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Independent evaluation of the ILO's strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work

September 2013
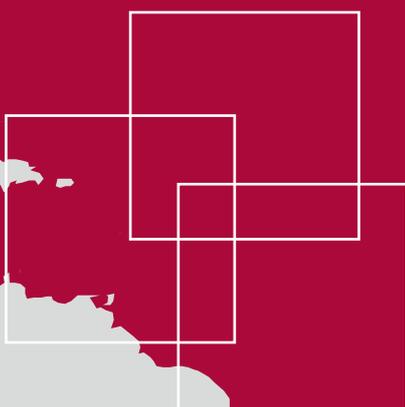
Independent evaluation of the ILO's strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work

International Labour Office

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Evaluation Unit

PREFACE

This high-level *Independent Evaluation of the ILO's Strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions*, is the first conducted by the Evaluation Unit since its establishment in 2005. The evaluation assesses the overall performance of the Office with regards to the implementation of its Global Strategy for Occupational Safety and Health adopted by the International Labour Conference (ILC) in 2003.

Although the focus of this evaluation is on the strategy, it also analyses the effectiveness and efficiency of the organizational structure established by the Office to support the implementation of the global occupational safety and health (OSH) strategy while supporting national constituents' capacities to develop, implement and enforce their own OSH systems. To this end, the evaluation takes a close look at the Programme on Safety and Health at Work and the Environment (SafeWork) to assess how effectively it has carried out its mandated workplan in implementing the global strategy. This evaluation confirms the relevance of the ILO's contributions in the field of OSH, and highlights its comparative advantage and impact on the development of national OSH systems. It identifies key issues that must be addressed to achieve the objectives of the OSH global strategy.

Perhaps the most important message emanating from this evaluation is that the ILO must safeguard its status as the leading normative and technical international organization in the field of OSH. The evaluation team has identified key areas that need immediate attention as the Office moves forward with organizational reform to address the challenge of articulating the OSH programme within the context of the new Governance and Tripartism Department. What is becoming increasingly evident is that OSH activities must be prioritized to better reflect national constituents' needs whilst supporting other units in the Organization whose work also includes OSH activities in order to better serve the needs of national constituents.

The evaluation also assesses the relevance, effectiveness and efficiency of the International Occupational Safety and Health Information Centre (CIS) as the data processing arm and knowledge gateway of SafeWork. The evaluation presents findings and conclusions that need careful consideration to achieve CIS's objectives in a world of increasing advances in information search engines. Its future relevance and success will not only depend on its network and partnerships, but also on the relevance, coherence and accessibility of knowledge and lessons, good practice and user-friendly platforms. All in all, the implications are far-reaching and, after 54 years, ILO/CIS is now at a point where there is a pressing need to carefully reflect on alternative options, directions and approaches in order to ensure the continued high relevance of its support to the Office and to its tripartite constituents.

The evaluation report presents conclusions and recommendations, which have been accepted and agreed upon by the Office for implementation over the short and medium term.

Guy Thijs, Director, Evaluation Unit

ACKNOWLEDGEMENTS

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List of figures, boxes and tables

ABBREVIATIONS

ACTRAV	Bureau for Workers' Activities
ACTEMP	Bureau for Employer's Activities
CEACR	Committee of Experts on the Application of Conventions and Recommendations
ILO/CIS	International Occupational Safety and Health Information Centre (ILO)
CIS	Commonwealth of Independent Nations ('CIS', Association of most of the Former Soviet Union Republics)
CISDOC	Occupational Safety and Health Database (of CIS/ ILO)
CPO	Decent Work Country Programme Outcome
CPR	Decent Work Country Programme Review
DWCP	Decent Work Country Programme
DWT	Decent Work Technical Support Team
EMPLOI	Employment Policy Department
EVAL	Evaluation Unit of the ILO
GENDER	Bureau for Gender Equality
GB	Governing Body
GOSHS	Global Strategy on Occupational Safety and Health (2003)
HQ	Headquarters
IGDS	Internal Governance Documents System
ILC	International Labour Conference
ILO	International Labour Organization or International Labour Office
ILS	International Labour Standards
IOE	International Organization of Employers
IRIS	Integrated Resource Information System
ISO	International Standards Organization
ITC	International Training Centre in Turin
ITUC	International Trade Union Confederation
LMI	Low and middle-income countries
MDG	UN Millennium Development Goals
NORMES	International Labour Standards Department
OBW	Outcome-based workplans
OSH	Occupational safety and health
P&B	Programme and budget
PARDEV	Partnerships and Development Cooperation Department

PFAC	Programme, Financial and Administrative Committee
PROGRAM	Bureau of Programming and Management
RBM	Results-based management
RBSA	Regular Budget Supplementary Account
SPF	Strategic Policy Framework
SafeWork	Programme on Safety and Health at Work and the Environment
SECTOR	Sectoral Activities Department
TC	Technical Cooperation
WIND	Work Improvement in Neighbourhood Development

EXECUTIVE SUMMARY

Introduction

The protection of workers from injury, sickness and disease is a core element of the ILO's mandate, which is set out in the Preamble of its Constitution. Its importance as a central component of decent work is reflected in the Global Strategy on Occupational Safety and Health (GOSHS) adopted during the 91st Session of the International Labour Conference (2003).

The fundamental pillars of the global strategy include the building and maintenance of a national preventative safety and health culture, and the introduction of a systemic approach to occupational safety and health (OSH) management at national and enterprise levels. The strategy foresees an ILO action plan for its implementation covering five main areas: (i) promotion, awareness raising and advocacy; (ii) ILO instruments; (iii) technical assistance and cooperation; (iv) knowledge development, management and dissemination; and (v) international collaboration.

Since its adoption, the Programme on Safety and Health at Work and the Environment (SafeWork) was assigned the responsibility of implementing GOSHS within the Programme and Budget (P&B) Strategic Framework. To this end, the five major goals of SafeWork are:

1. to develop national preventive policies and programmes to protect workers in hazardous occupations and sectors;

2. to extend effective protection to vulnerable groups of workers falling outside the scope of traditional protective measures;

3. to better equip governments and employers' and workers' organizations to address workers' well-being, OSH and the quality of working life;

4. to increase recognition of the social and economic impact of improving workers' protection through OSH measures; and

5. to maintain and expand a network of internationally active institutions and organizations, streamline OSH knowledge base and promote ILO policies.

The evaluation took place during a period of organizational transition and reform, which placed SafeWork within the ILO's Governance and Tripartism Department. The findings and recommendations of this evaluation aim to contribute to the Office's ongoing efforts to improve its organizational structure and strategy to carry out its OSH global mandate and achieve its objectives.

The results of the evaluation are based on information gathered from desk reviews and case studies, as well as from over 100 interviewees, and 54 survey respondents.

Operational approach

The ILO has introduced specific policies and strategic activities to promote its global OSH targets: the Decent Work Policy Framework[1] which includes the particularly relevant Outcome 6 on Safe Work Environment, the Occupational Safety and Health Convention, 2006 (No. 187), the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services Convention, 1985 (No. 161), the Global Strategy on Occupational Safety and Health (GOSHS), 2003, and the Plan of Action (2010–2016) to achieve widespread ratification and effective implementation of the OSH instruments (Convention No. 155 and its 2002 Protocol and Convention No. 187) adopted by the Governing Body at its 307th Session (GB.307/PV) held in March 2010.

These strategies and policies aim to improve the OSH situation globally by motivating and committing decision-makers, and employers' and workers' organizations to improve their national OSH systems and infrastructure.

For the biennium 2012–13, the Office allocated US$ 38.9 million in regular budget (RB) and approximately US$ 5.4 million in extra-budgetary technical cooperation resources (XBTC) for the implementation of GOSHS (figure 1). This represents an increase of US$ 3.8 million from the US$ 35.1 million RB allocation for the previous biennium. Similarly, XBTC funding also shows a slight increase of US$ 2.3 million.

Figure 1. Budgets for Outcome 6 (planned budget and expenditures)[2]
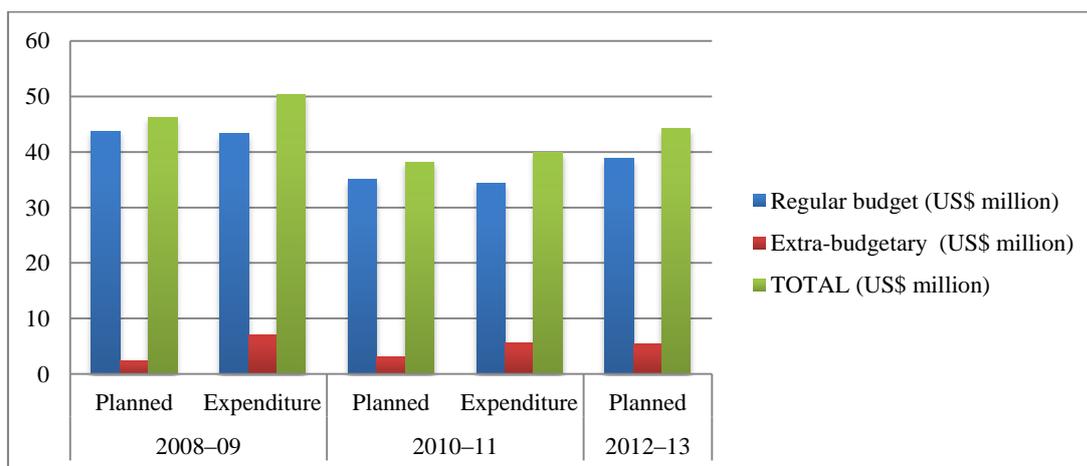
Despite strong global interest to promote OSH, technical cooperation funding shows only a marginal increase in extra-budgetary resources since 2008. OSH programmes at the country level have relied on a small number of major donors.

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[1] ILO: Promotional framework for Occupational Safety and Health Convention, 2006 (No. 187). International Labour Conference, 95th Session, Geneva, 2006. (This Convention entered into force on 20 Feb. 2009).

[2] These budget figures have been extracted from the programme implementation reports for 2008–09 and 2010–11, and the P&B for 2012–13.

Summary of findings
A. Relevance, responsiveness and value added

The existing GOSHS and P&B strategy for Outcome 6 builds upon the ILO's comparative advantage in producing a number of important outputs that complement global and national efforts to improve OSH capacities. For example, OSH conditions have been linked to work on employment promotion and sustainable enterprises (ILO strategic outcomes 1 and 3). Similarly, OSH policy advice supported tripartite participation in the development of national OSH programmes, while training materials and courses in the design of national OSH programmes and risk management for workplace-level action have been used to promote the protection of workers' safety and health. These activities aimed to strengthen the influence of the social partners and social dialogue (outcomes 9, 10 and 12), and to respond to the Tripartite Consultative Advisory Group's requests regarding sectoral OSH issues (Outcome 13).

Although SafeWork's capacity as the technical nucleus for OSH is widely recognized, the programme's level of proactive involvement was found uneven and in, some cases, non-existent. The evaluation concluded that SafeWork often lacked strategic focus and operational strategy to optimize ILO's comparative advantage in this field.

The quality and relevance of the products provided by SafeWork was not doubted. Still there were a number of interview responses stating that ILO had lost a significant amount of ground in OSH-related global issues. The reasons the interviewees gave was the activity of other similarly oriented international organizations, the minimal agreements between many constituents which prohibit the ILO playing a more advanced role in OSH, a lack of collaboration between ILO and other global organizations, and missed opportunities to promote OSH to donor organizations. Consequently, the formerly undisputed position of ILO as a global leader in OSH-related issues, and OSH standard setting, is likely to become increasingly vulnerable.

Approximately half of ILO instruments deal directly or indirectly with OSH issues,[3] the ratification of which has so far been generally limited, with an average of approximately 39 ratifications of each of the 19 key OSH Conventions while only nine countries have ratified Protocol No. 155 (figure 2).[4]

As mentioned, for the **19 Conventions under the OSH heading** (according to the website structure), 39 ratifications have been counted.

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[3] Depending on the definition and interpretation, in particular of the health-related aspect of ILO instruments, the rate is estimated at 80% in some publications (e.g. ILO: General Survey concerning the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Safety and Health Recommendation, 1981 (No. 164), and the Protocol of 2002 to the Occupational Safety and Health Convention, 1981. Third item on the agenda: Information and reports on the application of Conventions and Recommendations. Report of the Committee of Experts on the Application of Conventions and Recommendations (articles 19, 22 and 35 of the Constitution), Geneva 2009.

[4] "A Protocol is an instrument which partially revises a Convention. It is open to ratification by a State already bound by or simultaneously ratifying and becoming bound by the Convention in question."

Figure 2. Average ratifications of key OSH Conventions and Protocol No. 155
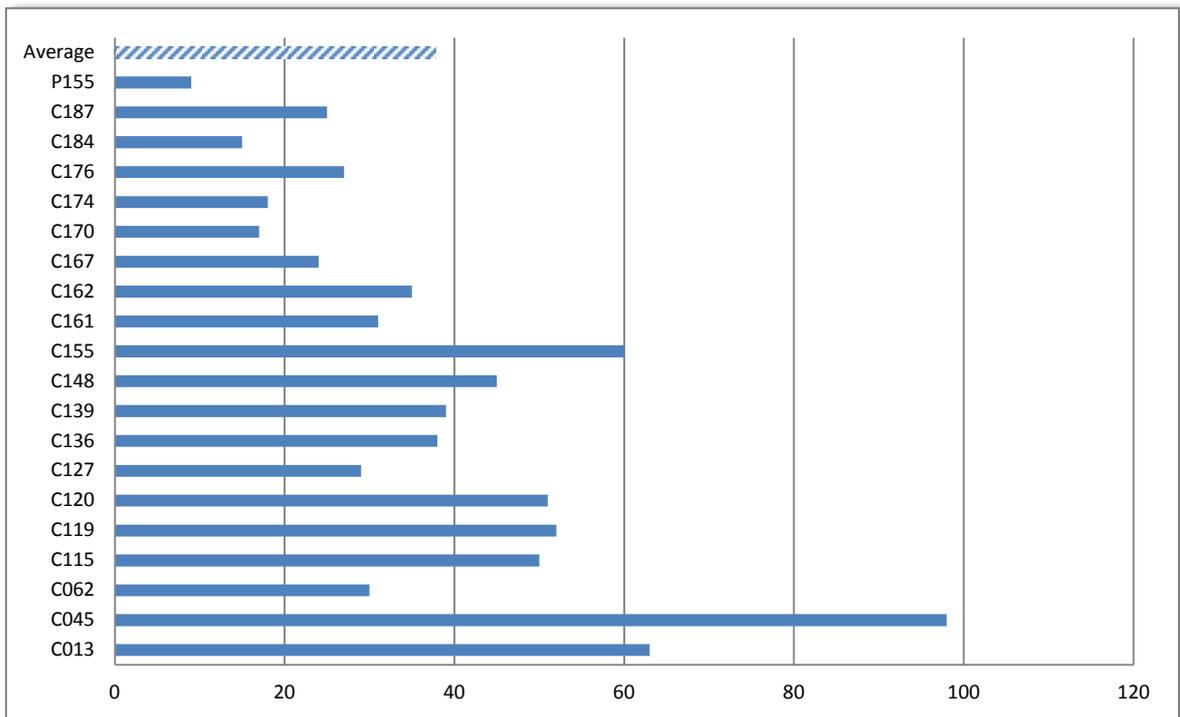
The comparatively **low number of ratifications** of OSH-related Conventions is a critical issue, and an increase in the **rate** would be desirable. Strong regional disparities should be considered as a factor in future prioritization processes (figure 3).

The ratification rate for the Americas is quite balanced; these countries make up 18% of the member States and 19% of the Conventions. The ratification figures for Africa, the Arab States, and particularly Asia (represent 21% of all member States, and show only 7% of the OSH Conventions).

The launch of national OSH programmes has been hampered by the limited availability of technical cooperation (TC) funding for capacity building on the implementation and enforcement of national OSH directives and laws. Priority is being given to building government and local organizational capacity to develop and implement policy changes that can be linked to the ratification of ILO Conventions, and to the application of OSH standards and codes of practice.

Figure 3. Number of ILO OSH Conventions ratified, by region

	Africa
Share MS	28%
Share OSH C	13%
	Americas
Share MS	18%
Share OSH C	19%
	Arab states
Share of MS	6%
Share OSH C	4%
	Asia
Share MS	21%
Share OSH C	7%
	Europe
Share MS	27%
Share OSH C	57%

	Africa	Americas	Arab States	Asia	Europe
No. Member countries in the region	54	35	11	39	51
No. Ratification OSH Conventions	44	63	13	22	192
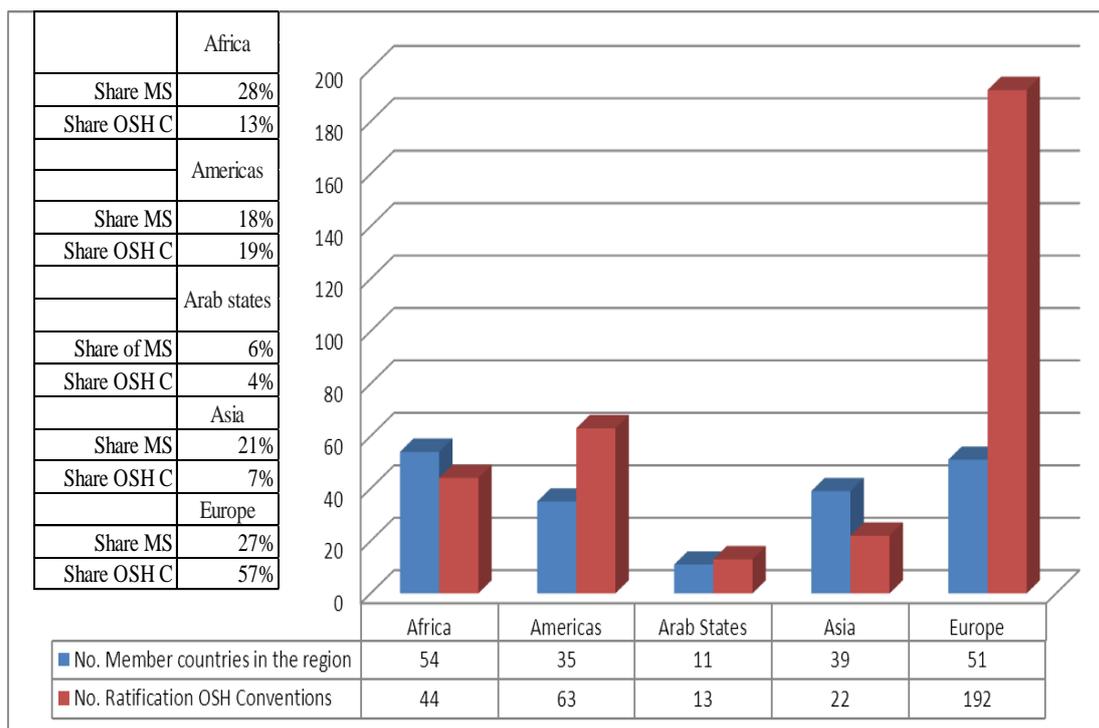
Gender equality in the global strategy and CPOs is mainstreamed in OSH Conventions, programme publications, training materials and action. However, in the strategy for Outcome 6, gender equality objectives are not documented.

B. Coherence

The ILO has used its advisory and convening role to raise awareness of global OSH issues and the need for standards application. This was done through SafeWork's well-established working relationships with key partner institutions, including international organizations, national technical institutes, universities, professional associations, and training and information centres. This has helped the programme maintain its leadership role at the international level.[5] However, advocacy and partnerships place heavy demands on staff time and resources, and prevent SafeWork from making optimal use of these networks/partners.

Evaluation findings suggest that collaboration with internal partners such as Better Work, HIV/AIDS and the World of Work Branch (ILO/AIDS), Green Jobs, Better Factories and the Sustaining Competitive and Responsible Enterprises (SCORE) programmes was not always optimal. Although collaboration with other departments has included OSH activities when it came within their scope of activities, it has been uneven and ad hoc. In general, TC projects would benefit from more SafeWork involvement during the identification and design phase to ensure more emphasis is placed on capacity building and sustainability.

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[5] SafeWork regards local OSH directorates, labour inspectorates and OSH officers in trade unions, and employers' organizations at the national level in member States as core programme partners.

The case studies[6] conducted for this evaluation show uneven quality in SafeWork's technical cooperation project proposals as far as the application of a results-based framework is concerned. Only a few provided details on situational analysis, client and outcome analysis, identification of strategies and assumptions, management plans and implementation processes. In addition, progress reporting and evaluations were not consistent in assessing progress against objectives, i.e. no consistency of achievements between P&B documents and programme implementation reports for Outcome 6.

C. Effectiveness

For the most part, the current implementation progress reports for Outcome 6 include **measurable indicators**. Howvere, measurability and quantification are better the closer they come to the implementation of Conventions, Recommendations and Protocols.

Reliable data on occupational accidents and diseases are a necessary **precondition** for **impact assessment** and **prioritization** of OSH activities. Improvement of data collection was part of the Plan of Action, but practically no progress has been achieved.[7] The ILO has made considerable efforts to overcome these serious deficits and data gaps by making estimates of the data.[8]

With regards to the ILO's International Centre for Occupational Safety and Health (ILO-CIS), effectiveness was rated as 'somewhat satisfactory'. Procuring relevant database and knowledge products from countries received particularly low ratings. Constituents and experts also noted a lack of resources and products relevant to middle- and low-income countries. However, OSH experts regularly access the CIS database for OSH information at national level.[9]

The effectiveness of the CIS as a global knowledge platform on OSH was rated 'satisfactory'. However, the usefulness of the *ILO Encyclopaedia of Occupational Health & Safety* was considered 'somewhat satisfactory'. Some of the most pressing barriers to the

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[6] The eight case studies were prepared for Cambodia, India, Indonesia, Kazakhstan, Kyrgyzstan, the Russian Federation, Viet Nam and the International Occupational Safety and Health Information Centre (CIS).

[7] ILO: Improvements in the standards-related activities of the ILO. Progress report on the implementation of the interim plan of action for the standards-related strategy Geneva 2011. p14 .Plan of Action indicator 8s: Number of countries which have set up, or substantially improved, national systems for recording and notification of occupational accidents and diseases; one case of improved systems: Tunisia; two cases of plans to improve recording and notification system: Benin and Botswana.

[8] *ILO introductory report. Global trends and challenges on occupational safety and health. XIX World Congress on Safety and Health at Work, Istanbul, Turkey, 11–15 September 2011* (Geneva, 2011).

P. Hämäläinen, K.-L. Saarela and J. Takala. "Global trend according to estimated number of occupational accidents and fatal", in *Journal of Safety Research* (2009, Vol. 40), pp. 125–139.

[9] Other most accessed sources of information on OSH are the American Conference of Industrial Hygienists (ACGIH), the American Society for Safety Engineers (ASSE), Canada's National Center for Occupational Safety and Health and Safety (CCOHS), the European Agency for Safety and Health at Work (EU-OSHA), the International Agency for Research on Cancer (IARC), the Institution of Occupational Safety and Health (IOSH), the National Institute for Occupational Safety and Health of the United States (NIOSH), the National Safety Council (NSC), the Occupational and Safety Administration of the US Department of Labour (US-OSHA) and the World Health Organization.

effectiveness of the CIS's services include a lack of practical tools with the materials being too technical for wider reference, and knowledge products being too European or American in focus which affect their applicability in low-resource and weak institutional settings.

The evaluation indicates that enhancing the Centre's visibility as an OSH knowledge hub at the country level is important. Respondents across the categories also pointed to the fact that CIS needs to review the information and database to make it more relevant, practical and accessible through an interactive and user-friendly platform. Overall, while CIS's relevance was rated as 'satisfactory', efficiency[10] and effectiveness[11] were rated as 'somewhat unsatisfactory' (figure 4).

Figure 4. CIS: Overall scores on evaluation criteria
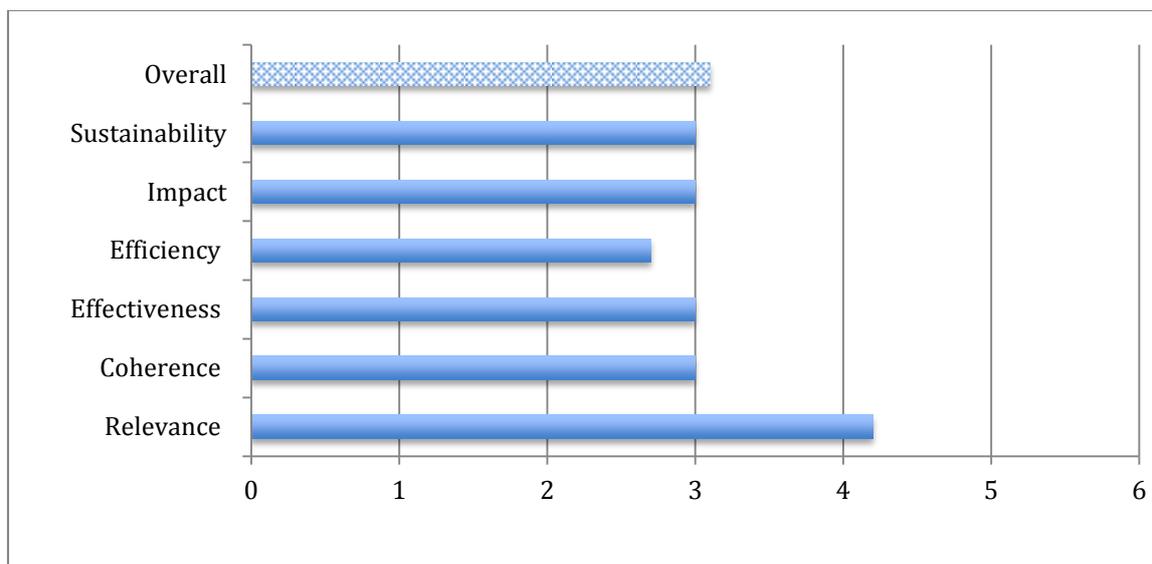
Six-point scale: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

D. Efficiency

Evidence gathered through this evaluation indicates that SafeWork could have improved the efficiency of OSH activities through better coordination and communication between field and headquarters staff and project management.

SafeWork has benefited from the increased decentralization of technical backstopping responsibilities to the Decent Work Country Technical Support Teams (DWTs). However, the information flows between project, field offices and headquarters are not clear and often dilute accountability for delivery. The efficient implementation of regional and inter-

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[10] Efficiency measured in terms of competitiveness, resource generation and resource use (for instance, high investment in publishing the OSH encyclopaedia, without reviewing its actual usage).

[11] Effectiveness measured in terms of procuring and disseminating national databases, updating OSH profiles, supporting the implementation of OSH strategy, and coordination with national networks.

regional technical cooperation often requires communication, coordination and technical support from DWTs.

E. Impact

The ILO support to strengthening OSH systems has had a significant impact in improving OSH conditions in member States, through capacity building, awareness raising, and technical assistance aimed at strengthening national OSH systems. Although ratifications of OSH international labour standards (ILS) are still an issue, many governments have made significant strides in advancing national legal frameworks for the protection of OSH.

There are significant limitations in national-level data collection, monitoring systems, workplace-level awareness (particularly in under-served sectors such as agriculture, small businesses and the informal economy), and quality and reporting on inspections.

An assessment of the immediate impact of SafeWork products and activities is difficult. Some of them, such as the OSH management guidelines, only show an impact years or even decades after their introduction. There is no feedback system on the usage of publications – documentation on product reaction, order numbers, translations – or products.

While ILO interventions such as Better Work and Better Factories could turn partner countries into ethical sourcing options for global buyers and consumers, and lead to improvements in the more visible or physical problems, there are a number of labour rights issues[12] that remain unaddressed.

F. Sustainability

The technical soundness and long-term relations that the ILO has developed through the tripartite process means it is well positioned to support the sustainability of its OSH programme's results.

The achievement of sustainability particularly in low-income countries requires an enormous amount of long-term support. This is only feasible in collaboration with donors and with a sufficient number of OSH field officers.

However, the unpredictability of extra-budgetary resources is a negative factor when it comes to ensuring the sustainability of ILO's impact where much depends on existing institutional capacities to carry on its achievements in a sustainable way.

Overall assessment of the strategy

The overall scoring[13] of the performance of strategy based on the evaluative criteria shows that, while the relevance of the global OSH strategy was 'satisfactory', coherence,

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[12] Such as the undermining freedom of association and collective bargaining by managers, abusive attitudes towards workers on the part of supervisors, insufficient provision of medical care and sick leave, and discriminatory hiring practices.
[13] Based on composite scorings by country offices, decent work teams, tripartite constituents, external experts and the evaluation team's observations.

effectiveness, efficiency, impact and sustainability were rated as 'somewhat satisfactory' (figure 5).

Figure 5. Overall performance score
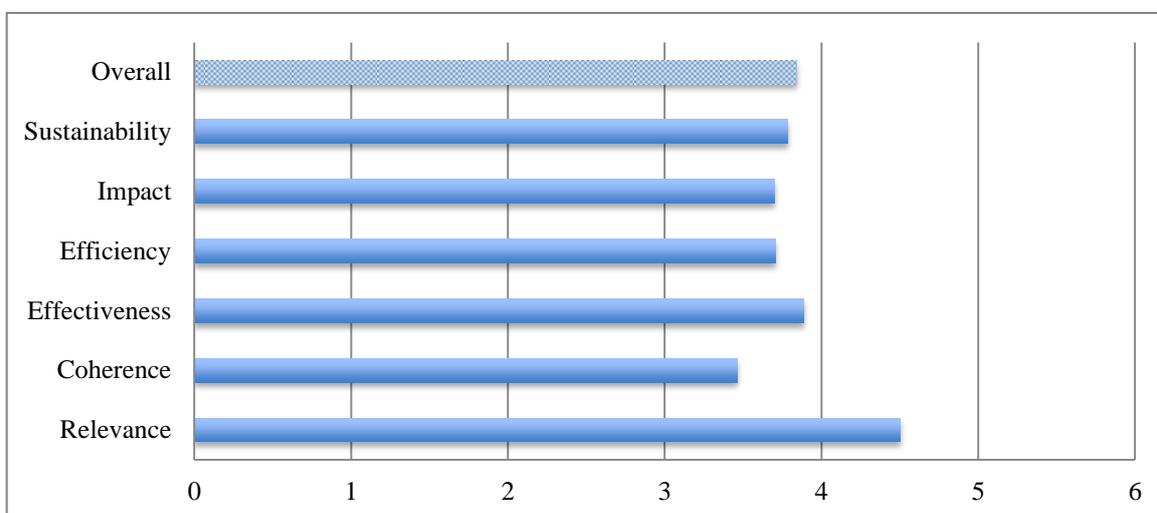
Six-point scale: 1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

Lessons learned

- Work on advocacy and partnerships places heavy demands on staff time and resources. They could be managed more efficiently if the relationships between partners were rationalized and each of their roles were prioritized and defined. This would require that the comparative advantages and synergies of the different technical units be defined and ensured while keeping in mind that OSH cuts across most areas of the ILO's work.

- The extent to which the SafeWork programme identifies priorities and synergies between external organizations and the ILO depends on a clear understanding of the comparative advantages and divisions of labour.

- Achieving a higher rate of ratification and implementation of existing standards is a priority for the programme; limited resources could be used effectively to promote ratification and apply the latest standards.

- Support for the application of OSH standards nationally would mean that local capacities would need to be strengthened so that the achievement of OSH indicators could be measured more effectively. This could lead to sound situation analysis, which would be useful for long-term technical cooperation.

- The development of technical documentation, in collaboration with other international partner agencies, should be adjusted to constituents' specific needs. This would entail devising creative communication approaches including information products for different levels of users.

- Great potential exists to put in place longer term national SafeWork programmes and strategies that can achieve lasting impacts. Integrated programming initiatives on child labour, on small and medium enterprise (SME) training, on outreach to the agricultural and informal economies, and on ILO/AIDS are already being designed and some have been funded. To realize this potential, innovative project design and collaboration with internal partners already addressing priority donor interests appears promising.

- A closely monitored communication process also needs to be established to ensure regular input and timely follow-up between field and headquarters staff.

Recommendations

Recommendation 1: To maintain the relevance of its OSH programme, the ILO should ensure that SafeWork complies with its strategic mandate for an operational strategy based on priority areas of action that respond to constituents' needs to ratify, implement and/or enforce the application of relevant OSH Conventions. This strategy should consider the technical support required by ILO field offices to achieve target Country Programme Outcomes (CPOs) that aim to establish a comprehensive global knowledge base for preventative measures, and a more conducive environment for the enforcement of OSH standards at the workplace.

Recommendation 2: The Office's OSH programme needs to improve its advocacy and partnering strategy to better serve its most important target groups and partners, and to improve its impact. The means of achieving greater coherence and complementarity among institutions and across programme components could come through well-defined country and regional initiatives.

Recommendation 3: In keeping with its intention of placing greater emphasis on supporting national capacities to apply key OSH Conventions, the Office should support country-level measurement and monitoring mechanisms especially linked to policy and programme development. This could improve measurements for decent work OSH indicators so that they better convey the progress being made in the longer term framework of country-level OSH programming.

Recommendation 4: The Bureau for Gender Equality (GENDER) should support SafeWork in the development of gender-sensitive programming by adopting more systematic procedures to ensure gender mainstreaming on a wider scale, particularly in designing and targeting programming initiatives and priorities. This would require greater attention to the systematic collection, measurement and gender analysis of OSH to identify gaps between the safety and health of men and women at the workplace.

Recommendation 5: Considering the global advances in OSH information systems, products and technology, and new providers of information, the ILO's CIS should revise the production and dissemination of OSH information products and tools. This could be done within the wider review of the Office's knowledge management strategy and its cost-recovery policy for information dissemination, including in relation to the updating of the *ILO Encyclopaedia of Occupational Health & Safety*.

Recommendation 6: Field staff should be consistently involved in OSH technical cooperation development and implementation. Well-defined processes for working with

DWTs and headquarters should be established to minimize the bottlenecks in the efficient delivery of technical cooperation, which indicate the need for Office-wide systems improvement.

Recommendation 7: ILO's occupational safety and health interventions must be guided by the global strategy for OSH and, most importantly, by ILO's normative mandate with regards to OSH standards to ensure the detection of workers' rights violations that focus on less obvious infractions.

Recommendation 8: The Office must actively involve tripartite constituents in increasing the sustainability of its OSH outcomes. This will require strong strategic alliances as well as a well-defined methodology within the Organization to support and coordinate such involvement.

1. INTRODUCTION

The protection of workers from injury, sickness and disease is a core element of the ILO mandate, set out in the Preamble of its Constitution. ILO has a long history of setting and implementing global occupational, safety and health (OSH) targets. The ILO has adopted more than 40 standards specifically dealing with OSH,[14] as well as over 40 codes of practice. About half of ILO instruments deal directly or indirectly with OSH issues.[15] A large number of Conventions and Recommendations deal specifically with OSH and in many others OSH is an essential basic principle. In short, OSH is a fundamental pillar of the ILO.

In the past decades, some countries have achieved significant improvements in their OSH policies and have enhanced implementation of preventive safety and health measures at the workplace. This has resulted in fewer accidents and occupational injuries in these countries.[16,17] Moreover, new global agencies have been created with OSH-related activities or existing ones have intensified their activities, such as The European Agency for Safety and Health at Work (EU-OSHA), the International Social Security Association (ISSA), the Korea Occupational Safety and Health Agency (KOSHA), the National Institute for Occupational Safety and Health (NIOSH), Safe Work Australia and the World Health Organization (WHO).

Furthermore, the significant impact of the current economic crisis in many regions of the world could lead to the impression that the importance of OSH for the ILO and the importance of the ILO for OSH in the world are not as significant as it was 10 or 20 years ago. However, the main reasons for the decrease in occupational injuries in most high-income and many middle-income countries are changes in the economic structure, the

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[14] A list of directly or indirectly OSH-related conventions can be found in Annex V.

[15] B. Alli: *Fundamental principles of occupational health and safety* (Geneva, ILO, 2009).

[16] See the ILO statistical databases: ILOSTAT, http://www.ilo.org/ilostat [accessed 23 Aug. 2013], or LABORSTA, http://laborsta.ilo.org/default.html [accessed 23 Aug. 2013]. According to ILO's Department of Statistics (ILOSTAT) there was a reduction in both high- and middle-income countries, e.g. the Philippines and the Ukraine (fatal injuries). There are also examples of an increase in occupational injuries or, at least, no reduction in injuries, e.g. Australia, Mexico, the Republic of Korea and Thailand (fatal injuries). A minority of countries even encountered a rapid growth in injuries, e.g. India, where 60% more fatal injuries were recorded from 2001 to 2007. In some countries, there were no data, e.g. Cambodia, the People's Republic of China or Viet Nam, and very restricted data in others, e.g. Brazil (no data available earlier than 2000 onwards).

[17] See comment on this situation: "Yet, despite this formidable expenditure of effort and resources, a plateau seems to have been reached when it comes to achieving decent, safe and healthy working conditions in practice. The latest ILO estimates indicate that the global number of work related fatal and non-fatal accidents and diseases do not seem to have changed significantly in the past ten years. A closer look at the statistics also shows that, although industrialized countries have seen steady decreases in numbers of occupational accidents and diseases, this is not the case in countries currently experiencing rapid industrialization or those without adequate technical and economic capacities to maintain effective national OSH systems, particularly regulatory and enforcement mechanisms." ILO: *General Survey on OSH Convention, 1981 (No. 155), the Occupational Safety and Health Recommendation, 1981 (No. 164), and the Protocol of 2002 to the Occupational Safety and Health Convention, 1981 Report III (Part 1B)*, International Labour Conference, 98th Session, Geneva, 2009, p. 3.

increased use of safer technologies and the implementation of better prevention measures. Only a few high-risk sectors remain in these countries. Consequently, advanced economies are shifting their focus away from accident prevention to psychosocial and ergonomic issues affecting workers. Another reason for this shift is the export of dangerous jobs to low- and middle-income countries with less strict regulations or insufficient surveillance and monitoring systems. In some of these countries, the accident rate shows a growth in the past decade. In parallel, the remaining dangerous and exhausting work in advanced economies has been taken over by migrants or is found in the informal sector.

This evaluation was performed to "provide insight into the relevance, coherence, effectiveness and efficiency of the ILO's strategy, programme approach, and interventions". This included the presence of OSH issues in the work of different units at the ILO headquarters and country offices, as well as in current ILO OSH policies, strategies and related global products. The evaluation focused on the effectiveness of currently implemented policies and strategies in achieving the global targets.

1.1 Objectives and scope of the evaluation

The ILO has introduced specific policies and strategic activities to promote its global OSH targets: the Decent Work Policy Framework,[18] which includes the particularly relevant Outcome 6 Occupational safety and health – workers and enterprises benefit from improved safety and health conditions at work),[19] the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187),[20] the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services, the Global Strategy on Occupational Safety and Health Convention, 2003 (No. 161),[21] and the Action Plan 2010–16,[22] to achieve the widespread ratification and effective implementation of two occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187) for the period from 2010 to 2016.

These strategies and policies aim to improve the OSH situation globally by motivating decision-makers and committing them to improve their national OSH systems and infrastructure. National policies and action programmes will be developed and implemented, and oriented towards ILO standards.

The evaluation also intended to provide findings and lessons learned that can be used for decision-making within the context of results-based management (RBM) and the new ILO

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[18] ILO: *Strategic Policy Framework 2010–15. Making decent work happen* (Geneva, 2009).

[19] For the biennium 2008–09, the corresponding outcome was called: "Intermediate outcome 3b: Safety and health and working conditions in workplaces are improved."

[20] ILO: *Promotional Framework for Occupational Safety and Health Convention, 2009 (No. 187) (Entry into force: 20 Feb 2009)* (Geneva, 2009).

[21] ILO: *Global Strategy on Occupational Safety and Health*. International Labour Conference, 91st Session, Geneva, 2003.

[22] ILO: *Plan of Action (2010–16) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187)*. Governing Body, 307th Session, Geneva, Mar. 2010.

organizational structure announced by the Director-General in February 2013.[23] The Governance and Tripartism Department will develop evidence-based advice on labour law and will provide state-of-the-art technical support and capacity building to labour ministries and labour inspectorates including on occupational safety and health. It will advocate and help build strong and functional institutions and processes for social dialogue.

The evaluation covered the last two and a half biennia (2008–09, 2010–11 and 2012). It attempted to map and describe the strategy and related actions on both a global and national level. It also covered the predecessors to the current ILO OSH strategy and the plan of action, and parallel activities, as well as a review of the operationalization of the ILO's OSH strategy by undertaking a retrospective review of P&B documents.

The impact of global ILO OSH products, for example, the *Guidelines on occupational safety and health management systems* (2001) and tools such as Work Improvement in Neighbourhood Development (WIND) and Work Improvements in Small Enterprises (WISE), as well as the feedback from users or from those who do not use ILO products, have been of particular interest.

The study of the internal processes related to planning, prioritization, internal communications, and communications between headquarters, regional offices, subregional offices and national coordinators as well as between units at headquarters was an important part of the evaluation process.

As mentioned, the evaluation had both a global and country focus. It reviewed ILO's activities to establish safer and healthier work environments over the past five years to the benefit of both workers and enterprises.

The analysis aimed to assess the effectiveness of the ILO's action on OSH, taking into account how relevant the various activities used to implement the strategy have been to constituents' needs and priorities. In doing so, the evaluation also took stock of the various types of global and country-specific products with the respective country programme outcomes (CPOs) linked to Strategic Outcome 6 during the last two and a half biennia. The analysis of CPOs for the biennium 2008–09 was done according to the P&B outcome framework and indicators that existed at the time.[24]

In addition to reviewing and assessing the level of achievement of the strategic objectives, the most important evaluation aspects include the **relevance, coherence, effectiveness, efficiency, impact and sustainability of the achieved results.**[25]

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[23] ILO: *Reform of the International Labour Organization's headquarters organizational structure* (Geneva, 2012).

[24] Outcomes were renewed and restructured from 2008–09 to 2010–11 due to changes in the results framework during the evaluation period.

[25] ILO: *Decent work indicators. Concepts and definitions. ILO manual first version* (Geneva, 2012). ILO: *I-eval resource kit: Guidance note 4 impact evaluation* (Geneva, Mar. 2013). ILO: *Internal Governance Documents* System (*IGDS) Number 75 (V.2). Evaluation in the ILO* (Geneva, 2012). OECD/DAC: *Quality standards for development evaluation* (Paris, DAC Guidelines and Reference Series, 2010).

- **Relevance**: Design of the ILO Strategy for Outcome 6 relevant to the global strategy and the OSH situation facing member States' governments and social partners.

- **Coherence:** Coherence and complementarity of the ILO's strategy with regard to the vertical and horizontal elements of OSH among the other 18 outcomes of the ILO's strategic framework; collaboration with external organizations.

- **Effectiveness:** Effectiveness of the ILO's OSH strategy design and implementation in helping promote fundamental principles of OSH.

- **Efficiency:** Appropriate and adequate programme resources and efficient use of resources.

- **Impact:** Immediate, mid-term and long-term impacts of the ILO strategy in the form of increased capacity, necessary tools and policy improvements.

- **Sustainability:** Sustainable achievements through CPOs and global products.

1.2 Evaluation methodology

The methodology was designed in order to measure the ILO's performance in the implementation of its **Strategy for occupational safety and health – workers and enterprises benefit from improved safety and health conditions at work** (P&B Outcome 6) by:

a) assessing the effectiveness of ILO's OSH strategy, role, investment and engagement since 2008 through interviews with relevant stakeholders and ILO offices, and document review;

b) reflecting on the theory of change that underpins the normative, technical, knowledge and capacity building work of ILO in OSH, both at country and global levels;

c) assessing and rating the strategy's performance according to the six established performance criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability); and

d) providing recommendations relevant to the context, with potential broader relevance to other countries in the region.

The evaluation criteria were transformed into questions to guide the desk reviews, interviews and surveys (box 1). Examples of questions were:

- **Relevance:** Does the current ILO strategy and plan of action address the most important occupational safety and health issues in a globalize economy?

- **Coherence:** What are the internal and external constraints affecting ILO's work in OSH? Role and extent of internal communication and planning? External collaboration? At which opportunities do you collaborate with …?

- **Effectiveness:** What are the main strengths of the ILO's work in OSH? Do the ILO's OBW and P&B directives provide the means for developing a strategic framework with a clear road map towards the results identified in the DWCPs? Which are the strategy's objectives that have had the most challenges in their implementation and why?

- **Efficiency:** To what extent have resources been used efficiently, and the programme appropriately and adequately resourced?

- **Impact:** What are ILO's successes in the area of OSH? In what ways has the ILO been unsuccessful in the implementation of its OSH strategy?

- **Sustainability:** How has ILO's work led to changes in OSH legislation, policy and practice of member States?

The issues below guided the analysis throughout the evaluation process.

► **Desk review**

A desk review of documentation pertaining to the implementation, progress reporting, mid-term and final evaluations of technical cooperation and technical assistance activities carried out to support the achievement of CPOs, and global programme outcomes to support the ILO's Action Plan both at the country and global levels.

► **Interviews**

The evaluation team carried out 19 face–to-face interviews and two telephone interviews with staff at the headquarters in Geneva, plus interviews with representatives from the International Organization of Employers (IOE) and the International Trade Union Confederation (ITUC). All interviews aimed to collect opinions and information on the relevance, coherence, effectiveness, efficiency, impact and sustainability of the activities and outputs produced under Outcome 6.

The ITUC obtained feedback on ILO's global products and ILO OSH strategy from experts at international union headquarters; four of whom were interviewed. Moreover, interviews were conducted with main collaborators from EU-OSHA and WHO. (The respective interview guides can be found in Annex I.)

► Case studies

The aim of the case studies was to provide a more in-depth analysis of the implementation of Outcome 6 at the country level with particular attention being given to the achievement of CPOs, and global programme outcomes to determine how these had contributed to supporting national tripartite constituents' priorities and objectives. The case studies concentrated on experiences in four of the five operational regions of the ILO and the International Occupational Safety and Health Information Centre (CIS). The countries were selected on the basis of the level of ILO OSH support provided during the evaluation period and on geographical representation. Due to time and resource limitations, field visits were only undertaken to:

1. **Asia:** Cambodia, India, Indonesia and Viet Nam

2. **Europe and Central Asia:** Kazakhstan, Kyrgyzstan and the Russian Federation

3. **Global:** ILO and the International Occupational Safety and Health Information Centre **(CIS)**

Box 1. Main evaluation questions

The case studies sought to answer the following main questions regarding the ILO OSH strategy's effectiveness in:

1. introducing decent, safe and healthy working systems, through international harmonization and good governance;

2. improving working conditions by reducing occupational accidents and diseases through the implementation of OSH management systems;

3. implementing the global strategy on OSH and the plan of action (2010–16) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187) in the countries, through access to international experience;

4. developing a sustainable national or regional OSH policy based on ILO Conventions No. 155 and No. 187 by consolidating and expanding the experience gained both at national and international levels;

5. designing training materials to support national and enterprise level action in the context of DWCP, technical cooperation projects and the International Training Centre (ITC) curricula;

6. supporting the development and consolidation of OSH management systems and preventive measures at enterprise level;

7. increasing OSH awareness through knowledge sharing, training and technical advice;

8. disseminating achievements and lessons learned amongst regions in cooperation with governments, institutions and social partners.

► Surveys

Five survey questionnaires were prepared for: (i) national tripartite constituents; (ii) ILO headquarters staff; (iii) country office directors, project and programme staff; (iv) members of the Decent Work Technical Support Teams (DWTs); and (v) OSH experts and institutions associated with the CIS. These surveys aimed to gather a wide range of assessments on aspects such as relevance, the prioritization process, internal collaboration, coherence, and feedback on the products.

► Performance criteria

The six evaluation criteria and the respective questions listed above were provided with a summary of corresponding ratings. The evaluation used a six-point scale as follows:

1=very unsatisfactory, 2=unsatisfactory, 3=somewhat unsatisfactory, 4=somewhat satisfactory, 5=satisfactory, 6=very satisfactory.

The detailed rating criteria are quoted in Box 2.

Box 2. Rating criteria

> **Very unsatisfactory:** When the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently.
>
> **Unsatisfactory:** When the findings related to the evaluation criterion show that the objectives have not been attained, and the level of performance shows major shortcomings, and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries.
>
> **Somewhat unsatisfactory:** When the findings related to the evaluation criterion show that the objectives have been partially attained, and the level of performance shows minor shortcomings, and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries.
>
> **Somewhat satisfactory:** When the findings related to the evaluation criterion show that the objectives have been partially attained, and that the expected level of performance could for the most part be considered consistent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself.
>
> **Satisfactory:** When findings related to the evaluation criterion show that the objectives have been mostly attained, and the expected level of performance can be considered consistent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself.
>
> **Very satisfactory:** When the findings related to the evaluation criterion show that ILO's performance has produced outcomes that go beyond expectations, have shown specific comparative advantages and have added value, and produced best practices.

The findings from the desk review, interviews, surveys and case studies were analysed for each of the respective evaluation aspects of relevance, coherence, effectiveness, efficiency, impact and sustainability, and triangulated. If all sources pointed towards one direction, this was expressed. If the findings from all sources were contradictory, an analysis of the possible reasons of such divergence was made.

2. ILO OSH MANDATE

2.1 Background

The ILO's mandate for work in the field of occupational safety and health dates from 1919, when the member States agreed on the Preamble to the Constitution of the International Labour Organization:

> And whereas conditions of labour exist involving such injustice hardship and privation to large numbers of people as to produce unrest so great that the peace and harmony of the world are imperilled; and an improvement of those conditions is urgently required; as, for example, by the regulation of the hours of work including the establishment of a maximum working day and week ... **the protection of the worker against sickness, disease and injury arising out of his employment** …

This mandate was renewed at the UN Philadelphia conference of 1944, dealing with the tasks of different UN institutions:

> "The Conference recognizes the solemn obligation of the International Labour Organization to further among the nations of the world programmes which will achieve: ... (g) adequate protection for the life and health of workers in all occupations; …"

In the early years, the ILO focused on increasing safety in factories and providing protection against industrial hazards caused by individual exposures. Those were physical risks such as radiation – Radiation Protection Convention, 1960 (No. 155) – or maximum weights – Maximum Weight Convention, 1967 (No. 127). A particular topic of Conventions and Recommendations were hazardous substances such as white lead and white phosphorous in the early years of the ILO. The focus on the specific regulation of these substances was continued by the benzene regulation from 1971 until 1986, when the Asbestos Convention, 1986 (No. 162) was adopted, i.e. the last Convention on a specific substance group. An integrated approach resulted in the adoption of the Working Environment (Air Pollution, Noise and Vibration) Convention, 1977 (No. 148), its scope is nevertheless limited to physical hazards and hazardous substances, and later in the adoption of the Chemicals Convention, 1990 (No. 170). In this period, standards and risk-related obligations were also set in disease related Conventions such as the Occupational Cancer Convention, 1974 (No. 139) or sector-specific Conventions such as the Hygiene (Commerce and Offices) Convention, 1964 (No. 120). Sector-specific Conventions are continuously adopted, e.g. for construction work, hotels and restaurants, domestic workers, work in agriculture and mines, for fishermen or seafarers, etc.

From the late seventies[26], increased emphasis was placed on systems instead of defining risk-related precise obligations. In the early 1980s, the Occupational Safety and Health

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[26] ILO: *ILO standards-related activities in the area of occupational safety and health: An in-depth study for discussion with a view to the elaboration of a plan of action for such activities, Report VI*. International Labour Conference, 91st Session 2003, Geneva, p. 15. "In 1975, the International Labour Conference adopted a resolution 19 that called for national policies as well as policies at the enterprise level. This was the first step in a shift towards a management approach to OSH, and is noticeable in Conventions adopted since the resolution in the emphasis placed on the responsibilities of the employer and the rights and duties of the workers."

Convention, 1981 (No. 155) and the Occupational Health Services Convention, 1985 (No. 161) were adopted. Both Conventions can to a large extent be seen as policy instruments. They prescribe the preparation, implementation and periodic review of a national policy "to prevent accidents and injury to health arising out of, linked with or occurring in the course of work, by minimizing, so far as is reasonably practicable, the causes of hazards inherent in the working environment." Most instruments adopted after Convention No. 155 include a provision calling for a consistent national policy on the subject matter they regulate.

In the past two decades, notable global changes have taken place that might well require ILO to reassess its strategies and activities. Developments outside a legislative framework and the political arena of OSH such as the significant changes and developments in the field of OSH, with important repercussions for issues related to safety and health in the workplace, and expectations of specialist knowledge and performance of occupational health professionals. As markets have become globalized, national boundaries are no longer obstacles to the transfer of capital resources, technologies, labour force and knowledge. Both private and public sectors of economic life operate under pressure for development, and often conditions of hard competition. There have at the same time been cuts in public expenditure in many countries which have affected resources available for supervisory purposes; education; societal-risk perception, i.e. awareness of work-related risks; and communication changes due to modern media. All of these external factors influence the impact of the global status of OSH.

Major changes have occurred in the structure and organization of work, and the nature of the labour market. Such changes have increased the challenges involved in the effective implementation, operation and surveillance of regulatory measures. Changes increasing the pace and demands of work have led to unsafe work situations and practices which in turn have increased demands on OSH knowledge. They have also led to labour market changes, such as an increase in the number of temporary and casual workers whose working conditions have exposed them to new risks. In the last two decades, many countries attempting to control public sector spending have downsized in a number of important areas of occupational safety surveillance and control. Paradoxically, at the same time, member States' deregulation and economic restructuring have to varying degrees liberalized economic structures, and increased the challenges for surveillance and control. Thus, while changes have tended to reduce the capacities of public OSH surveillance, structural changes have increased the demands on these capacities. For example, the greater number of SMEs, which generally have many more difficulties acquiring, applying and keeping the necessary OSH knowledge, means that potentially there is a greater demand for support, including inspection, guidance and advice.

Clearly, the demands for global organization are driving ILO to change and these will be illustrated in this report in the relationship between OSH and SMEs.

The support of entrepreneurship and SMEs is a dominant strategy in economic policies or, as in the case of the former Soviet Union, a consequence of a new economic system. It is commonly reported in the literature that OSH knowledge and awareness in SMEs is often not sufficient to cope with complex OSH legislation or with authorities' administrative

requirements. However, there is sufficiently strong evidence to conclude that employees of small enterprises are subject to higher risks than the employees of larger ones, and that small enterprises have difficulties in controlling risk. [27]

This massive economic support for SMEs happened in parallel with a programmatic change in OSH and was mainly due to cuts in public spending which ended the full compliance principle for all enterprises which in theory was supposed to be enforced by powerful labour inspectorates but seldom materialized in practice. The responsibility for control and inspection tasks was transferred to the employer, who is now obliged to make a qualified and documented risk assessment.

This is the background for a range of information requirements. OSH is still a specialist occupation, but an increasing number of questions and information requests are coming from workers or employers with no OSH expertise. They need practical information that is easily understood and applied to specific sectors or occupations. Due to the technical opportunities of the Internet, a great deal of public, often very reliable and free information is available from technical associations, authorities or networks of OSH-knowledge providers. They provide comprehensive information, and offer knowledge exchange, and discussion platforms and contact with experts. Examples include: 'Health and safety for beginners' (UK),[28] 'Business Leaders' Health and Safety Forum' (New Zealand),[29] Health and Safety for certain sectors like construction, e.g. SAFE-BUILD from South Africa[30] or EUROSHNET for practitioners.[31] These changes have led to a permanent demand for answers to strategic questions, e.g. related to the increase in the number questions on SMEs, such as how much work should science professionals put into labour inspections, as well as requests for information from less professional employers and workers.

As far as the ILO is concerned, these changes have resulted in a reduced specialization and certified expertise on OSH. As a global organization, the ILO has achieved access to its knowledge data by non-OSH specialists through participatory training modules such as the with, for example, WIND and with its work on encyclopaedic publications, and general publications such as that on OSH management.

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[27] P. Hasle, H.J. Limborg: "A review of the literature on preventive occupational health and safety activities in small enterprises", in *Industrial Health* (2006, Vol. 44, No. 1), pp. 6–12.

[28] "Health and safety for beginners." Health and Safety Tips, 2013, http://www.healthandsafetytips.co.uk/forums/index.php [accessed 26 Aug. 2013].

[29] "Bringing leaders together with a common vision for ZeroHarm Workplaces." Business Leaders' Health and Safety Forum, 2013, http://www.zeroharm.org.nz/ [accessed 26 Aug. 2013].

[30] "What's new?" SAFE-BUILD, 2013,

http://forum.safebuild.co.za/activity.php?s=6a2993c35b8d3a6d35e5eda103067747 [accessed 26 Aug. 2013].

[31] "Participants/institutions." EUROSHNET, 2013, http://www.euroshnet.eu/portal_participants.php [accessed 26 Aug. 2013].

2.2 ILO-OSH objectives and means of action

Although effective legal and technical tools, methodologies and measures to prevent occupational accidents and diseases exist, recent work related accidents that yielded hundreds of casualties underscore the need for an increased general awareness of the importance of OSH as well as a high level of political commitment for effective implementation of national OSH systems. Efforts to tackle OSH problems, whether at international or national levels, are often dispersed and fragmented and as a result do not have the level of coherence necessary to produce effective impact. There is thus a need to give higher priority to OSH at international, national and enterprise levels and to engage all social partners to initiate and sustain mechanisms for a continued improvement of national OSH systems. Given its tripartite participation and recognized global mandate in the area of OSH, the ILO is particularly well equipped to make a real impact in the world of work through such a strategy.

The ILO has developed policies, strategies and measures to transform the objective of the Conventions into practice. In the evaluation period (2008–2013), the Office provided a variety of OSH-related policies and products to the global world of work. The main OSH-related Conventions were prepared before 2008, but the process and promotion of ratification is still a major issue for strategic planning. Policy frameworks for the implementation of these agreements and concepts were developed, for example, the Strategic Policy Framework 2010–15. This Decent Work Policy Framework is connected to quantitative targets; the current targets are set in the outcome-oriented framework for the results of the decent work activities, the Strategic Policy Framework 2010–15. At the country level, the Decent Work Country Programmes (DCWPs) are operationalized by country specific objectives, structured in the same way as the 19 decent work outcomes.

Also tools like the OSH management guidelines from 2001 were published and promoted. The ILO's global OSH strategy include the building and maintenance of a national preventative safety and health culture, and the introduction of a systemic approach to occupational safety and health (OSH) management at national and enterprise levels. The strategy foresees an ILO action plan for its implementation covering five main areas: (i) promotion, awareness raising and advocacy; (ii) ILO instruments; (iii) technical assistance and cooperation; (iv) knowledge development, management and dissemination; and (v) international collaboration. ILO's action under aech of these pillars has been coordinated by its Programme on Safety and Health at Work and the Environment (SafeWork) since its creation. SafeWork was assigned the responsibility of implementing globalwithin the Programme and Budget (P&B) Strategic Framework.

Box 3. Outcome 6 – description from the Strategic Policy Framework[32]

> **<u>Outcome 6</u>**
>
> Workers and enterprises benefit from improved safety and health conditions at work
> Improving OSH measures is essential in preventing human suffering, exclusion from the labour market, and economic costs to employers and governments. This takes on added importance in the present global crisis, which could undermine any efforts in the OSH field. Guided by the *Global Strategy on Occupational Safety and Health*, the Office will support constituents' efforts in creating a preventative safety and health culture and a systems approach to OSH. National programmes will reinforce countries' systems, expanding coverage to small enterprises and the informal economy. Emphasis will be placed on linking national economic, employment and OSH policies, and on strengthening labour inspection, as part of an overall Office effort to advance rights at work, worker employability and enterprise sustainability. Observance of the World Day for Safety and Health at Work will be encouraged. This and the next three World Congresses on Safety and Health at Work will reinforce a safety culture and dialogue among the tripartite constituents and other actors.

The framework is structured into the 19 specific areas of decent work. Outcome 6 'Occupational Safety and Health at Work – workers and enterprises benefit from improved safety and health conditions at work' is one of 19 outcomes of the ILO's results framework of the *Strategic Policy Framework 2010–15: Making decent work happen* (see figure 6 below).

Clearly, the coherence between the global policy objectives, the intermediate strategies and the final practical work is a demanding management task.

Figure 6. Strategic Framework 2010–15[33]

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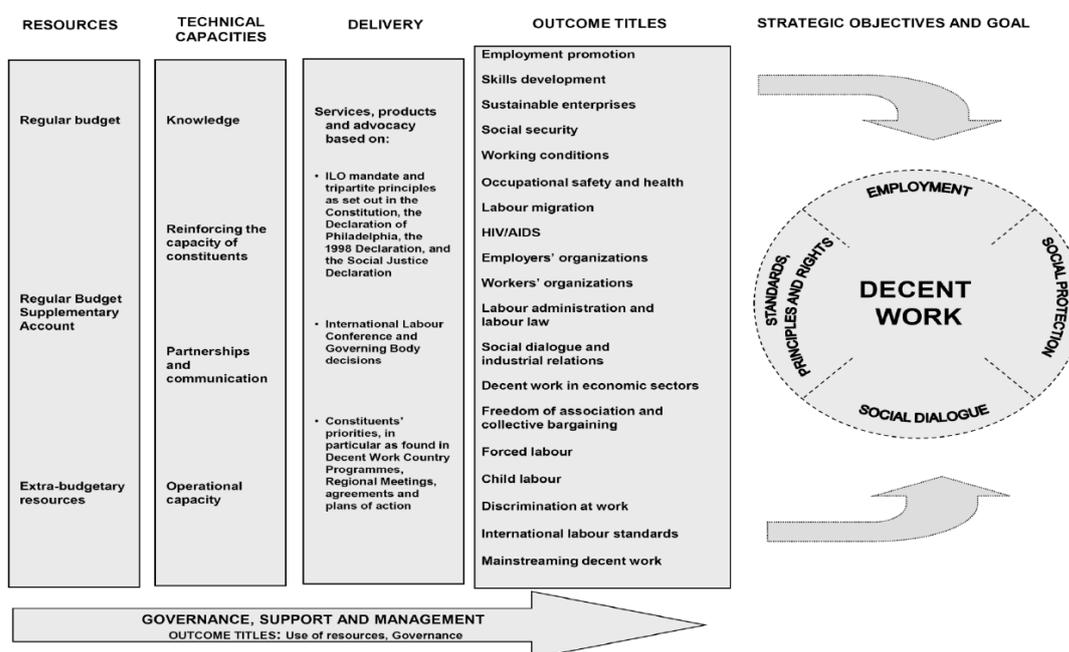
[32] ILO: *Strategic Policy Framework 2010–15. Making decent work happen* (Geneva, 2009), p. 14.
[33] Ibid., p. 7.

2.3 Operational objectives and indicators

At the end of the implementation chain there are different kinds of workplans, e.g. action plans to implement these concepts and frameworks (Plan of Action 2010–16) and internal planning and budgeting procedures. The progress towards Outcome 6 is measured with two indicators, accompanied by measuring criteria.

The first indicator refers to the "Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work." This indicator can 'be counted as reportable', if the measurement criteria are fulfilled (see criteria in Box 4).

Box 4. Outcome 6 – Indicator 6.1 – Measurement criteria

1. The member State has adopted legislation, a national or sectoral profile, a policy or programme targeted at improving OSH conditions in line with ILO–OSH and labour inspection standards, particularly Convention Nos. 81, 129, 155 and 187.

2. Development of the laws, profiles, policies or programmes is based on tripartite consultation, as documented by written statements of opinion by the social partners or by records of their participation in national tripartite mechanisms for OSH development.

The second indicator refers to the "Number of Member States in which tripartite constituents, with ILO support, implement programmes to promote improved safety and health at work". This indicator can 'be counted as reportable', if one of five following measurement criteria is fulfilled (see Box 5).[34]

Box 5. Outcome 6 – Indicator 6.2 – Measurement criteria

1. The member State has incorporated OSH concerns into national development frameworks or similar national policy documents.

2. A national tripartite mechanism for OSH is established or revitalized so that it functions effectively (meeting regularly and making recommendations to government).

3. OSH information, awareness-raising, and training strategies are designed and implemented by the government, employers' or workers' organizations, to help give effect to programmes targeting improvement of OSH conditions, as documented by a schedule and budget allocation for, and reports of, activities.

4. Labour inspection services carry out more effective and efficient inspections to help ensure application of OSH standards, as documented through evidence in annual reports.

5. A register and analyses, with sex-disaggregated data, of occupational accidents and diseases are established or upgraded and maintained at national level by the competent authority.

Quantitative targets are also set which should be achieved in 2015. In the year 2015 as "a result of ILO policy guidance, at least **30 ILO member States** should have adopted

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[34] Ibid., p. 14.

national OSH profiles, programmes or policies and/or started to implement measures based on the programmes to improve safety and health at work."

Thus, for each of the biennia 2010–11, 2012–13 and 2014–15, an average of 10 ILO member States would have had to start and implement activities connected to the ILO demands (figure 7).

Figure 7 Target of Outcome 6 (6.1 and 6.2) until 2015

Indicator 6.1: Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work		
Baseline: To be established based on 2008–09 performance		
Target 2010–11: 10, across all regions	**Target 2012–13:** 10	**Target 2014–15:** 10
Indicator 6.2: Number of member States in which tripartite constituents, with ILO support, implement programmes to promote improved safety and health at work		
Baseline: To be established based on 2008–09 performance.		
Target 2010–11: 10, across all regions	**Target 2012–13:** 10	**Target 2014–15:** 10
Position to be reached by 2015: As a result of ILO policy guidance, at least 30 member States have adopted national OSH profiles, programmes or policies and/or started to implement measures based on the programmes to improve safety and health at work		

Source: Adapted from: ILO. 2009. *Strategic Policy Framework 2010–15. Making decent work happen* (Geneva), p.14.

A specific implementation instrument was developed for the two Conventions (plus one Protocol), which are directly targeted at improving national OSH systems and policies, e.g. Convention No. 155 and Convention No. 187. The aim of the Action Plan 2010–16[35] is "to achieve the widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187)." This Plan of Action builds on the 2003 global strategy on OSH and the promotional framework of Convention No. 187, and provides a road map for ILO action that should lead to the ratification and implementations of these two ILO Conventions.

The International Labour Standards Department (NORMES) and the Programme on Safety and Health at Work and the Environment (SafeWork) implement the Plan of Action, as lead units of the Office, in cooperation with the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV). Annex IV contains an evaluation of the progress achieved on the basis of the indicators set out in the Plan of Action.

The Plan of Action contains five major objectives.

1. **Promote and support the development of a preventative safety and health culture.** Increase awareness of all the elements necessary for establishing and sustaining a preventative safety and health culture.

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[35] ILO: *Plan of Action (2010–16) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187)*, Governing Body, 307th Session, Geneva, Mar. 2010.

2. **Promote and support the ratification and implementation of key OSH instruments.** Promote and support the ratification and effective implementation of Convention No. 155, its 2002 Protocol and Convention No. 187, taking into account the context of each country and the particular needs of its constituents.

3. **Reducing the implementation gap in respect of ratified Conventions.** Promote and support efforts to reduce the implementation gap in respect of Convention No. 155, its 2002 Protocol and Convention No. 187.

4. **Improving OSH conditions in SMEs and in the informal economy.** Promote and support efforts to improve OSH conditions in SMEs and in the informal economy.

5. **Other action to support the impact of OSH measures.** Promote and support efforts to increase the impact of Convention No. 155, its 2002 Protocol and Convention No. 187, as a means to reinforce national OSH systems and improving OSH conditions.

This list of activities is connected to a list of 17 indicators to monitor progress including, for example: the number of ratifications of Convention No. 155, its 2002 Protocol and Convention No. 187; the number of countries that have developed and adopted a national OSH profile; the number of countries that have set up, or substantially improved, national systems for recording and notifying occupational accidents and diseases; and the number of persons effectively trained by the ILO in OSH-related capacity-building activities at national, regional and inter-regional levels.[36]

The ILO approach to the development of national OSH policies and programmes, and its OSH key instruments were promoted at different opportunities. At the 18th World Congress on Safety and Health at Work (Seoul, June 2008) a declaration was agreed between ILO, the International Social Security Association (ISSA) and the Korean OSH Agency (KOSHA), which included the promotion of Convention 187. The Seoul declaration states: "4. Governments should consider the ratification of the ILO Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) as a priority, as well as other relevant ILO Conventions on safety and health at work and ensure the implementation…." This promotional work was continued at opportunities such as the World Day for Safety and Health at Work), at the 30th International Congress on Occupational Health (Cancun, March 2012) and in regional meetings, including the Conference on the Review of the EU OSH Strategy 2007–12 and Priorities for the Future (Copenhagen, June 2012), and the Tripartite Workshop on the Formulation and Implementation of National Occupational Safety and Health Programmes for Selected English-speaking African Countries (Johannesburg, December 2011). The Summit of Ministers of Labour for a Preventative Culture held in conjunction with the 19th World Congress on Safety and Health at Work (Istanbul, September 2011), adopted the Istanbul Declaration on Safety and Health at Work and supported the Seoul declaration and indirectly Convention No. 187.

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[36] Ibid., p. 15.

2.4 The global and regional dimension

The recipients of ILO's work in OSH ranges from high-level politicians to employers and workers in low- and middle-income countries. The level of OSH professionals and practitioners is situated in between these two groups. This 'specialist level' of recipients ranges from labour policy experts and professional experts, such as occupational physicians and engineers, to practitioners in enterprises, and training and awareness-raising specialists. Consequently, this leads to a **complex matrix of client demands.**

An approximate structure can be made by distinguishing **three fields of policies and products, and corresponding types of recipients** (table 1).

Table 1. Type of policies/products and recipients

Policies/products	Level of action/target groups
Level 1: Conventions/Recommendations	Country/national level. High-level policy-makers and legislators, high-level constituents' organizations
Level 2: OSH strategies, policies and programmes OSH management guidelines OSH information on a professional/specialist level Global monitoring and reporting	Global and national OSH communities (professionals and practitioners, legislators or policy-makers, national-level constituents' organizations, OSH national tripartite committees, employers and labour inspectorates
Level 3: (Basic) OSH information, awareness raising, knowledge transfer training, checklists, etc.	Employers and workers, training providers, and local or regional level enterprises and business associations, SMEs

The fact that ILO tools are targeted at different groups means that there should be a balance between more general OSH knowledge dissemination and very specific knowledge.

ILO recipients see the Organization in very different roles: constituents in low- and medium-income countries or SMEs might consider ILO as their only support at international level, others might see it as a high-level specialist discussion forum, and a third group as a global labour policy institution.

Clearly, ILO can only partly respond to requests for information and support. The coverage of OSH issues is almost complete at the level of Recommendations and Conventions. However, at the second level, ILO is over-extended when it comes to the large number of OSH issues, ranging from management and education of OSH professionals to workplace risks. Consequently, the internal process of prioritization was of particular interest during the evaluation. Concerning the third level, ILO is working with pilot and demonstration activities to achieve a multiplier effect (table 2).

The type of work and activities at ILO headquarters and in the field are to a certain degree determined by the type of recipients, the variety of issues to be covered and the available resources.

Table 2. Coverage of policies/products

Policies/products	Coverage of OSH themes
Conventions/Recommendations →	Most (all) fundamental issues covered, update necessary
OSH strategy OSH management guidelines Specialist information Global monitoring and reporting →	Fundamental OSH-policy and many OSH-management issues and technical issues covered Unavoidable gaps in many thematic fields
(Basic) OSH information, awareness raising, knowledge transfer training, checklists, etc. →	ILO resources and capacities focused on a selected, concept of informing and 'training the multipliers', support of pilot enterprises, seed activities

Depending on specific needs communicated to ILO, the type of support varies (table 3). On the level of Conventions and Recommendations high-level and thoughtful policy-oriented advice is required. On the second level, a professional understanding of the issues to be covered is necessary. In the area of basic OSH information ILO staff is expected to be able to turn the principles and complex issues of OSH into easily understandable and reliable information. These complex tasks can only be handled by an organization with the necessary structure and strategic approach.

Table 3. Type of support required

Policies/products	Type of required support
Conventions/Recommendations →	**Advice** to interested national constituents **in negotiations** about ratifications, new legislation, etc.
OSH strategy OSH management guidelines Specialist information Global monitoring and reporting →	**Advice to and support of** interested national OSH professionals or practitioners Ad hoc expertise Guidelines and codes of practice
(Basic) OSH information, awareness raising, knowledge transfer training, checklists, etc. →	**Organizational support and content supply** contributing to national activities, raising its quality, training and awareness-raising tools

2.5 Organizational approach and external partners

As previously mentioned, ILO is the only specialized agency of the United Nations with a mandate that includes OSH. Although it is important to keep this in mind, there are more and more institutions working internationally in the field of OSH. This not only opens up opportunities for collaboration and joint action, but also generates competition between these agencies. While the collaborative aspect is acknowledged and appreciated by ILO, the competitive aspect is rarely reflected in ILO's strategies and workplans; although this too might require a resetting (redefining) of ILO's global task and role.

The ILO's OSH policies are implemented on a practical level by different units at ILO headquarters with various products. Specialists in the field contribute to the practical implementation process. For example, SafeWork and the CIS, the Decent Work teams,[37] the International Training Centre in Turin, technical cooperation projects, regional offices and country offices support the specialists.

Some important international and governmental OSH institutions have created broad information and knowledge sources, and awareness-raising activities, namely, EU-OSHA, International Organization for Standardization (ISO), ISSA and WHO. National OSH providers with considerable internationally dedicated activities include Australia, Canada, Finland, Singapore, South Korea, Sweden, the United Kingdom and, in the United States of America, US-OSHA. In addition to these, there are professional organizations, such as the International Association of Labour Inspection (IALI) or the International Commission on Occupational Health (ICOH).

This requires a redefinition of ILO's future role in global OSH. The overarching policy question is whether or not ILO constituents see this increase in such organizations as enriching the support they receive or as competition. If it is the latter, this will, in the long term, significantly reduce ILO's role and importance. At the very least, if a redefinition is required because ILO has been the only specialized agency of the United Nations addressing OSH, it may mean that ILO in global OSH field is not as relevant as it was 20 years ago.

In the field of international policy agreements there is practically no other organization competing with ILO on a global level in OSH issues. Supranational organizations such as the European Union introduced certain specific OSH rules, but this can be seen as a regional legislative adaptation in line with the fundamental principles of the ILO's Conventions and Recommendations.

The ILO has a comparative advantage particularly in countries where such premier institutions are not present. The fact that the ILO is largely considered as a tripartite yet neutral agency, with 'no hidden agenda', is trusted by governments and constituents, has close working relations with ministries of labour, provides supervisory mechanisms, etc., puts it in an unique position, at least in low- and middle-income countries.

Looking at other ILO products there is a vast amount of parallel publications on similar issues from the other international organizations. Some of the examples below illustrate the situation.[38]

EU-OSHA was often mentioned by interviewees as the first information source when searching the web for certain information. First of all, the key information products from EU-OSHA cover 23 languages (the European languages). Moreover, the EU-OSHA

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[37] Not all DWTs have an OSH specialist and this has an impact on the priorities established by DWTs. If they do not have such a specialist, many offices either avoid dealing with OSH matters or request assistance from headquarters, which constrains the capacity of SafeWork.

[38] Not only ILO has to deal with these circumstances. EU-OSHA reports the same concern because some larger and advanced EU member countries prefer their products to EU-OSHA tools and publications due to their proximity to the national situation.

produces many state-of-the-art reports related to a broad variety of OSH issues, plus case study reports, best practice examples, an interactive online risk assessment tool called OIRA and fact sheets with easy-to-read information for OSH practitioners. An online encyclopaedia-like information collection called 'OSH Wiki' is in preparation.

The WHO has published a global strategy on occupational health.[39] WHO is active in the promotion of occupational effective and proactive health systems and services. Although the global plan refers to "the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and other international instruments in the area of occupational safety and health adopted by the General Conference of the ILO" and although it urges WHO Member States to "strengthen collaboration with ILO and other related international organizations and to stimulate joint regional and country efforts on workers' health", there is still a potential overlap of activities.

The ISO is preparing to develop a standard for OSH; a preliminary committee has been established.[40] The ILO has recently concluded a cooperation agreement with ISO to develop an international standard on OSH-MS. This agreement provides for a working relationship between ISO and ILO in the development of ISO standards, which are relevant to ILO's mandate.

According to specialist opinions an ISO OSH-MS could become a substitute for one of the most successful ILO products, the 2001 OSH management guidelines. Instead of a publicly available product with a high reputation, a priced ISO standard could be applied and might dominate the 'market', at least for medium and large enterprises. The success of two similar ISO Standards – ISO 9001 on Quality management and ISO 14000 on Environmental management – and the well-established system of certification institutes will probably lead to more rapid distribution of such an OSH standard. It would cause a shift from the use of a major ILO OSH product towards larger enterprises in well-developed economies that can afford the certification process.

ISSA was founded in 1927 and is located in the same building as ILO. It comprises a partnership of social security bodies worldwide. ISSA currently has 339 member organizations (268 affiliate and 71 associate) in 158 countries and territories.

The major tasks of ISSA are in the field of social security but it also runs a Special Commission on Prevention & International Sections with 13 sub-committees, called 'sections'. These committees are either oriented towards a sector (agriculture, construction, iron and metal, and mining), or specific risks (electricity, chemistry), or to some horizontal issues (culture of prevention, research).

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[39] WHO: "Workers' health: global plan of action", in: *Sixtieth World Health Assembly* (Geneva, World Health Organization, 2007). WHA 60.26.

[40] See the public information about the ISO/PC 283 "Occupational health and safety management systems – requirements" on http://isotc.iso.org/livelink/livelink/open/pc283. A ballot on the establishment of a working group is being held and a meeting is planned for October 2013.

ISSA describes the work of the sections as autonomous and centralized:

> *The International Sections are financially autonomous, with a decentralized structure and their own membership consisting of full members, associate members and corresponding members. Full membership is open to ISSA member institutions and other non-profit making organizations; profit making entities with activities compatible with the area of competence of a section may be admitted as associate members, and individual experts may apply for corresponding membership. Each Section is a clearinghouse for information in its own area of competence. All Sections organize international symposia, round tables and expert meetings. The Sections also set up working groups to prepare international symposia or documents on specific topics. All Sections are furthermore actively involved in the organization of the World Congresses on Safety and Health at Work.*

In addition, at **national level** a growing number of **institutes and authorities offer comprehensive** information to international organizations and agencies, namely, Australia, New Zealand, Singapore and South Korea. Traditionally, Canada, Finland, Sweden, and the United States have also offered such information. These countries provide multilingual websites, present globally useful good practice in OSH, build active international networks and publish international studies.

The **formerly undisputed position of the ILO as global leader** in OSH-related issues and OSH-standard setting is likely to become increasingly vulnerable. This seems to make principal strategic and organizational considerations unavoidable.

2.6 Portfolio analysis

The SafeWork Unit[41] at headquarters, the International Occupational Safety and Health Information Centre (CIS), and OSH specialists in the field offices provide technical advice on OSH issues. Fifteen specialists work in SafeWork at headquarters, six in the field (two in Africa, two in Asia, one in the Commonwealth of Independent Nations, and one in the Americas). Support can also be drawn from the DWTs in the field, if Outcome 6 is a topic in the county-specific decent work programme.

For other units, OSH issues make up an integral part of their work. This is particularly the case for units such as the Labour and Administration Inspection Programme (LAB/ADMIN), the Sectoral Activities Department (SECTOR), HIV/AIDS and the World of Work Branch (HIV/AIDS), the Bureau for Workers' Activities (ACTRAV), the Bureau for Employers' Activities (ACTEMP), the Employment Policy Department (EMPLOI), and long-term projects such as the Better Work Programme (BETTER WORK).

From 2008 to 2009, the total budget allocated to Outcome 6 was US$ 46.3 million and in 2010–11 it was US$ 38.2 million. In 2012–13, the Office allocated US$ 38.9 million in regular budget (RB) and approximately US$ 5.4 million in extra-budgetary technical cooperation resources (XBTC) for the implementation of the GOSHS. This represents an increase of US$ 3.8 million from the US$ 35.1 million RB allocation for the previous

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[41] The official name of SafeWork is Programme on Safety and Health at Work and the Environment. However, when dealing with budget and organizational issues, the word 'unit' is used here because nearly all interviewees used it. The issue shows a lack of organizational clarity.

biennium. Similarly, the XBTC funding also shows a slight increase of US$ 2.3 million (figure 8).[42]

Figure 8. Budget for Outcome 6 from 2008 to 2013
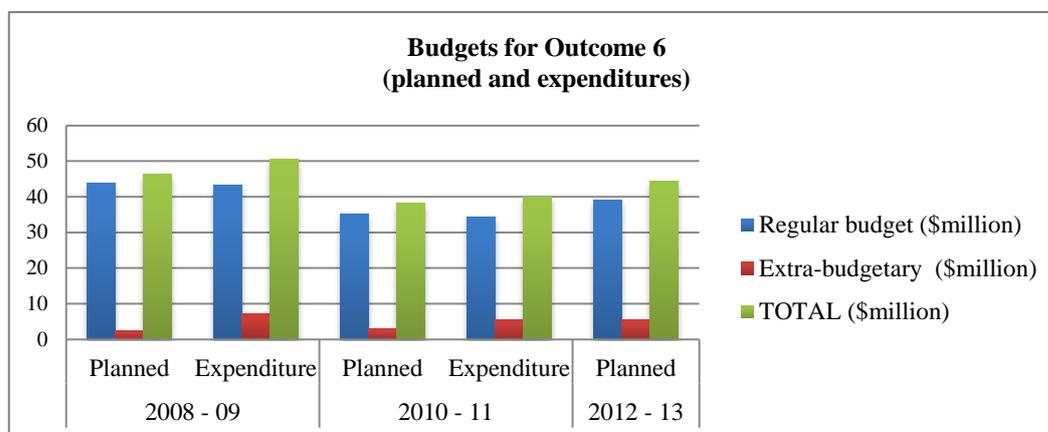
Despite a strong global interest to promote OSH, the technical cooperation funding shows only a marginal increase in extra-budgetary resources since 2008. OSH programmes at the country level have relied on a small number of major donors.

The budget for CIS is connected to the regular budget of SafeWork. It budget shows a decreasing trend of 24% in the last two biennia (table 4). The decrease in RB budget is US$ 590,037, while the total difference is of US$ 762,783.

Table 4. CIS's budgetary allocation (US$)

Biennia	RB	XB	TOTAL
	US$	US$	US$
2010–11	2 796 809	277 745	3 074 554
2012–13	2 206 772	104 999	2 311 771

2.7 Organizational structure, management and resources

► SafeWork

SafeWork has been responsible for developing and implementing ILO OSH standards and related activities.[43] The programme's main tasks are the development of the basis for adoption of OSH standards by the International Labour Conference, and the development of non-binding standards, such as codes of practice, guidelines, technical publications and

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[42] ILO: *Strategic Policy Framework 2010–15. Making decent work happen* (Geneva, 2009), p. 14.

[43] Maritime standards dealing specifically with OSH issues are under the responsibility of SECTOR's Maritime Industries Branch.

training tools. SafeWork collaborates with other units, e.g. on ILO standards with NORMES, Green Jobs, SECTOR and EMPLOI.

The provision of technical advisory services and assistance to ILO constituents in all aspects of OSH is a major permanent task of SafeWork. Another major area of responsibility for SafeWork is the design and implementation of technical cooperation projects and programmes.

SafeWork collaborates with, and provides technical assistance to, other ILO programmes responsible for areas of action that have significant OSH content. SafeWork adopts an integrated approach to workers' health and safety, incorporating health promotion at the workplace to deal with emerging issues such as: the prevention or drugs and alcohol abuse; work-related stress; violence and HIV-AIDS; and the promotion of free-tobacco workplaces and healthy lifestyles.

The SafeWork programme has four major goals:

- preventive policies and programmes are developed to protect workers in hazardous occupations and sectors;
- effective protection is extended to vulnerable groups of workers falling outside the scope of traditional protective measures;
- governments and employers' and workers' organizations are better equipped to address problems of workers' well-being, occupational health promotion and the quality of working life;
- the social and economic impact of improving workers' protection is documented and recognized by policy- and decision-makers.

Specific strategies are elaborated below for each of the four goals, and include advocacy, building of the knowledge base, capacity building for constituents and support for direct action programmes.

SafeWork has published a number of codes of practice, some in cooperation with other units, which provide detailed guidance on safety and health. In the period of the evaluation, two codes of practice were published, i.e. *Safety and Health in Agriculture* (2011, together with SECTOR) and the *Code of Practice on Safety and Health in the Use of Machinery* (2012, SafeWork alone).

► **The International Occupational Safety and Health Information Centre**

CIS identifies, collects, analyses and shares knowledge and information in support of the ILO's policy agenda in OSH. It aims to enhance the relevance and quality of knowledge products and services, and build partnerships with knowledge-related agencies, institutions and organizations.

The Centre was created in 1959 as an OSH clearinghouse for 11 national and three international bodies, and is an integral part of the SafeWork programme. The CISDOC database includes occupational safety and health information, OSH standards, and chemical and physical hazards data sheets.

CIS is, on one hand, a unit at ILO headquarters and, on the other hand, a global network of more than 104 national centres, two regional and 44 collaborating centres in 110 countries. Besides using the occupational safety and health, safety standards, chemical and physical hazards (CISDOC) database as the foundation of a periodic bibliographic bulletin, the CIS has produced many OSH publications and established an OSH library.

In the area of international cooperation, the CIS represents the ILO in the ILO/WHO Committee for the production of the Chemical Safety Cards (ICSC).

The *ILO Encyclopaedia of Occupational Health & Safety* has been produced by the ILO since 1932. The CIS was in charge of the latest update.

From 2014, ILO-CIS will aim to achieve new strategic objectives that are linked and complement each other:

- mobilize and facilitate sharing of knowledge and information;
- enhance knowledge and information networking activities;
- build institutional capacity to acquire and use knowledge and information;
- observe and report on the development and sharing of knowledge globally.

Organizational reform

Parallel to the period of the evaluation, an organizational reform of the ILO was promoted and implemented (figure 9). According to the new structure, SafeWork will be relocated from the Social Protection Department to the new Governance and Tripartism Department:

> A Governance and Tripartism Department will develop evidence-based advice on labour law and will provide state-of-the-art technical support and capacity building to labour ministries and labour inspectorates including on occupational safety and health. It will advocate and help build strong and functional institutions and processes for social dialogue. It will be the location for ILO programmes to realize fundamental labour rights. The Department will incorporate all or part of the following units: DIALOGUE, LAB/ADMIN, SafeWork, DECLARATION, IPEC and the Better Work Programme.[44]

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[44] ILO: *Reform of the International Labour Organization's headquarters organizational structure* (Geneva, 2012).

Figure 9. The ILO headquarters' organizational structure
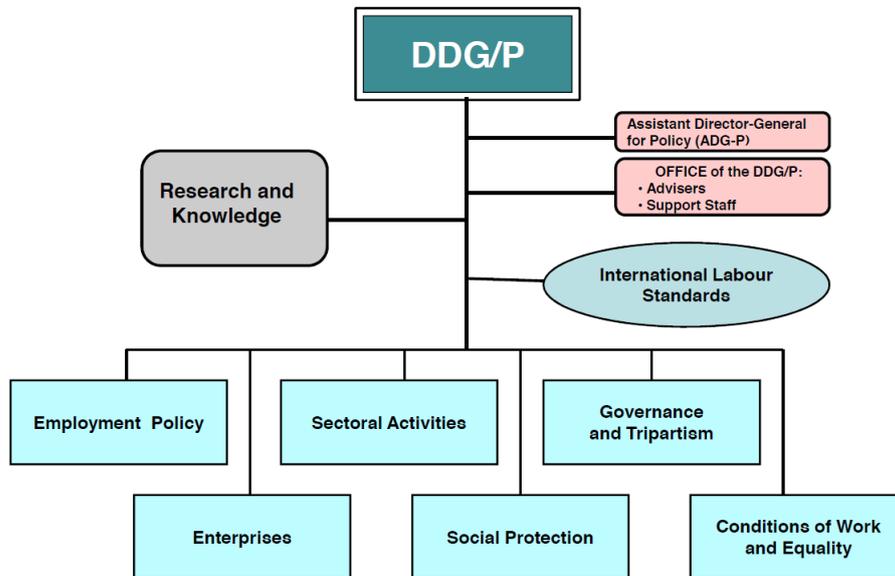
Governance of OSH is closely related to issues such as labour inspection, occupational health services and preventive legislation. Tripartism is related to the employers' responsibility for OSH and the workers' participation in OSH matters.

It cannot be predicted what impact these changes will have on the quality of the ILO's services and outputs. The hope is that the SafeWork unit and the importance of OSH inside the Office will be enhanced.

Some preliminary assumptions are that connecting the technical focus of SafeWork with the legal, administrative and enforcement perspective of LAB/ADMIN might lead to synergies and better-integrated global products. Labour inspections mainly deal with OSH-related issues from the point of view of legal supervisors. An amalgamation of the two views might be attractive for governments who will be able to obtain more seamless advice from the combined knowledge and expertise.

The connection to other areas of tripartite decision-making and prioritization might contribute to improving employers' awareness of and workers' participation in OSH at workplaces and enterprises, both regionally and nationally.

3. FINDINGS RELATED TO EVALUATION QUESTIONS

There is sufficient evidence that the ILO needs to overhaul its OSH strategy to maintain its relevance, influence and credibility in global OSH issues. The triangulation of the findings from the different sources shows, on the one hand, high-quality products ranging from Conventions to codes of practice and, on the other hand, some internal processes and characteristics that require a management response to achieve the best possible implementation of the global strategy. Some difficulties in strategy implementation are a consequence of external developments, changed policy and knowledge needs both globally and regionally, and of the activities of other global organizations.

3.1 Relevance and strategic alignment

> **Evaluation question:** Does the current ILO strategy and plan of action address the most important occupational safety and health issues in a globalized economy?

The **Conventions** and other ILO labour standards define a **global minimum standard**, which is extremely helpful in policy negotiations and reform processes. They were **very much appreciated** by the interviewed constituents on both global and country levels, as well as by the stakeholders and experts.

The interviewees and respondents regarded the Conventions as the ILO's **most effective instrument and biggest success**. Taking into account that minimum standards should be agreed between governments, employers and workers, the number of ratified OSH Conventions seems to be low.

In the global strategy of 2003,[45] ILO defined **21 Conventions as OSH-related** (excluding Recommendations and Protocols). On the **current ILO website** on Conventions, there are **19 OSH-related Conventions** listed, two of which related to labour inspection – Labour Inspection Convention, 1947 (No. 81) and the Labour Inspection (Agriculture) Convention, 1969 (No. 129) – are categorized under the heading 'Labour administration and labour inspection'.

These **19 OSH-related Conventions** were on average ratified by 39 countries, varying between 97 ratifications for the Underground Work (Women) Convention, 1935 (No. 45), interim status, and 15 ratifications of the Safety and Health in Agriculture Convention, 2001 (No. 184), up-to-date instrument.

The two Conventions related to **labour inspections** (Convention No. 81 and Convention No. 129) have been ratified by 144 and 52 member States repectively. These Conventions are supported by a number of labour inspection **recommendations** for specific areas, such as mines, health services and buildings.

Both lists of OSH-related Conventions – in the global strategy (2003) and on the website – present a very limited **picture** of the relevance of OSH for ILO as they underestimate the

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[45] ILO: *Global Strategy on Occupational Safety and Health*. International Labour Conference, 91st Session, Geneva, 2003, pp. 12–13.

importance of OSH issues. Looking at different ILO publications, the number of Conventions mentioned varies between 19 (ILO Conventions website[46]), to nearly half (ILO OSH website[47]), or close to 80% (Committee of Experts, see below). The Committee of Experts on the Application of Conventions and Recommendations wrote in 2009 in its *General Survey concerning major Occupational Safety and Health conventions:*[48]

> *A significant body of international instruments has been developed by the ILO in the area of occupational safety and health (OSH) over the past 90 years and close to 80 per cent of all ILO standards and instruments are either wholly or partly concerned with issues related to OSH. A large number of ILO activities such as child labour, the informal economy, gender mainstreaming, labour inspection, specific sectors of economic activity, HIV/AIDS and migration, include an OSH or OSH-related component. This underlines the continued importance for the tripartite constituents of this very complex area.*

In order to get a clearer picture of the importance of OSH in ILO Conventions, the evaluation team compiled two revised lists of Conventions (see Annex IV). The purpose was to identify the relevance of OSH to ILO Conventions and clarify the amount of OSH-related tasks inside the ILO.

A broader interpretation of the relevance of OSH for the ILO should include those Conventions relating to the protection of vulnerable groups (children, young workers, etc.), or aiming to guarantee health and safety in selected high-risk sectors (construction, mines), or high-risk occupations (dockworkers, seafarers, fishermen, nurses), or dealing with good governance in OSH (labour administration, public insurances against occupational accidents and injuries, and labour inspection). Even the working-time Conventions can in the main be counted as health protection Conventions. Only those Conventions dealing with wage issues and the right of association can be excluded because, although there they are relevant to OSH, they could be seen as minor in this context.

As mentioned, of the **19 Conventions under the OSH heading**, there have been 39 ratifications (according to the website). The comparatively **low number of ratifications** of OSH-related Conventions is a critical issue; an increase of the **ratification rate** is required (figure 10).

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[46] ILO: "Normlex Information System on International Labour Standards, 2013", http://www.ilo.org/dyn/normlex/en/f?p=1000:12000:0::NO: [accessed 28 Aug. 2013].

[47] Quote from the ILO-OSH website: "Nearly half of ILO instruments deal directly or indirectly with occupational safety and health issues." See: ILO: "Occupational safety and health, 2013", http://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/occupational-safety-and-health/lang--en/index.htm [accessed 28 Aug. 2013].

[48] ILO: (2009): *International Labour Conference 98th Session, 2009 Report III (Part 1B) General Survey concerning the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Safety and Health Recommendation, 1981 (No. 164), and the Protocol of 2002 to the Occupational Safety and Health Convention, 1981 Third item on the agenda: Information and reports on the application of Conventions and Recommendations Report of the Committee of Experts on the Application of Conventions and Recommendations (articles 19, 22 and 35 of the Constitution), Report III (Part 1B)*, International Labour Conference, 98th Session, Geneva, 2009, p. 1.

Figure 10. Number of member States, and ILO OSH Conventions ratified, by region

	Africa	Americas	ArabStates	Asia	Europe
No. member states in the region	54	35	11	39	51
No. ratif OSH Conv	44	63	13	22	192
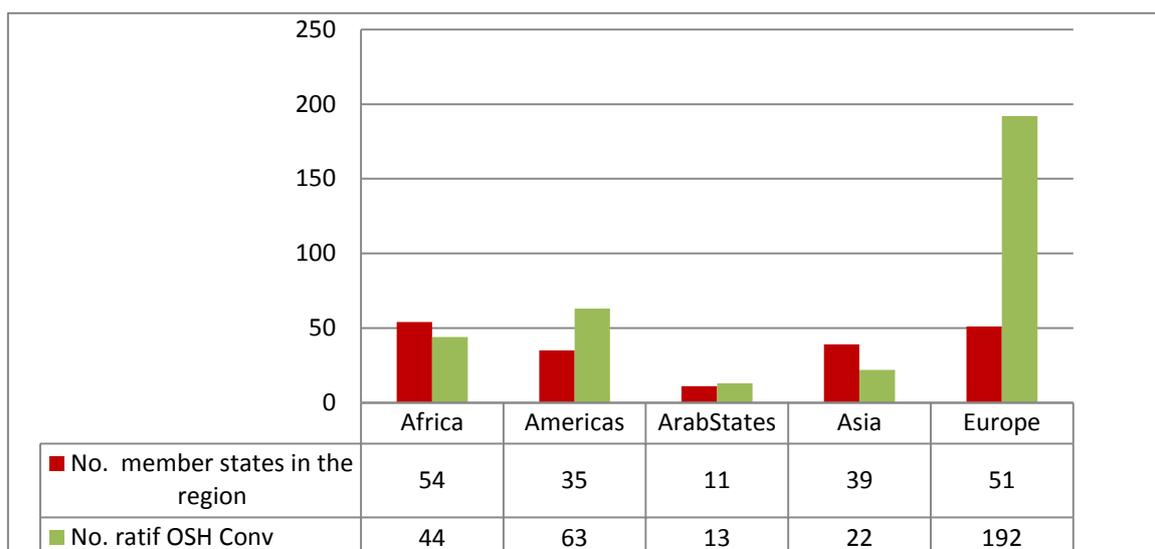
In percentages the situation is as follows in table 5.

Table 5. Share of member States, and share of OSH Conventions ratified, by region (%)

	Africa	Americas	Arab States (%)	Asia	Europe
Share of member States	28	18	6	21	27
Share of OSH Conventions	13	19	4	7	57

For a deeper analysis of the regional ratification 'success' of ILO Conventions, from the 19 OSH conventions, the 11 most recent Conventions were selected,[49] i.e. Conventions adopted after 1973, covering the last 40 years. This cut off point is somehow arbitrary; it

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[49] **Selected:** Occupational Cancer Convention, 1974 (No. 139), up-to-date instrument, 39 ratifications // Working Environment (Air Pollution, Noise and Vibration) Convention, 1977 (No. 148), up-to-date instrument, 45 ratifications // Occupational Safety and Health Convention, 1981 (No. 155), up-to-date instrument, 60 ratifications // Occupational Health Services Convention, 1985 (No. 161), up-to-date instrument, 31 ratifications // Asbestos Convention, 1986 (No. 162), up-to-date instrument, 35 ratifications // Safety and Health in Construction Convention, 1988 (No. 167), up-to-date instrument, 24 ratifications // Chemicals Convention, 1990 (No. 170), up-to-date instrument, 17 ratifications // Prevention of Major Industrial Accidents Convention, 1993 (No. 174), nine up-to-date instruments, 18 ratifications // Safety and Health in Mines Convention, 1995 (No. 176), up-to-date instrument, 27 ratifications // Safety and Health in Agriculture Convention, 2001 (No. 184), up-to-date instrument, 15 ratifications // Promotional Framework for Occupational Safety and Health Convention, (No. 187), 23 ratifications.
Average number of ratifications: 30.
Not selected: White Lead (Painting) Convention, 1921 (No. 13), to be revised, 63 ratifications // Underground Work (Women) Convention, 1935 (No. 45), interim status, 97 ratifications // Safety Provisions (Building) Convention, 1937 (No. 62), 30 ratifications // Radiation Protection Convention, 1960 (No. 115), up-to-date instrument, 50 ratifications // Guarding of Machinery Convention, 1963 (No. 119), to be revised, 52 ratifications // Hygiene (Commerce and Offices) Convention, 1964 (No. 120), up-to-date instrument, 51 ratifications // Maximum Weight Convention, 1967 (No. 127), to be revised, 29 ratifications // Benzene Convention, 1971 (No. 136), to be revised, 38 ratifications.
Average number or ratifications: 51.

was applied because the reasons for decisions on ratification prior to 1970 were probably based on very different global circumstances.

Concerning these 11 Conventions a total of 334 ratifications were counted. An analysis of the regional allocation of selected ratified Conventions[50] (as presented in figure 11) shows a disproportional picture with a high imbalance towards Europe. Although Europe includes 27% of all ILO member States, its has signed 57% of the OSH-related Conventions.

Figure 11. Number and percentage of ILO OSH Conventions ratified after 1973, by region

	Africa	Americas	Arab States	Asia	Europe
■ Number	44	63	13	22	192
■ Percent	13%	19%	4%	7%	57%
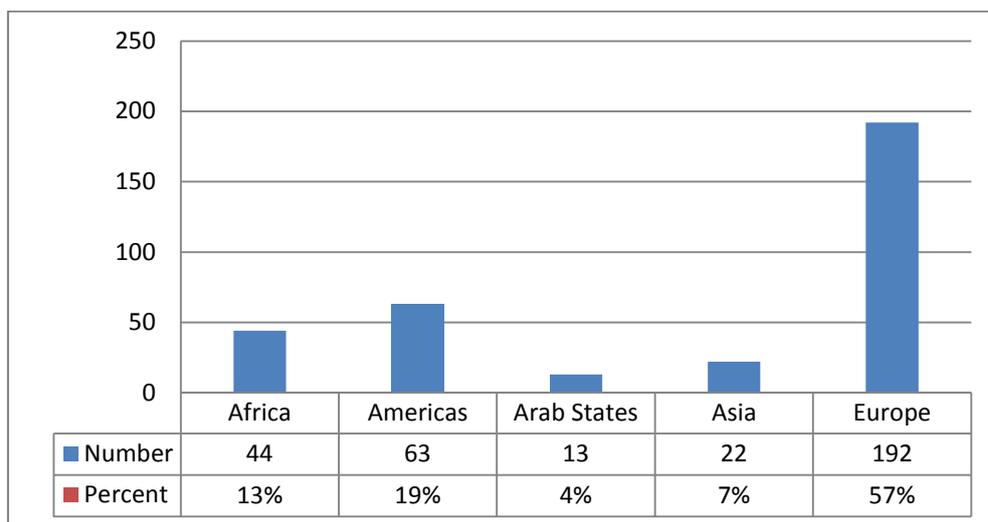
The ratification rate for the Americas is fairly balanced; the American states make up 18% of the member States and 19% of the Conventions. The ratification figures for Africa, the Arab States, and particularly Asia (21% of all member States, 7% of the OSH Conventions) are all below their share of member States. A deeper analysis comparing the labour force figures would give an even worse picture, because the under-represented Asian region employs a larger workforce than Europe and the Americas.

This situation is repeated for individual Conventions, e.g. the pertinent Convention No. 155 (figure 12).

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[50] There are in a few cases small differences on the ILO website between the total number of ratifications (ratifications by Conventions) and the number by regions (addition of the ratifications by country). The figures are sometimes not exact, e.g. the ratification of a protocol is regarded as a ratification of a Convention, and some countries have ratified but not enforced. These differences are negligible.

Figure 12. Number of ratifications of ILO Conventions and of Convention No. 155, by region

	Africa	Americas	ArabStates	Asia	Europe
■ Number	54	35	11	39	51
■ Number C155	11	10	2	7	30
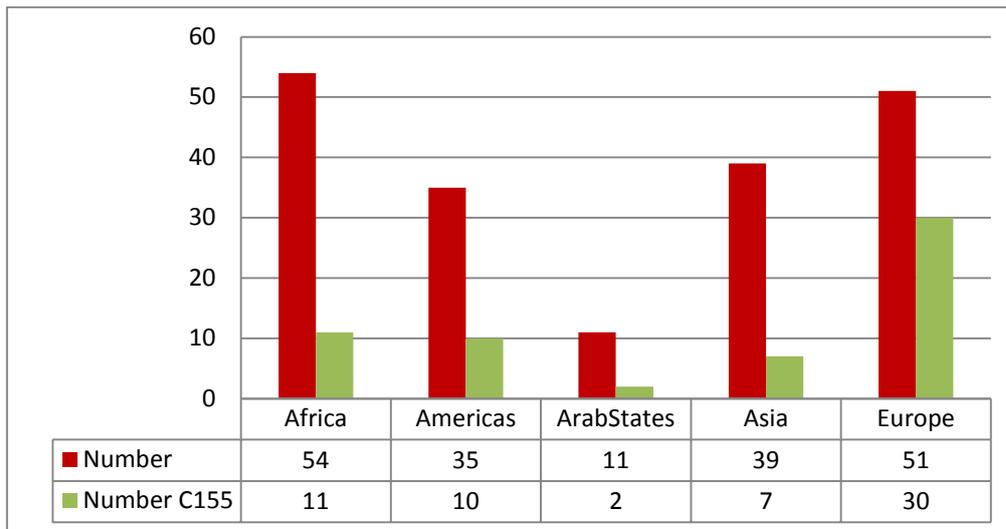
These regional disparities should be considered as a **factor in future prioritization** processes.

The **tripartite approach** of the ILO was in general very much appreciated, but also **judged as an advantage and a disadvantage.** The tripartite structure opens opportunities of dissemination of policies, knowledge and awareness, which other global and international organizations lack; their constituents are one-party based, and mostly governmental. Furthermore, the tripartite approach also demands commitment from national constituents, which is not always easy to achieve. The critical voices referred to two observations: (a) long decision-making processes; and (b) minimal compromise solutions.

However, the impression was also given that some OSH-related global products and projects are organized and performed **outside the tripartite influence**. This requires action, an important channel for effectively supporting constituents; as quality improve-ment and dissemination of OSH-products can otherwise be blocked. It was also mentioned that the tripartite communication and decision structures are somehow **bypassed if donor projects are performed**. The donors seem to lead the work. This may have an effect both on the content of the projects and on the way they are implemented, in that sometimes aspects such as worker participation in OSH may be restricted. In the same context, strong criticism was expressed concerning the treatment of workers' rights in technical documents, which were often omitted or diluted amid discussions of technical issues.

The **quality and relevance of the products** provided by SafeWork was not doubted. Specialists like medical doctors and engineers guarantee the quality of products (either from a technical or scientific point of view). They have provided many ILO codes of practice. The success of some products, such as the ILO management guidelines, the sector-based products, HIV/AIDS products, and the WIND and WISE-programmes, repeatedly received positive reports from country constituents.

The **process of prioritizing ILO's practical work** was, in the opinion of all interviewees, not sufficiently transparent. The decent work concept was partly assessed as a far too

theoretical approach. Also, the Plan of Action was seen as having a too scope- and systems-based approach, and as lacking in targeted campaigns.

Particularly, the OSH specialists expressed the opinion that the **ILO had lost ground in OSH- related** global issues. They mentioned the activity of other organizations, the minimum agreements between many constituents that prohibit a leading role for the ILO in OSH, a lack of collaboration with other global organizations, and missed opportunities to promote OSH to donors.

Networking and collaboration with ILO seems to be difficult, the responsible contact persons and the responsibilities were reported to lack clarity for other organizations. In the view of the external organizations there is no systemic collaboration of ILO with organizations or ministries dealing with health or environmental issues. The health ministries are, in many countries, responsible for occupational health and for many standards regarding workers and workplaces. The same applies to environmental institutions that deal with pollution, chemicals or other environmental risks. Collaboration with external agencies is not strong at country level; none of the DWTs/country-level respondents mentioned any such collaboration.

The **activities of other global organizations** can be illustrated by some examples.

While the ILO has a long history of leading prevention of silica-related diseases, experts are of the view that WHO activities concerning occupational health and diseases (asbestos, silica, and occupational cancers) are comparatively more proactive and practical. Other institutions such as the World Bank (the International Finance Corporation – IFC – project BETTER WORK, EHS guidelines[51]) were also viewed as more active on the ground. While the ILO has played a supportive and complementary role in some of the global efforts (for instance, in WHO's Plan of Action on Workers' Health and Better Work), it is clear that the ILO's strategy on occupational health and diseases needs to be more action oriented, and collaboration with other institutions needs to be strengthened at regional and national levels.

The inconsistent and often **inadequate presence** (globally five plus one vacancy) of OSH field experts also negatively impacts on the relevance of ILO's overall OSH portfolio, especially at regional and national levels. On the other hand, the demand for OSH specialists from regional offices is low; in many regions, the OSH specialists were replaced by other professionals, so that OSH is less represented in the field compared to one or two decades ago. This has increased the number of requests from country offices to OSH specialists at headquarters, thus stretching SafeWork specialists' capacity to deal with planned work plan activities.

The relevance of ILO's OSH strategies and programmes at the **country level** has also been analysed. The influence of ILO on high-level government was very much appreciated by the interviewed constituents and stakeholders. The constituents often send requests to ILO country offices for support when negotiating with governments. Topics of such

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[51] IFC: *Environmental, health, and safety (EHS) guidelines* (Washington, DC, International Finance Corporation, World Bank Group, 30 Apr. 2007).

discussions relate to principles, and details of the envisaged legislation, policies and programmes.

The ILO **contributed to awareness raising** via workshops, or by contributing to or co-organizing awareness-raising events. The ILO enhances and improves **understanding and collaboration between the constituents** by holding general workshops. Specialists from ILO are always very welcome, but they attend only in exceptional cases possibly due to their weak presence in the field. **National profiles** function as a kind of baseline dataset for some countries; they are a very **good starting point** for any action because they facilitate work on the gaps identified in the data. There is **not much progress** related to the recording and monitoring systems.

ILO publications are used by ILO staff, training organizations and OSH-knowledge providers, and by ILO technical cooperation projects. The ILO 2001 OSH guidelines are well known, often used and perceived as very relevant at the country level. Of particular importance is the programme- and project-based support. ILO support has been mostly through the implementation of such projects. Some ILO programmes were specifically mentioned – the WIND training tool (agriculture), the BETTER WORK Programme and the WISE training tool for SMEs.

Knowledge dissemination is a core issue for the ILO. Country offices, tripartite constituents, and associated external experts or institutions rated the relevance and effectiveness of CIS. The responses were collected through customized surveys sent to the aforementioned groups. The relevance of information disseminated through CIS and the effectiveness of CIS as a global knowledge platform on OSH was rated 'satisfactory'. The availability and accessibility of materials in the CIS database was also rated 'satisfactory'. However, the usefulness of OSH encyclopaedia is considered only 'somewhat satisfactory' (figure 13).

Figure 13. Relevance and effectiveness of CIS's services
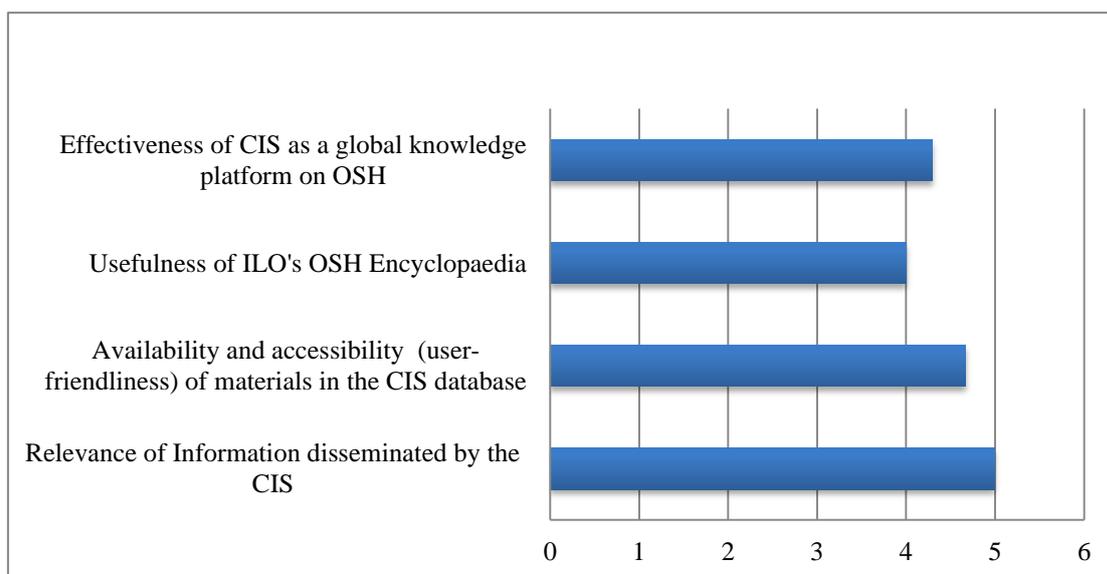
Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

3.2 Coherence

Evaluation questions: What are the internal and external constraints affecting the ILO's work in OSH? Role and extent of internal communication and planning? External collaboration? At which opportunities do you collaborate with …?

There are multiple demands from the three 'circles': (1) constituents; (2) professionals (e.g. from sectors, inspection specialists, physicians) or practitioners; and (3) basic workers' and employers' organizations. It was difficult to identrify the coherence between the responses to these demands.

Apart from some confusion due to changes in the strategic framework, the analysis shows that the indicators are **imprecisely defined** (when something can be counted, e.g. as national policy), and a lack of coherence between planning and implementation documents.

The **measurement of indicators** is also imprecise. The indicators are system-oriented and the level of commitment or activity that can be counted as measurable national policy or programme is unclear. In practice, such indicators must be both abstract and country specific, e.g. a programme in the People's Republic of China or the United States must have the same specifics as in Albania or the United Republic of Tanzania, to be accepted as national policy. There needs to be a clear definition of the reportable outcomes and whether or not they fulfil the criteria of the indicator.

Both observations, the imprecise definition and the measurement of indicators, require a management response from PROGRAM.

SafeWork acts according to **medium- and long-term planning, but also on demand from countries or constituents,** or after major events. The products are prepared in collaboration with other units, with related global organizations (ISSA, WHO, etc.) or with donors during projects.

The process of prioritization of the work of SafeWork was a **major issue**. Most of the SafeWork staff considers the global strategy of 2003 as the OSH strategy guiding ILO operations and their work. A majority of the SafeWork staff regards the programme and budget documents as programming tools developed for budgetary allocation purposes. There seems to be a disconnection between OSH-related activities, and the outcomes and indicators included in Strategic Outcome 6 of the P&B.

Moreover, there does not seem to be a direct correlation between the reports of the Committee of Experts on the Application of Conventions and Recommendations (CEACR), and the prioritization of activities carried out by SafeWork and OSH specialists in the DWCTs. That is to say, that the development and implementation of technical cooperation and technical assistance activities provided by the Office do not always address the key issues pointed out by the CEACR with regards to compliance and implementation of OSH Conventions and the required enforcement mechanisms.

Some of the key issues identified by interviewees listed **challenges to coherence and synergie**s among the different units carrying out OSH activities. SafeWork employs 15 people in five units; the internal separation in units is seen as too strong and not **sufficiently compensated for by internal planning or meetings**. Despite the outcome-

based workplanning processes that were established during the ILO's P&B planning process, **coordination** with SafeWork, which is the responsible technical unit for OSH activities, is for the **most part ad hoc**.

Similarly, other units do not always actively involve SafeWork in the design and/or implementation of OSH activities carried out under other outcomes (i.e. Outcome 11: Labour administration, Outcome 13: Sector). Consequently, the improvement of internal cooperation between the units was emphasized as a major issue. Many interviewees saw SafeWork as a remote background department and not particularly open to collaboration with other units.

Inside ILO headquarters there were many references to distinct **compartmentalization.** Many interviewees from headquarters described the ILO in general, including SafeWork, with words such as 'silo', 'electron' or 'atom'. The organizational structure responsible for work planning and budget allocation, and the policy-makers and professionals that have bearing on OSH are obviously not very well connected.

The planned **placement** of OSH SafeWork Programme within the Governance and Tripartism Department was seen also as a reaction to the missed opportunities to collaborate, and the low level of cooperation between the units in the current structure.

3.3 Effectiveness

Evaluation questions: What are the main strengths of ILO's work in OSH? Does the ILO's OBW (Outcome-based workplan) and P&B directives provide the means for developing a strategic framework with a clear road map towards results identified in the DWCPs? Which are the strategy's objectives that have had the most challenges in their implementation and why?

► **Effectiveness of technical assistance and policy advice**

The ILO OSH comparative advantage is not evenly appreciated at the country level due to the scarcity of OSH technical resources at the country level. This is often reflected in the uneven effectiveness in communicating to national constituents on the variety of Global and regional products produced which has led some member states to seek advice on OSH issues from other UN agencies, namely WHO. In light of this challenge, it is of vital importance that the ILO OSH programme improves its resources collaboration and communication with other organizations at the regional and country levels. This would require a clear communication strategy. Delays in filling vacant OSH specialists' positions were frequently noted as a constraint to effective communication and coordination with other organizations working on OSH at the country and regional levels.

An effective approach is mainly based on **practical tools** that can be easily adapted to the needs of the targeted recipients. Risk assessment techniques are important tools that facilitate the evaluation of risks, the establishment of priorities and the setting of standards at plant level.

► **Effectiveness of reporting and feedback mechanisms**

A **feedback system** – documentation of reactions on products, order numbers, translations – on products and publications is non-existent. An assessment of the immediate impact of SafeWork products and activities is difficult to achieve; some products and activities – like

the OSH management guidelines – show an impact years or even decades after their publication.

Measurable indicators are mostly well described in the progress reports. The measurability and quantification is better the closer it comes to Conventions and Recommendations and protocols. This might be a consequence of the organized and administered follow-up of Conventions (also Recommendations and protocols) by NORMES and CEACR.

Reliable data is a necessary **precondition** for any **impact assessment** and also **for prioritization** of ILO's OSH activities. The improvement of the database was part of the Plan of Action, but in practice progress has been slow.[52] In most countries, vast numbers of workplace accidents, fatalities and diseases are not even reported or recorded. International and national provisions for the recording and notification of occupational accidents and diseases do exist; however, there is still gross under-reporting in many countries of the world. The Office has made considerable esfforts to make estimates for global figures.[53]

The 'Occupational injuries' section of ILOSTAT provides information on **cases and rates of fatal and non-fatal injuries**. If possible, the data are categorized according to sex and economic activity or sex and occupation. Many countries do not submit the necessary data; moreover, many data seem to be unreliable. This is the case if comparable countries a have completely diverging rates of injuries. In any case, it would be a much better basis for priority decisions, if countries would consistently report the statistical development, and the increase or decline of accidents and injuries in sectors or occupations. For future impact measurements of short-term effectiveness, such as a reduction in the number of accidents, and long-term impact and sustainability (less occupational injuries), more reliable figures are essential.

Targets towards Outcome 6 are difficult to achieve, progress is slower than expected in the strategic framework. In the P&B documents for 2014–15, the target plus the baseline accounts for 23 member States (Outcome 6.1) and 15 member States (Outcome 6.2). This means that even if the targets for 2014–15 are achieved, at the end of 2015 there will be a gap in the targets of 30 member States for both outcomes 6.1 and 6.2. The gap will be seven countries for Outcome 6.1 and 15 countries for Outcome 6.2; only 77% of the target for Outcome 6.1, or 50% of the target of Outcome 6.2 will have been reached.

A number of surveys were conducted to extend the base of the analysis. The questions included a request for statements on the reasons for success and failure. Staff at headquarters saw mainly institutional and political barriers, and weak OSH management

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[52] ILO: Improvements in the standards-related activities of the ILO. Progress report on the implementation of the interim plan of action for the standards-related strategy Geneva 2011. p14 Plan of Action indicator 8: Number of countries which have set up, or substantially improved, national systems for recording and notification of occupational accidents and diseases; Progress Report Nov. 2011: one case of improved systems: Tunisia; two cases of plans to improve recording and notification system: Benin and Botswana. .

[53] ILO: *Introductory report: Global trends and challenges on occupational safety and health*, XIX World Congress on Safety and Health at Work: Istanbul Turkey, 11–15 September 2011. P. Hämäläinen, K.-L. Saarela & J. Takala: "Global trend according to estimated number of occupational accidents and fatal", in: *Journal of Safety Research* (2009, Vol. 40), pp. 125–139.

systems as challenges in effectively achieving CPOs directly linked to Outcome 6 (table 6). However, the highest score of 61% or 11 respondents mentioned the ILO's organizational structure and support as a challenge.

Table 6. Challenges in achieving CPOs – headquarters staff responses (%)

Challenges for headquarters staff	Response (%)
Institutional	56
Legal	33
Cultural	33
Political	56
Financial	39
Workers' commitment to OSH CPO principles	22
Employers' commitment to OSH CPO principles	28
Weak OSH management systems	56
ILO organizational structure and support	61
Others	5

Comparing these figures with the country-level answers, only 40% saw 'Lack of technical support from the ILO headquarters' as a "main challenge to effective implementation of ILO's OSH strategy" in their respective countries.[54] Their main concern was the lack of capacity among constituents, and a lack of resources and technical expertise (table 7).

Table 7. Challenges in achieving CPOs – country-level staff responses (%)

Challenges for country-level staff	Response (%)
Political will of the national government	40
Constituents' involvement and ownership	30
Lack of capacity among tripartite constituents	70
Lack of financial resources to implement OSH-related activities (under CPOs directly/indirectly linked to global Outcome 6; and as visualized in DWCP priorities and outcomes)	60
Availability of technical expertise at national level	60
Lack of technical support from ILO headquarters	40
Lack of resources at national level to sustain results	60

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[54] In table 6, a question to HQ staff on support from headquarters would not have been logical. All the other questions are comparable.

Another question dealt with the effectiveness of technical advice and cooperation. The highest rating from the respondents was for 'Developing national OSH profile', a pre-structured and basic report on the countries' OSH infrastructure and performance; national policies, etc., were less important.

None of the DWT respondents saw a lack of technical support from ILO headquarters. Their prior challenges were the same as from the country level, the lack of capacity among constituents, and a lack of resources and technical expertise (table 8).

Table 8. Challenges in achieving CPOs – DWT staff responses (%)

Challenges for DWT staff	Response (%)
Political will of the national governments	33.3
Constituents' involvement and ownership	50.0
Lack of capacity among tripartite constituents	83.3
Availability of financial resources to implement OSH-related CPOs	50.0
Availability of technical expertise at the national levels	83.3
Lack of technical support from the ILO headquarters	0.0
Lack of resources at national level to sustain results	83.3

The constituents argued in line with these responses; they also saw the major problems in the lack of resources and capacity among constituents.

The country-level staff and the DWTs were asked to rate the "achievements in terms of their effectiveness in each of the main objectives of the ILO's Plan of Action." The results show a much lower overall satisfaction from the DWTs (3.66–4.45%). The least satisfaction was with the ratification and implementation of key instruments.

► **Effectiveness of knowledge management**

This section presents some of the insights shared by country offices, tripartite constituents, and external experts and institutions associated with CIS. The responses were collected through customized surveys sent to the aforementioned respondent groups.

One of the surveys sought to assess respondents' perspectives on the Office's effectiveness in terms of knowledge management and dissemination on OSH, the relevance and effectiveness of CIS as an OSH knowledge hub, and suggestions for improving it.

Overall, the ILO's effectiveness as knowledge management and dissemination on OSH[55] was rated as 'somewhat satisfactory'. Procuring relevant database and knowledge products (from countries) received particularly low ratings. Constituents and experts also reiterated

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[55] These ratings are based on the survey results and do not include evaluators' scores.

this during the evaluation mission when they noted the lack of resources and products relevant to middle- and low-income countries (figure 14).

Figure 14. ILO's effectiveness in managing and disseminating knowledge on OSH
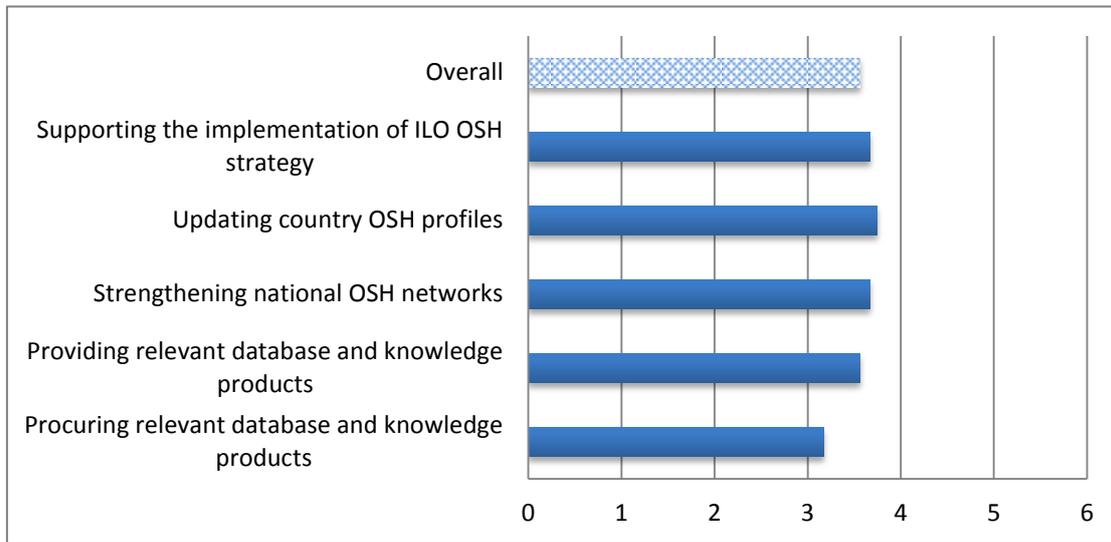
Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

► The survey indicated that enhancing CIS's visibility as an OSH knowledge hub at country level is an important consideration. The second most common suggestion was to make relevant database and practical tools available, and accessible to potential users. Respondents across the categories also pointed to the need to make the CISDOC database more interactive and user-friendly.

► Some of the most pressing barriers to effectiveness of services being provided by CIS include lack of practical tools with materials being considered too technical for wider reference, and knowledge products being considered too European/American in focus affecting their applicability in low-resource settings.

► Apart from the CISDOC database, other most accessed sources of information on OSH come from the American Conference of Governmental Industrial Hygienists (ACGIH), the American Society of Safety Engineers (ASSE), the National Council for Occupational Safety and Health (COSH), EU-OSHA, the International Agency for Research on Cancer (IARC), the Institution of Occupational Safety and Health (IOSH), NIOSH, the National Safety Council (NSC) and WHO.

Based on the feedback received from country offices, DWTs' constituents, external OSH experts and institutions, as well as the evaluators' own assessments on evaluation criteria, the overall composite score for CIS was rated as 'somewhat unsatisfactory'. The analysis shows that, while the relevance of CIS was recognized, coherence with national OSH initiatives was not up to the desired levels. Similarly, efficiency in terms of competitiveness, resource generation and resource use (for instance, high investment in publishing the OSH encyclopaedia, without reviewing its actual usage) was also rated 'unsatisfactory'. Effectiveness, described in terms of procuring and disseminating national databases, updating OSH profiles, supporting implementation of the ILO OSH strategy,

and coordinating with national networks bordered on being 'somewhat unsatisfactory' (figure 15).

Figure 15. CIS: Overall scores on evaluation criteria
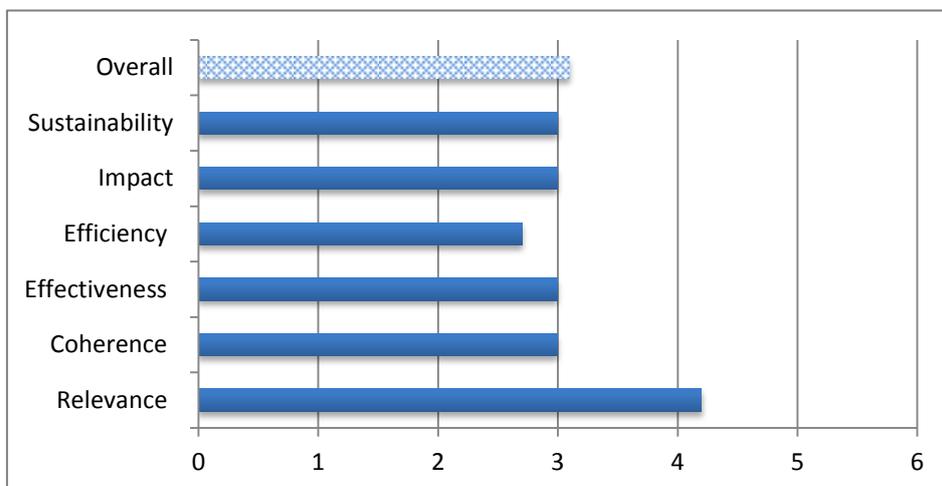
Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

► **Effectiveness of technical cooperation projects**

An analysis of independent evaluations of TC projects showed that project management arrangements are often effective, although some major projects were found to be constrained by an 'HQ centric' approach to management. Centralized management has led to slower decision-making in some cases while in some other cases the actual implementers remain unaware of the 'next steps', which presumably makes it difficult for them to have any effective dialogue with the constituent partners at national level. There are some good examples though (such as Better Work Global), where the country teams or the chief technical advisers (CTAs) had greater administrative/financial authority.

Procedural delays in getting projects approved were also noted in most cases, leading to delays in start-up and resultant time pressure during implementation. This is also true for no-cost extensions where delays have led to loss of momentum or slow transitions affecting the outputs/outcomes.

In projects that depend on the application of global tools, variations in national policies, legislation and institutional strengths present challenges. The focus needs to be more on customization rather than standardization.

While most projects are based on substantial needs analyses (either based on DWCP experience or prior OSH programmes in the country), objectives and targets or coverage are often over-ambitious. This is aggravated by the fact that some of the international/global projects are of very short duration (one to two years) which already creates an element of doubt and uncertainty (about achieving all intended results). Most evaluators recommended longer commitments and/or greater geographical focus.

Internet-based resources and information systems have been conceptualized in many of the projects aiming to increase access to knowledge products (tools, manuals, guidelines, training modules, etc). None of the evaluations could establish the extent to which these websites were used. It was not clear if such resources had been assessed by the project teams for their user-friendliness, accessibility, utility, etc.

A key element of the SafeWork's technical advice strategy has been to train representatives of workers' and employers' organizations, and national government officials throughout the world. The focus of these training activities has been increasingly concerned with improving occupational safety and health systems. The ILO conducts training courses to acquaint participants with ILO's international guidelines and principles, and with the experience of consolidated and successful national OSH systems and programmes.

Although each country presents different problems regarding its national OSH situation and therefore requires different solutions, SafeWork's training packages provide useful inputs to participants in the decision-making process for the improvement and development of OSH governance within their respective countries.

Improved national OSH systems require OSH professionals who can catalyze these processes, and it is not always easy to find professionals with the right set of skills, which are often multidisciplinary in nature. A key element of the Office's OSH capacity building strategy is the certification of OSH professionals through a Master's Programme offered by the ILO International Training Centre (ITC) and the University of Turin.

The ILO SafeWork's programme also develops practical and easy to use training materials and methods that provide adequate OSH capacities. They help users identify key priorities, elaborate coherent and relevant strategies, establish effective and efficient practices, and implement national OSH programmes. Training tools, such as SOLVE, are aimed at management, supervisors, workers and their representatives, government officials, and all those concerned with workers' safety and health.

SafeWork and the International Trade Union Confederation (ITUC) conducted a total of 60 training courses between 2008 and 2011,[56] 28 of which were at ITCU-Turin, nine were distance courses, and 32 in different countries in Africa, America, Asia and Eastern Europe.

3.4 Efficiency

Evaluation question: To what extent have resources been used efficiently and the programme appropriately and adequately resourced?

The assessment of efficiency faced some serious challenges, as there were some major data deficits inside and outside the ILO that impeded a reliable evaluation.

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[56] This includes the Social Protection Programme, training activities undertaken by ACTEMP/Turin and ACTRAV/Turin, and OSH collaboration with other programmes presenting an OSH module.

A cost benefit analysis (spent budget versus saved cost of accidents or injuries) would require reliable data from ILO (i.e. records on the time taken to prepare global and country products, mission costs, and management and oversight costs). At the country level, there were uneven data collection procedures and quality standards, which hindered a proper benefit analysis. Therefore, the evaluation relied on interviews, surveys and triangulation of the information gathered.

Evidence gathered through this evaluation indicated that SafeWork could have improved the efficiency of OSH activities through better coordination and communication between field and headquarters staff, and project management.

SafeWork has benefited from the increased decentralization of technical backstopping responsibilities to the DWTs. However, the information flows between projects, field offices and headquarters are not clear and often dilute accountability for delivery. The efficient implementation of regional and inter-regional technical cooperation often requires communication, coordination and technical support from DWTs.

The performance rating for overall efficiency is 'unsatisfactory', which reflects the triangulated ratings from ILO staff at headquarters and the field, national constituents, international partners and the evaluation team members.

3.5 Impact

> **Evaluation questions:** What are ILO's successes in the area of OSH? In what ways has the ILO been unsuccessful in the implementation of its OSH strategy?

The impact of ILO in **reducing the incidence of occupational injury and disease** is not measurable in practice. ILO STAT data on OHS show a very incomplete and outdated picture. Many large countries and years are missing; the latest year is often 2008. The Plan of Action included some action, but the monitoring report shows no significant progress in this respect. Programmatic issues related to enforcement and reporting ought to be addressed. There are still very significant limitations in national-level data collection and monitoring systems (particularly in underserved sectors such as agriculture, small businesses and the informal economy), and in quality and reporting on inspections.

The impact is particularly low if communications between ILO regional or country offices are broken, i.e. if there are no OSH specialists or other OSH-related specialists working in the offices. Globally, six OSH specialists work in the ILO's regional or subregional offices. The seminars in Turin are too few to replace this permanent contact.

ILO support **to strengthening OSH systems** has had a significant impact through capacity building, awareness raising, and technical assistance aimed at strengthening national OSH systems. Although the rate of ratifications of OSH-related ILS is still an issue, many governments have made significant strides in advancing national legal frameworks for the protection of OSH.

> ► **Analysis of programming and budget documents**

Between the biennia 2008–09 and 2010–11, the ILO results framework was changed. The new one was founded in the Strategic Policy Framework 2010–15; in comparison to the former outcomes it was simplified and now contains 19 outcomes.

The former Strategic Results Framework, 2006–09,[57] included 14 intermediate outcomes and 34 immediate outcomes with a total of 78 indicators. The ILO remarks that targets were easier to achieve under the former framework. Although this change caused difficulties in the comparison of the results from 2008–09 to the biennia 2010–11 and 2012–13, the results are reported and interpreted.

For the biennium 2008–09, the programme and budgeting system worked with one **intermediate outcome and one immediate outcome related to OSH**, combined with **three indicators:**

Intermediate outcome 3b: Safety and health and working conditions in workplaces are improved.

Immediate outcome 3b.1: Increase constituent capacity to develop or implement policies and programmes on improving working conditions and safety and health at work

Indicator 1 of 3b.1:

- Number of member States in which constituents apply ILO knowledge or tools to develop policies on improving working conditions, safety and health.

Indicator 2 of 3b.1:

- Number of member States that, with ILO technical assistance, ratify Conventions or strengthen the application of ILO standards on safety and health, labour inspection and working conditions.

Indicator 3 of 3b.1:

- Number of member States in which constituents with ILO technical assistance develop programmes; establish regulatory bodies or tripartite bodies; strengthen regulatory bodies or tripartite bodies; strengthen employers' or workers' organizations; or strengthen workplace-oriented support services to facilitate the implementation of programmes.

Table 9 illustrates the results.

Table 9. P&B indicators 2008–09 for Immediate Outcome 3b.1[58]

P&B indicators 2008-09 for Immediate outcome 3b.1	Target	Reported result	%
Indicator 1	20	17	85%
Indicator 2	50	42	84%
Indicator 3	30	23	77%

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[57] ILO: *Strategic Policy Framework (2006-09) (and preview of the Programme and Budget proposals for 2006-07). Making decent work a global goal* (Geneva, 2004).

[58] ILO: Report of the Director-General: ILO Programme Implementation 2008–09, International Labour Conference, 101st Session 2012, Geneva 2010, pp.75-79. For indicator 3 not only 23 member states but also one subregion is reported.

Programme planning staff and the authors of the implementation report also noted the confusing indicator definition. Under 'Challenges, lessons learned, implications for the future' they note (paragraph 143):

> Another major challenge stemmed from the indicators set out in the strategic framework for 2008–09. Throughout the biennium they proved to be confusing and inadequate for measuring results. In addition, the targets were much too high, and this led to underachievement and to somewhat limited interventions. These problems have been taken into account in the strategy for 2010–11, which will focus on in-depth interventions in a smaller number of member States in order to achieve a significant impact on working conditions.

► **Biennia 2010–11 and 2012–13**

The target in the strategic framework of 2010 was that in 2015 as "a result of ILO policy guidance, at least 30 ILO member States have adopted national OSH profiles, programmes or policies and/or started to implement measures based on the programmes to improve safety and health at work." So, for each of the biennium 2010–11, 2012–13 and 2014–15, an average of 10 ILO member States would start activities connected to the ILO demands.

In the programme and budget (P&B) documents from 2010 and 2011, the definition of indicators changed as a consequence of the new strategic framework. The baseline for the new targets was established on the 2008–09 performance. For indicators 6.1 and 6.2, the target was set to 10 to finally reach the number of 30 member States in the three biennia up to the end of 2015, as stated in the strategic framework for this period. The report on the implementation of 2010–11[59] showed these results as displayed in table 10. For Indicator 6.1, a result of eight member States was reported, and for Indicator 6.2, the number achieved was 13.

Table 10. Indicators and targets for Outcome 6 according to Implementation Report 2010–11, by total number of member States, country and region

Results by indicator and by region							
Indicators	**Targets**	**Result**					
		Total	**Africa**	**Americas**	**Arab States**	**Asia-Pacific**	**Europe-Central Asia**
6.1 Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work	10 member States across all regions	**8 member States, across 3 regions**	Zambia	–	–	China, Lao People's Democratic Republic, Thailand Viet Nam	Albania, Kazakhstan, Republic of Moldova
6.2 Number of member states in which tripartite constituents, with ILO support, implement programmes to promote improved safety and health at work	10 member States, across all regions	**13 member States, across 4 regions**	Benin Mauritius Niger Zambia	Barbados Mexico	–	Lao People's Democratic Republic Thailand	Albania, Azerbaijan, Kazakhstan, Republic of Moldova, Russian Federation

Source: Adapted from: International Labour Office (ILO). 2012. *Programme and Budget for the Biennium 2010–11* (Geneva), p. 53.

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[59] ILO: *Report of the Director-General: ILO programme implementation 2010–11*, International Labour Conference, 101st Session, Geneva, 2012.

These figures were obviously not available when the baselines for the planning document for the years 2012 and 2013 were created. The baseline was set for Indicator 6.1 at 13 member States (the achievement was eight, according to the Implementation Report for 2010–11), for Indicator 6.2, it was set at five member States (it had been 13, according to the Implementation Report 2010–11).[60]

The current figures, as presented in the P&B documents for 2014–15 show that these targets have not been achieved and the planning document uses target figures other than those in the implementation report of the previous biennium.

3.6 Sustainability

> **Evaluation question:** How has the ILO's work led to changes in OSH legislation, policy and practice of member States?

Sustainability of the ILO's policies is closely connected to impact, and the recording of occupational accidents and diseases. Changes in legislation or the adoption of a national policy are sustainable activities in relation to a programme or project, but might still not be sustainable. Legislation needs enforcement and motivation from employers and workers. The assessment of the sustainability of the ILO's impact is as difficult as it is for its efficiency.

The achievement of sustainability **for low-income countries requires massive and long-term support.** This is only feasible when collaborating with donors and a sufficient number of OSH field officers.

As far as projects are concerned, a **high intensity of involvement** during the project period that includes advisory services, products/tools, capacity building and project management is required to give adequate momentum to the project objectives. However, it also leads to high dependence on the ILO (country offices and also headquarters in the case of global projects). For most projects, sustaining the momentum beyond the project period is a challenge. Good attempts have been made to develop local and national capacities but measures to ensure greater political commitment are often lacking. This has been a major challenge for the sustainability of results or when increasing outreach beyond the project targets.

Most TC projects do not have an 'Exit/Sustainability Strategy'. Shorter term projects (one to two years) are unable to work towards exit due to time constraints during implementation.

3.7 Overall performance

Finally, the respondents were asked to rate the overall performance of the ILO's OSH strategy ("Please rate the relevance, coherence, effectiveness, efficiency, impact and sustainability of results achieved under Outcome 6 in your country."). The evaluation team triangulated scores received from country offices, DWTs, constituents and headquarters. The analysis showed that while the **relevance** of the global OSH strategy **was recognized**

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[60] ILO: *Programme and Budget for the Biennium 2012–13* (Geneva, 2011), pp. 41–42.

as **'satisfactory'**, coherence, effectiveness, efficiency, impact and sustainability were rated as **'somewhat satisfactory'** (figure 16).

Figure 16. Overall performance of ILO's OSH strategy
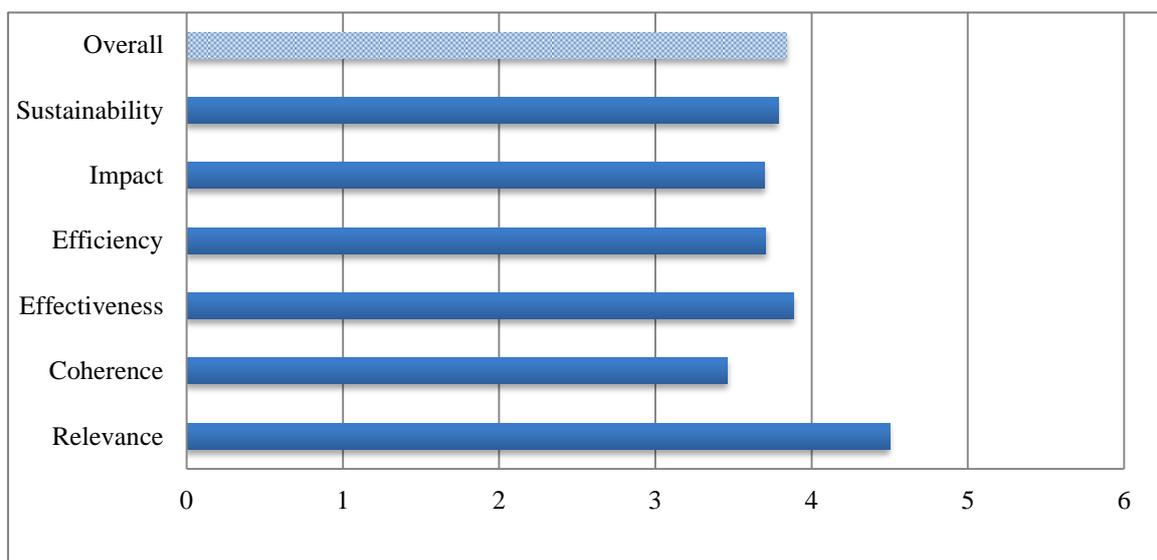
Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

Strategy

The ratings showed some differences between the responding groups. The staff at headquarters and in the country teams provided better ratings than the constituents and DWTs. The best overall result was for relevance, the least for coherence and sustainability. The best rate was from the country offices for relevance, the worst from the DWTs for sustainability (table 11).

Table 11. Rating of the overall performance of ILO OSH strategy – respondent groups

Rating	Country	DWT	HQ	Constituents	Evaluation team (average)	Overall score
Relevance	4.8	4.6	4.6	4.5	4.3	4.5
Coherence	4.0	3.8	No response	4.0	2.8	3.6
Effectiveness	4.2	3.8	4.3	4.0	3.5	4.0
Efficiency	4.5	4.2	4.1	4.0	2.8	3.9
Impact	4.5	4.0	No response	3.0	3.5	3.8
Sustainability	4.3	3.6	No response	3.5	3.8	3.8

Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

The country offices and DWTs were also asked to rate the ILO's performance against the four key areas defined in the global OSH strategy: (1) technical assistance and cooperation; (2) knowledge management and sharing; (3) capacity building; and (4) OSH promotion, awareness raising and advocacy (table 12).

Table 12. ILO's overall performance against the key strategic areas

Criteria and indicators	Composite scores (country and DWT levels)
Technical assistance and cooperation: Responding to TA needs of constituent partner; effective resource mobilization at the national level for OSH related activities; collaboration with other UN and technical agencies/networks in the country on addressing OSH concerns of constituents.	4.0: somewhat satisfactory
Knowledge management and sharing: Strengthened OSH database; application and use of ILO global products and instruments related to OSH; developing customised knowledge products (research, training materials, manuals, guidelines).	4.1: satisfactory (lower side)
Capacity building: National capacity development on OSH (developing pool of experts/consultants/trainers); identification of capacity building needs (on OSH issues) of tripartite constituents; co-ordination with/support from ITC on OSH trainings.	4.28: satisfactory (lower side)
OSH promotion, awareness raising and advocacy: Reflection of OSH concerns in DWCP priorities, outcomes and CPOs; awareness raising on OSH issues among workers and employers at the enterprise level; promoting OSH in hazardous sectors; promoting OSH in SME sector; promoting OSH in informal sector; promoting OSH in agriculture sector.	4.2: satisfactory (lower side)

Based on 6-point scale: 1=very unsatisfactory; 2=unsatisfactory; 3=somewhat unsatisfactory; 4=somewhat satisfactory; 5=satisfactory; 6=very satisfactory.

The differences were not very significant; the best rating was achieved for capacity building activities, the least for technical assistance and cooperation.

4. CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

4.1 Conclusions

► Relevance, responsiveness and value added

The existing Global Strategy on OSH and the Programming and Budget Strategy for Outcome 6 build upon the ILO's comparative advantage in producing a number of important outputs (international labour standards, codes of practice, tools and training materials, technical assistance, fieldwork). These outputs complement global and national efforts to improve occupational safety and health capacities.

Moreover, OSH as a topic is closely linked to other outcomes of the decent work policy framework, e.g. on employment promotion and sustainable enterprises (ILO strategic outcomes 1 and 3). OSH policy advice supported tripartite participation in the development of national OSH programmes, while tools and training in risk management for workplace-level action have been used to strengthen the influence of the social partners and social

dialogue (outcomes 9, 10 and 12), and to respond to the tripartite consultative advisory group requests regarding sectoral OSH issues (Outcome 13).

The proliferation of OSH activities by different departments and programmes (i.e. SECTOR, Better Work, SCOPE and LAB/ADMIN) requires close coordination with SafeWork to ensure technical standards and prevent a piecemeal approach to health and safety.

Although SafeWork's capacity as the technical nucleus for OSH is widely recognized, the programme's level of proactive involvement and systematic collaboration was in many cases uneven and in some cases non-existent. Units with stronger connections to constituents seem to have fewer problems in prioritizing their work. The evaluation concluded that SafeWork often lacked strategic focus and operational strategy to optimize comparative advantage, and must redefine its overall role within the context of the ILO and its reform.

► **Coherence**

The ILO has used its advisory and convening role to raise awareness of global OSH issues and the need for the application of standards. This was done through SafeWork's established working relationships with key partner institutions, including international organizations, national technical institutes, universities, professional associations, and training institutions and information centres.[61]

The networks and local capacity provide the means upon which OSH and other ILO initiatives can be built and coordinated. However, coherent advocacy and partnership work place heavy demands on staff time and resources.

Internally, there is room for further coherence and complementarities among the different technical departments and field offices to establish a broad-based technical cooperation programme on OSH. Evaluation findings suggest that collaboration with internal partners already addressing donor priority interests such as Better Work, ILO/AIDS, Green Jobs, Better Factories and SCORE were not always optimized as a matter of practice. Although there has been collaboration with other departments that include OSH activities within their scope of work, this collaboration was uneven and ad hoc.

Conversely, SafeWork is not always involved in the design and/or implementation of OSH activities carried out under other outcomes (i.e. Outcome 8: HIV/AIDS, Outcome 11: Labour administration, Outcome 13: Sector). Consequently, the improvement of internal cooperation between the units was a major issue. In general, technical cooperation projects would also benefit from involving SafeWork in the identification and design phase to ensure that more emphasis is placed on the sustainability of capacity building.

It has to be emphasised that the transition from strategy to workplan to the P&B should be coherent. The process should be incremental and address leadership issues and clearly

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[61] SafeWork regards local OSH directorates, labour inspectorates and OSH officers in trade unions and employers' organizations at national level in member States as core programme partners.

define roles and responsibilities of individual departments involved with OSH activities that are likely to be affected.

► **Effectiveness**

The ILO has adopted more than 40 standards dealing with health and safety, as well as over 40 codes of practice. Approximately half of ILO's instruments deal directly or indirectly with OSH issues[62], the ratification of which has generally been limited, with an average of approximately 39 ratifications of each of the 19 key OSH Conventions and nine ratifications of Protocol 155.

The launch of national OSH programmes has been hampered by the limited availability of technical cooperation funding for capacity building on the implementation and enforcement of OSH directives and laws. Priority is being given to building government and local organizational capacity to develop and implement policy changes that can be linked to the ratification of Conventions, and to the application of OSH standards and codes of practice.

Gender equality in the global strategy and CPOs is very much mainstreamed in OSH Conventions, programme publications, training materials and action. However, gender equality objectives within the strategy in Outcome 6 are not documented. With regards to the ILO's International Centre for Occupational Safety and Health, effectiveness was rated by the evaluation (including key stakeholders inputs) as 'somewhat satisfactory'.

Procuring relevant database and knowledge products (from countries) received particularly low ratings. This was also reiterated during evaluation missions during which constituents and experts noted a lack of resources and products relevant to middle- and low-income countries. However, OSH experts regularly access CIS for OSH information in their work at the national level.[63]

The effectiveness of CIS as a global knowledge platform on OSH was rated 'satisfactory'. However, the usefulness of the OSH encyclopaedia is considered just 'somewhat satisfactory'. Some of the most pressing barriers to effectiveness of services being provided by CIS include lack of practical tools (materials being too technical for wider reference), knowledge products being European/American centred affecting their applicability in low-resource and weak institutional settings.

The survey conducted for the evaluation indicated that enhancing CIS's visibility as an OSH knowledge hub at the country level is an important option. The second most common issue identified by stakeholders is the relevance of the database and information provided in the system. Respondents across the categories also point to the need for CIS to generate more practical information, and have a more interactive and user-friendly platform.

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[62] ILO: *Occupational safety and health*. Geneva, 2013, http://www.ilo.org/global/standards/subjects-covered-by-international-labour-standards/occupational-safety-and-health/lang--en/index.htm
[accessed 28 Aug. 2013]. See also the extensive discussion in section 4.1.

[63] Other most accessed sources of information on OSH are ACGIH, ASSE, CCOHS, EU-OSHA, IARC, IOSH, NIOSH, NSC, US-OSHA and WHO.

► **Efficiency**

Evidence gathered through this evaluation indicated that SafeWork could have improved the efficiency of OSH activities through better coordination and communication between field and headquarters staff and project management.

SafeWork has benefited from the increased decentralization of technical backstopping responsibilities to the DWTs. However, the information flows between project, field offices and headquarters are not circular as required for decentralized management, and appear to be unevenly maintained, with all organizational levels sharing responsibility for any shortcomings.

The efficient implementation of regional and inter-regional technical cooperation often requires communication, coordination and technical support from DWTs. For OSH technical cooperation projects, the capacities, prioritization and protocols across ILO field offices need to be balanced and consistent.

► **Impact**

The general conclusion is that ILO support to strengthening OSH systems has had a significant impact on the improvement of OSH conditions in member States, through capacity building, awareness raising, and technical assistance aimed at strengthening national OSH systems. Although the ratification of OSH ILS is still an issue, governments have made significant strides in advancing national legal frameworks for the protection of OSH. There are significant limitations in the implementation of this advanced legislation, national-level data collection, monitoring systems, awareness of OSH issues at the workplace level, particularly in underserved sectors like agriculture, small business and the informal economy, and quality and reporting on inspections. Overall, there is an opportunity for the Office to help national governments to establish a more comprehensive knowledge base for preventative measures and a more conducive environment for the enforcement of OSH standards in the workplace.

While ILO interventions such as Better Work and Better Factories could turn partner countries into ethical sourcing options for global buyers and consumers, and lead to improvements regarding the more visible or physical problems, there are a number of labour rights issues[64] that have not been identified.

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[64] Such as the undermining of freedom of association and collective bargaining by managers, abusive attitudes towards workers on the part of supervisors, insufficient provision of medical care and sick leave, and discriminatory hiring practices

► **Sustainability**

The ILO's technical soundness and long-term tripartite relations mean that it is well positioned to support the sustainability of the results of its OSH programmes. However, the unpredictability of extra-budgetary resources is a difficulty when trying to ensure sustainability of ILO's impacts where much depends on existing institutional capacities to carryout achievements in a sustainable way.

4.2 Lessons learned

1. Work on advocacy and partnerships place heavy demands on staff time and resources. Rationalization of relationships with partners to prioritize and define the roles of each could make more efficient use of resources. This will require that comparative advantages among different technical units be defined, whilst ensuring that OSH cuts across most areas of ILO's work.

2. The extent to which the SafeWork programme identifies priorities and synergies among external organizations and internal units depends on a clear understanding of comparative advantages and divisions of labour.

3. Achieving a higher rate of ratification and implementation of existing standards is a priority for the programme; limited resources can be used effectively on promotion, and on efforts to achieve ratification, and the application of existing up-to-date standards.

4. Support for the application of OSH standards at country level requires that local capacities be strengthened to effectively measure the achievement of OSH indicators. This could lead to sound situation analysis useful for longer term technical cooperation projects.

5. Technical document development in collaboration with other international partnering agencies should be attuned to specified constituents' needs. This would require creative communication approaches that include information products for different levels of users.

6. High potential exists for putting in place longer term national SafeWork programmes and strategies that can register lasting impact. Already, integrated programming initiatives with child labour, SME training, outreach to the agricultural and informal economies, and ILO/AIDS are being designed and some have been funded. To realize this potential, innovative project design and collaboration with internal partners already addressing priority donor interests appears promising.

7. A closely monitored communication process also needs to be established to ensure regular input, and timely follow-up between field and headquarters staff.

4.3 Recommendations

Recommendation 1 deals with a proper process of involvement in the needs of constituents; be it at headquarters or at country level. According to the evaluation of the interview and survey responses, this is still a critical issue for OSH, although tripartite decision-making is strictly applied. It concerns matters such as prioritization or actions in the field.

► **Recommendation 1**

To maintain the relevance of its OSH programme, the ILO should ensure that SafeWork's operational strategy is based on priority areas of action that respond to constituents needs. They should also be based on the recommendations of the Committee of Experts and the technical support required by the field to achieve target CPOs that aim to help national governments establish a comprehensive knowledge base for preventative measures, and a more conducive environment for the enforcement of OSH standards in the workplace.

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Recommendation 2 deals with approaches to partnering and advocacy activities and with the issue of coherence of all these activities, in general and specifically in the case of external funding There are three 'circles' of requests to ILO OSH: (1) constituents; (2) professionals (e.g. from sectors, inspection specialists, physicians) or practitioners; and (3) grassroots workers and employers. The achievement of coherence between the responses from ILO is a challenging management task. This requires strategies and planning processes in two directions: external collaboration with global partners, donors and countries; and collaboration with the other ILO units closely related to OSH issues.

► **Recommendation 2**

The Office's OSH programme needs to develop an advocacy and partnering strategy to better serve its most important target groups and partners, and improve its impact. The means of achieving greater coherence and complementarity among institutions and across programme components could come through well-defined country and regional initiatives.

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Recommendation 3 deals with ILO's support to the country level, with the proper monitoring of the impact of OSH policies (monitoring of accidents and diseases), and of policies and programmes of ILO activities at the country level. According to the evaluation findings ILO's support is recognized as very effective and, as such, is used by the national constituents. Larger programmes and pilot projects greatly contribute to the impact of ILO's work. Systematic monitoring and measurement of the project impact is extremely useful for the planning of future projects.

► **Recommendation 3**

In keeping with its intention of placing greater emphasis on supporting national capacities to apply key OSH Conventions, the Office should support country-level measurement and monitoring mechanisms especially linked to policy and programme development, and further improve measurements for decent work OSH indicators, so that they better convey the progress being made within the longer term framework of country-level OSH programming.

Recommendation 4 responds to the finding that gender-related data and **gender-sensitive products were often** missing or at least not well covered.

► **Recommendation 4**

The Bureau for Gender Equality should support SafeWork in the development of gender-sensitive programming by adopting more systematic procedures to ensure gender mainstreaming on a wider scale, particularly in designing and targeting programming initiatives and priorities. This would require greater attention to the systematic collection, measurement and gender analysis of OSH to adequately identify gaps between the safety and health of men and women at the workplace.

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Recommendation 5 deals with the impression of interviewees that ILO does not use modern methods of information production and dissemination. The second aspect of the recommendation refers to the increasing number of similar information providers, which requires a rethinking of the current ILO information policy.

► **Recommendation 5**

Considering the global advances in OSH information systems, products and technology, and new providers of information, the ILO should revise the production and dissemination of OSH information products and tools. This could be done within a wider review of the Office's knowledge resource management and its cost-recovery policy for information dissemination, including in relation to the updating of the ILO *Encyclopaedia of Occupational Health & Safety*.

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Recommendation 6 responds to findings on barriers of collaboration between the field and SafeWork.

► **Recommendation 6**

Field staff should be consistently and directly involved in OSH technical cooperation development and implementation. Well-defined processes for working with DWTs and headquarters should be established to minimize bottlenecks and deliver technical cooperation more efficiently, indicating the need for Office-wide systems improvement.

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Recommendation 7 calls for a political 'upgrade' of technical OSH activities, which would enhance the effectiveness of preventive measures, if the ILO were to address the political arena in which such technical measures can be effective.

► **Recommendation 7**

ILO interventions for OSH must be guided by the global strategy for OSH and, most importantly, by ILO's normative mandate with regards to OSH. This should not only focus on the more visible infractions but also on standards to ensure the detection of workers' rights violations.

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Recommendation 8 enlarges the scope of Recommendation 1, and aims to improve the sustainable impact of ILO's OSH strategy through social dialogue and the full involvement of the constituents.

► **Recommendation 8**

The Office must involve the tripartite constituents to increase the sustainability of its OSH outcomes. This will require strong strategic alliances during social dialogue as well as a well-defined method of support and coordination within the Organization.

5. OFFICE RESPONSE

The 104th Session of the International Labour Conference (2015) on the Recurrent Report on Social Protection will review the achievements, gaps and challenges for future ILO action on OSH presented in this evaluation. The Office has taken careful note of the recommendations and agrees with all of them. The following paragraphs respond to the eight recommendations formulated in the evaluation summary.

Recommendation 1

The Office's OSH programme will continue to focus on establishing national prevention policies and programmes, strengthening legal frameworks and prioritizing actions to respond efficiently to constituents' needs.

Recommendations 2 and 4

As OSH cuts across most areas of ILO's work, synergies will be enhanced through mainstreaming and improved cooperation among outcomes and programmes, especially in the areas of employment promotion, sustainable enterprises, sectoral activities, HIV/AIDS, social dialogue, migrant workers, better work, green jobs and gender equality.

Recommendation 3

With regards to the relevance and contents of the OSH strategy, political decisions by the International Labour Conference are guiding our efforts. However, the Office acknowledges the need for greater emphasis on supporting national capacities to apply key OSH instruments and improve measurements of OSH indicators within the context of the decent work framework.

Recommendation 5

Although the effectiveness of CIS as a global knowledge platform on OSH was rated 'satisfactory', the effectiveness and efficiency of its services and products were rated 'somewhat satisfactory'. Hence, continuous efforts will be undertaken to improve the global OSH knowledge platform to make it more relevant, practical, user-friendly, and easily applicable in low-resource and weak institutional settings.

Recommendation 6

Technical cooperation will remain an important tool of the operational OSH strategy and means of action in providing direct assistance to the constituents. Since the irregularity of extra-budgetary resources has become a major factor, partnerships with the donor community and the scaling up of inter-agency cooperation with major OSH players at global, regional and national levels will be fully explored to ensure the sustainability of improvements and future actions.

Recommendation 7

A thorough review of the evaluation report and its recommendations will be undertaken. It will explore possible adjustments in any part of the Office's work that might bring about

further improvements in the application of OSH instruments. It will do this by paying greater attention to its normative mandate on OSH standards, and ensuring the detection of workers' rights violations that focus on the less obvious infractions.

Recommendation 8

To ensure important OSH improvements and to increase the sustainability of produced outcomes, the Office will pursue tripartite constituents' wider involvement in the formulation of OSH priorities, operational strategies and concrete actions. While their involvement is well assured at headquarters, there is room for improvement at regional and national levels. Thus, given the varying national OSH situations and constituents' needs, coordination between headquarters and the field on the design and implementation of CPOs will be improved to guarantee better efficiency in delivery.

ANNEXES

Annex 1. Terms of Reference

Background

This high-level evaluation of the ILO's Programme and Budget strategy for Outcome 6: "Workers and Employers Benefit from Improved Safety and Health Conditions at Work" is an output of the Evaluation Unit's (EVAL's) 2013 work plan which was approved by the Governing Body at the 316th Session of November 2012.

The evaluation will review the operationalization of the ILO's OSH Strategy over the last two and a half biennia (2008-09, 2010-11 and 2012). In so doing, it will conduct a retrospective review of the ILO's OSH outcome strategy as approved in the Programmes and Budgets; complementary strategic documents such as the Guidelines on Occupational Safety and Health Management Systems (2001), the Global Strategy on Occupational Safety (2003), the "Plan of Action (2010-2016) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187)"; and relevant labour standards namely Convention No. 155, Convention 161 and Convention No. 187.

Because the achievement of the ILO's OSH strategy is closely related to ILO Standards and other areas of work of the Organization (Figure 1), the high-level evaluation will assess the strategy's effectiveness in promoting and sustaining collaborative efforts and complementarities among the different areas of ILO work that relate to OSH. This analysis will require close consultations with SafeWork, NORMES, the Bureaux for Employers' and Workers' Activities (ACT/EMP and ACTRAV, respectively) as well as with the regional offices, country offices and decent work teams responsible for the CPOs contributing to the achievement of the respective DWCPs.
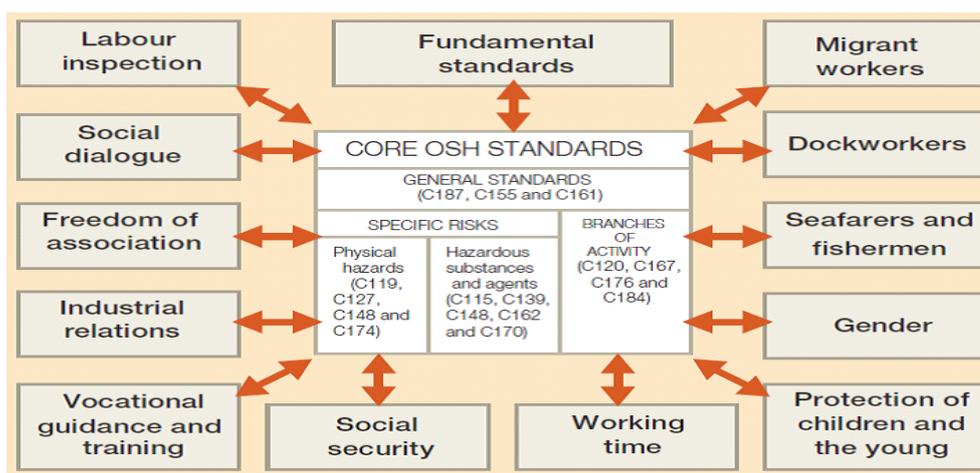
Source: ILO.

The assessment of collaborative efforts with clearly established synergies and complementarities is particularly pertinence to the headquarters restructuring which is designed to place the ILO in a better position to meet the objectives outlined in the ILO's Declaration on Social Justice for a Fair Globalization which calls on the ILO: (i) ensure coherence and collaboration in advancing a global and integrated approach in line with this

Decent Work Agenda; (ii) promote its standard-setting policy as a cornerstone of its activities by enhancing its relevance to the world of work; and (iii) help constituents meet the needs they have expressed at country level based on full tripartite discussion.

Purpose

The evaluation also intendeds to provide findings and lessons learned that can be used for decision-making within the context of RBM and the new ILO organizational structure announced by the Director-General on February 12, 2013. This new structure establishes a Governance and Tripartism Department, which is to develop evidence-based advice on labour law and provide state-of-the-art technical support and capacity building to labour ministries and labour inspectorates including on occupational safety and health. The Department's mandate is to advocate and help build strong and functional institutions and processes for social dialogue.

In this context the evaluation will assess past results achieved by SafeWork either on its own or through complementarities and synergies among the different actors listed in Figure 1. The evaluation will also distil lessons that could support the objectives of the Governance and Tripartism Department under the new structure of the Office, which has clustered the following units: DIALOGUE, LAB/ADMIN, SafeWork, DECLARATION, IPEC and the Better Work Programme.

Scope

This evaluation will review the operationalization of the ILO's OSH Strategy over the last two and a half biennia (2008-09, 2010-11 and 2012). In so doing, it will conduct a retrospective review of the ILO's OSH outcome strategies as approved in the P&B for each biennium and determine the consistency among the ILO Occupational Safety and Health Outcome strategy and with the Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001), the Global Strategy on Occupational Safety (Conclusions adopted by the International Labour Conference at its 91st Session, 2003), the OSH Plan of Action (2010-2016) and the Core Standards namely: Convention No. 155, Convention 161 and Convention No. 187.

The evaluation will have both a Global and country –focus and review ILO's activities carried out over the past five years as part of efforts to establish safer and healthier work environments that benefit both the workers and the productivity of the enterprises. To this end, the valuation will focus on the following main areas of ILO action:

- Global products aimed at promoting and supporting the implementation of ILO's OSH Strategy

- National OSH policies, systems and programmes

- Global professional associations and networks

- OSH education and training.

The analysis will aim to assess the effectiveness of the ILO's action on OSH, taking into account how relevant the various activities used to implement the strategy have been to constituents' needs and priorities. IN doing so, the evaluation will also take stock of the various types of global and country-specific products with the respective CPOs linked to Strategic Outcome 6 during the last two biennium. The analysis of CPOs for the 2008-

2009 biennium will be analysed according to the then existing P&B outcome framework and indicators.

Moreover, because the successful implementation of the Plan of Action relies on a coherent approach to delivery and on widespread collaboration across the Office, the evaluation draw on linkages with other strategic outcomes (i.e. 18: international labour standards), particularly for the promotion of the ratification of Conventions No. 155 and 187. Synergies will also be sought with the outcomes related to the connection between poor OSH conditions and the capacity of workers to remain employable and of businesses to remain productive. In this respect, the analysis of OSH conditions will be linked to work on employment promotion and sustainable enterprises (ILO strategic outcomes 1 and 3). OSH policy advice will support tripartite participation in the development of national OSH programmes, while tools and training in risk management for workplace-level action will be used to strengthen the influence of the social partners and social dialogue (outcomes 9, 10 and 12).

With regard to the role of ILO-CIS as a key player in the field of OSH knowledge sharing, the evaluation will seek to assess its relevance and effectiveness of CIS tools to today's information needs of national constituents and ILO staff.

The evaluation also intends to provide findings and lessons learned that can be used for decision-making within the context of ILO results-based management and the new ILO organizational structure (announced in February 2013).

Methodology

The Strategic Policy Framework 2010–15 provides the context for the present Plan of Action, which aims at improving the OSH situation globally by motivating decision-makers and policy planners among the constituents, in government agencies and social partner organizations, to commit to improving the national OSH system through the development and implementation of national policies and action programmes in line with ILO standards. There is a general need for awareness rising to increase the understanding of the purpose and usefulness of the systems approach and the need for continuous attention to OSH, as well as of the three targeted OSH instruments. The Plan of Action has the following main objectives:

1. Create a global environment increasingly aware of the importance of OSH standards;

2. Place concern for OSH high on national agendas; and

3. Improve the OSH situation at the workplace level.

In addition to reviewing and assessing the level of achievement of these three strategic objectives, the evaluation will also analyse and rate the relevance, coherence, effectiveness, efficiency, impact and sustainability of results achieved. In so doing, the following criteria questions should guide the analysis:

- **Relevance**: To what extent is the design of the ILO Strategy for Outcome 6 relevant to the global strategy and the Occupational Safety and Health (OSH) situation facing member States' governments and social partners?

- **Coherence:** To what extent has the ILO's strategy been coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of OSH among the other 18 outcomes of the ILO's Strategic Framework?

- **Effectiveness:** Has the ILO's OSH strategy design and implementation been effective in helping promote fundamental principles of OSH?

- **Efficiency:** To what extent have resources been used efficiently and the programme appropriately and adequately resourced?

- **Immediate impact**: To what extent have ILO actions produce immediate impacts in the form of increased capacity, necessary tools and policy improvements needed to work towards the development, implementation and enforcement

- **Sustainability** Did the ILO implementation strategy for CPOs ensure involving tripartite constituents and development partners to establish synergies that could enhance impacts and sustainability?

A summary rating shall be expressed at the end of the six evaluation criteria and the respective questions listed above. The evaluation shall use a four-point scale ranging from "highly satisfactory", "satisfactory", "unsatisfactory", and "highly unsatisfactory."

- Very unsatisfactory: when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently;

- Unsatisfactory: when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;

- Somewhat unsatisfactory; when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;

- Somewhat satisfactory: when the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;

- Satisfactory: when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;

- Very satisfactory: when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices.

Very unsatisfactory	Unsatisfactory	Somewhat unsatisfactory	Somewhat satisfactory	Satisfactory	Very satisfactory
1 Red	2 Amber	3 Yellow	4 Yellow green	5 Light green	6 Dark green

Key evaluation questions

The CPOs and outcome objectives originally created for the P&B strategy will serve as the basis for the evaluation questions. These questions will ask how effectively the strategy and action plan have been implemented and if the proposed outputs have contributed to the outcome.

These questions will seek to address priority issues and concerns for the national constituents and other stakeholders. When designing the questions, the evaluation team will consider availability and reliability of data, how the answers will be used and if the data are regarded as credible.

Below are some examples of evaluation questions:

Strategy context	Strategy implementation	Outcome
• How does the strategy fit the needs of ILO constituents? • How does the strategy deal with other international agencies and development partners working on occupational safety and health issues? • Are key sectors, agencies, or individuals missing from the collaborative effort? • How does the strategy address synergies and complementarities to OSH from other ILO Strategic Policy Framework (SPF) outcomes?	• Is the strategy being implemented as intended in the Action Plan? • Are there adequate resources to implement the strategy as intended? • Who is involved in carrying out the strategy? • How are contributing outcomes being integrated in the strategy implementation? • Is the strategy meeting GB and International Labour Conference (ILC) expectations and affecting the target population?	• Are the indicators established to measure outcomes adequate? • Can the indicators track progress towards meeting objectives for the strategy? • Is the intended target audience benefiting from the strategy? • What are unintended outcomes of the strategy? • What are the successes in carrying out the strategy? • Is the issue the strategy addresses improving?

These questions will guide the analysis throughout the FOUR phases of the evaluation process, namely:

(i) **Desk review** of existing documentation pertaining to the implementation, progress reporting, mid-term and final evaluations of technical cooperation and technical assistance activities carried-out to support the achievement of CPOs and Global programme outcomes (GL), which aim at supporting the ILO's action plan both at the country and global levels.

(ii) **Inception report** shall be prepared by the independent evaluation consultant after reviewing the desk review summaries prepared by the researchers in the team and concluding the first round of interviews of ILO key stakeholders at Headquarters and Field offices (via Skype). The purpose of the inception report shall be to adjust the proposed methodology according to the TORs and expectation agreed with all stakeholders during the visit to HQ.

(iii) **Case studies** for more in-depth analysis of the implementation of Outcome 6 at the country level with particular attention given to the achievement of CPOs, and GLs to determine how these have contributed to the supporting national tripartite constituent's priorities and objectives aimed at strengthening national OSH policies, systems, knowledge and capacities of government, employers and workers on OSH related issues. The case studies will include specific experiences in the following countries in four of the five operational regions of the ILO and the International Occupational Safety and Health Information Centre (CIS).

The following countries have been pre-selected based on the level of ILO OSH support provided during the evaluation period and also taking into account geographic representation.

1. **Africa**: Malawi, Zambia, Kenya, and Uganda (the Sr. Evaluation Officer is responsible for these desk-based case studies)
2. **Americas**: Chile, Honduras, Mexico, and Uruguay (the Sr. Evaluation Officer is responsible for these desk-based case studies)
3. **Asia**: China, Cambodia, Indonesia and Vietnam (the ILO Sr. Evaluation Officer will be responsible for these case studies)
4. **Europe and Central Asia**: Kazakhstan, Kyrgyzstan, the Russian Federation and Uzbekistan (the Sr. Evaluation Officer and the international evaluation consultant will be responsible for these case studies as part of the field visit).

Due to time and resource limitations, field visits will be conducted to the Europe and Central Asian countries listed above. These countries were also selected based on the variety of support provided by ILO to national OSH systems and polices. The field evaluations missions shall start on May 6 2013; definite dates will be confirmed once travel arrangements are final.

The case studies will seek to answer the following main questions regarding the ILO OSH strategy's effectiveness in:

1. Introducing decent, safe and healthy working systems, through international harmonisation and good governance;

2. Improving working conditions by reducing occupational accidents and diseases through the implementation of OSH management systems;

3. Implementing the Global Strategy on OSH and the Plan of action (2010-2016) to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187) in the countries, through access to international experience;

4. Developing a sustainable national or regional OSH policy based on ILO Conventions No. 155 and No. 187 by consolidating and expanding the experience gained both at the national and international levels;

5. Designing of training materials to support national and enterprise level action in the context of DWCP, technical cooperation projects and the ITC curricula.

6. Supporting the development and consolidation of OSH management systems and preventive measures at enterprise level;

7. Increasing OSH awareness through, knowledge sharing, training and technical advice;

8. Disseminating achievements and lessons learnt amongst regions in cooperation with governments, institutions and social partners.

(iv) **Evaluation report:** The evaluation which will assess the relevance, coherence, effectiveness, effectiveness, efficiency, immediate impact and sustainability of activities carried out under the ILO's OSH global strategy and action plan, **will be the main output of this evaluation**, it will be based on the triangulation of findings and lessons that have emerged from the desk review and case studies. In order to measure the ILO's performance in the implementation of its *Strategy for Occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work (P&P Outcome 6)* by:

   a) Assessing the effectiveness of ILO's OSH strategy, role, investment and engagement since 2008 through key with all relevant stakeholders and ILO offices, and document review.

   b) Reflecting on the theory of change that underpins the normative, technical, knowledge and capacity building work of ILO in Occupational Safety and Health, both at country and global levels.

   c) Assessing and rating the strategy's performance according to the six established performance criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability).

   d) Providing recommendations relevant to the context, with potential broader relevance to other countries in the region.

Structure of the report

The main purpose of the evaluation report is to provide impartial insights into how effectively the ILO's OSH strategy, as stated in Outcome 6 of the P&B, reflects the discussion and recommended outcomes expressed by ILO tripartite constituents and partners during the 2008–2012 period. To this end the evaluation report shall draw lessons and findings from the desk reviews, case studies, fieldwork, structured surveys and

interviews with national tripartite constituents and key ILO OSH stakeholders at HQ, Regional Offices and Country Offices. The main conclusions and recommendations of the revaluation report shall be grounded on evidences from the four components of the evaluation approach described above.

The consultant, should take into consideration consider the preliminary structure presented in Annex 2 and present it as part of the inception report.

Evaluation management

In accordance with ILO guidelines for independence, credibility and transparency, responsibility for the evaluation will be based in the Evaluation Unit in its capacity as an independent entity. The evaluation team will be composed of a Senior Evaluation Officer and externally recruited independent team members consisting of an international consultant with expertise in OSH and evaluation, and one evaluation consultant responsible for summarizing relevant documents as part of the desk review as well as with the specialized knowledge of the international consultant's technical resources on: i) Occupational Safety and Management Systems, ii) Occupational Health Promotion and Well-being, iii) Occupational Environmental Health, and iv) Knowledge and information dissemination systems in the field of OSH who will be consulted as needed.

The international consultant will be responsible for analysing and triangulating the findings from the desk review, case studies, interviews, surveys and other relevant documentation provided by ILO HQ and DWT OSH specialists at Kooperationsstelle Hamburg IFE GmbH. Responsibilities for the case studies are as assigned above. The ILO Senior Evaluation Officer shall lead and manage the team and shall provide and national consultants will provide specific inputs based on the thematic case studies of clustered OSH activities which provide the basis for the evaluation analysis. The case studies will analyse project contributions to the implementation of the strategy and to the respective DWCP OSH priories.

Timetable

Evaluation team fully formed.	April 2013
Scoping mission to Geneva and inception report drafted and presented.	April/May 2013
Evaluation missions and case studies conducted.	May 2013
Zero draft shared among HQ and country stakeholders.	June 2013
First draft circulated for comments.	Mid-June 2013
Final draft shared with wider circle of stakeholders	July 15 2013
Final Report	July 31 2013

Annex 2. List of interviewees

ILO Headquarters, Geneva		63
Name	**Organization/Department/Unit**	**Designation**
Mr. Seiji Machida	SafeWork	Director
Ms. Valentina Forastieri	SafeWork	Coordinator
Mr. Tsuyoshi Kawakami	SafeWork	Coordinator
Mr. Igor Fedotov	SafeWork	Coordinator
Mr. Francisco Santos-O'Connor	SafeWork	Specialist
Ms. Begoña Casanueva	CIS	Specialist
Mr. Moussa Oumarou	GOVERNANCE	Director
Ms. Julia Lear	SECTOR	Specialist
Ms. Graciela Jolidon	NORMES	Specialist
Ms. Brigitte Zug	HIV / AIDS	Senior Specialist
Marie Luz Vega	LAB / ADMIN	Senior Specialist
Mr. Dan Cunniah Mr. Andreas Bodemer	BUREAU FOR WORKERS – ACTRAV	Director Associate Expert
Ms. Adrienne Cruz	GENDER	Senior Gender Specialist
Ms. Manuela Tomei	PROTRAV	Director
Ms. Esther Busser	ITUC	Assistant Director
Ms. Janet Asherson	INT. ORG OF EMPLOYERS	Adviser ESH
Ms. Annie Rice	STAFF UNION ILO (Former SafeWork)	Technical Specialist
Mr. Daniel Cork	BETTER WORK	Technical Specialist
Ms. Amelie Schmitt	YOUTH (Former SafeWork)	Technical Specialist
ILO HQ		
Mr. Peter Rademaker	ILO HQ PARDEV	Coordinator/Director
Mr. Claude Loiselle	ILO HQ CIS	Director CIS
ITUC OSH Experts		
Ms. Odile Frank	Public Services International (PSI)	PSI Health officer
Ms. Fiona Murie	Building and Woodworkers International (BWI)	Director of Health and Safety
Mr. Brian Kohler	Industri-ALL	Director for health, safety and sustainability
Mr. Hugh Robertson	TUC (UK)	Senior policy officer (prevention, rehabilitation and compensation)

EXTERNAL INTERNATIONAL ORGANIZATIONS		
Mr. Tim Tregenza	EU OSHA	Network Manager of EU-OSHA
Mr. Ivan Ivanov	WHO	Scientist, specialist for Occupational Health
Mr. Bernd Treichel	ISSA	Specialist, prevention of occupational risks
RUSSIAN FEDERATION		
Name	**Organization/Department/Unit**	**Designation**
Ms. Irina Sinelina	ILO/Moscow	Evaluation Officer
Ms. Oxana Gerasimova	ILO/Moscow	Project Coordinator – Decent & Safe Jobs Project
Mr. Rolf Buchel	ILO Moscow	CTA for Decent & Safe Jobs Projects
Mr. Wiking Husberg	ILO Moscow (currently in Helisinki, Finland)	Former Senior Specialist, OSH
Prof. Marat Rudakov	Finnish-funded OSH project in North West Russia, ILO	Former ILO National Project Coordinator
Mr. Andrey Korneev	OSH Training Centre 'Uchebny Combinat'/ILO CIS centre	Director
Ms. Alina Alekhina	OSH Training Centre 'Uchebny Combinat'/ILO CIS centre	Deputy Director
Mr. Roman Lityakov	Formerly ILO (Moscow & Geneva)	IT Specialist
Govt./Min/LI		
Mr. Valery Korzh	OSH Department, Ministry of Labour and Social Protection of the Russian Federation	Head
Mr. Aleksey Lebedev	Federal Service for Labour and Employment	Chief of Unit of Department of Surveillance and Control over Compliance with Labour Legislation
Mr. Vladimir Biriukov	Federal Service for Labour and Employment	
Mr. Svetlana Zontova	Federal Service for Labour and Employment	Consultant - International Relations Department
Mr. Alexandr Topin	Government of the Republic of Karelia	Member - Public Chamber and OSH coordinating Council
Ms. Eeeva-Liisa Haapaniemi	Government of Finland	Consulate General of Finland in St. Petersburg
Mr. Alexndr Karavamsky	Committee for Labour and Employment of Leningrad region (OSH authority of the Leningrad region)	Chairman

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Ms. Lybov' Vassilieva	OSH Unit	Head
Industry Unions		
Mr. Alexey Okun'kov	Russian Union of Industrialists and Entrepreneurs (RSPP)	Executive Director of All Russian Sectoral Union of Employees of Mining & Smelting Complex
Mr. Yury Sorokin	Russian Union of Industrialists and Entrepreneurs (RSPP)	President of Association of Developers, Producers and Suppliers of personal protective equipment
Ms. Marina Moskvina	Russian Union of Industrialists and Entrepreneurs (RSPP)	Managing Director of Directorate on Labour Market and Social Partnership
Mr. Vladimir Stroganov	Russian Union of Industrialists and Entrepreneurs (RSPP)	Advisor in Directorate on Labour Market & Social Partnership
Trade Unions/Federations		
Mr. Mikhail Shmakov	Federation of Independent Trade Unions of Russia (FNPR)	Chairman
Mr. Vitaly Trummel	Federation of Independent Trade Unions of Russia (FNPR)	Secretary of the federation and Chief Labour Inspector
Mr. David Krishtal	Federation of Independent Trade Unions of Russia (FNPR)	Deputy Chairman
Ms. Nina Leont'eva	Trade Union of Workers of Sectors of Municipal economy and communal services.	Chairperson
Mr. Alexndr Smirnov	Federation of Independent Trade Unions of Saint Petersburg and Leningrad Region, Russia	Chief OSH technical Inspector
Ms. Nina Krilova	Trade Union Organization	Chairperson
Ms. Irina Shchepkina		Worker's representative
Mr. Alexndr Smirnov	Federation of TUs	Chief OSH Technical inspector
Enterprise		
Ms. Elena Osintseva	State Enterprise 'GOREELCTROTRANS', a 'pilot' enterprise of the OSH Project RUS/09/02/FIN	Deputy Director
Other Organization		
Ms. Inna Yorkhova	North-West Association for 'safe work' NGO	Director General
Mr. Vladimir Maksymiv	North-West Association for 'safe work' NGO	Head of the branch

KYRGYSZSTAN		
Name	**Organization/Department/Unit**	**Designation**
Mr. Bolotbek Orokov	ILO	National Coordinator
Government/LI		
Ms. Gulmira Kasymalieva	Ministry of Labour, Migration and Employment	Head of the Unit on Labour Relations and OSH Policy
Mr. Azamat Adamaliev	Ministry of Labour, Migration and Employment	OSH Specialist
Mr. Taalaibek Asylbekov	State Inspectorate for Environmental and Technical Safety	Deputy Director
Mr. Kumushbek Mambetov	Head of Department	Labour Inspector (active in WIND)
Employers		
Ms. Asel Alapaeva	Guild of Directors	Chair
Ms. Giulnara Juspjanova	Guild of Directors	Consultant Quality Management
Mr. Alybek Kadyrov	Confederation of Employers of KRG	Chair
Trade Unions		
Mr. Temirbek Janaliev	Trade Union Federation	Deputy Chairman
Mr. Dogdurbai Tynybekov	Trade Union Federation	Chief Labour Inspector
Mr. Jeenbek Osmonaliev	Trade Union Federation, Agriculture	Chairman of Agro-Industry Complex
Mr. Ortombek Schailojobaew	Trade Union Federation	OSH Specialist
Enterprises		
Mr. Artur Park	Tash Temir Company	Enterprise chairman (pre-fabricated concrete parts)
Other ORG		
Mr. Nurlan Atakanov	UNDP	Active in WIND training

KAZAKHASTAN		
Name	**Organization/Department/Unit**	**Designation**
Ms. Eleonora Salykbayeva	ILO	Project officer
Government/Min/LI		
Mr. Kenzhebek Sanabyev	Ministry of Labour and Social Protection (MoLSP)	Director of Labour and Social Partnership Department
Mr. Arman Ospanov	Ministry of Labour and Social Protection (MoLSP)	Head of Labour Division of the Labour and Social Partnership Department
Mr. Serikhan Shormanov	Ministry of Labour and Social Protection (MoLSP)	Senior expert of Labour Division of the Labour and Social Partnership Department
Mr. Serikkali Bisakayev	Ministry of Labour and Social Protection (MoLSP)	Chairman of the Committee on the Control and Social Protection
Mr. Tolegen Ospankulov	Ministry of Labour and Social Protection. (LI)	Deputy Chairman of the Committee on the Control and Social Protection
Ms. Galina Kaminskaya	Ministry of Labour and Social Protection (MoLSP)	Deputy Director for Science of the Republican Research Institute on Labour Protection
Trade Unions		
Ms. Gulnara Zhumageldiyeva	Trade Union Federation	Vice-President of the Federation of Trade Unions of the Rep of Kazakhstan
Ms. Alfiya Peressunko	Trade Union Federation	Senior Public OSH Inspector of the Federation of Trade Unions of the Rep of Kazakhstan
30 Trade unionists from CIS Countries	Trade Union Federation	ILO/ITUC/PERC Work-shop on Health and Safety Issues for the NIS region: Towards a genuine health and safety at work: better prevention and consultation of workers

CAMBODIA		
Name	**Organization/Department/Unit**	**Designation**
Mr. Sophorn Tun	ILO Joint Project Office, Phnom Penh	NC
Mr. Sotha Ross	ILO Joint Project Office, Phnom Penh	NPC, OSH
Mr. Sophal Chea	BFC, ILO Joint Project Office, Phnom Penh	Co-manager of Monitoring
Govt./Min/LI		
Dr. Huy Hansong	Ministry of Labour and Vocational Training (MoLVT)	Secretary of State
Dr. Leng Tong	OSH Department	Head
Mr. Chim Chantha		Reservation Officer
Industry Association		
Mr. Hou Sopheakneath	Combodian Federation of Employers and Business Associations (CAMFEBA)	OSH Focal Point
Trade Union		
Dr. Yi Kanitha		Head
Mr. Men Sinoeun	Artisan Association of Cambodia (AAC)	Executive Director
Mr. Taing Theareak	Wat Than Artisan Cambodia	AAC Member
Ms. Naom Bunnak	Song Khem Collection	AAC Member
Mr. Sok Sovandeth	Building and Wood Workers Trade Union Federation of Cambodia	Leader
Mr. So Kin	Building and Wood Workers Trade Union Federation of Cambodia	Leader

VIETNAM		
Name	**Organization/Department/Unit**	**Designation**
Mr. Sziraczki	ILO Hanoi	Director (and his staff/team)
Govt./Min/LI		
Mr. Ha Tat Thang	MOLISA Bureau of Safe Work (BSW)	Director General
Ms. Do Thuy Nguyet	Bureau of Safe Work (National OSH Program) and Labour Inspection Department (inspection works)	Deputy Director (and her staff)
Mr. Nguyen Kim Phuong	International Department (coordination with development partners and ASEAN on OSH) and Legal Department	Deputy Director (and his staff)
Mr. Nguyen Trung Son	OSH Department	Director & representatives of ICD
PhD. Pham Van Hai	International Cooperation, Institute of Labour Protection and Centre for environmental science and sustainable development	Head & Director (and his staff)
Mr. Dung	Bureau of Employers' Activities (BEA), Vietnam	Deputy Director (and his staff)
Ms. Tran Thu Hang	Vietnam Cooperative Alliance	Deputy Director (and staff from OSH department), ICS (and staff from OSH)
Other Organization		
Dr. Tunon	WHO, Vietnam	Senior Programme Management Officer
Dr. Pham Nguyen Ha	WHO, Vietnam	National Professional Officer

Annex 3

Case Studies:

http://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/lang--en/index.htm

Annex 4

Survey Questionnaires:

http://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/lang--en/index.htm

Annex 5

Analysis of P&B Outcome 6 and ILO OSH Conventions:

http://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/lang--en/index.htm