



Evaluation Summary



International
Labour
Office

Evaluation
Office

Strengthening workplace compliance through labour inspection

Final evaluation

Quick Facts

Countries:	Global
Final Evaluation:	March 2016
Evaluation Mode:	Independent
Administrative Office:	LABADMIN/OSH
Technical Office:	LABADMIN/OSH
Evaluation Manager:	Peter Wichmand, ILO-EVAL
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Project Code:	GLO/14/65/NOR
Donor(s) & Budget:	Norway 976,682.72 USD
Keywords:	labor inspection, workplace compliance, decent work

Background & Context

Summary of the project purpose, logic and structure

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

workers and as a contribution to sustainable and productive workplaces.

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

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

The project covered the following countries: Bosnia Herzegovina, Burkina Faso, the Dominican Republic, China, Indonesia, the Philippines, Palestine, Paraguay and Tunisia.

LABADMIN/OSH is the technical unit responsible for the project.

Present Situation of the Project

The project has finalized in February 2016. It began in April 2014, where a new ILO branch, the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), a merger of the two previous branches, LABADMIN and SAFE WORK of the Governance and Tripartism Department (GOVERNANCE), was being established. Over the year 2014 several staff movements took place and the project started with significant delays, meaning that what was initially envisaged as a two year project was shortened to virtually a one year project.

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

Purpose, scope and clients of the evaluation

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

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

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

Methodology of evaluation

The evaluation has been carried out within the framework of international development assistance criteria and approaches, as established by the OECD/DAC Evaluation Quality Standard and the ILO policy guidelines for results-based evaluation. The data collection included mainly a desk review, semi-structured interviews with stakeholders in the field or through Skype, and focus groups in the field (Paraguay). In total, 53 persons, 20 women and 33 men contributed by providing information during the evaluation process. The major constraints of the evaluation were related to the lack of a centralized monitoring system for the project. The fact that the Project does not have a full Log Frame on a global level also hampered the evaluation process.

Main Findings & Conclusions

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

promoting better and enhanced compliance with Convention 81. The project responds to the priorities identified by the donor, Norway, for the P&B 2014-2015 for Outcome 11, as reflected in the Outcome Based Partnership Agreements. Besides, there is complementarity between the project and other ILO projects and programmes.

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

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

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

The project has successfully made efficient use of the resources through coordination with other

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

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

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

In terms of strengthening workplace compliance, the Academy has helped achieve outcome 2 by improving the capacities of inspectors and social partners who attend the same. Participants' evaluation on this two-week training experience was, for the most part, extraordinarily positive.

Areas of improvement moving forward included requests for more opportunities to learn about experiences in other countries and to talk to other participants. The exchange of experiences and the South-South activities have been scant in the project, with the exception of several constituents' participation in the ASEAN Labour Inspection Conference. The fact that the countries covered by the project are from many different regions has made it difficult to encourage South-South cooperative activities.

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

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

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

Recommendations

Main recommendations and follow-up

Interventions involving different countries within a project funded by an OBPF modality would benefit from the establishment of a single logical framework and monitoring system. The logframe should include specific development goals (not necessarily equivalent to the corresponding ILO policy outcome) and project outcomes.

The Turin Centre and LABADMIN/OSH should include more peer to peer activities in the Academy on Labour Inspection since the ability to learn from countries in similar stages of socio-economic development was much appreciated by participants in the Academy.

In Paraguay, the project should try to be more effective and sustainable: To this end, it is advisable to agree upon a roadmap on the country office level in such a way that the socio-political conditions on which the ILO's action is developed in this field—and not just the technical/legal requirements—are taken under consideration to guarantee the adoption and sustainability of project results.

Encouraging LABADMIN-OSH involvement of social partners in their labour inspection strategies is highly advisable on both a global and a national level, in accordance with the recommendations of Convention 81. This tripartite focus is necessary specifically to identify the needs and the capacities in every country. This can contribute to an increase in the adoption and adaptation of each country's needs and capacities in the ILO technical cooperation workplace compliance through labour inspection.

South-South cooperation can highly contribute to the ILO global strategy on issues related to labour inspection. Some of the experiences developed by the Project—as well as many others in LABADMIN-OSH—are liable to be considered good practices for other countries.