



Evaluation Unit (EVAL)

Effective Implementation of National OSH Programme for Improving Safety and Health at the Workplace in Viet Nam

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RAS/09/02M/JPN, RAS/09/05M/JPN)

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Evaluator(s): Peter Bille Larsen

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ILO Regional Office for Asia and the Pacific

Independent Final Evaluation

of

Effective Implementation of National OSH Programme for Improving
Safety and Health at the Workplace in Viet Nam

RAS/08/07M/JPN, RAS/08/11M/JPN, RAS/09/02M/JPN
RAS/09/05M/JPN

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Donor: Government of Japan
Ministry of Health, Labour and Welfare, Japan

Project budget: 891,156 USD (297,052 USD per year)
National Contribution: 89,000 USD (in kind)

Project duration: 3 years (September 2008 – December 2011)

Evaluator: Peter Bille Larsen
Evaluation Manager: Ms. Sutida Srinopnikom

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Dedicated to the 17 victims of the fire at a shoe factory in Hải Phòng, 29.7.2011

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List of Abbreviations

BOHS Basic Occupational Health Services
BSPS Business Sector Programme Support
BSW Bureau for Safe Work (MOLISA)
DWCP Decent Work Country Programme
DOLISAs Departments of Labour, Invalids and Social Affairs
DWT Decent Work Team
JILAF Japan International Labour Foundation
FEP Fire and Explosion Prevention
FPC Fire Prevention and Control
FEPC Fire and Explosion Prevention and Control
ILO International Labour Organization
ILO CO ILO Country Office
ILO/IFC International Labour Organization and the International Finance Corporation.
MARD Ministry of Agriculture & Rural Development
MOET Ministry of Education and Training
MOH Ministry of Health
MOIT Ministry of Industry and Trade
MOLISA Ministry of Labour, Invalids and Social Affairs
LPG Liquefied petroleum gas
OSH Occupational safety and health
PPC Provincial Peoples Committee
SIYB Start and Improve Your Own Business
VCCI Vietnam Chamber of Commerce and Industry
VGCL Vietnam General Confederation of Labour
VND Vietnamese Dong
VOSHA Vietnam Occupational Safety and Health Technical Science Association
WHO World Health Organization

1. Executive Summary

Quick Facts

Countries: *Viet Nam*

Mode of Evaluation: *independent final evaluation*

Technical Area: *Occupational Safety and Health*

Evaluation Management: *responsible Region or Technical Sector in HQ*

Evaluation Team: *Peter Bille Larsen*

Project Start: *September 2008*

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Donor: *Japan (891,156 US\$)*

Key Words: Occupational Safety and Health, Capacity building, Participatory methodologies, Policy

Background & Context

Summary of the project purpose, logic and structure

The project aims to strengthen occupational safety and health (OSH) systems in Vietnam by supporting the First National Programme on Labour Protection and Occupational Safety and Occupational Health. It includes specific objectives to strengthen support systems in the areas of small and medium-sized enterprises (SMEs), the informal economy, rural workplaces as well as large enterprises and multinationals. Its intervention logic involves a dual approach of supporting national policy and programme efforts along with participatory bottom activities to stimulate voluntary OSH improvements at the enterprise and household level. The project strategy is country-driven coordinated through the Ministry of Labour, Invalids and Social Affairs (MOLISA). Policy processes are closely linked to ILO standards and regional processes notably in the ASEAN context. The participatory approach involved supporting enterprises to identify and design their own OSH improvements. Such action has concentrated in four provinces (Thai Nguyen, Thua Thien Hue, Thanh Hoa and Dong Nai¹). The 3-year project is funded through the Development Cooperation Programme between ILO and MHLW – Japan implemented between February 2009 and December 2011 (actual start-up June 2009). The project budget totals 891,156 USD managed by the ILO/ Japan Multi-bilateral Programme and the ILO Office in Viet Nam with technical support from the OSH specialist in the Bangkok Decent Work Team. The main implementing agency is the Ministry of Labour, Invalids and Social Affairs (MOLISA) along with cooperation with other ministries, tri-partite constituents and mass organizations.

¹ Another 5 areas were added in the final phase of the project; Hai Duong, Bac Ninh, Hai Phong, Ninh Binh and Hanoi.

Present situation of project

Upon a slight delay in the initial stages², project implementation has run smoothly from June, 2009 till now. By July 28, 2011, the project had spent 637,550 USD, leaving a balance of 253,606 USD. A considerable proportion of these funds are committed to planned activities in the remaining project period. A no-cost extension of 6 months could be considered to allow the project a full 3-year implementation period.

Purpose, scope and clients of the evaluation

While technically a final independent evaluation, it was undertaken prior to actual project finalization. Primary use involved both taking stock of project implementation as well as gaining lessons for future project design. Initial aims were to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Programme in Viet Nam. The main purpose was to assess whether the project had achieved its immediate objectives, emerging impacts and the sustainability of project interventions both in terms of benefits and partner capacity.

Methodology of evaluation

The evaluation involved a desk review of relevant materials in preparation for the field mission to Viet Nam. On-site methods used included document reviews, focus group discussions, site-visits and in-depth interviews. Due to time constraints, field visits were only undertaken in two pilot provinces (Thanh Hoa and Dong Nai) involving enterprise visits, focus group discussions and interviews with target group representatives and beneficiaries. Beyond initial project documentation provided, provincial authorities also provided statistics and separate project implementation reports in Vietnamese. In both provinces, selected interviews were undertaken with beneficiaries. Given the tight time schedule and status of the project, quantitative methods were not employed. Instead, efforts were made to broaden stakeholder groups reached and interviewed by the evaluator (see relevant appendices). The project period from February 2009 to July 2011 was covered by the evaluation. The evaluation norms, standards, and ethical safeguards have been followed.

Main Findings & Conclusions

The project responds to a growing development challenge covering core economic sectors with emerging OSH challenges, while responding closely to the Decent Work Country Programme (DWCP). It has supported critical policy level advances building on long-term relationships of trust and cooperation. The project has also piloted hands-on advances and OSH improvements at the enterprise and household level, while generating a new space for future activities to scale-up support OSH systems to SMEs, the informal and rural sectors.

Key finding 1: The project was overall considered successful in supporting both national and provincial level processes to catalyze OSH improvements along with national policy and programme development

² This was justified as a result of “necessary administrative procedures” in order to set-up the project office.

Evaluation criteria	Main findings
Relevance and strategic fit	<p>Key finding 2: The project largely responds to national needs and areas with major OSH challenges, although national data yet reflect regional trends, gender and sector specific challenges allowing for more tailored project design.</p> <p>Key finding 3: The project strategically promotes interministerial coordination, yet lacks an explicit analysis of OSH system gaps at national and provincial levels to enhance coordination</p>
Validity of design	<p>Key finding 4: The intervention logic combining national level support processes with enterprise level change was considered highly effective, although linkages between the two levels were not always explicit nor fully reflective of potential reach</p> <p>Key finding 5: Somewhat overambitious objective formulations and lack of outcome indicators rendered delivery challenging, even if overall strategic direction was relevant</p> <p>Key finding 6: The very inclusive scope of the project has allowed the project to initiate activities in the main areas of OSH needs at a macro-level, yet also displays diverging definitions and needs to better identify vulnerability</p>
Project progress and effectiveness	<p>Key finding 7: Project support to national level processes has successfully, and with limited resources, combined policy development linked to ILO standards, DWCP programme implementation and programme design as Viet Nam now embarks on the 2nd National OSH programme</p> <p>Key finding 8: The project has successfully supported the introduction of systematic planning approaches for national OSH processes, in turn revealing the need for a more systematic assessment of vulnerability including the informal sector and hazardous child labour</p> <p>Key finding 9: The project overall implemented SME-related activities effectively, yet also displayed the magnitude and comprehensive nature of building effective support systems for SMEs</p> <p>Key finding 10: Participatory pilot activities in the informal and rural economies have effectively revealed the scale of challenges at stake rendering clear the need for a comprehensive systems approach to OSH concerns</p> <p>Key finding 11: Planned outputs in relation to large enterprises and multinationals were partially reached, in particular seeking to catalyze debate on emerging lifestyle issues.</p>
Adequacy and efficiency of resource	<p>Key finding 12: The project was taken as a whole implemented in a cost-effective manner notably securing significant resource contributions from participating enterprises, yet needs the full 3 year period in order to “catch</p>

use	up” with spending delays
Effectiveness of management arrangements	<p>Key finding 13: MOLISA expressed interest in reworking current management arrangement allowing for more direct engagement as an executive agency</p> <p>Key finding 14: Strengthened coordination between MoH/WHO and MOLISA/ILO was widely appreciated, yet needed to be reinforced in terms of joint planning and implementation modalities. Coordination with other bilateral and multilateral agencies was also considered relatively weak.</p> <p>Key finding 15: Current project activities with tri-partite constituents, other ministries and mass organizations have been relatively limited, yet indicate a significant potential for scaling-up</p>
Impact orientation and sustainability	<p>Key finding 16: National policy and programme level support have demonstrated high impacts in terms of strengthened OSH standards, methodologies and planning approaches</p> <p>Key finding 17: The project has generated localized enterprise-level impacts as well as cross-fertilization of other international and national programmes, yet securing sustained sector or systems-wide impact remains a challenge</p> <p>Key finding 18: Project approaches championed among SMEs, the informal and rural economies need to be translated into practical OSH systems to ensure sustainable impacts</p>
Cross-cutting issues	Key finding 19: The project offers good opportunities to strengthen the integration of core labour standards, tri-partism and gender equity at both policy and pilot levels

The project has made major advances at the national policy level facilitating policy and programme dialogue built up around ILO standards and tools. A 2nd national OSH programme has now been approved with considerable public funding. The quantity and quality of the outputs were overall deemed successful by partners revealing the tight collaboration between the ILO and Vietnamese authorities. Important pilot experiences have been developed, notably in the field of SMEs and to some extent with farmers and household businesses. Such pilot experiences need now to be scaled-up and complemented to address the wider objective of building support systems.

Recommendations & Lessons Learned

Main recommendations

Recommendation 1: ILO and MOLISA are recommended to maintain the dual intervention logic in the future phase of the project, and make more explicit the linkage between policy/national programme level activities and provincial level pilot activities

Recommendation 2: ILO and MOLISA should in the next phase of the project maintain key priorities, refocus the design of immediate objectives by narrowing down the areas addressed,

and aligning a clearly identified set of outcome indicators more closely to national programme targets.

Recommendation 3: The project should in the next phase facilitate a national process to clarify key definitions (such as the informal economy) as well as facilitate a policy dialogue on OSH and vulnerability

Recommendation 4: It is recommended that the project in current or future activities supports an independent baseline assessment of vulnerability and OSH issues (including the identification of OSH priority sectors and groups) as a strategic planning tool for the national OSH programme and international support.

Recommendation 5: The project is in the short term recommended to undertake a comprehensive diagnosis of current needs, enterprise level impacts in pilot sites and next steps required to construct practical OSH support systems for SMEs

Recommendation 6: It is recommended that the project in its next phase facilitates consensus building on definitions (notably of the informal economy) and secondly facilitates a comprehensive OSH diagnosis of the informal and rural sectors currently underrepresented in the national profile

Recommendation 7: The project is recommended to reconsider the importance of addressing larger enterprises and multinationals in the next phase. In the short-term, the exploration of a joint OSH activity with the “better work” project could be considered along with a policy process to address emerging lifestyle issues in order to complete the component

Recommendation 8: It is recommended that a no-cost project extension of 6 months is given allowing the project to have the full three-year period allocated for project implementation. Additional dedicated technical project staff could also be considered given the considerable scope of the project and the additional work burden entailed by the project (notably having no staff at the provincial level).

Recommendation 9: The question of governance and management arrangements is recommended as a specific topic of a tri-partite discussion between the ILO and Vietnamese authorities in the design of follow-up activities

Recommendation 10: It is recommended that the donor requests a formalized joint project design process prior to the finalization of respective MOLISA and MOH follow-up phases in order to make full use of both provincial and national level synergy opportunities. Further synergy opportunities should also be explored more systematically with on-going bilateral and multilateral agencies providing support on OSH issues before completing the design of the next phase.

Recommendation 11: It is recommended that the project prior to project finalization explores with social partners how to involve them more directly as implementing agencies on OSH in order to scale-up outreach efforts and make use of mainstreaming opportunities

Recommendation 12: It is recommended that the project together with provincial partners prior to finalization clearly establish exit strategies and identifies next steps for building protection systems at both national and provincial levels for the identified target sectors of the

project. A systematic impact assessment of selected project activities could form part of these activities.

Recommendation 13: The project partners are recommended to elaborate an internal strategy proposal for strengthening the mainstreaming of labour standards, tripartism and gender concerns in future activities

Lessons Learned

1. The major lesson is that innovative approaches, country-ownership and international support to OSH offer critical transformative potential to rapidly evolving economies
2. Linking policy and programme support to ILO standards and instruments was considered very useful by national stakeholders seeking to learn from international experience and build nationally robust OSH mechanisms
3. Pilot projects offer concrete hands-on experiences for local authorities and social partners to address and get acquainted with the needs of new target groups and working areas
4. Contrary to common-sense ideas that OSH issues are not prioritized by SMEs, informal workers and farmers, pilot activities revealed the significant potential for voluntary action
5. Pilot projects also revealed the importance of careful follow-up strategies in the application of participatory OSH approaches and the need for the government's regular support measures to build such follow-up systems responding to the magnitude of the challenge.
6. The generation of protective systems for “new” OSH target groups are not automatic spin-offs from pilot activities, but will require targeted design of institutions and services to take-off
7. The sheer magnitude of SMEs, the informal and rural sectors combined by far include the majority of the Vietnamese working population generating the need for a macro-vision and strategic grasp to effectively respond to OSH needs
8. Promoting interministerial coordination stimulated new forms of engagement and joint action between the Ministry of Labour, Invalids and Social Affairs and the Ministry of Health, yet was also recognized as “work in progress”. Scaling up this coordination will require joint project design and detailed coordination requirements.
9. Generating a national OSH culture in a highly evolving socio-economic landscape, is an on-going process, where some level of flexibility within projects is a critical success ingredient
10. Promoting core labour standards in OSH activities and vice-versa is not an automatic process, but can effectively benefit from the coordination efforts promoted by the country office
11. The project revealed the different comparative advantages and the significant potential for social mobilization of social partners and other stakeholders in terms of scaling-up and mainstreaming OSH issues in their respective agendas.
12. Tri-partite social dialogue and collaborative action in the OSH field are not pre-given processes, but require an adaptive process allowing the project to resolve

misunderstandings or make use of new OSH action opportunities where they arise

Good practices

1. The good practice of combining policy activities and hands-on activities with provinces, enterprises and workers at the local level offer multiple interfaces and opportunities for collective action and policy development
2. The long-term engagement of the ILO and Japan as a donor on OSH issues in Viet Nam is proving to be a good practice in terms of an effective and reiterative cooperative strategy
3. The project successfully interlinked national OSH policy development, reviewing ILO standards for ratification and national programme development, offering a good practice model for integrated national level support
4. Recognized by national stakeholders as a structural challenge and “work in progress”, the project catalyzed initial interministerial coordination, notably between the Ministry of Health and the Ministry of Labour, Invalids and Social Affairs as well as between the ILO and WHO
5. Participatory OSH diagnosis and improvements are good practices generating new forms of action, collaborative thinking and showcasing needs and opportunities to the business community, decision-makers and the wider public
6. Collaborating directly with social partners and mass organizations, where implemented revealed the potential of mobilizing their networks, experience and identifying new outreach channels
7. The emphasis on country-ownership as a good practice proved successful in securing a nationally-driven OSH programme design process
8. Promoting regional (e.g. ASEAN) and international exchange and learning processes are good long-term practices offering opportunities to stimulate dialogue and showcase new forms of policy and practical OSH action

2. Body of Report

2.1 Project Background

The project aims to strengthen the national occupational safety and health systems in Vietnam through improved interministerial coordination and the effective implementation of the First National Programme on Labour Protection and Occupational Safety and Occupational Health. It includes specific objectives to strengthen support systems in the areas of small and medium-sized enterprises (SMEs), the informal economy, rural workplaces as well as large enterprises and multinationals. Its intervention logic involves a dual approach of supporting national policy efforts with a participatory bottom-up approaches to stimulate voluntary OSH at the enterprise/household level (WISE, WIND, WISH).

On the one hand, the Government of Vietnam has within the last decade increasingly taken up OSH issues notably through the adoption of a national programme, policy development and public financing. On the other hand, massive economic growth within the last two decades has generated huge and evolving OSH challenges notably among Small and Medium-sized enterprises, the informal sector and a changing rural economy. A national programme would appear by 2006 with support from the ILO.

By then, the challenge was listed as more than 160.000 enterprises and 2.6 million household businesses with MPI estimations of more than 500.000 enterprises by 2010 (MOLISA, 2006: 22). The 2006-2010 programme argued that only 5-8 % of enterprises were being inspected annually, and that ‘such fields as agriculture, forestry, fisheries, in private enterprises and craft villages, inspection and checking has not been conducted.’ (MOLISA, 2006: 20). Occupational accidents were estimated to have increased by an average of 8 % annually (MOLISA, 2006), albeit official statistics were considered rudimentary. True accident numbers, and occupational diseases (set conservatively at more than 200.000 people), were estimated to be 10-fold actually reported cases (ibid: 17). There is thus wide recognition about the limited state ability to control and supervise OSH in a context of rapid growth and enterprise creation (MOLISA and ILO, 2010a: 14).

The Development objective of the project is to contribute to implementing the decent work country programme (DWCP) through the: (1) realization of safe and healthy workplaces and communities, and (2) productive workplace environment in small and medium-sized enterprises (SMEs) and poverty reduction in the community level. Immediate objectives are to:

1. To effectively implement the “National Programme On Labour Protection, Occupational Safety and Occupational Health Up To 2010” (National OSH Programme) and develop the Second National OSH Programme.
2. Establish practical OSH support systems to small and medium-sized enterprises (SME) in target provinces through the effective implementation of the Project No 4 (OSH in small enterprises) of the First National OSH Programme.
3. Build model OSH protection systems in informal economy (IE) and rural workplaces in target provinces.
4. Strengthen enterprise-level OSH mechanisms in large enterprises and multinationals in order to address emerging OSH risks.

The 3-year project is funded through the Development Cooperation Programme between ILO and MHLW – Japan implemented between February 2009 and December 2011 (actual start-up June, 2009). The project budget totals 891,156 USD managed by the ILO/ Japan Multi-bilateral Programme and the ILO Office in Viet Nam with technical support from the OSH specialist in the Bangkok Decent Work Team. The main implementing agency is the Ministry of Labour, Invalids and Social Affairs (MOLISA) along with cooperation with other ministries, tri-partite constituents and mass organizations.

The project is active in 4 pilot provinces; Thanh Hóa, Thừa Thiên Huế, Đồng Nai and Thái Nguyên. The ILO has, on the hand, housed the project office, and on the other hand played a technical advisory role through the national coordinator and the Bangkok-based regional OSH specialist. Upon a slight delay, project implementation has run smoothly from June, 2009 and is expected to end in December, 2011 unless a no-cost extension could be considered. Major events and milestones in the process include the review of the first national OSH programme and the recent adoption of a 2nd national OSH programme with considerable national funding. Other key milestones are :

- ✓ Project launch and tri-partite discussions on draft OSH law, February 2009
- ✓ Tri-partite workshop to discuss the progress of the first National OSH Programme and identify key elements for second programme , September 2009
- ✓ WISE ToT for 4 targeted provinces, September 2009
- ✓ 4 WISE training courses in target provinces in 2009
- ✓ Second national OSH profile, March 2010
- ✓ Tri-partite consultations on 2nd national OSH programme, May, 2010
- ✓ Officials trained in WISH/ WIND, May-July 2010
- ✓ 10 WISH training and 4 WIND training courses for farmer volunteer in 2010
- ✓ National guide on Occupational Safety and Health Management System developed and consulted, Sep 2010 – Jan 2011
- ✓ Tri-partite workshop on reporting regulations on occupational accidents, Sep 2010
- ✓ Action guide on integrating Basic Occupational Health Service (BOHS) and Improvement of Working Condition in SMEs (WISE training programme)
- ✓ 12 WISE trainings, 2010
- ✓ Tripartite seminar on "Emerging OSH issues of larger scale and multinational enterprises in Viet Nam"
- ✓ Viet Nam adopts 2nd national OSH programme, December 2010
- ✓ ILO Convention No. 187 ratification feasibility process, August – to January, 2011
- ✓ Supported MOLISA to conduct a WISE/TOT for 5 new provinces and OSH training center
- ✓ Completed 24 WISE training course for SMEs in 2011

2.2 Evaluation Background

While technically a final independent evaluation, it was undertaken prior to project finalization. Primary use involved both taking stock of project implementation as well as gaining lessons for future project design. The ToR also specified that a fully-fledged impact assessment was being considered at a later stage.

Initial aims were therefore to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Programme in Viet Nam. Whereas most parties confirmed the latter quickly, emphasis in the field mission turned to assessing project outputs and outcomes. This was also clear in the main purpose identified in the ToR as the assessment of whether the project had achieved its immediate objectives, emerging impacts and the sustainability of project interventions both in terms of benefits and partner capacity. The ToR also pointed out that a fully-fledged impact assessment would be undertaken at a later stage. In addition, given the apparent opportunity that a follow-up phase or project was being considered by the ILO and the government of Japan, emphasis was also put on assessing current intervention logics in terms of strengths, weaknesses and assumptions as well as identifying additional opportunities to strengthen ILO contributions to the Vietnamese OSH programme.

As such the geographical coverage of the evaluation was not limited, rather efforts were concentrated in two of the four pilot provinces, where field visits were undertaken. Rather than narrowing the evaluation to special focus areas, a broad gaze was kept on the project as a whole reflecting the project approach combining both national and provincial level processes.

Operational sequence :

1. Evaluation preparations, June/ July
2. Contract signed, mid-July
3. Mission to Vietnam 31/7 to 12/ 8
4. First draft provided, 23/ 8
5. Final draft provided, 20/9

Main clients : ILO Regional Office Bangkok & Government of Japan

Main audiences : Government of Vietnam, ILO, tripartite constituents, Bureau of Safe work/ MOLISA

Name of evaluator : Mr. Peter Bille Larsen, Independent Consultant

Name of evaluation manager : Ms. Sutida Srinopnikom, Regional Programming Services Unit

2.3 Acknowledgments

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2.4 Methodology

The ToR identified main evaluation criteria and evaluation questions for the evaluation (see appendix 1). These criteria followed ILO evaluation standards, namely:

- Relevance and strategic fit
- Validity of design
- Project progress and effectiveness
- Adequacy and efficiency of resource use
- Effectiveness of management arrangements
- Impact orientation and sustainability

Methods used included document reviews, focus group discussions and in-depth interviews. The independent nature of the evaluation was emphasized and an interpreter with OSH not attached to the Ministry was identified by the project management office. Due to time and budget constraints field visits were limited to two pilot provinces (Thanh Hoa and Dong Nai) representing distinct development contexts. Whereas Thanh Hoa is mainly rural, Dong Nai harbours significant industrial activity.

Beyond initial project documentation provided, provincial authorities also provided statistics and separate project implementation reports in Vietnamese. In both provinces, selected interviews were undertaken with beneficiaries. Initial requests for disaggregated data collection was not deemed feasible, in part due to lack of OSH gender-disaggregated data both at the national and project level. Where possible, interviews were undertaken with both men and women as part of the evaluation process.

Given the tight time schedule, quantitative methods were not employed. Instead, efforts were made to broaden stakeholder groups reached and interviewed by the evaluator. This also presented a number of limitations. Despite attempts to set-up meetings with occupational health authorities at the province level, this was not possible due to travel schedules. In Dong Nai, a brief interview was undertaken with a medical doctor and OSH specialist, yet it was not possible to visit the centre as such. Brief visits to beneficiary households and enterprises involved presented a risk of bias addressed by complementary interviews.

Stakeholder participation in the evaluation process was overall satisfactory. Project team readily expanded and adopted interview schedules securing tri-partite consultations at both national and provincial levels. However, it was also clear that tri-partite engagement, notably in terms of employers' involvement (VCCI), remained somewhat of a structural challenge for the project. As a consequence, VCCI did not send a representative to the presentation of the preliminary findings at the final stakeholder consultation meeting. Overall, evaluation norms and standards were adhered to in terms of ethics and independence.

3. Main Findings

The project responds to a growing development challenge; covering core economic sectors with emerging OSH challenges. It has supported critical policy level advances building on long-term relationships of trust and cooperation. The project has also piloted hands-on advances and OSH improvements at the enterprise and household level, while generating a new space for future activities to scale-up support OSH systems to SMEs, the informal and rural sectors.

Key finding 1: The project was overall considered successful in supporting both national and provincial level processes to catalyze OSH improvements along with national policy and programme development

3.1 Relevance and strategic fit

The overall perception among government and social partners confirmed the high relevance and strategic fit of the initial project design. It deals with critical sectors within the Vietnamese economy and addressed both national and local level needs. In terms of the target groups, the initial project document emphasized OSH officials, inspectors and practitioners of the governments of Vietnam. Beneficiaries were identified as workers and employers in small and medium-sized enterprises and informal and rural workplaces.

The initial identification of needs in the project document are still very relevant in terms of overall OSH trends, albeit actual data about OSH trends remains poor. The project priorities are closely aligned to the first national OSH programme (see bolded text below).

Table 1: Priority projects under the first national OSH programme, 2006-2010

1. Building the capacity and **improving the effectiveness** of the State administration on labour protection.
2. Improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity and in construction.
3. Promotion of prevention and control of occupational accidents and occupational diseases in **agriculture and rural occupations**.
4. Improvement in the quality of labour protection performance in **small and medium-sized enterprises**.
5. Enhancement of prevention and elimination of occupational diseases.

6. Disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to **bring into play the roles of the public in labour protection activities**.

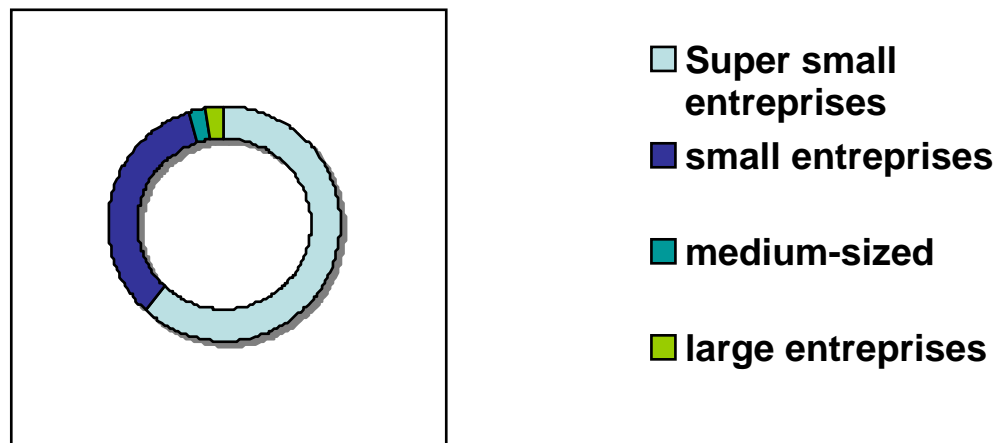
7. Building capacity in the study and application of scientific and technological advances in OSH.

(MOLISA, 2006)

SMEs are clearly dominant in the formal private sector, yet rarely report or are reached by OSH inspection and outreach efforts.

Figure 2: The predominance of Small and Medium Enterprises

2008 relative distribution of enterprises



The emphasis on SMEs was also confirmed by interviews with provincial authorities noting how the main OSH challenges appeared in small, not with bigger, enterprises. It is estimated that only some 10 % of hazardous production units actually conduct health checks, and reporting is often very limited. In Dong Nai province, for example, DOLISA estimated that only 5 % of enterprises in the province actually reported to them on OSH issues (personal communication, DOLISA Dong Nai).

Furthermore, at the national level, the informal sector accounts for almost 11 million jobs out of 46 million (Cling et al., 2010:15). Another 20 million are found in agriculture and the rural sector. The most recent national profile confirms the growing needs in the field, although aggregated data are yet to fully reflect regional trends, gender or sectors (MOLISA and ILO, 2010a).

Needs and targets in terms of institution building, SMEs, informal economy and rural occupations remain priorities in the 2nd national OSH. OSH is also one of 4 strategic themes in the national Decen Work Country Programme (DWCP) (ILO and SRV, 2006), and the project largely corresponds to the DWP priority activities identified (ibid: 11).

Table 3: Decent Work Country Programme OSH objectives

DWCP OSH objectives and priority activities	
Objectives	<p>2.3 Occupational Safety and Health Management Systems and concepts are introduced widely in Viet Nam, including in agriculture, small enterprises and cooperatives and the occupational safety and health network is strengthened in support of a preventative safety culture at work.</p> <p>2.4. Enterprise managers and trade union representatives and safety and health professionals are trained on occupational safety and health issues and supported in its introduction in enterprises across Viet Nam. Self-policing is accepted as an integral part of OSH in Vietnamese enterprises.</p>
Priority action	<p>The introduction of a National Program on Occupational Safety and Health and its country-wide implementation. Action could include:</p> <ul style="list-style-type: none"> o the review, ratification and implementation of the Safety and Health in Agriculture Convention, 2001 (No. 184) and Recommendation (No. 192); o information campaigns on occupational safety and health issues, including through national safety weeks; o introduction to, and incorporation of, the ILO’s new OSHMS 2001 guidelines into enterprise management strategies; o support to OSH in SMEs through the training programme on Work Improvements in Small Enterprises (WISE). o support to OSH in agriculture through the widespread use of the Work Improvements and Neighbourhood Development (WIND) programme; o OSH training for managers, workers, labour administrators and OSH practitioners; o support to OSH in cooperatives through training on Work Improvement and Neighbourhood Development.

It was not only a central challenge in the current labour market, but equally a key comparative advantage of the ILO through the DWCP and opportunities for tri-partite mobilization, according to the CO Director.

While not a common direct source of labour conflicts, provincial authorities did know of cases where OSH had mattered (e.g. in Thanh Hoa/ food poisoning). As a Dong Nai official put it “where there are strikes around other issues as salary, we often find OSH issues as well” (personal communication, DOLISA Director, Dong Nai).

Whereas a comparative needs assessment was undertaken concerning OSH needs among SMEs in the four provinces (MOLISA and ILO, 2010b), the focus did not capture the sector as a whole. The sample was relatively small (501 enterprises) with a narrow methodological focus, justifying the need for a more comprehensive systems survey of OSH needs among SMEs in different economic sectors. Similar survey work was not undertaken for the informal and rural sector, and could also be considered. On a national level, as discussed further below, there is a potential for ILO to support national efforts to strengthen the design and contents of national OSH profiles as a strategic planning tool.

Key finding 2: The project largely responds to national needs and areas with major OSH challenges, although national data yet reflect regional trends, gender and sector specific challenges allowing for more tailored project design.

Finally, the project effort to facilitate interministerial coordination and linkages between MoH and MOLISA reflects the complementary mandates³, yet also sectoral divides, in relation to OSH issues. Several informants thus emphasized the relevance of bridging safety and health issues in a context, where institutional gaps continue to affect effective complementary service delivery. Such systems challenges justified project design, yet could arguably be made more explicit in terms of addressing both national and provincial level OSH systems challenges.

Key finding 3: The project strategically promotes interministerial coordination, yet lacks an explicit analysis of OSH system gaps at national and provincial levels to enhance coordination

3.2 Validity of design

The design process, facilitated by the regional OSH advisor, combined national realities with on-going programme support and the consolidation of participatory OSH improvement tools developed through the ILO (WISE, WIND, WISH). The baseline conditions relied on the national profiles (MOLISA and ILO, 2010a, MOLISA, 2006), and survey action at the provincial level with regards to SMEs (MOLISA and ILO, 2010b). Previous Government of Japan support and long-term commitment to OSH issues in Viet Nam has facilitated a reiterative project design process, which undoubtedly has been a success factor for the project.

The intervention logic essentially combined national level policy processes and programme development with provincial level participatory action in four pilot provinces.

³ Traditionally, MOLISA strengths were largely on safety issues, and MoH largely on occupational health.

Figure 4: OSH Intervention logic

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At the national level, the logic was one of supporting country-driven coordination and learning processes in the growing field of OSH. The intervention logic at the grassroots level puts a strong emphasis on participatory, voluntary engagement and a multiplier effect through training of trainers and sharing of practical OSH solutions (Bureau for Safe Work, 2009). Indeed, there is a longstanding experience with OSH training programmes, while supportive reform at the national level (MOLISA and ILO, 2010a: 75). This intervention logic was not always explicit, yet reflected an overall wish to support national processes, while showing practical change on the ground. Most actors confirmed the relevance of this logic, yet some adjustment could be made in terms of better linking the two levels. Immediate objective 2, for example, directly involves piloting activities of the First National OSH Programme. However, it was less clear how lessons from project experiences would feed into national level programme implementation. In some cases, the evaluator observed project activities to operate in parallel with the national OSH programme rather than working in an integrated fashion risking the loss of synergy effects and efficiency opportunities.

The main means of action at the provincial level involved training of trainers, participatory analysis and OSH improvements (WISE, WIND, WISH). This offers tangible results and concrete examples in sectors poorly reached by current structures. Yet, as stakeholders emphasized, they are only part of what is needed to establish OSH protective systems. Provincial actors interviewed thus e.g. emphasized the importance of building more comprehensive systems and setting up a more aggressive awareness raising campaign in the respective sectors.

Key finding 4: The intervention logic combining national level support processes with enterprise level change was considered highly effective, although linkages between the two levels were not always explicit nor fully reflective of potential reach

Recommendation 1: ILO and MOLISA are recommended to maintain the dual intervention logic in the future phase of the project, and make more explicit the linkage between policy/national programme level activities and provincial level pilot activities

The project approach was arguably not fully reflected in the development objective⁴. Thus, the development objective speaks of poverty reduction at the community level, yet has no reference to informal economy and rural workplace concerns. For future project development, a development objective more closely linked to expected project outcomes aligned with national programme targets could be considered. While there was firm integration with the national programme from the outset, the title “Effective Implementation of National OSH Programme for Improving Safety and Health at the Workplace in Viet Nam” does, however, not fully reflect the design approach taken. While *contributing* to the national programme, the main emphasis involved supporting the Bureau of Safe work, under MOLISA, while promoting tri-partite and interministerial coordination⁵. This partly reflects the strong commitment and ambitions of the project design, which in the words of the former regional OSH advisor in the back mirror risked being “overambitious” in terms of objectives designed. Thus immediate objectives in relation to SMEs, the informal sector and rural workers aimed at building OSH support and protection systems, a far more comprehensive objective than actually designed outputs. While relevant, resources were too limited, and mainly allowed undertaking pilot participatory exercises. Such ambitions, reflecting the commitment and drive of both ILO and national partners, have made the achievement of all targets difficult (see below). From this perspective, the importance of the fourth immediate objective on large enterprises and multinationals could be reconsidered. The overall assessment of stakeholders was that such enterprises were far ahead other sectors on OSH issues, and was less of a priority.

Project monitoring indicators have largely been output-oriented. In terms of more specific activity monitoring, provincial activities operated with separate monitoring and evaluation schemes identifying not only numbers of trainees and companies, but immediate changes being made. Albeit not gender or age disaggregated, provincial authorities visited had a good sense of changes being made. Some of the targets, given human, time and financial resources, were in hindsight overambitious given the resources available.

Table 5: 2010 National OSH targets (2006-2010)

- Reduction of serious and fatal occupational accidents. Reduce by 5% the annual occupational accident frequency rate in particularly hazardous sectors (mining, construction, use of electricity);

⁴ “The project will contribute to implementing decent work country programmes (DWCP) through: (1) realization of safe and healthy workplaces and communities, and (2) productive workplace environment in small and medium-sized enterprises (SMEs) and poverty reduction in the community level.”

⁵ Apart from coordination, the project did not engage in a major way with other ministries in charge of major programme components during implementation. More direct engagement could have been considered e.g. in relation to relevant pilot areas such as working with MARD in relation to agriculture and OSH issues. This could be considered in the following phase.

- Reduce by 10% the number of newly contracted cases of occupational disease; ensure that more than 80% of workers in production units with a high risk of occupational disease have their health checked for occupational diseases
- 100% of workers diagnosed with occupational accidents and occupational diseases are treated, provided with health care and rehabilitation services
- More than 80% of workers in sectors and jobs with strict occupational safety and health requirements and OSH officers are trained in OSH
- Ensure that 100% of fatal occupational accidents and serious occupational accidents are investigated and handled (MOLISA, 2006).

The evaluator learnt that DANIDA is also in dialogue with MOLISA regarding the M & E indicators for national OSH Programme, and there may be room for coordination in this respect notably in terms of building coherence with ILO standards and reporting requirements.

Key finding 5: Somewhat overambitious objective formulations and lack of outcome indicators rendered delivery challenging, even if overall strategic direction was relevant

Recommendation 2: ILO and MOLISA should in the next phase of the project maintain key priorities, refocus the design of immediate objectives by narrowing down the areas addressed, and aligning a clearly identified set of outcome indicators more closely to national programme targets.

The overall choice of project partners concentrating activities with MOLISA and DOLISA provided a good anchorage with authorities, while equally engaging with social partners such as trade unions, farmers union and the cooperative alliance. At the national level, MOLISA coordinates policy and programme related activities. The project overall built on the assumption of governmental commitment to OSH issues, which has been confirmed through the adoption of the 2nd national OSH programme. This reportedly also relied highly on international support from both bilateral and multilateral agencies. Notably, a financial contribution by the Danish embassy was highlighted by observers as instrumental, just as government staff emphasized the critical technical contribution of the ILO. In retrospect, such interlinkages and synergy opportunities between national programmes, bilateral and multilateral efforts have emerged as an area of great opportunity. At the provincial level, DOLISAs are critical actors in terms of strengthening support systems and making linkages with the PPCs. There was a general sense of country ownership of project activities. This was particularly so in relation to the Bureau of Safe work, MOLISA, although somewhat less the case of tri-partite constituents⁶. It was also clear that a further range of actors could be mobilized to strengthen outreach to SMEs, the informal and rural sectors, where government actors are less present (discussed further below).

In this respect, ILO can also play a further role in terms of facilitating the targeting and definitions of vulnerability. The project is certainly quite broad in terms of simultaneously addressing the informal sector, agriculture, SMEs, large enterprises and multinationals. The logic behind this design is understandable, and justifiable, from the perspective of addressing

⁶ Trade union representatives were happy to participate, and felt they could take an even more proactive role in the design and implementation of activities with the ILO. Employer's representatives, notably VCCI, felt uninformed about project design and implementation, yet reportedly did not respond to invitations, nor did they participate in the presentation of preliminary evaluation findings.

the enormous needs in the field and thus a broad scope of the project (rather than a narrow focus). Yet, it was also clear in comments from stakeholders that follow-up would require going in-depth. It also appeared that stakeholders employed diverging definitions, notably in terms of who and what was meant by the informal sector. There was also, from a vulnerability perspective, a clear perspective that better identification of vulnerable groups would be required in terms of targeting groups with most OSH needs. Whereas the current Decent Work Programme speaks of vulnerability in terms of child labour and disability, this was yet to be articulated in an OSH context (yet to e.g. address hazardous child labour in the national OSH programme). Improved identification of vulnerability could in the long-term facilitate better targeting of national programme interventions.

Key finding 6: The very inclusive scope of the project has allowed the project to initiate activities in the main areas of OSH needs at a macro-level, yet also displays diverging definitions and needs to better identify vulnerability

Recommendation 3: The project should in the next phase facilitate a national process to clarify key definitions (such as the informal economy) as well as facilitate a policy dialogue on OSH and vulnerability

3.3 Project progress and effectiveness

Upon an initial start-up delay and some exceptions, the project has generally progressed well and implementation has taken place according to schedule. The project has worked successfully at national levels supporting national policy development, programme support closely tied to ILO tools and standards. Certain output targets for pilot initiatives exceeded planned targets (e.g. informal and rural work places), while have not been fully reached (SMEs). The project itself as well as synergy effects built with other ILO projects contributed significantly to the realization of the Decent Work Programme (DCWP).

Immediate objective 1 concerning the effective implementation of the national OSH programme and the development of the 2nd has largely been achieved⁷. The national programme has been implemented, evaluated in tri-partite workshops with the support of the project and a 2nd national programme with a much larger government budget has been approved. Inter-ministerial coordination took place in programme review and design processes, although to a lesser degree in project implementation.

Effective implementation here does not equal that all objectives were reached, but rather that activities were undertaken as planned. Tri-partite constituents, however, also emphasized considerably lower funding commitments compared to initial budgets of the first national OSH programme (MOLISA, 2006). In contrast, the 2nd national OSH programme operates with a significantly higher national budget. While the government decision had been issued in December 2010, a funding circular from the Ministry of Finance was still being awaited. This led to some level of frustration among tri-partite constituents already well into the 2011, and could potentially be addressed by the ILO CO.

Compared to the relatively intensive ILO support in the development of the 1st OSH programme (MOLISA, 2006), ILO officials stressed the 2nd programme as a successful

⁷ Effective implementation here does not equal that all objectives were reached, but rather that activities were undertaken as planned.

country-driven process. MOLISA emphasized a number of lessons with the new programme (clearer targets, more realistic arrangements and the setting up of a task force to support the implementation). A number of additional important activities were implemented under this objective. National guidelines have been developed on OSH management systems, while a simplified format for reporting on injuries and disease has been submitted (not yet approved). Planned activities to facilitate C184 ratification were postponed due to government considerations that existing inspection systems were inadequate to secure effective implementation. MOLISA described it as an area still being researched. A new OSH act is likely to be submitted to National Assembly for consideration in 2014-2015.

Key finding 7: Project support to national level processes has successfully, and with limited resources, combined policy development linked to ILO standards, DWCP programme implementation and programme design as Viet Nam now embarks on the 2nd National OSH programme

A key output was the updated national profile of OSH issues in the country. MOLISA considered the technical planning approach extremely valuable in terms of systematically allowing the BSW to build a national profile, which along with stakeholder coordination, facilitated national programme development. While the project has successfully facilitated a more systematic approach to OSH planning, tools employed revealed gaps e.g. in terms of vulnerability. At the provincial level, not least in informal economy, the presence of hazardous child labour was considered straightforward, yet was not yet being targeted in the national programme.

On the one hand, the project has stimulated debate and synergies such as OSH project advice to action programme development on child labour, which had revealed new needs and opportunities to mainstream hazardous child labour in OSH training material (WIND, WISH, WISE), systems guidance and ideally even in national policy and programme activities⁸. On the other hand, vulnerabilities e.g. in relation to the informal sector and hazardous child labour are yet to be adequately covered in the national profile. While the 2nd national profile contains important compilations of information (MOLISA and ILO, 2010a), it is yet to offer a clear baseline also showing data gaps, vulnerabilities and priorities in relation to OSH. The question of hazardous child labour is a case in point.

⁸ Furthermore, IPEC was collaborating with the Bureau of Safe Work on circulars 09 and 21 regarding hazardous child labour, thus offering a platform for more mainstreaming.

Picture 6: Child in gemstone workshop

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décompresseur
sont requis pour visionner cette image.

Key finding 8: The project has successfully supported the introduction of systematic planning approaches for national OSH processes, in turn revealing the need for a more systematic assessment of vulnerability including the informal sector and hazardous child labour

Recommendation 4: It is recommended that the project in current or future activities supports an independent baseline assessment of vulnerability and OSH issues (including the identification of OSH priority sectors and groups) as a strategic planning tool for the national OSH programme and international support.

Immediate objective 2 on practical OSH support systems to SMEs was largely implemented effectively in terms of planned outputs. While initial targets were not fully reached (100 tripartite OSH trainers for SMEs and workers and employers in 1,000 SMEs), an estimated 680 enterprises in the four pilot provinces would have received training by the end of the programme. Given the pilot status, such results should be considered reasonable. The following table reflects provincial statistics on the results of SME support.

Table 7: 2009 – 2010 summary of SME/WISE trainings and OSH improvements

Statistic of the WISE training activities

Provinces	Trainer	Participating enterprises				Employers participated				Improvements	
		2009	2010			2009	2010			2009	2010
			1	2	3		1	2	3		
Thai Nguyen	5	9	11	10	7	30	33	30	21	26	141
Thanh Hoa	5	11	11	15	15	33	26	30	30	30	243
TT –Hue	5	10	10	10	15	30	31	30	30	43	133
Dong Nai	5	15	16	15	15	30	27	27	27	45	121
Total	20	45	48	50	52	123	117	117	108	144	638

(table from June 2009-June 2011 Progress report).

In 2011, 235 improvements have been implemented by participated SMEs (updated information, 07 Sep). Viet Nam has on 2 occasions chaired ASEAN network on OSH sharing its success stories. MOLISA also emphasized how Vietnam had put OSH legislation on the ASEAN policy agenda. WISE methodologies were being applied by both national programmes and international (e.g. DANIDA) offering some systemic presence. Yet, the fundamental challenge and ultimate objective of setting up practical support systems remained of actuality. Actual development of « stronger OSH protection mechanisms for small enterprises at provincial level » is still at the pilot stage. Initial ideas to promote « extension of services » (ILO, 2009: 3) are yet to be achieved. In Dong Nai, DOLISA reported how less than 5 % of enterprises reported on OSH issues (namely the big ones with established units), leaving SMEs as a major challenge. In Thanh Hoa, for example, only a fraction of SMEs according to authorities reported on OSH issues. MOLISA expressed high levels of appreciation of further using and testing the WISE methodology offering direct application opportunities with SMEs illustrating the opportunities for change. Yet, there was also a frank recognition of its limitations of the approach at different levels. Pilot experiences thus revealed the challenge of stimulating voluntary change. In Dong Nai, only 35 out of 76 SMEs trained in 2010 actually undertook OSH improvements (2011 figures not yet available). In addition, for every participating enterprise some 3-4 had reportedly turned down the offer of free training. Other limitations mentioned included how WISE training:

- was not adequate to actively follow-up on occupational disease issues.
- involved a partial gaze on practicality and local feasibility
- offered a practical rather than systematic gaze

- focused on production-oriented SMEs (given the focus of the training material), limiting engagement with other SMEs sectors⁹

In sum, it could be argued that WISE networks of trainers and pilot enterprises offer a critical mass of knowledge and practical solutions in a challenging environment. They provide a basis, yet only a partial perspective of the wider – and more long-term project – of constructing a support OSH system for SMEs. An interesting contribution in this respect was the action guide on basic occupational safety and health services (BOHS) and WISE for SMEs, a joint product of MoH/ MOLISA. Such efforts were, however, only now in the process of finalization. MOLISA and MoH were yet to target common enterprises and as such build shared learning experiences for the construction of systems.

Key finding 9: The project overall implemented SME-related activities effectively, yet also displayed the magnitude and comprehensive nature of building effective support systems for SMEs

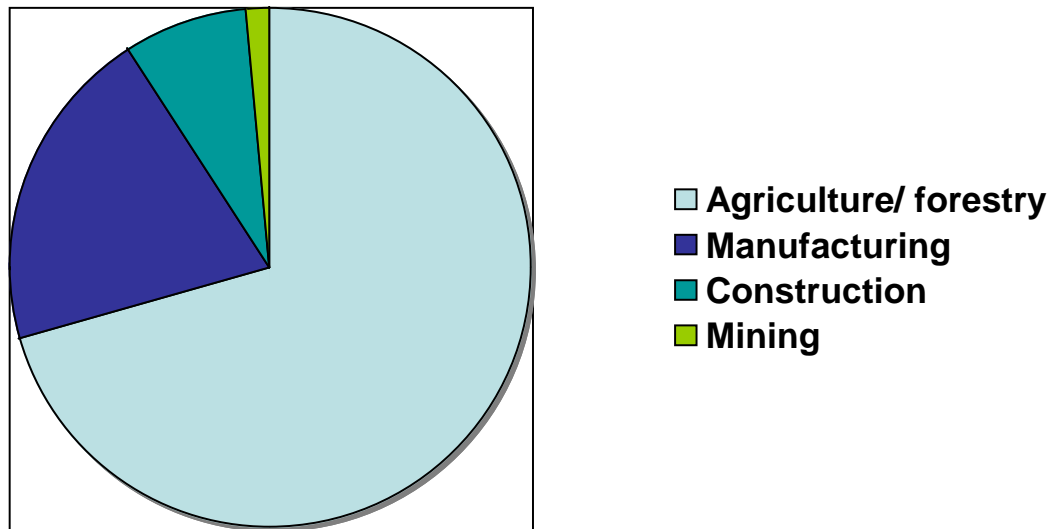
Recommendation 5: The project is in the short term recommended to undertake a comprehensive diagnosis of current needs, enterprise level impacts in pilot sites and next steps required to construct practical OSH support systems for SMEs

Immediate objective 3 aims to build model OSH protection systems in the informal economy (IE) and rural workplaces in target provinces. This was a, resource-wise, smaller component than the one dedicated to SMEs, yet by many interviewed considered a bigger challenge given the lack of interaction between authorities and the workplaces concerned. Current OSH systems are not considered geared towards the needs of informal and rural workers making up the majority of the Vietnamese workforce.

In 2008, 21.950.400 workers, or roughly half of the working population was active in agriculture and forestry (MOLISA and ILO, 2010a: 95). The following graphic illustrates the predominance of the rural workforce compared to other key OSH sectors.

⁹ Provinces e.g. ruled out business and service SMEs given that they had limited activities related to checklists.

Figure 8: Rural workforce compared to manufacturing, construction and mining



Similarly, roughly a quarter of an estimated 46 million jobs are found in the informal sector, covering a half of all non-farm jobs and some 8.4 million household businesses (Cling et al., 2010). Addressing OSH issues in such numerically large sectors are worthy goals, yet also challenging given the means.

The main means of action involved participatory OSH diagnosis and solution building, and the project exceeded the planned targets. Thus 246 homeworkers compared to the planned 200 were trained, just as the 760 farmers trained doubled the initial target of 400.

Table 9 : OSH improvements by farmers

Province	Material handling	Work stations/ arrangement	Machine and electric safety	Work environment	Welfare facilities and work organization	Total
Thai Nguyen	230	215	170	245	110	970
Thanh Hoa	162	231	172	151	200	916
Th.Thien-Hue	250	200	180	120	150	950
Dong Nai	182	168	167	178	300	995
Total	824	814	689	694	760	3731

(table from June 2009-June 2011 Progress report).

Table 10 : WISH training and improvements*Summary of WISH training activities*

	Thai Nguyen	Thanh Hoa	TT-Hue	Dong Nai	OSH Training Centre	<i>Total</i>
<i>Core trainers WISH</i>	5	3	5	5	5	23
No. of participants WISH						
First time:	25	25	25	25	26	126
Second time:	25	23	25	20	27	120
<i>No. of Improvements</i>	78	97	103	25	190	493

(table from June 2009-June 2011 Progress report).

Whereas certain implementation aspects, such as appropriate follow-up measures, may be discussed, the approach overall produced interesting results in terms of household businesses and farmers changing their respective working environments. Yet, even if exceeding beneficiary targets the number reached was still limited compared to the size of the sector.

The big question is thus whether and how these outputs had led towards strengthening “models of OSH protection systems” for the informal economy and rural workplaces. On the one hand, there was the view that extensive participatory training could contribute towards building up a system of OSH in a bottom-up manner (Nguyen and Kawakami, 2008). Whereas legislation was failing, individual action and participatory engagement could allow for progress. It would allow for interaction between sectors, create a pool of trainers and offer tangible change to showcase decision makers. The theory of change was step-by-step improvements rather than full-blown change. “Better solutions rather than the best”, as the national coordinator put it. It was not, as the new subregional advisor emphasized, the only approach, but an attempt to make progress. From this perspective, there was an incomplete system in place (e.g. lack of technical skills, legislative gaps), yet participatory methods would allow for bridging policy realities with local needs. It was noteworthy that the head of Bureau of Safe work participated actively in the training of trainer sessions underlining the importance of the pilot initiatives in reducing the distance between the top and the bottom. Actual influence of such pilot cases was emphasized by both national and provincial actors (showing that change was feasible).

On the other hand, it was argued that such pilots were not sufficiently designed from a replicability perspective to generate protection systems. MOLISA emphasized this would require a management systems approach. There was wide agreement among project partners that initial pilot efforts were helpful in paving the way for a more comprehensive and systemic approach. While pilot efforts were important, there was general agreement that a systems approach would entail a more comprehensive bundle of tools: prevention, social

support, health support etc. This would also entail taking into account the following challenges.

For one several actors interviewed identified the informal sector as handicraft villages and rural labour. In Thanh Hoa, VCA interpreted it as economic sectors without clear-cut national agencies being responsible. “khong thuoc ai quan ly”. This created some confusion in relation to definitional issues debated elsewhere within the ILO (Cling et al., 2010), which would need to be resolved in terms of constructing protection systems.

Secondly, particularly the Farmer’s union questioned the existing legal framework in terms of addressing farmers OSH needs. There was a strong a strong perception that farmers were yet to be recognized as legitimate beneficiaries of OSH support. Farmers union also emphasized the current weakness of standards, inspection and management systems. They also emphasized a general lack of data on OSH needs in the rural sector. Similar questions could be raised in relation to the informal economy as a whole.

Thirdly, strategic planning and careful selection of the target group was crucial for the successful application of the participatory approach.. This was e.g. apparent in the choice criteria when selecting participant households. In Thanh Hoa, for example, VCA had identified more hazardous production facilities (the example of incense producing facilities was mentioned), yet they were not chosen for pilot efforts due to their dispersed nature of the production units. Handicraft villages were considered easier targets. In addition, while supposedly targeting “informal economy”, most participants in the training sessions were formal cooperative members (xa vien).

Finally, even if replicated on a major scale the project-driven training approach is unlikely to reach a significant number of informal and rural workers (given the numbers and diversity above). Complementary scaling-up approaches are critical to reach a critical mass allowing for the emergence of complementary protection systems.

Key finding 10: Participatory pilot activities in the informal and rural economies have effectively revealed the scale of challenges at stake rendering clear the need for a comprehensive systems approach to OSH concerns

Recommendation 6: It is recommended that the project in its next phase facilitates consensus building on definitions (notably of the informal economy) and secondly facilitates a comprehensive OSH diagnosis of the informal and rural sectors currently underrepresented in the national profile

Immediate objective 4: on strengthening enterprise-level OSH mechanisms in large enterprises and multinationals in order to address emerging OSH risks.

This objective and its planned output targets were only partially achieved reflecting the high ambitions at the design stage rather than an implementation gap as such. The overall perception was that these target groups were already more or less on track in terms of OSH issues compared to the other sectors addressed above.

The main activity implemented was an expert workshop in HCM city on emerging lifestyle diseases (another is being planned for Hai Phong). This was reportedly by MOLISA highly appreciated, albeit central level tripartite constituents had not yet participated. However, the

wider objective of setting up systems, OSH committees and engaging with 200 large enterprises and multinational were not reached *directly*. Interestingly, interviews revealed how project members (Notably Dr. Kawakami, Dr. Theu and MOLISA) had supported the ILO/IFC Better Work programme in terms of providing OSH advisory, OSH management system and training inputs. Undertaking yearly assessments of 100-120 large (garment) enterprises in the South (including Dong Nai, one of the OSH pilot provinces), the ILO/IFC programme was considering a revision of OSH component of the assessment methodology and enterprise advisory services potentially offering an interesting entry-point for this project to in a cost effective manner reach part of the initial project targets.

Key finding 11: Planned outputs in relation to large enterprises and multinationals were partially reached, in particular seeking to catalyze debate on emerging lifestyle issues.

Recommendation 7: The project is recommended to reconsider the importance of addressing larger enterprises and multinationals in the next phase. In the short-term, the exploration of a joint OSH activity with the “better work” project could be considered along with a policy process to address emerging lifestyle issues in order to complete the component

3.4 Adequacy and efficiency of resource use

While it was not possible to obtain an overview of funding per objective, it seems clear that funding emphasis was put on national level activities and pilot efforts in the field of SMEs. This distribution reflected the strategic emphasis of the project design, and generally concerned financial as well as human resources at both national and provincial levels. As a consequence, fewer resources were channeled to address OSH concerns in the informal and rural economies as well as among large and multinational enterprises. National authorities arguing that such actors had adequate resources themselves to address OSH issues justified the latter. However, the low priority of project support to informal and rural economies should likely be interpreted as a consequence of project ambitions being somewhat overambitious as well as the complexity of reaching these target groups. As discussed above, the structural needs on OSH issues within the informal and rural economies exceed what can be achieved by piloting participatory approaches. Given the proximity of ILO to national authorities and programming processes, carefully identifying the resources required to address OSH needs in such needy sectors could be an important next step.

The project, of a relatively small size with big objectives, is overall considered an efficient project. The ability to simultaneously work at the national policy and provincial levels with a lean organizational structure has proven to be a cost-effective approach. Compared to projects with international advisors, less than 2 % of expenditure went to international consultants. Roughly 6 % went to administration. The vast majority of funding involved sub-contracting to partners and seminars. It should also, from an efficiency perspective, be noted that the project did not offer financial support or incentives for OSH improvements. Even within the small number of businesses visited, however, considerable employer investments were made in improving OSH conditions. One Thanh Hoa-based company estimated their investments in the range of 300 million VND. 100 had gone into tools, whereas 200 million for worker eating conditions. Another company estimated investments in the range of 15 million VND without counting the significant safety equipment produced by its own staff. Compared to a provincial project budget in the range of 542 million, clearly companies had followed up with matching funds in terms of identifying their needs.

In terms of looking ahead, the question is whether similar impacts could have been achieved with less. In some cases, notably in terms of WISE and WIND training, government-funded programmes had undertaken similar activities with smaller budgets. It was, however, argued that more follow-up was allowed for through the ILO funded activities and as such offered better learning potential. It would however be advisable, as discussed above, to tailor pilot activities to national programme financial realities in order to heighten chances for effective replicability.

Overall project delivery was considered timely, except from the initial delay due to necessary administrative processes. There were some observations that delivery processes could be speeded up through strengthened country ownership and simplified and devolved project decision-making (see discussion below). Finally, the embedded nature of working with multiple agencies, notably collaboration between MoH and MOLISA, generates a delivery process, which is slower compared to projects only working with one agency. Such delivery challenges were considered part of the constructive process, rather than a problem *per se*.

The lean project structure also made it challenging to catch up with spending delays caused by the late start-up. By July 28, 2011 roughly two thirds of funding had been spent, and there are now significant time constraints to deliver project outputs despite a relatively clear roadmap.

Key finding 12: The project was taken as a whole implemented in a cost-effective manner notably securing significant resource contributions from participating enterprises, yet needs the full 3 year period in order to “catch up” with spending delays

Recommendation 8: It is recommended that a no-cost project extension of 6 months is given allowing the project to have the full three-year period allocated for project implementation. Additional dedicated technical project staff could also be considered given the considerable scope of the project and the additional work burden entailed by the project (notably having no staff at the provincial level).

3.5 Effectiveness of management arrangements

National stakeholders overall perceived management arrangements to have worked effectively. Overall coordination was provided by the ILO CO and the ILO/Japan Multi-Bilateral Programme with technical backstopping from the DWT in Bangkok, in particular the Senior Specialist on OSH. ILO was the executive agency, whereas the Bureau of Safe Work, MOLISA the implementing agency. Interministerial and tri-partite coordination mechanisms were put in place and namely mobilized around workshops.

The project operated with a small project management unit within the ILO, and no staff within the Ministry or at provincial levels. This integration offered clear advantages in terms of linking up with other ILO initiatives and processes catalyzing OSH related activities. Synergy building between projects was clearly promoted by the CO director, and office revealed several success stories in this respect (in terms of relying on project expertise, or replicating WISE methodologies in their respective projects). Project governance mechanisms involved both technical support and approval mechanisms by the Regional Office for Asia and the Pacific. While receiving political and other support, the lack of human resources tied to project activities beyond the ILO staff in some cases made implementation and follow-up

challenging. Provincial level DOLISA staff mentioned how this was just one activity in addition to “main” duties. This needs to be considered carefully particularly in the context of seeking to generate learning processes around pilot experiences and advancing the technical agenda. It is possible that investments in project staff or secondment arrangements on a time-bound basis would allow for more technical resources to take full advantage of the project process.

MOLISA also expressed a wish to simplify decision-making mechanisms and financial procedures (aligning them to national practice) as current system apparently was slowing down implementation considerably. MOLISA also expressed a desire to function as the executive agency as was the case with the Japanese-funded WHO/MoH project. Appropriate governance mechanisms will in part depend on the nature of future activities, the role of the ILO and whether the project considers to include other implementing agencies.

Key finding 13: MOLISA expressed interest in reworking current management arrangements allowing for more direct engagement as an executive agency

Recommendation 9: The question of governance and management arrangements is recommended as a specific topic of a tri-partite discussion between the ILO and Vietnamese authorities in the design of follow-up activities

Another issue, concerned the efforts to strengthen coordination between MoH/WHO and MOLISA/ILO operating complementary OSH projects. The project emphasis on collaboration between MoH/WHO and MOLISA/ ILO has shown encouraging signs, but also gaps. On the one hand, joint steering committees were being held as well as some joint activities in the shared pilot provinces. On the other hand, coordination was considered complicated given different management systems, time arrangements and practices. Coordinated action had also suffered somewhat from having two independent planning processes. While cross-fertilization was promoted, e.g. through ToT activities, the agencies did not work in the same enterprises or target groups in the pilot provinces. From a governance perspective, joint steering structures facilitated bi-annual meetings, yet collaboration mainly centred on inviting participants to separately implemented processes. While projects worked in the same provinces, and partially shared target groups, they largely implemented separate activities, working in separate communes and with separate enterprises. There was a need, some argued, for a more directive and specific joint collaboration agenda. Clearly, building on joint collaboration already present in the provinces would be a critical asset in designing viable support systems for SMEs, the informal and rural sectors.

It was noteworthy that both projects were, once again, undertaking separate planning processes. There was a suggestion that the donor offers further guidance about joint planning and implementation mechanisms for any future initiative. Whereas both WHO and ILO emphasized the relevance of keeping projects separate given respective differences in focus, opportunities to have joint design, implementation and monitoring arrangements could be considered. This would greatly facilitate strengthening MoH and MOLISA cooperation within the project and beyond.

In terms of the broader bilateral and multilateral donor community supporting OSH issues, such as DANIDA, it appeared that synergy and coordination opportunities at project, partner and policy levels were not fully exploited.

Key finding 14: Strengthened coordination between MoH/WHO and MOLISA/ILO was widely appreciated, yet needed to be reinforced in terms of joint planning and implementation modalities. Coordination with other bilateral and multilateral agencies was also considered relatively weak.

Recommendation 10: It is recommended that the donor requests a formalized joint project design process prior to the finalization of respective MOLISA and MOH follow-up phases in order to make full use of both provincial and national level synergy opportunities. Further synergy opportunities should also be explored more systematically with on-going bilateral and multilateral agencies providing support on OSH issues before completing the design of the next phase.

Current implementation arrangements have arguably proven their pilot value, and would justify the exploration of a more broad-based engagement with other stakeholders. There was still considerable “untapped aid effectiveness” potential, as the CO director put it in terms of promoting more synergies. This also appeared in the field visits, where the project had implemented WISH activities in a gemstone-processing village simultaneously with VCCI-implemented OSH activities (funded under the national OSH programme) in the very same village without benefiting from coordination and synergy building. Where the cooperative undertook participatory OSH training, VCCI organized a theatre session on OSH issues. The VCCI office in Thanh Hoa spoke of the need for longer-term planning processes to allow for integration and cross-fertilization. Furthermore, as evidenced in the 2nd national OSH profile there is a longstanding presence of supply-driven OSH training and awareness raising by different agencies using separate material (MOLISA and ILO, 2010a). In the light of the emphasis on coordination and cross-fertilization in the 2nd national OSH programme (BLDTBXH, 2011: 14), further strengthening of coordination, coherence and synergy building is a key lesson and future direction for the programme. An emerging opportunity in this respect, closer collaboration with ministries and organizations receiving national budgets for OSH implementation in the 2nd programme.

Another governance perspective concerned tri-partite engagement notably with VCCI appeared in need of strengthening. On the one hand, project partners expressed difficulty in ensuring participation of some advisory board members including VCCI. On the other hand, VCCI expressed lack of knowledge of core project processes questioning project communication approaches. While they had participated in key meetings steered by the BSW, the project link was not always articulated. Both trade unions and employers expressed good knowledge of core OSH tools, expressing a wish to engage more directly in the implementation of OSH activities. Tri-partite constituents expressed strong experience in OSH training and willingness to mobilize their networks in this respect. Whereas the project had engaged with trade union officials and cooperative alliance officials in provincial training, there was thus a good opportunity and step up collaboration e.g. in terms of the VCCI provincial branches and business associations. VGCL similarly called for increased direct engagement estimating good opportunities to build on their on-going training and awareness raising work, while strengthening the capacity of their OSH unit. They emphasized longer-term follow-up mechanisms to OSH training conducted since 2004 and material to address private sector SMEs.

Project implementation and stakeholder dialogues revealed strong interest from social partners in being more directly involved in implementing project activities identifying

considerable opportunities to boost on-going OSH activities and reach out to their constituencies. A core question, related to the relative roles of respective agencies in conducting training. These e.g. concerned trade unions, farmers unions and also business associations. For certain stakeholders, government agencies should limit themselves to legislation and public management, whereas representative organizations should do the training of their respective constituencies. This appeared both in comments from social partners at the national and provincial level. Such engagement offered a number of mainstreaming opportunities. This was formulated strategically by the farmers union wishing to integrate OSH training in extension, credit and other popular training activities. It was e.g. emphasized how a network of 800.000 saving groups met regularly offering good opportunities for social mobilization around OSH issues. The table below illustrates the kinds of opportunities involved.

Table 11: Examples of (some) engagement opportunities in Thanh Hoa

Some social mobilization opportunities in Thanh Hoa		
Social actor	Number of people trained	Membership/ structure
Farmer's union	1 commune, 200 + 200 farmers	More than 5.000 branches in 630 communes with farmers
Cooperative alliance at provincial level	2 X 25 households in two distinct communes	946 cooperatives (488 agriculture, 111, industry, 16 construction, 20 transportation, 20 electricity/ services)
VCCI Thanh Hoa	Not involved	24 business associations (+ 1.000 members) + training facility
Trade union		Trade union representations within enterprises / outreach activities
DOLISA	97 enterprises	District level labour offices, staff in charge of labour issues in communes

The Farmer's Union is, for example, planned to receive a separate national budget for the second phase (24 billion VND). This activity would likely focus on Central and Southern Vietnam, in part reusing WIND methodologies, but equally addressing new issues as non-farm employment. More direct engagement to support OSH mainstreaming in their respective agendas thus offers important replication opportunities. In relation to the informal economy, other mass organizations notably the Women's Union could also be considered. This also ties up to the fact that gender-mainstreaming tools are yet to be adapted to the specific OSH context.

It may also be considered whether the outsourcing of certain project outputs could strengthen the quality of outputs. It could, for example, be considered to engage independent research institutions or renowned researchers to strengthen data collection and strategic analysis of the national OSH profiles.

Key finding 15: Current project activities with tri-partite constituents, other ministries and mass organizations have been relatively limited, yet indicate a significant potential for scaling-up

Recommendation 11: It is recommended that the project prior to project finalization explores with social partners how to involve them more directly as implementing agencies on OSH in order to scale-up outreach efforts and make use of mainstreaming opportunities

3.6 Impact orientation & sustainability

Whereas wider outcome indicators were not established and monitored as part of the project, activities were widely considered to have positive impacts at both national and enterprise levels. Longer-term and province wide-impacts were more difficult to establish, in part reflecting the limited reach of pilot activities and the fact that activities are on-going.

At the national level, support activities to national policy development, ratification processes and programme development were considered instrumental in facilitating a strengthened legal and institutional OSH framework. Just as ILO support had been critical in pushing for the adoption of the first national OSH programme¹⁰, the continuous presence of ILO on OSH issues was considered strategically important¹¹. The first national OSH budget then was in the range of 242 trillion VND, whereas the new programme, with bilateral financial support, takes a leap forward with a 750 trillion VND budget for 5 years.

Key finding 16: National policy and programme level support have demonstrated high impacts in terms of strengthened OSH standards, methodologies and planning approaches

At the enterprise level, provincial projects revealed considerable potential of generating voluntary OSH improvements. In some cases, there were examples of a new OSH culture taking root particularly in the “model enterprises” showcased during the evaluation mission. In one case, for example, OSH improvements had contributed to better production, which in turn was considered instrumental in introducing a 5-days week among its workers. Others emphasized being “nearer” to the workers etc. Few were, however, able to quantify impacts. While there were “good experiences”, documentation was still lacking in order to consolidate “good practices”. The case led to questions of how to better quantify and make apparent to others the gains and benefits made. The senior technical advisor also emphasized the project as a trailblazer opening up new avenues for OSH action. This was indeed confirmed in the case of informal economy, which now, has been integrated in the 2nd national OSH programme (where agriculture had only appeared in the first). This trailblazer effect may also explain why 5 new areas (Hai Duong, Bac Ninh, Hai Phong, Ninh Binh and Hanoi) along with the national OSH training centre were offered Training of Trainer sessions in 2011 rather than expanding activities in already supported provinces.

¹⁰ The first programme relied on a combination of ILO support and effective preparations of the Safe Work Bureau in 2004 after unions for roughly a decade had been calling for an OSH programme as required by the labour code

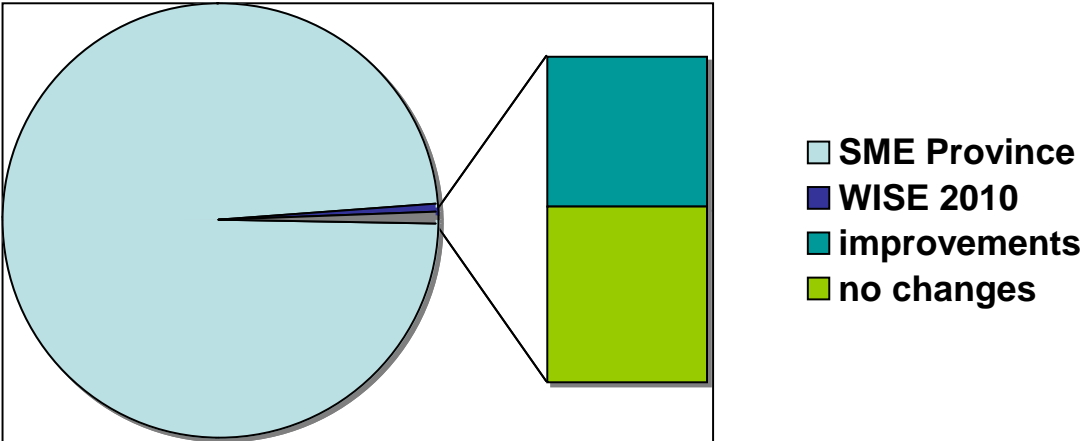
¹¹ It should be noted here that a significant Danish financial commitment towards supporting the 2nd national OSH programme was considered instrumental in securing governmental support despite other austerity measures.

One of the interesting evaluation findings related to several multiplier effects of training methods developed or translated in the context of the project. Thus several of the ILO projects interviewed related to green jobs, child labour programme, small enterprises and others actually employed key OSH training material and had solicited advice from the project office. This led to several multiplier effects. The joint programme on green production had e.g. already trained 900 beneficiaries on WISE methodologies, a figure that was planned to quadruple. Equally significant, was government take-up of several materials developed. MOLISA e.g. planned to apply national guidelines on OSH management systems in 1.000 enterprises within the 2nd national OSH programme.

OSH improvements were counted and being aggregated at provincial and national levels as signs of project outcome and success (see earlier table). Yet, provincial data also revealed impact limitations. If we take Dong Nai province as an example, only about 1 % of SMEs in the provinces were reached by the training. Out of the enterprises trained in 2010, roughly half actually made improvements.

Figure 12: the relative number of SMEs making improvements in Dong Nai province

WISE Training Dong Nai 2010



The national project coordinator also judged that roughly 10 % of enterprises did well afterwards, 50-60 % would undertake OSH upon request, while 20-30 % would undertake no action. While there was overall satisfaction to advances being made with the practical intervention logic, gaps in terms of reaching the sector as a whole need to be recognized. Provincial authorities thus stressed the need for additional funds to replicate measures. While capacity remained to expand at the provincial level, replication and scaling-up through provincial plans depended on additional funding.

Obviously, this is not the result of an implementation gap, but concerns the magnitude of the challenge at stake. Similar challenges also remain in relation to the informal and rural economy.

One observer spoke of participatory OSH solutions being “too simple and unimportant to convince certain enterprises”, who accordingly preferred to invest in other priority and income related activities. Another noted how enterprises would not undertake too expensive

OSH improvements right away. As the model relies on voluntary investments, fully-fledged OSH transformations cannot be expected. Long-term challenges remain in terms of sustaining such improvements, catalyzing other improvements and securing compliance with legal standards. a major recognized challenge relates to lack of training standards, multiple training programmes, limited information sharing and overlaps (MOLISA and ILO, 2010a: 91). Furthermore, the wider challenge of securing protective systems at a systems level rather than individual improvements remained. Addressing this challenge is at the heart of project impact and sustainability. This raised the wider question of how the remaining group of SMEs would be reached. How to build on new window of opportunity created by the project to reach more SMEs and more effectively address OSH in the informal and rural economy? How to convince more SMEs, informal actors and rural households of the relevance and benefits of OSH? Securing broader impacts and sustaining support to these economic sectors was at the core of provincial preoccupations calling for more resources to expand activities, as well as additional activities to raise awareness. “Co loi ich se lam” (if there are benefits they will do it), DOLISA staff in Thanh Hoa emphasized. Among the strategic considerations proposed to generate further impact and sustainability were the importance of:

1. Working strategically with social partners in order to mainstream OSH opportunities in their everyday engagement with their constituents
2. Systematically addressing both the strengths and weaknesses of participatory approaches, while identifying possible next steps in consolidating supportive systems for the identified target groups
3. Systematically documenting the different types of positive impacts generated by OSH improvements
4. Integrating different training methodologies, calling for other methodologies to target managers and directors.
5. Developing sector-specific training material
6. Moving from a pilot approach to systems-oriented.

Key finding 17: The project has generated localized enterprise-level impacts as well as cross-fertilization of other international and national programmes, yet securing sustained sector or systems-wide impact remains a challenge and will require more systematic documentation of pilot project impacts

Sustainability of project achievements vary according to the level addressed. At the national level, there is little doubt that policy and programme processes are sustainable from the sense of supporting on-going national processes in terms of new legislation, the 2nd national programme or the possible ratification of relevant ILO Conventions. At the pilot level, it is also true that a core group of trainers has been established, which furthermore given the relative continuity in the Vietnamese administration is likely remain in large parts (although there were already examples of members trained having retired or left). The project has in this sense contributed towards improving the capacity of local labour inspectors. Whereas the means of action, given the ToT approach, are already “in the hands of national partners” how WISE, WIND and WISH form part of a systems approach to OSH needs to be further fleshed out. This is in part taking place on an *ad hoc* basis, notably through further participatory exercises being planned and financed through other projects or the national programme, yet also needs to address the wider target groups not reached by such methodologies.

At the enterprise level, the sustainability of OSH improvements will undoubtedly vary according to actual participation, follow-up measures as well as external circumstances.

“Creating an OSH culture”, as a Dong Nai trade union official mentioned was a long-term process requiring a systematic approach. Currently, it was clear that sustainability of advisory services to SMEs, the informal and rural sectors relied heavily on project funding. This in turn reiterates the significance of more systematically and strategically identifying project impacts and opportunities for mainstreaming OSH issues among a network of social partners and scaling up support services through existing institutional structures and networks.

Key finding 18: Project approaches championed among SMEs, the informal and rural economies need to be translated into practical OSH systems to ensure sustainable impacts

Recommendation 12: It is recommended that the project together with provincial partners prior to finalization clearly establish exit strategies and identifies next steps for building protection systems at both national and provincial levels for the identified target sectors of the project. A systematic impact assessment of selected project activities could form part of these activities.

3.7 Strengths, weaknesses, opportunities and challenges

The following matrix summarizes key strengths, weaknesses, opportunities and challenges.

Matrix 13: Strengths, weaknesses, opportunities and challenges

	Positive	Negative
Internal factors	Strengths	Weaknesses
	Highly recognized technical advisory role Showing practical change is possible in challenging sectors (“trailblazer” role) Strategic relationship of trust and high levels of commitment Firm integration of policy and programme development Strong ASEAN engagement Country-driven process	No field level staff (only part-time reliance on already overcharged local staff) Current management systems needs to be fine-tuned Tri-partite engagement mechanisms in need of strengthening Limited reach of pilot activities Exit / systems building strategies in need of strengthening
External factors	Opportunities	Challenges
	Good potential for more direct engagement on OSH issues with social partners 2 nd national OSH programme approved with strong emphasis on coordination and integration	Size of economic sectors Lack of awareness of OSH importance among key sectors Lack of experience with coordination and synergy building among agencies

3.8 Cross-cutting issues

Poverty alleviation

Within a booming growth economy, OSH issues have not always been considered a poverty alleviation priority. This is arguably changing, in part through the national OSH programmes and the interlinkages with national development strategies. Yet, it is also clear that major economic sectors notably the ones targeted by this project, are rarely reached by formal protection mechanisms. This was clearly recognized by labour authorities in the provinces visited. Project outreach to improve OSH conditions is thus a critical complement to wider development programmes facilitating SME expansion and economic growth. As the Vietnamese government aims to reduce the agricultural workforce, programmes will increase to promote SME, non-farming work and industrialization, while farming conditions in the long-term will entail increased intensification, use of chemicals and machinery. The OSH challenge is thus at the heart of making poverty alleviation sustainable and beneficial. Quantifying and communicating such positive effects and benefits arguably remain a challenge, often remaining highly technical domains. The participatory methodologies and the resulting “before” and “after” approach are highly potent communication tools to break the ice in this respect. Yet, they also need to be considered first steps in consolidating a more ambitious outreach agenda.

Labour standards

Closely tied to the national decent work programme, the project is in a strategic position to link up with wider work on labour standards, principles on gender equity etc. Yet, given the emphasis on voluntary and pragmatic changes, such standards have arguably not been a direct priority. Thus participatory methodologies do not as such contain information about ILO core standards, but rather showcase practical opportunities and methods for improving OSH in the distinct working environments. This does, however, raise the question of how participating individuals and enterprises can equally be encouraged to address and promote the realization of wider labour standards. It for example appeared that some forms of child labour¹² took place in some of the small businesses participating in the project. A worst-case scenario is thus an enterprise being celebrated for its practical OSH improvements, yet potentially neglecting child labour concerns considered a different domain. Another scenario would involve the use of participatory training exercises to also raise awareness about positive alternatives. At the national level, this evaluation equally raised the possibility of integrating hazardous child labour concerns as an explicit OSH concern in both national profiles and a crosscutting element of the national programme. Viet Nam, in sum, offers an important terrain to strengthen the integration of core labour standards and OSH-related activities particularly within the framework of the 2nd national OSH programme.

Gender

In relation to gender, while there was a project culture of promoting equal participation in training sessions, gender concerns were not as such mainstreamed in wider policy and programme thinking. Gender aspects as a whole remained to be fleshed out in the OSH field. While disaggregated employment are available (NCLMFI, 2010), analytical work in relation to OSH remains to be made more explicit.

The current OSH profile only identifies the number of female labour inspectors, and is yet to display gender-disaggregated data on accidents and occupational diseases for different sectors. Such data is arguably critical in order to fully understand the dynamics at stake and tailor policy and programme responses. This is arguably a field, where ILO has a proven track record and experience to bring to the table. In terms of gender aspects, this was also being raised in MOLISA through DANIDA dialogues along with HIV AIDS, which is to be mainstreamed across the 2nd OSH programme. Finally, there is a significant potential to engage with the Women's Union on OSH issues, notably in terms of reaching out to the informal sector. There is, in summary, an important need and potential to undertake gender-mainstreaming activities at both policy and programme levels.

Workers' education, tripartism and social dialogue.

Whereas design and national consultation processes consistently emphasized tri-partite consultation, the evaluation has revealed both challenges and opportunities in this respect. On the one hand, engagement with social partners at times proved difficult, notably in terms of engagement with the VCCI. Debates with VCCI, however, also revealed new opportunities

¹² These were exceptions, the owner claimed. A brother had gone sick, and a child replaced during the school holidays. The case did however reveal the question, of hazardous child labour in particular.

for strategic engagement. VCCI trainers have developed new OSH skills (in part mainstreamed in SIYB training models), and have been requested to expand its provincial presence. It had also within the last few years built up experience in OSH matters, while meeting certain demands among its constituency. VGCL also expressed strong interest in engaging more proactively with the ILO on OSH issues.

Key finding 19: The project offers good opportunities to strengthen the integration of core labour standards, tri-partism and gender equity at both policy and pilot levels

Recommendation 13: The project partners are recommended to elaborate an internal strategy proposal for strengthening the mainstreaming of labour standards, tripartism and gender concerns in future activities

4. Conclusions

The project has made major advances at the national policy level facilitating policy and programme dialogue built up around ILO standards and tools. A 2nd national OSH programme has now been approved with considerable public funding. The quantity and quality of the outputs were overall deemed successful by partners revealing the tight collaboration between the ILO and Vietnamese authorities.

It is no coincidence that ILO staff members were presented with medals by MOLISA in recognition of their contributions to the cause of labour, invalids and social affairs. Important pilot experiences have been developed, notably in the field of SMEs and to some extent with farmers and household businesses. Such pilot experiences need now to be scaled-up and complemented to address the wider objective of building support systems. Whereas the project has recently expanded to another 5 provinces, this evaluation also emphasizes the importance of scaling-up *within* provinces already targeted. The evaluation also underlines the magnitude of building supportive systems for SMEs, the informal sector and farmers. A key number of policy level challenges remain e.g. in relation to the establishment of an occupational accident and disease compensation fund, data management and the prioritization of high risk sectors (MOLISA and ILO, 2010a: 141). Current OSH systems are deficient, yet the project provides ground for optimism. There are good opportunities for improved approaches e.g. in relation to baseline data and strategic OSH planning in relation to vulnerability. Not only project partners, but also the wider set of social actors, make regular use of project outputs such as translated training methodologies and ILO standards. Such spontaneous applications reveal the significant potential for the ILO and the GoV to expand strategic engagement with social partners and other stakeholders in reaching out to SMEs, informal and rural workers. The project, thus harbours, a growing body of good practices. This was particularly evident among SMEs, considered “resistant” to change, yet who many times showcased significant OSH improvements upon being sensitized to its advantages. To make use of such good practices will likely involve exploring complementary intervention strategies.

Figure 14: Moving from a project approach towards a systems approach

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décompresseur
sont requis pour visionner cette image.

Emerging directions involve shifting from participatory pilot efforts towards crafting systems allowing access to far more people and enterprises currently out of reach by existing OSH systems. Social mobilization through social partners, such trade unions, business associations and farmers union offer important opportunities in this respect.

Collaboration, partnerships and networking with national programme activities and other international initiatives will also be critical. In the latter respect, the emphasis on collaboration between MoH/WHO and ILO/ MoLISA should be emphasized as an important step. The support of the Government of Japan has played an instrumental role in advancing this coordinated effort.

Lessons Learned

1. The major lesson is that innovative approaches, country-ownership and international support to OSH offer critical transformative potential to rapidly evolving economies
2. Linking policy and programme support to ILO standards and instruments was considered very useful by national stakeholders seeking to learn from international experience and build nationally robust OSH mechanisms

3. Pilot projects offer concrete hands-on experiences for local authorities and social partners to address and get acquainted with the needs of new target groups and working areas
4. Contrary to common-sense ideas that OSH issues are not prioritized by SMEs, informal workers and farmers, pilot activities revealed the significant potential for voluntary action
5. Pilot projects also revealed the importance of careful follow-up strategies in the application of participatory OSH approaches and the need for the government's regular support measures to build such follow-up systems responding to the magnitude of the challenge.
6. The generation of protective systems for “new” OSH target groups are not automatic spin-offs from pilot activities, but will require targeted design of institutions and services to take-off
7. The sheer magnitude of SMEs, the informal and rural sectors combined by far include the majority of the Vietnamese working population generating the need for a macro-vision and strategic grasp to effectively respond to OSH needs
8. Promoting interministerial coordination stimulated new forms of engagement and joint action between the Ministry of Labour, Invalids and Social Affairs and the Ministry of Health, yet was also recognized as “work in progress”. Scaling up this coordination will require joint project design and detailed coordination requirements.
9. Generating a national OSH culture in a highly evolving socio-economic landscape, is an on-going process, where some level of flexibility within projects is a critical success ingredient
10. Promoting core labour standards in OSH activities and vice-versa is not an automatic process, but can effectively benefit from the coordination efforts promoted by the country office
11. The project revealed the different comparative advantages and the significant potential for social mobilization of social partners and other stakeholders in terms of scaling-up and mainstreaming OSH issues in their respective agendas.
12. Tri-partite social dialogue and collaborative action in the OSH field are not pre-given processes, but require an adaptive process allowing the project to resolve misunderstandings or make use of new OSH action opportunities where they arise

Good Practices

1. The good practice of combining policy activities and hands-on activities with provinces, enterprises and workers at the local level offer multiple interfaces and opportunities for collective action and policy development
2. The long-term engagement of the ILO and Japan as a donor on OSH issues in Viet Nam is proving to be a good practice in terms of an effective and reiterative cooperative strategy

3. The project successfully interlinked national OSH policy development, reviewing ILO standards for ratification and national programme development, offering a good practice model for integrated national level support
4. Recognized by national stakeholders as a structural challenge and “work in progress”, the project catalyzed initial interministerial coordination, notably between the Ministry of Health and the Ministry of Labour, Invalids and Social Affairs as well as between the ILO and WHO
5. Participatory OSH diagnosis and improvements are good practices generating new forms of action, collaborative thinking and showcasing needs and opportunities to the business community, decision-makers and the wider public
6. Collaborating directly with social partners and mass organizations, where implemented revealed the potential of mobilizing their networks, experience and identifying new outreach channels
7. The emphasis on country-ownership as a good practice proved successful in securing a nationally-driven OSH programme design process
8. Promoting regional (e.g. ASEAN) and international exchange and learning processes are good long-term practices offering opportunities to stimulate dialogue and showcase new forms of policy and practical OSH action

5. Appendices

Appendix 1 : Terms of Reference

TERMS OF REFERENCE
Final Independent Evaluation
Of
Effective Implementation of National OSH Programme for Improving
Safety and Health at the Workplace in Viet Nam
RAS/08/07M/JPN, RAS/09/07M/JPN

Donor:	Government of Japan Ministry of Health, Labour and Welfare, Japan
Project budget:	891,156 USD (297,052 USD per year)
Project duration:	3 years (September 2008 – December 2011)
Geographical coverage:	The OSH officials and inspectors in selected target provinces (Thai Nguyen, Thanh Hoa, Thua Thien-Hue, Dong Nai) and in the Bureau of SafeWork of MOLISA as well as employers and workers, in particular, in SMEs and informal economy and rural workplaces.
Evaluation date:	30 July – 30 August 2011
ToR preparation	April 2011

1. Introduction and rationale for evaluation

The project aims to promote and enhance an inter-ministerial cooperation¹³ in establishing functioning national systems to improve occupational safety and health in small and medium-sized enterprises (SMEs) through the effective implementation of the First National Programme on Labour Protection and Occupational Safety and Occupational Health (National OSH Programme).

The 3-year project is coming to an end by the end of December 2011. The final evaluation is required since the project total budget is more than US\$500,000, at least one independent evaluation is needed by ILO evaluation policy. The final evaluation is therefore proposed and will be managed by ILO Regional Office for Asia and the Pacific (RO Bangkok). The aims of the final independent evaluation are to assess to what extent (i) progress has been made in achieving the project's outcomes and (ii) how the project outcomes have contributed to implementing the Decent Work Country Programme in Viet Nam. The donors and key stakeholders will be consulted throughout the evaluation process. The final independent

¹³The National Labour Protection System is implemented by the Ministry of Labour, Invalids, and Social Affairs (MOLISA). The Community Health System is implemented by the Ministry of Health (MOH).

evaluation will comply with UN evaluation norms and standards and that ethical safeguards will be followed.¹⁴

2. Background on project and context

The project is funded by the Government of Japan and managed by ILO/Japan Multi-bilateral Programme and ILO Office in Viet Nam, Hanoi, with the technical support by OSH specialist in Decent Work Team in Bangkok. The three-year project started with its official launch in February 2009.

This project is one component of the programme in the field of development cooperation between Ministry of Health, Labour and Welfare of Japan and the ILO.

Field of Development Cooperation Programme Between ILO and MHLW - Japan
<ul style="list-style-type: none">• Greener Business Asia• Unemployment Insurance in ASEAN• Youth Employment in Sri Lanka• Migration in Southeast Asia• Occupational Safety and Health• ASEAN Industrial Relations

The project contributes to Viet Nam's Decent Work Country Programme (DWCP) Priority 3 – *Comprehensive National Plan for inclusive and progressive social security*, with its country Programme Outcome No. 3.2 – *OSH policies and management systems promoting a preventive safety culture and higher productivity in all types of workplace*.

The project contributes to effective implementation of the First National OSH Programme of Viet Nam which had been developed in line with ILO's Promotional Framework for OSH Convention (No.187, 2006). The ILO assisted MOLISA in strengthening cooperation with other ministries and reviewing the progress of the National OSH Programme for better implementation. ILO and WHO provided concerted technical inputs. These joint efforts made existing national OSH systems stronger to provide quality OSH protection to all workplaces. The practical experiences and achievements were shared with ASEAN countries for wider impacts.

In addition, the One-UN Policy has been promoted in various UN development actions in Viet Nam. The Government of Japan has also funded to WPRO, WHO on "Workers' Health Protection Project" to encourage ILO and WHO to implement a cooperative project on occupational safety and health as part of the One-UN Initiative in Viet Nam. The two projects are independent in terms of budget and reporting, but designed to work together with full involvement of the Ministry of Labour, Invalids and Social Affairs and the Ministry of Health through Joint Steering Committees. The efforts between two international organizations enable MOLISA and MOH to deliver more efficient and high-quality OSH services to workers, employers and communities in Viet Nam.

¹⁴ Reference: UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards. For further information <http://www.ilo.org/eval/policy/>

The specific project outputs include:

Immediate objective 1: To effectively implement “National Programme on Labour Protection, Occupational Safety and Occupational Health Up to 2010” (National OSH Programme) and develop the Second National OSH Programme.

- Output 1.1 Tripartite, inter-ministerial system developed and functioned to monitor the progress and implementation of the First National OSH Programme.
- Output 1.2 Key components of national OSH systems strengthened referring to ILO instruments.
- Output 1.3 The Second National OSH Profile developed.
- Output 1.4 The Second National OSH Programme for 2011-2015 developed.

Immediate objective 2: To establish practical OSH support systems to small and medium-sized enterprises (SME) in target provinces through the effective implementation of the Project No.4 (OSH in small enterprises) of the First National OSH Programme.

- Output 2.1 100 tripartite OSH trainers for SMEs and workers and employers in 1,000 SMEs trained by using ILO’s WISE (Work Improvement in Small Enterprises) training programme.
- Output 2.2 Effective follow-up and support mechanisms to the trained SMEs established.
- Output 2.3 100 SMEs that have applied OSH Management Systems (OSHMS) by using established National OSHMS Guidelines.
- Output 2.4 Successful experiences in OSH in small enterprises shared with ASEAN countries.

Immediate objective 3: To build model OSH protection systems in informal economy (IE) and rural workplaces in target provinces.

- Output 3.1 200 informal economy (IE) workers such as home workers trained.
- Output 3.2 400 farmers trained by WIND (Work Improvement in Neighbourhood Development) training programme in target provinces.

Immediate objective 4: To strengthen enterprise-level OSH mechanisms in large enterprises and multinationals in order to address emerging OSH risks.

- Output 4.1 200 large enterprises and multinationals which have established functioning OSH committee activities for OSH risk management.
- Output 4.2 100 large enterprises and multinationals which have trained their workers on prevention of life-habit diseases and reduce work-related stress.

Location

The project office is located within ILO Hanoi. The project targets the OSH officials and inspectors their selected target provinces (Thai Nguyen, Thanh Hoa, Thua Thien-Hue,

Dong Nai) and in the Bureau of SafeWork of MOLISA as well as employers workers, in particular, in SMEs and informal economy and rural workplaces.

Partners and stakeholders

The project has a range of partners and stakeholders as follows:-

Main implementing agency:

- Ministry of Labour, Invalids and Social Affairs (MOLISA)

Other partner agencies:

- Ministry of Health (MOH)
- World Health Organisation (WHO)
- Ministry of Agriculture and Rural Development (MARD)
- Vietnam Chambers of Commerce and Industry (VCCI)
- Vietnamese General Confederation of Labour (VGCL)
- Vietnam Cooperative Alliance (VCA)
- Vietnam Farmers' Union
- Vietnam Women's Union
- Other relevant agencies and organizations

Project budget

The total project budget is about 891,156 USD including staff cost. This gives annual budget of 297, 052 USD average for activities during 2009-2011. Due to the limited amount of budget for activities and large number of activities, the project was expected efficient expense.

Key accomplishments or milestones achieved to date:

- National tripartite workshop was held in September 2009 in Hanoi to discuss the progress of the first National OSH Programme and developed the implementation workplan in 2010 and identified key elements for second programme.
- The taskforce for developing the second national OSH programme was established.
- MOLISA and taskforce member drafted the second programme.
- Tripartite discussion was organized to prepare a draft OSH law and the roles of workplace mechanisms including the OSH committee in February 2009.
- National workshop was held in December 2009 in Ho Chi Minh City to discuss the feasible and effective solutions to improve and develop the current reporting situation of occupational accidents and diseases.
- The taskforce for developing the second profile on OSH and fire and explosion prevention (OSH-FEP) was established in July 2009 including 27 members from concerned agencies and organization.

- National workshop was held in November 2009 to discuss the detail of the first draft for editing of National OSH Profile.
- The survey on OSH in SMEs in 4 targeted provinces was carried out by MOLISA (November 2009-January 2010)
- TOT of WISE for 20 officials of 4 targeted provinces was conducted in Thanh Hoa province in September 2009.

4 WISE training courses were conducted in 4 target provinces for 123 employers, manager and trade union from 45 SMEs. The participating SMEs have implemented 144 improvements.

- The Second Profile on OSH and Prevention of Fire and Explosion (OSH-PFE) consists of basic information on national policies, legislation, management, organization, inspection, training, collaboration was completed and published in March 2010 with 2,000 Vietnamese and 300 English copies. This is an important database for development of the second national OSH programme period 2011-2015.
- The tripartite national workshop was held in Ha Noi on 06 May 2010 to discuss on the drafted second National OSH Programme period 2011-2015. The second national OSH Programme was approved by the Government on 10 Dec 2010.
- Studying the feasibility of the ILO Convention No. 187 on Promotional Framework for OSH (C.187) was started in August 2010 and the drafted feasible study report was consulted governmental agencies and representative of employers and employees at a national workshop in Jan 2011
- The national guide on Occupational Safety and Health Management System (ILO-OSH-2001) was developed and consulted with managers, labour inspectors and representatives of employers' and workers' organizations at two national workshops in Ho Chi Minh City, Sep 2010 and Hai Phong City, Jan 2011.
- The new regulations on reporting of occupational accidents were discussed at a national tripartite workshop in Sep 2010 in Ho Chi Minh City in order to improve reporting situation of occupational accidents in Viet Nam.
- Action guide on improvement of occupational safety and health in small and medium enterprises was developed based on integrating the Basic Occupational Health Service (BOHS) and Improvement of Working Condition in SMEs (WISE training programme)
- The regional workshop on "Improvement of OSH in SMEs" was conducted in Thai Nguyen province on 12-13 March 2010 and "Risk based approach for improvement of working condition by integrating WISE and BOHS" in Quang Ngai province on 19-20 March 2011 with participation of ASEAN delegates to exchange information and experiences on OSH and strengthen the cooperation among ASEAN countries on OSH.
- In 2010, 4 target provinces conducted 12 WISE training courses for 342 employers, managers, trade union officers in SMEs. The participating SMEs have implemented 638 improvements on working conditions and contributed to increasing productivity and preventing occupational accidents and diseases of workers in SMEs.

- 21 officials of 4 target provinces were trained on OSH in agriculture (WIND/TOT) in Thai Nguyen province in May 2010. After ToT, they provided WIND training for 80 farmer volunteers and then the volunteers conducted mini WIND courses for 800 farmers. A National workshop on “Improvement of working condition in agriculture” was conducted in Can Tho in Dec 2010 to exchange information and experiences among participating farmers on OSH in agriculture.
- A training of trainer course on Work Improvement for Safe Home (WISH/TOT) was conducted from 22 to 24 July 2010 in Hue city for 23 officials from 4 target provinces. After that the WISH trainers conducted WISH training for 208 home workers to improve working condition at workplaces.
- A national tripartite seminar on "Emerging OSH issues of larger scale and multinational enterprises in Viet Nam" was organized on 25-26 Nov 2010 in HCM city in order to exchange information and experience on preventing stress at workplaces and life-style diseases of the workers.

3. Purpose, scope and clients

Purposes: The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Viet Nam's DWCP outcomes and national development strategies. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. This emerging impact can provide preliminary guidance for a full fledged impact assessment to be held at a later date. The evaluation will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs. The evaluation will also test underlying assumptions about contributions to a broader development goal.

Scope: The final evaluation takes into account all interventions, geographical coverage, and the whole period of the project (January 2009 to the present date). The final evaluation will have to take into consideration the following benchmarks:

- Viet Nam DWCP
- Relevant, current country priorities and strategies

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

Clients: The principal clients for this evaluation are the project management, ILO constituents and partners in Viet Nam, ILO Hanoi, DWT Bangkok, RO-Bangkok, ILO technical units (SafeWork Sector), PARDEV, EVAL and the project donors (Japan)

4. Key evaluation questions/ analytical framework

The evaluation is guided by the ILO's Technical Cooperation Manual and the policies and procedures established therein (see particularly Chapter 7 of the manual and Page 17 for key guiding questions). The evaluation should address the overall ILO evaluation criteria such as relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability as defined in the ILO Guidelines for Planning and Managing Project Evaluations 2006. The evaluation shall also take into account the gender equality into the evaluation process as guided by The ILO guidelines on considering Gender in Monitoring and Evaluation of Project, Sep 2007. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. In consultation with the evaluation manager, any other information and questions that the evaluator may wish to address may be included as the evaluator see fit. Based on development

objectives, outputs and activities specified in the project document, the final evaluation will address the following issues:

Relevance and strategic fit

- Are the needs identified at the outset of the project still relevant?
- Have the partners and stakeholders taken ownership of the project concept and approach since the design phase?
- How does the project align with local and national plans for OSH and development?
- How has the project contributed to other national development frameworks?
- How has the project impacted in term of contributing to the DWCP?
- Is the project target appropriate and was there a rationale?
- How does the project response to the OSH system challenge in the Province.
- Where has the project succeeded in this role and where has it failed (or could do better)?
- Is collaboration scheme effective to improve OSH in Vietnam?

Validity of design (i.e. PRODOC)

- How logical is the project design?
- Given the resources is it practical to envisage the project achieving all its targets and goals?
- What was the baseline condition at the beginning of the project? How was it established? Was gender issues considered?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground? Do they need to be adapted?
- Is the intervention logic coherent and realistic? Is there a need for adjustments, if so: what needs to be adjusted?
- Were all the elements of the project design necessary to achieve the project objectives?
- How strategic is the choice of project partners and stakeholders in terms of mandate, influence, capacities and commitment?
- What are the main means of action? Are they appropriate and effective to achieve the planned objectives?
- Comment on the quality and usefulness of the selected indicators and means of verification for programme monitoring and evaluation, including breakdown by sex, age, etc.
- On which risks and assumptions does the project logic build? How realistic is it that they do or do not take place? How far can the project control them? Do the risks jeopardize the project?
- Comment on the external logic of the project in terms of its links with other interventions, synergies and economies of scale created.
- Did the project document provide adequate guidance on how the intervention would address the relevant gender issues amongst the target groups?
- How well targeted were the proposed interventions in terms of vulnerable groups taking cognizance of ethnicity, sex, age and other vulnerabilities?
- How was the project designed on the view of collaboration between OSH and Health?

Project progress and effectiveness

- Have the four project immediate objectives been achieved? To what extent?
- In which areas (under which outputs/components) does the project have the greatest achievements? Why is this and what are they supporting?

- In which areas does the project have the least achievements? What has been the constraining factors and why?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do benefits accrue equally to women and men?
- Are project partners using outputs?
- In which areas do the interventions have the greatest achievements? Why this and what is have been the supporting factors? How can ILO build on or expand these achievements?
- How and to what extent have stakeholders (particularly the ILO constituents) been involved in project implementation?
- What elements of the project are indicating of a 'good practice' (based on the ILO definition).
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive?
- Assess the development of partnerships, networking and collaboration initiatives that have potential to be sustainable. (With other development aid, donor community and with other UN agencies).
- How collaboration between OSH and Health helped to effectively implement through the project?

Adequacy and efficiency of resource use

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective? Do results justify costs? Could the same results be attained with fewer resources?
- Have project funds and activities been delivered in a timely manner?

Effectiveness of management arrangements

- Are management, monitoring and governance arrangements for the project adequate?
- Does project governance facilitate good results and efficient delivery?
- Does the project receive adequate political, technical and administrative support from its national and provincial partners?
- Do implementing partners provide for effective project implementation?
- How does the MOLISA and the MOH contribute to the success of the project?
- To what extent is the membership of MOLISA and the MOH as defined in the ToR for these relevant? Is the membership too limited or too extensive? Examine the role and involvement of the MOLISA and MOH.
- Has the project team's integration (physically and in relation to work flow) in the ILO Viet Nam office enhanced project effectiveness?
- Has cooperation with project partners been efficient?
- Have available gender mainstreaming tools been adapted and utilized?
- Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?
- How efficient and effective has the process been of communication from the field office to the regional office and the donor?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used and standards promoted by the ILO e.g. decent work; OSH, gender equality and equity etc.

Impact orientation & sustainability

- What was the impact of the means of action on the problem and on the target population?
- How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to the national partners? Once external funding ends will national institutions and implementing partners is likely to continue the project or carry forward its results?
- Are the means of action gradually being handed over to the national partners?
- Are national partners able to continue with the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?
- Are project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?
- Can the project approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?

5. Main outputs of Evaluation

The main output of the evaluation will be a full-fledged final independent evaluation report. The main outputs of the evaluation are:

- Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- Evaluation Report
- Evaluation Summary
- First Draft of evaluation report
- Final draft of evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

The “Evaluation Report” should contain the following contents:

- ILO standard title page
- Executive Summary
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed). Number of recommendations not more than 12.
- Lessons Learnt
- Possible future directions
- Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report.

6. Methodology

ILO will engage an external consultant to undertake the final independent evaluation. The consultants will report to the evaluation manager who is based at the ILO Regional Office for Asia and the Pacific. The final methodology and evaluation questions will be finalized by the evaluator in consultation with the evaluation manager.

The evaluator will consult with ILO Director, relevant ILO technical specialists (Geneva and DWT Bangkok), project team, national technical specialists and key stakeholders to gather inputs for the evaluation. The evaluation will be conducted during the period of 30 July – 30 August 2011.

- The consultant will review relevant documentations;
- The consultant should propose the methods for data analysis. All data should be sex-disaggregated and different needs of women and men and marginalized groups should be considered throughout evaluation process
- The consultant will meet with the project team and consult with relevant staff of ILO Viet Nam, DWT Bangkok, ILO ROAP and ILO technical Unit in Geneva, donor.

- The consultant will travel to project sites (Thanh Hoa in the North and Dong Nai in the South) and conduct interview/focus group discussions with stakeholders.
- A stakeholder workshop will be organized to present the preliminary findings at the end of evaluation mission to all relevant and key project stakeholders. This allows the key findings and key recommendations to be verified by the key stakeholders
- Draft evaluation report will be submitted to the evaluation manager who will later share with stakeholders for their comments and inputs.

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

Sources of information and documentation

1. Project Document
2. Project Progress reports
3. First National Programme on Labour Protection and Occupational Safety and Occupational Health (National OSH Programme)
4. Viet Nam Decent Work Country Programme 2009-2011
5. Viet Nam National Development Strategies
6. OSH Management Systems (OSHMS)
7. National OSHMS Guidelines
8. ILO Promotional Framework for OSH Convention (No.187, 2006).
9. ILO Occupational Safety and Health Convention (No.155, 1981)
10. ILO Occupational Services Convention (No.161, 1985)
11. ILO Guidelines on OSH Management Systems (ILO-OSH 2001)
12. ASEAN-OSHNET information
13. Project Implementation Plan
14. UN One Plan 2006-2010 in Vietnam

7. Management arrangement, work plan and time frame

7.1 Management arrangements:

The designated evaluation manager is Ms. Sutida Srinopnikom, Programme Officer for Regional Programming Unit, in consultation with Ms. Pamornrat Pringsulaka, Monitoring and Evaluation Officer, whom the evaluation team reports to.

7.2 Evaluator's tasks:

The evaluation will be conducted by an external independent evaluator and a national project coordinator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above. The international evaluator will be the evaluation team leader.

7.3 Stakeholders' and donor's role:

All stakeholders in Viet Nam particularly the constituents, the partners, the project teams, ILO Hanoi, DWT Bangkok, and donor will be consulted and will have opportunities to provided inputs to the TOR.

The possibility of participation of the donor (MHLW and/or Embassy of Japan) and of RO-Bangkok in the field visits and/or the stakeholders workshop are to be determined.

7.4 The tasks of the Projects:

The project team will support the implementation of the evaluation throughout the process, and provide logistical and practical support to the evaluation team during the evaluation mission. The project will also ensure that project documentations are up to date and easily accessible;

7.5 Work plan and timeframe:

Task	Responsible person	Time frame
Preparation of the ToR	Evaluation Manager	April 2011
Sharing the ToR with all concerned for comments/ inputs	Evaluation Manager	April 2011
Finalization of the ToR	Evaluation Manager	June 2011
Approval of the ToR	ROAP	June 2011
Selection of consultant and finalization	Evaluation Manager/ ROAP	2011
Draft mission itinerary for the evaluator and the list of key stakeholders to be reviewed	National Project Coordinator Evaluation Manager	June 2011
EXCOL contract based on the ToR prepared/ signed		July 2011
Brief evaluators on ILO evaluation policy	Evaluation Manager	June/July 2011
Evaluation mission	Evaluator	1-12 August
Stakeholders consultation workshop	Evaluator	12 August
Drafting of evaluation report and submitting it to the Evaluation Manager	Evaluator	15-19 Aug
Sharing the draft report to all concerned and consolidated comments on the draft report send to the evaluator	Evaluation Manager	22-26 Aug

Finalization of the report	Evaluator	29-30 Aug
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8. Resources Required:

The following resources are required:

- Daily Subsistence Allowances (DSA), economy airfare
- Cost of external international evaluator
- Stakeholders workshop
- Translator and local transport in the field (to be managed by project)

Travel schedules, means of transport of external consultants are subject to prior arrangement with ILO and local field transportation will be managed by ILO
 Qualifications and Responsibilities of the evaluation team/consultant

- Experience in design, management and evaluation of development projects, in particular with local development projects.
- Relevant background in social and/or economic development.
- Experience in the UN system and in the evaluations of the UN system or similar international development experience
- Relevant regional experience preferably prior working experience in Viet Nam.
- Experience in the area of OSH and rights-based approaches in a normative framework will be a distinct advantage.
- Experience in the area of employment services and capacity building/training initiative will also be appreciated.
- Familiarity with and knowledge of specific thematic areas
- Fluency in English is imperative for both consultants – a local language skill for national consultant is a must.
- Experience in facilitating workshops and experience in conducting friendly in-depth interviews and discussions is important.
- Sensitivity to diversity

Phase	Responsible person	Tasks/ activities	Days proposed
1.	Evaluator	<ul style="list-style-type: none"> • Telephone briefings with Evaluation Manager in Bangkok • Telephone briefing with donor in ILO/Japan Project in Bangkok • Desk Review of project-related documents • Evaluation instruments developed based on desk review 	4 working days
2.	Evaluator with logistic support from OSH project in Vietnam	<ul style="list-style-type: none"> • In-country briefing with ILO Hanoi and Japanese Embassy Hanoi (to be confirmed) • Consultation with project management • Consultations with project partners in Hanoi 	3 working days
		<ul style="list-style-type: none"> • Field visit in selected provinces 	4 working

		<ul style="list-style-type: none"> • Consultations with project partners, and other beneficiaries 	days
		<ul style="list-style-type: none"> • Stakeholders workshop in Hanoi 	1 working day
3.	Evaluator	<ul style="list-style-type: none"> • Draft report based on all activities/ tasks undertaken above 	5 days
4.	Evaluation Manager	<ul style="list-style-type: none"> • Circulation of draft report to key stakeholders • Consolidate comments of key stakeholders and send to the evaluation consultant 	2 weeks after evaluation is completed
5.	Evaluator	<ul style="list-style-type: none"> • Finalize the report 	2 days

Appendix 2 : People met/ interviewed

1	Dr. Tsuyoshi Kawakame	OSH Senior Specialist	ILO HQ		14. July
2	Ms. Rie Vejs Kjeldgaard	Director	ILO Country Office for Viet Nam	10:00-11:00	2.aoû
3	Mr. Nguyen Hoang Ha	Programme Officer	ILO Country Office for Viet Nam	11:00 - 12:00	2.aoû
4	Mr. Nguyen Van Theu	National Project Coordinator	OSH Project/ILO Country Office for Viet Nam	14:00 - 16:00	2.aoû
5	Ms. Nguyen Ngoc Duyen	Admin and Finance Assistant	OSH Project/ILO Country Office for Viet Nam	14:00 - 16:00	2.aoû
6	Ms. Nguyen Thi Mai Oanh	National Project Coordinator	TBP Project/ILO Country Office for VN	16:00 - 16:30	2.aoû
7	Mr. Sauli Matias Hurri	Programme Officer	ILO Country Office for Viet Nam	17:00 - 18:00	3.aoû
8	Mr. Vu Nhu Van and his colleagues	Acting Director General	Bureau of Safe Work/MOLISA	09:00 -10:00	3.aoû
9	Le Thi Kim Dung and her colleagues	Deputy Director	International Cooperation Department/MOLISA	10:00 - 11:00	3.aoû
10	Mr. Nguyen Van At and colleagues	Head Labour Protection Unit, Policy Department	VCGL	13:00 - 14:00	3.aoû
11	Mr. Phung Quang Huy	Director	Employers Office/VCCI	14:30 - 15:30	3.aoû
12	Mr. Tran Tri Dung	Deputy Director	Employers Office/VCCI	14:30 - 15:30	3.aoû
13	Le Quang Tich	Deputy Director	Thanh Hoa DOLISA	13:00-13:30 and 08:00 - 09:30	4 Aug and morning of 5 Aug
14	Le Xuan Tung	Head of Employment - OSH Unit	Thanh Hoa DOLISA		
15	Nguyen Ba Luc	Employment - OSH Unit	Thanh Hoa DOLISA		
16	Gemstone workshops owner and workers		Dong Son pilot (WISH training)	14:00 - 16:00	

17	Ms. Ha Thi Thy Thuy & households	Officer	VCA - Thanh Hoa Province	16.30-17.00	4.aoû
18	Mr. Ngo Xuan Hong	Deputy Director	Hong Truong Company Ltd.,	09:30 - 10:30	5.aoû
19	Vu Ngoc Tuan	Deputy Director	Hong Duc Company Ltd.,	10:30 - 11:30	5.aoû
20	Ms. Nguyen Thi Thu	Deputy Administrator	Farmer Association - Thanh Hoa Province	14:00 - 15:30	5.aoû
21	Mr. Le Khac Binh	Oficer	Thanh Hoa Trade Union	15:30 - 16:30	5.aoû
22	Ms. Tran Ngoc Lan	Project Deputy Director	Bureau of Health Environment Management, MOH	09:00 -10:00	8.aoû
23	Ms. Nguyen Thi Toan	Project Coordinator	Bureau of Health Environment Management, MOH		8.aoû
24	Mr. Pham Ha	Programme Officer	WHO Viet Nam	10:00 - 11:00	8.aoû
25	Mr. Tran Ngoc Thanh	Director	Department of Population-Social- Family, Farmer Union	15:00 - 16:00	8.aoû
26	Ms. Nguyen Thi Thom	Officer	Viet Nam Farmer Association	15:00 - 16:00	8.aoû
27	Ms. Vu Huong Mai	officer	Danish Embassy	16.30-17.00	8.aoû
28	Mr. Nguyen Van Thang	Vice Chairman	Coopeative Alliance of Dong Nai Province	13:30 - 16:30	9.aoû
29	Center for supporting SMEs	Director	Coopeative Alliance of Dong Nai Province	13:30 - 16:30	9.aoû
30	3 small workshops visited	Owners	private sector	16.30-18.00	
31	Le Thi My Phuong	Director of DOLISA in Dong Nai	Department of labour, Invalids and Social Affairs		9.aoû
32	Mai Thi Tuyet	Deputy Chief of Labour Inspectors	Dong Nai DOLISA	08:00 - 09:30	10.aoû
33	Pham thi Tuy Hong	Labour inspector	DOLISA	08:00 - 09:30	10.aoû
34	Le Thi Xuyen	Officer	Trade Union	08:00 - 09:30	10.aoû
35	Hoang Xuan Thai	Labour inspector	DOLISA	08:00 - 09:30	10.aoû
36	Vu Quoc Do	Medical Doctor	Center of occupational health and environment	08:00 - 09:30	10.aoû

37	Le Thi Tuyet Thanh	Manager, head of trade union	Nhat Nam Wood Company Ltd.,	09:30 - 10:30	10. aou
38	Director	Deputy Director	Whittier wood company	10:30 - 11:30	10. aou
39	Ms. Nguyen Thi Thanh Toan and colleagues	Head of Labour Protection Board	Dong Nai Trade Union	13:30 - 15:00	10. aou
40	Mr. Pham Hong Hoang	Officer	Farmer Association - Dong Nai Province	15:00 - 16:30	10. aou
41	Mr. Pham Quoc Thuan	Entreprise advisor team leader	Better Work project	20:00 - 21:00	10. Aout
42	Mr. Shinichi Ozawa	CTA	ILO Bangkok	14:00 - 15:30	11. Aout
43	Mr. Ton That Khai	OSH Regional Advisor	ILO Bangkok Decent Work team		15. Aout

Appendix 3: List of participants in consultation workshop/ presentation of preliminary findings
(MOLISA, August 12, 2011)

No.	Full name	Position	Agency/Organization
1	Mai Xuan Khoi	Deputy Head of Labour Inspection	Thanh Hoa DOLISA
2	Nguyen Xuan Quang		Hue DOLISA
3	Nguyen Thi Toan	Project Coordinator	Bureau of Health Environment Management MOH
4	Bui Anh Thanh	Officer	Bureau of Health Environment Management MOH
5	Pham Thi Thu Le	Officer	Bureau of Health Environment Management MOH
6	Mai Thi Tuyet	Deputy Head of Labour Inspection	Dong Nai DOLISA
7	Truong Van Xuan	Head of employment- OSH Unit	Thai Nguyen DOLISA
8	Nguyen Trung Son	Officer	VGCL
9	Nguyen Van At	Deputy Head of Labour Protection	VGCL
10	Nguyen Thi Thom	Officer	Farmer Association
11	Vu Anh Toan	Head of unit	MARD
12	Nguyen Que Trinh	Officer	VCA
13	Nguyen Van An	Director	Tan Long Company, Thai Nguyen
14	Vu Thi Hong Thu	Officer	Tan Long Company, Thai Nguyen
15	Hoang Thi Thu Hang	Officer	International Cooperation Department, MOLISA
16	Le Kim Dung	Deputy Director	International Cooperation Department, MOLISA
17	Ha Thi Minh Duc	Officer/Interpreter	International Cooperation Department,

			MOLISA
18	Vu Nhu Van	Acting Director	Bureau of Safe Work, MOLISA
19	Pham Thi Thuy	Officer	Bureau of Safe Work, MOLISA
20	Do Thi Thuy Nguyet	Deputy Director	Bureau of Safe Work, MOLISA
21	Tran Ngoc Lan	Officer	Bureau of Safe Work, MOLISA
22	Hoang Minh	Officer	Bureau of Safe Work, MOLISA
23	Chuc Tru Trang	Account	Bureau of Safe Work, MOLISA
24	Nguyen Xuan Tuong	Head of unit	Planning and Finance Department, MOLISA
25	Nguyen Thi Huong	Officer	Planning and Finance Department, MOLISA
26	Phan Dang Tho	Deputy Head of Labour Protection	MOLISA
27	Nguyen Hoang Ha	Programme Officer	ILO Hanoi
28	Nguyen Van Theu	Project Coordinator	ILO Hanoi
29	Nguyen Ngoc Duyen	Project Assistant	ILO Hanoi
30	Peter Bille Larsen	International Evaluator	

Appendix 4 : 1st National OSH priority projects, targets and project achievements

This appendix compares the list of project priorities and targets under the first national occupational safety and health program with the project intervention logic and contributions.

National OSH priority projects in the first OSH plan and ILO overlaps

OSH project priorities	Related ILO activities
1. Building the capacity and improving the effectiveness of the State administration on labour protection.	Tight collaboration between the ILO and MOLISA. Efforts to facilitate interministerial coordination
2. Improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity and in construction.	No explicit focus on these sectors. Partly addressed in some of the provinces and cross-cutting national activities.
3. Promotion of prevention and control of occupational accidents and occupational diseases in agriculture and rural occupations.	Collaboration with Farmers Union. Pilot testing of WIND methodology. Follow-up to previous ILO projects.
4. Improvement in the quality of labour protection performance in small and medium-sized enterprises.	Strong SME focus including WISE approaches at provincial level. Action Guide on Occupational Safety Health Services and Work Improvement for SMEs
5. Enhancement of prevention and elimination of occupational diseases.	Facilitating collaboration between MOLISA and MOH
6. Disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities.	Pilot engagement with social partners and provincial level processes. Production and dissemination of OSH related material (e.g. national profiles).
7. Building capacity in the study and application of scientific and technological advances in OSH.	Policy analysis, documentation. Some dialogue on OSH technical matters.

Project contributions to OSH targets

Target	Project advances
Reduce by 5% the annual occupational accident frequency rate in particularly hazardous sectors (mining, construction, use of electricity);	Project supported national OSH profiles facilitated more systematic approach OSH needs. Strengthened improved reporting system. National Guideline on Applying the Occupational Safety and Health management System Accident frequency not reduced as expected (increasing in some cases). Reasons debated in part related to improved statistics.
Reduce by 10% the number of newly contracted cases of occupational disease;	Indirect contributions from project through improved systems, national policy and programme development e.g. OSH management systems guidelines
Ensure that more than 80% of workers in production units with a high risk of occupational disease have their health checked for occupational diseases	Indirect contributions from project through improved systems, national policy and programme development e.g. through collaboration with MOH/ WHO
100% of workers diagnosed with occupational accidents and occupational diseases are treated, provided with health care and rehabilitation services	Indirect contributions from project through improved systems, national policy and programme development. Target perceived as overambitious and has been adapted in 2 nd OSH programme.

More than 80% of workers in sectors and jobs with strict occupational safety and health requirements and OSH officers are trained in OSH	Indirect contributions from project through improved systems, national policy and programme development. Sectors not targeted by project.
Ensure that 100% of fatal occupational accidents and serious occupational accidents are investigated and handled	Indirect contributions from project through improved systems, national policy and programme development

Appendix 5: List of publications cited

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