



ILO - EVALUATION

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Executive Summary

The *Improving Safety and Health at Work through a Decent Work Agenda* Project is a 36-month (2009-2012) *joint EU-ILO project*, implemented by the ILO in Honduras, Malawi, Moldova, Ukraine, Zambia. The project had as **overall goal** “to contribute to a more inclusive and productive society through a reduction in occupational accidents and work-related diseases”. To do this, it aimed to foster the tripartite development of a promotional framework for Occupational Safety and Health in the target countries, accordingly to ILO Conventions 155 and 187. The methodology of this evaluation followed an ex-post design and was focused on the analysis of the relevance, design, effectiveness and efficiency of the project.

Regarding the project’s **relevance**, the evaluation found that its objectives were highly consistent with various ILO and EU policy and programmatic instruments regarding cooperation for development, economic development and the Decent Work Agenda, as well as with International Labour Conventions 155 and 187.

Regarding its **effectiveness**, the evaluation found that the Project helped national constituents advance the issue of OSH within the tripartite labour agenda of each country. The project created or strengthened institutional conditions for a systematic approach of the issue of OSH in all target countries (national OSH profile, national OSH programme, training of trainers), favouring a significant level of national ownership and that activities may be replicated and extended to an increasing number of stakeholders in the years to come. In this framework, the Project allowed testing an effective methodology to implement the step-by-step approach on the promotional framework for OSH proposed by ILO Convention 187. The project also contributed to the introduction of practical OSH management measures in all countries and promoted its effective implementation at enterprise level. It is expected that this activity will continue to be carried out by local trainers within the framework of the national OSH programmes, on the basis of the institutional capacities built by the Project in each country. Regarding its impact outside the countries in which it was implemented, the Project lacked a consistent strategy to disseminate its results and have a greater global and regional impact.

Regarding its **efficiency**, the evaluation found that the Project did not follow strictly its approved budget. Higher staff costs were initially requested by the ILO to EU, but these were not accepted by the donor. Thus Project implementation was based on an inadequate estimation of its overall and specific costs, particularly those of human resources and of the time-span needed to achieve its results. While administrative costs were maintained “officially” within the budget provisions, more resources than expected, coming from third sources were used to cover the real costs of human resources and activities. In the end, Project resources were not used as scheduled, and there was a 9% surplus of unspent funds.

The evaluation found that the **sustainability** of Project’s achievements will depend on the level of institutionalization of the bodies in charge of implementing the National OSH

Programmes, the political commitment of local authorities and employers and the economic situation of governments' finances. Greater sustainability may be obtained in countries like Ukraine and Honduras, where the issue of OSH is institutionalized by governments, at a tripartite level, through the State Service on Mining Supervision and Industrial Safety of Ukraine and the *Comisión Nacional de la Salud Ocupacional de los Trabajadores de Honduras*. Notwithstanding the above, the project contributed to increase the sense of ownership and capacity of various stakeholders in all countries, particularly at steering committee level, and by the end of the project risk assessment and management courses were being replicated by/ or the subject included in the curricula of diverse institutions in all target countries (training institutes, OSH inspectorate, Trade Unions, Associations of employers).

Finally, this evaluation formulates twelve recommendations on issues related to Project's relevance, effectiveness, efficiency and sustainability.

Acronyms

ANDI	(Honduran) National Association of Industrial Entrepreneurs
CA-US FTA	Central America-United States Free Trade Agreement
CIS	Commonwealth of Independent States
CSP	Country Strategic Paper
CTA	Chief Technical Advisor
CONASATH	(Honduran) National Commission of Workers' Health
DCI	Development Cooperation Instrument
DEVCO	Development and Cooperation – Europe AID
DWCP	Decent Work Country Programme
EC	European Commission
EU	European Union
HIV and AIDS	Human immunodeficiency virus and acquired immunodeficiency syndrome
ILO	International Labour Office
INFOP	(Honduran) National Institute of Professional Formation
MOH	Ministry of Health
MOL	Ministry of Labour
OSH	Occupational Safety and Health
PARDEV	(ILO) Partnerships and Development Cooperation
RAM	Risk Assessment and Management
SIDA	Swedish International Development Agency
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
WIND	Work Improvement in Neighbourhood Development
WISE	Work Improvements in Small Enterprises

1. Background and project description

Occupational safety and health (OSH) is a core element of Decent Work and the ILO's Decent Work Agenda. ILO global estimates¹, based on statistics from 2008 showed that non-fatal occupational accidents have increased to 317 million per year and the total number of fatal occupational accidents and diseases is around 2.34 million per year. Action is required to reverse this trend and prevent a downward spiral of workplace accident leading to disability, reliance on benefits (if they exist), early retirement, exclusion from the labour market, the loss of a breadwinner and poverty.

The *Improving Safety and Health at Work through a Decent Work Agenda* Project is a 36-month (2009-2012 *joint EU-ILO project*, implemented by the ILO in five², developing, low and middle income countries (Honduras, Malawi, Moldova, Ukraine, Zambia) in three regions of the world, aimed to foster the tripartite development of a promotional framework for OSH in the same, according to ILO Conventions 155 and 187. Countries were selected on the basis of: a) Having included, as part of their DWCP, the improvement of their OSH system; and b) Their explicit request for technical assistance from the ILO on this subject. The Project had a total approved budget of EUR 1,666,667 of which 90% of funds were provided by Europe AID through its Investing in People Programme and 10% by the ILO. The project had as key stakeholders national governments and associated agencies, employers' and workers' organizations, as well as NGOs and relevant training and research institutes in pilot countries. Project's target groups were policy planners in government agencies, social partner organizations, training and research institutions, labour inspection services, civil society organizations, employers and workers in selected sectors and workplaces.

The project had as **overall goal** "to contribute to a more inclusive and productive society through a reduction in occupational accidents and work-related diseases", and aimed to accomplish three specific objectives:

Specific objective 1: A systematic approach to improving occupational Safety and Health (OSH) is taken on board at the highest political level, including consideration of OSH concerns in national development policies in the pilot countries.

Specific objective 2: Practical OSH management measures are introduced and implemented at enterprise level in accordance with national action plans

Specific objective 3: Promotion of global knowledge sharing on OSH tools and good practices towards a systematic and sustainable approach to OSH improvements.

For this means the project implemented a varied set of activities, such as

¹ ILO, *Global Trends and Challenges on Occupational Safety and Health*; ILO Introductory Report: XIX World Congress on Safety and Health at Work. Istanbul Turkey, 11-15 September 2011

² Originally, there was a sixth country considered as part of this initiative: Nicaragua, which had placed OSH as a priority within its tripartite DWCP and which requested ILO's technical support to improve its OSH system. However, by May 2011 the Ministry of Labour of Nicaragua let ILO know that it proposed to implement the project as a governmental, NON-tripartite initiative. Given that this was contrary to both the spirit of the project and to the mandate of the ILO, it was no more possible to maintain Nicaragua as a target country for the project.

- The establishment of a national tripartite steering committee, linked to an existing national tripartite mechanism on OSH or which can be used as the basis for a tripartite mechanism to continue after the project.
- Development of a methodology to determine the number of occupational accidents and diseases more accurately in a country.
- Application of the methodology to determine the extent of occupational injuries in the pilot countries.
- Development of an advocacy tool to raise awareness on the costs of not improving working conditions.
- National tripartite workshops in order to come up with recommendations on how to gather the necessary information to calculate OSH costs in the pilot countries
- Seminar for national policy-makers on prioritizing OSH in each pilot country.
- Undertake a review of the current national OSH infrastructure, including OSH inspection services (OSH profile) in the pilot countries.
- Elaboration and adoption of a National OSH Programme/action plan, with regular reviews, in the pilot countries.
- Training of trainers in risk assessment and OSH management
- Training on risk assessment and management by the trained trainers
- Training of labour inspectors for more efficient and effective workplace inspections.
- Awareness-raising campaigns in the pilot countries.
- Elaboration and publication of the final project synthesis report.
- Organization of a global meeting in Brussels to present and disseminate the results of the project
- National conferences showcasing the results of the project in each country

In turn, these activities should lead to a set of expected results which shall be considered as criteria of achievement of the Project's objectives. Such criteria are the following:

- A national dialogue process on OSH is established and functioning in the five pilot countries
- Advocacy tools developed by the project are used by stakeholders who are motivated to promote and prioritize OSH as a national issue
- National OSH programmes/ action plans are adopted in the five pilot countries
- Stakeholders are capable of using tools and methodologies to improve OSH management at the workplace
- Methodologies used and the good practices developed in the pilot countries are acknowledged and taken up by more countries.

The project had no "country-specific" objectives. All project objectives were sensed to be accomplished in all countries. Likewise, there were no country-specific targets for each objective /activities (say, an expected number of enterprises to be covered in courses on OSH management in each country. Thus, while it is possible to establish if the project accomplished its objectives in all countries, there is no country specific, initial threshold against which compare the accomplishment of targets.

2. Purpose of evaluation

2.1 Purpose of evaluation

The evaluation aims to accomplish the following tasks:

- Review the project implementation to draw conclusions and make project-specific recommendations.
- Identify wider lessons learned for consideration in the future design and implementation of projects and as evidence on ILO's work in promotion and improvement of OSH.
- Assess the results achieved against intended outcomes.

As stated in the Evaluation's TOR (see Annex 1), this evaluation is guided by four core evaluative areas addressing:

- a. The **relevance** of the project to support the development challenges identified in the project document and ILO-EC Contribution Agreement;
- b. The **efficiency** measured both in terms of administrative costs and timeliness of execution;
- c. The **effectiveness** of individual country interventions and the project as a whole,
- d. The **sustainability** of results and the contribution of the project to institutional development of the national constituents.

2.2 Scope of evaluation

The evaluation covered all aspects of project implementation and included both desk-review and in-country assessments covering the following three areas:

- a. Overall project design and implementation;
- b. Individual project components implemented in participating countries; and
- c. ILO procedures and working methods in light of results-based framework that the project contributes to.

3. Evaluation methodology

The evaluation methodology followed an ex-post design and was focused on the analysis of the relevance, design, effectiveness and efficiency of the project. The evaluation addressed the specific questions raised in this regard within the TOR (*please see TOR in Annex 1*).

Data collection procedures included:

- An extensive desk review of relevant documents related to the Project and other sources. *Please see list of documents reviewed in Annex 2.*
- Review information on project initial budget, budget revision and general information on final expenses by end of project.
- In-country assessments in one country per each of the three Regions (Honduras, Malawi, Ukraine), carried out through the interview of Project local coordinators, representatives of ILO constituents, OSH training institutions, research institutes, ministries, EU representatives, ILO country or regional office representatives and ILO national project coordinators.
- Tele-interviews of key tripartite representatives and other key stakeholders in those countries not selected for visit (Moldova, Zambia).
- Tele-interviews of key DEVCO and ILO – Headquarters (PARDEV, Safework, Project CTA) stakeholders related to the project

Unfortunately, given the time of the year (around the December holiday season) in which the evaluation was performed and the inability of the Malawian Consulate in Washington to provide a visa for the evaluator, the evaluator could not visit Malawi and thus in the end Malawian stakeholders also were tele-interviewed in late January. This limitation of the evaluation should be accounted for when valorizing the information received on the implementation of the project in Malawi.

The evaluation tried to maintain a tripartite scope of interviewees in all countries, while including also interviewees from other institutions and sectors (OSH institutes and other). In-country and tele-interviews were carried out between December 10, 2012 and February 8, 2013. *Please see list of informants in Annex 3.*

The **methods** used for this evaluation included:

- Semi-structured interviews based on a roster of questions applied accordingly to the characteristics of the interviewee. *Please see list of evaluation issues in Annex 4.*
- Focus group discussions with labour inspectors in Honduras (focus group discussions could not be carried out in Ukraine due to the fact that labour and OSH inspectors that participated in the Project were scattered in several regions).
- Visits to enterprises in Honduras to observe the way in which they had implemented the knowledge on risk assessment and management (RAM) acquired through the project.

4. Project achievements

The project fulfilled most of its key indicators of achievement in most countries. However, it had a limited impact with regards to the dissemination of its experience and results in other countries/ regions. That is, while the effects of the Project's model to advance the institutionalisation of OSH at the national level are quite clear and positive, much is yet to be done to communicate these results and promote their replication by other countries.

4.1 Outcomes and outputs fully achieved by the project at country level

Regarding Specific Objective/ Outcome 1: *Systematic approach to improve OSH taken on board at the highest political level.*

The Project helped ILO constituents give an important boost to the issue of OSH within the national, tripartite labour agenda of each country. It created or strengthened institutional conditions for a systematic approach of the issue of OSH in all target countries (national OSH profile, national OSH programme, training of trainers), favouring that activities may be replicated and extended to an increasing number of stakeholders in the years to come. In this framework, the Project allowed testing an effective methodology to implement the step-by-step approach on the promotional framework for OSH proposed by ILO Convention 187.

Regarding expected outputs related to Outcome 1

- a. **Tripartite national dialogue processes were successfully established and functioning in the five target countries where the project was implemented.**

Where official institutional tripartite bodies existed, as in the case of Honduras, Moldova and Ukraine, the project channelled social dialogue on OSH through these structures. In the case of Honduras, the national body on OSH (CONASATH) was revitalized by the implementation of the project. Where such structures were absent, the project helped establish tripartite steering committees which met twice a year. In all cases the actions of the steering committees ensured a high degree of **ownership** of the process and its products (National OSH profile, National OSH Programme) by local stakeholders. The creation, as a result of the Project, of a specialized OSH Unit within the Ministry of Labour, Social Protection and Family of the Republic of Moldova, was an important contribution to the institutionalization of OSH within the Ministry's agenda. The main challenge after the project's end remains that social dialogue on OSH issues continues to be carried out, **on a permanent basis**, in all target countries. Additionally, the recognition/ institutionalization of tripartite OSH project steering committees as a permanent, **official** body, by the governments of Malawi and Zambia is a priority in those two countries.

- b. Advocacy tools developed by the project were used in all countries although important changes with regards to the original expectations had to be carried out to make this possible.** Accordingly to 2011 Steering Committee meeting minutes concerning the development of a practical tool to enable countries to make their own calculations of the costs of not improving OSH conditions (Activity 1.2.3), the project encountered important challenges as the data to be introduced in the calculator was missing in the countries where the part of the informal economy is important. As the budget of the project would not had enable the collection of the data through labour force surveys or spot sampling, it was proposed to rather aim at adapting the tool to the local needs, which were:

- Providing advocacy on the cost of not improving OSH conditions, highlighting hidden costs, and
- Giving guidance on how to collect the information to enable calculation of these costs at national level.

Based on the above, the project developed and published a tool/ methodology that may be used to determine the real extent of occupational injuries in a country. The methodological guidelines were developed in synergy with the SIDA project (cf. Improvement of national reporting, data collection and analysis of occupational accidents and diseases³).

The “application” of this methodology was on-going in Malawi, Moldova, Ukraine, and Zambia where the national studies on reporting and notification are being conducted referring to the guidelines⁴. How to improve the national systems on reporting and notification is a common challenge in many countries and not just developing countries involved in the project. There is vast underreporting of diseases and accidents in all countries due to a variety of reasons including lack of knowledge in medical staff to recognize occupational diseases (Malawi, Zambia, Moldova), also if a disease is

³ http://www.ilo.org/safework/info/publications/WCMS_207414/lang--en/index.htm

⁴ In Honduras, the project supported the use of software to improve the registration of work-related incidents and accidents. The Ministry of Labour and Social Security, the Ministry of Health and the Honduran Institute of Social Security are working towards integrating the criteria used to register labour-related accidents into one sole national framework. Honduran constituents had the opportunity to share the experience of the Dominican Republic on establishing a national register on fatal accidents; this was well valued by participant institutions.

recognized the medical profession may not be aware of the need to report the disease to a governmental department. Enterprises may also not be aware of the need to report accidents and may also avoid reporting accidents so blame cannot be apportioned (Moldova, Ukraine). The need for harmonized reporting forms and databases for recording and analysing the reported information also form an important aspect of prevention strategies.

The advocacy tools developed by the Project helped highlight the limitations of reporting and notification systems on OSH in all countries, where underreporting of cases and the existence of multiple, non-related registers in different institutions are a common trait. Likewise, in some countries the Ministry of Health has certain functions regarding OSH⁵ but limited coordination exists between the actions of the Ministry of Health (MOH), the Social Insurance Fund and the Ministry of Labour (MoL).

An advocacy tool to raise awareness on the costs of poor OSH practices to national economy⁶ was also developed and published. Project awareness tools and events were carried out in each country on the cost of accidents and illnesses contributed to highlight the economic dimension of OSH, creating awareness among employers' associations and governments of the need to promote preventive actions in order to diminish enterprises' costs, protect their labour force and promote productivity and competitiveness.

- c. **Adoption of National OSH Programmes.** As part of the work of the national tripartite committees, National OSH Profiles (based on situational and needs analyses) were developed (Honduras, Moldova, Ukraine, Zambia) or completed, and later approved and published in all countries. National OSH Profiles highlighted key issues to be improved regarding local regulations and institutions' organization, staffing and procedures. Profiles recommendations served to inform National OSH Programmes.

Country capacity to design OSH programmes was strengthened through specific training of Tripartite Steering Committee Members. **National OSH Programmes were successfully elaborated in all countries.** Except for Zambia, where an available draft of the program is yet to be finished and approved by the steering committee, all other countries approved and launched or are about to launch their National OSH Programme. National OSH Programmes are important tools to ensure that ownership remains with local constituents and constitute a roadmap to orient constituents' joint action regarding change in each country's regulatory and programmatic framework (e.g. improvement of notification and reporting systems). The main challenge for programme implementation in countries with a weak economic situation (e.g. Malawi, Moldova) will be to keep investments in OSH high among multiple competing priorities. However, the need for external (technical and financial) support of certain activities (e.g. national study on cost of occupational accidents and illnesses) may be important in all countries.

⁵ For example, in Honduras the CONASATH (the main tripartite body in charge of designing and handling the national policy on OSH) is presided by the MOH, not by the MOL, while in Malawi, the MOH handles the Institute on OSH. In the case of Eastern European countries, including Ukraine and Moldova, the Ministry of Labour and the State Labor Inspection services deal with occupational accidents and the Ministry of Health and associated institutions deal with occupational diseases.

⁶ As result of the project, the issue of establishing the costs of injuries and illnesses has raised the interest of a key institution in Ukraine: the National Scientific and Research Institute on Occupational Safety and Health of the State Service on Mining Supervision and Industrial Safety, under the National Academy of Science of Ukraine. It is currently looking for funding to carry out a nation-wide study on this issue in Ukraine.

Regarding Specific Objective/ Outcome 2: *OSH management measures introduced at enterprise level*

The project contributed to the introduction of practical OSH management measures in all countries and promoted their effective implementation at enterprise level. It is expected that this activity will continue to be carried out by local trainers during the years to come, within the framework of the national OSH programmes, on the basis of the institutional capacities built by the Project in each country.

Regarding expected outputs related to Outcome 2

- d. Country capacity to implement risk assessment and management (RAM) training programmes was substantially increased in all target countries** through training courses in Risk Assessment and Management and other techniques (Work Improvement in Small Enterprises –WISE- and Work Improvement in Neighbourhood Development –WIND- in Honduras) addressed to employers associations’ representatives, trade unions’ representatives, OSH experts at local enterprises, OSH and labour inspectors (Zambia, Honduras) and members of specialized training institutes (e.g. INFOP in Honduras; Main Training Center of the State Service on Mining Supervision and Industrial Safety of Ukraine; Labour Institute of Moldova)⁷. In all cases, the increase of country capacity to implement RAM training programs should be assessed from the point of view of the institutionalization of these contents within the current offer/ curriculum in each country.⁸

The above allowed both the **creation of a network of trained trainers in all countries, as well as the mainstreaming of the content of the risk assessment and management training program on OSH into some of these institutions’ regular training programmes**. This ensured that the benefits of the project will reach an increasing number of professional staff in the years to come and that enterprise-level OSH management will remain a key target of training efforts. The “hands-on” approach of RAM and other courses, based on practical exercises at local enterprise was very valued by employers, workers and government staff who participated in the same. Some enterprises (such as Ukrnafta, Ukartransgas in Ukraine), as well as the Factory Inspection of the Ministry of Labour in Zambia, have started to trickle-down the courses and train supervisors and other staff in the RAM approach. In Zambia, OSH inspectors are now delivering one day training courses on risk assessment and management to enterprises on a regular basis. This is part of their support in getting enterprises to improve their OSH practices, in addition to their usual inspection services relating to compliance verification. In

⁷ WISE and WIND are participatory methodologies which link improvements in working conditions to gains in productivity. The former is aimed at SMEs, while the latter is aimed at development in the agricultural community.

⁸ Accordingly to 2011 steering committee meeting minutes concerning the improvement of OSH management at the workplace, trainings of trainers on risk assessment (Activity 2.1.1) had taken place in Zambia and Malawi based on the request from the Ministries of Labour of these countries that general risk assessment methods were used for these trainings instead of the specific WISE and WIND methodologies that focus on SMEs and agriculture. During the Steering Committee meeting it was agreed that in order to respond more adequately to the needs of the national stakeholders and because the process and objectives of activities 2.1.1 and 2.1.2 remain unchanged, general risk assessment methods would also be used in the other pilot countries instead of WISE and WIND. This was true for all countries except for Honduras, where both RAM and WISE and WIND were employed.

the case of Honduras, the National Association of Industrials has organized an on-going Diploma Course on Prevention of Labour-related Risks at the two main Honduras cities of San Pedro Sula and Tegucigalpa⁹.

Given that there were no specific quantitative targets per country (e.g. **number** and type of enterprises to be benefitted by RAM courses, number of participants in the same) set in advance as expected threshold for the training programmes on OSH management, the appreciation of this result can only be done in a qualitative way. The evaluator had the opportunity to discuss with participants to the courses in Honduras and Ukraine their impressions about the pertinence and usefulness of the same. Their opinion was very positive, finding the content and methodology of the courses highly adequate, useful and instructive¹⁰. In the case of Honduras, the evaluator had the opportunity to visit two medium size enterprises and discuss with several micro-entrepreneurs that attended RAM courses organized by the project. The evaluator had direct evidence that interviewees were using RAM concepts in their discourse and heard examples of how RAM had served to detect OSH-related gaps in companies operations and had been used to improve procedures and the organization of space in the workplace.

- e. The preventative approach associated with RAM was a new subject in most target countries and was well received by participants. In the case of Ukraine, Moldova and Honduras, some of these institutions have adapted or created their own training materials in the local language¹¹. In this context, **the project also contributed to enhance the capacity of OSH inspection services** (and in some cases of Labour Inspection services) **to implement more efficient and effective methods of inspection visits**¹²
- f. **The implementation of an annual awareness raising strategy in each country, based on the ILO World Day for Safety and Health at Work April 28).** Awareness raising campaigns were carried out with a variable level of complexity and success in all five target countries. Thus, public celebrations of World OSH Day in each country involved not only Tripartite events covered by the local press, but also, the use of divers means to deliver preventive messages on OSH. The most successful and complex of such campaigns was that of Honduras, which was developed and adjusted based on the opinion of the members of CONASATH and involved TV and radio spots, posters, flyers, leaflets and merchandising (mugs,

⁹ In Honduras, Project courses on WISE and WIND methodologies were implemented with an important number of workers and entrepreneurs in different parts of the country belonging to the textile industry, two sugarcane plants, marine products industries, a packaging enterprise, middle-size agricultural enterprises and various micro and small, women-owned businesses.

¹⁰ This assessment on the outcome of the courses, from the participants' point of view, was done in Honduras with members of an association of female micro-entrepreneurs, with representatives of a sugar processing plant and with the OSH specialist of a marine products packaging company. In the case of Ukraine the evaluator interviewed representatives of the coal industry and managers of a gas company.

¹¹ The use of simple tools and techniques to communicate knowledge, as well as of trainers who spoke the same language of participants, providing materials in the same language and came from countries with a similar OSH reality (e.g. a Russian trainer in the case of Ukraine and Moldova) contributed to make learning easier and more relevant for participants. Project stakeholders in Ukraine also received support and exchanged information with specialists of other Regions (for example, in 2012 a teleconference was organized between stakeholders in Kiev and St. Petersburg).

¹² For example, in the case of Honduras, OSH Inspectors and Labour Inspectors received joint training from the project (a total of 34 inspectors were trained). [Likewise, in the case of Zambia project's work](#) with the labour inspection unit lead it to organize training in RAM for enterprises, and the Ministry of Mines, Energy and Water Development's interest in replicating RAM courses at mining enterprises.

calendars, caps, USB, calendars, pens, notepads, etc.). The success of this campaign was to identify the issue of OSH with the image of a fictitious character (*Chico Catracho*) which represents the average Honduran worker in various high-risk sectors, thus allowing for easy recognition and identification by the general public. Having positioned the issue of OSH in the collective imaginary, it will be easier to develop further campaigns on the basis of this image. In the case of Ukraine and Moldova a Painting Contest for Children on their view of OSH served to inform annual awareness-raising campaigns by using winning paintings to illustrate posters, calendars, notepads and other material used to raise awareness. In Ukraine, posters depicting children's paintings were placed in underground stations of four Ukrainian cities including Kiev, giving the campaign a national and massive scope. In the case of Malawi and Zambia, leaflets, flyers and other preventive material on OSH were printed and distributed by the project. In Ukraine, project activities were frequently covered by articles in the Ministry of State Service on Mining Supervision and Industrial Safety's magazine "Ohorona Praci" (*Labour Protection*, a publication with 17,000 monthly copies in February 2012).

4.2 Elements of Specific Objective/ Outcome 1 not achieved by the Project in most target countries

These refer to the ratification of ILO Conventions on OSH in most target countries and the integration of OSH in national development policy independently of Labour policy concerns (that is, as an element of the national debate on social development and competitiveness).

a. Ratification of ILO Conventions on OSH, particularly convention 187

Within its logical framework, the project had as one of its verifiable indicators of achievement (for specific objective 1): "Governments ratify, or consider ratifying ILO convention 187". However, this intended "outcome" **had no specific activities leading to the same.**

This may be considered as a major flaw in strategy with regards to Strategic Objective 1, but the objective in itself could be seen as an overambitious expectation with regards to the Project's results. Ratification of ILO Conventions is a complex and often long political process, independently of a government's explicit will. It is difficult that such result occurs **in a short span of time.** Thus it is not realistic to use ratification of ILO Conventions as an indicator of success of a short term project, moreover, when such aim was not supported by any project intervention.

By end of its lifetime, the project showed mixed results in this area:

- During the life of the project, Ukraine ratified three major ILO Conventions on OSH (C-155 C174 and C-176). This decision by the Ukrainian Parliament may be understood as a process to which the implementation of the project contributed. Ukraine is yet to ratify Convention 187.
- Moldova had already ratified ILO Conventions 155 and 187 before the Project start, but it still faces the challenge of implementing the provisions of both Conventions, as well as ratifying Convention 161 on Occupational Health Services. It may be said however that the implementation of the OSH Project helped start the implementation of Convention 187.

- During the life of the Project, no major advance was observed in Honduras, Malawi and Zambia with regards to the ratification of key ILO Conventions on OSH. And there was no solid evidence that as a result of the project governments were considering to ratify ILO Convention 187.

Notwithstanding the above, the implementation of the Project was a meaningful advance in implementing the national OSH framework proposed by ILO Convention 187.

b. Consideration of OSH concerns in national development policies

A senior staff member of SafeWork participated in a Parliamentary hearing on OSH at the start of the project in Ukraine, and this helped boost the implementation of the Project and drew attention on the issue of OSH at the highest level of decision making in the country. OSH Awareness-raising seminars were organized in Malawi and Zambia for some Members of Parliament and government key staff and lead to declarations of parliamentarians and politicians in support of increasing government focus and investment in OSH. The use of advocacy tools on the costs of OSH-related accidents and illness was also an eye-opener for employers, workers and government representatives on the need to place the issue of OSH within the wider scope of economic development and country competitiveness.

However, given the short span for project implementation (in most cases, two years of field work within three years of project life) and the fact that its most relevant product (national OSH programmes) saw light only by the end of project life, it was not possible for project implementers nor local stakeholders to fully integrate the issue of OSH within national development debates in most countries, outside of the OSH Steering Committee-related sphere.

Additionally, given that labour relations are not a field where contentious issues are scarce, in some countries ILO constituents may need to engage in further and continuous social dialogue in order to foster consensus among conflicting positions regarding social partners' investment in OSH. For example, in Honduras, due to the framework and effects of CA-US Free Trade Agreements, entrepreneurs understand that investing in OSH prevention and certifying OSH standards in enterprises is a means to increase their competitiveness in global markets. In other countries, such as Zambia and Moldova, the debate among government and middle and small-size entrepreneurs is often centred (or stalled) in the inability of the latter to do any "additional" investment in OSH prevention unless employers benefit from a reduction in the amount paid to the Social Insurance compensation fund.

Thus, more is yet to be done in several countries, in order to both expand that debate on OSH and to involve more stakeholders (small and medium enterprises, the informal sector) into the same.

4.3 Outcomes and outputs not achieved by the Project at global level

Regarding Specific Objective/ Outcome 3: Promotion of global knowledge sharing on OSH tools and good practices towards a systematic and sustainable approach to OSH improvements

Interest in replication of project in other countries/ regions

Notwithstanding its long list of achievements at country level and in testing a replicable strategy to implement the main components of the ILO C-187's promotional framework for OSH in several countries, the Project lacked a consistent strategy to disseminate its results and have a greater global and regional impact.

Given the short span during which the project tried to promote global knowledge sharing on the OSH tools and good practices developed during its lifetime, the project did not manage to introduce the issue of OSH into the global development agenda. Most dissemination efforts were concentrated towards the end of project life, and given the limited means used (a web page and short film in three languages based on the results of the project, as well as "one-time events/ conferences") there is no guarantee that the methodologies and good practices developed by the project may be acknowledged and taken up by more countries¹³.

A final "Global Conference" organized in Brussels to present Project's results had a reduced scope, budget, duration and range of participants and could not qualify as an adequate dissemination of the Project's success¹⁴. Such a multiple-region initiative would have merited a wider audience to discuss its outcome and the way in which OSH-related activities may be mainstreamed into EU Cooperation Agenda. Likewise, using project implementation as a means to flesh out ILO Conventions postulates is also an innovative model that would have merited a wider discussion with ILO constituents from other regions/ countries.

Otherwise, project staff concentrated during most of project lifetime in delivering a long and complex list of country-related outputs. The national events organized to close the Project in each country contributed to increase awareness among local constituents, but were not disseminating information in order to promote replication beyond target-countries.

The lack, by end of project life, of a key project output originally committed in the project document (e.g. "a synthesis report on project conclusions, lessons learned and recommendations for a systematic and sustainable approach to improving OSH in a national

¹³ By end of this evaluation, the evaluator was informed that SafeWork has started to disseminate the results of the project through some of its regular activities. For instance, it has shared the project's experience with the network of the International Occupational Safety and Health Information Centre (ILO-CIS) which covers around 150 centres globally, and will add the videos developed by the project in a major communication tool, the "e-OSH" DVD, of which around 4,000 copies are distributed each year.

¹⁴ A final global conference "to disseminate guidance on national OSH programmes and exchange good practices" was planned as part of specific objective 3 "Promotion of global knowledge sharing (...)". The evaluator was informed by the ILO that by May 2012 the EU members of the steering committee decided that gathering stakeholders from all five countries in a global conference would be too expensive. Instead of a "global conference", national conferences and a final event in Brussels were organized. Thus the global event organized in Brussels was an "info-point". However, in EU representatives' view, the basis of the decision was not the costs of the final conference isolated. In several communications with the ILO-Safework team, the EC had raised the issue of the limited specific interest on OSH issues that the Unit responsible for the project could gather at EC level, since it is a very specific topic within the broader decent work agenda. In this framework, the EC consulted line services within different DGs such as the DG for Employment, Social Affairs & Inclusion, and also tried to make the link with the mining sector, which had been addressed at regional level in Sub-Saharan Africa and had also been the object of reports at the European Parliament (ACP regional units and the European Parliament were also consulted in this regard). Given the limited capacity to ensure a broad participation for the final event, the EC proposed to the ILO team to see what capacities did they have to attract a larger public for the event. The ILO also expressed limited capacity in this regard. In this framework the EC and ILO teams agreed to organize a more limited global event in Brussels, for which participation of partner countries was not foreseen, and to replace this activity for national conferences in order to strengthen project results at country level and maximize project sustainability among local stakeholders. The EC also expressed that this conference would be an occasion to gather donor representatives present in each country (starting by the EU Delegations) to explore possibilities of alternative funding after the project end.

context”), also limits the possibility that project’s results may have a broader regional and international diffusion after end of its life. In order to improve performance in this area, SafeWork should produce such a report as soon as possible and use it as a tool for dissemination. In the meanwhile, as of April 2013 SafeWork has developed a 22-pages final brochure titled *Safety and Health at Work: Hopes and Challenges in Development Cooperation. The example of an EU-ILO joint project “Improving safety and health at work through a Decent Work Agenda”* (the said document enclosed to this report). The distribution of this document among relevant stakeholders should help advance the visibility of the project outside target countries.

In summary, regarding Specific Objective 3, it may be said that as a result of the EU-supported project on OSH, the ILO now has a tested-model for implementing an OSH strategy to start applying ILO Convention 187 at country level. However, it still has to establish a strategy to disseminate the advantages of this model.

Did limited time for implementation affect Project results?

Among the general factors that may have hampered implementation, there is the issue of the **limited lifetime of the OSH Project**. Generally speaking, it may be said that, notwithstanding the project success, the time considered for project implementation was underestimated and in some cases insufficient. Social dialogue and tripartism are time-consuming processes and reaching consensus on labour-related issues may take more time than the mere two year period left for action in the countries (preparatory action and search for consensus in this kind of projects may be time consuming and in practice reduces the time available for effectively implementing project activities). In the end, things worked out in a rather rapid way in advantage of the project in most target countries, but this could have happened otherwise and stalled project implementation. The sustainability of project results would also have been favored with a longer span for implementation. For example, much work is still to be done to institutionalize the Project Steering Committee as a permanent body in Malawi and Zambia.

One of the main shortcomings of the now-ended project which was mentioned and regretted by ILO constituents in all target countries was the fact that the project had to come to an end just at the time in which national dialogue had reached its momentum. In other words, the project ended just when the OSH issue had been clearly put in the constituents’ agenda and stakeholders were expecting to start implementing part of the National OSH Programme with project support¹⁵.

Ideally, in the view of various countries’ stakeholders, the now ended OSH Project should have been implemented during four (4) years instead of three, in order to allow for some pilot-implementation of OSH Programme activities by the National Tripartite Body. Future project proposals should factor this issue in and donor negotiations on project strategy and activities should address it in a more realistic way

The project could have essayed a parallel course of action to guarantee the mainstreaming of OSH into relevant institutional agendas by trying to influence more directly UNDAF/ UN partner agencies in better appreciating the link between OSH and national development goals. This kind of action could still be carried out by ILO specialists placed at sub-regional offices (in Costa Rica or Zambia) or ILO representatives at national level (Ukraine, Moldova). ILO

¹⁵ However, one of the objectives of the national final conferences held at each target country was to explore alternative sources of funding for supporting implementation of national OSH programmes.

staff at these positions should continue to advocate OSH on a long-term and regular basis in the future. Otherwise, Project staff actively involved ILO's field staff in Ukraine, Moldova and Zambia offices in project activities and the issue of OSH was clearly placed as a priority by the Costa Rica Sub-Regional Office in the new DCWP for Honduras.

5. Findings

This section addresses the evaluation questions included in the TOR (*in cursives*), focusing on four areas: effectiveness, efficiency, relevance and sustainability. Conclusions and recommendations for each of these four areas evaluated are provided respectively in sections 6 and 7.

5.1 Relevance and strategic fit

5.1.1 How does the project contribute to the implementation of the “Plan of action (2010-2016) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187)” and to the ILO's strategic framework and its outcome 6 on OSH?

The project objectives are highly consistent with the main objectives of the Plan of Action 2010-2016 to ratify and implement OSH Conventions No. 155 and No. 187, that is: Creating a global environment increasingly aware of the importance of OSH standards; the need to place concern for OSH high on national agendas; and to improve the OSH situation at the workplace level.

Regarding the implementation of ILO's strategic framework, the project contributes directly to accomplish the ILO's Strategic objective concerning *Enhancing the coverage and effectiveness of social protection for all*, by promoting tripartite consensus and supporting constituents' efforts to create a preventive safety and health culture, mainstreaming occupational safety and health (OSH) policies and strengthening labour inspection to advance rights at work.

All project activities respond directly to Outcome 6 of ILO's strategic framework (Occupational Safety and Health: Workers and enterprises benefit from improved safety and health conditions at work) and contributes to fulfill indicators 6.1 (Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work) and 6.2 (Number of member States in which tripartite constituents, with ILO support, implement programmes to promote improved safety and health at work). The project contributes directly to ILO's target that each biennium 10 countries adopt profiles, programs or policies on OSH and a further 10 start implementing activities on the same. All project activities relate directly to the measurement criteria for both indicators.

Table 1: Indicators of ILO's Strategic Framework (Outcome 6) to which the OSH Project contributes

Measurement Criteria for Indicator 6.1	
■	The member State has adopted legislation, a national or sectoral profile, a policy or programme targeted at improving OSH conditions in line with ILO–OSH and labour inspection standards, particularly Conventions Nos 81, 129, 155 and 187.
	Development of the laws, profiles, policies or programmes is based on tripartite consultation, as documented

by written statements of opinion by the social partners or by records of their participation in national tripartite mechanisms for OSH development.
(To be counted as measurable, both criteria have to be achieved.)
Measurement Criteria for Indicator 6.2 <ul style="list-style-type: none"> ■ The member State has incorporated OSH concerns into national development frameworks or similar national policy documents. ■ A national tripartite mechanism for OSH is established or revitalized so that it functions effectively (meeting regularly and making recommendations to government). ■ OSH information, awareness-raising, and training strategies are designed and implemented by the Government, employers' or workers' organizations, to help give effect to programmes targeting improvement of OSH conditions, as documented by a schedule and budget allocation for, and reports of, activities. ■ Labour inspection services carry out more effective and efficient inspections to help ensure application of OSH standards, as documented through evidence in annual reports. ■ A register and analyses, with sex-disaggregated data, of occupational accidents and diseases are established or upgraded and maintained at national level by the competent authority. <p>(A member State can be reported as achieving Indicator 6.2 if it has achieved any one of the above-mentioned criteria.)</p>

5.1.2 How well does the project respond to needs expressed in national strategic documents elaborated with the UN, the ILO and the EC in Honduras, Malawi, the Republic of Moldova, Ukraine, and Zambia?¹⁶

a. Strategic fit with regards to Decent Work Country Programmes (DWCP)

Apart from contributing to enhance social dialogue, improve labour standards and strengthen labour inspection services, the project contributes directly to address, in a very relevant way, specific Occupational Safety and Health objectives within the Decent Work Country Programs agreed by the ILO with Honduras, Malawi, Moldova, Ukraine and Zambia. Thus, as shown in the following table, the project's expected results and activities (as per its revised logical framework) covers the majority of indicators and activities foreseen in these countries' DWCP.

Table 2: Indicators of DWCP to which the OSH Project contributes to¹⁷

Country	Section of DWCP on OSH	DWCP indicators that the project contributes to address
Honduras (2008-2011)	Outcome 2.5 Government and social constituents design and implement policies, programmes and strategies aimed to improve the situation of occupational safety and health under conditions of equity	<ul style="list-style-type: none"> • Assessment and recommendations on content of laws, regulation and the institutional framework on OSH • On the basis of a national assessment, Strategic Plan on OSH defining programs and activities needed to improve work conditions, giving priority to those activities, sectors and occupational groups more exposed to risks • Training program to improve competencies and

¹⁶ These strategic documents include the United Nations Development Assistance Framework's (UNDAF's), the Decent Work Country Programme's (DWCPs), and EU Country strategy papers

¹⁷ Indicators marked in grey are not covered due to project's scope or duration

		<p>performance designed and implemented, addressed to staff of those entities responsible for policies and programs on OSH and to heads of employers and workers association,</p> <ul style="list-style-type: none"> • Policies, programs and strategies are implemented as expected, following recommendations from the ILO (at least one policy, program or strategy is implemented annually)¹⁸ • Reduction in the percentage of labour-related illnesses and accidents¹⁹
Malawi (2011-2016)	<p>Outcome II.1 Enhanced Occupational Safety and Health (OSH)</p> <p><i>To contribute to more inclusive and productive societies through a reduction in occupational accidents and work related diseases, the establishment of functional national dialogue processes on OSH as well as the adoption of national OSH programmes/ action plans</i></p>	<ul style="list-style-type: none"> • National OSH Profile, Policy, National Action Plan and National Programmes developed and adopted • Reviewed legislation in place • Incidence of occupational injuries and fatalities in key sectors of the economy reduced²⁰
Moldova (2008-2011)	<p>Outcome 2: The ILO constituents adopt and implement OSH and HIV, and AIDS workplace policies and programmes in partnership with national multi-sectoral bodies</p>	<ul style="list-style-type: none"> • National OSH plan developed and agreed by tripartite constituents • Reduction of occupational accidents and diseases in overall numbers and in fatal cases²¹ • ILO Convention No. 187 is promoted and a step is taken for its ratification • HIV and AIDS workplace policies and programmes developed and implemented²². • Trade Union experts use ILO tools. • Studies of OSH improvement at enterprises developed and published. • WISE and WISCON²³ adapted for Moldovan employers' use.²⁴
Ukraine (2012-2015)	<p>Priority 3: Improving social protection systems</p> <p>Outcome 3.3: OSH improved for a more inclusive and productive society</p> <p><i>Through the ILO's technical assistance, Ukraine will develop National OSH programme, based on the national</i></p>	<ul style="list-style-type: none"> • A tripartite national mechanism on OSH is established. • Strategic documents on OSH situation and programme are developed at national level in a participative manner. • Improvements are introduced in the methodology used at national level for reporting and notification of occupational accidents and diseases.²⁵

¹⁸ Given its duration, the project was not intended to address this long term target.

¹⁹ Same as above

²⁰ Given its duration, the project was not intended to address this long term target.

²¹ Given its duration, the project was not intended to address this long term target.

²² The project does not deal with HIV-AIDS-related issues.

²³ WISCON: Wisconsin State Laboratory of Hygiene Program

²⁴ The project used other RAM tools.

²⁵ The project contributed to this issue with a study on Reporting and Notification of occupational accidents and diseases.

	<i>OSH profiling, and take concrete steps to implement the programme effectively</i>	<ul style="list-style-type: none"> Representatives from the enterprises' OSH Services are trained on risk assessment and risk management
Zambia (2007-2011)	<p>Sector 3: Social Protection</p> <p>Outcome 1.3 Enhanced Social Protection for the target groups, including those affected by socio-economic crises, with a focus on the informal economy</p> <p>Output 1.3.3: Mechanisms for Occupational Safety and Health</p>	<ul style="list-style-type: none"> Development of National OSH profile, policy and programme Testing of tools for reporting/ notification²⁶ and calculating OSH related economic costs Trainings on OSH

b. Consistency with United Nations Development Assistance Framework's (UNDAF) in each target country

Labour-related issues are not an explicit priority of UNDAF in the target countries of the project. However, some links may be established with UNDAF's objectives regarding governance, pro-poor policies, modernization of institutions, human rights and empowerment of civil society organizations, as per table 3.

Table 3: Relationship of OSH Project with UNDAF in each target country

Country	Project relationship with UN national strategic document (UNDAF)
Honduras (2007–2011)	The ILO is a non-resident UN agency in this country and labor issues, including OSH, are not highlighted as priority in the UNDAF. Some links may be established with UNDAF's outcome 3.1, on modernizing, consolidating and increasing the efficiency of public institutions, but mentions to labour-related issues and labour rights are generally absent from this framework.
Malawi (2008-2011)	The ILO is a non-resident UN agency in this country and labor issues, including OSH, are not highlighted as priority in the UNDAF. Some links may be established with the (Government of) Malawi Growth and Development Strategy's priority on enhancing good public sector management and with UNDAF Outcome 5 on promoting good governance and human rights, but mentions to labour-related issues and labour rights are generally absent from these frameworks.
Moldova (2007-2011)	UNDAF priorities regarding labour issues in this country are focused on the protection of migrant workers (main area of financial commitment from ILO to UNDAF in this country), prevention of discrimination in the workplace due to HIV or AIDS and the elimination of child labour, exploitation and child trafficking. Some links may be established with UNDAF's Outcome 1 on ensuring good governance, rule of law and equal access to justice and the promotion of human rights, but there is no explicit mention to OSH within this framework.
Ukraine (2006-2010)	<p>UNDAF priorities regarding labour issues in this country include gender equality and protection against exploitation. Although OSH is not explicitly included within the UNDAF, it may be directly linked to the following Assistances Areas:</p> <ul style="list-style-type: none"> - Assistance Area 4: Prosperity against poverty - Outcome 1 - Pro-poor frameworks; output 1.5: Strengthened capacity of employer and trade unions to promote sustainable economic growth and greater worker protection, based on a gender-based approach - Assistance Area 2: Civil society empowerment (enable people to access services and

²⁶ Given its duration, the project was not intended to address this target.

	enjoy rights - Outcome 1 –CSO strengthened ; output 1.5 – Increased awareness of civil, political, economic, social and cultural rights
Zambia (2007-2010)	Labour-related issues are not an explicit priority of UNDAF in Zambia. However, the issue of OSH may be linked to some of UNDAF's priorities, as for example: Area of Cooperation #3 (Governance) - outcome 1 (Institutions in support of national development priorities strengthened) and outcome 2 (Systems & processes in support of the realization of rights and democratic governance strengthened (e.g. implementation of UN Conventions). HIV and AIDS is the main area of financial commitment from ILO to UNDAF in this country.

c. Consistency with EU development cooperation strategic framework and country strategy papers (CSP) in each target country

From a Global Development Agenda perspective, the objective of decent work has been consistently highlighted in EC and EU policy statements. The European Consensus on Development²⁷ states that the Community will promote decent work for all in line with the International Labour Organisation agenda. In its article 12 (2), establishing Investing in People Programme, the Development Cooperation Instrument (DCI)²⁸ emphasises support for initiatives to promote the improvement of working conditions. Within this framework, the Investing in People Programme aims to promote an integrated approach that combines economic competitiveness with social development as the most effective way of eliminating social inequalities and diminishing regional asymmetries. The Investing in People Programme supports strengthening employment policies, efficient technical, education and vocational training and improving social protection systems. OSH plays an important role in this regard and thus the OSH Project design and objectives fully respond to EU social policy aims of poverty reduction and better employment conditions.

From a National Development Agenda perspective, countries establish certain issues as priorities for investment in development. EU Country strategy papers (CSP) for the current financial period 2007-2013 are organized on the basis of two or three of such priorities per country. Cooperation on labour-related issues is not considered a priority by EU CSP in any of the OSH Project target countries. However, some links may be established with CSP's objectives regarding social cohesion, poverty reduction, governance and social reform as per table 4.

Table 4: Relationship of OSH Project with European Union CSP (2007-2013) in each target country

Country	Project relationship with European Union Country Strategic Paper (CSP)
Honduras (2007–2013)	Labour-related issues, including OSH are not placed as a priority between the Cooperation Framework of EU with this country. However, labour issues may be linked CSP priority 1: Strengthen Social Cohesion through the Poverty Reduction Strategy
Malawi (2008-2013)	Labour-related issues, including OSH do not fall explicitly within the two focal sectors (Agriculture/ Food Security, Road Interconnection) of the EU Cooperation Strategy in this country. Prime cooperation efforts in this sectors concern investments in order to increase agricultural output/ food security and expand the national highway network. However they could be complementarily addressed when implementing the activities of these components

²⁷ http://ec.europa.eu/development/policies/consensus_en.cfm

²⁸ Regulation (EC) No 1905/2006 of the European Parliament and of the Council of 18 December 2006 establishing a financing instrument for development cooperation (OJ L 378, 27.12.2006, p. 41) Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2006:378:0041:0071:EN:PDF>

	(if OSH standards are mainstreamed into EU cooperation policy as part of EU requirements for project implementation) or marginally addressed within one of the five non-focal sectors (Governance).
Moldova (2007-2013)	Labour-related issues, including OSH do not fall explicitly within the assistance priorities of the EU Cooperation Strategy in this country. However they could be marginally addressed within the area of Economic and Social Reform and Development.
Ukraine (2007-2013)	Labour-related issues, including OSH do not fall explicitly within the assistance priorities of the EU Cooperation Strategy in this country. However they could be marginally addressed within the area of Economic and Social Reform and Development.
Zambia (2008-2013)	Labour-related issues, including OSH do not fall explicitly within the two focal sectors (Regional Integration/ Transport Infrastructure, Health) of the EU Cooperation Strategy in this country. However they could be complementarily addressed when implementing the activities of these components (if OSH standards are mainstreamed into EU cooperation policy as part of EU requirements for project implementation) or marginally addressed within one of the six non-focal sectors (Governance).

Regarding the future cooperation framework for the period 2014-2020, in the Communication Increasing the impact of EU Development Policy: an Agenda for Change²⁹ the EU introduces the principle of concentration of EU aid, for which activities in each country will be focalised on a maximum of three sectors. In this context the EU is currently putting emphasis on strengthening the employment perspective within future key sectors of EU development cooperation (such as agriculture and rural development, energy or private sector development). OSH issues should be seen within this broad approach to employment-related outcomes within EU development cooperation both at policy and programme/project level.

5.2 Validity of design

5.2.1 *To what extent do the project design and the logframe take into account the provisions of ILO Conventions No.187 and No.155 to reinforce OSH governance at national and enterprise level? Are the outcome indicators relevant to the project and how could they be improved?*

The project design and Specific Objectives 1 and 2 of the logframe take fully into account the provisions of both ILO Conventions, by promoting the creation/ reactivation of a tripartite body on OSH in each target country and providing OSH training at enterprise level. Thus, the Project did not only follow a step by step approach towards the creation of national programmes on OSH and the strengthening of social dialogue, but also carried out workplace level action to provide practical examples of how to assess OSH conditions in small, medium and large enterprises.

Notwithstanding the above, the measurement of indicators presented various weaknesses. For example, although mostly relevant in their nature and wording, the number of proposed indicators could have been reduced and others cases modified as follows.

Table 5: Indicators that may be revised in Future Proposals

I. Indicators to be dropped	Rationale
Indicator for Specific Objective 1: <i>Policy makers and</i>	Refers to an issue difficult to measure

²⁹ COM(2011) 637 final of 13.10.2011

<i>social partners in the pilot countries consider OSH as an integral part of the national policy agenda.</i>	without a relevant opinion assessment among decision-makers. The Specific Objective already has two relevant indicators to measure it
II. Indicators to be modified	Rationale
Indicator for Expected result 1.3: <i>National action plans on OSH publically endorsed by government.</i> Should say: “National action plans on OSH approved by tripartite committees and publicly endorsed by government”	Avoid duplication with identical indicator for Specific Objective 1
Indicator for Specific Objective 2: <i>OSH management as an issue is included and increased in training programmes (of institutions, social partners, vocational training...). Should say:</i> “Number of training programs (of institutions, social partners, vocational training...) that include OSH management as an issue”	Improve wording of indicator
Indicator for Specific Objective 2: <i>Labour inspection services reach more enterprises using more efficient methods of inspection visits. Should say:</i> “Number of enterprises reached by labour inspection visits during the last year, using improved inspection methods”	Improve wording of indicator
Indicator for Specific Objective 2: <i>Employers and workers are more knowledgeable about importance of OSH management and implement simple measures of improvement at their workplaces. Should say:</i> “Number of enterprises that implement simple measures of OSH management improvement as result of the Project”.	Improve wording of indicator
Indicator for Expected result 2.1: <i>Training capacity (trained trainers) in labour inspection services for more efficient and effective OSH inspections. Should say:</i> “Number of trained trainers in Labour Inspection Services”.	Improve wording of indicator
Indicator for Specific Objective 3: <i>Broad diffusion of the results of the project to support international campaign on ratification of C.187. Should say:</i> “Number of countries reached by dissemination activities that request ILO support to establish an OSH national programme or/and develop OSH practices at enterprise level.”	Introduce more adequate indicator to Specific Objective level
Indicator for Expected result 3.1: <i>Interest shown by constituents in other countries as a result of public diffusion of project conclusions and recommendations. Should say:</i> “Number of requests to ILO SafeWork and local offices for copies of the OSH Project report and/or for further information on implementation of methodologies”.	Introduce a measurable indicator of general public’s interest at Expected results level.

5.2.2 *With five countries covered (originally 6), a global project coordinator at 70% time over 2,5 years, an assistant at 50% time and three local project coordinators over 2 years, and 10 months working time of 2 SafeWork specialists, are staff resources, global budget allocations and implementation period appropriate given the objectives of the project?*

Budget and resource allocation³⁰

Project design was overly ambitious with regards to outcomes and tasks to be fulfilled during the project's lifetime (three years). The design did not include a realistic estimation of the length needed to attain such objectives and of the human and financial resources needed for the effective implementation of the program. Both the number of staff and type of staff needed, including support services from consultants and other costs, were underestimated³¹. Although budget and project activities reallocations were conducted within the 15% margin foreseen in article 9.2 of the General Conditions, the process of negotiation between ILO and the EU for budget modifications was long. As a result, the project remained understaffed during a good part of its implementation. Likewise, local constituents requested for new/ other activities, to which the project needed to remain responsive.

EU allowed a much limited amount than what the ILO originally requested to be invested in human resources costs. ILO attempted to negotiate bigger staff costs with EU but limited change in this regard was granted. To compensate this situation, the ILO incurred extra costs of approximately euro 200,000, which were not included nor accounted in the project's budget. These non-budgeted contributions covered human resources and consultants' costs, travel costs and some direct cost lines (development of OSH tool and other). To support quality project implementation, the ILO involved technical expertise from staff in Geneva, Turin, Russia, South Africa and other countries. Contributions came from Safe Work's Regular Budget, a project on OSH funded by the Swedish International Development Agency (SIDA, which contributed EUR 95,000 to shared activities with the EU-OSH project) and ILO regional/ local offices' contributions.

However, some budget reallocations on human resources budget lines were done within the 15% margin that EC rules allow, and which does not need approval from the EC (art 9.2. of General Conditions). A project addendum was approved in 2012 that allowed, among other things:

- (i) To reallocate the funds unused in Nicaragua
- (ii) To finance additional country activities as agreed by the EC/ILO Steering Committee (under expected result 2.1), including a new activity 3.1.3 and
- (iii) To cover three additional months of the national coordinator Ukraine among other issues.

Likewise, accordingly to EU policy regarding the share of staff costs in a project, the UN salaries' cost increase, mandatory as per UN rules, could not be brought into the project revision. Thus, this difference was covered on the basis of non-project funds. SafeWork involved OSH specialists from other ILO Regional Offices (Moscow, Pretoria) to provide technical support to project activities. Also, ILO Regional Offices provided administrative

³⁰ Figures, comments and analyses carried out within this section are based both on provisional, official budget information (as per the reporting requirements to the EU), and on "non-official" information (not required under the FAFA agreement and not validated by the relevant ILO financial department) regarding expenditures from other sources in support of project activities, provided to the evaluator by the Project's Chief Technical Advisor.

³¹ For example, the work time of the Chief Technical Advisor, the project assistant and the local project coordinators, as mentioned in the question above. This did not cover the real needs of the project. Moreover, local coordinators had to manage a complex set of both technical and logistic tasks. To compensate for this, ILO local offices in Zambia and Ukraine provided administrative support (e.g. intern or assistant) at its own expenses.

support to local project coordinators at their own expense (e.g. an intern in Zambia, or secretarial support in Honduras and Ukraine).

The cost and number of diverse project activities was also underestimated or not included in the original budget (e.g. costs of developing OSH profiles, cost of local project steering committees meetings, training of labour/ OSH inspectors, studies, workshops and other). Transport costs to some countries (Ukraine, Moldova) were underestimated and transport costs of ILO staff to Brussels (e.g. steering committee meetings) were not included. In order to compensate budget limitations, ILO slowed the pace of expenditures during the first year and a half of the project life while making savings in rent, consumables and maintenance costs. Likewise, ILO diminished project costs by using OSH tools developed under another ILO project³², in this project, piloting their application in the five target countries³³.

Paradoxically, given some of these facts, by the end of Project's life budget expenditures evidenced a remnant of around 9% of the total amount of funds (circa euro 150,000). This was due to four main sources:

- a. By May 2011 Nicaragua, originally considered as a project target-country, could not be considered anymore, given its government's position, as an eligible country for the project. Thus, the EU and the ILO jointly decided to reduce by one the project target countries. This created a sudden "surplus" of funds by mid of the project life and created the opportunity for a budget review in order to increase funds for other project activities as well as for implementing new activities elsewhere. **Would it not be for this unexpected influx of funds into some activities the project budget would have remained insufficient for its needs.**
- b. Given that while negotiating with EU to make some budget modifications the ILO was incurring in parallel costs from other sources (as mentioned above), which were not brought explicitly into the budget/ reported to the EU, some of these expenditures ended by replacing EU funds and generating a surplus in those budget lines (e.g. in country seminars on OSH programmes, seminars on establishing the number of accidents and injuries in countries, development and application of OSH tools –on the basis of SIDA project funds-, training of labour inspectors, etc.). By the end of project, these budget lines (together with the organization of a global meeting and translation costs) accounted for near half the unspent budget funds.
- c. In other cases, contractual delays and local management issues produced some surplus, like in the case of the salaries of the National Coordinators in Honduras (euro 24,000) and Zambia (euro 9,000), costs of international staff missions (euro 17,000) and UN security costs (office – euro 6,600).
- d. Finally, during the last year of the project, the decision to organize a smaller conference in Brussels combined with national final conferences to close the project and disseminate its results (instead of a - Global Conference gathering stakeholders from all the five project countries) created an additional surplus of funds which could not be reallocated

³² E.g. "Linking safety and health at work to sustainable economic development: From theory and platitudes to conviction and action", funded by the Swedish International Development Agency – SIDA.

³³ The three tools were the following: a. Training Package on Development of a National Programme of Occupational Safety and Health. b. Training Package on Risk Assessment and Management at the Workplace. c. Paper on Improvement of National Reporting, Data collection, and Analysis of Occupational Accidents and Diseases.

into remaining project activities. Even the funds allocated for the now downsized global meeting showed a surplus of euro 28,000).

Notwithstanding the fact that by the end of its lifetime the project managed to reach most of its goals, much is yet to be done in order to improve the budgeting and expenditure of this type of project. In order to do so, the ILO should do a careful review of the project finances in order to establish the REAL COSTS (per type of activity and type of investment) of carrying out the same. This data could serve to produce more accurate information for a more efficient design of future project budgets. When comparing the information on Budget unspent funds with that of ILO extra-budget contributions to the Project (euro 200,000 –as informed by the CTA), there appears to exist much room for improvement regarding budgeting. Greater flexibility on the part of the donor regarding the amount of funds allowable for staff may contribute to this process.

5.3 Effectiveness of Management Arrangements

5.3.1 Having in mind that the project is not only funded by the EU but a “joint EU-ILO project”, to what extent has the EU and its delegations been involved in and contributed to the implementation of the project activities?

Representatives from European Union’s Directorate-General on Development and Cooperation (DEVCO-B3, EuropeAid) participated as members of the Steering Committee of the project, providing annual follow-up on Project developments at this level. Except at the moment of the Annual Steering Committee Meeting, a great part of exchanges among partners was concentrated in administrative issues, rather than on the project technical developments. Generally speaking, the EU and the ILO carried out successive and sometimes long exchanges on budget review and reallocation of funds. Brussels team’s involvement in the implementation of project activities was limited, except for the Final Project Conference in Brussels (info-point). There was a high turnover of staff within the EC during the life of the project: For example, DEVCO suffered a major reorganization in mid-2011 and the current project manager started only in 2012, factors that may be related to the above situation. Towards the end of the project there seemed to be an increased cooperation between both teams, regarding the preparation of the final conference and defining the latest project activities, such as the national conferences organized in each country. Strong efforts were placed in ensuring the participation of EU Delegations and the development of the global products (video and conference).

In all counties, there was a fluid and good communication between ILO staff and EU Delegations. EU representatives were invited to participate in most key activities (such as meetings of Project Steering Committees or RAM courses) and were informed periodically about project activities. Given that this was a centralized project, decided from the EU Headquarters, and that the EU Delegations have specific country priorities and various responsibilities linked to their respective country programs, Delegation representatives’ involvement in the implementation of the OSH Project varied from one country to the other. In some countries EU representatives provided feedback to the documents submitted to their consideration and met periodically with ILO staff; in others, they limited their participation to attend one or two meetings throughout project life. Generally speaking, it may be said that relationship between ILO and EU staff at field level was very good in the case of Honduras and Ukraine, good in the case of Malawi and Moldova, and limited in the case of Zambia. EU Delegation representatives attended different kinds of events, such as training in RAM, meetings with parliamentarians, OSH-Day celebrations (April 28), etc. In all countries where this occurred, EU representatives attended the launch of the National Programme on OSH.

Likewise, in all target countries (except in Zambia) EU representatives attended the final local event organized by the Project to present its results.

In the case of Honduras, the implementation of the project was an “eye-opener” for the EU Delegation on the importance of OSH and a vehicle to become familiar with Labour-related issues. As a result, the EU Delegation in Honduras is considering include Labour Affairs as one its priorities for cooperation in the next CSP. Europe AID may be interested in learning from the Delegation in Honduras how this “global development agenda-project” influenced the Delegation’s decision to incorporate the proposed issue into its core programme.

5.3.2 Has it been a comparative advantage that the project is centralized in Geneva, over having three regional projects?

The multi-country approach allowed the implementation of some activities in one country and to use the lessons learnt for the adaptation in other countries, capitalizing on the experience and knowledge gathered in one country for the other. Examples of the latter are the successive organization of Parliamentary meetings in Malawi and Zambia, the successive organization of the reporting and notification workshops, of the hands-on risk assessment and management training sessions, of the awareness raising campaigns, etc. There were constant exchanges between various countries on their experience, even communication documents (such as those for the World Day) but it must be highlighted that the exchange of experience on these topics and their implementation were in fact mostly between same region (Malawi-Zambia and Ukraine-Moldova), because of the historic, political, social similarities and also the use of a common language (English, Russian).

From the organizational point of view, **comparative advantages** were as follows: The project benefitted from the participation of Safe Work’s team of specialists and knowledge on OSH and support from a network of international experts. Synergies were established in Geneva with ILO’s project on “Linking safety and health at work to sustainable economic development: from theory and platitudes to conviction and action” (funded by the Swedish International Development Agency -SIDA), in order to pilot three OSH tools developed by this project in EU’s project’s target countries³⁴. Project coordination from Geneva also favored the repeated involvement of ILO/Moscow’s OSH Project Coordinator in support of the implementation of the EU-ILO project in Ukraine and Moldova, of the Safe Work Specialist in ILO/Pretoria in support of the project in Malawi and Zambia, as well as of Turin based specialists and other Safe Work staff.

On the other hand, the centralized and inter-regional scope of the project also introduced **important challenges**, such as: The need to handle multiple layers of hierarchy, administrative procedures and rules both within and outside the ILO, a situation which demanded much attention and time from the CTA and Project Coordinators; the need to attend countries’ diversity and specific requests, while maintaining the Project’s identity and methodological consistency; an important amount of travel for ILO HQ’s staff to support the development of local activities.

5.3.3 How has the project ensured the involvement of the various target groups throughout the process (Ministries of Labour, OSH inspection and Finance and the social partners)?

³⁴ The three tools were the following: a. Training Package on Development of a National Programme of Occupational Safety and Health. b. Training Package on Risk Assessment and Management at the Workplace. c. Paper on Improvement of National Reporting, Data collection, and Analysis of Occupational Accidents and Diseases

The ILO carried out intensive dialogue with its tripartite constituents in each country (Employers' Organisations, Trade Unions, Government authorities) for the development of the OSH Project. ILO ensured the involvement of constituents in the design of all Project key activities and outputs. Representatives of workers, government and employers participated also in RAM training and other practical experience that provided them with a better grasp of the Project's objectives and means. Members of Project Steering Committees (or their official equivalent in each country) were trained to develop National OSH Programmes and the Steering Committees became a relevant framework for social dialogue and decision making regarding the Project's most important developments.

National ILO Coordinators in some countries (Ukraine, Moldova) played a direct role in conferencing with both ILO constituents and EU representatives, favouring a closer relationship and increased cooperation among stakeholders³⁵. ILO staff in the sub-regional Office in Costa Rica and the country office for Zambia provided advice and support to OSH Project local coordinators. All the Project Steering Committees had a multi-sector character, involving not only ILO constituents, but other ministries, and most of the time training institutes, universities, etc. (in the case of Zambia, representatives of key industries were also members). Labour inspection participated in the project as a Ministries of Labour functional unit. Ministries of Finance representatives and Members of Parliament of some countries had a limited participation in project implementation through the sensitization activities that were organized for them in order to champion their support for an increase in governments' investment in OSH.

As result of the above efforts, it may be said that the project obtained a great degree of ownership by its local constituents.

5.4 Impact orientation, sustainability and replication

5.4.1 *Impact: Has there been/is there a high likelihood of an impact in the project countries on national commitment to reducing occupational risks as a result of the project activities, as well as sustainable mechanisms to continue social dialogue and capacity-building on OSH?*

Although the project completed most of its activities in all countries, it obtained variable levels of impact on national commitment to reduce occupational risks, as evidenced by countries' different action and investment in this issue. Higher levels of commitment, more stable mechanisms of social dialogue and program follow-up and clearer examples of capacity-building efforts were observed in Ukraine and Honduras (where a specific institutional framework on OSH pre-existed the project), followed by Moldova, Malawi and Zambia.

The following table provides information on issues that put in evidence countries' different approach and investments to reduce occupational risks.

Table 6: Evidence of Countries Commitment to Reducing Occupational Risks as result of project implementation

Honduras
<ul style="list-style-type: none"> • After a long period of being inactive, the National Commission on Workers' Health CONASATH was reactivated thanks to the OSH Project support. This body updated a

³⁵ In the case of Ukraine, effective cooperation was established between the OSH Project and the projects on Labour Inspection (funded by Canada) and on HIV/AIDS in the workplace.

<p>country profile on OSH and elaborated and approved the National OSH Programme. More important, its members were directly involved in the design and launching of a national media campaign (TV, radio, signs, print, DVD) on OSH, that attracted public attention to this subject.</p> <ul style="list-style-type: none"> • The existence of a specific tripartite institutional body on OSH, committed to implement the National Programme it approved is also a sign of long term commitment. • Political commitment to the promotion of OSH is supported by the provisions of the Central American and Dominican Republic Free Trade Agreement (CA-US FTA), signed by the government of Honduras and other countries with the United States. • Employers' Associations also have a clear incentive to implement the certification of enterprises' OSH standards, a requisite to access external markets. The Diploma Course on Prevention of Labour-related Risks organized by the National Association of Industrial Entrepreneurs' (ANDI) is a clear example of commitment from the Employers' sector to improve the situation of OSH in the country.
<p>Malawi</p> <ul style="list-style-type: none"> • The country's Vice President expressed the government's commitment to the implementation of the OSH Programme during the official launch of the same. • During a Project meeting with forty-four members of Parliament, the social partners recommended the ratification by Parliament of ILO Conventions 155 and 187. During this same meeting several parliamentarians advocated for an increase of government investment in OSH. • Towards the end of the project, the Labour Commissioner started to employ more staff for OSH inspection and to train labour inspectors on OSH. However, given the country's economic difficulties, future funding for National OSH Programme seems unsure.
<p>Moldova</p> <ul style="list-style-type: none"> • A Specialized Unit on OSH was created within the Ministry of Labour, Social Protection and Family and staffed with two employees. This unprecedented move provided evidence of the political will of the government of Ukraine to give increased attention to the issue of OSH in the country. • The Labour Institute has incorporated information on RAM as part of their training curricula. • The National OSH Programme was submitted for comments to various Ministries and interested parties and after its approval by the National Tripartite Body it will be sent to government for its official approval.
<p>Ukraine</p> <ul style="list-style-type: none"> • With the support of the project, three major ILO Conventions on OSH (C-155, C-174 and C-176) were ratified by the Ukrainian Parliament. • The National OSH Programme (2014 - 2018) elaborated within the project activities was submitted by the State Service on Mining Supervision and Industrial Safety of Ukraine to the Cabinet of Ministers and once approved it was sent to the Parliament of Ukraine, where it is being reviewed by five special committees. It is expected that the National OSH Programme will be approved by Parliament and become Law in February 2013. Once this is done, key programme activities will be included in government's regular budget and the National Profile on OSH will be updated annually. • The Main Training Center of the State Service on Mining Supervision and Industrial Safety of Ukraine (the official institution in charge of providing training on OSH to

<p>employers, workers and government staff) has mainstreamed the information provided by the project on Risk Assessment and Management and on the Elmeri Index into its own curricular program, thus ensuring that RAM techniques will be widely disseminated among Ukrainian OSH professionals, employers and workers.</p> <ul style="list-style-type: none"> • Political commitment is supported by the aspiration of Ukraine to be part of the EU and the will of government, workers and employers to advance in the harmonization of Ukrainian OSH regulations and practice to European and international standards.
<p>Zambia</p> <ul style="list-style-type: none"> • The OSH Services Department saw its annual budget for 2013 increase in around U\$100,000 and it has received a new all-terrain vehicle to carry out inspections. • However, although the government has stated its will to improve workers welfare and to review the Factories Act, by end of project lifetime the country had not finished the elaboration nor officially approved the National OSH Program. Government officials stated that the Programme would be established soon and that it would be launched during the World OSH Day celebrations (April 28, 2013). • The commitment of government authorities to allocate sufficient funding for programme activities remains unclear. Despite the activities carried out by the project to sensitize Parliament members on OSH, the link between the Parliament and the Occupational Safety and Health Services Department of the Ministry of Labour and Social Security remains weak.

5.4.2 *To what extent has the commitment reached the highest political level?*

As explained in detail above, countries' commitment has reached the highest political level in the case of Ukraine, Honduras and Malawi. To a lesser extent, the project has obtained certain political commitment in Moldova and Zambia.

5.4.3 *Sustainability: What follow-up should be given by the ILO and ILO constituents in Honduras, Malawi, the Republic of Moldova, Ukraine, and Zambia to consolidate the results of the project, and what are the potential up-scaling strategies?*

The implementation of National OSH Programmes has now become the primary responsibility of each Project target country. ILO's support to consolidate project results should be focused on the support to enhancing tripartite dialogue on OSH as well as to persuade political actors (parliamentarians, ministries of finance's representatives) to increase the public funds allocated to this issue. ILO should support the generalization of RAM courses for enterprises and workers, carried out by local trainers. This would be one of the most effective ways to foster scale up of activities and to create a preventative culture among workers and employers. Support to awareness campaigns on OSH for the general public is also a low cost way to promote an increasing attention on OSH issues.

Notwithstanding the above, there are several issues in each country that may merit the special attention of ILO constituents as indicated in the following table:

Table 7: Frameworks and local priorities to be supported in terms of increasing the sustainability of OSH Project investments

<p>Honduras</p> <ul style="list-style-type: none"> • By the end of 2012, the government, employers' and workers' organizations of Honduras and the ILO signed a Memorandum of Understanding to implement a new Decent Work Country Programme, which under its expected result 3.2 agrees to "carry out effective measures to improve the conditions of OSH and personal risks, by strengthening and modernizing the National Commission of Workers Health of Honduras (CONASATH), as well as the regulations on these issues". In this way, the follow-up to all activities carried out within the OSH Project may now be supported through the new DWCP of Honduras. • Besides, according to information provided by the person in charge of technical cooperation in the EU Delegation in Honduras, the EU will probably include Labour Affairs as one the three priorities of its Country Strategic Paper 2014 – 2021 (together with the strengthening of democratic institutions and food security). This would provide interesting opportunities for continuing the synergy of ILO's and EU's efforts in this field. • The good response obtained from the 2012 national awareness campaign on OSH and its popular icon (<i>Chico Catracho</i>), suggest the need to repeat this activity in 2013.
<p>Malawi</p> <p>Key areas for ILO constituents' attention are the following:</p> <ul style="list-style-type: none"> • Modifying the Occupational Safety and Health Act in order to include a permanent tripartite structure on OSH (similar to the Project Advisory Committee), which would be in charge of following-up the programme's implementation. If not institutionalized, interest on OSH may stall (for example, there have been no more meetings of the tripartite members of the project's Steering Committee since the project officially ended). • The country needs to address as priorities some key problems in order to seriously work in this field, such as the lack of a laboratory on OSH³⁶, low awareness on OSH among workers and employers and a weak notification and reporting system. • Malawi Bureau of Standards is not certified at the international level. If this Bureau is to later provide certification to workplaces, it would first need international recognition. The European Union/ World Bank are currently trying to address this problem.
<p>Moldova</p> <p>ILO's Country Office in Moldova shall provide support to the implementation of the National OSH Programme within its technical assistance to the implementation of the DWCP. Likewise, there is a need to support government in implementing the provisions of already ratified ILO Conventions 155 and 187.</p> <p>Specifically, as per information provided by MOL representatives, external financial/</p>

³⁶ Occupational Safety and Health laboratories are functional units equipped to do the measurement and sampling of occupational hazards in the workplace, as mandated by a competent authority (usually the MOL). OSH laboratories comprise various kinds of instruments such as, among other, noise and vibration equipment, indoor air quality equipment, ventilation testing equipment, heat stress equipment and lighting equipment.

technical support may be needed for the following initiatives:

- Harmonization of national regulations on OSH (a technical expert)
- Assessment of costs of Social Insurance of Accidents and Illnesses system
- Disseminate information on best practices on OSH prevention among employers (e.g. share European experience in this field)
- Support to awareness campaigns. The 2012 campaign had relevant success but its geographic scope should be extended
- Development of a more transparent system for investigation of accidents and development of statistics

Ukraine

ILO's Country Office in Ukraine shall provide support to the implementation of the National OSH Programme within its technical assistance to the implementation of the DWCP. The ILO may continue to support the consolidation of project's results and the up-scaling of its effects by supporting any of the following local initiatives on OSH, proposed by different stakeholders:

- A project proposal by the Federation of Employers of Ukraine, aimed to carry out a study on OSH regulation in the Coal Mining and Metallurgical sectors and work with employers to improve OSH standards in these sectors. This initiative could fall within EU Delegation's support to the improvement of Ukrainian enterprises' competitiveness and labour market and be addressed by using local Delegation's funds (of up to EUR 200,000).
- A proposal from the National Scientific and Research Institute on Occupational Safety and Health of the State Service on Mining Supervision and Industrial Safety of Ukraine under National Academy of Science of Ukraine, to carry out a national study to estimate the cost of labour-related accidents and illnesses in Ukraine. The Institute estimates that the cost of such study would be of around EUR 200,000 and is looking for a funding source for the same. This study could benefit from the technical assistance of ILO's SafeWork specialists.
- Implementing the Annual Edition of the Contest of Children's Paintings on OSH which will serve to inform annual awareness-raising campaigns. The number of such contests is multiplying (some enterprises are organizing their own contests) and their products are being used in a broader scale to create awareness on OSH among the broader population (for example, in 2012 OSH prevention-related posters were placed at underground stations in four key cities of Ukraine).

Zambia

Once it is approved, ILO's Lusaka Office shall provide support to the implementation of the National OSH Programme within its technical assistance to the implementation of the DWCP. Needed strategies to consolidate project results would include:

- Modification of the Factory Law in order to include a permanent tripartite structure on OSH (similar to the Project Advisory Committee), which would be in charge of following-up the programme's implementation.
- Providing support to the Ministry of Labour and Social Security's interest in improving the reporting system on OSH by harmonizing information from different sources in one sole shared hub. This implies developing one sole reporting form for all departments.
- Providing support to the Ministry of Mines, Energy and Water Development's interest in replicating RAM courses at mining enterprises and carrying out RAM reports as a

regular procedure before the opening of new mines.

- In order to ensure some continuity and consolidation of project results, the ILO Lusaka Office has decided to include an OSH component within the Regional Office's Green Jobs Project in the Construction Sector, supported by the government of Finland.

*5.4.4 **Replication:** The ILO and SafeWork are committed to supporting the implementation of ILO Convention No.187. In this perspective, could this project be taken as a model of technical assistance towards systematic approach to OSH that can be replicated in other countries? What are the best practices, lessons learnt and improvements that should be taken into account in such an attempt?*

The project has established a model on how to provide technical assistance toward a systemic approach to OSH. Three elements of this model seem to be its most essential and useful components:

- a. The support to tripartite constituents' action through steering committees and other structures that promote local ownership of the project by involving stakeholders in design and implementation of activities
- b. The establishment, through social dialogue, of a roadmap on OSH at political level (National OSH Programme) aimed to serve as framework for the implementation of OSH policies and activities
- c. The development of workplace structures and actions (through practical courses on RAM), that allow trickle down OSH prevention into enterprises' and institutions' day-to-day practices.

The project also developed some **good practices** that may be replicated in other projects as listed in the following table:

Table 8: Some Project's Good Practices as highlighted by the interviewees of this Evaluation

- **All countries:** The practical, "hands-on" side of the RAM courses with enterprises was commented as very favorable learning tool by many interviewees
- **Honduras:** The creation of a local "icon" to identify the awareness raising campaign on OSH (*Chico Catracho*) was signaled-out by several parties as a major success to convey preventative messages on OSH to the general public
- **Malawi:** Development of a brochure with local examples of accidents to calculate costs of OSH incidents ().
- **Malawi:** Work with parliamentarians in order to increase awareness among decision-makers on the need to support OSH activities.
- **Ukraine, Moldova:** The use of same language/ cultural-economic background trainers (for example, the use Russian-speaking trainers, who shared a similar social and economic background and the tele-conference between Kiev and St. Petersburg's experts) were highlighted as an effective means for learning
- **Ukraine:** The children's painting contest on OSH issues is an effective means to gain public attention and support for an awareness campaign.
- **Zambia:** Work with labour inspection lead it to organize training in RAM for enterprises

The following table summarizes some **lessons learned from** this Project that, if followed, would help optimize the implementation of similar initiatives.

Table 9: Lessons learned

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| <ul style="list-style-type: none"> • Given the organizationally cumbersome and time-consuming features of centralized management projects, future implementation may benefit of a region-based approach, in which OSH projects benefit multiple countries in a same Region and are managed by an ILO Regional Office. • Projects need to be budgeted taking into account real costs, including staff and administrative costs. Introducing within the budget a fund for un-labeled local initiatives may give projects some flexibility to address local requests that may arise during project implementation. A careful review of the OSH Project's real final expenditures may help the ILO better design budget for similar future initiatives. • Mobilizing political will and commitment takes time and may lead to unforeseen delays in approving National OSH programmes. On the other hand, countries' Steering Committees may benefit if they are not only in charge of designing their national OSH programmes but also have time to pilot some activities of their National OSH Programmes. The length of future OSH Projects should be designed taking this into account. • If a project is to communicate its advancements and successes as apart as an awareness raising strategy, this should not wait to the end of the project's lifetime. An effective communication strategy on project's progressive results, comprising relevant activities should accompany the project since the beginning of implementation. |
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6. Conclusions

Regarding Relevance

The project objectives are highly consistent with the main objectives of the Plan of Action 2010-2016 to ratify and implement OSH Conventions No. 155 and No. 187, that is: Creating a global environment increasingly aware of the importance of OSH standards; the need to place concern for OSH high on national agendas; and to improve the OSH situation at the workplace level. The project contributes directly to address, in a very relevant way, specific Occupational Safety and Health objectives within the Decent Work Country Programs agreed by the ILO with Honduras, Malawi, Moldova, Ukraine and Zambia.

The OSH Project design and objectives fully respond to the European Consensus on Development, which states that the Community will promote decent work for all in line with the International Labour Organisation agenda. The OSH Project is also consistent with the Investing in People Programme's support for initiatives to promote the improvement of working conditions, by strengthening employment policies and improving social protection systems. The OSH Project follows EU's integrated approach of combining economic competitiveness with social development as the most effective way of eliminating social inequalities and diminishing regional asymmetries.

Regarding Effectiveness

The project successfully tested a comprehensive model to advance the implementation of provisions of ILO Convention 187 (Promotional Framework for Occupational Safety and Health -2006) in developing countries.

The project fulfilled most of its key indicators of achievement in most target countries. It:

- Established national social dialogue processes on OSH in five target countries, leaving behind permanent or informal tripartite structures (steering committees and other) in charge of continuing the implementation of activities on OSH in each country.
- Promoted national ownership of the process of formulating national frameworks on OSH.
- Supported the successful elaboration of National OSH Profiles and OSH Programmes, which will remain as a roadmap for future action by ILO constituents in each country.
- Developed advocacy tools to help stakeholders prioritize OSH as a national issue
- Built-up capacities in local stakeholders, establishing training of trainers structures in each country (e.g. among government staff, employers' and workers' organizations, enterprises, training institutes) so that these become capable of using tools and methodologies to improve OSH management at the workplace
- Raised awareness, through specific campaigns, on the importance of OSH among constituents and the general public in the five target countries.

Notwithstanding the above, the project had a limited impact with regards to the dissemination of its experience and results in other countries/ regions. That is, while the Project's model helped advance the institutionalisation of OSH in target countries, much is yet to be done to communicate Project results and promote the replication of the model by other countries.

Regarding Efficiency

The Project did not follow strictly its budget. The Project was based on an inadequate estimation of its overall and specific costs, particularly the initial estimation of human resources³⁷ and time-span needed to achieve its results. Because budget revision procedures were judged by the ILO as being long and cumbersome, the ILO started to add contributions from its regular budget and other sources to cover unplanned expenses. Although related with the attainment of project's objectives, these contributions cannot be included and were not included in the report of expenditures.

On the other hand, because by mid of Project life the funds available for Nicaragua were to be redistributed among the other target countries, this created the opportunity for a budget review in order to increase funds for some project activities. Would it not be for this unexpected surplus the project budget would have remained insufficient for its needs.

ILO "extra-contributions" led to a situation by which a similar amount of project resources (circa 10%) were left unspent by end of project life. This budget remnant could not be used because no "no cost" extension could be granted to the project under EU policy. This would have meant an extension of contracts of project staff to implement such activities, and such increase in staff costs was not acceptable for EU.

Likewise, the above situation led the ILO to increase the level of effort needed from Project staff, sometimes in an overwhelming way. Project staff responded positively to this difficult situation, which led to the Project's final success.

³⁷ From the ILO perspective, higher staff costs were requested, but these were not accepted by the donor. If such was the case, ILO accepted to carry on an initially underfunded project, which seemingly remained as such until the end.

Thus, regarding efficiency, while the project managed to achieve its objectives and administrative costs were maintained “officially” within the budget provisions, more resources than expected, coming from third sources, were used to cover the real costs of activities. Likewise, part of project resources were not used as initially scheduled, leading to a 9% balance of unspent funds. .

Regarding Sustainability

The sustainability of Project’s achievements seems to be varied, depending on the level of institutionalization of the bodies in charge of implementing the National OSH Programmes, the political commitment of local authorities and employers and the economic situation of governments’ finances. Greater sustainability may be obtained in countries like Ukraine and Honduras, where OSH is managed through a clear institutional framework and where Employers’ Associations have shown a greater commitment to invest their efforts in improving OSH conditions as part of the integration of their economies to world markets.

The implementation of the ILO-EU Project was a “first spark” to motivate the interest of governments, employers’ and workers’ organizations to develop a framework of action to improve conditions of OSH in their countries. The sustainability of Project achievements may be monitored by the extent to which the activities described in the National OSH Programmes are implemented and by the number of enterprises that adopt effective measures to assess, prevent and manage OSH-related risks.

7. Recommendations

Regarding Project Effectiveness

- a. **The ILO and the EU** should consider increasing the average lifetime of similar OSH projects for at least one year, up to four (4) years, in order to allow for the implementation of some pilot activities of approved National OSH programmes and dissemination of the results outside the project countries.
- b. The **ILO** should consider combining its work with its constituents’ at tripartite level with interventions that allow a more rapid and extensive trickle down of knowledge on OSH and RAM to, particularly, small and medium size enterprises. RAM courses for medium and small enterprises in high risk sectors (construction, agriculture) could be negotiated directly with private sector representative organizations.
- c. Given that global awareness on OSH-related risks and hazards is low among the general population: The **ILO**’s OSH projects should invest more in public awareness strategies, adding a focus on preventive efforts in the informal sector, which covers an important segment of emergent economies. This sector is usually not represented at tripartite level consultations and its workers are not unionized

Regarding Project Efficiency

- d. The **ILO** should improve cost management by carrying out a more realistic budget design and review. Include all project costs into one sole budget and track project-related expenses in an integrated way, independently of funding source. Provide realistic and timely information on expenditures for project related activities coming from diverse sources.
- e. The **EU** should consider the possibility of tagging a certain amount of budget (10 or 20%) for “non-labeled” activities, to be decided/ agreed with local stakeholders

during the first year of project implementation. This would provide projects with greater flexibility and responsiveness to local needs.

Regarding Project Relevance

- f. The **ILO** should work so that all UN country strategic documents contain more clear and explicit mentions to labour rights, including mentions to the right to work in a healthy and safe environment and countries obligation to prevent labour related accidents and diseases. The right to OSH should be included as part of citizens' rights and as a factor that increases the vulnerability of families and exposes them to the risk of physical disability of their members and falling into poverty.
- g. The **EU** should establish a mechanism that facilitates that its Delegations be involved on a regular basis in the follow-up of the implementation of centralized projects. The challenge for the EU is how to effectively link issues like OSH to the country agendas and into EU global agenda. For example, how to mainstream certain issues like OSH into those sectors that are a priority within some CSP (e.g. transport, road construction and other).

Regarding Project Sustainability

- h. In order to ensure a proper follow-up of country specific actions, the **ILO** should provide support to the implementation of National OSH Programmes at the five target countries within its technical assistance to the implementation of the DWCP. Key areas that would need ILO's particular support are highlighted in Table 7 (section 5.4.3).
- i. In the same perspective, ILO specialists at sub-regional and national offices should take forward the work of the Project and prioritize through their own work the key issues highlighted as strategic priorities for the continuation of the activities/ national agendas on OSH initiated by the project.
- j. The limited scope of sectors in which the project focused its efforts suggests the need to incorporate as beneficiaries of future Projects on OSH other non-traditional stakeholders in order to widen the project's reach and impact. Usually ILO constituents (government, trade unions, employers' organizations) have a very limited day-to-day reach into the informal sector, which is increasingly important in the economy of all countries and where OSH incidents are particularly common. Future **ILO** projects should benefit from implementing a complementary strategy, *parallel to* a strict tripartite approach, in order to reach these sectors and work with them in a meaningful way. Micro and small, informal entrepreneurs abound in specific zones of urban settings in different countries. Following the identification and mapping of the main zones where they are located, the ILO could promote the implementation of specific campaigns and courses, tailored to the reality of these sectors, in coordination with the associations that represent these informal, often self-employed, entrepreneurs. But much prior research is needed, in the first place, regarding the context in which these sectors develop their activities.
- k. When implementing similar projects, **the ILO and the EU** should consider developing activities on dissemination of project methodology, experiences and good practices starting the second year of the project, so as to increase the awareness raising, debate and possibilities of replication of work models in other countries and regions.
- l. Notwithstanding the short lifetime and ambitious objectives of this kind of projects, **the ILO and the EU** should consider that future Projects on OSH should have a clear phase out strategy and a handover methodology to local stakeholders.



SAFETY AND HEALTH AT WORK:

HOPES AND CHALLENGES IN DEVELOPMENT COOPERATION

The example of an EU-ILO joint project

“Improving safety and health at work through a Decent Work Agenda”

Introduction

Each and every day 1,000 people go out to work and do not return home because they die in a workplace accident - the equivalent of four plane crashes. Thousands more die of work-related diseases. All the evidence points to the fact that occupational accidents and diseases, and the economic costs they entail, play a significant role in the spread of poverty and have a negative impact on development.

However, most of the world's work-related deaths, injuries and illnesses are preventable. Co-ordinated action at the national and enterprise levels is improving workplace safety and health, as well as directly benefiting business productivity, cost-saving and competitiveness, and this can be supported through development cooperation.

Development cooperation consists in supporting the long term economic, social, political and environmental development of developing countries. Occupational safety and health (OSH) is often viewed as a small part of development cooperation, usually through the employment or social protection lens. But OSH issues deserve more attention, be it as a specific theme or mainstreamed into other areas of focus, so far as it contributes to strengthening the national development processes.

Guided by these considerations and the provisions of the Promotional Framework for Occupational Safety and Health Convention, 2006 (No.187), the European Union and the ILO's Programme on Safety and Health at Work and the Environment – SAFEWORK – carried out a joint project on “Improving safety and health at work through a Decent Work Agenda” between 2010 and 2012. The project covered three regions through five pilot countries – Honduras, Malawi, the Republic of Moldova, Ukraine, and Zambia – and has shown interesting successes towards decent, safe and healthy workplaces for all.

The project was funded under the European Union's "Investing in People", an EU thematic programme supporting actions in the area of human and social development (including employment and decent work).

The challenge today is that more transition and developing countries engage in similar initiatives so that the human and economic costs of occupational accidents and diseases do not delay their development.

Part I

1. Safety and health at work: A major concern that remains largely invisible

The human and economic burden of poor working conditions

The human toll of poor occupational safety and health conditions is considerable. The ILO estimates that 2.34 million people die around the world each year as a result of their work from occupational accidents or work-related diseases¹. This is more than 6,000 victims per day, about twice as many as in the World Trade Center tragedy – each and every day of the year.

Occupational accidents and diseases not only entail an appalling human toll, but also account for a significant economic burden on national economies and on enterprises.

The ILO estimates that about 4 per cent of the global gross domestic product disappears through absences from work and sickness, disability and survivors' benefits². A country with higher than average casualty rates will lose an even greater part of its national wealth – it has been estimated that this figure can reach 10 per cent for some countries. The costs are borne by workers and their families, government, and employers.

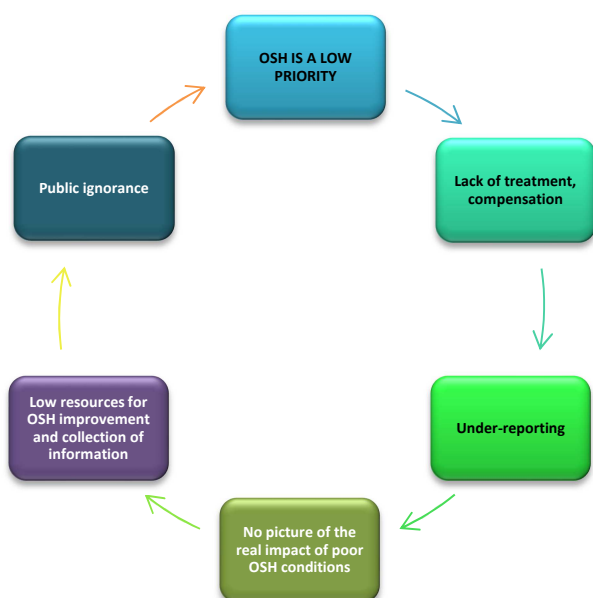
The costs to enterprises of work-related accidents and ill health are often underestimated. This is mainly because some costs may be difficult to quantify, or they go unrecognized. The direct costs to the enterprise include payments made by firms to workers who have suffered an injury or disease or to medical providers to defray treatment costs, or increased insurance contributions. But the company also has to bear indirect costs, those not covered by employment injury insurance schemes, such as primarily lost, delayed or degraded production. These indirect costs can be very significant and, although some are very hard to quantify, such as loss of reputation as a result of a poor safety record, they are certainly very real. Literature on the subject shows that there is a more or less permanent relationship between the direct and indirect costs; the ratio varies according to authors but the most commonly used is 1 to 4³.

A cycle of neglect

Occupational accidents and diseases cause dreadful human pain and suffering, as well as of important economic losses. Yet **awareness of the problem is still too low**. A few dramatic cases receive public attention, such as the Bhopal or Chernobyl accidents, or the more recent Pakistan factory fire. Following the Bhopal accident in 1984, a total of over 20,000 people have died as a result of their injuries and illnesses and the accident has so far cost the owners about US\$500 million in compensation⁴. The accident in the Chernobyl nuclear power plant in 1986 directly caused the death of 30 operators and firemen and in the longer term, considerable environmental and health effects. The fire that ravaged a Pakistani textile factory in September 2012 killed almost 300 workers.

But the everyday reality of the majority who die, fall ill or are injured from work-related causes, goes largely unnoticed. This is probably because accidents and diseases are dispersed and most of the time socially invisible. Victims often work in small or medium sized enterprises, and suffer injuries or ill health through, for example, falling from height, being struck by workplace transport, in contact with dangerous parts of machinery, or exposed to substances hazardous to health. Thus workers die or are injured one at a time, in small towns, hardly noticed by anyone except family and friends.

In addition, in developing countries, there is often little incentive to report accidents or diseases. With poor access to treatment, often no access to workers' compensation, why bother reporting an accident, even less a work-related illness? Many occupational deaths and injuries therefore go **unreported**. And, of course, the countries with the highest accident and illness figures are unlikely to be those with the best-developed labour inspection and reporting structures. Even where data do exist, they may be difficult to analyse because they are compiled in different ways. Reliable statistics are therefore difficult to establish.



And so the **cycle of neglect** grows – from low priority through to under-reporting and a consequent lack of commitment of resources to infrastructure and gathering real information, which in turn results in public ignorance on the actual numbers and costs of occupational accidents and diseases – until we reach full circle to reconfirm the low priority given to occupational safety and health (OSH)!

2. Investing in occupational safety and health through development cooperation

Occupational accidents and illnesses cannot be seen as an inevitable price to be paid in the course of a country's development. Rather, creating a safe and healthy working environment will help prevent exclusion and poverty, human suffering and economic costs to governments, society, employers, as well as to victims. Integrating OSH issues in the policy agenda will therefore serve various major objectives in development cooperation. Moreover, discussions on the post-2015 agenda have identified decent work – hence, including decent working conditions – as a priority for the new international development framework. Hereunder are some examples of

the links that can be made between OSH and other priority areas in development cooperation.

Fighting poverty

Poverty reduction ranks high on the UN Development Agenda. It is a major priority for many donors as well as for developing countries. The promotion of occupational safety and health should be part of the strategies towards poverty reduction. First of all because, as explained later, the high economic cost of poor working conditions may weigh on the GDP of many countries and thus hold back their development.

Secondly, the lack of OSH control measures and poor working conditions increase the number of occupational accidents and work-related illnesses, each one of which can lead to temporary or permanent incapacity to work, which in turn can lead to reliance on disability benefits – if they exist – and eventual exclusion from the labour market. It can only be seen as a veritable spiral of downward mobility and even death.

Promoting the creation of a safe and healthy working environment as part of development cooperation aimed at poverty reduction will help prevent exclusion and will maintain employability and contribute to a more productive society.

Promoting health

Several health-related Millennium Development Goals have moved health to the centre of development theory and policy. There is little doubt that combating preventable diseases is a major task in pursuing development. There is also little doubt that the shocks generated by sudden health impairments play a significant role in the spread of poverty. The result has been increased attention and funding, especially to the “headline” diseases of tuberculosis, HIV/AIDS and malaria.

While not disputing the urgency of addressing these threats to health and social progress, it is important to note that work-related morbidity and mortality are likely to account for twice the burden of each of these diseases, and possibly as much as all three taken together. **The paradox is that, in an era in which the health dimension of development has gained prominence, one of the chief preventable causes of ill-health – poor working conditions – remains largely invisible and consequently under-funded.**

Preventing the spread of HIV/AIDS

Occupational risks can expose some workers to HIV, such as health care workers, emergency personnel and even first-aiders on the shop floor⁵. Other workers can also be exposed to HIV because of the nature of their work and its impact on personal life – those in the tourism sector, transport, mining, for example. These sectors often mean isolation from families or the opportunity for casual sex. In this case, HIV/AIDS can be thought of as an occupational risk and approached in the same way as any other occupational hazard such as noise or dust.

Good OSH conditions also imply adapting the workplace to the capabilities of all workers, including those living with HIV/AIDS, allowing them to remain at work and be productive. Likewise, building on efforts to increase safety of the workplace and

the health of the workforce, wellness and education programmes can be an entry point for education on HIV/AIDS prevention.

Successfully resolving HIV/AIDS issues involves the same principles and skills developed to respond to any other safety and health issue, and in this respect, OSH personnel and committees have a role to play.

Fighting discrimination and promoting gender equality

It is often said that men die at work, whereas women get ill. While it may be true that, in a highly segregated labour market, men are more at risk of occupational accidents, the occupational risks that women are exposed to should not be overlooked⁶. The perception that women's work is "safe" has serious repercussions for prevention in women-dominated sectors such as health, public administration, education, agriculture and light manufacturing, such as textiles, etc. It has also led to a lack of gender perspective in areas such as OSH research or OSH standard-setting, and even in the recognition and compensation of occupational injuries that affect women.

The gender specific patterns of OSH problems cannot be seen in isolation from sector and task segregation, but also from other social concerns such as psychological stress from violations of dignity, precarious employment, discrimination or additional hours linked to family responsibilities.

Poor contracts and low status jobs, which imply, most of the time, limited training and limited involvement in decision making, are factors that also impact other vulnerable groups, within and beyond the sphere of safety and health. A young person, for example, is much more likely to become an occupational accident statistic than is an older, more experienced worker. According to ESAW (European Statistics on Accidents at Work), the incidence rate of non-fatal accidents at work per 100,000 workers is more than 40 per cent higher for workers aged 18-24 as compared to the total workforce⁷.

Therefore highlighting and tackling the gender dimension in OSH will benefit gender equality and the fight against discrimination in general.

Increasing business performance

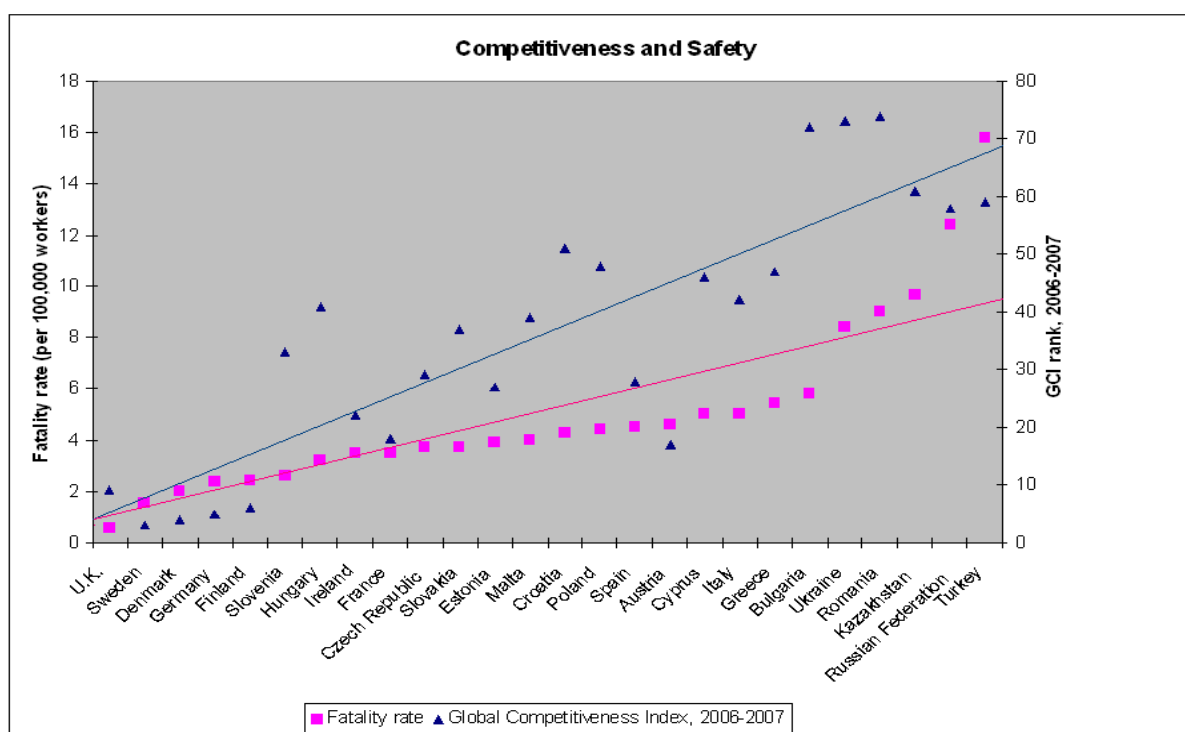
Good safety and health is good business. Enterprises that actively seek good working conditions for their workers observe that this is good for labour relations, for worker motivation and morale, and can result in higher productivity, with a reduction in sickness absence and retention of skilled workers. They can also promote themselves as socially responsible and meet the expectations of customers or larger enterprises worldwide.

In addition, for micro, small and large enterprises alike, the economic benefits linked to putting in place good OSH management systems outweigh the costs involved. Evidence shows that the cost of accidents is much higher than the cost of the measures which would have prevented them. Recent regional research in Europe concludes that the average cost for a minor accident is 16 times higher than the cost of the related preventive measures and that, for serious, very serious or fatal accidents, this proportion is 48 times higher⁸.

OSH investments do not have to be large or costly – and they can result in higher productivity. The ILO has decades of experience with its WISE, WIND, and WISCON⁹ methodologies which aim to link higher productivity with a better place of work. They are aimed at small enterprises and can complement other programmes designed to develop and support small and medium enterprises.

Increasing national competitiveness

National competitiveness benefits from good OSH management. Data from the World Economic Forum and the Lausanne International Institute for Management Development (IMD), coupled with data from the ILO, indicate that there is a strong correlation between national competitiveness and the national incidence rates of occupational accidents. As the graph below shows, increases in the fatality rates (pink squares) follow poorer ranking of the country (blue triangles) on the Global competitiveness index (GCI).



Working towards sustainable development

Sustainable development implies that workers are protected and remain employable. And for this, OSH cannot remain merely in the realms of the technical. It has to be taken on board at the highest political level, which means within social and economic development strategies. Economic conditions impact on workplace accidents and diseases and these have an impact on the economic prospects of workers, enterprises and society as a whole. They can't be treated separately by different institutions and policies.

If the aim of any country is sustainable economic development then countries will have to factor in the high cost of occupational accidents and diseases in the quest for higher productivity as well as economic and social renewal. Development cooperation, in whatever priority area, also has to take it into account.

Part II

Improving safety and health at work through a Decent Work Agenda – Highlights on a joint EU-ILO project

The project “Improving safety and health at work through a Decent Work agenda” was developed to better address occupational safety and health as a vital component of decent work. It was implemented between 2010 and 2012 across three regions, targeting five pilot countries: The Republic of Moldova and Ukraine in Eastern Europe, Honduras in Central America and Malawi and Zambia in Southern Africa.

The target countries were selected by the ILO and the EU on the basis of their national commitment to improve safety and health at work, as witnessed by the formal agreements between governments, employers’ and workers’ organizations in the Decent Work Country Programmes.

The project was implemented in close collaboration between the ILO and the European Commission’s DG DEVCO in Brussels, as well as with the Delegations of the European Union in the target countries of the project.

In these target countries, as in many countries around the world, safety and health at work are a major concern. The project aimed to incorporate occupational safety and health (OSH) at the highest level in national political agendas. The project’s strategy was to promote a systematic approach to OSH, guided by the provisions of the ILO Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187).

Convention No.187 aims at promoting a preventive safety and health culture and progressively achieving a safe and healthy working environment. It requires developing, in consultation with the most representative organizations of employers and workers, a national profile, policy, programme, and system on occupational safety and health.

- National profiles are situational and needs analyses on OSH in a country. They provide a snapshot of the situation, and constitute the baseline on which to measure progress.
- National programmes are tripartite agreements on the priorities that have to be addressed. They include time-bound measures to improve occupational safety and health, enabling a measurement of progress.
- National systems provide the infrastructure for implementing a national policy and programme on OSH, such as laws and regulations, authorities or bodies, compliance mechanisms including systems of inspection, and arrangements at the level of the undertaking.

Important results were achieved in the target countries, which have laid the groundwork to reach the development goal of the project, i.e. a reduction in the number of occupational accidents and work related diseases.

As part of the results achieved in the five target countries in cooperation with the national tripartite constituents:

- A national dialogue process on OSH is established and functioning in the five countries.
Tripartite national bodies responsible for the coordination of OSH issues were set up, reinforced or promoted in the target countries, in relation to the steering committee of the project. Their members include employers' and workers' organizations, ministries (including Labour, Social Security, Health, Mines, Budget, Agriculture, etc.) and other stakeholders such as academicians, have gained a common knowledge on OSH through the many training sessions in which they participated. They have agreed on a situational needs analysis on OSH in the countries via the national profiles on OSH that were developed in a tripartite manner and adopted. They have learnt to work together through project activities, such as designing and supervising awareness raising campaigns, often in relation to the ILO World Day for Safety and Health at Work.
- National programmes on occupational safety and health were developed in a tripartite manner. They were officially launched in Malawi, Honduras and in Ukraine, with good visibility thanks to the communication by high level decision-makers. In Moldova, it was endorsed by tripartite partners and is currently examined by the Cabinet of Ministers before it can be passed as law, while Zambia is now developing its own programme.
- Members of the steering committees and/or national coordinating bodies on OSH as well as higher level decision makers, including Parliamentarians, the Ministers in charge of Labour and Health, Vice-Presidents in some countries, are now highly motivated to keep working towards the implementation of the national programmes on OSH (or their draft versions) and increasing the priority given to OSH issues. They have started mobilizing the necessary resources, funds and personnel, as well as establishing working groups on priority topics. For instance, a result of the project, both OSH departments in the Ministries of Labour in Zambia and Malawi saw their budget increase, as well as the staff and number of vehicles in the case of Zambia. In Moldova, a new unit dedicated to OSH was created and staffed.
- In the five target countries, several institutions (training institutes, OSH inspectorate, Trade Unions, Associations of employers) have integrated risk assessment and management in their regular work and curricula and have started to deliver their own courses on risk assessment and management, ensuring sustainable dissemination of methodologies to improve risk assessment and OSH management at the workplace. It is interesting to note that labour and OSH inspection services also received training to ensure efficient and effective OSH inspections could be undertaken. Included within their role now, they also provide advisory and support services to enterprises with regard to risk assessment and OSH management.

The project also resulted in the development of:

- Global advocacy and awareness raising papers: “Estimating the economic costs of occupational injuries and illnesses” and “Improvement of national reporting, data collection and analysis of occupational accidents and diseases.”
- A global video raising awareness on work-related accidents and diseases and demonstrating ways of preventing them, making use of the project activities as concrete examples of how the ILO can support countries at the national and enterprise levels.

The challenge today is that national stakeholders in the target countries pursue their joint efforts to ensure that safety and health programmes are implemented and reach the concerned beneficiaries. It is also important that more transition and developing countries engage in similar initiatives so that the toll of occupational accidents and diseases does not impede their development process.

HIGHLIGHTS

1. Development of national profiles and national programmes on occupational safety and health

In order to provide an accurate and comprehensive picture of the occupational safety and health situation in the target countries, national profiles on OSH were developed, in consultation with government, employers’ and workers’ organizations. The objectives and methodology were first presented in a tripartite workshop in each country, in order to ensure collaboration of all actors in the data collection process. The draft national profile was then circulated, discussed and endorsed during tripartite workshops. This process fostered the commitment of all stakeholders and allowed for consensus to be built on the strengths and weaknesses of the national OSH system and on the national priorities for action.

The information collected in the profile served to inform the national programme on OSH. The development of these programmes also involved a tripartite consultative process. Key stakeholders were first trained to make sure that they gained a clear and common understanding of the major concepts in occupational safety and health and of the process for the design, monitoring and evaluation of a national programme on OSH. The first draft of the programme was generally developed by the ministry of labour or the institution in charge of OSH, followed by tripartite meetings to discuss and refine the draft programme. A final version was then approved by all the representatives.

The process for the official adoption and launch of the profile and programme differed from country to country, reflecting the more or less complex administrative processes to get the signatures or go-ahead from ministries. The national programme in Ukraine, for example, was passed as a law, whereas in Malawi, it was directly launched by the Vice-President once the tripartite partners had signed it.

Examples of the priority areas of Action for Malawi, which were included in the Malawi national occupational safety and health programme 2011-2016:

- Creation of a national tripartite + committee on OSH
- Review and harmonisation of OSH legislation
- Formulation of specific regulations for high risk sectors, including the informal economy
- Capacity building, including training of inspectors
- Formulation of inspection guidelines
- Mainstreaming of HIV/AIDS and occupational TB prevention at the workplace in cooperation with the OSH services
- OSH advocacy and awareness campaigns
- Scaling up OSH training in educational and vocational training institutions
- Reviewing the current system of recording and reporting of occupational injuries.

2. Reinforcement of national coordinating mechanisms on OSH

The process for the development of the national profile and programme on OSH reinforced the national coordinating body on OSH in the countries where it existed, and fostered its creation in others.

The project set up national tripartite steering committees in the five target countries. In Honduras, the steering committee was based on the existing national commission for safety and health at work (CONASATH). In the other countries, the structures were created specifically to overview the implementation of the project, drawing on other existing coordination mechanisms, such as the national labour council, as appropriate. The steering committees consisted of ILO constituents (Ministry of Labour, employers' and workers' organizations) but also of other ministries (Ministry of Health, Mines, Agriculture, Finance, etc.) as well as of training institutes, universities, associations of employers, or other relevant stakeholders.

Most of the members of the national steering committees of the project were involved in the development of the profiles and programmes as well as in the other activities of the project and therefore gained a good overview of the OSH situation in the country and better knowledge of measures to improve OSH. As a result, they were motivated and convinced that establishing a permanent coordinating body to promote OSH issues and ensure the implementation and monitoring of the programme was necessary.

In 2012 in Malawi, the members of the national steering committee of the project expressed the wish to become organized into a permanent structure for reviewing OSH issues. In Honduras, the national tripartite OSH coordinating body was reactivated. In Zambia, the project facilitated dialogue between the institutions that will prompt the appointment of the OSH Board.

3. Examples of networks of trainers on risk assessment and management

Identifying hazards and managing risks are key steps to improving safety and health at the enterprise level. In the five project countries, networks of trainers on risk assessment and management were created. First, the project trained trainers on risk assessment and management, targeting representatives of employers' and workers' organizations, occupational safety and health specialists of small, medium and large companies, labour and OSH inspectors, and trainers from various training organizations. Then some of the trained trainers facilitated, under observation, what they had learned. The methodologies taught depended on the focus of the workshop, itself reflecting the occupations of the participants, and the sector and size of the enterprises targeted. These trainings enabled the trained trainers to practice and improve their skills, as well as to increase the risk assessment capacities of the employers and shop floor workers in the selected pilot workplaces.

In Ukraine, the OSH training institute has now integrated risk assessment and management in its general curricula. A leading trade union and two major industrial companies have also elaborated on some modules in order to provide regular courses to their members.

In Moldova, several of the trained trainers who had participated in the courses organized by the project, received further advice and assistance as they developed a specific curriculum of courses on risk assessment and OSH management systems for their own organizations. These organizations, which include the OSH training institute, a trade union confederation, a large organization of the private sector and the labour inspection service, are currently piloting the courses for their members.

In Honduras, the national institute for professional training (INFOP) has led various trainings in partnership with the inspectors of the ministry of labour and the social security institute and now offers risk assessment courses for small and medium enterprises in the agricultural sector. The National Association of Industrial Producers (ANDI) has also set up a Diploma Course on the prevention of work-related risks in the two main cities of Honduras.

4. Improving inspectors' capacity for advisory and support services in Zambia

In Zambia, OSH inspectors are now delivering one day training courses on risk assessment and management to enterprises on a regular basis. This is part of their support in getting enterprises to improve their OSH practices, in addition to their usual inspection services relating to compliance verification.

The OSH inspectors participated in a five day training of trainer's course, and then organized one-day pilot courses on risk assessment and management in three enterprises (cement, steel, and manufacturing industries) in the surroundings of Lusaka.

By the end of the three on-site training sessions, a total of 43 workers from the three enterprises were trained in risk assessment and management. All participants showed great interest in the training, even if the three companies were at different levels of understanding and development in occupational safety and health.

Drawing from this experience, OSH inspectors in Zambia deliver training sessions that comprise formal lectures and practical group work to introduce the concept of risk assessment and how to rate the level of risk. Whenever possible, the participants apply the assessment methodology to identify hazards and evaluate the risks in their own workplaces. They are divided into groups to carry out a practical risk assessment exercise in one of their warehouses and establish a hierarchy of the most urgent risks to address as well as a series of measures that should be taken to eliminate the hazards or reduce the risks to acceptable levels.

A great demand for this type of training has been reported in Zambia, from all types of enterprises. In the first six months after the pilot trainings, more than 30 private enterprises had already requested the OSH department in the Ministry of Labour to run the one day course for their management and shop floor staff. In addition, more than 200 personnel from 20 private enterprises have been trained by inspectors in modern risk assessment and management techniques in Zambia based on this method.

5. Nation-wide awareness raising campaign in Honduras

An awareness raising campaign in Honduras was designed with the participation of all the institutions that are members of the national tripartite coordinating body on OSH (CONASATH), including the employers' organization, trade unions, ministry of Labour, social security institute, universities, etc.

The campaign aimed at sensitizing and educating the public on occupational risks and their consequences on the health and life of workers. On the basis of national statistics on occupational accidents and diseases, the CONASATH chose five high risk economic sectors as targets for the campaign: agriculture, construction, manufacture, diving, and commercial services. For each of these sectors, communication material was created, including TV and radio slots, and press and street advertising.

Members of the CONASATH worked together to agree upon the main messages to be conveyed and how to harmonize the terminology to reach out to the vast majority of the population.

In order to make the campaign more lively, cartoon characters were designed to symbolize the Honduran worker. The hero, Chico, abbreviation of the very popular name Francisco, is easy to relate to. He shows his two friends Juancho and María how to do things right to prevent accidents and diseases. These characters were inspired by the wordless NAPO films created by EU-OSHA, but were largely adapted to the national context, and to the needs and expectations of the local stakeholders in Honduras. They

now feature on all the products developed by the CONASATH, including the national profile, national programme, and information brochures, in addition to other advertising material.

As a consequence, OSH in Honduras now has a face, Chico, and the products of the coordinating body on OSH have a clearly recognizable design. They are widely publicized throughout the whole country.

6. World Day for Safety and Health at work in Ukraine

The World Day for Safety and Health at Work, celebrated every 28th of April, is a platform for thematic OSH campaigns around the world. It is also an opportunity to convey the OSH message through important events and to disseminate promotional material.

In 2012 in Ukraine, the tripartite ILO constituents organized various events, including a campaign on “Labour Protection through the eyes of children”. This campaign was conducted by the State Service on Mining Supervision and Industrial Safety of Ukraine and all the social partners, with the support of the Cabinet of Ministers of Ukraine, in order to raise awareness on prevailing OSH problems in Ukraine.

A competition was launched for the best drawing done by children on the theme of occupational safety and health. The members of the jury - representatives of the State Service on Mining Supervision and Industrial Safety of Ukraine, the Federation of the Trade Unions of Ukraine, the Federation of Employers of Ukraine, the State Social Insurance Fund against Occupational Injuries and Occupational Diseases, other relevant ministries and institutions and the national project coordinator - identified the winners according to three different age groups. An official ceremony announcing the winners was organized to award the prizes.

Among the more than 25,000 pictures received, the best ones were used for awareness raising materials such as posters, calendars, etc., and distributed among social partners and enterprises.

7. Sensitizing high level decision makers: Parliamentarians

In Ukraine, Zambia and Malawi, the project organized meetings with members of Parliament to encourage them to include occupational safety and health on the national and political agendas and in national development plans, with the aim to securing further resources for OSH.

In Malawi, the workshop’s participants were drawn from two Parliamentary Committees and senior officials from the Ministry of Labour. The questions raised by the parliamentarians demonstrated their interest and enthusiasm for OSH issues. As a consequence, they advocated for enhanced institutional capacity and increased resource allocation to OSH institutions. A second and similar meeting was then

organized on the request of and by Malawi authorities to inform a third Parliamentary committee.

8. Improving national systems for the reporting and notification of occupational accidents and diseases

Around the world, and in particular in developing and transition countries, figures and statistics on occupational accidents and diseases tend not to reflect the actual situation in this respect. This is due to the wide-spread under-reporting of occupational accidents and diseases as well as to the diverse and often inconsistent means of recording and notifying occupational accidents and diseases at the national level.

In Malawi, Moldova, Zambia and Ukraine the project conducted national studies to analyse the existing national systems for reporting and notification of occupational accidents and diseases and make recommendations on their improvement. These studies were then discussed and adopted by national tripartite constituents. In the case of Moldova, the main recommendations of the study were immediately included in the draft national OSH programme for 2012-2016.

Consequently, these countries are now working on implementing a coherent national system that is in harmony with international standards and practice for the collection, recording and notification of data concerning occupational accidents and diseases. This is key to planning effective global, national and enterprise level preventive programmes and in understanding trends and emerging challenges in the area of occupational safety and health.

9. Raising awareness on the costs of poor OSH conditions at national and enterprise levels

In all target countries of the project, several workshops were organized to work on the methodologies to calculate the real costs of accidents and diseases for an enterprise. These workshops gathered many representatives of medium to large scale enterprises as well as employers and government representatives. Seminars on costs of poor OSH conditions were also organized to reach government officials and the members of the project steering committee or national coordinating body on OSH. When targeting government officials, the meetings not only concentrated on the economic costs of poor OSH management at national level, but also explained the various methods to calculate the costs at enterprise level and how to proceed to a cost-benefit analysis. Both types of meetings were very much welcomed by all participants and considered as eye openers on the benefit that enterprises and governments can reap from investing in prevention of occupational accidents and diseases.

As a consequence, in Malawi, the tripartite partners decided that a brochure on how to calculate the costs of occupational accidents, based on real, but anonymous, figures for a Malawian enterprise, would be produced and disseminated among enterprises, organizations of employers and the chamber of commerce. In the Ministry of Labour, the OSH director declared that he was considering sending an informative note to any enterprise in which an accident had been investigated in order to highlight the costs of the particular accident to the enterprise.

10. Ratification of OSH conventions

MOLDOVA ratified ILO Convention No.187 in February 2010. As a follow up to the project, the Moldovan authorities have expressed their wish to ratify the Occupational Health Services Convention, 1985 (No. 161). They have requested the ILO's technical assistance for a feasibility study on the ratification of this Convention and on reforming employment injury benefits.

UKRAINE ratified three OSH Conventions in the course of the project: the Occupational Safety and Health Convention, 1981 (No. 155), the Prevention of Major Industrial Accidents Convention, 1993 (No. 174), and the Safety and Health in Mines Convention, 1995 (No. 176). The future ratification of ILO Convention No. 187 has also been agreed among ILO constituents, and was included in the Resolution of the Parliamentary Hearings in 2011, as well as in the General Agreement on regulation of the main principles and norms in social and economic policy and labour relations in Ukraine (2011).

During the awareness seminar that was held for Members of Parliament (MPs) in MALAWI in February 2012, the Government committed to the ratification of the major ILO Conventions on OSH, including Convention No. 187 and was strongly supported by the 33 MPs in attendance. The MPs further expressed their willingness to support a budget increment to the Ministry of Labour for purposes of enhancing OSH. Today all the partners of the project are highly motivated to develop an OSH policy in order to prepare for the ratification of ILO Convention No 187 and are seeking technical assistance and funding in this perspective.

In March 2011 in ZAMBIA, during the official opening of the training workshop on the development of a national OSH programme, the Deputy Minister of Labour and Social Security committed the Government to the ratification of Convention No. 187. The approach taken by the Government with regards to the ratification process is to put in place the key requirements of the Convention prior to ratification. To this extent consultative processes regarding the formulation of a national OSH policy have begun under the leadership of the national project coordinator.

HONDURAS has not yet ratified ILO Conventions No.155 and No.187 but the project has put in place the basic requirements that would allow for ratification, and the issue is now on the agenda of the national coordinating body on OSH, the CONASATH.

¹ILO, 2011. *XIX World Congress on Safety and Health at Work - ILO Introductory Report: Global Trends and Challenges on Occupational Safety and Health*.

² ILO, 2003. *Safety in Numbers: Pointers for global safety culture at work*.

³ In the 1950s, H. W. Heinrich established that the statistical relationship between direct and indirect cost was approximately 1:4, even though this was subject to considerable variation. Many insurance companies adopted this ratio as a general rule to estimate costs. But the literature on direct and indirect costs does not present a uniformly accepted computation method.

⁴ Bhopal Information Center – www.bhopal.com

⁵ ILO, 2005. *Joint ILO/WHO guidelines on health services and HIV/AIDS*.

⁶ ILO campaign “Gender Equality at the Heart of Decent Work”, 2009. Factsheet: *Providing safe and healthy workplaces for both women and men*.

⁷ European Agency for Safety and Health at Work, 2007. *OSH in figures: Young workers - Facts and figures*.

⁸ *Estudio del coste económico de los accidentes de trabajo registrados en la Comunidad Autónoma de La Rioja*, Instituto Riojano de Salud Laboral (IRSAL, 2008), cited in The foundation for the prevention for occupational risks, 2012. *Estudio sobre los costes de la no prevención. Informe de fuentes secundarias*.

⁹ WISE stands for Work Improvements in Small Enterprises, WIND stands for Work Improvements through Neighbourhood Development, and WISCON for Work Improvements in Small Construction sites. These are participatory methodologies which link improvements in working conditions to gains in productivity. WISE is aimed at SMEs, while WIND is aimed at development in the agricultural community and WISCON is aimed specifically at the construction sector.