspection initiatives in the area of working conditions and occupational safety and health (in countries where private inspection initiatives exist)</p>	<p>2.2 a Develop global guidelines and good practices for inspectors on about how to collaborate with private interface/ inspection initiatives and on compliance issues</p> <p>2.2 b Strengthen labour inspectorate involvement in pilot countries engaged in other ILO projects (Better Work),</p>	<ul style="list-style-type: none"> • Availability of global guidance and the degree of adoption by countries • At least 2 private initiatives per country in which labour inspectorates are actively collaborating 	<p>Joint trainings with Labour relations inspectors and OSH inspectors in Montenegro and Macedonia.</p> <p>Private inspections not applicable in the 6 European target countries.</p> <p>Collaboration between labour inspectorates and the private sector in the Middle East countries covered by the project is limited to some OSH activities, particularly the prevention of fire hazards</p>
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<p>2.3 At the national level</p> <p>Education campaign for employers and workers about new inspection procedures carried out.</p>	<p>2.3 a Develop brochures on the inspection services and participatory inspection procedures, contact details, etc.</p> <p>2.3 b Set up hotline for information/ complaints in inspectorates.</p> <p>2.3 c Dissemination of the material developed under 2.3 a through social partners and labour inspectorates;</p> <p>Organization of information campaigns in collaboration with social partners and labour inspectorates</p>	<ul style="list-style-type: none"> • 5 of brochures published • 50 % inspectors consulting workers’ representatives during/after visits. • 1 Information/complaints hotlines per country set up 	<p>Brochures for social partners on the role of the LI developed and translated into Moldovan, Montenegrin, Macedonian and Albanian.</p> <p>1 training for social partners on the role of the LI carried out in Moldova.</p> <p>Information not available</p> <p>1 complaint hotline set up in Macedonia.</p> <p>Brochures on LI, for workers and employers’ representatives were developed and translated into Arabic.</p> <p>2 relevant training courses for social partners were conducted in Yemen and other 2 courses in Oman.</p> <p>All labour inspection visits in Syria are joined with the workers’ representatives.</p> <p>A plan for establishing a hotline service in Lebanon was developed and delivered to the MOL.</p>
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Annex 2: Planned activities and completed activities country-by-country, according to the Action Plans.

	Planned	Target
ALBANIA⁹ ACTION PLAN	<p>Training plan - induction and continuous training programme (recommendation 8)</p>	<p>- The Chief of Control Sector of the State Labour Inspectorate of Albania participated in a 15-day "Occupational Safety and Health Management in the Construction Sector" course in the ILO International Training Centre (Turin).</p> <p>- A national 5-day workshop for 30 inspectors and social partners on "Occupational Risk Assessment" held in Tirana in collaboration with the ILO Turin Training Centre and IOSH (Institution of Occupational Safety and Health).</p> <p>- A national 3-day workshop for 30 inspectors and social partners on "International Labour Standards on Labour Inspection and Occupational Safety and Health" held in Tirana.</p> <p>- The new ILO Training Curriculum on Labour Inspection was translated into Albanian</p>
	<p>Pilot experience in rural sector (recommendation 2)</p>	--
	<p>Register of enterprises and inspection activities at central and territorial level (recommendation 14)</p>	<p>A joint mission to Tirana was conducted with an expert with the purpose of examining the situation with the information systems in the country and to develop some proposals on the elaboration of a registration system for enterprises and inspection activities. Characteristics of the system were</p>

⁹ Assistance to Albania on drafting the new Law on OSH was also carried out upon request although it was not initially included in the Action Plan.

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		defined. However, the lack of computers made it difficult to effectively develop the system.
	Improve labour inspection visit (Recommendations 10 and 13)	--
	Revision and simplification of sanctions procedure (Recommendation 16)	--
	Proposal of a career plan for inspectors (recommendation 9)	--
	Awareness raising campaign for workers and employers (recommendation 18)	Brochures for social partners on the role of LI translated into Albanian.

	Planned	Target
	Technical Steering Committee	National Steering Committee was established and meetings have been held at regular intervals
	Comparative table on labour legislation (provisions in force, abrogated and to be modified)	--
	Register of enterprises and inspection activities at central and territorial level	--
	Improve labour inspection visit	Consultancy on “Tools for the Inspection Visit” was carried out. Protocols and checklist developed and in place.

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MOLDOVA ACTION PLAN	Revision and simplification of sanctions procedure	--
	Proposal of a career plan for inspectors	--
	Awareness raising campaign for workers and employers	Brochures for social partners on the role of the LI translated into Moldovan. Seminars with social partners held.
	Training	<p>- The Deputy General Labour Inspector and the Head of Labour Protection Unit participated in a 5-day seminar on “Labour Inspection” held in Saint Petersburg and arranged by ILO-SRO Moscow.</p> <p>- A national 2-day workshop for 30 inspectors on the “Labour Inspection Visit” was held in Chisinau.</p> <p>- A national 5-day workshop for 30 inspectors on “Occupational Risk Assessment” was held in Chisinau in collaboration with the ILO International Training Centre and the British IOSH (Institution of Occupational Safety and Health).</p>
	Labour Administration Audit	Labour Administration Audit developed.
	Pilot experience in combating undeclared work	--

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	Planned	Target
<p>MONTENEGRO</p> <p>ACTION PLAN</p>	<p>Training plan developed induction and continuous training programmes (recommendation 4)</p>	<ul style="list-style-type: none"> - A national 5-day workshop for 38 inspectors and social partners on “Labour relations” was held. - A national 5-day workshop for 26 inspectors and social partners on “Occupational Risk Assessment” was held in collaboration with the ILO Turin Training Centre and IOSH (Institution of Occupational Safety and Health). - 1 safety at work inspector participated in a 15-day "Occupational Safety and Health Management in the Construction Sector" course in the ILO International Training Centre (Turin). - 6 participants from the Montenegrin Inspectorate participated in the sub-regional 5-day seminar on the “Introduction to the ILO Curriculum on Labour Inspection” held in Bitola. - The ILO Training Curriculum on Labour Inspection was translated into Montenegrin.
	<p>Establishment of a plan for a better integrated LI system, with a central authority (recommendations 1 and 2)</p>	<p>A single Central Authority appointed, coordinating both inspectorates.</p>
	<p>Proposal of a career plan for labour relations and OSH inspectors. (recommendations 3 and 5)</p>	<p>--</p>
	<p>Improve labour inspection visit (recommendations 6 and 7)</p>	<p>Consultancy on “Tools for the Inspection Visit” carried out. Protocols and checklist developed and in place.</p>

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Register of enterprises and inspection activities at central and territorial level. (Recommendations 8 and 9)	--
Revision and simplification of sanctions procedure. (Recommendation 11 and 12)	--
Awareness raising campaign for workers and employers (Recommendations 13 and 14)	Brochures for social partners on the role of LI translated into Montenegrin.

	Planned	Target
MACEDONIA ACTION PLAN	Training plan - induction and continuous training programme (Recommendation 6)	<ul style="list-style-type: none"> - A national 2-day workshop for 120 inspectors on “Administrative procedure and amendments on the Labour Relations Law” held. - A national 5-day workshop for 30 inspectors and social partners on “Occupational Risk Assessment” held in collaboration with the ILO Turin Training Centre and IOSH (Institution of Occupational Safety and Health). - The Director of the State Labour Inspectorate participated in the 2-day workshop on “Labour Inspection and Undeclared Work” arranged in Budapest. - A national 2-day workshop for 45 inspectors on the “Improvement of the Inspection Visit” took place. - A 1-day workshop for 50 labour

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		<p>inspectors on the “ILO Conventions and European legislation” held.</p> <ul style="list-style-type: none"> - A sub-regional 5 day-seminar on the “Introduction to the ILO Curriculum on Labour Inspection” was held in Bitola with participants from Montenegro and the former Yugoslav Republic of Macedonia. - A second edition of the 5-day workshop on “Occupational Risk Assessment” with 30 inspectors and social partners was held. - The ILO Training Curriculum on Labour Inspection was translated into Macedonian.
	<p>Establishment of a plan for a better integrated LI system, including a new Law on Labour Inspection</p> <p>(recommendations 1 and 2)</p>	<p>A single Central Authority appointed, coordinating both inspectorates.</p>
	<p>Proposal of a career plan for labour relations and OSH inspectors</p> <p>(recommendations 5 and 7)</p>	--
	<p>Improve labour inspection visit</p> <p>(recommendations 8 and 9)</p>	<p>Consultancy on “Tools for the Inspection Visit” carried out. Protocols and checklist developed and in place.</p>
	<p>Register of enterprises and inspection activities at central and territorial level</p> <p>(recommendations 10 and 11)</p>	--
	<p>Awareness raising campaign for workers and employers</p> <p>(recommendation 14)</p>	<p>Brochures for social partners on the role of the LI translated into Macedonian.</p>

	Planned	Target
<p style="text-align: center;">ARMENIA</p> <p style="text-align: center;">ACTION PLAN</p>	<p>Training plan - induction and continuous training programme (Recommendation 5)</p>	<p>- The Head of the Economic Department in the SLI and the Head of Working Conditions Department in the SLI, participated, under the coverage of the project, in the 5 day-seminar on “Labour Inspection” held in Saint Petersburg and arranged by ILO-SRO Moscow.</p> <p>- A national 2-day workshop for 30 labour inspectors on the “ILO Conventions and European legislation” held.</p> <p>- A national 5-day workshop for 30 inspectors and social partners on “Occupational Risk Assessment” held.</p> <p>- The ILO Training Curriculum on Labour Inspection was translated into Armenian.</p>
	<p>Legislative amendments upon request on the Labour Code on Labour Inspection and OSH (Recommendation 2)</p>	<p>No request submitted</p>
	<p>Improve labour inspection visit (recommendation 9)</p>	<p>--</p>
	<p>Register of enterprises and inspection activities at central and territorial level. (Recommendation 13)</p>	<p>--</p>
	<p>Awareness raising campaign for workers and employers (Recommendation 17)</p>	<p>Brochures for social partners on the role of the LI translated into Armenian.</p>

Annex 3: Terms of Reference

Final Evaluation of ILO Project, “Enhancing labour inspection effectiveness” (RER/09/50/NOR, RAB/09/50/NOR and GLO 09/50/NOR)

I. INTRODUCTION AND RATIONALE OF EVALUATION

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

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

This would be an important step for the countries covered by these projects to strengthen their labour inspection services, which in most cases continue to be a national strategic objective in the biennium 2010- 2011. Moreover, this would be an important cornerstone for the development of a real programme for countries worldwide, whose aim would be strengthening national law enforcement machineries in a sustainable manner. This is a crucial condition for ensuring decent working conditions globally.

A final evaluation is also a compulsory part of ILO policy in the field of technical cooperation¹⁰.

II. PROJECT BACKGROUND AND DESCRIPTION

1. Projects “Enhancing labour inspection effectiveness”- RER 09/50/NOR, RAB/09/50/NOR and GLO/09/50/NOR

The projects aims include strengthening labour inspection services in Europe and Central Asia, covering the countries; Armenia, Albania, Kazakhstan, the Former Yugoslav Republic of Macedonia, Republic of Moldova and Montenegro, in addition to the Middle East, covering the countries; Lebanon, Oman, the Syrian Arab Republic and Yemen.

¹⁰ GB 294/PFA/8/4 and IGDS No. 75, Version 1.

The projects have been carried out at national and global levels. They included several stages:

In a first stage, labour inspection audits were conducted, in which weak and strong points of the targeted national labour inspection systems were identified. Findings and recommendations were documented in labour inspection audit reports, which, after their completion, were submitted to governments and social partners for their endorsement.

In a second stage, labour inspection action plans were designed and endorsed, containing concrete actions to be taken, in response to the weak points identified during the audits. Such actions included activities such as training, the development of national training plans and strategies, of labour inspection tools such as checklists and labour inspection procedures, the improvement of the civil service career and the building of data collection systems for labour inspectorates.

Another component of the projects has been awareness raising of social partners on the role of labour inspectors with the help of developed awareness raising material and the implementation start of an education strategy for social partners.

Activities At the national level have been supported by the development of global products. Those included amongst others the development of training modules and a training CV for labour inspectors with the help of ITC Turin, the construction of a website with good practices, the strengthening and creation of several international labour inspection networks, the issuing of three comparative publications on developments in the field of labour inspection, the conduct of studies and the design of tools and guidelines on specific labour inspection topics of major interest for labour inspectorates. In addition, awareness raising material on the role of labour inspection and social partners would be developed.

Moreover, the projects had a component on improving labour inspection of fishing vessels, with a particular emphasis on inspection for compliance with national laws, regulations and other measures implementing the Work in Fishing Convention, 2007. This included drafting guidelines on the inspection of foreign fishing vessels, and putting them before an international tripartite meeting for adoption. Other components comprised the development of a handbook on improving working and living conditions of fishing vessels (drawing for case studies on selected countries) and developing training material for inspectors, and related seminars/workshops.

The projects have been aiming at fulfilling two immediate objectives, notably:

1. Labour inspectorates are strengthened and modernized, moving towards more prevention oriented organizations,
2. Labour inspectorates, employers’ and workers’ organizations are in a better position to engage in programmes to promote compliance with legislation.

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

The projects started in April 2009 and will end in September 2010.

2. Project “Strengthening Labour Inspection Services”- INT/09/62/NOR

Fulfilling the same objective as the projects described above, this project follows in principle the approach and structure described above. It covers the countries of Angola, Brazil, China, India and South Africa.

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

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

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

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

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

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

Networks at national and international level would be strengthened, in order to facilitate an exchange of good practices. For instance, a meeting for consultants would be organized for September 2010 in Turin, to train them on the assessment methodology applied.

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

Good practices would be collected and integrated into the webpage, and the exchange of good practices would be facilitated.

The immediate objectives/project outcomes are:

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

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

This project started on 1 January 2010 and will end 30 September 2010. However, it is likely to be extended on a no cost basis until December 2010.

III. PURPOSE

The purpose of the final evaluation is to:

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

IV. SCOPE AND EVALUATION CRITERIA

The evaluation will be carried out as a final external evaluation at the occasion of termination of the above-mentioned projects. It will take place from May 2010 to December 2010 and include two major phases:

Phase I: Regarding the projects RER/09/50/NOR; RAB/09/50/NOR and GLO/09/50/NOR, the evaluation would cover the project period from April 2009 to end of May 2010 and include the evaluation stages in May 2010 (see below sub. V. Methodology - 2. Development).

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

The projects RER/09/50/NOR; RAB/09/50/NOR and GLO/09/50/NOR and INT/09/62/NOR would be evaluated separately.

In addition, the evaluation would distinguish between the regional project components, which include the activities conducted at the national level and in a selected region (project countries in the Arab States- RAB/09/50/NOR, project countries in Europe and Central Asia- RER/09/50/NOR) and which, although decentralized, were managed by ILO offices in Budapest and Beirut . Additionally, the global project component including global products was centrally managed by the ILO office in Geneva (GLO/09/50/NOR). This approach would reflect the logic of the project design and the intended synergy between regional and global level.

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

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

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

1. Relevance of the project and strategic fit:
 - *What have been the major results/accomplishments of the projects?*
 - *To what extent have the projects achieved their immediate objectives and reached their beneficiaries and target groups?*
 - *Was there adequate stakeholder commitment for implementation?*
2. Validity of the project (including strategy, objectives and assumptions)
 - *Were the project strategies, objectives and assumptions appropriate for achieving planned results?*
 - *Were the activities appropriately adapted to the needs of the country?*

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- *Did the government, in particular labour inspectorates, / employers / unions understand the project’s objectives and approach? How have they supported these objectives over the life of the project?*

3. Implementation status, project progress and effectiveness:

- *To what extent have planned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans?*
- *Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?*
- *Have the projects been appropriately responsive to the needs of the national constituents?*
- *Have the project approaches demonstrated success?*
- *Formulate recommendations for the perspective to continue the projects*
- *Will the project contribute to a better application of international labour Standards, in particular in the field of labour inspection (ILO Convention Nos. 81 and 129)*
- *Did the projects support the perspective of ratification of ILO Conventions on labour inspection as to the project countries which have not ratified labour inspection related ILO Conventions until present?*
- *Is the consolidation of project results via the project extension likely to contribute to a better application or a ratification of international labour standards (in particular in the field of labour inspection)?*

4. Efficiency of resource use

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

5. Effectiveness of management arrangements

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

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- *Have the projects made strategic use of coordination and collaboration with other ILO projects? Was there cross-sectoral collaboration with other ILO units/sectors in order to achieve project results, following the approach of the ILO Declaration of Social Justice? Please assess and describe its nature and extent.*
- *Has project governance been facilitating good results and efficient delivery? Is/was there a clear understanding of roles and responsibilities by all parties involved?*
- *Were the decentralized managed regional/national project components (RER/09/50/NOR; RAB709/50/NOR) appropriately managed and supported from the competent regional ILO offices (ILO offices in Budapest and Beirut)? Was backstopping from technical experts from the ILO office in Geneva efficient? Describe extent and nature of backstopping.*
- *Were the centrally managed global project components (GLO/09/50/NOR) efficiently supported and managed by headquarters in Geneva? How were ITC Turin and ILO field offices involved?*
- *As to the centrally managed project components (this concerns project INT709/62/NOR): analyze managerial support by ILO Geneva Office to national activities/outputs as to its nature and effectiveness and quality of collaboration with national offices (ILO offices in Yaoundé, Pretoria, Beijing, Brasilia, and New Delhi). Was the distribution of competencies between the ILO Geneva Office and national ILO offices supportive to the completion of the project?*

6. Impact orientation and sustainability

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

V. METHODOLOGY

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

1. Sources of evaluation

1.1 Document review:

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

1.2 Individual interviews:

Individual interviews will be conducted with the following:

- a. ILO Staff in Geneva, in particular Ms. Maria Luz Vega, Mr. Giuseppe Casale, Mr. René Robert, Ms. Johanna Ruefli, Ms. Nadine Fischer, Mr. Brandt Wagner, Ms. Annie Rice, Mr. Wael Issa, Ms. Beate Andrees, a representative from ACTRAV/ACTEMP.
- b. ILO staff in the field, in particular Ms. Marleen Rueda (ILO office in New Delhi), Mr. Benoit Guiguet (ILO office in Yaoundé), Mr. Chang-Hee Lee (ILO office in Beijing), Mr. Joni Musabayana (ILO office in Pretoria), and N.N.
- c. ILO staff in ITC Turin (Ms. Daniela Bertino, Mr. Felix Martin-Daza).
- d. The project coordinators (Ms. Carmen Bueno, Mr. Amin Alwreidat), and national project coordinators for China (N.N.) and Brazil, Ms. Andrea Araujo.
- e. Representatives from the labour inspectorates and/or of the Ministries of Labour of the countries covered by the two projects, as well as of the Indian member States, and representatives of employers’ and workers’ organizations within those countries where appropriate.

1.3 Review of the website of the labour administration and inspection programme (LAB/ADMIN)

The consultant will examine the web site (<http://www.ilo.org/labadmin/lang--en/index.htm>), in particular, the parts on labour inspection.

2. Development

Stage I – Preparation of evaluation missions

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

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

A teleconference or other forms of consultation will take place end of April 2010. This would be the occasion to detail organizational arrangements and to adjust the evaluation questions and methodology, if the case may be. This would also be the opportunity to discuss in more detail roles of the ILO and the evaluator during the evaluation process and deliverables (see below). The evaluator could seek by then the occasion to obtain further information on the project, going beyond the documents submitted, according to the needs of the evaluator.

The evaluation mission will take place in several stages, and with time interruptions. It will include the following steps, which are organized by the ILO and in which the evaluator would be present:

Stage II - Attendance of the sub-regional workshop on labour inspection, in Bitola, Former Yugoslav Republic of Macedonia, visit to the labour inspectorate of the former Yugoslav Republic of Macedonia 10-14 May 2010.

The independent external evaluator will take part in the sub regional workshop, which is scheduled for 10-14 May 2010 in Bitola, the Former Yugoslav Republic of Macedonia. The evaluator would benefit from being present by being able to evaluate the use of the developed training modules on labour inspection assessing the training methodology applied during the workshop.

In addition, at the occasion of this workshop, the independent external evaluator will conduct interviews with representatives of labour inspectorates from Montenegro and the Former Yugoslav Republic of Macedonia. Moreover, there would be the occasion to conduct an interview with Mr. Felix Martin-Daza, ITC Turin, and staff from the ILO Budapest Office, Ms. Carmen Bueno (CTA of project), Mr. Mark Levin (Director) and Ms. Ildiko Rigo (Project Assistant).

The evaluator will undertake, during the week of the workshop, a visit to the Ministry of Labour/Labour Inspectorate of the Former Yugoslav Republic of Macedonia in order to interview representatives of governments and/or social partners, where appropriate. This stage would in particular, cover RER/09/50/NOR.

Stage III - Visit to ILO HQ Geneva and teleconference with ITC Turin (May 2010, 3-4 days, 18-21 May 2010)

The evaluator will visit ILO HQ Geneva. He/she will conduct interviews with the ILO responsible officers of the projects, namely Ms. Maria Luz Vega and Mr. Brandt Wagner, notably with respect to the global and fishing components of the project (compare log frame and activity schedule). In addition, the evaluator would interview ILO officials from other departments involved, in particular Ms. Annie Rice (SAFEWORK), Ms. Beate Andrees (DECLARATION), Mr. Patrick Taran (MIGRANT), and ILO representatives of NORMES, ACTRAV and ACTEMP.

The evaluator will interview on a remote basis, staff from ITC Turin, which was involved in the development and validation of the training material on labour inspection, namely Ms. Daniela Bertino.

This stage would in particular, cover project GLO/09/50/NOR and RER/09/50/NOR.

Stage IV- Visit to the ILO office in Beirut, Lebanon, and visit of the labour inspectorate in Lebanon and Oman (24-28 May 2010, 5 days)

The evaluator will undertake a visit to the ILO office in Beirut, where he/she will interview the CTA Mr. Amin Alwreidat. In addition, the evaluator will interview the regional director, programme officers backstopping the project and workers’ and employers’ specialists.

Moreover, he will visit the Lebanese labour inspectorate where he/she will interview its representatives.

Afterwards the evaluator would visit the Ministry of Manpower of Oman where he/she will interview representatives from the Ministry/labour inspectorates and from social partners.

This stage would in particular cover the project RAB/09/50/NOR.

Stage V- Attendance of the end of project experience sharing workshop (for project INT/09/62/NOR), Turin, 6-9 December 2010

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

To the extent national officers and field experts would not be available during the workshop, the external evaluator would conduct interviews on a remote basis (Skype, phone conference). This stage would cover project INT/09/62/NOR.

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

VI. DELIVERABLES

1. Final evaluation report

The evaluator will prepare one evaluation report with distinct parts, the first part covering the project RER 09/50/NOR, a second part on project RAB/09/50/NOR, a third part on GLO/09/50/NOR, a fourth part on the project INT/09/62/NOR and final conclusions.

A draft of the first, second and third parts of the evaluation report is due upon completion of stage II, III and IV; it will cover the projects RER 09/50/NOR, RAB/09/50/NOR and GLO/09/50/NOR. A draft of these parts will be submitted to the evaluation manager by mid-June 2010. A final version of this part will be submitted in the end of June 2010, reflecting received comments from the ILO.

The draft of the fourth part of the evaluation report, covering project INT/09/62/NOR, is due mid-December 2010; a final version of this part will be submitted at the end of December, reflecting the received comments of the ILO.

A consolidated version of the evaluation report, integrating the four parts and including conclusions, would be submitted to the evaluation manager by mid-January 2011.

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

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

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

The report should include the following annexes:

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

2. Intermediate oral reports

After the completion of each stage, the evaluator will contact the evaluation manager and report on the outcome. This would be also the occasion to adjust the evaluation methodology if needed.

3. Summary of the evaluation report

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

VII. MANAGEMENT ARRANGEMENTS AND TIMEFRAME

1. Roles:

The ILO, through its competent office, is responsible for the arrangement of the meetings within the different stages and field visits, as well as the provision of the necessary documentation. In particular, the ILO office in Budapest would be responsible for the organisation of stage III, whereas the ILO office in Beirut would be responsible for the arrangement of stage IV. ITC Turin and/or HQ Geneva would ensure the organisation of stage II and V.

The evaluation manager will continuously give inputs such as reviewing the evaluation questions and interview protocols, commenting on the parts of the evaluation report and, in a general manner, assist in the implementation of the evaluation.

During the evaluations, the evaluator will report to the evaluation manager (and the ILO responsible officer). After each completed stage (see above), the external evaluator will give feedback to the evaluation manager as to whether there is a need for the adjustment of the evaluation process and the extent of information received, and report on the outcome of the stage completed.

The evaluator will communicate the parts of the draft evaluation report to the evaluation manager who will circulate them within the ILO for comments.

2. Timeframe

The duration of this contract is from 3 May 2010 to 30 June 2010. The total number of working days for Phase I of the evaluation is 27 days.

Tasks	Working Days
Phase I (Stages I and II to IV)	
Preparatory analysis, research and preparation of evaluation process	03 days
Field missions	13 days
Report (Part I, II, III)	11 days

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Total

27 days

ANNEX 4 – LIST WITH PROJECT OUTPUTS/ACTIVITIES

I. Project “Enhancing labour inspection effectiveness”- RER 09/50/NOR, RAB/09/50/NOR and GLO/09/50/NOR

1. Activities at the national level

At the national level, the following activities (reflecting the project logic –see project log frame for numbering of activities) were conducted:

a. Countries in Europe and Central Asia (Albania, the Former Yugoslav Republic of Macedonia, Republic of Moldova and Montenegro, Armenia and Kazakhstan).

Activity 1.1 a: Labour inspection audits were conducted in Albania (23- 27 March 2009), Armenia (29 June- 2 July 2009), the Former Yugoslav Republic of Macedonia (2- 5 June 2009), Montenegro (18- 21 May 2009), Republic of Moldova (1- 5 December 2008) and Kazakhstan (6- 10 July 2009),

Activity 1.1 b: Labour inspection action plans were developed in Albania (September 2009), Armenia (November 2009), the Republic of Moldova (26- 28 January 2009), Montenegro (18- 19 June 2009) and the Former Yugoslav Republic of Macedonia (29- 30 July 2009).

Activities agreed under the action plans were held as follows:

- Elaboration of labour inspection tools, including protocols and checklists for the Macedonian labour inspectorate (November 2009),
- Elaboration of labour inspection tools, including protocols and checklists for the Montenegrin labour inspectorate (December 2009),
- Assistance on the elaboration of the new Law on Occupational Health and Safety in Albania (October 2009),
- Project’s National Steering Committee in Moldova established.

Ongoing and planned implementation activities are as follows:

- Elaboration of labour inspection tools, including protocols and checklists for the Armenian labour inspectorate,
- Development of a data collection pilot registry in Albania,

- Translation of six training modules of the training curriculum developed into Moldovan and Albanian,
- Translation of seven training modules of the training curriculum developed into Montenegrin and Macedonian,

Activity 1.2 c. Training activities were held as follows:

- National 5 day-workshop on labour relations for 38 labour relations and OSH inspectors and social partners from Montenegro, 22- 26 September 2009.
- National 5 day-workshop on OSH and risk assessment for 26 inspectors and social partners from Montenegro, 28 September- 2 October 2009.
- Management from the labour inspectorates of Moldova, Armenia and Kazakhstan (6 representatives in total) took part in a 5 days seminar on labour inspection arranged by ILO SRO Moscow, St Petersburg, 21- 25 September 2009.
- National 2 day-workshop on administrative procedure and amendments of the labour relations law for 120 labour inspectors from the Former Yugoslav Republic of Macedonia, 25- 26 September 2009.
- Participation of one OSH inspector from Montenegro in the "Occupational Safety and Health Management in the Construction Sector" course in the ILO International Training Centre (Turin), 12-23 October.
- Participation of one OSH inspector from Albania in the "Occupational Safety and Health Management in the Construction Sector" course in the ILO International Training Centre (Turin), 12-23 October.
- Participation of the Director of the State Labour Inspectorate of the Former Yugoslav Republic of Macedonia in the “Workshop on Labour Inspection and Undeclared Work” held in Budapest, 29- 30 October 2009.
- National 5 day-workshop on OSH and risk assessment for 30 inspectors and social partners from the former Yugoslav Republic of Macedonia, 5- 9 October 2009.
- National 2 day-workshop on the inspection visit for 45 inspectors from the former Yugoslav Republic of Macedonia, 20- 21 November 2009.
- National 2 day-workshop on the inspection visit for 30 inspectors from the Republic of Moldova, 12- 13 November 2009.
- National 5 day-workshop on OSH and risk assessment for 30 inspectors and social partners from Albania, 14- 18 December 2009.

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- National 1 day-workshop on ILO Conventions and European legislation for labour inspectors from the former Yugoslav Republic of Macedonia, 11 December 2009.
- National 5 day-workshop on OSH and risk assessment for 30 labour inspectors from Moldova, 18- 22 January 2010.
- National 2 day-seminar on International Labour Standards on labour inspection and OSH for 30 labour inspectors of Armenia, 8- 9 March 2010.

Planned training activities are as follows:

- 5 day-workshop on OSH and risk assessment for 30 labour inspectors and social partners from the former Yugoslav Republic of Macedonia, 24- 28 May 2010,
- 5 day workshop on OSH and risk assessment for 30 labour inspectors and social partners from Armenia 22- 26 March 2010,
- Sub Regional 5 day-seminar based on the training curriculum developed for trainers from Montenegro and the former Yugoslav Republic of Macedonia, 10- 14 May 2010,
- National 5 day-workshop on OSH and risk assessment for 30 inspectors and social partners from Armenia, 12- 16 April 2010,
- National 5 day-workshop on OSH and risk assessment for 30 inspectors and social partners from Albania, June 2010.

Activity 2.3: Planned awareness raising seminar on the role of labour inspection, for workers and employers of the Republic of Moldova, based on the awareness raising material developed, 12- 15 April 2010.

a. Planned translation of the awareness raising material developed into Moldovan, Montenegrin and Macedonian.

b. Countries in Arab States (Lebanon, Oman, the Syrian Arab Republic, Yemen)

Activity 1.1 a: Labour inspection audits were conducted in Lebanon (Oct. 2009), Oman (July- Oct. 2009), Yemen (Oct. 2009) and the Syrian Arab Republic (Sept. 2009).

Activity 1.1 b: Labour inspection action plans were drafted for all four countries in February 2010.

Activity 1.1.c: Studies of the labour legislation related to LI conducted by a contracted expert on labour issues in September 2009 in the four countries covered by the project.

Relating LI ongoing and planned implementation activities:

- Review and revision of labour legislation in Lebanon, Oman, the Syrian Arab Republic and Yemen,

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- Development of a labour inspection policy and strategy for Yemen,
- Development of job descriptions for labour inspectors for Lebanon, Oman, the Syrian Arab Republic and Yemen,
- Strengthening the capacities of social partners and labour inspection in Lebanon, Oman, the Syrian Arab Republic and Yemen,
- Development of LI tools such as checklists for Lebanon, the Syrian Arab Republic and Yemen, and reforming the already existing ones for Oman,
- Updating the labour inspection guideline for Oman,
- Improving the recording and documentation system in labour inspectorates for Lebanon, Oman, the Syrian Arab Republic and Yemen,
- Expanding the coverage of labour inspection and OSH services in Lebanon, Oman, the Syrian Arab Republic and Yemen,
- Planned translation of the material, developed for the training of workers’ and employers representatives and their awareness raising on labour inspection, to Arabic,
- Translation of the 13 modules of the training material on LI to Arabic, in an ongoing process.

Activity 1.2. a: Development of national training plans for Lebanon, Oman, the Syrian Arab Republic and Yemen

Activity 1.2 b: Training activities were conducted as follows:

- Two Syrian labour inspectors and two labour inspection directors took part in a training course on “inspectors manual on labour inspection principles and procedures” held in the Syrian Arab Republic in June 2009, in collaboration with the social dialogue project,
- Training course on the “ILS and the new approach to labour inspection” was conducted for the employers’ representatives in Oman, July 2009,
- Training course on “Strengthening LI Effectiveness, collecting and documenting data related to LI assessment” for senior labour inspectors from Oman, the Syrian Arab Republic, Lebanon and Yemen, held in Beirut, 3-4 August 2009,
- Training course on “ILS and the new approach to labour inspection” conducted for the employers’ representatives in the Syrian Arab Republic, 16-18 August 2009,
- 68 new Omani labour inspectors trained on “labour inspection and ILS”, 3-7 October 2009,

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- Fellowships for the participation of three senior labour inspection officials in a training course on labour administration in Turin, 12- 23 October 2009,
- Fellowship for the participation of one OSH inspector from Oman in an “OSH in Construction” training course, Turin, 12- 23 October 2009,
- A training course on ILS and LI for labour and OSH inspectors, Social Security inspectors, and workers’ and employers’ representatives, Lebanon, 18-20 January 2010,
- Training course (25 participants) on labour inspection and OSH for labour and OSH inspectors, social security inspectors and social partners, the Syrian Arab Republic, 1-4 March 2010,
- Training course for the labour and OSH inspectors and social partners in Yemen, 42 participants, on ILS, national labour legislation, best practices and procedures on Labour inspection, 6- 10 December 2009,
- A training course (35 participants) on LI, OSH and child labour for labour and OSH inspectors, child labour monitors and the social partners, Yemen, 7-11 March 2010,
- A sub regional training programme on the promotion of LI standards and the new LI training material developed by the LAB/ADMIN in collaboration with Turin Centre, for 27 senior labour inspection officials from Oman, the Syrian Arab Republic, Lebanon and Yemen, Damascus, 25- 27 January 2010,
- A training course on practical procedures of LI for 68 labour and OSH Inspectors and staff of the Labour Dispute Settlement Department, Oman, 13-18 March 2010,
- A training course on LI and OSH, for the labour and OSH inspectors, Social Security inspectors and workers’ representatives, Lebanon 23-24 March 2010.

Planned training activities for 2010:

- Training on LI and OSH for Lebanese labour and OSH inspectors, social security inspectors and social partners’ representatives from 7 to 9 April 2010 and 17- 21 May 2010,
- Training on LI and OSH for Syrian labour inspectors and social partners, 30 May- 3 June 2010,
- Training on LI and OSH for Omani labour inspectors and social partners, 2- 5 May 2010,
- Training on LI, OSH and child labour, for labour inspectors and social partners’ representatives from Yemen planned from 8 to 13 May 2010,

- Training courses on LI for workers’ representatives, 2 days and 20 participants each, in Yemen and Oman in June 2010 and in the Syrian Arab Republic and Lebanon in July 2010,
- Training courses on LI for the employers representatives, 2 days and 20 participants each, in Yemen and Oman in June 2010, and in the Syrian Arab Republic and Lebanon in July 2010,
- Tripartite workshops, including other concerned institutions, to discuss collaboration on LI and OSH in Oman 1-4 August, in Yemen, 8-11 August, in the Syrian Arab Republic, 16-19 August, and in Lebanon, 23-26 August 2010.

2. At the global level, the following activities were conducted:

Activity 1.3 a and 1.3 c: Training modules and a training CV were developed for labour inspectors. A validation workshop with experts was held in December 2009, in Madrid.

Activity 1.4: A website with good practices on labour inspection and labour inspection country profiles was developed.

Activity 1.5: An expert meeting on labour inspection and undeclared work was held in Budapest, end of October 2009: - guidelines on labour inspection and undeclared work were developed.

Activity 2.3.: Development of awareness raising material for social partners – the role of labour inspectors and social partners

Fishing (planned and completed):

Activity 1.3 a and c: A handbook “improving living and working conditions on vessels” on the ILO Convention No. 188 is being developed. Training material on implementation of C.188 is also being developed. A “validation” brainstorming workshop will take place in May 2010 in Geneva, between SECTOR and representatives from social partners,

National seminar planned in India, validating the handbook and a training curriculum, May or June 2010 (3-5 days).

Activity 1.5 b: A tripartite expert meeting to adopt Port State Guidelines for the Implementation of the Work in Fishing Convention No. 188 was held Geneva, February 2010: guidelines on port State control on fishing vessels were adopted.

A workshop in Rome is planned (14- 16 April 2010) with representatives from ILO (Sector and IPEC) FAO, together with social partners and experts.

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

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

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

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

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

- **Activity 1.2 a:** A partial labour inspection assessment is conducted in China,
- **Activity 1.2 b:** A labour inspection action plan is designed for Angola,
- **Activity 1.3. a:** A national training plan will be developed for China and India,
- **Activity 1.3 c:** Two train the trainers workshops (ToT) will be conducted in Angola,
 - Training workshops conducted in Turin for Chinese labour inspectors
 - Train the trainers workshops (ToT) held in India
 - 5 ToT Training workshops held in South Africa
- **Output 1.4:**

Labour inspection programme and training programme with emphasis on green jobs is developed in Brazil,

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

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

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

Training for users in using training modules (global).
- **Output 1.5.**

Study on labour inspection, sanctions, and formulation of guidelines (global)
- **Activity 1.5a:**

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Development of a module for an enterprise registry (global)

- **Activity 1.5 c:**

Labour inspection and the crisis- validation of the publication

- **Activity 1.6 b:**

Development of best labour inspection practices in the field of forced and child labour for Brazil,

Development of a labour inspection guideline and code of conduct for China.

- **Activity 1.6 b):**

Study on migrant workers and penalties in South Africa

- **Output 1.7**

An international seminar to share good practices organized in Brazil,

Study tour to European countries and training in Turin for Brazilian labour inspectors.

- **Output 2.1:**

Development of awareness raising material on the role of labour inspection and social partners and validation (global),

Awareness raising material adapted to the needs of Angola, Brazil, China, India and South Africa, and organisation of campaigns with social partners and labour inspectors, in those countries.

Annex 5: Questionnaire for the ILO Labour Inspection Evaluation

Introduction to Respondents

The ILO Bureau of Labour Administration and Inspection Programme (LAB/ADMIN) is undertaking an evaluation of its programme on “Enhancing labour inspection services”. The objective of the evaluation is to assess efficiency and extent of the implementation of the programme. It would be particularly important to evaluate the efficiency and impact of the methodological approach, which was applied within the projects for the capacity building of national labour inspection services, against the background that it would be developed further for its future use. A final evaluation is also compulsory part of ILO policy in the field of technical cooperation. As a part of this evaluation, we would like you – as a stakeholder in the programme – to complete this online survey. In order to comply with the time schedule for the review, we would appreciate receiving your reply no later than May 21, 2010. This is a web-based survey. If you have problems related to filling in the form, please send an e-mail to “Scanteam survey support” or call +47 916 41 338. Your answer will be confidential. Only the Scanteam Partners involved in the survey will have access to the individual responses. You may occasionally need to refer to the documents from the project in your country, so please have them in front of you if that is possible. If not, please respond to the best of your knowledge and leave questions that you do not feel comfortable with answering. We thank you very much for your cooperation.

All the best,

Karstein Haarberg, the Evaluator

Background information

Your name:

Position:

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Name of institution:

Country:

Gender:

1. Male
2. Female

Objectives

To what extent do you agree that the ILO labour inspection project has fulfilled these objectives?

	Yes, very much	Yes	No	No, not at all
a) Labour inspectorates are strengthened and modernized, moving towards more prevention oriented strategies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) The labour inspectorates, employers' and workers' organizations are better positioned to promote compliance with legislation.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Relevance of the project and strategic fit

Is the ILO programme for enhancing labour inspections relevant to your needs?

1. Yes, very much
2. Yes
3. No
4. No, not at all

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

a) What have been the major results/accomplishments of the project?

b) To what extent has the project achieved its immediate objectives and reached its beneficiaries and target groups?

c) Was there adequate stakeholder commitment and cooperation for implementation?

Did both men and women benefit from the project?

1. Mostly men benefited
2. Equally benefits between men and women
3. Mostly women benefited

Validity of the project

How satisfied are you with the following:

	Yes, very much	Yes	No	No, not at all
a) Were the project strategies, objectives and assumptions appropriate for achieving planned results?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Were the activities appropriately adapted to the country needs?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Did the constituents understand the project's objectives and approach?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

d) Did your government support the project objectives?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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a) Please comment briefly on how the strategy of the project:

b) Please comment briefly on the support from your government:

Implementation status, project progress and effectiveness

	Yes, very much	Yes	No	No, not at all
a) To what extent have planned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Have the quantity and quality of the outputs produced so far been satisfactory?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Has the project been appropriately responsive to the needs of the national constituents?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Has the project approaches been successful?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Will the project contribute to a better application of international labour standards, in particular in the field of labour inspection (ILO Convention No. 81 and No. 129)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

f) Did the project support the ratification of ILO Conventions on labour inspection in countries where these have not yet been ratified?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Is the consolidation of project results via the project extension likely to contribute to a better application of international labour standards (in particular in the field of labour inspection)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

a) What successes and benefits were encountered because of the project?

b) What obstacles were encountered during the projects implementation?

Efficiency of resource use

	Yes, very much	Yes	No	No, not at all
a) Have resources (financial, human, time, expertise etc) been allocated properly to achieve the project’ outcomes?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Have project funding and activities been delivered in a timely manner?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Have resources been used efficiently (i.e. activities supporting the strategy been cost effective)?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please briefly provide any further comments you might have on the allocation and use of resources

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under the project:

Effectiveness of management arrangements

	Yes, very much	Yes	No	No, not at all
a) Has the project received adequate political, technical and administrative support from national partners?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Has the project received adequate administrative, technical and political support from the ILO offices and specialists in the field and from the responsible technical unit at headquarters?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please provide any additional comments on the management arrangements and performance under the project:

Impact orientation and sustainability

	Yes, very much	Yes	No	No, not at all
a) Are national partners willing and committed to continuing the project?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Has the project effectively built national	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

ownership?				
c) Are results anchored in national institutions?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Can the partners maintain the results financially at the end of the project?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Has the project successfully built or strengthened an enabling environment (laws, policies, people’s attitude)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Should there be a continuation of the project to consolidate project achievements?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

What project components or results appear likely to be sustained after the project?

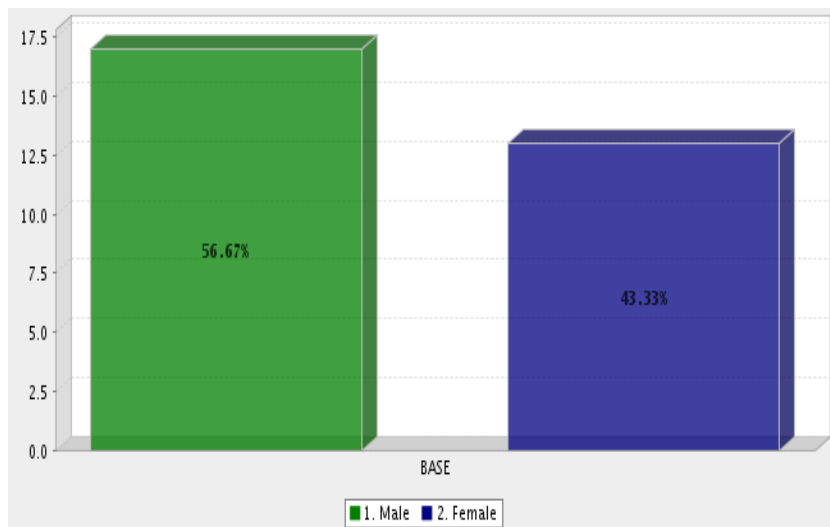
1. Yes, very much
2. Yes
3. No
4. No, not at all

If relevant, how will the project components or results likely be sustained after the project?

Annex 6: Findings from the ILO Labour Inspection Evaluation Survey

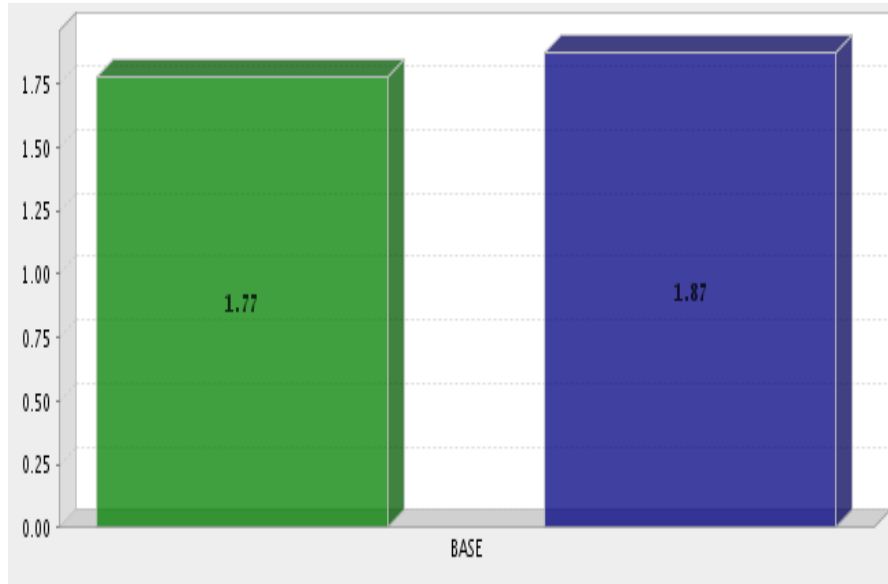
Survey Overview

Gender of the respondents



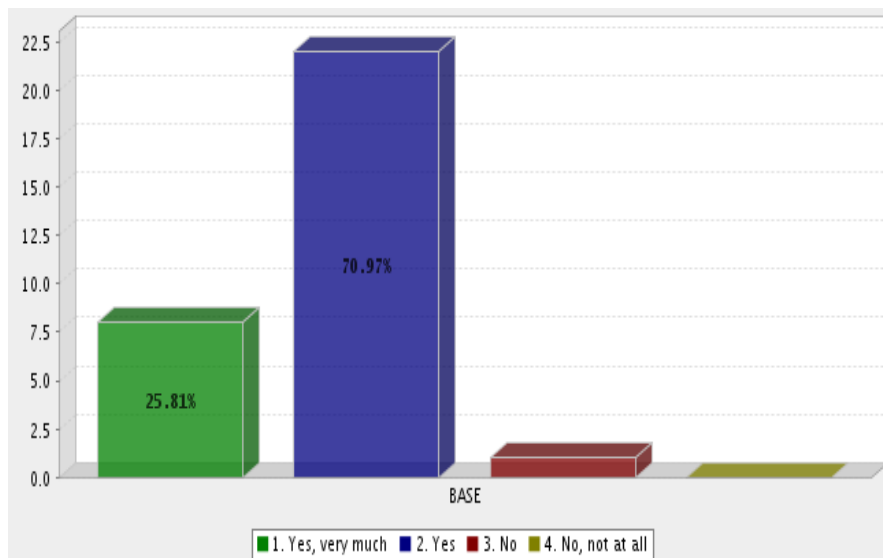
Findings

Degree of acceptance that the ILO labour Inspection Project has fulfilled the below listed objectives



- 1. a) Labour inspectorates are strengthened and modernized, moving towards more prevention oriented strategies
- 2. b) The labour inspectorates, employers' and workers' organizations are better positioned to promote compliance with legislation

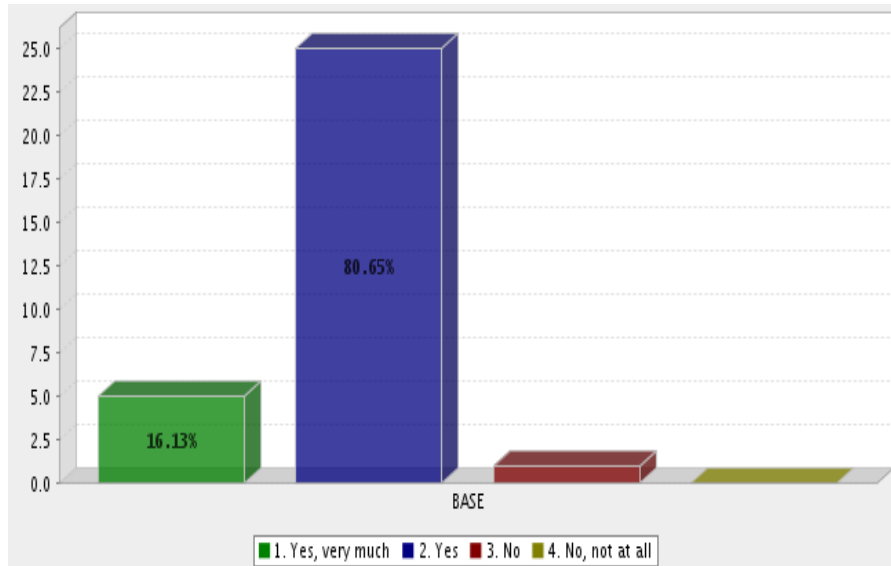
a) Labour inspectorates are strengthened and modernized, moving towards more prevention oriented strategies



- 1. Yes, very much
- 2. Yes
- 3. No
- 4. No, not at all

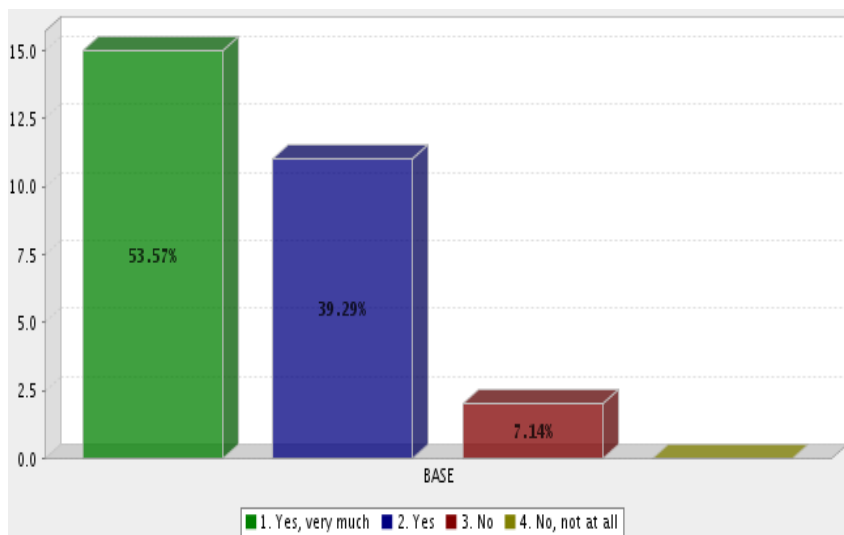
Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

b) The labour inspectorates and employers’ and workers’ organizations are better positioned to promote compliance with legislation.



Relevance of the project and strategic fit

Whether the ILO programme for enhancing labour inspections is relevant to respondents’ needs.



a) Major results/accomplishments of the project

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

- Labour inspection audits were conducted and completed in the all project countries and the LI weaknesses and difficulties were highlighted.
- An audit report was submitted to MOSAL based on a national training plan with theoretical and practical programmes and recommendations prepared and conducted for each of the concerned countries.
- A series of useful capacity building workshops have been implemented by the ILO. Both have tangible impacts on the performance and future development of LI in some countries
- A web site was created displaying good practices on labour inspection and containing labour inspection country profiles.
- Brought awareness on the legal framework and ILS relating to labour inspection
- Increased awareness to partner workers and employers about the importance of inspection and the modern concept of inspection.
- More knowledge about the current ICT situation.
- Labour Inspectors have enhanced skills on Labour Inspection in general and in Risk Assessment and International Standards in particular. This is partly due to the training of a large number of labour inspectors from target countries on labour inspection visit, new tools and methodologies, International Labour Standards, and on OSH Risk Management. The inspectors have also had a chance to exchange experiences amongst each other with regard to new challenges and inspection demands.
- Occupation Health and Safety Legislation has been improved in some of the target countries.
- Adoption of guidelines for port state control inspection for compliance with the Work in Fishing Convention, No. 188. Global products related to labour inspection in the fishing sector were produced. The project has contributed considerably to the improvement of labour inspection in the fishing sector.
- Created awareness on the legal framework and ILS relating to labour inspection and there is better understanding of ILO standards.
- Established a new strategy at ILO as a provider of worldwide services in the world to create new research and discussion.
- The project has brought some uniformity on the way labour inspectorates address problems and provides some useful guidance on specific tools they need in order to make themselves more effective. Inspectors were introduced to international standards.
- Has identified the sought-after role of labour inspection and discussed programmatic options to improve the efficiency and neutrality of labour inspection.
- The two inspections- Labour relations and OSH inspections are better coordinated. There are new tools that have been developed to facilitate inspector's task. The ILO proposals about checklists and filling of records during inspection control does facilitate the work very much.
- Social partners are more aware about the role of the labour inspectors and are able to collaborate with them better. There is more awareness among constituents that labour inspection has a crucial role within labour administration and that more government effort should be made to support labour inspection services.
- There is better cooperation with social partners and other stakeholders related to OSH

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

- A survey has been done so as to define the characteristics of the registration system to be developed in Albania
- Production of useful tools to be used and adapted to local context as well as strengthened institutional capacity. Comprehensive training modules have also been produced. The development of global tools like training modules will allow constituents (as there is no property right) to design national training strategies for their labour inspectorates
- Knowledge on international conventions ratified and not, role of and tools used for LI and OSH inspection and strategic plan were acquired.
- Strengthened capacities of labour inspection system to become more proactive & preventive in relation with global Decent Work agenda

b) Extent to which the project has achieved its immediate objectives and reached its beneficiaries and target groups

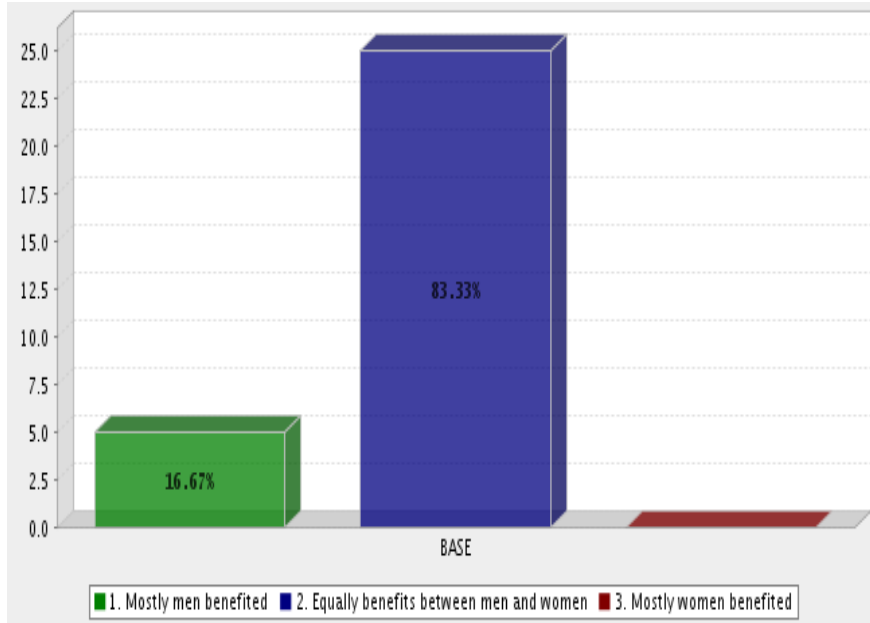
- Some describe the project to have fully achieved its immediate objectives
- Some describe the project to have achieved its immediate objective very much, to a large extent, to a very high extent, to a great extent, to an acceptable level
- Some describe the project to have achieved its immediate objectives at a preliminary level
- Some think that about 75% of immediate objective is achieved
- Some think that the projects reached all target groups and the objectives were thus achieved

c) Adequacy in stakeholder commitment and cooperation for implementation

- Some think there was adequate commitment and cooperation while other similar ones say there was a full commitment from employers and workers and labour inspection organizations, particularly in the fishing sector.
- Some said there was positive/or excellent commitment and cooperation, great cooperation and good involvement of stakeholders

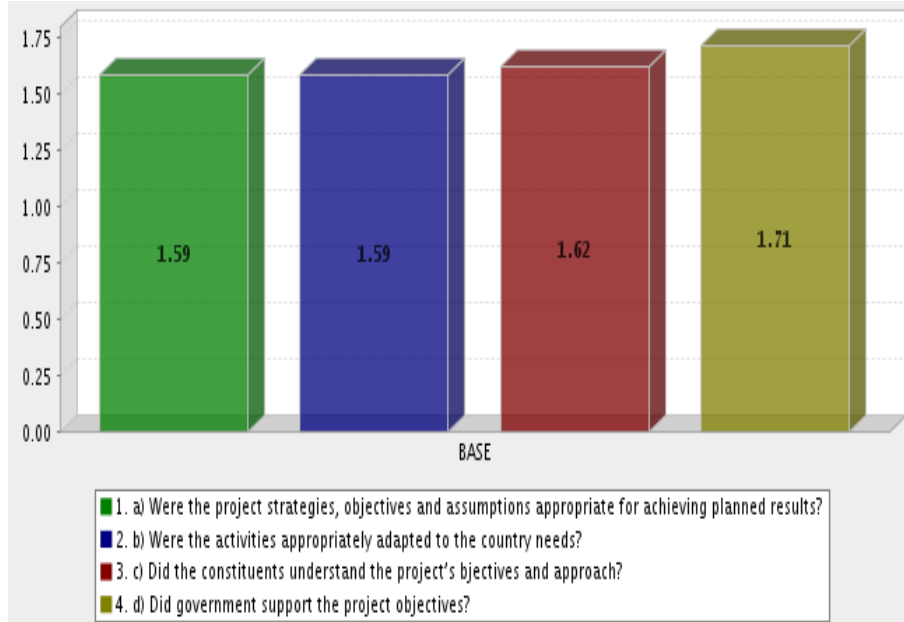
d) Project differential benefit between men and women

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

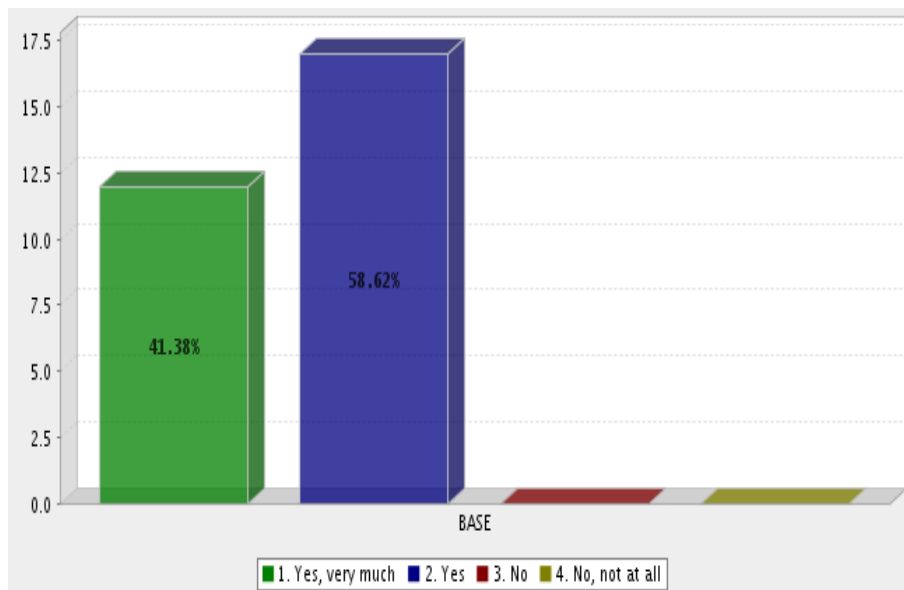


Validity of the Project

Level of respondents' satisfaction with the following implementation attributes

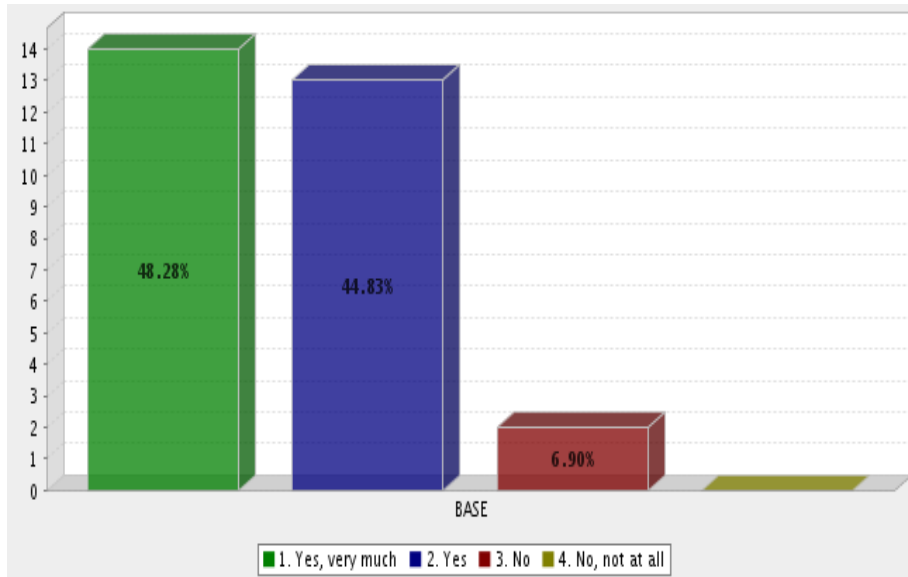


a) Whether the project strategies, objectives and assumptions were appropriate for achieving planned results.

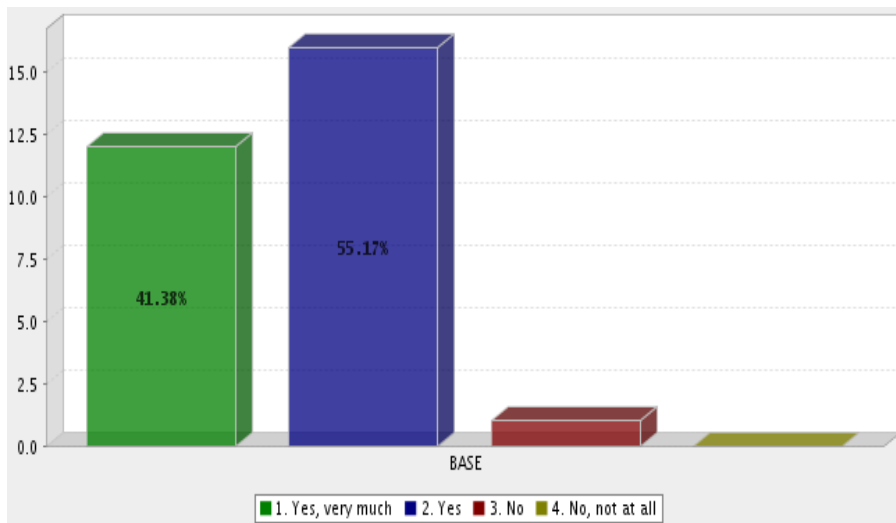


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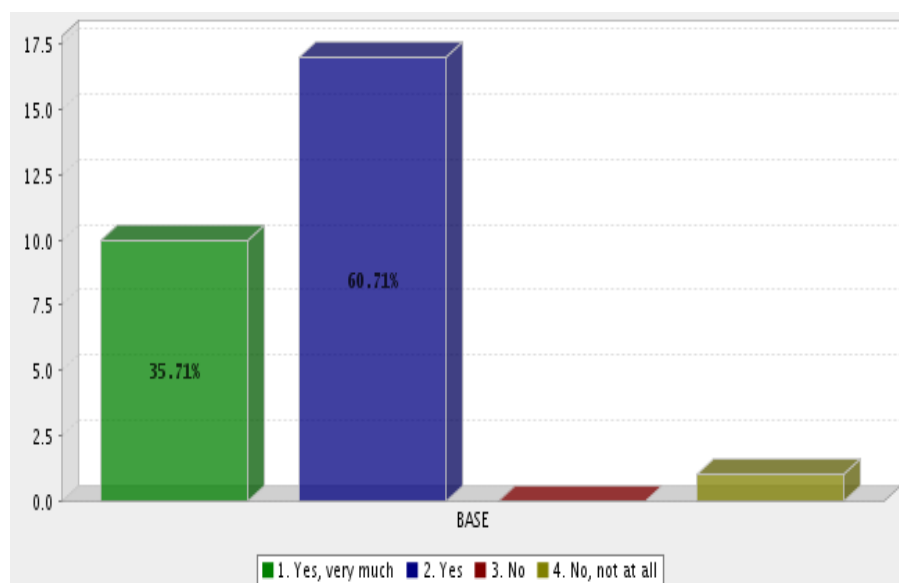
b) Whether the activities were appropriately adapted to the country needs.



c) Whether the constituents understood the project's objectives and approach.



d) Whether the government supported the project objectives.



a) Brief Comments on strategy of the project

- Very important strategy of combining global products, country approach, capacity building and knowledge/experience sharing.
- The project had to deal with a very particular situation. MOSAL was demanding- working with new groups of labour inspectors, and the law could not allow them to be recruited. Eventually it ended up working with existing inspectors, who were in dire need for training and capacity building. The delay in passing the new labour law was the main reason why MOSAL was not able to hire new inspectors. However, an agreement was eventually reached.
- The ICT part of the project had two major parts: - to obtain the current situation of the country inspectorate in ICT and to implement a pilot solution to help them in the registration of enterprises and inspection activities.
- A good strategy in relation to improving labour inspection in fishing vessels.
- The strategy implemented by far did not take into consideration the local realities of labour inspection and related organs including social partners. The quality of the training modules was too advanced for the target audience.
- The implemented strategy was exactly what the government and counterparts needed and were looking for.
- The strategy of the project are very well planned and coordinated with our government. All possible activities were very well done and all inspectors are very satisfied with ILO activities during the project.
- The strategy of the project were well done and developed by the ILO, but action plans will need more time and funds for better implementation.

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

- The strategy was based on three stages: first, tripartite labour inspection audits were carried out in all the target countries to identify the real needs of the different labour inspections; second, action plans were agreed upon with the stakeholders in order to programme the forthcoming activities according to the findings and recommendations in the audit reports; and third, the activities were implemented.
- Some parts schedule for training sessions were not discussed as planned and for OSH inspectors, the need for specialized sessions remains mandatory.
- The strategy works to achieve right inspection during the decent work makes inspection depend on international labour standards.
- The project strategy was very clear and well conceived.
- The project had to meet standards of significance in the employment of foreigners and persons with disabilities and acquire standards and comparative experiences in the resolution of labour disputes through strikes.
- The strategy was comprehensive and rightly aimed at helping individual countries as well as producing some useful global products.
- The methodology was excellent and consistent in the sense that a prior assessment should always be conducted before agreeing on capacity building measures.
- Strategy is important but it needs to be more relevant regarding the effective ability of different labour inspectorate organizations: some labour inspectorates do not easily get the capacity to move to inspectorates or rather, they cannot develop a prevention strategy because labour law does not clearly define it nor does it provide a proper framework for organising it.

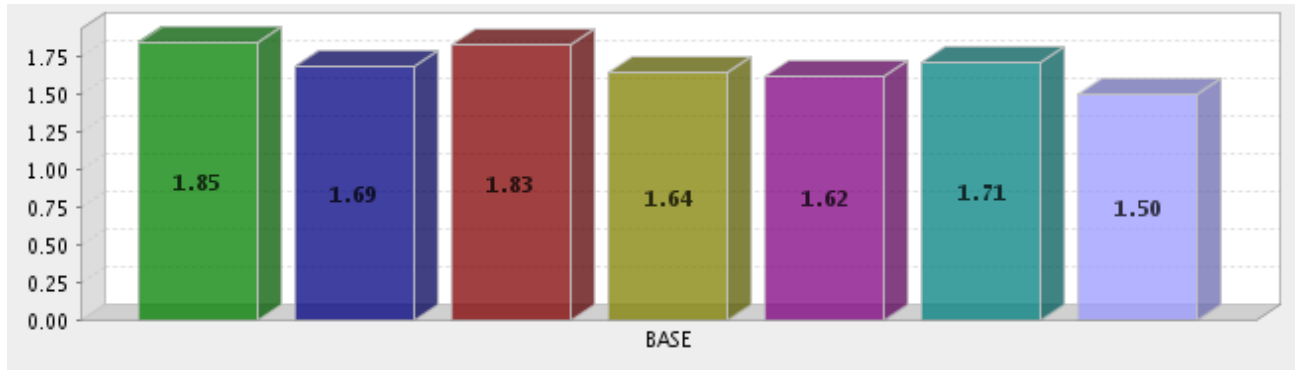
b) Brief Comments on the support from your government

- MOSAL was very committed and provided all the support needed. The very issue of Labour Inspection is a high priority as the country is transition into a social market economy and the existing labour inspection system (and the labour law indeed) is failing to accommodate the rapid socio-economic needs. MOSAL was very keen on maximizing this opportunity to build the capacity of its existing labour inspection system as well as paving the way to a forthcoming reform of it, which the new labour law will allow. They were very engaged and proactive in the discussions, which led to the design of the project country strategy, yet they generally feel that the project needs to continue to respond to the emerging changes and needs.
- The government has dedicated time to the project, including its staff, access to information and has provided inputs needed for the success of the project.
- The government supported the project within their capabilities.
- The governments were very supportive and, in particular, were very keen on having the training material, which they could use for national training plans.
- The government participated in all workshops positively and helped to organize workshops working to develop the inspection system and the involvement of the parties concerned
- The support was limited on the presence of all needed experts but the application of the needs (from recommendations) will stay marginal and not effective and implemented

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

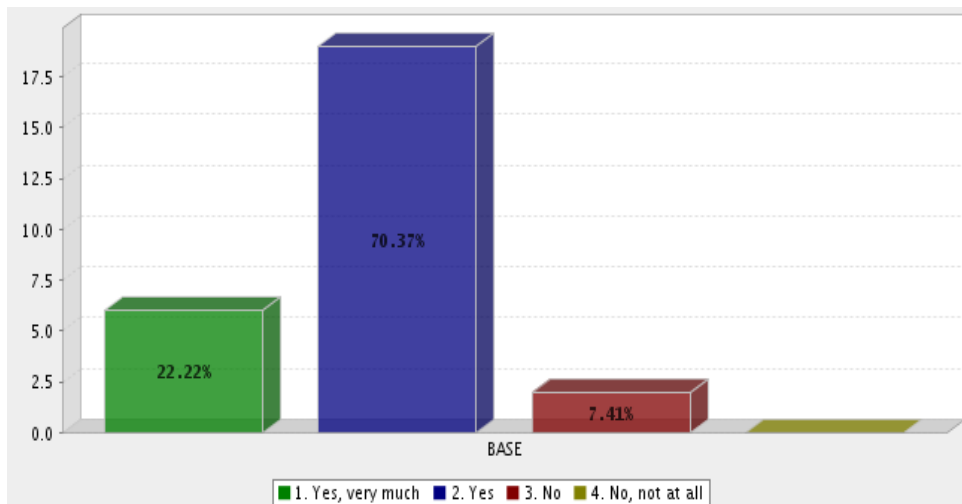
- The government has provided strong support for the project, especially in terms of selection of participants of training and coordination with social partners, providing local expertise.
- The government fully supported the goals and objectives in line with goals set by the Regional Alliance of Labour Inspectorates in SE Europe, Azerbaijan and Ukraine
- The government seemed to provide strong support, though the ability of governments to change culture, strengthen labour inspection may be in doubt

Perceived implementation status, project progress and effectiveness



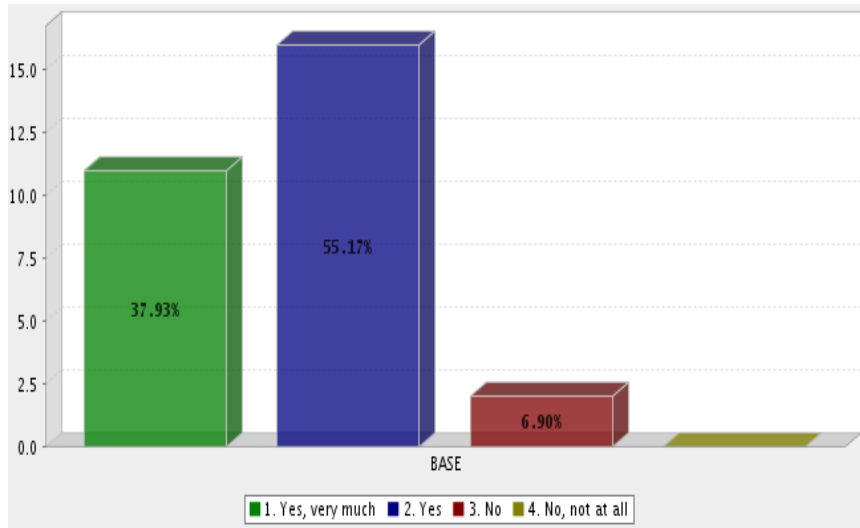
lanned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans
 quality of the outputs produced so far been satisfactory?
 ppriately responsive to the needs of the national constituents?
 .ches been successful?
 ute to a better application of international labour standards, in particular in the field of labour inspection (ILO Convention No. 81 and
 the ratification of ILO Conventions on labour inspection in countries where these have not yet been ratified?
 project results via the project extension likely to contribute to a better application of international labour standards (in particular in t

a) Perceived extent to which planned project activities/outputs been implemented, in relation to the original project document and to subsequent work/action plans.

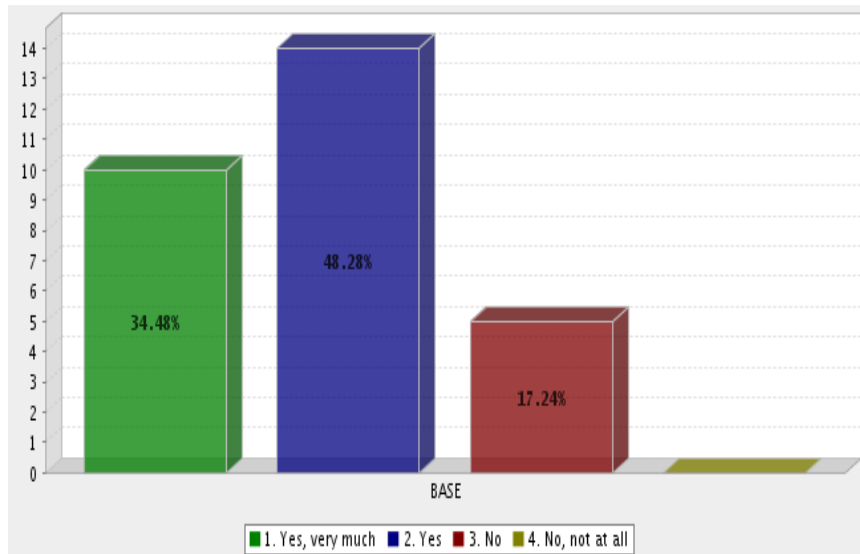


Evaluation of the ILO Project, "Enhancing labour inspection effectiveness"

b) Whether the quantity and quality of the outputs produced have so far been satisfactory.

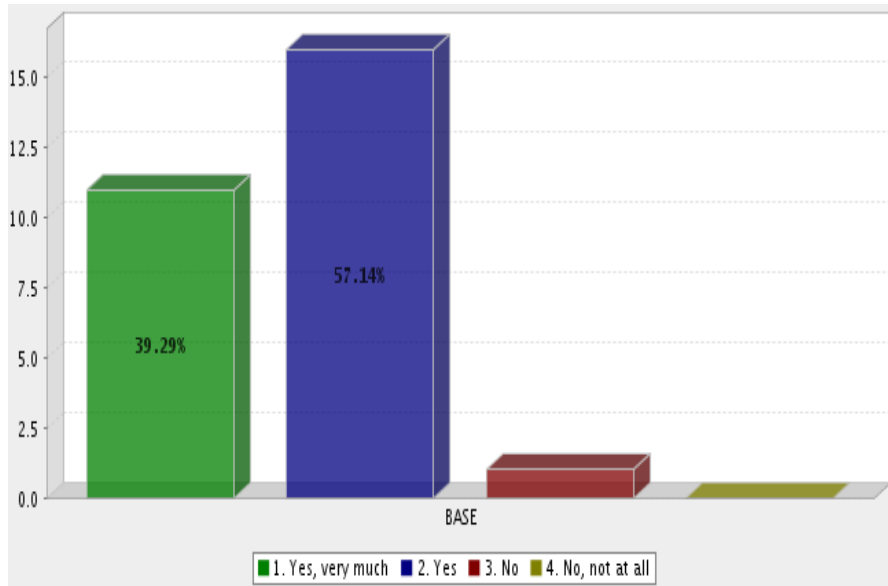


c) Whether the project has been appropriately responsive to the needs of the national constituents.

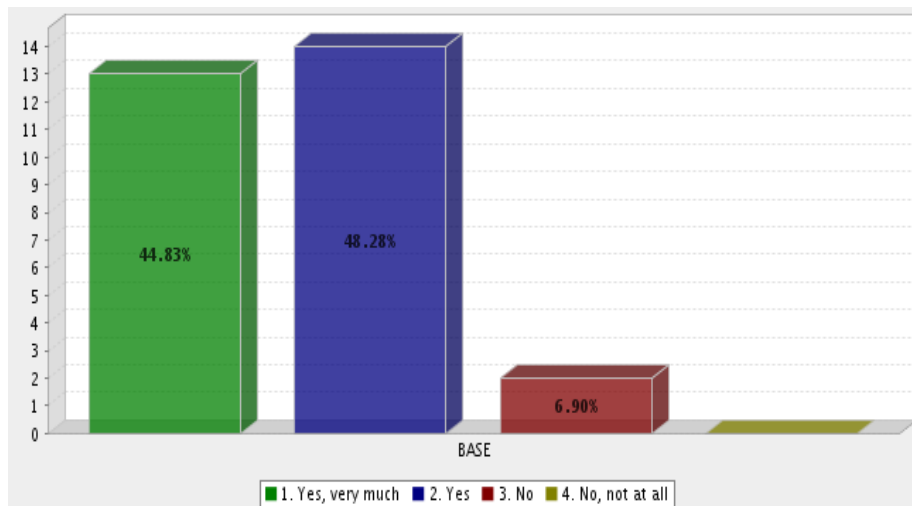


Evaluation of the ILO Project, "Enhancing labour inspection effectiveness"

d) Whether the project's approaches have been successful.

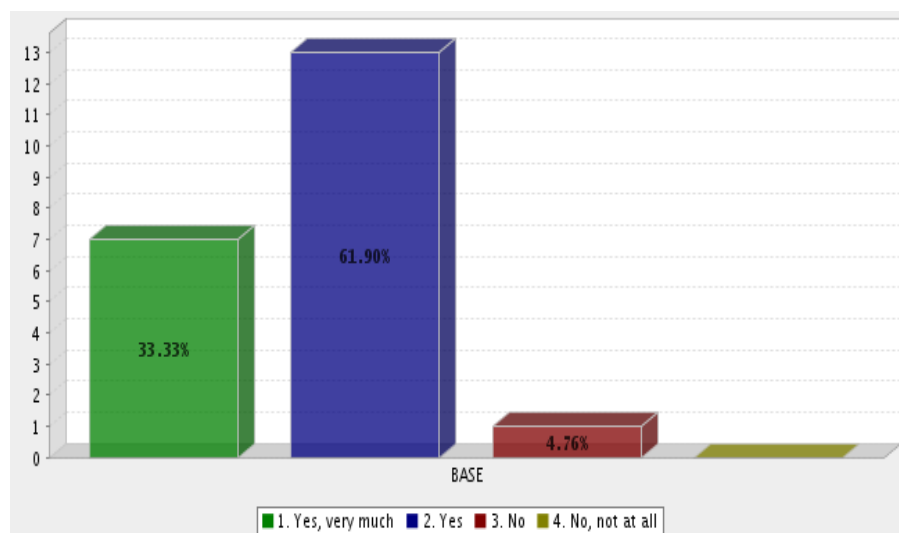


e) Perception on whether the project will contribute to a better application of international labour standards, in particular in the field of labour inspection (ILO Convention Nos. 81 and 129).

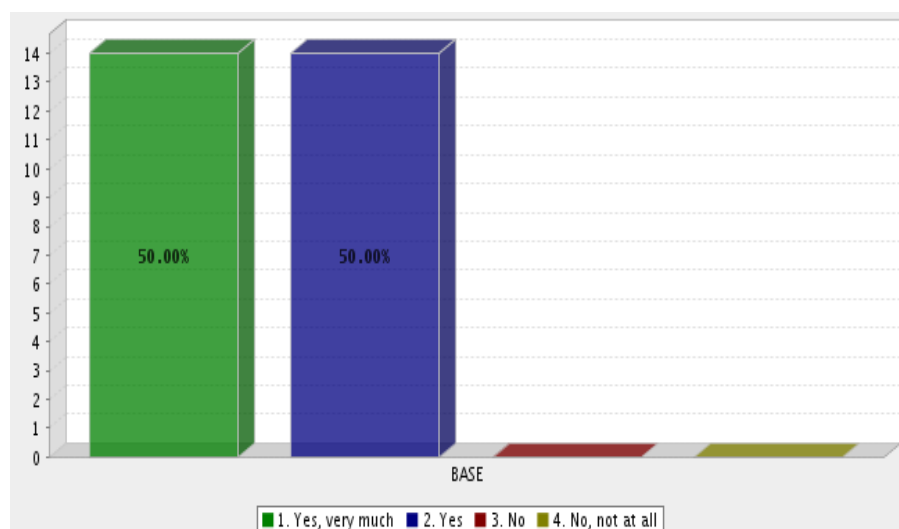


Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

f) Whether the project supported the ratification of ILO Conventions on labour inspection in countries where these have not yet been ratified.



g) Whether the consolidation of the project results via the project extension is likely to contribute to a better application of international labour standards (in particular, in the field of labour inspection).



a) Successes and benefits encountered as a consequence of the project

- The studies, curricula and training materials developed in the project framework will be (are) used and disseminated by some training centres.

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

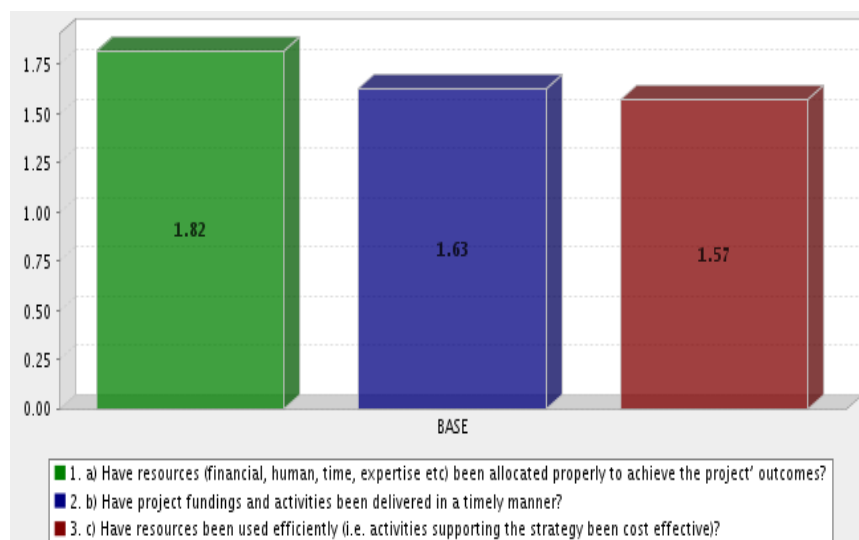
- The project provided valuable training to many labour inspectors and these labour inspectors obviously acquired new skills to do better in their jobs. It is expected that efficiency will increase since the inspectors are also motivated.
- This project helped better integrate inspections in accordance with Convention No. 188 in the general scheme of labour inspection. In addition, the project was an important factor in improving FAO/ILO (SECTOR and IPEC) cooperation on labour inspection of child labour in the fishing sector.
- Generally, all countries acquire a better knowledge of the needs on LI and some action taken at the global level and new products. There is better acknowledgement of some insufficiencies from labour inspectorates themselves and the and the motivation to improve, either in management, with better training, coordination and follow up, either in the action carried out by labour inspectors.
- Inspector , workers and employers are in a better position to ensure compliance with the labour law.
- Improved understanding on the role of Labour Inspection, including resource allocation for the inspection machinery on the part of the government. Also providing invaluable guidance by the ILO inspection specialist to help improve the situation of labour inspection, improved transparency and understanding of the function of labour inspection within the tripartite.
- The two inspections- Labour relations and OSH inspections are better coordinated. There are new tools that have been developed to facilitate inspector's task. The ILO proposals about checklists and filling of records during inspection control do facilitate the work.
- The social partners in the concerned countries, including officials became more aware of the importance of labour inspection and of their relevant needs. National candidates for Trainer of Trainees programs were identified (who could be, if properly trained, quite useful regional trainers).
- The old concept of inspection has been modernised and now depends on dialogue between partners.
- Development of prevention strategies, involving employers and workers organizations, focusing on effective labour inspectorate capacities, enhancing the compass of labour inspection.
- Decision makers are more involved -new and old inspector-staff are more aware and interested while important recommendations have been issued.
- The audits provided a clear view of the labour inspection situation in the country and provided the recommendations to enhance and improve the system.

b) Obstacles encountered during projects implementation

- A great flexibility was needed to cope with challenging implementation deadlines coupled with unanticipated extra demands on staff time. The timeframe was too short for planned activities. This was solved by involving in intensive work, good planning, strong communication-coordination and friendly team approach.
- Delays in passing the new labour law and the development of a new labour inspection function. As the labour law has been passed, a huge amount of work is needed to develop this new function capitalizing on what the project has accomplished so far.
- Absence of domestic jurisprudence regarding the application of the law on professional rehabilitation and employment of persons with disabilities, given that it is recently adopted.
- Insufficient funds and specifically lack of financial support from the government due to credit crunch.
- Decision making processes take more time due to political circumstances; changes in government that lead to delayed project implementation.
- The design of the content was not discussed with counterparts initially; however, following feedback, the content was simplified and better suited to the needs of participants.
- Absence of inspectors from their jobs .
- Weak participation of the private sector.
- Absence of sufficient inspection staff in the ministry and in general the number of inspectors is few compared to places that need Inspection
- Lack of national and international experts
- There were some internal communication problems in some countries
- A shift from theory to implementation
- A restrictive approach of labour legislation concerning labour inspection, and social dialogue.

Perception on Efficiency of resource use

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”



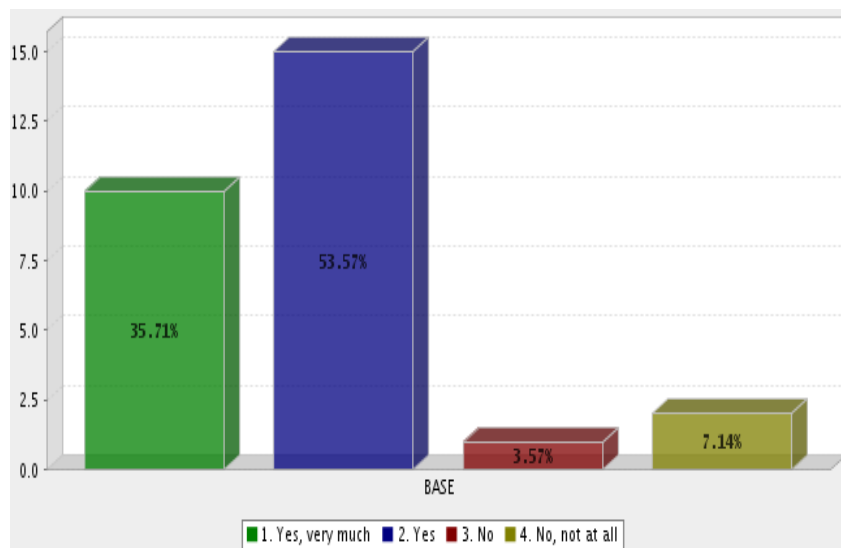
Further brief comments on the allocation and use of resources under the project

- Detailed budget was prepared for every component.
- In the team spirit of the project, some services (collaboration, technical and pedagogical advice and support) were provided free of charge.
- The new labour law caters to a newly integrated labour inspection function, which Syria had not had before. The project has worked with an existing function that has limited resources and outreach, but successfully paved the way to a more efficient system.
- Syria faces numerous labour market challenges including the development of a labour inspection strategy. With a transition to a market economy, a rapid growth of the private sector, an informal economy accounting for about 35% of the national economy, ILS needs to be enhanced more than ever. The existing labour inspection capacity is too limited. The government has plans to expand it and develop it but resources and expertise are lacking and this is a huge opportunity for the ILO to step in and help.
- The ICT projects are usually very expensive projects and this fact had not been taken into account.
- Some are still finishing several of the products/activities associated with the fishing component. The related resources will only be completely utilized at the very end of the project.
- The resources are not enough for the needs at hand and the time is too limited to plan in more detail for efficiency. Some had a very short project period and thus got an extension.
- The resources were efficiently used.
- It would have been much more efficient and helpful if all resources had been centralized in ILO Geneva and devolved as deemed appropriate.
- The project has to be continued to until results are obtained and there is need for more funds for the realization of action plan activities!

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

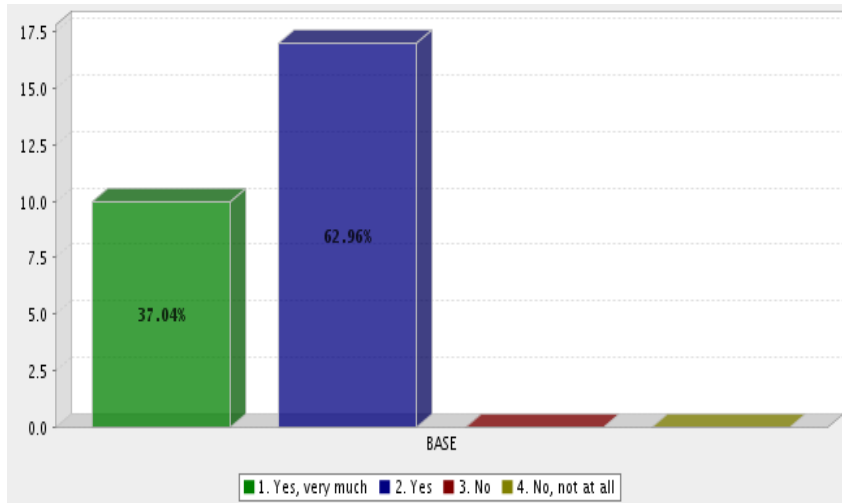
- There was a cost-sharing arrangement done for one of the workshops via the facilitation of the Yemeni government, where USDOL through its implementing partner, shared some of the costs.
- Human expertise was excellent but more practical field visits were needed as application of the theoretical part were dominating.
- The number of experts who held this kind of workshops was not enough. Experts speaking Arabic are preferred as it makes easier to engage in dialogue.
- This kind of training should be held once a year for every inspector.
- Similar projects should continue. It would especially be important to plan activities for understanding the solutions of the law of procedure, which have many contentious issues in the practice.

a) Whether resources (financial, human, time, expertise etc) have been allocated properly to achieve the project’ outcomes.

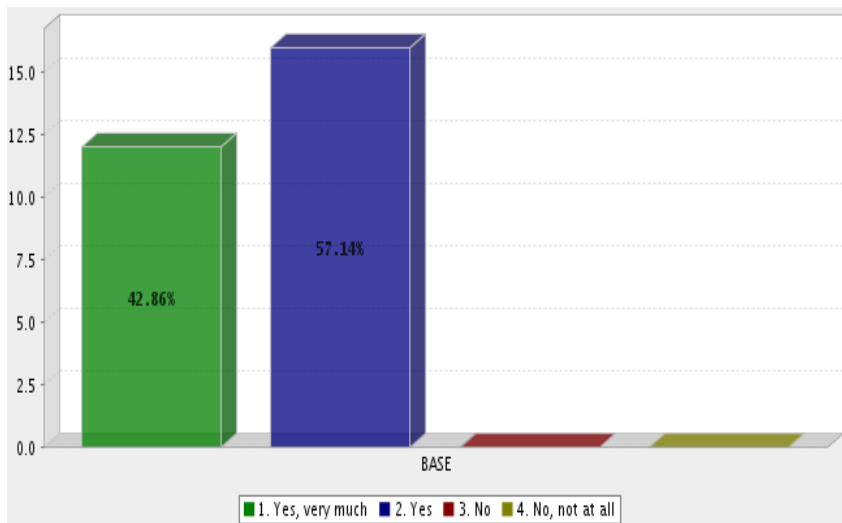


Evaluation of the ILO Project, "Enhancing labour inspection effectiveness"

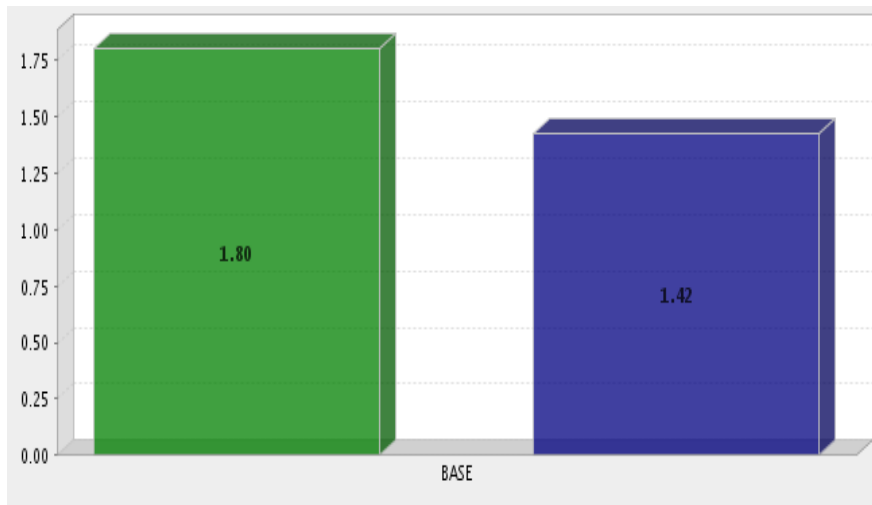
b) Whether project funding and activities have been delivered in a timely manner.



c) Whether resources have been used efficiently (i.e. activities supporting the strategy been cost effective).



Effectiveness of management arrangements

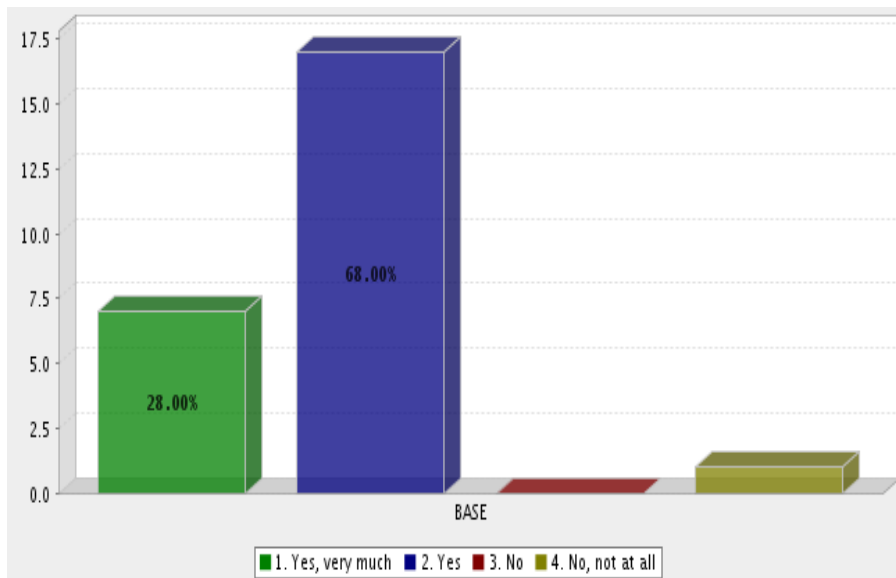


Did adequate political, technical and administrative support from national partners?

Did adequate administrative, technical and political support from the ILO offices and specialists in the field and from the responsible te

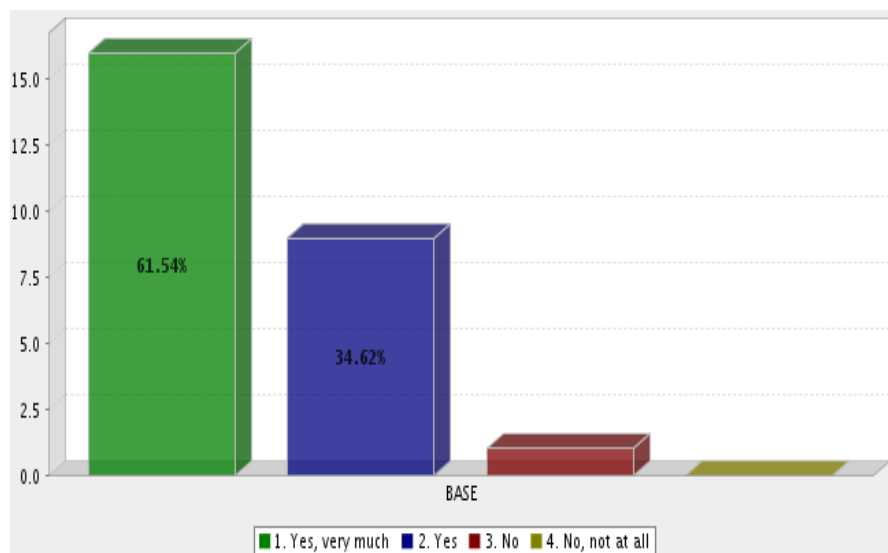
Perception on Effectiveness of management arrangements below

a) Project receiving adequate political, technical and administrative support from national partners.



Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

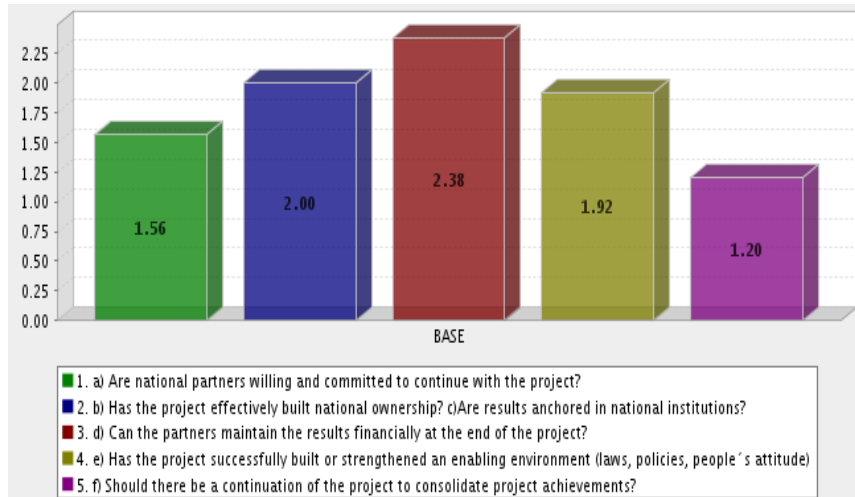
b) Project receiving adequate administrative, technical and political support from the ILO offices and specialists in the field and from the responsible technical unit at headquarters.



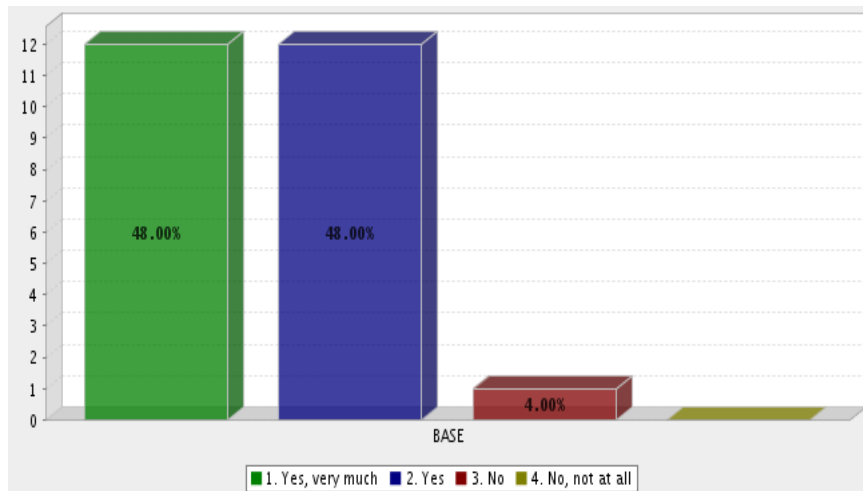
Additional comments on the management arrangements and performance under the project

- The main guidance was provided by ILO/HQ, LAB/ADMIN.
- The ILO specialist helped lay the groundwork for developing a labour inspection strategy for Yemen, upon the request of Yemen.
- The project is very well coordinated by the ILO, especially by the personnel in-charge of coordination and implementation of the project.
- All organized arrangements were positive and successful and the interaction was of high quality.
- Excellent management arrangements and performance.
- More support needed from the ILO field offices.

Perception on Impact orientation and sustainability attributes below

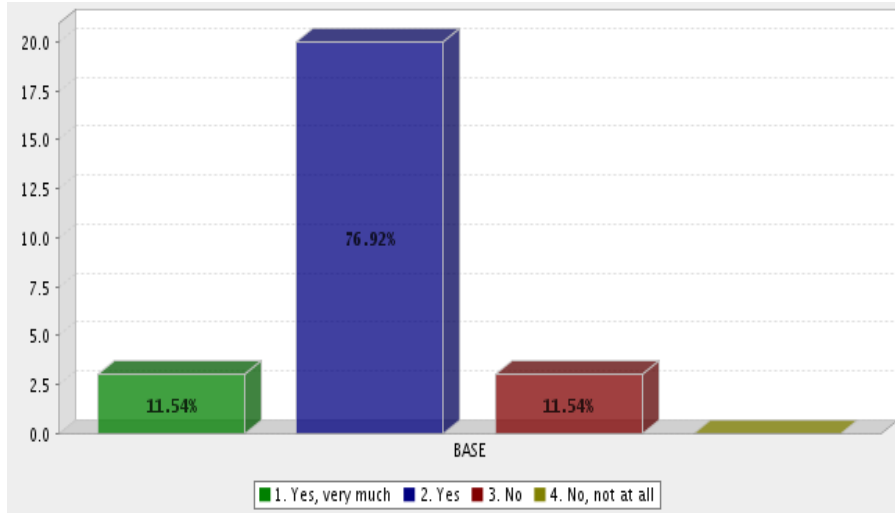


a) Whether national partners are willing and committed to continue with the project.

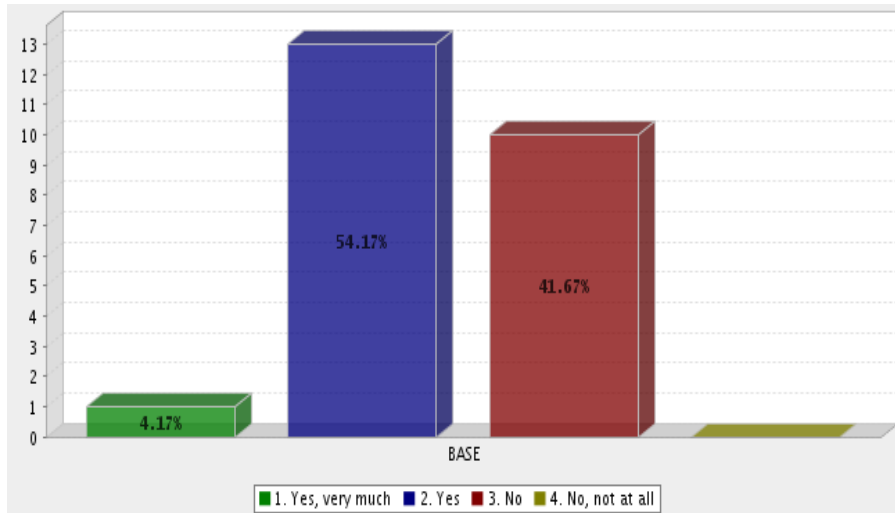


Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

b) Whether the project has effectively built national ownership and c) results anchored in national institutions.

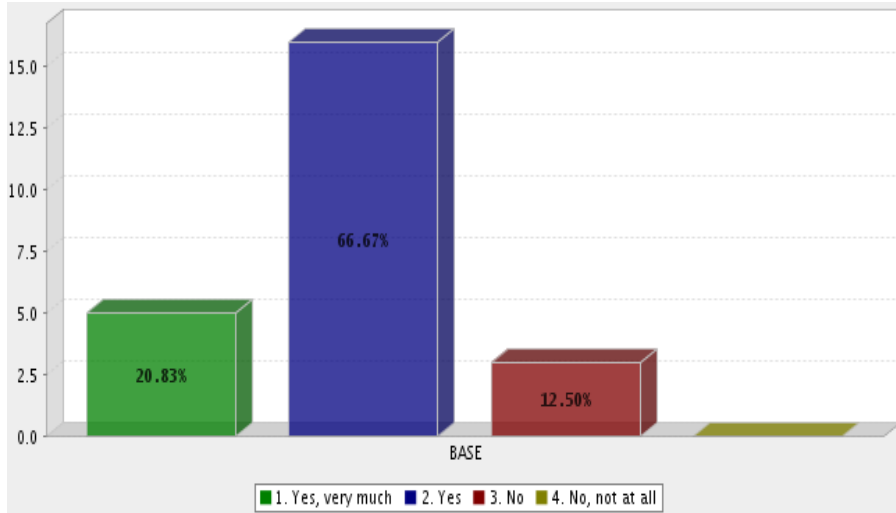


d) Whether the partners can maintain the results financially at the end of the project.

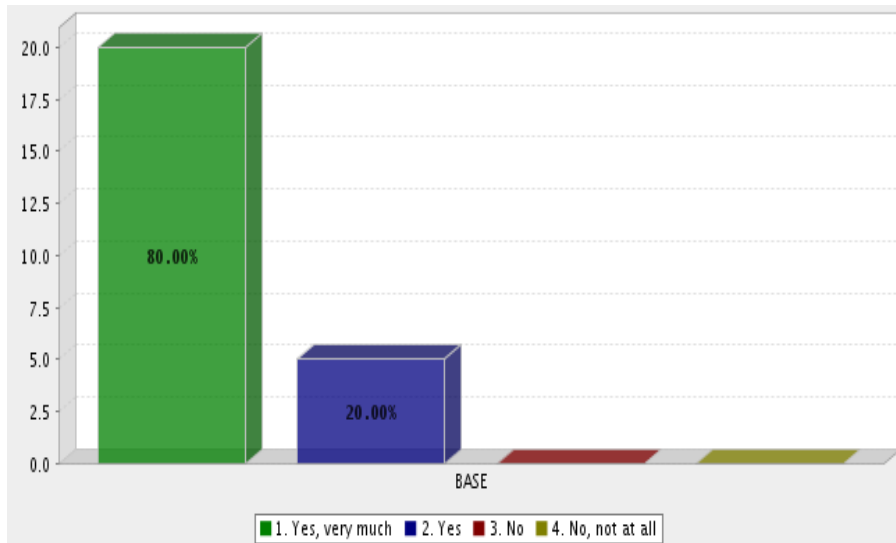


Evaluation of the ILO Project, "Enhancing labour inspection effectiveness"

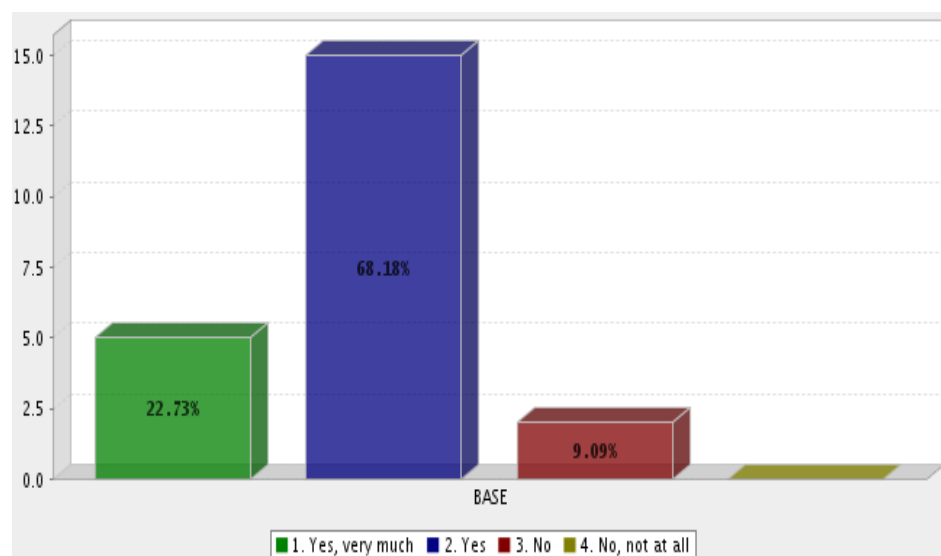
e) Whether the project has successfully built or strengthened an enabling environment (laws, policies, people's attitude).



f) Whether there should be a continuation of the project to consolidate project achievements



g) Whether the project components or results appear likely to be sustained after the project.



How project components or results will likely to be sustained after the project

- The project produced many concrete tools and developed the national capacity to adapt them to the national context and to use them after the project.
- The project provides skills to the beneficiaries to be utilized even after the project, as well as an audit.
- The audit will serve as a threshold for developing the new labour inspection function and is expected to be an excellent starting point.
- The project has reached a lot of partners.
- The products related to the fishing component for training and promotional activities, particularly aimed at improving labour inspection, following the project will be used as reflected in ILO work plans. In regards to child labour and fishing, there is a follow up already being conducted with SECTOR-IPEC-Brazil-Ghana/Tanzania South-South cooperation on CL in fisheries. Furthermore, work is being done to develop joint products on CL and fisheries with FAO and IPEC and so far, the progress made has been very positive.
- Institutional capacity building for the directorate of labour inspection, including formulating the labour inspection strategy and mobilizing resources to fund its implementation, including government's own funding.
- The ongoing commitment from governments and social partners.

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

- Better understanding of ILO standards, change in attitudes of inspector and much better coordination between labour relations and OSH inspections.
- Implementing the global products (as they constitute output generated by the project).
- The chambers of industry arrange workshops to explain the importance of inspection to industrialists and establishing inspection unit in the chambers of industry to help industrialists.
- Permanent feedback between practices, outcomes and propositions has become relevant.
- There will be a LI system in place. All partners will understand the importance of LI in improving working terms and conditions and making workplaces more attractive to workers, in addition to building more trust and more collaboration among workers and employers, which will ultimately enhance productivity and contribute to the development of the national economy. They will understand that putting more resources into LI is an investment that will pay back at the long run.
- National, and sub regional trainers will receive qualifications that will allow them to function efficiently.
- The social partners will be better educated and more qualified to engage in national compliance promotion programmes.
- More specialized trainings (TOTs) and field visits.
- New inspection questionnaire for recommendations must be taken into consideration.
- A project extension would be necessary to consolidate project components, in particular the implementation of the labour inspection action plans.
- Implementation of labour inspection audits should be continued.
- All recommendations that were suggested during training workshops should be forwarded to all parts and furthermore followed to see what was adopted

Annex 7: Sub regional Workshop on the ILO Training Curriculum on Labour Inspection: Evaluation Meetings Schedule, Bitola 10-14 May 2010

Monday, 10 May 2010

Afternoon (17h) Mr. Felix Martin-Daza, Senior Programme Officer, ITC-Turin

Tuesday, 11 May 2010

Lunch time Director from FYR of Macedonia
(12.30 - 13.20)

17.00 – 18.30 Labour Inspectors from FYR of Macedonia

Ms. Ildiko Rigo, Programme Assistant, SRO-Budapest
could be interviewed too (morning or afternoon)

Wednesday, 12 May 2010

Lunch time Director from Montenegro
(12.30 - 13.30)

17.00 – 18.30 Labour Inspectors from Montenegro

Thursday, 13 May 2010

9.00 – 10.00 Workshop session (ILO Officials SRO-Budapest)

10.00 – 11.00 Mr. Mark Levin, Director, SRO-Budapest

11.00 – 12.00 Ms. Carmen Bueno, Chief Technical Adviser/Labour Inspection Expert,
Labour Inspection project

14.00 – 15.00 Mr. Emil Krstanovski, National Coordinator for FYR of Macedonia, SRO-
Budapest

16.00 – 17.00

Ms. Maria-Luz Vega, Senior Labour Administration/Inspection Specialist,
ILO, Geneva

List of Participants, Bitola, Macedonia 10-14 May 2010

No.	Name	Position	Organization
1	Zoran Ratković	Acting As Head Labour Inspectorate	MLSW
2	Sonja Rakonjac	Labour Inspector	MLSW
3	Angelina Medjedović	Labour Inspector	MLSW
4	Žarko Grković	Health and Safety Inspector	MLSW
5	Milena Frana	Labour Inspector	MLSW
6	Zlatko Popović	Health and Safety Inspector	MLSW
No.	Name	Position	Organization
1	Goran Jovanovski	Director	State Labour Inspectorate
2	Goran Popovski	Senior Inspector	State Labour Inspectorate

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

3	Toni Vojneski	Senior Inspector	State Labour Inspectorate
4	Slagjana Andonovska	Senior Inspector	State Labour Inspectorate
5	Maja Patceva	Senior Inspector	State Labour Inspectorate
6	Kokica Mihajlovska	Senior Inspector	State Labour Inspectorate
No.	Name	Position	Organization
1	Goran Grgic	Labour and Osh Inspector	Republic of Srpska Inspectorate
2	Ilinka Mitric	Labour and Osh Inspector	Republic of Srpska Inspectorate
3	Gordana Milovic	Labour and Osh Inspector	Republic of Srpska Inspectorate
No.	Name	Position	
1	Svetlana Sukic	Head of Labour Inspection Division in Srednjebanatski District	
2	Momo Misevic	Head of Labour Inspection Division in Zlatiborski District	
3	Vesna Jovanovic	Labour Inspector	

4	Miodrag Radenkovic	Labour Inspector
5	Vukic Lekic	Labour Inspector
6	Rajko Barac	Head of Labour Inspection Division In Kosovsko-Mitrovacki District

Annex 8: Group work: Actions needed for the future Beirut – Lebanon, 24th May 2010

Participants’ profile:

12 participants organized in three groups, from Lebanon and Syria, representing the following institutions:

- Ministries of Labour (both labour inspection and OSH).
- The Trade Unions.
- The Employers’ Organizations.
- The Social Security Corporation.

Vision, 3-5 years from now

Group (1):

1. Strengthening the capacities of labour inspectors and ensuring the following for them:
 - Clear authorities.
 - Independence and protection.
 - More training.
 - Incentives.

2. Capacity building programmes and more workshops bringing them together with other partners.
3. Promoting the department of Labour Inspection to occupy a higher level on the hierarchy of the Ministry of Labour, in order to reflect its real importance.
4. Developing a guide to labour inspection and new labour inspection checklists.
5. Reforming labour law and expanding its coverage to all sectors.
6. Educating the decision makers on the importance of labour inspection.
7. Developing a reporting and documentation system for work-related injuries.

Group (2):

- Establishment of a training unit for continuous training of labour inspectors in coordination with the ILO.
- Establishment of a comprehensive database for labour inspection.
- More training on Labour inspection, and on successful experiences from other countries.
- Technical training on occupational safety and health.

Group (3):

- Building an integrated labour inspection system.
- Developing a national strategy for labour inspection.
- More collaboration with the social partners for an effective social dialogue.
- Continuation of the Norwegian project until an integrated and sustainable labour inspection system is developed and until the social partners’ capacities are developed to maintain and continue the project’s outcomes.
- Implementation of the recommendations of all workshops that were organized under the project.
- We are sure that continuation of the project in the same vein will help in achieving all desired results.

Actions

Myself:

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

- Use knowledge from trainings.
- Promote local implementation.
- Pressure for improvement.
- Impact legislation.

Government:

- Improve training and policy.
- Facilitate training through funding.
- Implement recommendations in audits and analysis.
- Collaborate with the tripartite structure.
- Ratify Convention No. 155.
- Implement signed conventions.

ILO and others:

- Organizations including the ILO should follow-up on strengthening labour inspection.
- Use the ILO and international channels.
- Continuous follow-up of labour inspection.
- ILO directly involved with the Ministry to fight bureaucracy.

List of Participants in Evaluator’s interviews, Beirut-Lebanon

a. Social partners:

Sr.	Name	Post	Institution
1	Shawqi Awn	Head of the Central Department of LI	MOSAL, Syria
2	Hussam Jorjus	Central Labour inspector	MOSAL, Syria
3	Sadeq Al-Omar	Representative of the Federation	Federation of Chambers of

Evaluation of the ILO Project, “Enhancing labour inspection effectiveness”

			Industry (the employers’ representatives in Syria)
4	George Harb	Secretary for the OSH, labour inspection and environment	General Federation of Trade Unions, Lebanon
5	Jumanah Haimour	Head of the Department of Labour Inspection	MOL, Lebanon
6	Ghassan Al-Awar	A senior inspector	MOL, Lebanon
7	Mirna Roupael	Inspector	MOL, Lebanon
8	Rita Wakim	Inspector	MOL, Lebanon
9	Ibrahim Kiwan	Inspector	MOL, Lebanon
10	Toni Al-Qasis	Administrative representative	Association of Lebanese Industrialists (the employers’ representative in Lebanon)
11	Joseph Assali	Regional Director of Inspection	The National Social Security Fund, Lebanon
12	Hassan Shukur	Inspector	The National Social Security Fund, Lebanon

b. ILO Staff:

Sr.	Name	Post	Institution
1	Bussi Maurizio	Deputy Regional Director	ILO, RO, Beirut
2	Jean-Francois Klein	Chief, Regional Programming Services	ILO, RO, Beirut
3	Shaza Al Jundi	Programme Officer	ILO, RO, Beirut
4	Amin Al-Wreidat	CTA, Norwegian Project “Enhancing LI Effectiveness”	ILO, RO, Beirut

Annex 9: Evaluator briefing schedule, Geneva 18-21 May 2010

Tuesday, 18 May 2010

12:00 – 13:00	Ms. Maria-Luz Vega, LAB/ADMIN (9-105)
14:00 – 15:00	Mr. Giuseppe Casale, Director, LAB/ADMIN (9-84)
15:00 – 15:30	Ms. Johanna Rüefli, Secretary, LAB/ADMIN (9-84)
15:30 – 16:30	Ms. Nadine Fischer, LAB/ADMIN (9-109)
16:30 – 17:30	Mr. René Robert, LAB/ADMIN (9-87)

Wednesday, 19 May 2010

9:30 – 11:30	Workshop session (Salle VI, R3-sud)
13:30 – 14:00	Mr. Enrico Cairola, ACTRAV (10-113)
14:00 – 15:00	Ms. Dimitrina Dimitrova and Mr. Ahmed Khalef, ACTRAV (10-104)
15:00 – 16:00	Mr. Brandt Wagner and Ms. May Mi Than Tun, SECTOR (3-128)
16:00 – 17:00	Ms. Annie Rice, SAFEWORK

Thursday, 20 May 2010

9:00 – 10:00	Ms. Helena Perez (phone-interview)
10:00 – 11:00	Mr. Atshushi Nagata and Ms. Airyn Carlin De Tenorio, PARDEV (7-140)
11:00 – 12:00	Ms. Beate Andrees, DECL (5-114)
14:00 – 15:00	Mr. Francis Sanzouango, ACT/EMP (9-127)
15:00 – 16:00	Ms. Halima Sahraoui and Ms. Katerina Tsotroudi, NORMES (6-115)
16:00 – 17:00	Mr. Patrick Taran, MIGRANT (7-46)

Friday, 21 May 2010

9:00 – 11:00 Videoconference with ITC-Turin

11:00 – 12:00 Mr. Morten Hovda, CABINET (10-124)

ILO Labour Inspection Stakeholders Workshop. ILO HQ, Geneva, Wednesday 19 May 2010

Achievements:

- Strengthening LI as a major priority for Norway.
- Raise awareness of LI.
- Lots of training.
- Partnership with countries.
- Global products.
- Participatory approach in making priorities.
- Fishing: timely; fishing: global products; spin off and leverage; Use of innovative approach in programming as well as with IPEC/FAO.
- Good internal collaboration: two different departments working together.

Challenges

- Norway gives a package and allocates accordingly.
- Project too short. It is difficult to stop now particularly for the Arab states and for the fishing sector.
- Governmental changes/political environmental changes in countries.
- Fishing sector weak.
- Integration with the ILO.
- Two different departments working together.

Vision 3-5 years from now

Fishing:

- Focus on global products.
- Next stage is to operate at the national level.
- Integrate into the ILO programme (the DWCP).
- Strengthen/extend collaboration with IPEC, FAO. Norway wants to see ILO work with other agencies, donors and partners.
- PARDEV: gender mainstreaming important to donor.
- Flag state inspection (ILO could fund meetings).
- Implement products already produced.

Global products:

- Longer-term duration that has logic, three years minimum.
- Longer duration needs to be matched by sufficient resources, e.g. to enable hiring of technical expertise with a reasonable commitment.
- Work on product registries but this is a function of time. The ILO needs resources and expertise for pilot.
- Need to build up further expertise to deliver global products.
- Translation and adaptation of products to national circumstances.
- Sectoral approach: need for training modules.

National level:

- More sub regional approach than national, particularly with the articulation between the levels and responding to DWCPs.
- Extend to other regions.
- Consolidate activities to continue implementation of action plans.
- Selection of countries should include some freedom for the ILO to prioritise on the basis of needs, i.e. including dropping existing countries that are not working.
- Decentralize for sub regional components. Centralized for global components with of course technical coordination between the two.

ACTIONS

Myself:

- LAB/ADMIN: Clearly define tasks and roles of colleagues (e.g. programming, budget; lines of communication etc.; and better planning like making an organizational chart).
- Improved inter-unit coordination for planning and delivery (e.g. steering committee and joint planning activities).

Others:

- Structured consultation with PARDEV on, for example, country selection or other components to improve donor collaboration.
- Building of LAB/ADMIN technical capacity in the ILO field offices.
- Coherence on the part of donor for project development.

Annex 10: List of documents Reviewed: Project RER 09/50/NOR

MONTENEGRO:

- Audit report
- Action Plan
- Seminar on Labour Relations: programme and list of participants
- Seminar on Risk Assessment: programme, list of participants and evaluation report
- Seminar on construction sites in Turin: programme and evaluation report
- Consultancy report on checklists

MACEDONIA:

- Audit report
- Action Plan
- Seminar on Risk Assessment: programme, list of participants and evaluation report
- Seminar on International Standards: programme
- Seminar on Labour Inspection visit: programme and list of participants
- Workshop on Undeclared Work: invitation letter for the SLI Director and list of participants
- Consultancy report on checklists

ALBANIA:

- Audit report
- Action Plan
- Seminar on Risk Assessment: programme, list of participants and evaluation report
- Seminar on construction sites in Turin: programme and evaluation report
- Consultancy report on registration systems
- ILO comments on the draft Law on OSH
- DWCP

MOLDOVA:

- Audit report
- Action Plan
- Seminar on Risk Assessment: programme, list of participants and evaluation report
- Seminar on Labour Inspection Visit: programme and list of participants
- Seminar on Labour Inspection in Saint Petersburg: programme and evaluation report
- Consultancy report on checklists
- DWCP

ARMENIA:

- Audit report
- Action Plan
- Seminar on International Standards: programme, list of participants and evaluation report
- Seminar on Labour Inspection in Saint Petersburg: programme and evaluation report

KAZAKHSTAN:

- Audit report
- Mission report justifying why Action Plan was not considered necessary
- Seminar on Labour Inspection in Saint Petersburg: programme and evaluation report
- DWCP

LEBANON:

- Audit report
- Action Plan
- The National Training Plans
- Media coverage

SYRIA:

- Audit report
- Action Plan
- The National Training Plans
- Media coverage
- DWCP

OMAN:

- Audit report
- Action Plan
- The National Training Plans
- DWCP
- Media coverage

YEMEN:

- Audit report
- Action Plan
- The National Training Plans
- Independent evaluation report of training activity
- DWCP

General:

	200	Guidelines on occupational safety and health management systems ILO-OSH
ILO	1	2001
	200	
ILO	6	Labour Inspection - International Labour Conference 95th Session 2006
	200	
ILO	7	Programme and Budget for the biennium 2008-09
	200	Proposal for activities under the Norway-ILO co-operation agreement 2008-09
ILO	7	Labour Inspection Beirut
	200	Proposal for activities under the Norway-ILO co-operation agreement 2008-09
ILO	7	Labour Inspection Budapest
	200	Proposal for activities under the Norway-ILO co-operation agreement 2008-09
ILO	7	Labour Inspection Norway
	200	
ILO	8	Force Labour and Human Trafficking - Handbook for labour inspectors
	200	ILO Programme and Budget 2008-09 Labour Inspection Audits – A
ILO	8	Methodology
	200	Building adequate social protection systems and protecting people in the Arab
ILO	9	region
	200	
ILO	9	Growth, employment and decent work in the Arab region: Key policy issues
	200	
ILO	9	International labour migration and employment in the Arab region
	200	
ILO	9	Programme and Budget for the biennium 2010-11
	200	
ILO	9	Rules of the Game - A brief introduction to International Labour Standards
	201	
ILO	0	Financing Decent work - Contributions to the ILO 2008-09
	201	
ILO	0	Migration, trafficking and labour inspection
	201	Tripartite Meeting of Experts to Adopt Port State Control Guidelines for
ILO	0	Implementation of the Work in Fishing Convention, 2007 (No. 188)
	200	ILO Multi-Bilateral Programme of Technical Cooperation RER/09/50/NOR;
ILO/LAB/ADMIN	9	RAB/09/50/NOR, GLO/09/50/NOR
	200	Report on Mission to Budapest within the National Workshop "Labour
ILO/LAB/ADMIN	9	Inspection and undeclared work"
	201	
ILO/LAB/ADMIN	0	Labour Inspection in Europe: undeclared work, migration, trafficking
	200	
ILO/LAB/ADMIN	8	Labour Administration and Inspection Programme
von Richthofen,	200	
Wolfgang	2	Labour Inspection - A guide to the profession

Annex 11: List of people met

Name	Position	Organization
Zoran Ratković	Acting As Head Labour Inspectorate	Ministry of Labour and Social Welfare of Montenegro
Sonja Rakonjac	Labour Inspector	Ministry of Labour and Social Welfare of Montenegro
Angelina Medjedović	Labour Inspector	Ministry of Labour and Social Welfare of Montenegro
Žarko Grković	Health and Safety Inspector	Ministry of Labour and Social Welfare of Montenegro
Milena Frana	Labour Inspector	Ministry of Labour and Social Welfare of Montenegro
Zlatko Popović	Health and Safety Inspector	Ministry of Labour and Social Welfare of Montenegro
Goran Jovanovski	Director	State Labour Inspectorate, Macedonia
Goran Popovski	Senior Inspector	State Labour Inspectorate, Macedonia
Toni Vojneski	Senior Inspector	State Labour Inspectorate, Macedonia
Slagjana Andonovska	Senior Inspector	State Labour Inspectorate, Macedonia
Maja Patceva	Senior Inspector	State Labour Inspectorate, Macedonia
Kokica Mihajlovska	Senior Inspector	State Labour Inspectorate, Macedonia
Shawqi Awn	Head of the Central Department of LI	Ministry of Social Affairs and Labour , Syria
Hussam Jorjus	Central Labour inspector	Ministry of Social Affairs and Labour , Syria
Sadeq Al-Omar	Representative of the Federation	Federation of Chambers of Industry
George Harb	Secretary for the OSH, labour inspection and environment	General Federation of Trade Unions, Lebanon
Jumanah Haimour	Head of the Department of Labour Inspection	Ministry of Labour, Lebanon
Ghassan Al-Awar	A senior inspector	Ministry of Labour, Lebanon
Mirna Rouphael	Inspector	Ministry of Labour, Lebanon
Rita Wakim	Inspector	Ministry of Labour, Lebanon
Ibrahim Kiwan	Inspector	Ministry of Labour, Lebanon
Toni Al-Qasis	Administrative representative	Association of Lebanese Industrialists
Joseph Assali	Regional Director of Inspection	The National Social Security Fund, Lebanon
Hassan Shukur	Inspector	The National Social Security Fund, Lebanon
Bussi Maurizio	Deputy Regional Director	ILO, RO, Beirut
Jean-Francois Klein	Chief, Regional Programming Services	ILO, RO, Beirut
Felix Martin-Daza	Senior Programme Officer	ITC-Turin
Mark Levin	Director	SRO-Budapest
Carmen Bueno	Chief Technical Adviser	Budapest
Emil Krstanovski	National Coordinator for FYR of Macedonia	SRO-Budapest
Maria-Luz Vega	Senior Labour Administration/Inspection Specialist	ILO, Geneva
Goran Jovanovski	Director, State Labour Inspectorate	Former Yugoslav Republic Of

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Majanco Todorovski	Ministry of Labour and Social Policy	Macedonia Former Yugoslav Republic Of Macedonia
Bussi Maurizio	Deputy Regional Director	ILO, RO, Beirut
Jean-Francois Klein	Chief, Regional Programming Services	ILO, RO, Beirut
Giuseppe Casale	Director, LAB/ADMIN (9-84)	ILO, Geneva
Enrico Cairola	ACTRAV (10-113)	ILO, Geneva
Annie Rice	SAFEWORK	ILO, Geneva
Atshushi Nagata	PARDEV (7-140)	ILO, Geneva
Patrick Taran	MIGRANT (7-46)	ILO, Geneva
Morten Hovda	CABINET (10-124)	ILO, Geneva
Maria Angelica Ducci de Santa Cruz	Oficina Del Director General	ILO, Geneva
Ahmad Al Zein	Touch Wood PROMAN	ILO, Beirut
Beate Andrees	Senior Policy Officer	ILO, Geneva
Halima Sahraoui	Senior Legal Specialist	ILO, Geneva
Helena Perez	Consultant	Private consultant
Brandt Wagner	Senior Maritime Specialist	ILO, Geneva
May Mi Than Tun	Maritime Specialist	ILO, Geneva
Johanna Rüefli	Head of the Secretariat	ILO, Geneva
Nadine Fischer	Labour Administration/ Inspection Officer Labour Administration and Inspection Officer	ILO, Geneva ILO, Geneva
René Robert	Officer	
Shaza Al Jundi	Program Officer	ILO, RO, Beirut
Amin Al-Wreidat	CTA, Norwegian Project “Enhancing LI Effectiveness”	ILO, RO, Beirut
Daniela BERTINO PAPANDREA	Programme Manager	ITC-Turin, ILO
Ildiko Rigo	Programme Administrator	ILO, Budapest

Annex 12: Project budget

Task	Task Description	Current Yr Budget	Actuals	Encumbrances	Balance	%
BL	FISEXT	499245.00	378496.04	58515.41	62233.55	75.80
11.001	INTERNATIONAL EXPERT (P4/1)	0.00	0.00	0.00	0.00	0.00
11.002	INTERNATIONAL EXPERT (P2/1)	34319.00	34451.74	0.00	-132.74	100.40
11.05	INTERNATIONAL CONSULTANT	0.00	0.00	0.00	0.00	0.00
11.051	INTERNATIONAL CONSULTANTS	10500.00	10500.00	0.00	0.00	100.00
11.052	INTERNATIONAL CONSULTANTS	48500.00	32944.18	14500.00	1055.82	67.90
13.001	ADMINISTRATIVE SUPPORT	3590.00	3457.92	0.00	132.08	96.30

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15.00						
1	TRAVEL COSTS (JO)	13295.00	10219.88	3074.76	0.36	76.90
15.00						
2	TRAVEL COSTS (F)	0.00	0.00	0.00	0.00	0.00
16.00						
1	MISSION COSTS (MONITORING AND	1962.00	1836.21	126.18	-0.39	93.60
16.00						
2	MISSION COSTS (INDEPENDENT FIN	0.00	0.00	0.00	0.00	0.00
16.05	MISSION COSTS- EVALUATION	18915.00	3625.00	12500.00	2790.00	19.20
17.00						
1	NATIONAL PROFESSIONAL PERSONNEL	45181.00	45180.72	0.00	0.28	100.0 0
17.00						
2	NATIONAL PROFESSIONAL PERSONNEL	0.00	0.00	0.00	0.00	0.00
21.00						
1	SUB-CONTRACT	0.00	0.00	0.00	0.00	0.00
31.00						
1	FELLOWSHIPS (JO)	0.00	0.00	0.00	0.00	0.00
31.00						
2	FELLOWSHIPS (F)	0.00	0.00	0.00	0.00	0.00
32.00						
1	SEMINARS (JO)	97444.00	81840.98	12602.04	3000.98	84.00
32.00						
2	SEMINARS(F)	127000.00	103365.4 1	1713.33	21921.2 6	81.40
33.00						
1	IN-SERVICE TRAINING	0.00	0.00	0.00	0.00	0.00
53.00						
1	SUNDRIES	7610.00	7530.12	0.00	79.88	99.00
53.00						
2	PUBLICATIONS	14000.00	0.00	13999.11	0.89	0.00
68.00						
1	PROG. SUPPORT COST 13.00 %	54901.00	43543.88	0.00	11357.1 2	79.30
71.00						
1	PROV. FOR COST INCREASES	22028.00	0.00	0.00	22028.0 0	0.00