



Evaluation Unit (EVAL)

Evaluation Title Page

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- **Evaluation Manager:** **Irina Sinelina**

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- **Evaluation Team:** **Mr. Alexey Oleynikov, External Evaluator**

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**INTERNATIONAL LABOUR ORGANIZATION
SUBREGIONAL OFFICE FOR EASTERN EUROPE AND CENTRAL ASIA**



Project ILO/RUS/04/M02/FIN:

Developing and Implementing Occupational Safety and Health (OSH) System in North-West Region of Russia to Provide Decent and Safe Work

FUNDED BY THE MINISTRY OF FOREIGN AFFAIRS OF FINLAND

Second phase 2007 – 2009

FINAL INDEPENDENT EVALUATION REPORT

**St. Petersburg
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Prepared by Independent Consultant:

**Alexey Oleynikov, PhD, associate professor, Occupational Safety and Ecology
Department, Baltic State Technical University “Voenmekh”, St. Petersburg,
Russia**

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I. Executive Summary

FINAL INDEPENDENT EVALUATION OF THE SECOND PHASE OF THE PROJECT: Developing and Implementing Occupational Safety and Health (OSH) System in North-West Region of Russian Federation to Provide Decent and Safe Work

National Counterparts: Ministry of Health and Social Development of Russia, Federal Service for Labour and Employment (Labour Inspection), Ministry of Labour and Social Development of the Republic of Karelia, Ministry of Social Development of the Murmansk Region, Regional Labour Committees, Regional OSH Authorities, OSH Institutions, Trade Unions, Employers Organizations

International partners: The Northern Dimension Partnership in Public Health and Social Wellbeing/NDPHS (Expert Group on Social Inclusion, Healthy Lifestyles & Work Ability), Ministry of Social Affairs & Health of Finland, WHO/EURO, Baltic Sea OSH Network (BSN), EU Agency for Safety and Health at Work, Finnish Institute of Occupational Health (FIOH), Nordic Institute of Advanced Training in Occupational Health (NIVA)

I. INTRODUCTION

The final independent evaluation of the second phase of the project was undertaken in March 2009 in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency, decision-making and support constituents in forwarding decent work. This was the only formal evaluation exercise performed throughout the duration of the project, which complements the annual internal reviews of the project (self-evaluations) conducted by the SRO Moscow OSH team.

II. BRIEF BACKGROUND ON PROJECT AND CONTEXT

The ILO and the Finnish government have been cooperating with the tripartite constituents in Russia on OSH issues for several years. The overarching objective of this work is to contribute to the improvement of working conditions and creation of safe working conditions, which should be an integral part of normal quality and production management. It is based on the experience that providing adequate working conditions is an investment in human resources, quality and productivity and not an extra cost.

Cooperation in the framework of various consecutive initiatives, i.e. the activities of the Northern Dimension Partnership in Public Health and Social Wellbeing (established in October 2003 <http://www.ndphs.org/>) and the first phase of the project (April 2005 – April 2007), was mainly focused on the North West Okrug¹ of Russia and, specifically, the Leningrad region, City of St. Petersburg, Republic of Karelia, the Murmansk region, the Vologda region.

¹ The territory of the Russian Federation is divided administratively and geographically into seven large parts or “okrugs”. This project is being implemented only in the North-West Okrug.

It covered several thematic areas, including:

1. Identification of the scope of OSH problem, with an aim to raise awareness, promote practical use of modern approaches and facilitate the development of safety programmes;
2. Improvement of statistics, registration and analysis of occupational accidents;
3. Raising awareness of the economic costs of poor working conditions;
4. Promotion of paradigm shift at the policy level – from compensation of consequences to prevention of occupational accidents and diseases (in line with the ILO systematic approach to occupational safety and health);
5. Promotion of social partnership in OSH at the enterprise level (safety committees);
6. Development of OSH management systems at enterprises (based on ILO OSH 2001/ GOST 12.0.230-2007);
7. Dissemination of modern information and best experiences across Russia and Russian-speaking community in Eastern Europe, Central Asia and the Caucasus.

Building up on the previous components and achievements, the second phase of the project pursued the following Specific Objectives:

1. Outline a decent and safe work strategy for North-West region of Russia using the systematic approach of the ILO and based on the new ILO Convention No 187 (June 2006);
2. Identify and determine the scope of the OSH problem in NW Russia (in select pilot regions, NW Okrug of the RF);
3. Introduce and implement ILO-OSH 2001 management systems at enterprises (pilots);
4. Build up practical social partnership in OSH at enterprise level (functioning safety committees);
5. Promotion of OSH issues and awareness raising;
6. Dissemination of OSH information across the language barrier.

III. PURPOSE, METHODOLOGY, CRITERIA AND CLIENTS OF THE EVALUATION

The purpose of the evaluation is to:

- a) Determine the extent to which the objectives (outcomes) of the project have been achieved, what kind of changes produced, what are the intended or unintended effects of the project;
- b) Obtain feedback from the national partners: what is working, what is not and why;
- c) Provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The methodology of the research included document review, individual and group interviews, field visits, observation and debriefing with the project team and ILO/Moscow Specialists.

Research findings were interpreted based on the following key criteria:

- 1) Relevance
- 2) Effectiveness of the project (outcomes)
- 3) Effectiveness of the overall project management approach
- 4) Efficiency

5) Impact and sustainability

The evaluation serves the following - external and internal - clients groups:

- ILO tripartite constituents and national project partners;
- Ultimate beneficiaries of the project – working men and women in the North West Region of the RF;
- The Donor;
- ILO management and technical specialists at the ILO SRO/Moscow and the Headquarters;
- Project staff.

IV. MAIN FINDINGS

Relevance

1. The project corresponds to the current trends of the ongoing administrative reform of OSH management in Russia (i.e., adoption of a Russian regulation identical to the ILO OSH management systems guidelines/ ILO-OSH 2001). Moreover, the project has been instrumental in initiating this trend by promoting ILO-OSH 2001 to be approved as an Interstate GOST 12.0.230-2007 (covering the CIS region).
2. The project fully meets the informational needs of the partners in the NW Russia. The project has created a solid knowledge base on OSH in the Russian language and made every effort possible to make partners aware of this knowledge. Partners are being supplied with modern information on internationally recognized approaches to OSH management and best practices. The constituents see this as a unique opportunity, which would not have been possible without the ILO project. It creates enabling conditions for transition from a reactive to proactive approach in OSH management systems, both at the regional and workplace level.
3. What the constituents see as a particular strength of the project is the fact that it is strongly supported by the state authorities, which is a confirmation of the relevance of the project to the national priorities. The government's "blessing" is also essential for the successful piloting of OSH management systems at the level of enterprises.

Effectiveness

4. The project has been instrumental in boosting social dialogue on OSH in the pilot districts (regions) of North West Russia and at the pilot enterprises. In many cases, such dialogue was almost non-existent prior to the project and only became possible with its support. Partners see the ILO and the project as the catalyst of the social dialogue, which is moving forward against all the odds. The pilot regions have started a practice of discussing OSH at the regular meetings of tripartite commissions, special OSH committees and ad hoc meetings.
5. The project raised awareness of economic losses due to poor working conditions. The training module on Economic Efficiency has been successfully developed, tested and is in high demand among the regional partners (and beyond).

6. The project triggered the development of modern OSH management systems based on ILO OSH 2001 at the enterprises and contributed to the adoption of a new national standard on OSH. Nevertheless, the process is still at its initial stage and needs further support, i.e. at the pilot enterprises.
7. The project brought a new stream of thinking into the stagnant field of OSH, challenging routine approaches, which have been remaining unchanged for years. It pioneered proactive approach to OSH systems aimed at prevention of accidents, as opposed to the reactive one, dealing with the consequences.

Efficiency

8. The outputs of the project in relation to the inputs are significant. The project reached out to over 42 organizations with 60,000 workers in total and provided training to over 1,200 representatives from the constituents' organizations and enterprises. It managed to influence both the regional policies and the state of affairs at individual enterprises, thus providing a unique combination of "theory and practice". It resulted into the adoption of two regional laws on OSH and three regional OSH profiles. It developed and tested training modules on "Risk management" and "Basics of economics on OSH at the enterprise" and published over 12 educational guidelines.
9. All the outputs were provided with a very limited staffing (NB: only one person employed by the project) and over a very short period of time.
10. The project managed to skillfully use the ILO knowledge base and intellectual resources to the maximum extent, with the support from the ILO/Moscow OSH team. Partners have been provided with access to unique tools, which they are actively using and developing to fit local conditions.
11. It also managed to multiply its resources by engaging a number of qualified volunteers from among the local experts, who offered substantial help in the implementation of the project work plan (e.g., Swedwood Group/Karelia; Uchebnyi Kombinat/Leningrad region and others).

Impact and sustainability

12. The long-term impact of the project is likely to be affected by several factors, outside of the immediate reach and responsibility of the project:
 - a) There is a gap between the federal policy-making level and practical implementation of policies at the regional/municipal/workplace level. Presently, practical OSH matters are not being duly addressed by the policy makers, which correlates with the abolishment of the Ministry of Labour in 2004 and its merge with the Ministry of Health, resulting in the establishment of the Ministry of Health and Social Development.

The Labour Code and other relevant laws do not specify in details the role of local administrations (local authorities) in providing safe working conditions. As a result, the majority of the enterprises operate in a "grey" zone, with no oversight from the local administration.

In order to fill this gap and with the support of the project, the constituents in two pilot regions (Murmansk and Karelia) managed to pass special laws determining the responsibilities of the regional authorities over OSH matters.

b) There is a lack of internal motivation among employers for the establishment of modern OSH management systems and improvement of working conditions. There are no external mechanisms to stimulate employers to introduce such systems.

These are some of the biggest challenges to be faced in the mid-term perspective. The above gaps could be addressed by future activities, for example, in a third phase of the project.

Lessons learned and areas for improvement

13. Unions appear to be the weakest side in the tripartite partnership formula. They have difficulties in defining their role in OSH matters and were not able to clearly define their contribution to the project objectives. They consider themselves to be “weak” and not having enough “weight” to influence OSH situation in general. They also think that it is the government authorities, who are the key players in this regard, while the unions are more of a kind of a moral “prosecutor” vis-à-vis the employers.
14. Partners consider that the project is short of staff, which limits its capacity to make a stronger impact at a broader level. Partners see it as a weakness of the project.
15. There has been no involvement of St. Petersburg authorities into the project, which is unfortunate, because the City of St. Petersburg is important in example-setting as one of the most significant academic and intellectual centers in the nation.
16. There is a lack of qualified local specialists in North-West Russia and no region-wide system of training of specialists in line with modern international standards. The majority of OSH specialists and managers are not clear about OSH management systems. There are a lot of competing systems and OSH specialists do not know what the difference between them is and how to implement them in practice.

Recommendations on the next steps

17. Continuation of technical assistance

In partners’ opinion, in order for the project to have long-term tangible results, it is necessary to extend the duration of the project and sustain the intervention.

18. Establishment of pilot OSH training centers

Partners asked the ILO to consider if it could help them in creating local educational and training capacity based on the ILO standards, tools and methodologies. This could be done through the establishment of a system of professional training courses at the already existing educational centers, which could be engaged as pilots. Partners think some of the benefits and achievements of the project may disappear over time, if they are not supported with the establishment of regular training courses, where the best tools and

methods could be disseminated, analyzed and modified to the current conditions and on a permanent basis.

This would help increase the cadre of qualified local specialists equipped with up-to-date knowledge to further spread modern OSH Management Systems based on ILO principles in NW Russia.

19. Further development of training and educational materials in Russian language

Risk assessment should be part of the training courses, but not the only part - it is necessary to cover other aspects of the ILO OSH 2001 as well. The ILO help in the development of new materials (training courses) in Russian language would be highly appreciated.

20. Economic aspects of OSH

It is necessary to pay more attention to the economic aspects of safety at work. Economic benefits of safe working conditions will motivate the employers for building effective systems of OSH management. It is recommended to continue work on the topic of economic efficiency in the sphere of OSH.

21. Training course on social partnership

Social partnership on OSH is another focus area for the future. A basic training course on how social partnership can be instrumental in the development of OSH management systems is very much needed. It would help national partners better utilize the potential of social partnership on OSH matters. Such a training course could concentrate on the following kinds of questions: How can social partnership be helpful in practical implementation of OSH management systems? What are the mechanisms, tools and methods of social dialogue on OSH?

22. Targeted training course for unions

In view of the fact that the unions are less prepared to tackle OSH matters, it makes sense to develop a targeted training course specifically for the unions in order to help them speak with their own voice and play a role in practical OSH matters.

23. Workers' motivation, education and communication

Workers' motivation to cooperate in providing safe working conditions and comply with safety regulations is another aspect of OSH which is currently underdeveloped. Unsafe behavior at work is one of the leading causes of occupational accidents in Russia. It should be addressed by a special course on workers' motivation to participate in risk assessment to improve working conditions and adopt safe behavior patterns.

24. Connecting pilot enterprises with pilot training centers

It would be useful to broadly disseminate lessons learned, case studies and best practices from the pilot enterprises of the project. One of the interesting possibilities would be to do it by linking together the pilot enterprises and the future "pilot training/educational

centers”, so that the enterprises would supply such information to the centers for the purposes of learning and analysis.

25. ILO Copyrights

It is recommended to develop a simple procedure concerning the transfer of the ILO copyrights to national partner organizations, so that they could use and publish the ILO materials, modular training courses etc.

26. Video courses

Production of video versions of the ILO training courses would be extremely useful.

27. Improvement of texts translated from English

The translations of materials from English into Russian need some editing and improvement.

Specifically, it is recommended to improve the Russian version of Guidelines on the Development of Regional OSH Reports, so that it can be used by administrative officials without any need for adaptation or modification.

28. Updating online OSH Day materials

OSH Day (April 28) materials at the ILO/Moscow Website should be renewed regularly and more often. This information is being regularly used by the Russian-speaking OSH community, so it needs to be updated.

29. Policy advocacy

The ILO should be more active in promoting further improvements of Russian legislation governing OSH. Among the most often mentioned gap areas are - regulations on mandatory occupational accident insurance and economic incentives for employers to provide better working conditions.

30. Reaching out to enterprises in St. Petersburg City

It is recommended to try to recruit into the project a few pilot enterprises from the City of St. Petersburg. A potential demo effect obtained from such pilots would be much stronger, due to the special status of St. Petersburg in Russia.

II. Acronyms

OSH	Occupational Safety and Health
NDPHS	The Northern Dimension Partnership in Public Health and Social Wellbeing
WHO	World Health Organization
NIVA	Nordic Institute of Advanced Training in Occupational Health
ILO	International Labour Organization
SASK	Finnish Unions Federation
ILO-OSH 2001	International Labour Organization Guidelines on Occupational Safety and Health Management Systems
RC	Regional Coordinator
PC	Project Coordinator
TOR	Terms of Reference
MH&SD of RF	Ministry of Health and Social Development of the Russian Federation

III. Brief Description and Context

The project Developing and Implementing Occupational Safety and Health (OSH) System in North West Region of the Russian Federation to provide Decent and Safe Work (2nd phase) is being implemented by the ILO Subregional Office for Eastern Europe and Central Asia in 2007-2009 with the financial support of the Ministry of Foreign Affairs of Finland.

The ILO and the Finnish government have been cooperating with the tripartite constituents in Russia on OSH issues for several years. The overarching objective of this work is to contribute to the improvement of working conditions and creation of safe working conditions, which should be part of normal quality and production management, both at the regional and workplace level.

The project is the key component of the ILO Regional Program “[Poverty Reduction, Employment Generation and Local Economic Development in the North West Federal Okrug of the Russian Federation](#)”. The ILO Moscow approach for poverty alleviation is based on the fact that job opportunities are needed for income generation. This is why promotion of employment and socially responsible modernization of enterprises are at the core of the Regional Program. Creation of job opportunities at any cost is not in line with the ILO policy. The working conditions should be safe and healthy to avoid occupational accidents and diseases, which can threaten workers’ ability to sustain themselves and their families.

This report presents the results of the final independent evaluation of the project undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO’s work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

The previous ILO initiatives in the field of OSH in Russia, including those that took place in the framework of the first phase of the project (2005-2007), addressed the following issues:

- Identification of the scope of OSH problem, with an aim to raise awareness, promote practical use of modern approaches and facilitate the development of safety programmes;
- Improvement of statistics, registration and analysis of occupational accidents;
- Raising awareness of the economic costs of poor working conditions;
- Promotion of paradigm shift at the policy level – from compensation of consequences to prevention of occupational accidents and diseases (in line with the ILO systematic approach to occupational safety and health);
- Promotion of social partnership in OSH at the enterprise level (safety committees);
- Development of OSH management systems at enterprises (based on ILO OSH 2001);
- Dissemination of modern information and best experiences across Russia and Russian-speaking community in Eastern Europe, Central Asia and the Caucasus.

Building up on the previous work and achievements, the second phase of the project pursued the following Specific Objectives:

- 1) Outline a decent and safe work strategy for North-west region of Russia using the systematic approach of the ILO and based on the new ILO Convention No 187 (June 2006);
- 2) Identify and determine the scope of the OSH problem in NW Russia (in select pilot regions, NW Okrug of the RF);
- 3) Introduce and implement ILO-OSH 2001 management systems at enterprises (pilots);
- 4)

Build up practical social partnership in OSH at enterprise level; 5) Promotion of OSH issues and awareness raising; 6) Dissemination of OSH information across the language barrier (see Annex 7. Project Objectives and Outcomes).

The activities and outputs of the Project have been targeted to contribute to the improvement of OSH management practices and establishment of new OSH management systems in NW Russia. The work plan of the Project was elaborated annually jointly with the Russian partners and implemented successfully following each of the stages of the continual improvement process based on the systematic approach stipulated by the ILO OSH 2001 (Policy, Organizing, Planning, Implementation, Evaluation and Action for Improvement).

Throughout the implementation, the project shared information and collaborated with a number of international organizations with solid expertise in occupational safety and health, including the Northern Dimension Partnership in Public Health and Social Wellbeing/NDPHS (Expert Group on Social Inclusion, Healthy Lifestyles & Work Ability), WHO/EURO, Baltic Sea OSH Network (BSN), EU Agency for Safety and Health at Work, Nordic Institute of Advanced Training in Occupational Health (NIVA).

IV. Purpose of Evaluation

The purpose of the evaluation is to:

- d) Determine the extent to which the outcomes of the project have been achieved, what kind of changes produced, what are the intended or unintended effects of the project;
- e) Obtain feedback from the national partners: what is working, what is not and why;
- f) Provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The evaluation covers the second phase of the project, 2007-2008 and serves the following - external and internal - clients groups:

- ILO tripartite constituents and national project partners;
- Ultimate beneficiaries of the project – working men and women in the North West Region of the RF;
- The Donor;
- ILO management and technical specialists at the ILO SRO/Moscow and the Headquarters;
- Project staff.

V. Methodology and Evaluation Questions

The external consultant applied the following research methods and performed the following activities:

- Document review, including project documents, work plans, technical progress reports, mission reports;

- Expert interviews and pre-mission briefing with the ILO/Moscow Senior Specialist on Occupational Safety and Health, CIS Regional Coordinator and project staff;
- Pre-mission consultations with the Finnish Government representative Ms. Paula Karppinen, Consul/Social Affairs and Health, Consulate General of Finland in St. Petersburg/ Russia;
- Development of topic guides for the interviews in consultations with the ILO technical specialists;
- In-depth individual and group interviews with the constituents and partners from the government, unions, employers and training centers in the pilot regions, including Leningrad, Murmansk, Vologda oblasts and the Republic of Karelia (44 interviews in total). The following is the list of the cities covered: St. Petersburg, Murmansk, Vologda, Cherepovets, Petrozavodsk, Kostomuksha.

The majority of the respondents were interviewed in person during the field visits to the Leningrad oblast, Republic of Karelia and Murmansk in March 2009. Due to the budget and time limitations a number of the respondents were interviewed over the telephone (Vologda, Cherepovets). Most of the interviews were recorded digitally for the purpose of analysis. The duration of interviews ranged from 45 minutes to one hour depending on the individual characteristics of the respondents.

- Observation of the project event: the consultant attended a workshop for the enterprises of the Murmansk region and a meeting of the regional tripartite commission in Murmansk.
- Debriefing on the preliminary findings and conclusions of the evaluation mission for the ILO project team.
- Preparation of the initial draft report to the ILO/Moscow for comments; finalization of the report based on the feedback obtained.

Interpretation of research findings was guided by the following core criteria:

1. Effectiveness of the project (achievement of outcomes)
2. Effectiveness of the overall project management approach
3. Efficiency
4. Sustainability
5. Impact

In view of the ongoing administrative reform and recent changes in OSH regulations, relevance of the project was also addressed during the interviews and partners' insights into the current situation with safety at work were solicited. A summary of partners' views and overall assessment of the status of OSH in NW Russia is presented below (Chapter VI, point 3).

Below is the topic guide used by the evaluator. The topic guide was adapted at each interview depending on the respondent's profile and specific situations.

Part 1. General questions

1. How has your organization been involved into the implementation of the project?
2. Are the project's objectives topical for Russia?
3. Have the project been contributing to the development of social partnership in the NW Russia?
4. Are you aware of any ILO/project materials on OSH being available on paper or electronically (i.e. from the ILO website)?
5. Are you aware of any other international organizations' initiatives or projects on OSH? If so, have you been involved in such initiatives?

Part 2. Questions about the project work in 2007-2008

1. Is the project relevant to the Russian realities?
2. Do the project activities correspond to the project objectives?
3. Has your organization been adequately engaged by the project into its activities and implementation?
4. What are the strengths and weaknesses of the project?
5. Are there any challenges in the implementation of the ILO OSH 2001 (GOST 12.0.230 – 2007) management systems at the Russian enterprises?
6. Did your organization encounter any obstacles/barriers while implementing the project?
7. Do you get enough information in Russian language from the project? Does it meet your informational needs?

Part 3. Questions about the expected outcomes and next steps

1. What is the likelihood that the project would produce tangible long-term results?
2. Is it likely that the project will attain its objectives?
3. What is your assessment of the process of the implementation of the project?
4. What is your assessment of the outcomes of the project?
5. Is the project being implemented as planned?
6. Is the project being successful?
7. What would be the most appropriate next steps? What would be the most useful future activities?

Part 4. Questions about any adaptations in the project strategy and approach

1. In view of the ongoing world financial crisis and deterioration of the economic situation in Russia, what are the topical issues that should be addressed in the project strategy and/or by the future activities?
2. What would be the most appropriate indicators to assess the effectiveness of the project?
3. Do you have any suggestions concerning the improvement of the project's approach and activities?

Part 5. Questions to government officials and social partners in the regions

1. Did your region adopt any strategy or regional policy regarding the improvement of OSH?
2. Is there any Regional OSH Profile being developed in your region? If yes, is it being useful?
3. Has your region developed any kind of a Regional Program (or something similar) on the improvement of working conditions and OSH?
4. How many enterprises in the region have been adopting modern OSH management systems based on the ILO OSH 2001, GOST 12.0.230-2007? How far have they moved in the process? How would you assess their progress?
5. Are the new ILO OSH management approaches being integrated into the training curricula on OSH in your region?
6. Has work safety culture improved in your region? Are you aware of any publications, contests, conferences, public OSH Day events, etc.?
7. Are the ILO principles and approaches being reflected in the regional regulations and laws on OSH?

Part 6. Questions to the pilot enterprises

1. Did you notice any economic benefits from the creation of safe and healthy working conditions at your enterprise?
2. Did you manage to reduce economic losses as a result of the implementation of the ILO OSH recommendations at the enterprise?
3. Have there been any changes in the amount of funds invested into OSH at your enterprise after the introduction of the ILO OSH 2001 management system? If there has been an increase, what was the source of these funds (which Budget Lines)?
4. What kind of arrangements for social dialogue on OSH exist at your enterprise?
5. Are workers involved into the process of improvement of safety at work?
6. What is your assessment of training seminars organized by the project?
7. Does your enterprise need certified specialists on ILO OSH 2001?

Part 7. Questions to educational and training centers

1. How many specialists have been trained on programs developed jointly with the ILO?
2. Are you planning any new courses with the ILO?
3. What is your assessment of these courses? Is there demand for such courses?
4. Are you planning to prepare certified specialists on ILO OSH 2001 (GOST 12.0.230-2007)? Is there a demand for such specialists?

VI. Status of outcomes

1) Brief description of main activities and scope of the project

The project covered five regions in North West Russia – the city of St. Petersburg, Leningrad, Murmansk, Vologda oblasts, and the Republic of Karelia. In 2009 it was also joined by the Arkhangelsk region. In close consultations with the regional authorities and social partners the project identified the types of economic activities, which have

the highest potential of occupational traumatism, and developed the criteria for the selection of pilot enterprises. Based on the above, a number of enterprises were recruited into the project.

One of the project's key components is technical assistance to the partner organizations in the development and implementation of OSH management systems based on GOST 12.0.230-2007 (ILO-OSH 2001).

In order to provide the background information for the analysis of efficiency and effectiveness, let us outline the main outputs of the project classified by the participating regions.

Murmansk region

There are five pilot enterprises in the Murmansk region as follows:

1. Federal State Unitary Enterprise "Atomflot" («Атомфлот»): it deals with maintenance and repair works on nuclear icebreakers and other ships.
2. State Heating Energy Enterprise "TEKOS" («ТЭКОС»): main heating provider for the city of Murmansk and 12 other cities at the Kola Peninsula.
3. Shipyard "Nerpa" (Нерпа): the shipyard belongs to the State Committee on Defense Industry and handles repair works of multipurpose nuclear submarines, including recharging nuclear reactors.
4. Joint Stock Company Olenegorsk Ore Mining and Processing enterprise "Olkon" («ОЛКОН»): it is producing ore concentrates, ferrite strontium powder, crushed stone etc.
5. Kirov affiliate of close corporation "FosAgro AG" («ФосАгро АГ») JSC "Apatit" («АПАТИТ»): this is a mining company developing ore deposits in Hibiny Mountains and handling ore extraction and ore-dressing. It is one of the largest world producers of phosphates for the production of mineral fertilizers and is the city-forming enterprise for the towns of Kirovsk and Apatity.

During the second phase, the project organized two training workshops for the pilot enterprises in the Murmansk region. The seminars were complemented with site visits to the enterprises in order to test and adapt the knowledge gained at the workshops.

At the policy level, the project provided technical assistance to the Murmansk region constituents in the development of the Regional OSH Profile, which was approved at the working meeting of the tripartite partners. The report will be submitted for approval by the Regional Tripartite Commission in the nearest future.

The Regional Profile is being used as a basis for the development of an Action Plan on OSH in the framework of the Regional Targeted Program of Demographic Development of the Murmansk Region.

With the ILO's assistance the region adopted a Law on State Management of OSH in the Murmansk Region, Law № 954-01-3MO as of April 16, 2008 (see Annex 4.)

St. Petersburg and Leningrad region

In the Leningrad region the project has 20 pilot enterprises (the first contacts were established in April 2006). Six enterprises are very active in piloting the ILO-OSH 2001 approach on a full scale; the other fourteen are limiting their participation to information sharing.

As of today, there are no pilot enterprises in the City of St. Petersburg. The project made several attempts to recruit enterprises, but failed due to the lack of support from the Committee for Labour and Employment of St. Petersburg. Therefore, in St. Petersburg the project focuses its work on collaboration with the Federation of Trade Unions of St. Petersburg and Leningrad oblast, and with the Training Centers on OSH.

Below is the list of pilot enterprises in the Leningrad region:

1. Affiliate of "Pikalevsky aluminous factory of Siberian-Ural aluminum Company": produces aluminous and hydro oxide of aluminum.
2. Public corporation "Nefrit-Keramika" («Нефрит-Керамика»): produces ceramic tiles and decoration elements; one of the leading producers on tiles in Russia.
3. Public corporation "St. Petersburg Cardboard Polygraphic Combine ("Санкт-Петербургский картонно-полиграфический комбинат"): the largest Russian producer of certain types of cardboard.
4. Close corporation "Spetzhimmontazh" («Спецхиммонтаж»): complex solutions for the protection of equipment, construction structures, buildings and nuclear energy facilities for safer operation.
5. Close corporation Philipp Morris Izhora (Филип Моррис Ижора): tobacco producer.
6. Public corporation "VyborgTeploEnergo" («Выборгтеплоэнерго»): heating provider for the city of Vyborg.

During the second phase the project conducted 14 training workshops in St. Petersburg and the Leningrad region. The tripartite commission of the Leningrad region has developed and approved the Regional Profile on OSH. Based on the Profile, the Committee for Labour and Employment is developing a draft regional targeted program on OSH.

Vologda region

In the Vologda region, which joined the project in January 2008, the project has seven partner enterprises, four of them are most active in piloting the new management systems.

1. Public corporation “Vologda factory of construction structures and road cars” («Вологодский завод строительных конструкций и дорожных машин»): produces construction structures for quick made buildings “VolDom”. The factory is also offering practice sessions.
2. Municipal enterprise “Vologdagorteploset” («Вологдагортеплосеть»): heating supplier for Volodga consumers.
3. Municipal enterprise “Electroset” in Cherepovets (“Электросеть»): electricity supplier for Cherepovets consumers.
4. Agro Cherepovets Production Company Ltd. («Производственная компания Агро-Череповец»): chemical plant producing carbamide; one of the top ten nitrogen fertilizer producers in Russia.

Three training workshops were organized in the Vologda region, complemented with site visits for practice sessions.

With the project assistance the Regional Tripartite Commission developed and adopted the Regional OSH Profile, which is being used in the elaboration of additional activities for the regional program on OSH.

Republic of Karelia

Karelia used to be the first region where the project had started its activities back to 2005. In 2007 activities were put on hold due to the reorganization of responsibilities of the local administration. By the end of 2007 the Ministry for Labour and Employment was established and in 2008 they resumed cooperation with the ILO.

There are five pilot enterprises in Karelia as follows:

1. Close corporation “Tekom” («Теком»): production of steel and aluminum structures for construction; heating and water networks; installation of equipment, land improvement, construction.
2. “Dino Nobel Russia” Group («Дино Нобель Раша»): an Australian company, world leader in the production of industrial explosives and detonation systems for mining and construction industries.
3. Public corporation “Karelsky okatysh” (“Карельский окатыш”): producer of rolled briquettes.
4. AEG Ltd.: electronic products and services for electric industry and communications.
5. Swedwood Karelia Ltd.: logging and woodworking enterprise of IKEA Company.

There were two training workshops held in Karelia. As in the other regions, they were complemented with site visits to the enterprises to test the knowledge gained at the workshops.

The Regional OSH Profile is currently being under development and extensive discussions are being held among the tripartite constituents.

With the ILO's assistance the region has adopted a new Law "On Division of Responsibilities over OSH Matters among the Government Institutions in the Republic of Karelia" (see Annex 5.).

The region has started to pay a greater attention to safety at work. The project helped to bring this issue into the focus and regularize working meetings concerning OSH. Since joining the project, large meetings on OSH are being held in Karelia on a regular basis and with active participation of unions, employers, Social Insurance Fund and Labour Inspection. For example, in 2008 such a meeting gathered as many as 150 participants. This process was triggered by the project's work. An enhanced focus on OSH matters at the regional level has already brought concrete results at the level of enterprises by expanding the practice of extensive health check-ups for workers with harmful working conditions.

Arkhangelsk region

The Arkhangelsk region joined the project in September 2008 and cooperation is just at the initial stage. One training workshop was organized in the city of Koriyazhma, to be followed by the second workshop in April 2009 for nine pilot enterprises, recruited by the local Committee of Labour and the social partners.

2) Main Results

In total, 52 activities and events of various importance (seminars, trainings, round tables, etc.) have been carried out by the Project in all mentioned regions during the last two years. Since the 2d phase of the Project starting in April 2007, there has been a change in the approach to planning and implementing project activities in regions. The core idea was to come up with a more coherent implementation strategy, so that each individual activity would be part of systematic work process on the basis of annual plans of cooperation, designed jointly with the stakeholders in each pilot region in accordance with the Project objectives.

Below is the distribution of pilot enterprises involved in the Project by the four target regions as follows:

Vologda region – 9;
Leningrad region – 20;
Murmansk region – 7;
Republic of Karelia – 6.

Total: 42 pilot enterprises (see the full list of pilot enterprises in Annex 6.)

The project covered all economically significant sectors in the regions, as well as the sectors with the greatest quantity of occupational traumas and diseases. Approximately 60,000 workers are employed at the pilot enterprises and about 1,239 local OSH experts participated in various seminars, meetings and roundtables during 2007-2008.

The last figure does not reflect the number of participants of various OSH exhibitions, organized by the project, because it is difficult to provide an accurate estimate of this audience.

During the second phase, 2007-2008, the following 12 printed and/or electronic handbooks and booklets were published by the Project and with the participation of the Project:

1. Handbook "Labour Protection and Business" (400 copies in Russian);
2. Brochure "Reduce Risks - Cut Costs" (5,000 in Russian and 1,000 in English);
3. Brochure "How to Manage OSH at an Enterprise" (4,000 in Russian);
4. EU OSH Agency manual "Basics of Risk Assessment" (translated from English into Russian, 2,000 copies)
5. Booklet "Towards Safe Work by Means of Social Partnership" (in Russian)
6. Recommendations on the organization of the World Day for Safety and Health at Work campaign:
<http://www.ilo.org/public/russian/region/eurpro/moscow/areas/safety/worldday.htm>
7. CD "OSH and Business" (500 copies);
8. Three releases of CD "Safework Library" (3,000 copies).

The overall volume of materials translated into Russian reached 25,000 pages. The project supports several websites devoted to OSH issues.

The Project produced the following two modular training courses:

- 1) Risk Assessment and Management at an Enterprise
- 2) Basics of OSH Economics at an Enterprise

The new regional laws on OSH have come into force in two pilot regions and Regional OSH Profiles have been created in three ones. OSH Profiles of the Republic of Karelia and the Arkhangelsk region are currently at the development stage. All the above documents are being discussed in a collaborative matter, with mandatory approval by the main social dialogue institutions – regional tripartite commissions.

3) Identification of the scope of OSH problem in NW Russia. Key issues and response

It is important to outline the scope of OSH problem, as it has been identified in process of project implementation and described by partners during the evaluation research.

- 3.1. Administrative support and regulations of OSH matters in the regions: roles of the federal center – regions – municipalities

In view of the respondents, there are currently certain issues with the administrative support of OSH in the regions. After the abolishment of the Ministry of Labour in 2004 all the matters related to OSH were transferred to the Ministry of Health and Social Development of the RF (MH&SD). This administrative change created gaps in the system of relations between regional Committees and Ministries of Labour, on the one hand, and the MH&SD on the other hand. According to the respondents, oftentimes

their inquiries to the MH&SD on various OSH matters remain unaddressed. In respondents' view, the MH&SD is extremely slow in reacting to requests, because it has been assigned too many functions.

Furthermore, there are gaps in national laws and regulations concerning OSH. For example, the Federal Law on "The Basis of OSH in the RF" was abolished, while the new Labour Code, which was supposed to replace it, does not spell out the mode of participation of local authorities in providing safe working conditions (NB: just recently this gap has been partially addressed by the Law # 157-Φ3 of 22 July 2008 "On Amendments to the Labour Code of the RF and Article 26 of the Federal Law on Basic Principles of Organization of Legislative and Executive Authorities in the Subjects of the RF").

Furthermore, by the Federal Law on "General Principles of Local Self-Governance in the RF" (as of 06.10.2003, N 131-Φ3) OSH matters were excluded from the mandate of local authorities. As a result, the local authorities do not have a say in OSH matters, and most of the enterprises find themselves in a "grey" zone, outside of the oversight from the local administration. In such a situation, it is not possible to effectively influence OSH situation at the local level.

The regional authorities see this as the key problem, because they have no power to influence the lower level municipal authorities. It was in order to change this situation, that two pilot regions – Murmansk and Karelia – adopted regional laws on OSH management with the technical assistance of the project (see Annexes 4 & 5: Law # 954-01-3MO On State Management of OSH in the Murmansk Region, as of April 16, 2009; Law on the Division of Responsibilities of State Authorities in the Area of OSH in the Republic of Karelia").

Prior to the adoption of the above laws, there were serious gaps in the regulatory frameworks in each of the regions. Adoption of such laws enabled the regions to specify the responsibilities of the executive, legislative authorities and of the local government for practical management. Before, there was no single document, which would say that the local authorities can take action on OSH. And if, for example, the local authorities did develop a targeted program on OSH, then they had to argue with all the other public institutions concerned that this is something they are entitled to do, that they have the right to deal with OSH. (In Murmansk the law is going to be updated in the nearest future to bring it in line with the recent Labour Code amendments.)

It is worthwhile noting that it was very difficult to pass these laws. For instance, in the Republic of Karelia the Legal Department was under opinion that such a law is not needed, arguing that the Labour Code is covering all the issues. But the Ministry of Labour of the Republic of Karelia was of a different opinion and managed to bring the matter to successful resolution. Unfortunately, this law still does not provide a mechanism to influence municipal authorities. Nevertheless, being armed with this law and with active participation of its representatives in the field, the Ministry of Labour of Karelia manages to push the municipal authorities forward and promote the establishment of coordinating councils on OSH at the municipal level. Such councils develop programs and plans on OSH. Presently, 11 out of 18 municipal districts in Karelia have already created councils on OSH. So, even with a lack of real legal

instruments, the Ministry of Labour is managing to come to terms with the municipal authorities on OSH matters.

3.2. Employers' position on OSH

The overall situation with OSH in the regions is difficult. As it was stated above, systemic gaps and discrepancies in administrative regulations are just part of the underlying problems. Another serious problem is the lack of motivation among the employers to build modern OSH management systems.

First of all, there is a need in a system of instruments to influence employers. Secondly, it is necessary to have a system of stimulus and incentives for employers. It is very difficult to change employers' attitudes and push them towards the improvement of working conditions.

Interestingly enough, foreign enterprises and enterprises with foreign capital are more receptive to OSH improvement. This might be a reason why there are many enterprises with foreign capital among the pilot enterprises.

The current economic situation points out to the trend, that employers attitudes to OSH matters may actually worsen due to the economic crisis (due to decreasing profits and revenues). However, the crisis may also be a good opportunity to demonstrate that investments into OSH are paying off from the economic point of view.

3.3. Newest developments at the national level

There were important parallel developments in the sphere of OSH taking place at the national level, which influenced project implementation during the second phase. In particular, the Russian Federation adopted – with the ILO's influence and assistance – the Russian National Standard (GOST) 12.0.230-2007 "Occupational Safety Management System. General Requirements", which is identical to the ILO OSH 2001.

Moreover, there are ongoing national consultations taking place with the ILO's participation concerning the improvements in OSH regulations at the national level. Planning is under way to prepare new amendments to the Labour Code of the RF, to bring it closer in line with modern international standards and approaches.

The project has been exploiting these processes in a positive sense and to the maximum extent possible. The above developments have had a beneficial impact on project implementation, making its objectives more topical for the pilot regions, and facilitating collaboration with the regional partners. Thus, one can conclude that the project's content and mission are in line with the ongoing administrative reform in the RF and correspond to the processes of decentralization of OSH management in the country.

4) Effectiveness. Strengths and weaknesses

All the interviewed partners noted the project made a significant progress towards achieving its objectives. It helped to identify the scope and define the main problems with OSH in the target regions. The regional OSH Profiles developed with the

assistance of the project have been instrumental in this regard. They provide a systematic review of the current state of affairs and are useful in crafting better policies and practices. Partners have acquired skills to apply the ILO guidelines and methodology for estimation of occupational accidents. Improvement of statistics is under way and culture of safe work has been promoted in the regions, i.e. through regular OSH Day events.

Systematic approach to OSH has been developed or is being under development in all of the pilot regions. All the respondents believe that the project objectives are extremely relevant for the RF. The work being done is considered to be of added value to the regions.

Partners believe that with no doubt the project contributes to the development of social dialogue in the NW Russia. Project events are well tailored to the local realities. Most of the pilot enterprises would welcome even greater involvement of the project; however some of the partners, for example, those from the unions, were not able to define what kind of participation they see for themselves.

Most of the partner organizations were engaged into cooperation during the workshops organized by the project. ILO OSH 2001 management systems are being implemented at at least 30 (over 70%) of the pilot enterprises. Data for the remaining 12 enterprises is going to become available by the end of 2009. However, the enterprises still need a lot of methodological guidance and support in the process.

Practical social dialogue has been boosted both at the regional level, and at pilot enterprises. In practical terms it translates into more regular meetings of the regional tripartite commissions, labour committees meetings and events devoted to OSH. All the 42 enterprises have fully functioning safety committees, with the participation of workers' representatives. However, with all these achievements in mind, partners noted that social dialogue is a difficult process, going back and forth, where the role of the ILO project as a catalyst is still significant.

Strengthening the capacity of the unions is one the most serious challenges. The unions admit having not enough weight in OSH matters. They believe that the role of the government is, to the contrary, extremely important. According to the unions, the government should "oblige" all the relevant bodies at the regional and municipal level to handle OSH issues (for example, if a head of a district does not want to deal with OSH, it is the government who should interfere). The unions are not clear enough about their own role in this regard. They believe themselves to be more of a kind of a moral "prosecutor" vis-à-vis the employer.

The amount of information available to the public and specialists has dramatically increased in the pilot regions. The project fully meets the informational needs of the partners in the NW Russia. It created a solid knowledge base on OSH in the Russian language and made every effort possible to make partners aware of this knowledge.

Partners' requests for additional information are being answered by the project staff in an expedient manner, including translations of materials from other languages. Partners noted that contacts with the project enable them to obtain valuable information, which would have been otherwise unavailable to them. It is all possible thanks to good working

contacts of the ILO with various ministries and agencies. As an example, such informational support enabled the specialists at one of the pilot enterprises, Swedwood Group, to advocate a proactive preventative approach to OSH system with the senior management and push forward serious changes in OSH management system at the enterprise.

The respondents believe that the project has been very successful in disseminating modern information and best practices all over Russia, as well as among specialists in the subregion. They pointed to the high quality of materials provided by the project and the ILO flexibility in meeting various informational requests.

Partners have raised their awareness of economic losses due to poor working conditions. The project organized several workshops devoted to this topic. In 2009 the project produced a training module on economic efficiency in OSH, which has been already tested and proved to be very successful. Partners believe that the project should do more work in this direction. This is an area of high interest to the partners.

In the overall, the project is contributing to strengthening the economic potential of the pilot regions, by cutting costs and raising the efficiency of the use of resources invested in OSH at the enterprises.

Strengths and weaknesses

The respondents highlighted a number of particular strengths of the project. Specifically, they noted that the project enjoys a high level of support from the public authorities. It gives the project additional weight, showing that despite the limited resources the project is part of a serious international program, fully supported by the Russian government, and participation in such kind of a project is a reputational advantage for those enterprises, which are cooperating with the project.

Another strength is that the project is based on a strong knowledge platform, drawing on the experiences of many countries from different parts of the world (e.g., India, Pakistan). The project managed to skillfully use the wealth of the ILO experience in project implementation in conditions even more difficult than those in Russia. Partners also appreciate the fact that the ILO is tackling other social issues (like HIV/AIDS, child labour, and gender), which definitely enriched the project strategy and approach.

Most of the respondents are completely satisfied with the quality and volume of information provided by the project and the ILO in Russian language. All the partners are aware of the materials and guidelines, developed by the project. Partners see them as useful, for most of the materials are practice oriented and offer new approaches to OSH management at the enterprises.

As far as weaknesses, partners noted that the ILO SRO Moscow is a very small organization by Russian standards, so the ILO has to rely on volunteers whose number is quite limited, and their degree of professionalism may vary a lot. Partners believe that the project would benefit from an increase in the number of staff working on the project. Limited staffing poses a great challenge to the project.

According to the partners, the project can bring long term tangible results, however, in order to achieve them, more time and activities will be needed. Special attention should be paid to further exploring economic aspects of OSH. In the situation of economic crisis, these issues may actually motivate employers for building effective OSH management systems.

Partners suggested a number of additional indicators for the assessment of the effectiveness of the project as follows: number of pilot enterprises; number of workplaces, where risk assessment has been done; decrease in the severity of accidents (coefficient of severity) in the long term. It is also worthwhile measuring organizational climate, quality of work, productivity, using workers' survey as a tool, in order to measure whether workers are motivated or not. The following are a few tentative questions to be included into such a survey:

“Are you aware of the main occupational risks at your enterprise?”

“Do you have enough knowledge on OSH in order to work safely?”

“Do you get support from the management, when you work safely?”

The project may want to apply this tool at a later stage if appropriate.

5) Efficiency

The outputs produced by the project are significant. Given the fact there has been only one staff member (Project Coordinator) employed during the second phase of the project, the amount of work completed is quite substantial. The majority of the respondents, including donor representative Ms. Paula Karppinen, Consul of Finland in St. Petersburg, emphasized high level of professionalism of the ILO staff involved with the project. Moreover, they pointed out to the need of increasing the number of project staff.

There is no doubt the project managed to utilize all the available resources in an extremely efficient manner. It was not by accident, that the project has some budget savings for 2009, which enables it to continue its work through the end of the year. The significant number of activities organized by the project proves that the time available has been used with the maximum efficiency.

Intellectual resources have also been used by the project to the full extent and in a comprehensive manner. For example, as it was stated above, the project produced two training modules and one more is under development. It published a lot of methodological guidelines and materials. One should note a high degree of cooperation between the ILO Moscow, ILO Geneva and the project office in St. Petersburg. The project coordinator managed to engage a number of external experts and organizations, which provided substantial assistance in project implementation (among them, to name a few, Ms. Alina ALEHINA, Uchebny Combinat, St. Petersburg; Ms. Elena POPLAVSKAYA, Swedwood Group, Karelia, Leningrad region).

In view of the above, the efficiency of the project under the given conditions is near to the maximum level.

6) Sustainability

All the partners, including state authorities, unions and pilot enterprises, noted a positive impact from participation in the project and cooperation with the ILO. There have been positive changes in the mindsets of the project participants. The project brought a new powerful stream of thinking into the stagnant field of OSH, challenging routine approaches, which have been remaining intact for years.

The regional tripartite commissions are being discussing OSH issues on a more regular basis, which is contributing to the sustainability of the outcomes of the project. The regions are organizing various events devoted to the World OSH Day (April 28) and are taking action to improve the legislative and policy framework. All the above developments are duly covered in the regional mass media, which gives them a greater public visibility.

Partners say they have uncovered an innovative approach to OSH, which is aimed at preventing work accidents, instead of dealing with their consequences. They believe their competencies have been strengthened as a result of the project. The organizations participating in the project are aiming to make a sustainable transition to proactive OSH management systems. As a result of their participation in the project, partners have obtained risk assessment tools, which they are currently using and adapting to their enterprises' realities.

Project partners got access to the wealth of materials accumulated by the ILO. The project is very expedient in providing additional information on their demand. Of particular notice, partners think very high of the OSH Library and OSH Encyclopedia supported by the ILO. They believe permanent access to high quality materials in Russian language is another factor of sustainability of the project's results.

However, there is still a lack of qualified local specialists in North-West Russia and no region-based system of training of specialists in line with modern standards. The majority of OSH specialists and managers are not clear about OSH management systems. There are a lot of competing systems and OSH specialists do not know what is the difference between them and how to implement them in practice.

All the partners, with no exception, stressed that it is extremely important to continue the project in order to have long-term sustainable results. They believe that if the ILO's technical assistance would stop right now, some of the achievements may disappear over time, because presently no one is able to support this work in the regions at a due professional and quality level. It is necessary to continue supporting the enterprises and the authorities for a certain period of time and not only with a focus on risk assessment, as it has been so far, but also on other dimensions and aspects of ILO OSH 2001. One of the areas of focus for the future would be to pay more attention to the economic effectiveness of OSH measures, and social partnership (how to involve workers at all the levels of an enterprise into building a system of OSH management and implementing it in practice).

Project participants believe that it would take another two to three years for the results of the project to come to fruition at the pilot enterprises. That is why the likelihood for the project to achieve sustainable results at the enterprises at the moment is rather low, unless the project is extended.

As a logical next step and in order to ensure sustainability of the results, it would be appropriate to establish a number of “pilot” OSH training centers which could provide training to the enterprises representatives, facilitate links with the local authorities and the ILO. Such centers could develop, in collaboration with the ILO, new training courses and disseminate best practices from ILO OSH 2001 implementation at the pilot enterprises (see in greater detail in Chapter VII).

VII. Findings, conclusions and recommendations

The evaluation of the outcomes of the project demonstrated that the project's work is assessed by partners as effective and extremely useful. All the respondents, with no exception, pointed out to the vital need of continuation of the project. Partners noted high professionalism of the project staff and the ILO specialists.

Cumulative effect of the project can be summarized in the following facts and figures: 42 large enterprises tested risk assessment methodology; at least 30 enterprises are actively integrating risk assessment into the system of OSH management; three pilot regions developed OSH Profiles; two regions adopted special laws on OSH; two training modules - on Risk Management at an Enterprise and Basics of OSH Economics at an Enterprise – were tested and integrated into the curricula; 12 educational materials were published and disseminated among the project partners; a state standard on OSH in line with the ILO OSH 2001 was adopted with the project's help; amendments to the Labour Code of the RF concerning OSH issues are currently under preparation also with the project's support.

As a result of project implementation, the North West Okrug of Russia moved forward in pioneering modern approach to preventative OSH management systems and become one of the most advanced in this regard as compared to other parts of the country. This work is beneficial to the region, because it strengthens its overall potential, which is especially important at the times of the global economic crisis.

There has been a major shift in the mindsets of the regional authorities with regard to OSH problems. The same can be said about the enterprises, though to a lesser extent. Local OSH specialists still need a considerable amount of support in building effective OSH management systems.

Below is a table with the list of the project objectives and an assessment of the degree to which those have been met.

Table 1. Achievement of project objectives

Objective	Brief points on progress made towards the achievement of each outcome
1. Outline a decent and safe work strategy for North-West region of Russia using the systematic approach of the ILO and based on the new ILO Convention No 187 (June 2006);	C187 stipulates a 4 prone approach to modern OSH strategies including: 1. policy improvements; 2. tripartite dialogue mechanisms in place; 3. preparation of OSH profiles and 4. OSH programs. <ul style="list-style-type: none"> ➤ With the project's assistance, partners adopted two regional OSH laws; ➤ A national OSH Standard in line with the ILO OSH 2001 was adopted ➤ Tripartite dialogue on OSH has been boosted in all the pilot regions.
2. Identify and determine the scope of the OSH problem in NW Russia (in select pilot regions, NW Okrug of the RF);	<ul style="list-style-type: none"> ➤ Five pilot regions have developed or are in process of developing regional OSH profiles; ➤ Based on the profiles, OSH programs have been updated at least in two pilot regions;
3. Introduce and implement ILO-OSH 2001 management systems at enterprises (pilots);	<ul style="list-style-type: none"> ➤ 42 pilot enterprises have been engaged to test and implement ILO OSH 2001 systems; ➤ At least 30 (71%) are implementing them;
4. Build up practical social partnership in OSH at enterprise level (functioning safety committees);	<ul style="list-style-type: none"> ➤ Safety committees at 42 pilot enterprises in five pilot regions have been strengthened (over 1,200 representatives trained by the project);
5. Promotion of OSH issues and awareness raising;	<ul style="list-style-type: none"> ➤ Constituents in all the target regions are regularly organizing public OSH Day and other outreach events; ➤ A training course on OSH economics has been developed and being used by the partners;
6. Dissemination of OSH information across the language barrier.	<ul style="list-style-type: none"> ➤ 12 training guidelines published; ➤ Two training modules developed; ➤ A Russian language Web portal on OSH maintained; ➤ 25,000 pages of professional materials translated into Russian.

Recommendations on the next steps

Partners and project participants expressed their views about the future activities and formulated a number of recommendations concerning the next steps. Below are the recommendations on the next activities in the framework of this or another project, in order of importance.

1) Taking into consideration the specifics of employers' motivation

Partners believe that it is necessary to pay more attention to the specifics of motivation of employers. An employer taking a decision to introduce an OSH management system is typically driven by the following three kinds of motives or considerations:

1. An internal conviction of chief executives that it is necessary to do so. Such a conviction may appear at the senior management level, for example, as a result of participation in a contest, where the management is confronted with a question "Why your enterprise is not innovative enough?" (as compared to other businesses). In that case, the decision to introduce an OSH management system may come from the top level (top-down) as an ordinance to workplace level management to introduce a new standard or practice.
2. Strong (external) recommendations by regulatory authorities and unions.
3. Practical economic considerations (bottom line considerations). This is especially important for small and medium businesses. Presently, employers are not fully aware of the economic benefits from better working conditions, especially at the times of the global economic crisis. This is where the role of education on the economics of OSH is extremely important.

The above considerations should be kept in mind during the development of future communication strategies aimed at the employers.

2) Introducing modern approaches through a number of pilot training and educational organizations

The majority of OSH specialists and senior managers are not fully clear about OSH management systems. Partially it is due to the great number of competing systems. OSH specialists do not know, what is the difference among them and, most importantly, how to introduce them in practice. Quite often such systems are only used formally, as a way to demonstrate the "progressiveness" of the enterprise, but, in fact, they are not working in real terms. The majority of line managers and staff (workers, engineers, foremen) see OSH systems as a kind of mandatory "routine". Attitudes are quite formal, that is why there is no real impact on the level of injuries/trauma at the enterprises.

There is also a problem with how to effectively reach out to the community of specialists. Isolated public events may be not quite productive in this regard, that is why it is necessary to organize systematic outreach on a permanent basis. It should be a well planned and systematic work. There will be no real progress in the improvement of working conditions until the majority of OSH specialists become aware of the ILO OSH 2001 ([GOST 12.0.230-2007](#)) and learn how to apply it in practice. Many enterprises are

already really interested in such systems. For example, Pubic Corporation “Kondopoga”, one of the largest producers of newsprint paper in Russia and Europe, is willing to obtain tax incentives from the social security fund in the amount of 4 million per year, which is a significant figure, especially under the current economic crisis. “Kondopoga” is ready for serious material and intellectual investments in order to reduce economic losses. And this is where the role of expert organizations and training centers is considerable.

It is also important to raise workers’ awareness about working conditions, but foremen and OSH engineers are often not able to do so, because they are lacking themselves most relevant modern information. Mid level management needs education of high quality, providing serious motivation and professional skills. The more people equipped with professional OSH knowledge, the easier it will be to influence business leaders and senior management. Issues of OSH management should be also included into the regular system of education for workers and staff, so that the target groups (workers) understand why and how such systems are functioning. In that sense, education should have an “ideological” (motivational) focus in order to influence behaviors.

After the ILO project seminars, specialists and organizations got very interested in training and education on various aspects of the ILO OSH 2001 (risk assessment, economics of OSH, building social dialogue etc.), but they were not able to obtain adequate support with training. There is an educational center in St. Petersburg, offering training on so far only one aspect of OSH Management Systems – risk assessment. Many specialists from the regions, i.e. from the Ministries of Labour and specialized agencies, as well as unions’ representatives, planned to go to St. Petersburg to attend the training, but were not able to come due to the lack of funds (financial difficulties). Hence an acute need to have access to such educational opportunities directly in the regions.

Under the given circumstances it is recommended for the project to help with the establishment of pilot OSH training centers in the regions. It would be helpful to train and provide with the necessary guidelines and training materials a number of trainers in the regions. They should be kept accountable to the ILO to the most extent possible, at least for the quality and standards of services provided. They should be somehow connected to the ILO, at least informally.

There should be a rigorous selection of such training providers from among the educational organizations in the regions, to exclude those which do not meet high professional standards. It would also make sense for the ILO to certify such organizations, in order to motivate them and raise their status. And of course there should be some kind of monitoring and oversight of the training services. This is, according to the partners, where the ILO should invest its intellectual and other resources.

Today there are several norms and regulations promoting OSH education. Such norms are defined in the Labour Code of the RF and in the joint decree by the MH&SD and the Ministry of Education # 1/29 “On the System of OSH Education and Testing of Knowledge of OSH Requirements by Staff of Organizations.” Senior managers and specialists are having special training on OSH not less than once in three years (40

hours program). They are also obliged to pass a test on OSH in the same timeframes. Once in five years, senior managers are having 72 or 108 hours of advanced training.

Also according to the Federal Law #125 “On Mandatory Social Insurance against Occupational Accidents and Professional Diseases” of July 24, 1998, once a year the federal government and the Social Insurance Fund are providing resources for OSH training for certain groups of insured citizens. Such OSH training providers must pass a competition to obtain the right to offer education in accordance with the official curricula.

It would be an optimal solution if the existing national potential (regulatory frameworks and financial resources of the Social Insurance Fund) is complemented with the methodological resources and knowledge base of the ILO. To begin with, cooperation could cover the issues of the implementation of the new State Standard on OSH Management (GOST). It could be easily integrated into the existing curricula, because it already has a section on OSH management systems.

If such training organizations are selected, they could add a lot of value to the methodological work of the project. They could assist in the development of new training courses on various subjects of the project. Also, they could serve as a link to the pilot enterprises, gathering information about the lessons learned during the implementation of OSH management systems, for the purpose of learning and analysis. Such information could be integrated into the training courses. Lessons learned could be disseminated across the other enterprises and regions. Such information is in high demand, as partners mentioned many times.

One of the training centers for possible collaboration is the Center for Advanced Skills on OSH in Petrozavodsk. It was created five years ago, is properly licensed and financed by the regional program “On the Improvement of Working Conditions in the Republic of Karelia”. The center is regularly participating in various exhibitions and organizing free-of-charge seminars on means of individual protection for workers. It is part of a large network of 70 centers under the auspices of the Association of Textile and Light Industry Enterprises “Vostok-Servis”. The network covers many large cities across Russia and Belarus.

Mr. Alexander Topin, Director of the Center, Director of the group of companies Vostok-Servis in Petrozavodsk, and Board Member of the local employers’ association, expressed a strong interest in collaboration with the ILO project. He suggested the following forms of cooperation: the Center could organize training seminars in various locations of the Murmansk region and Karelia, including those regions where the incidence of occupational accidents is very high. The Center would be interested in obtaining a permission to promote the ILO programs free of charge or for a fee. The Center has an extensive experience of communication on OSH matters with CEOs of large and medium enterprises. They are providing regular seminars in various cities, where they could incorporate elements about how to reduce risks at the enterprises. In the overall, there are nine educational organizations in Petrozavodsk for possible collaboration.

In the Vologda region a similar network of educational centers covers 12,000 participants per year, 40% of them CEOs and senior managers. A representative of the Department of Labour and Social Development of the Vologda region stressed that the

mandatory 40-hour program of OSH education is strictly defined in terms of the topics covered, that is why there might be a problem with including an ILO module (2 hours) into this program. However, there can be a solution to this problem. Vologda is planning to do so, once they have the modules that they can use. Also the Department is planning to organize a couple of one-day seminars with the help of the educational centers.

3) Recommendations on the improvement of methodological guidelines and materials

3.1. Development of new targeted training courses

It is recommended for the project to create new training courses (modules), as the need is high. The training course on risk assessment is in great demand, because it is very well targeted, elaborated and has been tested. It was necessary to give specialists an understanding of the instruments available and this goal has been fully met. The next steps should be framed in the same terms.

Risk assessment should be part of the training courses, but not the only part - it is necessary to cover other aspects of the ILO OSH 2001 as well. The ILO help in the development of new materials (training courses) in Russian language would be highly appreciated.

It is necessary to pay more attention to the economic aspects of OSH. Economic benefits of safe working conditions will motivate the employers for building effective systems of OSH management. It is recommended to continue work on the topic of economic efficiency in the sphere of OSH.

Social partnership on OSH is another focus area for the future. A basic training course on how social partnership can be instrumental in the development of OSH management systems is very much needed. It would help national partners better utilize the potential of social partnership on OSH matters. Such a training course could concentrate on the following kinds of questions: How can social partnership be helpful in practical implementation of OSH management systems? What are the mechanisms, tools and methods of social dialogue on OSH?

In view of the fact that unions are less prepared to tackle OSH matters, it makes sense to develop a targeted training course specifically for the unions in order to help them speak with their own voice and play a role in practical OSH matters.

It is necessary to help social partners to learn how to cooperate with each other, help the unions to better understand their role and build effective relationships with the other parties in accordance with the provisions of the laws. It is also necessary to help the unions and employers to master skills in talking to each other, because so far the unions have not fully grasped their mission. They consider themselves as not having enough "weight" to influence OSH situation in general. It could be useful to organize practical workshops specially targeted for the unions on how to implement OSH management approach in their own organizations/ at the enterprises.

Workers' motivation to cooperate in providing safe working conditions and comply with safety regulations is another aspect of OSH, which is currently underdeveloped. Unsafe behavior at work is one of the leading causes of occupational accidents in Russia. It should be addressed by a special course on workers' motivation to participate in risk assessment procedures in order to improve working conditions and adopt safe behavior patterns. It is very important to make such a course interesting to the participants, user-friendly, interactive and motivational.

Specific OSH management programs should be developed for small businesses. According to SME representatives, all the programs available are designed for large enterprises, but are not suitable for the small ones. There should be training modules adapted specifically to the conditions of small enterprises, i.e. based on Finland's rich experience in this field.

3.2. Setting up a procedure of ILO copyright transfer

One of the important issues is related to copyrights to the ILO materials and training modules produced by the project. The ILO should develop a clear procedure concerning the transfer of copyrights (for a fee or with no fee) concerning the use and copying of its materials, and a system of control over such use. The same procedure should be applied to the materials which are going to be produced in collaboration with other organizations, e.g. training centers. Partners are wondering if they can use the ILO materials in their own methodological guidelines. For example, Ms. Alina Alehina, Director of the Training Center in St. Petersburg, noted that she is not clear about the rights to disseminate the Risk Assessment materials, which have been produced together with the ILO. Similar questions are being asked with regards to the Web-based materials and whether it is possible to place training materials on the Websites of third organizations, public and private.

3.3. Production of video courses

On many occasions partners expressed a wish to have video versions of the ILO courses. It is recommended for the ILO to consider creation of such videos, first of all, of the training courses conducted by the Project Coordinator Mr. Rudakov. Also it would be very useful to have films illustrating the topics covered in the training courses (to complement the training modules). This could be done at a low cost. Such videos could be placed on public Websites, e.g. YouTube.com, as many renowned Universities are doing (<http://www.youtube.com/edu> - part of YouTube devoted to video lectures).

3.4. Improving the quality of texts translated into Russian

It is recommended to pay attention to the translation of terms into Russian. With no doubt, quality of the ILO materials is very high, however there are some specifics in the texts, which even the most experienced translators can oversee. For example, the term "accident" is interpreted differently in Russian and ILO sources. According to the Federal Law N 116-Φ3 as of 21.07.1997 "On Industrial Security at Dangerous Industrial Objects" the term "incident" is being defined as breaking technical appliances utilized at dangerous production facilities, violating the parameters of technological processes, non compliance with the requirements of the present Federal Law, other Federal laws

and regulations of the RF, as well as technical documents establishing rules of work at dangerous production facilities.

GOST 12.0.230-2007 provides another definition of an incident as an unsafe event, related to work or taking place during the work process, but not entailing an accident.

In ILO OSH 2001 incident is defined as an unsafe event, related to work or taking place during the work process, but not entailing a trauma (injury).

This points out to the discrepancies in the interpretation of terms. Perhaps, it would make sense to make a survey of project partners (questionnaire) to collect information about incorrect use of terms and contradictions in standards and laws.

3.5. Regular updating of online OSH Day materials

A number of respondents indicated about the lack of information for the OSH Day. Unfortunately, the ILO/Moscow website is not being updated on a regular basis. Partners would like to get more assistance on this matter. They would appreciate the availability of more practical working materials on the web. It would be useful if the online materials devoted to the OSH Day are kept current and updated more often.

3.6. Improvement of the Guidelines on the Development of Regional OSH Profiles

The Guidelines on the Development of Regional OSH Profiles need some improvements. The current version of the Guidelines requires some repetitive or excessive information, which inflates the volume, but erodes the focus. Also some difficulties in the preparation of the profiles are due to the need to obtain information from a number of ministries and agencies not directly involved with OSH (for example, from the Road Safety Department of the Ministry of Internal Affairs). Such ministries are not motivated to provide the requested information, which leads to the failure in producing the report.

4) Dissemination of practical experiences, case studies

It would be useful to monitor the implementation of the ILO OSH 2001 and risk assessment at the pilot enterprises, collect lessons learned and disseminate the best practices. Partners say there is a lack of such kind of information. One of the interesting possibilities would be to link together the pilot enterprises and the future-to-be pilot training centers, so that the enterprises could supply such information to the centers for the purpose of learning and analysis.

Such activity would close one the serious gaps in knowledge about practical implementation of OSH management systems at the enterprises and how international experience can be applied to the Russian conditions, how Russian standards can be harmonized with the ILO OSH 2001. Most importantly it would promote an understanding of OSH as a system and not a combination of isolated elements.

Partners believe there is no other organization that could help with this matter, but the ILO.

5) Recommendations on policy advocacy with an aim to influence the national legislation

Project partners believe that the ILO, with its knowledge base and intellectual resources, should be more active in promoting further improvements of Russian legislation governing OSH. The national standard on OSH management systems (GOST 12.0.230-2007) has been adopted with the ILO assistance, which is already a serious achievement. But this is not enough - there is a need in Labour Code amendments on a number of concrete issues.

5.1. Risk assessment

There is presently a contradiction with the implementation of a quality OSH management system at the enterprise level. In particular, it concerns workplace attestation versus risk assessment. What is an attestation is described in great detail in relevant regulations. Everyone knows how expensive it is to implement the recommendations of an attestation. Attestation being completed, the documents are usually put on the shelf and no follow up is being done, but the letter of the law is being observed. Risk assessment is more simple, clear, affordable and effective, but it is not defined by law (there is no legal document regulating risk assessment). So when a Labour Inspection comes to an enterprise with a control visit, they would ask for workplace attestation documents, and if they are available, the Labour Inspection would be satisfied. But if the enterprise has done a risk assessment instead of workplace attestation, the Labour Inspection would ask: "Why have you done it? It is not specified by the law."

There is an unsettled problem related to how to link risk assessment with the Russian legislation. If a company wants to do well on OSH, it needs to have "double accounting": one the one hand, it has to do what is required by the legislation (for the supervisory authorities), on the other hand, - what is required by the international OSH systems. It takes a considerable amount of time and effort to reconcile the two frameworks. There has to be experience in integrating the national and international procedures.

Further improvement of OSH legislation is needed, to spell out various possibilities for the employers in the area of OSH. Or perhaps a law is needed to delineate more clearly OSH responsibilities between the federal center and the regions, so that based on local conditions the regions could adopt their own regional laws on OSH.

The role of legislation can not be overestimated in this regard. It is the mindset of the majority of Russian executives: what is not is not specified by the law, is not obligatory for implementation.

5.2. Occupational accident insurance system

According to all the respondents from partner enterprises, the system of workplace accident & professional disease insurance does not stimulate the employers to take action to reduce the number of work-related injuries (traumatism). This could be a promising avenue for the project/ILO future work to look into this issue and assist in the preparation of proposals concerning the improvement of the system of mandatory social

insurance against occupational accidents and professional disease, including the development of economic incentives for the employers to improve working conditions and OSH.

5.3. Mandatory OSH training programs

Since OSH mandatory training programs are strictly regulated, the project and the ILO could promote amendments in such programs, in accordance with the provisions of the MH&SD Regulation № 586 as of October 23, 2008 “On the Approval of the Program of Action for the Improvement of Working Conditions and OSH for 2008-2010.”

The mandatory program should be complemented with a module on risk assessment and economic aspects of safety at work. Every effort should be made to make this program less formal and more practice oriented.

6) Consulting centers on OSH

Many regions have created or are in the process of creating special OSH consulting centers to provide support to the enterprises in introducing OSH management systems. For example, according to Mr. Alexey Britsun, Labour Committee/Leningrad region, such a center is planned as a fee-for-service basis. According to Mr. Oleg Kulya, Union of Industrialists and Employers of the Murmansk Region, the Union has already created under its auspices an OSH Center, with the following objectives: to audit OSH systems at the enterprises; create norms and regulations databases; monitor and assess working conditions at the enterprises; provide consultations and methodological support on OSH. As Mr. Kulya pointed out, one of the main objectives of the center is to demonstrate to the employers that a proper OSH management system can be profitable from the economic point of view.

There is no doubt this is a very positive new trend in the regions. It makes sense for the ILO to support such centers and help them establish cooperation with the pilot enterprises and pilot training centers.

7) General recommendations

Most of the respondents recommend increasing the number of project staff. They believe that the volume of work in NW Russia is way too large for one person. Due to the lack of staff, the PC has to represent the project at various meetings and conferences, but this information would not reach the final beneficiaries of the project in the regions.

It is recommended to engage more enterprises into the project, i.e. through the educational and consulting centers. The former should be able to establish productive exchange of information and feedback from the enterprises, which is extremely important, because when an enterprise starts to build an OSH system in practice, it meets many challenges and problems, which need to be addressed in an expedient manner.

It is recommended to further explore the opportunities to engage a number of pilot enterprises from the City of St. Petersburg. Among the pilot enterprises, there is no single enterprise from St. Petersburg. A potential demo effect obtained from such pilots would be strong, due to the special status of St. Petersburg in Russia. For some reasons, the administration of the City of St. Petersburg was not quite receptive to the project and has no OSH program at all. However, with its significant material and intellectual resources, St. Petersburg could be one of the most successful partners of the project in the NW Russia. ILO advocacy at the high level of executive power might be helpful.

To conclude with, the ILO should make it clear to the project partners, that none of the above initiatives and recommendations could be implemented without their own leadership and most active participation. Because the ILO main objective in the RF is to provide the most updated and quality information. If one of the regions would demonstrate a leadership in reaching the project's objectives, then the ILO should concentrate its efforts and support on this single region, may be even to the detriment of the other pilot regions. If the project makes a serious impact at the educational organizations, administrative authorities and enterprises in one single region, it would give powerful impetus to the whole project. It may actually increase the number of project supporters and volunteers.

VIII. List of sources

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- 18) <http://sppmo.ru> – official website of the Regional Employers Union of the Murmansk Region
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IX. Annexes

Annex 1. List of Interviewees (in Russian)

№	Name	Title	Organization
Санкт-Петербург и Ленинградская область			
1	Рудаков Марат Леонидович	Координатор Проекта, д.т.н., профессор	Международная Организация Труда Субрегиональное бюро МОТ для стран Восточной Европы и Центральной Азии Проект по охране труда на Северо-Западе России
2	Литвяков Роман Александрович	Региональный координатор по охране труда (Координатор Проекта в 2005-2007 годах)	Международная Организация Труда Субрегиональное бюро МОТ для стран Восточной Европы и Центральной Азии Проект по охране труда на Северо-Западе России
3	Алехина Алина Георгиевна	Директор по учебной работе	«Учебный комбинат», Санкт-Петербург
4	Павлов Анатолий Михайлович	Заместитель начальника отдела охраны труда и экологии	Федерация профсоюзов Санкт-Петербурга и Ленинградской области
5	Поплавская Елена Константиновна	«Swedwood group»	Начальник отдела охраны труда
6	Брицун Алексей Викторович	Заместитель председателя комитета по труду и занятости населения Ленинградской области, начальник отдела организации и управления охраной труда	Комитет по труду и занятости населения Ленинградской области
7	Паула Карпенен	Консул	Генеральное консульство Финляндии
8	Смирнов Александр Алексеевич	Главный технический инспектор	Межрегиональный профессиональный союз Санкт-Петербурга и Ленинградской области работников жилищно-коммунальных организаций и сферы обслуживания Межрегиональный Комитет
Петрозаводск, Карелия			
9	Торицина Наталья	Заместитель министра труда и занятости РК	Министерство труда и занятости Республики

№	Name	Title	Organization
	Анатольевна		Карелия, Петрозаводск
10	Куликов Сергей Александрович	Начальник отдела охраны труда и государственной экспертизы условий труда министерства	Министерство труда и занятости Республики Карелия, Петрозаводск
11	Махаева Надежда Михайловна	Заместитель председателя	ФНПР Организация «Объединение организаций профсоюзов в Республике Карелия», Петрозаводск.
12	Семочкин Вячеслав Яковлевич	Технический инспектор	ФНПР Организация «Объединение организаций профсоюзов в Республике Карелия», Петрозаводск.
13	Клочкова Лариса Анатольевна	Директор	«Центр обучения и мониторинга Трудовых ресурсов»;
14	Коровин Валерий Александрович	Заместитель руководителя Государственной инспекции труда в Республике Карелия (по охране труда)	РОСТРУД, Государственная инспекция труда в Республике Карелия, Петрозаводск
15	Топин Александр Леонидович	Директор НОУ «Центр повышения квалификации специалистов по ОТ», представитель Союза промышленников и предпринимателей (работодателей) РК	Группа компаний Восток-Сервис, Петрозаводск, член правления союза промышленников и предпринимателей республики Карелия
16	Гришун Геннадий Владимирович	Председатель	ФНПР Организация «Объединение организаций профсоюзов в Республике Карелия», Петрозаводск.
17	Инчина Любовь Ивановна	Ведущий специалист министерства, представитель в г. Костомукша	Министерство труда и занятости Республики Карелия, Петрозаводск
18	Огородова Светлана Викторовна	Специалист по ОТ	ЗАО «Теком»
19	Сопова Светлана Михайловна	Специалист по ОТ	Ф. «Дино Нобель Раша»
20	Магер Наталья Петровна	Начальник отд. международной сертификации	ОАО «Карельский окатыш», Служба ОТ, ПБ и экологии

№	Name	Title	Organization
21	Докучаева Татьяна Петровна	Инженер по ОТ	ООО «Аек»,
22	Жорина Елена Евгеньевна	Инженер по ОТ	ООО «Аек»,
23	Бардадым Андрей	Инженер по качеству	ООО «Аек»,
24	Максимова Инесса Олеговна	Координатор по охране окружающей среды, здоровья и безопасности	ООО «Сведвуд Карелия»,
25	Коваленко Оксана	Специалист по ООС, здоровья и безопасности,	ООО «Сведвуд Карелия»,
26	Бандорина Нина Ивановна	Специалист по ООС, здоровья и безопасности	ООО «Сведвуд Карелия»,
Мурманск, Мурманская область			
27	Иваненко Сергей Петрович	заведующий сектором охраны и экспертизы условий труда отдела охраны труда, заработной платы и социального партнерства Министерства социального развития Мурманской области	Отдел охраны труда Министерства социального развития Мурманской области
28	Петлеваный Анатолий Петрович	консультант сектора охраны и экспертизы условий труда отдела охраны труда, заработной платы и социального партнерства Министерства социального развития Мурманской области	Отдел охраны труда Министерства социального развития Мурманской области
29	Куля Олег Александрович	исполнительный директор Союза промышленников и предпринимателей Мурманской области - представитель координатора со стороны объединений работодателей Мурманской области	Союз промышленников и предпринимателей Мурманской области
30	Клименко Светлана Владимировна	Главный технический инспектор труда Мурманского областного совета профсоюзов - представитель координатора со стороны	Мурманский областной совет профсоюзов

№	Name	Title	Organization
		объединений профсоюзов Мурманской области	
31	Назаренко Татьяна Андреевна		ГФ ФГУП ЦС «Звездочка» СРЗ «Нерпа»
32	Казначевская Марина Викторовна		ФГУП «Атомфлот»
33	Михайлов Василий Иванович		ГОУТП «ТЭКОС»
34	Якимов Николай Владимирович		ОАО «ОлКОН»
35	Русанов Григорий Николаевич		Кировский филиал ЗАО «ФосАгро АГ» ОАО «Апатит»
Вологда, Вологодская область			
36	Лукинов Николай Алексеевич	Начальник управления по труду департамента труда и социального развития Вологодской области	Департамент труда и социального развития Вологодской области
37	Ульяновский Иван Александрович	Заместитель начальника управления труда, департамента труда и социального развития Вологодской области	Департамент труда и социального развития Вологодской области
38	Железная Татьяна Юрьевна	Начальник сектора государственного управления охраной труда отдела государственной экспертизы условий и охраны труда управления труда департамента труда и социального развития Вологодской области	Департамент труда и социального развития Вологодской области
39	Трусов Александр Юрьевич	Заместитель главного инженера, начальник отдела ОТ	ОАО «Строительных конструкций и дорожных машин»
40	Заудалов Евгений Александрович	Заместитель начальника отдела ОТ-эколог	ОАО «Строительных конструкций и дорожных машин»
41	Бречалов Сергей Петрович	Главный инженер	МУП г. Череповца «Электросеть»
42	Сергеева Наталья Михайловна	Техник методист техкласса	МУП г. Череповца «Электросеть»
43	Киреев Владимир	Заместитель начальника ПТО	ООО «Производственная компания Агро-Череповец»

№	Name	Title	Organization
	Николаевич		Вологодская обл., г. Череповец
44	Столупина Наталья Юрьевна	Ведущий инженер по ОТ и ПБ	ООО «Производственная компания Агро-Череповец» Вологодская обл., г. Череповец

Annex 2. Terms of Reference for the Final Independent Evaluation

TERMS OF REFERENCE FINAL INDEPENDENT EVALUATION OF THE PROJECT

Project Title: Developing and implementing Occupational Safety and Health (OSH) system in North-West region of Russian Federation to provide Decent and Safe work – 2nd phase
Sub-region: Eastern Europe and Central Asia
Lead Office: ILO Sub-regional Office in Moscow
Duration: 24 months; April 2007 – April 30, 2009
Donor agency: Government of Finland
Budget: USD 375,327

National Counterparts: Ministry of Health and Social Development of Russia, Federal Service for Labour and Employment (Labour Inspection), Ministry of Labour and Social Development of the Republic of Karelia, Labour Committees, Regional OSH Authorities, OSH Institutions, Trade Unions, Employers Organizations

International partners: The Northern Dimension Partnership in Public Health and Social Wellbeing/NDPHS (Expert Group on Social Inclusion, Healthy Lifestyles & Work Ability), WHO/EURO, Baltic Sea OSH Network (BSN), EU Agency for Safety and Health at Work <http://osha.europa.eu/>, Nordic Institute of Advanced Training in Occupational Health (NIVA)

V. INTRODUCTION AND RATIONALE FOR EVALUATION

The final independent evaluation of the second phase of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work and social justice.

VI. BRIEF BACKGROUND ON PROJECT AND CONTEXT

The ILO and the Finnish government have been cooperating with the tripartite constituents in Russia on OSH issues for several years. The overarching objective of this work is to contribute to the improvement of working conditions and creation of safe working conditions, which should be part of normal quality and production management. In a modern economy providing adequate working conditions is an investment in human resources, in quality and productivity and not an extra cost.

Cooperation in the framework of various consecutive initiatives, i.e. the activities of the Northern Dimension Partnership in Public Health and Social Wellbeing (established in October 2003) <http://www.ndphs.org/> and the first phase of the project (April 2005 – April 2007), was mainly focused on the North West Okrug (Leningrad region, City of St. Petersburg, Republic of Karelia, Murmansk, Vologda) and covered several thematic areas, including:

8. Identification of the scope of OSH problem, with an aim to raise awareness, promote practical use of modern approaches and facilitate the development of safety programmes;
9. Improvement of statistics, registration and analysis of occupational accidents;
10. Raising awareness of the economic costs of poor working conditions;
11. Promotion of paradigm shift at the policy level – from compensation of consequences to prevention of occupational accidents and diseases (in line with the ILO systematic approach to occupational safety and health);
12. Promotion of social partnership in OSH at the enterprise level (safety committees);
13. Development of OSH management systems at enterprises (based on ILO OSH 2001);
14. Dissemination of modern information and best experiences across Russia and Russian-speaking community in Eastern Europe, Central Asia and the Caucasus.

Building up on the previous components and achievements, the project pursued the following Specific Objectives: 1) Outline a decent and safe work strategy for North-west region of Russia using the systematic approach of the ILO and based on the new ILO Convention No 187 (June 2006); 2) Identify and determine the scope of the OSH problem in NW Russia (in select pilot regions, NW Okrug of the RF); 3) Introduce and implement ILO-OSH 2001 management systems at enterprises (pilots); 4) Build up practical social partnership in OSH at enterprise level; 5) Promotion of OSH issues and awareness raising; 6) Dissemination of OSH information across the language barrier.

Some of the outputs of the project are as follows:

1. Substantial input of up-to-date content (over 25,000 pages) into the Virtual OSH Academy www.safework.ru - the largest Web portal on OSH in Russian language, linked with RISOT, Russian government electronic OSH information system;
2. Development of regional level OSH profiles and OSH system in the Republic of Karelia, Leningrad oblast, Vologda oblast and Murmansk oblast on a pilot basis;
3. ILO OSH Convention and Guidelines on OSH Management systems (ILO OSH 2001) promoted at the regional level, with an impact at the CIS level;
4. Increased capacity of national OSH specialists in NW Russia;
5. Increased level of workplace collaboration on OSH (safety committees) at pilot sites/enterprises;
6. Assistance in the modernization of the Federal Service of Labour and Employment.
7. New methodology of calculation of costs of accidents and estimation of official accident statistics adopted for Russia;
8. Promotion of effective social partnership at the levels of regions and enterprises;
9. Assistance in creation of new training courses on OSH.

VII. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The purpose of the evaluation is to:

- g) Determine the extent to which the outcomes of the project have been achieved, what kind of changes produced, what are the intended or unintended effects of the project;
- h) Obtain feedback from the national partners: what is working, what is not and why;
- i) Provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The evaluation covers the second phase of the project, 2007-2008. It will serve the following - external and internal - clients groups:

- ILO tripartite constituents and national project partners;

- Ultimate beneficiaries of the project – working men and women in the North West Region of the RF;
- The Donor;
- ILO management and technical specialists at the ILO SRO/Moscow and the Headquarters;
- Project staff.

VIII. EVALUATION QUESTIONS

Evaluation will address the following aspects of the project:

7) **Effectiveness of the project (outcomes):**

- What progress has the project made towards achieving its outcomes?
- How does the project approach fit the on-going administrative reform in the Russian Federation and decentralization of the management of OSH to the regions?
- How did the project contribute to the development of the strategy, models and mechanisms for regional OSH management systems in the Russian Federation?
- To what extent did the project support information and training needs of the Russian constituents? (i.e. on working conditions, occupational insurance systems, modern international best practices in OSH)
- How have constituents been involved in the implementation? Have the regional Advisory Committees been instrumental? Are the constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities in occupational safety and health?
- What is the progress in the implementation of ILO OSH 2001 management systems at the enterprises?
- How many persons/enterprises were reached by training, and/or benefited from the improved OSH management systems?

8) **Effectiveness of the overall project management approach²:**

- Were the management arrangements effective? Has the division of work tasks and use of local skills been effective?
- Has the project received adequate technical and administrative support from the ILO and partners?
- Has the choice of partners been effective in terms of them being in a position to support the project and promote its products/results?

9) **Efficiency:**

- How the resources (staffing, time, skills and knowledge) were used? Have they been used in an efficient manner?

² Personnel evaluation is not part of the scope of work under this TOR.

10) Sustainability:

- What was done to promote sustainability?
- What is the likelihood of sustainability of outcomes?
- Are the national partners able to continue implementing the adopted strategies and initiatives after the project completion? (Existing capacity of people and institutions; presence of enabling laws, policies, regulations, etc.)
- What more should be done to improve sustainability?

11) Lessons learned:

- What are the main lessons learned, good practices, innovations?
- To what extent are the best practices documented and shared with the broader community?
- Are there any areas where difficulties have been experienced? What are the reasons?
- Are there any alternative strategies which would have been more effective?

12) Recommendations:

- Are there any suggestions, recommendations for the follow up activities?
- What would be the most appropriate next steps?

Note: OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions.

IX. METHODOLOGY

Document Review: The evaluator will review project background materials before conducting any interviews or trips to the region:

- National policy documents related to OSH
- Project Document
- Work plans
- TORs
- Progress reports
- Mission reports
- Reports on specific activities
- Studies, analytical papers produced
- Training tools produced
- Publications and promo materials
- Materials supplied to the Virtual Academy of Safe work
- Policies, regulations, OSH profiles, OSH management systems developed

Pre-mission Briefing: The evaluator will have a pre-trip briefing with the ILO representatives and project team. The objective of the briefing is to reach a common understanding regarding the status of the project, key evaluation questions and priorities, available data sources and data collection instruments, and an outline of the final assessment report. The following topics will be also covered: status of

logistical arrangements, schedule of meetings, project background and materials, roles and responsibilities of the assessment team.

Observation: If scheduling permits, the evaluator will attend and assess an activity of the project in the target region.

Individual Interviews and/or Group Interviews: Individual or group interviews will be conducted with the following:

- a. Project Staff, ILO Senior Specialist on OSH and other relevant ILO staff
- b. Representatives from the following groups:
 - ILO Headquarters SAFEWORK program (phone interviews)
 - Project Advisory Committees members
 - Government staff who have worked with the project
 - Employers' groups, unions, NGO's, individual experts who have received training or otherwise worked with the project
 - Enterprises representatives who have tested the approach
 - Other UN/donor agencies active in this field (NDPHS, BSN, Ministry of Health of Finland)

Field Visits: Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these Terms of Reference. The assessment team will visit the Leningrad oblast, Republic of Karelia/or Murmansk, and will have meetings with a set of enterprises, which are piloting the tools and methodologies.

Debrief in the Field: The evaluator will present preliminary findings and conclusions to the constituents and the ILO field staff. Partners will be provided with an opportunity to have a briefing meeting to discuss and validate the findings. The draft report will subsequently be shared with the ILO field staff and constituents for comment.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO/Moscow on the evaluation findings, conclusions and recommendations.

X. MAIN OUTPUTS (DELIVERABLES)

- A. Initial Draft Report in Russian (in electronic format);
- B. Final Report in Russian (in electronic format);
- C. Translation of the Final Report into English.

SUGGESTED REPORT FORMAT

The final version of the report will follow the below format and be no more than 20-25 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 and Evaluation Questions
8. Status of outcomes
9. Overall findings, conclusions and recommendations
10. Annexes (list of interviews, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

XI. MANAGEMENT ARRANGEMENTS

EVALUATION TEAM

The evaluation team will be comprised of: (i) one external evaluator (the team leader); (ii) possibility will be provided to the donor representative (Ministry of Foreign Affairs of Finland) to participate in meetings and interviews, if applicable; (iii) and possibly one OSH expert from the ILO HQ (to be decided depending on feasibility and availability of funds at the HQ).

REQUIREMENTS

The evaluation team will have extensive experience in the evaluation of development or social interventions, expertise in the subject matter, an understanding of the ILO's tripartite culture, and knowledge of the CIS region. The evaluation team will be guided by high professional standards and principles of integrity in accordance with the guiding principles of the International Program Evaluation Network (IPEN).

The External Evaluator (team leader) should have an advanced degree in technical or social sciences, training on evaluation methods, and knowledge about OSH and ILO. Full command of Russian and working knowledge of English will be required.

The final selection of the evaluation team will be done by the Director of the ILO Subregional Office for Eastern Europe and Central Asia based on a short list of candidates from the Evaluation Manager/SRO Moscow, with an approval from the Evaluation Focal Point in the ILO/EUROPE.

ROLES AND RESPONSIBILITIES

The External Evaluator (team leader) is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Develop and implement the assessment methodology (i.e., conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO prior to the assessment mission.
- Prepare an initial draft of the assessment report with input from other team members.
- Conduct briefing on findings, conclusions and recommendation of the assessment.
- Prepare the final report.

The SRO Moscow Evaluation Manager is responsible for:

- Drafting the TOR;
- Finalizing the TOR with input from colleagues;
- Preparing a short list of candidates for submission to the ILO/Moscow Director for final selection;
- Hiring the consultant
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluator;

- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Manager is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced;
- Participating in preparatory briefing prior to the assessment mission;
- Scheduling all meetings and interviews for the field research;
- Ensuring necessary logistical arrangements for the field research (hotel reservations, travel);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Making sure an appropriate follow-up action is taken.

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each:

Tasks	Work Days		Travel Days
Preparatory Research	4	Before trip	
Field Research	4		
Travel days (depending on residence)			3
Initial Draft Report	8	After trip	
Finalization of the report	3		
	Total: 19 + travel		

Overall duration: 3 weeks, February – March 2009

Annex 3. Program of the evaluation mission

Programme of evaluation March 2 – April 3, 2009

Monday, 2 March

10:00	Working meeting with Prof. M.Rudakov, Project coordinator, St.-Petersburg
13:00	Selection of the ILO Project electronic and printed documents and materials to be used during the evaluation
15:00	Analysis of the documents and materials

Tuesday, 3 March

10:00	Working meeting with Mr. A.Pavlov, Deputy Head of EHS Department of the Federation of Trade Unions of Saint-Petersburg and Leningrad region, St.-Petersburg
13:00	Working meeting with Mr. A.Smirnov, Chief OSH Technical inspector of the Committee of Trade Unions of communal services enterprises of Saint-Petersburg and Leningrad region, St.-Petersburg
15:00	Processing of results of the meetings

Wednesday, 4 March

10:00	Working meeting with Ms. E.Poplavskaya, EHS Manager for Russia "Swedwood Group Russia", St.-Petersburg
15:00	Processing of results of the meeting

Thursday, 5 March

10:00	Working meeting with Ms. Paula Karppinen, Consul, Consulate General of Finland, St.-Petersburg
14:00	Working meeting with Ms. Alina Alekhina, Director of the ILO/CIS Collaborating Centre, St.-Petersburg
17:00	Processing of results of the meeting

Friday, 6 March

10:00	Phone interview with Mr. Nikolai Lukinov Vice Head of the Department of Social Development of the Vologda region
13:00	Processing of results of the interview

Tuesday, 10 March

10:00	Analysis of documents and materials of the Project
14:00	Working meeting with Mr. A.Britsun, Deputy Chairman of the Committee for Labour and Employment of Population of Leningrad region, St.-Petersburg
15:00	Processing of results of the meeting

Wednesday, 11 March

10:00	Preparation for a mission to the Republic of Karelia
20:00	Departure from St.-Petersburg to Petrozavodsk, Karelia

Thursday, 12 March

07:00	Arrival to Petrozavodsk, accommodation
10:00	Working meetings with: <ul style="list-style-type: none">- Ms. N.Toritsina, Deputy Minister for Labour and Employment of the Republic of Karelia;- Mr. S.Kulikov, Head of the OSH Department of the Ministry;- Social partners and representatives of Karelian enterprises
23:00	Departure from Petrozavodsk to St.-Petersburg

Friday, 13 March

07:00	Arrival to St.-Petersburg
13:00	Processing of results of the mission to Karelia

Monday, 16 March

10:00	Working meeting with Ms. Paula Karppinen, Consul, Consulate General of Finland, St.-Petersburg and Prof. M.Rudakov, Project coordinator
13:00	Analysis of documents and materials of the Project
15:00	Processing of results of the meeting

Tuesday, 17 March

10:00	Preparation for a mission to the Murmansk region
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Wednesday, 18 March

10:00	Preparation for a mission to the Murmansk region
21:00	Departure from St.-Petersburg to Murmansk
23:00	Arrival to Murmansk, accommodation

Thursday, 19 March

10:00	Participation in an ILO OSH workshop for enterprises of the Murmansk region
15:00	Working meetings with: <ul style="list-style-type: none"> - Ms. L.Poddubnaya, Deputy Minister of Social Development of the of the Murmansk region; - Social partners of the region and representatives of enterprises of the Murmansk region
17:00	Processing of results of the meetings

Friday, 20 March

10:00	Participation in a meeting of the regional tripartite commission of the Murmansk region
14:00	Working meetings with social partners in the Murmansk region:
17:00	Processing of results of the meetings

Saturday, 21 March

08:00	Departure from Murmansk to St.-Petersburg
11:00	Arrival to St.-Petersburg
13:00	Processing of results of the mission to Murmansk

Monday, 23 March – Friday, 27 March

Preparation of an evaluation report for ILO SRO Moscow

Wednesday, 1 April – Friday, 3 April

Finalization of the evaluation report

Annex 4. Murmansk Region Law on State Management of OSH in the Murmansk Region, Law № 954-01-ЗМО as of April 16, 2008 (in Russian)

ЗАКОН МУРМАНСКОЙ ОБЛАСТИ

О ГОСУДАРСТВЕННОМ УПРАВЛЕНИИ ОХРАНОЙ ТРУДА НА ТЕРРИТОРИИ МУРМАНСКОЙ ОБЛАСТИ

Принят Мурманской
областной Думой
2 апреля 2008 года

Статья 1. Основные понятия, используемые в настоящем Законе

1. В настоящем Законе используются следующие основные понятия:

охрана труда - система сохранения жизни и здоровья работников в процессе трудовой деятельности, включающая в себя правовые, социально-экономические, организационно-технические, санитарно-гигиенические, лечебно-профилактические, реабилитационные и иные мероприятия;

государственное управление охраной труда - регламентируемая законодательными и иными нормативными правовыми актами деятельность субъектов государственного управления охраной труда в сфере охраны труда;

субъекты государственного управления охраной труда в Мурманской области - федеральные органы исполнительной власти, Правительство Мурманской области, исполнительный орган государственной власти Мурманской области, осуществляющий функции в сфере охраны труда, в пределах их полномочий.

2. В настоящем Законе используются другие понятия в значении, определенном Трудовым кодексом Российской Федерации, федеральными законами и иными нормативными правовыми актами Российской Федерации, содержащими нормы трудового права.

Статья 2. Правовая основа государственного управления охраной труда на территории Мурманской области

Правовой основой государственного управления охраной труда на территории Мурманской области являются Конституция Российской Федерации, Трудовой кодекс Российской Федерации, федеральные законы и иные нормативные правовые акты Российской Федерации, Устав Мурманской области, настоящий Закон и иные законы Мурманской области, нормативные правовые акты Губернатора Мурманской области, Правительства Мурманской области.

Статья 3. Государственное управление охраной труда на территории Мурманской области

Государственное управление охраной труда на территории Мурманской области осуществляется в соответствии с законодательством федеральными органами исполнительной власти, Правительством Мурманской области и исполнительным органом государственной власти Мурманской области, осуществляющим функции в сфере охраны труда, в пределах их полномочий, во взаимодействии с органами местного самоуправления муниципальных образований Мурманской области, объединениями профессиональных союзов, в лице Мурманского областного совета профсоюзов, объединениями работодателей, в лице Союза промышленников и предпринимателей (работодателей) Мурманской области.

Статья 4. Цель и основные направления государственного управления охраной труда на территории Мурманской области

1. Целью государственного управления охраной труда на территории Мурманской области является создание здоровых и безопасных условий труда на рабочих местах, снижение производственного травматизма и профессиональной заболеваемости в Мурманской области.

2. Основными направлениями государственного управления охраной труда на территории Мурманской области являются:

1) обеспечение реализации государственной политики в сфере охраны труда;

2) содействие в обеспечении приоритета сохранения жизни и здоровья работников в процессе трудовой деятельности и осуществлении их прав на труд, отвечающий требованиям охраны труда;

3) разработка и осуществление комплекса управленческих и иных мероприятий, направленных на улучшение условий и охраны труда, предупреждение производственного травматизма и профессиональной заболеваемости в Мурманской области;

4) межведомственная координация в сфере государственного управления охраной труда на территории Мурманской области;

5) организация взаимодействия и обеспечение согласованности действий субъектов государственного управления охраной труда в Мурманской области и органов местного самоуправления, работодателей, объединений работодателей, профессиональных союзов, объединений профессиональных союзов и иных уполномоченных работниками представительных органов;

6) организация и проведение государственной экспертизы условий труда;

7) содействие общественному контролю за соблюдением прав и законных интересов работников в сфере охраны труда;

8) распространение передового опыта работы по улучшению условий и охраны труда;

9) развитие межрегионального и международного сотрудничества в сфере охраны труда;

10) иные задачи в сфере государственного управления охраной труда.

Статья 5. Полномочия Мурманской областной Думы в сфере государственного управления охраной труда

К полномочиям Мурманской областной Думы в сфере государственного управления охраной труда относятся принятие законов Мурманской области, контроль за их соблюдением и исполнением, другие полномочия, предусмотренные законодательством Российской Федерации и законодательством Мурманской области.

Статья 6. Полномочия Правительства Мурманской области по осуществлению государственного управления охраной труда

Правительство Мурманской области:

1) при осуществлении государственного управления охраной труда на территории Мурманской области проводит единую государственную политику в сфере охраны труда;

2) определяет исполнительный орган государственной власти Мурманской области, осуществляющий функции в сфере охраны труда, и его полномочия;

3) принимает в пределах своей компетенции нормативные правовые акты в сфере охраны труда;

4) разрабатывает и утверждает кратко- и среднесрочные региональные целевые программы по улучшению условий и охраны труда в Мурманской области;

5) определяет расходы на улучшение условий и охраны труда в Мурманской области за счет средств областного бюджета;

6) создает областную межведомственную комиссию по охране труда для координации межведомственной деятельности в сфере государственного управления охраной труда;

7) обеспечивает развитие межрегионального и международного сотрудничества в сфере охраны труда;

8) осуществляет иные полномочия в сфере охраны труда, установленные законодательством Российской Федерации и законодательством Мурманской области.

Статья 7. Полномочия исполнительного органа государственной власти Мурманской области по осуществлению государственного управления охраной труда

Исполнительный орган государственной власти Мурманской области, осуществляющий функции в сфере охраны труда:

1) обеспечивает проведение единой государственной политики в сфере охраны труда;

2) организует и проводит государственную экспертизу условий труда на основании определений судебных органов, обращений органов исполнительной власти, работодателей, объединений работодателей, работников, профессиональных союзов, объединений профессиональных союзов, иных уполномоченных работниками представительных органов, органов Фонда социального страхования Российской Федерации в целях оценки:

качества проведения аттестации рабочих мест по условиям труда,

правильности предоставления работникам компенсаций за тяжелую работу, работу с вредными и (или) опасными условиями труда,

соответствия проектов строительства, реконструкции, технического переоснащения производственных объектов, производства и внедрения новой техники, внедрения новых технологий государственным нормативным требованиям охраны труда,

фактических условий труда работников, в том числе в период, непосредственно предшествовавший несчастному случаю на производстве;

3) участвует в проверках, проводимых органами государственного надзора и контроля за соблюдением трудового законодательства, по выполнению работодателями требований охраны труда;

4) содействует проведению общественного контроля за соблюдением прав и законных интересов работников в сфере охраны труда;

5) участвует в расследовании тяжелых несчастных случаев, несчастных случаев со смертельным исходом, групповых несчастных случаев на производстве в порядке, предусмотренном законодательством Российской Федерации, анализирует причины производственного травматизма;

6) координирует организацию обучения и проверки знаний требований охраны труда;

7) взаимодействует с органами местного самоуправления Мурманской области по вопросам улучшения условий и охраны труда на территории муниципальных образований;

8) осуществляет информационное обеспечение о состоянии условий и охраны труда на территории Мурманской области;

9) осуществляет иные полномочия в сфере охраны труда, определяемые Правительством Мурманской области.

Статья 8. Органы местного самоуправления муниципальных образований Мурманской области

Органы местного самоуправления муниципальных образований Мурманской области участвуют в реализации основных направлений государственной политики в сфере охраны труда в пределах своих полномочий, установленных законодательством.

Статья 9. Объединения профессиональных союзов и объединения работодателей Мурманской области

Мурманский областной совет профсоюзов и Союз промышленников и предпринимателей (работодателей) Мурманской области участвуют в реализации основных направлений государственной политики в сфере охраны труда в пределах своих полномочий на основе принципов социального партнерства.

Статья 10. Областная трехсторонняя комиссия по регулированию социально-трудовых отношений

Областная трехсторонняя комиссия по регулированию социально-трудовых отношений согласовывает позиции Правительства Мурманской области, объединений профессиональных союзов и объединений работодателей Мурманской области в части реализации государственной политики в сфере охраны труда.

Статья 11. Вступление в силу настоящего Закона

Настоящий Закон вступает в силу со дня его официального опубликования.

Губернатор
Мурманской области

Ю.А.ЕВДОКИМОВ

16 апреля 2008 г.
№ 954-01-ЗМО
г. Мурманск

Annex 5. Law “On Division of Responsibilities over OSH Matters among the Government Institutions in the Republic of Karelia”, N 1226-ЗПК as of July 23, 2008 (in Russian)

РЕСПУБЛИКА КАРЕЛИЯ

ЗАКОН

**О вопросах разграничения полномочий органов
государственной власти Республики Карелия
в области охраны труда**

Принят
Законодательным Собранием
Республики Карелия
15 июля 2008 года

Настоящий Закон устанавливает разграничение полномочий в области охраны труда, отнесенных Трудовым кодексом Российской Федерации к полномочиям органов государственной власти субъектов Российской Федерации, между Законодательным Собранием Республики Карелия, Главой Республики Карелия, Правительством Республики Карелия и органами исполнительной власти Республики Карелия.

Статья 1

К полномочиям Законодательного Собрания Республики Карелия в области охраны труда относятся:

- 1) принятие законов Республики Карелия в области охраны труда, в том числе устанавливающих государственные нормативные требования охраны труда, а также законов Республики Карелия о передаче органам местного самоуправления муниципальных образований в Республике Карелия отдельных полномочий по государственному управлению охраной труда;
- 2) осуществление иных полномочий, установленных федеральным законодательством и законодательством Республики Карелия.

Статья 2

К полномочиям Главы Республики Карелия в области охраны труда относятся:

- 1) в пределах своих полномочий на основе и во исполнение действующего законодательства издание обязательных для исполнения указов и распоряжений в области охраны труда;
- 2) обеспечение координации деятельности органов исполнительной власти Республики Карелия с иными органами государственной власти Республики Карелия и, в соответствии с законодательством Российской Федерации, организация взаимодействия органов исполнительной власти Республики Карелия с федеральными органами исполнительной власти и их территориальными органами, органами местного самоуправления и общественными объединениями по вопросам реализации основных направлений государственной политики в области охраны труда;
- 3) определение органа исполнительной власти Республики Карелия, уполномоченного в области охраны труда;
- 4) осуществление иных полномочий, установленных федеральным законодательством и законодательством Республики Карелия.

Статья 3

К полномочиям Правительства Республики Карелия в области охраны труда относятся:

- 1) принятие нормативных правовых актов в области охраны труда, а также нормативных правовых актов, устанавливающих государственные нормативные требования охраны труда;

2) руководство работой органов исполнительной власти Республики Карелия по вопросам реализации основных направлений государственной политики в области охраны труда и контроль за их деятельностью;

3) осуществление иных полномочий, установленных федеральным законодательством и законодательством Республики Карелия.

Статья 4

К полномочиям органа исполнительной власти, уполномоченного в области охраны труда относятся:

1) разработка проектов законов и иных нормативных правовых актов Республики Карелия в области охраны труда, в том числе устанавливающих государственные нормативные требования охраны труда, а также проектов законов Республики Карелия о передаче органам местного самоуправления муниципальных образований в Республике Карелия отдельных полномочий по государственному управлению охраной труда;

2) принятие в пределах своей компетенции нормативных правовых актов в области охраны труда, в том числе нормативных правовых актов, устанавливающих государственные нормативные требования охраны труда;

3) осуществление государственного управления охраной труда в Республике Карелия в пределах своих полномочий;

4) обеспечение взаимодействия с органами местного самоуправления муниципальных образований в Республике Карелия, работодателями (объединениями работодателей), а также профессиональными союзами (объединениями организаций профсоюзов) и иными представительными органами работников по вопросам реализации основных направлений государственной политики в области охраны труда;

5) осуществление государственной экспертизы условий труда в порядке, установленном Правительством Российской Федерации;

6) участие в порядке, установленном законодательством Российской Федерации, в расследовании несчастных случаев на производстве;

7) осуществление иных полномочий, установленных федеральным законодательством и законодательством Республики Карелия.

Статья 5

К полномочиям иных исполнительных органов государственной власти Республики Карелия относятся:

1) участие в пределах своей компетенции в реализации основных направлений государственной политики в области охраны труда;

2) принятие в пределах своей компетенции нормативных правовых актов в области охраны труда, в том числе нормативных правовых актов, устанавливающих государственные нормативные требования охраны труда в подведомственных организациях;

3) участие в порядке, установленном законодательством Российской Федерации, в расследовании несчастных случаев на производстве в подведомственных организациях;

4) осуществление иных полномочий, установленных федеральным законодательством и законодательством Республики Карелия.

Статья 6

1. Настоящий Закон вступает в силу со дня его официального опубликования.

2. Со дня вступления в силу настоящего Закона признать утратившим силу Закон Республики Карелия от 26 июля 2005 года N 897-ЗРК "О государственном управлении охраной труда в Республике Карелия" (Собрание законодательства Республики Карелия, 2005, N 7, ст. 639).

Глава Республики Карелия
С.Л.КАТАНАНДОВ

г. Петрозаводск
23 июля 2008 года
N 1226-ЗРК

Annex 6. List of pilot enterprises (in Russian)

Ленинградская область:

1. ОАО «Сясьский целлюлозно-бумажный комбинат»
2. ЗАО «Гатчинский ДСК»
3. Филиал «Пикалевский глиноземный завод Сибирско-Уральской Алюминиевой компании»
4. ОАО «Нефрит-Керамика»
5. СПб картонно-полиграфический комбинат
6. ОАО «Завод «Ладога»
7. ЗАО «Спецхиммонтаж»
8. ОАО «Выборгский судостроительный завод»
9. ОАО «Узор»
10. ЗАО Филип Моррис Ижора
11. МП «Жилищное хозяйство», г.Кириши
12. ООО «Сигнал»
13. ОАО «Мостожелезо-бетонконструкция» Подпорожский завод мостовых железобетонных конструкций

Республика Карелия:

1. ООО "АЕК"
2. ООО "Сведвуд Карелия"
3. Филиал "Дино Нобель Раша" в г Костомукша
4. ООО "Теком"
5. ООО "Реммех -карьерное оборудование".
6. Карельский окатыш

Мурманская область:

1. ФГУП «Атомфлот»
2. ГОУТП «ТЭККОС»
3. ГФ ФГУП ЦС «Звездочка» СРЗ «Нерпа»
4. ОАО «ОлКОН»
5. Кировский филиал ЗАО «ФосАгро АГ» ОАО «Апатит»

Вологодская область:

1. ОАО «Вологодский завод строительных конструкций и дорожных машин» (г. Вологда)
2. МУП города Череповца «Электросеть» (г. Череповец)
3. Производственная компания «Агро - Череповец»
4. ОАО «Череповецстальконструкция-1»
5. ЗАО «Череповецкий фанеро-мебельный комбинат»
6. Филиал ОАО «Межрегиональная распределительная компания Северо-Запада» «Вологдаэнерго» (г. Вологда)
7. МУП «Вологдагортеплосеть»
8. ЗАО «Череповецкий завод металлоконструкций»
9. ОАО «Вологодский вагоноремонтный завод»

Annex 7. Project objectives and outcomes

Objectives

The overall development objective is to improve the working conditions of the working population in the North-West Russia District.

This will be achieved by implementing the ILO's systematic approach to occupational safety and health both at District and oblast level; at enterprises it means the implementation of ILO-OSH 2001 in the form of the revised GOST standard. The project is a part of a Decent Work regional programme between the ILO and Russian Federation.

Specific Objectives

1. Outline a decent and safe work strategy for North-west region of Russia using the systematic approach of the ILO and based on the new ILO Convention No 187 (June 2006)

The Republic of Karelia (RK) is used as a pilot region to develop, test and implement a systematic approach.

Outcomes

- Republican OSH Profile in RK (situational analysis as base for elaboration of a republican programme)
- Republican OSH Programme for RK
- Work Programme with time frame and division of responsibilities for RK
- ILO constituents in NW Russia regions are trained and capable to apply a systematic approach to the improvement of working conditions

2. Identify and determine the scope of the OSH problem in NW Russia.

Selected regions of NW Russia Federal District are used as the pilot region to estimate the number of occupational accidents and diseases. This objective is linked with the Federal objective to develop a unified reporting system and aimed to investigate ways for improvement of statistics.

Outcomes

- ILO methodology for estimation of occupational accidents is adapted and tested
- Awareness of shortcoming in reporting of accidents is increased and means for improvement in development
- Methodology to calculate these costs available and adapted for Russian environment
- Methodology for continuous evaluation of the major OSH indicators in the region is created

3. Introduce and implement ILO-OSH 2001 management systems at enterprises.

Outcomes

- A revised GOST is produced
- Implementation guidelines for implementation at enterprises are prepared
- ILO-OSH 2001 is tested in selected enterprises
- A step-by-step guideline for introduction is developed
- Practical guideline for implementation at workplace and enterprise level on risk assessment is developed
- Training and promotion seminars organized at local and enterprise level

4. Build up practical social partnership in OSH at enterprise level

Outcomes

- Increased creation and improved functioning of safety committees
- Training materials for the committee members
- Training of trainers organized

5. Promotion of OSH issues and awareness raising

Outcomes

- Information and promotion events are organized (including 28 April)
- Increased awareness of the economic costs of poor working conditions
- Publications on OSH in magazines and media
- Specific promotional OSH materials for young workers are created

6. Dissemination of OSH information across the language barrier.

Outcomes

- Books, booklets, leaflets on the above topics produced
- Most relevant OSH publications translated and disseminated
- Electronic dissemination means maintained and improved
- EU and international relevant OSH information translated and promoted in Russia (in cooperation with EU OSH Agency)
- New electronic training materials adapted for Russia

A detailed project document and an annual work plan will be further discussed and defined in a dialogue between the ILO and its constituents, regional authorities and partners.

Indicators

The results of the project can be measured with the following indicators:

- the local administration re-establishes institutional capacity in occupational safety and health (earlier reform has led to determination of OSH departments, safety specialists, etc in local administration and at enterprises) (at least four regions)
- increased capacity of local administration to prepare systematic strategy for the improvement of working conditions (at least four regions)
- several regional/local OSH profiles are produced (at least 2 regions)
- regional OSH programmes prepared (at least 2 regions)
- OSH training is included and increased in vocational training for unemployed
- enterprises are taking OSH management systems into use (approx 100 enterprises)
- promotion of a safety culture is increased (hundreds of media articles in connection with World Safety and Health Day)
- ILO systematic approach and instruments are included in Federal and local legislation, regulations and OSH Programmes
- Official analytic information of the Ministry of Health and Social Development of RF on social key indicators in social-labour sphere is improved
- Increased and better quality OSH information on Russian official OSH Internet Resources (over 1000 more entries)