



Evaluation Summary



International
Labour
Office

Evaluation
Office

Good Governance through Labour Administration and Labour Inspection – Final Evaluation

Quick Facts

Countries: *China, Costa Rica, Indonesia, Lebanon, Namibia, South Africa, Ukraine, Vietnam*

Mid-Term or Final Evaluation: *Final*

Mode of Evaluation: *Independent, External*

ILO Office Administratively backstopping the Project: *LABADMIN/OSH, HQ*

Backstopping Office: *LABADMIN/OSH, HQ*

Evaluation Manager: *Anne Schalper*

Evaluation Consultant: *Amy Jersild*

Project End: *31 March 2014*

Project Code: *GLO/12/02/NOR*

Donor & Budget: *Norway (USD 1,135,891)*

Keywords: *Labour administration, labour inspection*

Background & Context

Summary of the project purpose, logic and structure: The project has 2 development objectives: 1) The working conditions, skills and/or knowledge of labour administration and labour inspection staff are improved in order to enhance performance and strengthen labour law compliance; and 2) Labour administration and inspection systems are strengthened by establishing or improving cooperation with the social partners and/or other relevant public administration bodies. The Project was

implemented from 1 January 2012 to 31 March 2014 and focused on 8 countries – China, Costa Rica, Indonesia, Lebanon, Namibia, South Africa, Ukraine and Vietnam -- and aimed to develop or strengthen implementation of national labour inspection action plans with a focus on capacity building through training. Project components included capacity development for labour administration systems, knowledge networks, and coordination, planning and evaluation. These activities, if implemented in support of identified CPOs, and with the technical support and coordination from HQ, would lead to further gains in achieving Outcome 11, *Labour Administration and Labour Law: Labour administrations apply up to date labour legislation and provide effective services*. LABADMIN/OSH in ILO HQ managed the project and worked with ITC-ILO in developing products for use in the countries.

Present Situation of the Project: The project ended 31 March 2014, and a new ILO-Norway partnership agreement is now underway again focused on Outcome 11, to run until end of 2015.

Purpose, scope and clients of the evaluation

The evaluation covers the beginning of the project, 1 January 2012 to 31 December 2013. The main purpose of the evaluation is to determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved. Of particular interest are the linkages between the

funded activities with other activities under Outcome 11, and the overall contribution of Project funding toward achieving Outcome 11. The clients of the evaluation include LABADMIN/OSH officials and ILO and tripartite partners in the 8 target countries, as well as the donor.

Methodology of evaluation

The evaluation sought to assess contextual factors and realities within the 8 target countries, the conceptual basis for the Project and its approach, and a broader assessment of the realization of project outcomes and their prospects for sustained implementation. A total of 26 interviews were held with key stakeholders from LABADMIN/OSH; ILO programme officers and in the case of Costa Rica and China, Country Directors; and officials from each of the countries representing labour inspectorates and their social partners. A desk review of relevant documents was also undertaken. A significant limitation to the evaluation was budgetary constraints. No travel was undertaken to any of the eight countries or to HQ, and videoconferencing and telephone calls were used to communicate with stakeholders instead.

Main Findings & Conclusions

Relevance of the initiative in its approach:

The project design is effectively based on the strategic approach espoused by the P&B 2012-2013. Based on information available, there is also rough alignment between activities implemented in the 8 countries, the project framework, the CPOs, Decent Work Country Programmes (DWCPs), and the Outcome 11 indicators. A significant amount of funds were invested in global products as compared to investments at the country level, which, while deemed relevant and in support of Outcome 11, were not accessed by substantial numbers of constituents within the 8 target countries during the period of project implementation. Of the

global products developed, the ITC-ILO modules on labour administration and labour inspection were the most accessed and applied by stakeholders in the 8 target countries during project implementation. As an OBPF, the Project funds were seen as highly relevant in supplementing and leveraging other types of funds, and its flexibility was highly appreciated at the country level.

Effectiveness in achieving desired Project outputs:

The Project achieved most of its outputs to varying degrees of success. This success appeared to be based on levels of investment in each of the countries, the level of commitment by stakeholders with a framework in place, and the scope of effort required for achievement. The Project strived to address gender equality through training, but during the short implementation period, significant change on a complex social issue was not effectively realized. As a project involving significant efforts to build capacity and strengthen systems, there was not a systematic approach to identify outcomes of capacity building interventions.

Project funded activities' contribution toward Outcome 11:

While Project funds were very small in comparison to the total amount of funds globally contributing toward realization of Outcome 11, country programming success in leveraging of funds and combining it with other types of funding augmented its effect. The 8 target countries reporting in the ILO Implementation Report 2012-2013 on at least 2 of the measurement criteria for indicators 11.1 and 11.2 constitute 32 percent of the total 19 countries reporting. While a baseline was not taken, concrete areas of achievement identified in the target countries include the ability of the Ukrainian Government to more effectively report on Conventions 81 and 129 as a result of an improved data collection system; and the development of a training program in China that is based on a sound capacity development strategy.

Effectiveness and efficiency of the project management approach and structure: The prioritization of funding activities over technical human resources worked well overall. There was uneven regard for the nature of centralized programming, ranging from appreciation for its flexibility in where and how funds might be spent at the HQ level to frustration over an inability to rely and count on the funds at the country level. Aside from the ITC-ILO Turin experience, which promoted learning across countries, there was little effort to make connections across the 8 target countries for purpose of capacity development and learning. The disproportionate focus on China due to explicit earmarking by the donor raises questions about whether the project was directing resources to areas where there is real need.

Prospects for sustained outcomes: The political will of the governments to prioritize labour administration and adequately budget for its continued development, and the will of the social partners to engage with the labour inspectorate on furthering coordination and understanding will determine further progress made going forward. Indicators that outcomes will be sustained in some of the countries include the high degree of enthusiasm for achievements and a momentum gained among constituents in China; and the funds secured for a TC project in Vietnam.

Recommendations & Lessons Learned

The following recommendations are suggested to the ILO:

1. **Develop a more systematic approach to developing CPOs to enable better monitoring and evaluation:** A more systematic approach to developing CPOs that are carefully crafted and are effectively linked to clear inputs and outputs, and preferably are informed by a baseline is advised. Developing specific and measurable objectives would better enable

monitoring of progress toward reaching DWCPs in support of organizational outcomes, as well as ensure greater evaluability.

2. **Consider a carefully defined CPO framework as one criterion for participating in OBPF initiatives.** A sound country framework as part of a required proposal to participate in OBPF programming may provide impetus at the country level to more carefully define their CPOs, and may be an additional criterion for choice of countries.
3. **Consider further developing the project logframe to include outcomes and more clearly defined indicators to enable a stronger logic and means for effective monitoring.** While the evaluation found the overall logic of the design to be sound, further development of outcomes as clearly linking the outputs achieved by the activities in contributing toward the desired objectives and goal may be useful. Further elaboration on indicators might also be explored to assist in the monitoring of progress toward realizing outcomes. Indicators that are more reflective of a causal relationship between interventions and desired outcomes may be helpful.
4. **Develop a standardized approach at the country programme level for planning based on the HQ-developed logframe to enable improved monitoring capacity.** While the Project Document was aligned with the P&B, and the evaluation was able to determine the activities implemented in the 8 target countries were broadly aligned with the logframe, and seemingly in accordance with the CPOs, the evaluation suggests country programmes to create frameworks, such as the logframe developed by ILO CO-Jakarta, that are based on the HQ-developed logframe. This would create greater connection and correlation between the OBPF Project and the CPOs, ensuring alignment for purposes of planning and implementation, as well as enabling better monitoring efforts both at country level and HQ level. Clearly defined activities contributing toward the

realization of identified outputs and outcomes would also enable clearer budgeting from the start. ILO officials in the target countries would enjoy greater assurance on the funds pledged. And where flexibility is valued, such as the case of OBPF where funds are intended to be used to maximize impact, an improved framework would enable more successful decision-making based on clear data.

5. ***Develop a more systematic approach to measuring training outcomes:*** The 3 surveys used in Vietnam and Indonesia are a useful tool, which aimed to identify the relevance, the training held for participants and certain outcomes achieved. The evaluation recommends that such tracking be done systematically for all training immediately following training, but also to identify outcomes 3 to 6 months after training. Such tracking will enable more productive monitoring of activities implemented and progress made toward CPOs and the organizational outcome, as well as understanding of what is working effectively and what might be changed. The evaluation recommends to include other questions that attempt to measure application of new learning and skills.
6. ***Develop a more cohesive project framework with greater South-South capacity development interventions with an additional criterion for country selection.*** If treating OBPF programming in a more cohesive and programmatic way is indeed valued, further promotion of South-South exchange among the target countries as a means toward further capacity development is suggested. An additional consideration in the choice of countries at the start of programming may be a combination of countries that would effectively facilitate identified learning objectives and form a basis or rationale for desired outcomes. A regional approach might effectively accomplish this, or a selection of countries based on identified common characteristics. These might include countries facing similar issues with regard to furthering dialogue with social

partners or countries at varying stages in the development of their labour inspection systems or training programs.

7. ***Consider future in-country evaluations to support learning around the effectiveness of global products in their application to the local context, and to better and more closely define causal links between interventions and outcomes.*** As an OBPF initiative, a significant indicator for successful application of funds within the country is their strategic use. More in-depth assessment of how effectively this is done should be better ascertained through an onsite evaluation that addresses the full programming of the country office in support of CPOs. An OBPF evaluation may be better conducted within the context of a country programme evaluation, or alternatively to include such evaluations among the selection of documents for desk review in a multi-country evaluation.

The following recommendation is suggested to the donor:

8. ***Consider need as an additional criterion for country selection.*** While the evaluation acknowledges the importance of timing and political support for interventions to be successful, and that China certainly exemplified this at the start of the Project, the evaluation notes that the highly disproportionate amount of resources devoted to activities in China were at the expense of other countries. For a more meaningful spread of non-staff resources, which are significant for complementing other types of funding initiatives, the evaluation recommends a more balanced approach, particularly among countries where there is greater need and less resources.

Important lesson learned

- A lesson learned for the Project is the need for more effective framing of the project logframe at both HQ and country levels in correlation with effectively developed CPOs to better enable monitoring of activities toward achieving desired outcomes.