



Evaluation Summaries

Enhancing labour inspection effectiveness (European & Arab States Component)

Quick Facts

Countries: *Armenia, Kazakhstan, The former Yugoslav Republic of Macedonia, The Republic of Moldova, Montenegro, Albania, Lebanon, Oman, The Syrian Arab Republic and Yemen.*

Final Evaluation: *May 2010*

Mode of Evaluation: *Independent*

Technical Area: *Labour Inspection*

Evaluation Management: *LAB/ADMIN*

Evaluation Team: *Karstein Haarberg*

Project Start: *15.April 2010*

Project End: *03. August 2010*

Project Code: *RER/09/50/NOR, RAB/09/50/NOR and GLO 09/50/NOR*

Donor: *Norway*

Keywords: *Labour inspection, Norway, DWCP*

Background & Context

Summary of the project purpose, logic and structure

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 also provided 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.

Present situation of project

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 thirty 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 made note constituent demands in a regional outcome on labour inspection.

Purpose, scope and clients of the evaluation

The purpose of the final evaluation was to:

- a) Determine if the projects have achieved the stated immediate objectives, 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 the project design, project management and performance monitoring, vis-à-vis the achievement of project immediate objectives; and

d) Assess the potential of the continuation of the project and of a consolidation of project results conducted towards the fulfilment of the milestones indicated in the P & B 2010-2011, under outcome 11 and indicator 11.2: strengthening labour inspection systems in line with international labour standards and the Strategic Policy Framework 2010-15.

Methodology of evaluation

The evaluation methodology triangulated three forms of data, a) existing data and documentation, b) questionnaire survey of stakeholders, c) interviews and participatory sessions with programme staff and participating labour inspection staff from the beneficiary countries. The evaluation was conducted in five steps: Step 1 Preparation, Step 2 Participation in an ILO workshop in Bitola, Macedonia 10-14 May 2010, Step 3 interviews and workshop in the ILO HQ, Geneva during 18-21 May, 2010, Step 4 visits of the ILO Office in Beirut where both Syrian and Lebanese labour inspection representatives participated in a workshop 24-25 May, 2010. Step 5 Writing of report.

Main Findings & 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 evidenced 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 in some countries for implementation, leading to a no-cost extension.

Regarding specific additional findings, the project:

- 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 in consolidating results, which undermine the consolidation of results and sustainability.

Regarding 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 the Budapest countries, which had strong incentives related to EU accession. However, the need for additional time in the 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. It was noted 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 the 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.

Recommendations & Lessons Learned

Main recommendations and follow-up

1. **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.

2. 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.

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

4. 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).

5. 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 to include a social platform to facilitate networking and participation, something that we know is of interest to the beneficiaries.

6. **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.

7. 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

8. 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.

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

Important 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 project 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 and the technology for providing this for web sites and global products is available.