



ILO EVALUATION

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Name of evaluator:	Beatriz Cunha
Evaluation Manager:	Ricardo Furman
ILO Administrative Unit:	Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), Governance and Tripartism Department
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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO GOVERNANCE Evaluation Focal Point

VISION ZERO FUND INTERNAL EVALUATION: Start up Phase

FINAL REPORT

Nov 2019

“Unsafe and poor working conditions lead to significant social and economic losses and are linked to environmental damage (...). We support a “Vision Zero Fund” to be established in cooperation with the International Labour Organization (ILO).”

G7 Summit Declaration, Schloss Elmau, Germany, 7-8 June 2015

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List of acronyms or abbreviations

BMAS – Ministry for Labour and Social Affairs of Germany

CTA – Chief Technical Advisor

DAEI – *Délégation aux affaires européennes et internationales*, Ministry of Labour of France

DDG/P – ILO Deputy-Director General for Policy

DEVCO – Directorate-General for International Cooperation and Development of the European Commission

DFID – Department for International Development of the United Kingdom

DG EMPLOYMENT – Directorate-General Employment of the European Commission

DWCP – Decent Work Country Programme

DWT-Bangkok – Decent Work Team Bangkok

EC – European Commission

EUR – Euro

FGLLID – Ministry of Labour Factory and General Labour Law Inspection Department of Myanmar

G7 – Group of Seven

GIZ – German Society for International Cooperation

GOVERNANCE – Governance and Tripartism Department of the ILO

GSCs – global supply chains

HQ – headquarters

ILO – International Labour Organization

ILO-Myanmar – ILO Liaison Office in Myanmar

IndustriALL – IndustriALL Global Union

IOE – International Organization of Employers

ITUC – International Trade Union Confederation

LABADMIN/OSH – Labour Administration, Labour Inspection and Occupational Safety and Health Branch

Logframe – Logical framework

NORMES - International Labour Standards Department (NORMES) ·

OECD/DAC - Organisation for Economic Co-operation and Development, Development Assistance Committee (DAC)

OSH – Occupational Safety and Health

OSH/GAP – Global Action for Prevention on Occupational Safety and Health Flagship Programme

PCC – Project Consultative Committee

RBM – Results-based management

SC – Steering Committee

SDGs – Sustainable Development Goals

USDOL – United States Department of Labor

TOC – Theory of Change

VZF – Vision Zero Fund

1. Executive summary

The Vision Zero Fund (VZF) Fund was established in 2015 during a meeting of the Group of Seven (G7) countries. The main objective of Fund is to increase collective public and private action for preventing work-related deaths, injuries and diseases in sectors operating in or aspiring to join global supply chains (GSCs).

VZF is a multi-donor trust fund (MDTF) which receives contributions from various sources, including governments, intergovernmental or non-governmental organizations, and the private sector. The ILO has been requested to serve as the Secretariat of the Fund as well as the implementing agency responsible for delivering technical products and managing the resources. The Fund became operational in June 2016, when the Secretariat was established.

In February 2016, the Ministry for Labour and Social Affairs (BMAS) of Germany signed an Agreement with the ILO to provide EUR 3 million for the Fund start-up. Additional EUR 1,425 million were subsequently approved in August 2017 to the same award (GLO/16/01/MUL). In September 2017, the European Commission Directorate-General for International Cooperation and Development (DG DEVCO) approved a contribution of EUR 3 million, which was allocated to a separate award (GLO/17/01/EUR). The Ministry of Labour of France and the United States Department of Labor (USDOL) also contributed *indirectly* to the Fund through other projects implemented by the ILO. In October 2017, the total *direct* and *indirect* contributions to the VZF initiative was USD 10,788,846.¹

At the end of December 2017, USD 2,569,223 and USD 482,596.88 were allocated to two (sub)-projects under the award GLO/16/01/MUL. The first project provided funds for the VZF Secretariat initial operations (GLO/16/50/MUL) and the second one financed the preparatory work in Myanmar (MMR/16/51/MUL). The activities developed by projects financed by other donors, under different awards and administrative arrangements, are not covered by the present evaluation.

The main objective of the present mid-term evaluation is to assess results achieved and progress made at global and country levels under the above-mentioned projects. For the purpose of the evaluation, the inception phase covers activities developed from 1st June 2016 to December 2017. The evaluation also reviews the initial activities implemented in Myanmar in 2016 and the preparatory work carried out between April and December 2017.

The main clients of this evaluation are the VZF Secretariat and country project teams, ILO HQ units, regional and country offices as well as members of the Steering Committee. The beneficiaries of the evaluation are the tripartite national and local constituents in Myanmar and in other target countries.

The evaluation reviewed more than 60 documents, publications and webpages related to the Fund, conducted 10 structured interviews with stakeholders and attended some technical meetings. The initial findings were presented during a meeting of the Steering Committee held in Geneva on 29 March 2019. Comments provided to the draft report were addressed in the final report.

¹ In 2018, other donors joined the Fund: the United Kingdom's Department for International Development (DFID), Norway, Sweden and Siemens. As of November 2018, the total contribution was USD 12,961,805. Currently, the VZF supports projects in Ethiopia, Lao PDR, Madagascar, Myanmar, and Tunisia.

The evaluation found that the inception phase was instrumental for setting up the management and operational mechanisms of the Fund. The management structure of the Fund consists in three instances: the VZF Administrator; the Steering Committee and the Strategy Council.

As the Administrator of the Fund, the ILO set-up its Secretariat and hired the staff. A Steering Committee was created to supervise the implementation of the Fund. The Committee had extensive discussions on several management and technical issues, such as the criteria for the selection of the countries and value chains; approval of project documents and allocation of resources; composition of the Secretariat staff; etc. The Committee was comprised by five members representing: the major donors to the Fund (Germany and USDOL); the government members of potential recipient countries serving on the ILO Governing Body (Turkey); an independent expert (EC); and, the VZF Administrator (an ILO senior official). A Steering Committee Plus was established in February 2017 to integrate representatives from employers' (International Organization of Employers – IOE) and workers' organizations (International Trade Union Confederation – ITUC). Discussions were held on the role and composition of the Strategy Council, but no conclusions have been reached so far.

During the period under review, the global component focused mainly on (i) definition of the global approach (model of intervention) and instruments (selection criteria, methodology and tools, etc.) to be applied in the Fund's operations; (ii) establishment of global and local partnerships; and, (iii) successful mobilization of additional resources.

Preparatory work was developed in Myanmar using a two-step approach. In the first phase (from May to December 2017), local consultations and studies were conducted using the methodology for assessing OSH main drivers and constrains in selected value chains (developed under a previous ILO/EC project). A full-fledge project was then designed, which started on January 2018. Other country proposals were prepared (Ethiopia, LAO PDR, Madagascar, Myanmar and Tunisia) and submitted to the Steering Committee for approval. The model of the Fund also comprised interventions at enterprise level, using existing ILO tools, but activities were not carried out during this phase.

Although these strategic and technical documents were produced, the lack of a theory of change affected the implementation of the programme. During the inception phase, activities were implemented on the basis of the EC draft logical framework, which was only formally approved in April 2017.

Moreover, the evaluation found that the administrative structure of the Fund was complex, with different awards and types of project. The ILO had to undertake some of the programming and administration of the Secretariat to support the work of the Programme Manager.

The evaluation concluded that:

- 1. A theory of change (ToC) has not been developed to guide the Fund's initial operations.** The ToC would have contributed to better guide the development of the products and to ensure coherence and consistency between the global and country interventions.
- 2. A monitoring system to assess progress achieved against the planned results has not yet been established** to systematically assess progress and identify measures to overcome problems and constraints.

3. **The inception phase focused on the establishment of the technical and operational mechanisms to support the Fund's operations at global and country levels.** However, the Strategy Council has not yet been created and some questions related to the membership of the SC remains unsolved. Neither the strategy for engaging the private sector has been defined.
4. **The Vision Zero Fund is a unique mechanism, in which the ILO does not have a stand-alone governance role and decision power.** The Steering Committee closely oversaw the operations of the Fund, from approving the selection of countries and value chains to providing comments to activities. Monthly meetings were held to review and approve technical documents, monthly reports and country proposals which resulted in a very transparent and consultative process.
5. **Different management and operational rules created challenges to project implementation at both global and country level,** as donors had different expectations and management and administrative requirements.
6. **The programme took time to become operational due to several factors, including the lack of staff.** All decisions were taken in close and extensive consultation with the Steering Committee, which delayed some administrative processes. Additional time was needed to establish and manage external and internal relations and mobilize resources. Moreover, the Programme Manager had to become fully acquainted with DC processes at the ILO. The establishment of a fully operational Secretariat was only possible with the hiring of a full-time programme officer in 2017.
7. **The VZF has relied on an extensive technical and administrative support from the ILO,** in the absence of a full-time programme and technical officer to assist the Manager in all administrative and operational issues.
8. **The programme provides a tailor-made response to the needs of the beneficiaries by tackling specific problems in each value chain.** The ILO/EC methodology and tool used by the Fund proved to be successful to assess the drivers and obstacles for improving OSH in specific value chains through a participatory process with local and national stakeholders which generates ownership since the beginning.
9. **The VZF proved to be a relevant response to the Ministerial Declaration of the Meeting of the G7 Employment and Development Ministers of 13 October 2015,** for providing support to strengthen public frameworks and establish sustainable business practice for preventing and reducing workplace-related deaths and serious injuries in selected supply chains.
10. **Collaboration with other ILO programmes needs to be strengthened.** Although internal consultations and cooperation were established with other ILO programmes, there is scope to improve and explore the further potential of collaboration with other ILO programmes.
11. **The Fund was successful in expanding the donor base and mobilizing resources.** The Fund Secretariat was able, with the support of the ILO, to mobilize additional resources multiplying by three the initial allocation from Germany and expanding the donor base.
12. **It was too early to assess that results would be sustained and replicated in the long run.** as sustainable changes at policy and institutional levels would require more time to be adopted.

The capacity of the Fund to influence further sustainable policy should be reviewed once the country programmes have achieved a certain level of maturity.

Based on the above-mentioned findings and conclusions, the evaluation recommends to:

Recommendation 1. Develop a theory of change and revise the logical framework to promote coherence/consistency on all Fund's operations.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	Immediately

Recommendation 2. Develop a monitoring system to assess progress and measure results achieved.

Addressed to	Priority	Resource implication	Time implication
Secretariat	High	None	Immediately

Recommendation 3. Finalize the design of the governance structure to be approved by the Steering Committee.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	3 months

Recommendation 4. Develop a platform or mechanism for engaging the private sector to be further discussed with the Steering Committee.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	Medium	None	6 months

Recommendation 5. Strengthen the capacity of Office to operate multi-donor trust funds and harmonize administrative arrangements of the different awards.

Addressed to	Priority	Resource implication	Time implication
Secretariat & PARDEV	Medium	None	6 months

Recommendation 6. Strengthen the Secretariat's capacity and review its staffing needs to perform all functions.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	Medium	None	3 months

Recommendation 7. Strengthen collaboration with other ILO programmes and define, in consultation with DDG/P, the contribution to the GSCs roadmap.

Addressed to	Priority	Resource implication	Time implication
Secretariat & DDG/P Office	High	None	3 months

Recommendation 8. Develop a sustainability plan which takes into account the different risks and opportunities the Fund may face and the measures to address them.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	3 months

Recommendation 9. Ensure that ILO international labour standards are used in the design and implementation of the programme.

Addressed to	Priority	Resource implication	Time implication
Secretariat in consultation with NORMES and country offices	Medium	None	6 months

2. Background

In 2015, the Group of Seven (G7) countries decided to create the Vision Zero Fund (VZF) with the objective of increasing collective public and private action for preventing work-related deaths, injuries and diseases in sectors operating in or aspiring to join global supply chains (GSCs). It targets specific countries and sectors selected in accordance with a pre-established criteria.

The Vision Zero Fund (VZF) was conceived as a Multi-Donor Trust Fund (MTTF) to receive contributions from governments, intergovernmental or nongovernmental organizations, and from private sources including companies, foundations and individuals. It was formally established in February 2016 with the signature of the Agreement between the Ministry for Labour and Social Affairs (BMAS) of Germany and the International Labour Organization (ILO) and became operational on 1 June 2016, when the Programme Manager was appointed and the Secretariat set-up.

The ILO, through the Labour Administration, Labour Inspection and Occupational Safety and Health Branch (LABADMIN/OSH), Governance and Tripartism Department (GOVERNANCE), administers the Fund and provides technical expertise on occupational safety and health and other labour issues. The VZF also benefits from work developed under other ILO global and country level programmes. It is considered part of the Flagship Programme “Safety and Health for All, a Global Programme for Positive Change” (former Global Action for Prevention on Occupational Safety and Health – GAP/OSH).²

Germany provided an initial contribution of EUR 3 million, which was allocated to the multi-donor award under the umbrella project code GLO/16/01/MUL. In August 2017, BMAS contributed an additional EUR 1,425,000 to the same award. In September 2017, the Directorate-General for International Cooperation and Development (DG DEVCO) of the European Commission approved a contribution of EUR 3 million to the Fund allocated to a separate award under the umbrella project code GLO/17/01/EUR. In October 2017, the total contribution to the VZF initiative was of USD 10,788,846, including the indirect contribution from the *Délégation aux affaires européennes et internationales (DAEI)* of the *Ministère of Travail* of France and from the United States Department of Labor (USDOL).³

This evaluation covers only the inception phase of the global and Myanmar projects from February 2016 to December 2017 funded by Germany under the multi-donor award (GLO/16/01/MUL). During the inception phase (2016-17), the VZF Secretariat and governance mechanisms were established under the sub-project “Vision Zero Secretariat – Inception Phase” (GLO/16/50/MUL). In addition, preparatory work was carried out in Myanmar under the project MMR/16/51/MUL. At the end of December 2017, USD 2,569,223 and USD 482,596.88 were allocated to these projects, respectively. The evaluation does not include start-up activities financed by other donors, which were funded and regulated through other administrative arrangements.

² The name of the Flagship Programme was recently changed.

³ In 2018, other donors joined the Fund: United Kingdom’s Department for International Development (DFID), Norway, Sweden and Siemens. As of November 2018, the total contribution was USD 12,961,805. Currently, the VZF supports projects in Ethiopia, Lao PDR, Madagascar, Myanmar, and Tunisia.

3. Purpose, scope and clients of the evaluation

3.1. Purpose of the evaluation

In May 2018, the ILO Evaluation Office (EVAL), the Department of Development Cooperation and Partnerships (PARDEV), the Governance and Tripartism Department (GOVERNANCE) and the Vision Zero Fund (VZF) Secretariat decided to carry out an internal evaluation of the Inception Phase of the VZF, including the Secretariat activities (GLO/16/50/MUL) and the initial operations in Myanmar (MMR/16/51/MUL). Both projects were funded by the German Government (BMAS) through the Multi-Donor Trust Fund established in 2016 to receive contributions for the Vision Zero Fund (GLO/16/01/MUL).

According to the Terms of Reference (TOR), the main objective of the evaluation was to assess the progress achieved in the Inception Phase and to inform eventual changes in the programme design and implementation. In addition, the evaluation would contribute to organizational learning as well as accountability to the donors of the Fund.

The specific objectives of this evaluation were:

- Assess the design of the VZF programme both at global level and in Myanmar;
- Determine programme effectiveness at the Inception phase both at global level and in Myanmar: progress achieved, understanding how and why results have been or not advanced and/or achieved. Identify also additional relevant unintended/unexpected results if any;
- Assess the programme implementation efficiency;
- Establish the relevance of the programme outcomes and its usefulness at country and global level against the G7 Ministerial Declaration of 2015 as well as UN, ILO and other national/international development frameworks;
- Assess the sustainability of the VZF approach;
- Provide recommendations for relevant stakeholders' engagement particularly in the current implementation phase;
- Identify emerging potential good practices and lessons learned

3.2. Scope

This evaluation covered only the Inception Phase of the Vision Zero Fund, from February 2016 to December 2017, financed by the Multi-Donor Trust Fund under the umbrella project GLO/16/01/MUL. It included the activities of the VZF Secretariat (GLO/16/50/MUL) and the start-up phase of the project in Myanmar (MMR/16/51/MUL), both funded by Germany. The evaluation did not review other activities implemented under projects funded by other donors through direct or indirect contributions to the Fund. A cluster evaluation would be prepared including all global and country projects and sources of funds for the implementation phase.

The evaluation TOR defined different timeframes for the evaluation of the global component (February 2016 - October 2017) and of the project in Myanmar (February 2016 - December 2017). During the process, however, it resulted difficult to limit the analysis to this period, as some activities were only concluded after those dates.

The evaluation reviewed the progress achieved at both global and country level (Myanmar) and identified the main constraints and limitations faced by the VZF. The preliminary findings and recommendations of the evaluation were presented to the Steering Committee on 29 March 2019, as an input to further adjust the strategy, as appropriate.

3.3. Clients

The main clients of the evaluation are the VZF's Secretariat and Steering Committee, the LABADMIN/OSH Branch and the Office in Myanmar and other potential donors. They might use the findings and recommendations of the evaluation to review the strategies and mechanisms of implementation as to improve the efficiency and effectiveness of the programme.

The evaluation might also benefit global, national and local tripartite constituents and other stakeholders by improving service delivery of the Fund.

4. Methodology

The evaluation used mostly a qualitative methodology for data collection and analysis due to the nature of the project and the evaluation, in line with the sequence and dates indicated below:

- a) review of selected documents: the Cooperation Agreement between the ILO and BMAS; documents submitted to and minutes of the Steering Committee; project documents and concept notes; budgets and financial statements; progress reports; and, other communication materials (see full list attached) (October – November 2018);
- b) review of global and ILO-Myanmar webpages;
- c) briefings and meetings with four project staff at HQ and the field (ILO-Myanmar) (October - December 2018);
- d) structured interviews with seven ILO officials at HQ (November – December 2018); ⁴
- e) structured interviews with members of the Steering Committee at the time of the Inception Phase (BMAS, USDOL, Turkey) (November 2018 - January 2019);
- f) participation in three VZF meetings (November 2018); ⁵
- g) a validation workshop (March 2019). ⁶

Information gathered from the different reports and documents were triangulated with the information and comments provided by the interviewees. The evaluation consulted global stakeholders through individual interviews with members of the Steering Committee, donors and a third party (GIZ). In addition, the evaluator attended a meeting of the Steering Committee as well as the Global Stakeholders event. She also participated in a technical meeting with GIZ, which is developing a governance proposal for the Fund.

The evaluation findings, conclusions and recommendations were presented in a meeting of the Steering Committee on 29 March 2019, and their views were integrated in the report. A final draft report was circulated once again and comments received from ILO staff and SC members were addressed in the final version of the evaluation report.

The evaluation noted some limitations in the process, such as the participation of local stakeholders from Myanmar as well as employers and workers organizations in the process. Although the Fund was at an inception phase, their views would have contributed to better understand their participation in the process and their expectations in relation to the VZF. The Office should ensure their full involvement during the mid-term independent evaluation.

⁴ ACTRAV and ACT/EMP were consulted but did not provide comments.

⁵ The evaluator attended a technical meeting with GIZ to discuss a proposal for a new governance structure. In addition, attended a stakeholders' workshop and a meeting of the Steering Committee on 9 November 2018.

⁶ The validation of the preliminary findings and recommendations was held as part of the meeting of the Steering Committee on 29 March 2019.

As the evaluation covered only the Inception Phase of the project (February 2016 – December 2017), some of the conclusions and recommendations might have already been addressed by the ILO and the Fund management.

The evaluation followed the evaluation criteria and questions indicated in the Terms of Reference in relation to the programme design, relevance, effectiveness, efficiency and sustainability -. Gender concerns were taken into account during the process.

The evaluation was carried out in accordance with the ILO Evaluation Policy; the UN System Evaluation Standards and Norms; and, the OECD/DAC Evaluation Quality Standard. The evaluation followed the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations 3rd edition (i-eval resource kit), 2017. The inception report was prepared in line with the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

5. Findings

5.1. Design

The Summit Declaration of the G7 Heads of State and Government (Schloss Elmau, Germany, 7– 8 June 2015) set out the objective of the Vision Zero Fund:

*Unsafe and poor working conditions lead to significant social and economic losses and are linked to environmental damage. Given our prominent share in the globalization process, G7 countries have an important role to play in promoting labour rights, decent working conditions and environmental protection in global supply chains. (...) We support a “Vision Zero Fund” to be established in cooperation with the International Labour Organization (ILO). The Fund will also add value to existing ILO projects with its aim of preventing and reducing workplace-related deaths and serious injuries by strengthening public frameworks and establishing sustainable business practices. Access to the Fund will be conditional: the Fund will support those recipients that commit themselves to prevention measures and the implementation of labour, social, environmental and safety standards.*⁷

The VZF was established in 9 February 2016 through an Agreement signed between the Ministry of Labour and Social Affairs of Germany and the ILO, aiming at “preventing and reducing workplace related deaths and serious injuries by strengthening public frameworks and establishing sustainable business practices”.⁸ A Programme Document⁹, attached to the Agreement, provided details on the Fund approach (framework, objectives and focus); the governance system; the implementation modalities; the financial mechanism; the reporting; and, the phasing and sequencing.

As stated in the Programme Document, the Fund’s action framework was to “build public and private partnerships for collective action” and its main objective was to “reduce the number of fatal accidents and occupational diseases in developing countries by improving occupational safety and health practices and conditions in sectors that link to global supply chains”.¹⁰ The Document also referred to two interrelated, intermediate objectives: (i) work towards structural improvements and (ii) strengthen capacity in both public and private spheres. Additional information is provided in the Technical Annex to the Programme Document.

In November 2017, a Strategy Document was prepared and subsequently submitted to the Steering Committee. The Strategy proposed another set of objectives:

- a) “promoting leadership and commitment to vision zero on the part of governments, businesses and workers in both advanced and developing countries;
- b) mobilizing resources from all sources to support implementation (...) of initiatives to save lives at work and to strengthen the responsible institutions;

⁷ Leaders’ Declaration G7 Summit, 7–8 June 2015 - https://www.bundesregierung.de/Content/EN/_Anlagen/G7/2015-06-08-g7-abschluss-eng_en.html?nn=447370 [Accessed 28 February 2019]

⁸ Terms of conditions of the Vision Zero Fund signed by the ILO and the Ministry of Labour and Social Affairs on February 2019.

⁹ The Programme Document was later referred in all VZF documents as the “Framework Document”.

¹⁰ Vision Zero Fund – Programme Document – Annex 1 of the Agreement signed between the ILO and Germany on 09 February 2016.

- c) inspiring innovative and cost-effective approaches to improve occupational safety and health and employment injury protection, particularly initiatives which bring together public and private actors in global supply chains and which lead to structural improvements in safety and health;
- d) encouraging and supporting partnerships and cooperation within and amongst organizations at global level to act coherently and efficiently in support of vision zero”.

These VZF initial documents did not follow the ILO’s guidance on results-based projects. According to the Programme Manager, their main purpose was to provide the basis for the establishment of the Secretariat, the governance structure and the financial mechanism for the acceptance of contributions. Although the discussion of an EC-full-fledged project document started in April 2016, it was only formally approved by the EC in September 2017, which impacted on the programme implementation, as indicated below:

Strategy and Objectives:

The evaluation noted that there was some confusion among the concepts “framework”, “objectives” and “strategy” in several documents analysed, e.g., the Programme Document, the Technical Annex, the Framework Document and the Strategy Document. Although the ultimate goal was clear, the use of different terminology in several strategic and programming documents did not allow for a precise and clear definition of the strategy and objectives.

Moreover, the programming documents did not include a clear theory of change to guide the planning and implementation of the programme. In its place, the programme used the draft logframe developed as part of the EC proposal. Yet the absence of a clear strategy and theory of change affected the drafting and finalization of the project’s logframe in Myanmar, which delayed the start of the implementation phase in 2018.

Logical framework:

A logical framework was not prepared at the start of the programme implementation, defining the main outcomes, outputs and activities to be delivered. The logframe should have been used to prepare country proposals and establish clear linkages with the global outcomes.

The evaluation noted that a logical matrix was prepared as part of the requirements for the EC funding. However, the EC project document and logframe was only officially approved in September 2017, 19 months after the start of the programme. This logical matrix was submitted and subsequently approved by the Steering Committee in March 2017 to be used as the “overarching framework for all projects developed under the Fund’s umbrella”.¹¹ Yet, this document was not recognized by all the members of the Steering Committee¹² as the one to be applied to the whole Fund, although it was clearly reflected in the minutes of March 2017 Steering Committee meeting.

As regards to the country proposal for Myanmar a full-fledge project document and result matrix was developed and approved in line with RBM.

¹¹ Comments received from the VZF Manager.

¹² Interviews conducted with stakeholders.

Monitoring system:

Although a work plan has been developed, the Fund did not have a formal monitoring system in place to monitor implementation and assess results achieved at global, regional and country levels.

Risks:

Assumptions and risks were defined as part of the EC and Myanmar proposals. However, the evaluation did not find a risk assessment plan for the VZF operations.

5.2. Effectiveness

The inception phase focussed mainly on the constitution of the Fund and on the establishment of the mechanisms for its operation. Due to the nature of the Fund, these governance documents were subjected to intense Steering Committee discussions. This whole process took a lot of time and human resources (both from the Manager, the Branch and the Steering Committee members).

According to the Global Report 2016/17, during the inception phase “the VZF strove to achieve a balance between solidifying the internal governance framework, introducing the Fund to potential donors and conceptualizing and initiating a number of country projects. It has taken this time to establish the VZF’s financial footing, refine its strategic approach and intervention framework, establish sound governance and launch the Fund’s first country level projects”.

Although just few concrete results towards the programme final objectives were achieved during this period, several products were developed. They laid down the basis for further execution of specific country projects interventions and global products during the subsequent phase.

They can be divided in the following categories:

Strategic and programming documents:

The Fund developed technical documents, which were used to refine the Fund strategy and inform operations.

- a) Strategic Document – the strategy provided details on areas of work and expected results, but does not include a theory of change as indicated above;
- b) Project logframe, which defined the Fund’s outcomes, outputs and activities. It was prepared as part of the process for the formulation of the European Commission project. Although negotiations with the EC started in April 2016, the project document and logframe was only formally approved by the EC in September 2017. The Secretariat and the Branch understands that this logframe is applicable to all projects developed under the Fund.

- c) Strategy for engaging with the private sector – it proposed actions to involve the private sector for participating in activities and investing in the Fund.¹³ However it has not been used to engage the private sector in the Fund’s operations so far.

From the minutes of the Steering Committee meetings, it is not clear if these documents were formally adopted.

Tools and methodologies:

The Fund had not a pre-established methodology or “intervention model” that could be used to guide the design and implementation of its interventions. The Fund decided to adopt the methodology previously developed by the ILO-EC joint project on OSH in Global Supply Chains (GSCs) as part of the ILO Flagship Programme on OSH managed by the LABADMIN/OSH Branch.

The assessment tool was used for identifying the OSH deficits in specific value chains of target countries. The tool was applied in Myanmar and is being used in other country projects during the implementation phase of the Fund.

Design of country proposals

During the inception phase, targeted countries and value chains were selected in accordance with a pre-established criteria. Five concept notes¹⁴ were prepared and submitted to the Steering Committee for approval. At the same time, additional resources were mobilized (France, EC, USDOL) to fund VZF’s interventions and to support the Secretariat services.

The VZF inception phase in Myanmar started in November 2016. The project was designed with two different phases: an inception one (November 2016 – December 2017) and an implementation one (January 2018 – April 2020).

The inception phase was used to build partnerships, establish consensus on the way forward and refine the strategy for the implementation phase. In May 2017, the VZF was appointed coordinator of the ILO-Myanmar OSH Policy Portfolio and supported the creation of a Programme Consultative Committee (PCC) in July 2017 to oversee the Portfolio operations in the country. During the period under review, several products were developed, which set the basis for the subsequent phase:

- A consultation workshop with national and local stakeholders;
- Identification of two sectors (ginger and textiles);
- A full-fledge project document developed and validated at a national workshop.

Communication materials

Several materials (website, flyer, Q&A, presentations) were prepared and used in global and national events to raise awareness and motivate the engagement of different stakeholders with the Fund.

¹³ The consultant found that the “Vision Zero Fund” lacks clarity for stakeholders. He recommended to create a new branding for the Fund and to define its specific purpose: “Implementing occupational safety and health practices to eliminate injury and death along the supply chain”.

¹⁴ Colombia, India, Lao PDR, Madagascar, Myanmar and Tunisia.

Outside the period covered by this evaluation, the Secretariat published a comprehensive Global Report covering the years of 2016-17, which provides a good review of the results achieved and the challenges encountered.

Finally, the evaluation noted that:

a) the absence of a monitoring system made it difficult to measure progress achieved against clear and precise indicators and timeline.

b) there were different views about the Fund modalities between the ILO and the donors according to the conducted interviews. While some conceived the Vision Zero as a multi-donor trust fund, others saw it as a regular ILO project in supporting OSH activities. This lack of common understanding can be seen in the discussions on programme operations held at the Steering Committee.

5.3. Efficiency

5.3.1. Management arrangements and funding

The evaluation found the Fund management structure described below very complex and difficult to administer efficiently according to the documentation reviewed and the interviews conducted with the project staff. It included diverse types of contribution (direct and indirect) and administrative responsibilities (centralized/decentralized). The projects were administered differently (earmarked/un-earmarked), in accordance with the rules and procedures of the different donors. They have also different reporting requirements, which creates various levels of obligations. The detail evidence is presented in the text of this sub-section.

As of October 2017, the Vision Zero Fund received direct and indirect (earmarked) contributions amounting to USD 10,788,846 from Germany, the European Commission, the United States and France. From this amount, USD 5,364,292 were committed to projects for global (64%) and country activities (36%) in Madagascar and Myanmar.

The contributions were allocated to different awards and centralized/decentralized projects described below:

In February 2016, the Ministry of Labour and Social Affairs of Germany (BMAS) approved a contribution of EUR 3 million (equivalent to USD 3,278,689 at the UN exchange rate) to the VZF Multi-Donor Trust Fund (MDTF).¹⁵ These funds were allocated to the umbrella project “Vision Zero Fund” (**GLO/16/01/MUL**) for a duration of 22 months (from 09.02.2016 to 31.12.2017).¹⁶ On August 2017, BMAS approved an additional contribution of EUR 1.425 million, which increased the project budget to USD 4,930,838¹⁷ for a period of 52 months (until 30.06.2020).

¹⁵ Contribution letter from the Federal Ministry of Labour and Social Affairs dated 27.01.2016 countersigned by the ILO on 09.02.2016.

¹⁶ PARDEV Minute of Approval dated 16.02.2016.

¹⁷ PARDEV Minute of Approval Corrigendum dated 16.08.17.

The funds were approved based on a Contribution Letter accompanied by the General Terms and Conditions for administering the funds, and a Programme Document and its Technical Annex, which established the Funds' approach, governance, implementation modalities, financial mechanism, reporting, and phasing and sequencing. All these documents regulate the management and the operations of the MDTF.

During the period under review by this evaluation, these funds were allocated to specific "sub-projects" as follows:

- a) "Vision Zero Fund – Programme Management" (**GLO/16/50/MUL**) – USD 651,293 for funding the Secretariat services described in the Programme Document. This amount was later reduced to USD 578,776 ¹⁸ in line with the decision of the Steering Committee to reduce the position of finance and administrative assistance to 50%. ¹⁹ On 12 April 2017, the project GLO/16/50/MUL was extended from 21.12.2017 to 29.03.2019 and the budget was increased to USD 878,776 to cover the costs of programme manager (the Secretariat of the Fund) for the following 12 months. ²⁰ On 27 September 2017, the project was once again extended until 30.06.2020 and the budget was increased from USD 878,776 to USD 2,569,223. ²¹ The new budget covered: (i) Secretariat services; (ii) organization of governance meetings; (iii) communications and visibility strategy/tools; (iv) development of new country proposals; (v) development of global products (technical tools and reports); and (vi) organization of high-level events. Those funds were administrated centrally by LABADMIN/OSH, which also provided technical backstopping. There was no project document or logical framework developed for this component.
- b) "Vision Zero Fund – Myanmar" (**MMR/16/51/MUL**) – USD 258,827 to fund the start-up phase of the programme in Myanmar. ²² The project was subsequently extended from 31.12.2017 ²³ to 30.06.18 and its budget increased to USD 482,596.88 to fund the inception phase of the project in the country. ²⁴ Those funds were administrated by ILO-Yangon and backstopped by LABADMIN/OSH and DWT-Bangkok.

On 21 September 2017, the European Commission Directorate-General for International Cooperation and Development (DG DEVCO) approved an additional contribution of EUR 3 million (equivalent to USD 3,605,769 at the UN exchange rate) to the Fund. Due to specific EC rules and procedures, the resources were allocated to a separate award and umbrella project "Contribution to the Vision Zero Fund in order to prevent and reduce workplace related deaths and serious injuries" (**GLO/17/01/EUR**) for a duration of 36 months (from 01.10.2017 to 30.09.2020).²⁵ A full-fledged project document, following RBM guidance, was developed. The project document includes a logical framework matrix

¹⁸ PARDEV Minute of Approval Corrigendum dated 02.11.2016.

¹⁹ Minutes of the Vision Zero Fund Steering Committee meeting of 14 July 2016.

²⁰ PARDEV Minute of Approval Corrigendum dated 12.04.2017.

²¹ PARDEV Minute of Approval Corrigendum dated 27.09.2017.

²² PARDEV Minute of Approval Corrigendum dated 02.11.2016.

²³ PARDEV Minute of Approval Corrigendum dated 22.02.2017.

²⁴ PARDEV Minute of Approval Corrigendum dated 07.06.2017.

²⁵ PARDEV Minute of Approval dated 16.02.2016.

which has been used as a reference for all VZF operations since then. It comprises work to be developed at global, country and enterprise levels²⁶.

At the same time, part of the funds was allocated to a first sub-project “Contribution to Vision Zero Fund – Global Component” (**GLO/17/53/EUR**) with a total budget of USD 487,006. Using the same budget structure of the project **GLO/16/50/MUL**, this project supports: (i) Secretariat services; (ii) organization of governance meetings; (iii) communications and visibility strategy/tools; (iv) development of new country proposals; (v) development of global products (technical tools and reports); and (vi) organization of high-level events.

In addition to the direct contributions to the Fund, the US Department of Labor (USDOL) allocated USD 1,123,168 for the “Scope of Work in Myanmar” under the SafeYouth@Work project of which USD 618,828 went to ILO-Myanmar for activities.²⁷ Coordination between the projects was pursued through the OSH Policy Portfolio Coordination and the PCC.

Similarly, the Ministry of Labour of France (*Délégation aux affaires européennes et internationales* - DAEI) approved a contribution of USD 1,129,071 for the support of global and country activities in Madagascar.

In 2018, additional funding was received from Norway, Sweden, United Kingdom (Department for International Development -DFID) and Siemens.

Table 1: Total contribution to the VZF (as of November 2018)

Donor	Contribution (USD)	Project Symbol	Allocation	Type of agreement
Germany	5,522,347	GLO/16/01/MUL	Secretariat, Myanmar, Ethiopia	VZF MDTF
DFID	809,350	ETH/18/01/GBR	Ethiopia	Separated project
EC (DEVCO)	3,605,769	GLO/17/01/EUR	Secretariat, Lao PDR	Separated project
France (DAEI)	1,129,071	RAF/16/53/FRA MDG/17/50/FRA GLO/18/58/FRA GLO/SE/01/FRA	Global, Madagascar, Tunisia	Indirect contribution
Norway	367,017	GLO/16/01/MUL	Secretariat, Myanmar, Ethiopia	VZF MDTF
Siemens AG	358,422	GLO/16/01/MUL	Secretariat, Myanmar, Ethiopia	VZF MDTF
Sweden	472,317	GLO/16/01/MUL	Secretariat, Myanmar, Ethiopia	VZF MDTF
USDOL	1,123,168	MMR/16/50/USA	Myanmar	Indirect contribution
Total	13,387,461			

²⁶ This project is not subject to this evaluation.

²⁷ For details on the work developed of the SY@W in Myanmar, please see the independent mid-term evaluation of the project.

The European Commission Directorate-General Employment (DG EMPLOYMENT) has recently approved EUR 1,8 million for a regional project in Latin America to support the VZF.

5.3.2. Results achieved

In accordance with the TOR, this evaluation considered only the initial funds received from Germany, which covered the activities developed during the inception phase (up to December 2017).

From the total contribution (USD 3,248,430), only USD 514,296.19 was expended by July 2017, which corresponds to a delivery of 16% in a period of 17 months. In general, resources were allocated mainly to finance project staff (70%) at HQ and in Myanmar.

While this amount seems to be high, one should consider that the inception phase was mainly dedicated to establish the Fund mechanisms and prepare the interventions in Myanmar. The implementation phase started in January 2018.

Nonetheless, several key products were delivered during this period. No additional relevant unintended/unexpected results was identified.

5.3.3. ILO management and technical contribution

The VZF has received extensive support from LABADMIN/OSH in the management, technical, programming, financial, administrative and communication/visibility areas during the inception phase of the Fund. The total contribution of the Branch in 2016 and 2017 was USD 242,790 comprising direct labour cost (USD 218,790) and office running and equipment (USD 24,000).²⁸ Support included, inter alia:

- a) management – human resources (drafting job descriptions, selection of staff, briefings); initial consultations with members of the Steering Committee; and, engagement with donors (e.g, EC, France, Germany, Norway and Sweden);
- b) technical – preparation of technical documents for Steering Committee meetings;
- c) programming – drafting concept notes and project proposals; (Global Programme – initial concept note and DEVCO project document; Colombia; Ethiopia; India; Lao PDR; Madagascar; Myanmar-Phase I and Tunisia); review of cooperation agreements; discussion with of the proposal for an external monitoring system); and, organization of the launch event in Myanmar;
- d) financial – budgeting control (e.g, budget preparation, management and revision of several project budgets) and support to resource mobilization;
- e) communications & visibility – creation and update of the VZF global and Myanmar webpages; production of a flyer; presentation of VZF in three events;

²⁸ “LAB/ADMIN/OSH Branch contribution to VZF Secretariat, 31 October 2018”. The document was prepared by the Branch at the request of the evaluator.

As for the ILO Office in Myanmar, political, technical and administrative support was provided to the Fund's operations, in particular for: engaging with national constituents for the approval of the project proposal; establishing the PCC; fostering coherence with other ILO projects; ensuring alignment with DWCP priorities.

5.4. Relevance

5.4.1. Programme priorities and outcomes

The preliminary results achieved in Myanmar were useful and relevant as they ensured the project addressed the specific needs of the beneficiaries and informed further the project implementation according to reports reviewed and interviews conducted.

The Fund applied a five-step methodology for the formulation of country proposals, comprising: (i) selection of supply chains with high replication potential; (ii) assessment and validation of OSH main drivers and constraints in selected value chains; (iii) design of intervention models tailored to maximize impact; (iv) implementation of actions to improve OSH outcomes in targeted supply chains; and (v) sustainability check and recommendations for replication in other supply chains.

To design the country intervention, the Fund used a tool previously developed by the *Joint ILO-EU project to improve knowledge base and safety and health in global supply chains to support G20 work on safer workplaces* (GLO/15/39/EUR).²⁹ The methodology proved to be successful to assess the specific OSH gaps in the sectors as well as to discuss ways to prevent occupational accidents and diseases.³⁰ The findings of the garment and ginger studies were discussed with national and local stakeholders which ensured their ownership of the programme. Initial results reported in Myanmar showed the success of this methodology, in particular in the ginger sector. Subsequently, this methodology was applied in the design of the interventions in other countries.

5.4.2. Alignment with development frameworks

It was also noted that the programme was fully aligned with priorities defined at country level and in other development frameworks as described below.

National priorities

The Decent Work Country Programme (DWCP) for Myanmar was formulated at the same time the project document was designed. The DWCP made explicit reference to the contribution of the Vision Zero to the following priority and outcomes:

²⁹ ILO: *Occupational Safety and Health in Global Value Chains Starterkit. Assessment of drivers and constraints for OSH improvement in global value chains and intervention design*, Geneva, 2018

³⁰ Please see the internal evaluation report [Joint ILO-EU Project to Improve Knowledge Base and Safety and Health in Global Supply Chains to Support G20 Work on Safer Workplaces](#).

Priority 3: Social protection coverage for all is progressively extended, especially for vulnerable workers and populations

Outcome 3.1: By 2021, coverage of existing insurance schemes extended for formal workers and their dependents

Outcome 3.3: By 2021, integrated and unified OSH system is in place and implemented.

2030 Agenda on Sustainable Development

The programme outcomes are in line with Sustainable Development Goals, namely

SDGs 8: Promote sustained, inclusive and sustainable economic growth, full and productive – and more specifically to the Target 8.8: Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

SDG 3: Ensure healthy lives and promote well-being for all at all ages – and more specifically to the Target 3.9: By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination

The programme document mentioned that the VZF provides a “concrete instrument to support developing countries and businesses” by structurally improving safety and health practices at workplace and by increasing collective public and private action to foster prevention in developing countries. Moreover the Programme Document states that the preconditions for Fund’s support are the commitments of business, government, social partners and other stakeholders to adopt a tripartite prevention plan.

ILO Programme and Budget 2018-19

The programme contributed to Outcome 7: Promoting safe work and workplace compliance including in global supply chains – and particularly to the Indicator 7.1: Number of member States that have developed or revised policies, programmes or legal frameworks or strengthened institutions, systems or mechanisms to improve occupational safety and health.

Although results were not achieved yet, the project aims at improving OSH systems in selected countries and sectors, by building the capacity of national and local constituents to address OSH gaps in selected value chains in selected countries.

The ILO Programme of Action 2017-2021 on Decent Work in Global Supply Chains³¹

The Fund contributes to several activities of the programme of action and roadmap, through knowledge development and capacity building of constituents in global supply chains. However, the documents are unclear how the activities are linked, with the exception of the project proposal prepared for Ethiopia.

³¹ The programme of action was adopted by the Governing Body to follow-up the implementation of the 2016 ILC Resolution on decent work in global supply chains.

5.5. Sustainability

A financial and technical sustainability plan was not formally established at the start-up of the Fund. The initial Programme Document ³² made only reference to the financial mechanism that would regulate the Fund and the procedures for receiving additional funds.

During the inception phase, the mobilization of resources was discussed extensively with the Steering Committee. So far, the capacity of the Fund to mobilize additional funds, with the support of LAB/ADMIN Branch and PARDEV, proved to be successful both in terms of amount and sourcing base. From an initial allocation of 3 million euros from one donor (Germany), the Fund reached a total of 12.5 million from 7 donors ³³ in October 2017.

A sustainability plan has not been designed. The Strategy Document ³⁴ described how the Fund would build the capacity of national institutions to develop and fund a national OSH strategy. But it is too early to assess its results.

The VZF Global Report 2016-17 ³⁵ mentioned that sustainability issues have been addressed in the selection of the target countries and supply chains through an analysis of the potential for replication. The Secretariat and the Steering Committee discussed the need and strategies for mobilizing funds several times.

The Programme Document and the Strategy Document referred to the general problems and needs to prevent and reduce workplace-related deaths and serious injuries. They also mentioned the need to strengthen the capacity and commitment of stakeholder for the implementation of the activities of the Fund. However, these documents did not provide information on local institutional arrangements and on specific needs of national and local stakeholders as the areas of intervention and the beneficiaries had not been identified during the design phase.

5.6. International Labour Standards

According to the documents reviewed, international labour standards were not taken fully into account neither in the implementation of the inception phase. The ILO Safety and Health in Agriculture Convention, 2001 (No. 184) was used in the design of the project document for the implementation phase in Myanmar.

Nonetheless, the starter kit, developed under another project and used as the main VZF tool, has a clear link to ILO OSH standards. It is yet to be seen if these are being applied during the implementation of the country projects.

³² Opus cit.

³³ DFID, EC, France, Germany, Norway, Siemens and the United States.

³⁴ *Vision Zero – Achieving a world without fatal or serious occupational accidents and diseases.*

³⁵ ILO : *Vision Zero Fund. Global Report : 2016/2017.* LABADMIN/OSH, Geneva, 2018.

5.7. Tripartite Issues

All programming documents and materials of the VZF make an explicit reference to the need of fully engaging tripartite constituents in the operation of the Fund's activities. At global level, this was ensured with the establishment of the Steering Committee Plus, which includes representatives from employers' (IOE) and workers' organizations (ITUC and IndustriALL).

In Myanmar, ILO constituents were involved since the beginning. A consultative workshop was held on 17 June 2016 to inform on the Funds' objectives and consult of possible areas of work. On 11 June 2017, the Programme Consultative Committee (PCC) was established, chaired by the Ministry of Labour Factory and General Labour Law Inspection Department (FGLLID) and facilitated by the VZF CTA in Myanmar. The PCC has the responsibility of guiding and monitoring the implementation of the ILO OSH portfolio in the country. National and local constituents were involved throughout the design process of the project document ³⁶ and participated in its initial activities, such as the assessment of OSH gaps in the value chains.

5.8. Gender issues

The original VZF Programme and Strategy Documents did ³⁷ not refer specifically to gender issues. Neither did they mentioned measures for promoting gender equality in Fund's operations.

Nonetheless, gender equality is fully integrated in the EC project document and the project document of Myanmar. Even though, the evaluation noted that gender issues are not well reflected and mainstreamed in both the EC logframe and the Global Report, which only refers to gender in the Output 1.1.

³⁶ A stakeholder event of the ginger value chain was organized on 24 October 2017 with the participation of 90 representatives from government, employers, workers and other stakeholders.

³⁷ Programme document, framework document, private sector strategy, EC logframe matrix.

6. Conclusions

6.1. **Although the aim of the Vision Zero Fund was quite clear since the beginning, a theory of change has not been developed and RBM has not been applied in the initial strategic and programming documents.**

The lack of a theory of change and a coherent strategy affected the implementation in terms of programme design and coherence between global and country outcomes. The RBM approach was progressively introduced in the formulation of project documents. It has been applied in both the EC proposal and the Myanmar project (implementation phase). The logical framework was developed as part of the EC programme document. Although the process of designing a logframe started in April 2016 with the preparation of the EC *Action Fiche*, the logframe was adopted one year later (Minutes of the Steering Committee of March 2017). Since then, the EC logical framework has been used to guide the formulation of country proposals. Although the logframe was formally endorsed when the EC project was approved in September 2017, some members of the Steering Committee still not perceive it as the general guiding document of the Fund.

6.2. **The Fund does not count yet with a monitoring system to assess progress achieved against the planned results.**

Although an implementation plan was developed in late 2017, as part of the EC project, the VZF has not established a monitoring system to systematically assess progress and identify measures to overcome problems and constraints. Several Steering Committee members pointed out the absence of such system as one of the main challenges to ensure the effectiveness of the Fund.³⁸

6.3. **The inception phase focussed mainly on setting up the foundation for the Fund operations at global and country levels rather than the implementation of direct actions.**

The governance structure was partially established in this period. The Secretariat, the Steering Committee and the Steering Committee Plus were established through intense discussions among their members. However, the Strategy Council has not yet been created and some questions related to the membership of the SC remains unsolved. These questions are being currently analysed by the GIZ under a partnership agreement with the EC.³⁹ The Secretariat worked closely and intensively with the Steering Committee on operational aspects of the Fund, such as the discussion of criteria for selection of countries and value chains; the definition and application of a methodology to assess the drivers and constraints in supply chains (based on the EC/ILO tool); and, the production and dissemination of materials. All country proposals were submitted to the approval of the Steering Committee and its comments were integrated into the project documents. Progress reports were presented on a regular basis describing the activities developed and pointing out positive and negative factors affecting the programme

³⁸ The evaluator attended the SC meeting held on 29 March 2019 to present the preliminary findings, conclusions and recommendations.

³⁹ A proposal for a new governance structure was presented in a technical meeting on 26 April 2019.

implementation. All this work helped to build the SC's trust and ownership on the Fund's operations. In Myanmar, the inception phase was used to set down a profound basis for the project implementation with the full engagement of local stakeholders, the definition of the tools to be applied, the formulation of initial studies; and, the design of the project document for the implementation phase. The lessons learned in Myanmar were crucial for the formulation and preparation of interventions in other countries.

6.4. The design and implementation of a strategy for engaging companies is not yet in place.

Although a strategy for engaging with the private sector was prepared, the document did not build the "business case" for enterprises to invest and participate in the activities of the Fund. As a result, no mechanism for engaging actors throughout the supply chain neither a platform for involving them in the Fund's activities were established.

6.5. The Vision Zero Fund is a unique mechanism, in which the ILO does not have a stand-alone governance role and decision power.

The decision of establishing a multi-donor trust fund (in opposition of a multi-donor programme) required the direct involvement of the Steering Committee in taking management and technical decisions. The Steering Committee closely oversaw the operations of the Fund, from approving the selection of countries and value chains to providing comments to activities. Moreover, the donors had different understandings and expectations about the management of the VZF. While one understood it as a multi-donor unearmarked trust fund, another saw it as a regular ILO development cooperation programme. Steering Committee meetings were held on a monthly basis. This required from the Secretariat and the Branch a lot of work in terms of preparing documents, detailed monthly reports and proposals for discussion. The level of management and frequency of the meetings were reduced once trust was built between the Steering Committee and the manager. According to one of the Steering Committee members, this was an extremely transparent and consultative process which should be applied to other development cooperation programmes.

6.6. Different management and operational rules created challenges to project implementation at both global and country level.

The ILO manages several "umbrella" programmes with global and country components and a diverse resource base. However, the management of such MDTF, as originally planned, would have required a diverse model of operation. This question was not contemplated in the original programme document neither in the agreements signed between the ILO and the donors. The different donors' requirements regarding management and reporting made the administration of the Fund even more complex. Several issues were resolved through an intense and transparent dialogue with the Steering Committee and individual donors, while others are still being discussed.

6.7. The programme took time to become operational due to several factors, including the lack of staff.

As indicated above, the lack of strategic documents and framework impacted the immediate start of the Fund. A detailed framework, methodologies and tools had to be designed and/or defined in consultation with the Steering Committee. This entire process took time to be concluded and consolidated. The operation of the Fund is different from a regular development cooperation programme as the Programme Manager was directly accountable to the Steering Committee both in terms of decision making and operations (see above). Moreover, the Programme Manager had to become fully acquainted with DC processes at the ILO. The absence of a full-time programming officer, who could have assisted the Manager in all administrative and operational issues since the beginning ⁴⁰, also delayed the implementation of activities. Managing external and internal relations and mobilizing resources also demanded more time than originally expected.

6.8. The VZF has relied on an extensive technical and administrative support from the ILO.

In the absence of a full-time programme and technical officers ⁴¹, two officials from the LABADMIN/OSH Branch provided regular assistance on programming, budgeting and mobilizing resources.

6.9. The programme provides a tailor-made response to the needs of the beneficiaries by tackling specific problems in each value chain.

The ILO/EC tool being used by the Fund proved to be successful to assess the drivers and obstacles for improving OSH in specific value chains. It is an important instrument for providing a tailor-made response to the beneficiaries. The methodology targets hazards, risks and vulnerabilities and identifies entry points for improving OSH at different tiers of the chain. ⁴² A participatory process is established with local and national stakeholders for the design of specific interventions.

6.10. The programme proved to be a relevant response to the Ministerial Declaration of the Meeting of the G7 Employment and Development Ministers of 13 October 2015. ⁴³

VZF integrated the main concerns expressed by the G7 concerning the prevention and reduction of workplace-related deaths and serious injuries through strengthening public frameworks and establishing sustainable business practice. The programme is fully aligned with international development frameworks, in particular SDGs 3 on and 8, and the ILO Programme and Budget Outcome 7. The country project of Myanmar is fully aligned with the priority and outcomes of the 2018-21 Decent Work Country Programme (DWCP).

⁴⁰ Those include : building networks and partnerships (externally and internally); management of the funds, including budgeting and delivery control; formulation of concept notes and project documents; mobilization of additional resources; technical backstopping to country interventions; enhancing synergies with other ILO programmes; etc.

⁴¹ Ms Sara Park worked as a part-time programme officer from August to December 2016 and Ms. Lou Tessier from July to December 2017.

⁴² *Opus cit.*

⁴³ *Opus cit.*

6.11. Collaboration with other ILO programmes needs to be strengthened.

The VZF established an informal collaboration with other ILO programmes, specially those dealing with GSCs (Better Work, FUNDAMENTALS, INWORK). This collaboration should be strengthened and further developed to explore additional synergies with other programmes operating in the same sectors and countries. The strategy being used to work within the GSCs is yet not clear and actors (international buyers and intermediaries) are not formally involved.

6.12. The Fund was successful in expanding the donor base and mobilizing resources.

The Fund was able, with the support of the LABADMIN/OSH Branch and PARDEV, to mobilize additional resources from other donors. The Fund has multiplied by three the initial allocation from Germany and increased the number of donors to five. This shows the capacity of the Fund to attract donors interested in preventing work-related deaths, injuries and diseases in global supply chains.

6.13. It is too early to assess that results would be sustained and replicated in the long run.

The Fund aims at promoting sustainable changes at policy and institutional levels, that could be reflected in the adoption of new legislation (or revision of the current ones) and in the establishment of national (or sectoral) policies and programmes.⁴⁴ The capacity of the Fund to influence policy development should be reviewed once the country programmes have achieved a certain level of maturity.

⁴⁴ Vision Zero Fund. *Achieving a world without fatal or serious occupational accidents and diseases*. Geneva, 2017.

7. Recommendations

Recommendation 1. Develop a theory of change and revise the logical framework to promote coherence/consistency on all Fund's operations. The TOC and revised logframe should be formally approved by the Steering Committee and applied in all global and country products. It should be used, inter alia, to demonstrate how country level results contribute to the overall objectives of the Fund.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	Immediately

Recommendation 2. Develop a monitoring system to assess progress and measure results achieved

Addressed to	Priority	Resource implication	Time implication
Secretariat	High	None	Immediately

Recommendation 3. Finalize the design of the governance structure to be approved by the Steering Committee.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	3 months

Recommendation 4. Develop a platform or mechanism for engaging the private sector to be further discussed with the Steering Committee. Attention should be given to avoid confusion among the different ILO initiatives for engaging with the private sector.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	Medium	None	6 months

Recommendation 5. Strengthen the capacity of Office to operate multi-donor trust funds and harmonize administrative arrangements of the different awards.

Addressed to	Priority	Resource implication	Time implication
Secretariat & PARDEV	Medium	None	6 months

Recommendation 6. Strengthen the Secretariat’s capacity and review its staffing needs to perform all functions. It should include, inter alia, the Secretariat services to the Steering Committee and Strategy Council as well as the regular project coordination tasks.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	Medium	None	3 months

Recommendation 7. Strengthen collaboration with other ILO programmes and define, in consultation with DDG/P, the contribution to the GSCs roadmap, including the relation with buyers and suppliers in several stages of the chain. (Secretariat,)

Addressed to	Priority	Resource implication	Time implication
Secretariat & DDG/P Office	High	None	3 months

Recommendation 8. Develop a sustainability plan which takes into account the different risks and opportunities the Fund may face and the measures to address them. The plan should include a clear strategy to mobilize funds, including from the private sector. It should also make reference to the complementarity of the Vision funds to other global and country programmes developed by the ILO, including the Flagship Programme “Safety and Health for All, a Global Programme for Positive Change”. To ensure its sustainability and replicability, it would be important for the Fund to demonstrate its results and impact at country level, in particular on the adoption of national legislation and policies.

Addressed to	Priority	Resource implication	Time implication
Secretariat & Steering Committee	High	None	3 months

Recommendation 9. Ensure that ILO international labour standards are used in the design and implementation of the programme. The VZF should integrate specific strategies for the promotion of such standards in targeted countries, including technical assistance for the ratification, effective implementation and reporting of such conventions. The evaluation suggests the Secretariat to use recent ILO guidance on how to better integrate normative actions into the programme.⁴⁵

Addressed to	Priority	Resource implication	Time implication
Secretariat in consultation with NORMES and country offices	Medium	None	6 months

⁴⁵ ILO : *Improving ILO evaluation methods to better capture ILO’s specific normative and social dialogue mandate*. ILO, Evaluation Office. Geneva, December 2018.

8. Lessons learned

The main lesson learned during the inception phase was the need to develop a specific strategy to work on global supply chains. The project applied a methodology previously developed by other ILO project ⁴⁶ to identify the specific safety and health hazards in the different phases of the chain (see the section on good practice).

9. Good practice

The evaluation considered that the methodology applied by the VZF to assess OSH gaps in the textiles and ginger sector in Myanmar⁴⁷ is a good practice as it allowed for the identification of:

- main risks and vulnerabilities throughout the supply chain;
- legal and institutional framework; business practices and policy gaps; and
- actors involved in the chain.

It applied in a five-step process consisting on:

- a) selection of supply chains with potential for replication;
- b) assessment of the OSH drivers and constraints in selected supply chains;
- c) design of an intervention model based the assessment's findings;
- d) implementation of the projects targeting the areas defined in the model;
- e) sustainability analysis and recommendation for further replication in other supply chains.

The methodology generated a series of data and information which was used to design the next phase of the project. The process of the study ensured the ownership and participation of local stakeholders and beneficiaries. ⁴⁸

The experience in Myanmar was subsequently replicated in the design of interventions in other VZF countries and value chains.

⁴⁶ See graphic synopsis of the methodology reproduced in the Global Report 2017/18.

⁴⁷ ILO: *A case study of drivers and constraints for occupational safety and health improvement in the ginger global value chain from Myanmar*. Geneva, 2018.

⁴⁸ Joint ILO-EU project to improve knowledge base and safety and health in GSCs to support G20 work on safer workplaces.

10. Appendices

10.1. List of products produced by the project ⁴⁹

Global products:

- A Strategy Document for the Fund towards achieving zero fatal accidents and severe work-related injuries and diseases. This Strategy is now being revised;
- An intervention model designed;
- Methodology and tools for country interventions defined based on the ILO assessment tool developed by the ILO-EC project on OSH in GSCs;
- Concept notes prepared for five countries (Colombia, Lao PDR, Madagascar, Myanmar, Tunisia) and respective value chains selected according to a specific criteria;
- Communication materials disseminated at global and country level events.
- Four publications.

Governance outputs: ⁵⁰

- The VZF Secretariat established and its staff recruited;
- VZF Steering Committee established and eight (8) meetings organised; ⁵¹
- VZF Steering Committee Plus (SC+) established and three (3) meetings organised;
- VZF Strategy Council terms of reference drafted. The Council has not yet been established;
- A proposal for private sector engagement strategy developed but not yet implemented;
- Resources mobilized by three times the original allocation from Germany.

Myanmar outputs: ⁵²

- Launch event organized in June 2016 with the participation of key tripartite constituents and stakeholders;
- Project coordination established and staff hired;
- Project document for the implementation phase developed, in line with national priorities and beneficiaries' needs;

⁴⁹ See Vision Zero Fund Global Report 2016/2017.

⁵⁰ Please see the outputs defined in the project document GLO/16/50/MUL.

⁵¹ The meetings were held on 09.06.2016; 14.07.2016; 20.09.2016; 08.11.2016; 07.02.2017; 29.03.2017; 03.11.2017

⁵² See the First Progress report of VZF Myanmar, October 2017.

- The Project Consultative Committee (PCC) created in June 2017 and two meetings held; ⁵³
- Stakeholder consultation held in October 2017;
- OSH risk assessment conducted in the ginger value chain (including farming, trading and processing);
- A mapping and risk assessment of the garment/textile value chain carried out;
- A collaborative agreement established with Winrock to enhance productivity of ginger farmers;
- Coordination of activities among ILO projects (SMART and H&M) established;
- Development of communication materials.

⁵³ The PCC coordinates the ILO OSH portfolio in Myanmar, which includes the SafeYouth@Work, Youth4OSH and ILO-Korea projects.

10.2. List of documents reviewed

General documents:

- The G7 Summit Declaration;
- The Agreement between the ILO and Germany;
- The Programme Document and its Technical Annex;
- The Strategy document: Achieving a world without fatal accidents or serious occupational accidents and diseases;
- The VZF Private Engagement Strategy;
- The Assessment tool;
- The Global Report 2016/2017.

Project documents:

- The Framework Document (GLO/16/01/MUL and GLO/16/50/MUL);
- The EC project document and logical matrix (GLO/17/01/EUR and GLO/17/53/EUR);
- VZF Myanmar – Inception Phase Project Document and logical matrix (MMR/16/51/MUL);
- Progress Report Myanmar (MMR/16/51/MUL) – May 2017 – Dec 2017;
- VZF Myanmar Progress Report (Draft);
- PARDEV Minutes of Approval and Corrigenda;
- Project budgets and budget revisions;
- Forecast of new funding.

Steering Committee documents:

- Terms of Reference;
- Agenda and minutes of the meetings;
- VZF Manager's reports;
- Analysis of and recommendations for the VZF Governance structure prepared by GlZ;
- Other documents submitted to the consideration.

Publications of the project:

- *Occupational Safety and Health in Global Supply Chains Starterkit. Assessment of drivers and constraints for OSH improvement in global value chains and intervention design. Guide for Implementers.* Geneva, 2018. (in collaboration with the joint ILO-EU Project on OSH to improve the knowledge base and safety and health in Global Supply Chains – GLO/15/39/EUR).
- *Occupational Safety and Health within Sustainable Sourcing Policies of Multinational Enterprises. Summary of research findings focusing on agriculture and textiles.* Geneva, 2018. (in collaboration

with the joint ILO-EU Project on OSH to improve the knowledge base and safety and health in Global Supply Chains – GLO/15/39/EUR).

- *A case study of drivers and constraints for occupational safety and health improvement in the ginger global value chain from Myanmar*. Geneva, 2018.
- *Occupational Health and Safety in the Myanmar Garment Sector*. Unpublished.

Other documents:

- Joint ILO-EU Project to Improve Knowledge Base and Safety and Health in Global Supply Chains to Support G20 Work on Safer Workplaces – Internal evaluation.
- VZF Questions and Answers.
- Mission reports;
- Workshops documents;
- News releases.

VZF webpage

- ILO HQ;
- ILO Myanmar.

10.3. List of persons interviewed

Programme Staff:

- Mr Ockert Dupper, Global Programme Manager, Vision Zero Fund.
- Ms Mariana Infante, Project Manager. Vision Zero Fund Myanmar.
- Ms Sara Park, Programme Officer (01.08.16 to second semester 2016), Vision Zero Fund.
- Ms Lou Tessier, Technical Officer, Vision Zero Fund.

ILO Officials:

- Ms Laetitia Dumas, Coordinator, Programme and Operations, LABADMIN/OSH Branch.
- Mr Wael Issa, Senior Advisor, DDG/P Office.
- Ms Audrey Le Guével, Programme and Operations Officer, ILO-Brussels.
- Ms Jennifer Hahn, Programme and Operations Officer, PARDEV.
- Ms Nancy Leppink, Chief, LABADMIN/OSH Branch.
- Mr Peter Rademaker, Unit Head, Development Partners Relations, PARDEV.
- Ms Justine Tillier, Technical Officer, LABADMIN/OSH Branch.

Members of the Steering Committee:

- Mr Erhan Batur, Counsellor for Labour and Social Affairs, Permanent Mission of Turkey.
- Mr Sebastian Kunzel, Ministry of Labour and Social Affairs (BMAS), Germany.
- Mr Robert Sheppard, USDOL.

10.4. Evaluation plan

- Desk review of the project documents and Steering Committee minutes (see section 10.2).
- Briefings and meetings with project manager and other staff from HQ and the field (ILO-Myanmar).
- Technical meeting with project staff and GIZ to present a proposal for a new governance structure.
- Structured interviews with seven ILO officials at HQ.
- VZF stakeholders' workshop and meeting of the Steering Committee.
- Review of additional documents submitted by the interviewees.
- Structured interviews with members of the Steering Committee.
- Elaboration of the draft report.
- Draft report submitted and preliminary comments received.
- Validation workshop – presentation of findings and recommendations at the Steering Committee meeting.
- Draft report (second version) revised and submitted.
- Comments to draft report (second round) received.
- Final report prepared and submitted.
- Comments to final report received.
- Final report submitted.

10.5. Terms of reference of the evaluation



Terms of Reference Vision Zero Fund – Multi-Donor Trust Fund Start-up Phase – Internal Evaluation Final version

Project Title	Vision Zero Fund (start-up phase)
ILO Project Code	GLO/16/01/MUL (Award/ Umbrella Code) GLO/16/50/MUL (Project/ VZF Secretariat) MMR/16/51/MUL (Project/ VZF Myanmar)
ILO IRIS Code	GLO/16/50/MUL, 105590 MMR/16/51/MUL, 105935
Period covered by the Evaluation	February 2016 – October 2017 for the VZF Secretariat (Global) May – December 2017 for VZF Myanmar
Administrative Units in charge of the project	LABADMIN/OSH Branch, Governance Department for GLO/16/50/MUL, ILO Yangon for MMR/16/51/MUL
Unit in charge of backstopping	LABADMIN/OSH Branch, Governance Department
Timing of evaluation	September – November 2018
Type of Evaluation	Internal
Donors	Multi-donor Trust Fund
Budget	GLO/16/01/MUL – USD 878,776 MMR/16/51/MUL – USD 482,596 (for inception period)
Evaluation dates	September-November 2018
TOR preparation date	July 2018
Evaluation Manager	Ricardo Furman

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Background and description of the programme

1.1. Brief overview of the Vision Zero Fund (VZF)

Based on ILO estimates 2.78 million workers die every year from work-related injuries and diseases. An additional 160 million workers suffer from work-related diseases and 313 million workers from non-fatal injuries per year. The damage to companies and economies is significant.

In economic terms, the ILO estimates that almost 4 per cent of the world's annual GDP is lost as a consequence of work-related injuries and diseases.

Against this background, the Vision Zero Fund (VZF), an initiative of the Group of Seven (G7) countries, aims at preventing work-related deaths, injuries and diseases in sectors operating in or aspiring to join global supply chains (GSCs). VZF's main objective is to increase collective public and private action aimed at fostering and enhancing concrete occupational safety and health (OSH) prevention activities in businesses operating in low and middle income countries. The Vision Zero Fund (VZF) was established in 2015 and became operational in 2016.

The VZF targets specific sectors and countries. The initial focus of VZF projects is on the garment and agri-food value chains. Current pilot countries include Ethiopia, Madagascar and Myanmar and operations in Lao PDR and Tunisia will start in 2018.

The VZF is a multi-donor trust fund, and welcomes contributions from governments, intergovernmental or nongovernmental organizations, and from private sources including companies, foundations and individuals. Current donors include the European Commission, Germany, France, Sweden, Norway and the United States. Siemens became the first private sector donor to join the Fund.

The International Labour Organization (ILO) administers and implements the Fund's projects, which allows it to benefit in terms of strategic coherence from the ILO's leading global role in the area of occupational safety and health. In particular, the VZF directly benefits from the tools developed under the auspices of the joint ILO-EU research on OSH in global supply chains. The VZF projects contribute to the Global Action for Prevention on Occupational Safety and Health (OSH-GAP) Flagship Programme and the ILO Programme of Action 2017-2021 on Decent Work in Global Supply Chains.

1.2 VZF start-up phase

The VZF started operations in February 2016 when the first contribution of three million euros to the fund was received from the German Federal Ministry for Labour and Social Affairs (BMAS). The first allocation was used to set up the Fund Secretariat, including recruiting the Fund Manager, who started on 1 June 2016. In June 2016, the VZF project in Myanmar was launched, and in November 2016, the inception phase of the VZF Myanmar project was approved. Operations started in May 2017. Both VZF Secretariat (GLO/16/50/MUL) and VZF operations in Myanmar (MMR/16/51/MUL) are funded through the same multi-donor award (GLO/16/01/MUL).

At global level, the VZF Start-up phase lasted until October 2017, when the European Commission added its contribution to the initiative, shortly followed by the additional contributions from Norway, Sweden and Siemens. In Myanmar the inception phase started in May 2017 and ended in December 2017. The beginning of operations in Madagascar (October 2017) was funded with support of the French Ministry of Labour.

The following outputs/products/activities were delivered during the Programme Start-up phase February 2016 – October 2017:

1. **Recruitment of Secretariat staff:** A Programme Manager (P5) and an administrative assistant (G5) were recruited to administer the VZF. A Programme officer (P3) position was approved by

the Steering Committee in May 2017 following the commitment of the EU to contribute to the Vision Zero Fund initiative.

2. **Formulation and adoption of the VZF Strategy** laying out criteria for country and sector focus.
3. **Establishment of the VZF governance structure:** The VZF Framework Document, which was prepared in 2015 to facilitate the first contribution by the German Federal Ministry for Labour and Social Affairs (BMAS) to the Fund, envisaged that, in addition to the ILO as administrator of the Fund, the governance structure of the VZF would have two main components, namely (i) a Steering Committee (to the Administrator); and (ii) a Strategy Council.
4. **Design of the VZF Myanmar (Inception Phase)**
5. **Expansion of the donor base:** funding from the European Commission and the French Ministry of Labour was secured
6. **Other initiatives /activities initiated during the start-up phase but not delivered by the end of the start-up phase:**
 - Development and approval of the VZF Strategy (2016-2021) “Achieving a World without fatal Occupational Accidents and Diseases”
 - Negotiations for further funding with: Siemens, Dekra, the Government of Norway, the Government of Sweden, United Kingdom (DFID)
 - VZF proposal integrated within the “One ILO” intervention in Ethiopia
 - Preparation and approval of a VZF project proposal for Lao PDR
 - Development of a VZF private sector engagement strategy
 - Development of communication materials and awareness raising activities of the Fund through participation in various high-level events

Evaluation background

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Evaluation for the purpose of accountability, learning and planning and building knowledge is an essential part of the ILO approach.

Based on discussions between the VZF Secretariat, PARDEV and EVAL in May 2018, it was decided to evaluate the start-up phase of the VZF (February 2016 – October 2017 for the VZF Secretariat/May-December 2017 for VZF operations in Myanmar, both funded by the VZF Multi-donor award) separately, before starting the evaluation cycle of the entire VZF programme from January 2018 onwards, including all the sources of funding. From that date, the programme would be evaluated as a whole using cluster evaluation in line with ILO policy guidelines for result-based evaluation (i.e. both centralized and decentralized funding would undergo one single evaluation cycle and process).

Purpose and scope of the evaluation

Purpose

The main purpose of the evaluation of the VZF Start-up Phase is to enable programme staff, constituents, steering committee members and other Fund donors to assess the progress in the delivery of this inception phase of the programme and to inform potential modifications to improve programme delivery. In addition, this evaluation should promote organizational learning as well as accountability for programme donors.

The main objectives of this evaluation are as follows:

- Assess the design of the VZF programme both at global level and in Myanmar;
- Determine programme effectiveness at the Inception phase both at global level and in Myanmar: progress achieved, understanding how and why results have been or not advanced and/or achieved. Identify also additional relevant unintended/unexpected results if any;
- Assess the programme implementation efficiency;
- Establish the relevance of the programme outcomes and its usefulness at country and global level against the G7 Ministerial Declaration of 2015 as well as UN, ILO and other national/international development frameworks;
- Assess the sustainability of the VZF approach;
- Provide recommendations for relevant stakeholders' engagement particularly in the current implementation phase;
- Identify emerging potential good practices and lessons learned.

Scope

The evaluation should focus on all the activities that have been implemented between **February 2016 and October 2017 for the global level and until December 2017 for Myanmar**. This includes the inception phase activities coordinated by **VZF Secretariat** (under GLO/16/50/MUL) and decentralized in **Myanmar** (MMR/16/51/MUL). To the extent possible, the evaluation should pay particular attention to the programme flow and strategic organization of activities to achieve results.

While the evaluation focus will be the Inception phase, the current implementation will be discussed to contrast with what was planned at the Inception phase versus the actual implementation to understand any adjustments in the proposed model.

The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluator should reflect on them for learning purposes.

The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if this would be the case).

The role of the evaluator will be an external facilitator. He/She, based on the desk review of existing documents and preparatory consultations through interviews, will identify areas where discussion is needed for the project stakeholders workshop and to facilitate reaching to a consensus on the way forwards. The external facilitator will also provide input and further analysis based on their perspective and their overall findings. The results will be used to adjust strategies of the project.

Clients

The tripartite constituents, the ILO LABADMIN/OSH Branch, the Steering Committee members, and other VZF donors (those not part of the Steering Committee) are the clients of this evaluation as well as all other parties interested.

Suggested aspects to be addressed

The evaluation should be carried out in adherence with the ILO Evaluation Policy, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

<<http://www.oecd.org/dac/evaluation/qualitystandardsfordevelopmentevaluation.htm>>; The UNEG Code of Conduct for Evaluation in the UN System
<<http://www.unevaluation.org/document/detail/100>>.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

The evaluation will address the overall ILO evaluation concerns such as design, relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations 3rd edition (i-eval resource kit), 2017.

The questions will be addressed for the global level and for Myanmar as relevant as they are in each case.

Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects” All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

Below are the main categories that need to be addressed:

1. Design (the extent to which the design is logical and coherent)

- Determine the validity of the programme design. Are the timeline and objectives of the programme clear, realistic and likely to be achieved within the allocated resources (including human resources)?
- Is the programme design logical and coherent? Does the programme design meet the ILO guidance on Results-Based project design?
- How appropriate and useful are the indicators (and targets) established in the programme logical framework in terms of assessing project progress?
- To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- Assess whether the problems and needs (institutional arrangements, roles, capacity and commitment of stakeholders) were adequately analysed and determine whether the needs, constraints, resources and access to programme services of the different beneficiaries were clearly identified, taking gender issues into concern
- Has the strategy for sustainability of programme results been defined clearly at the design stage of the programme?
- Was a start-up phase a necessary step to build a sustainable VZF programme?

2. Effectiveness (the extent to which the intervention’s immediate objectives were achieved taking into account their relative importance)

- Examine the inception phase results in terms of quality, quantity and timing and progress towards the programme objectives.
- Have unplanned results been identified and if so, why were they necessary and to what extent were significant towards the achievement of the programme objectives?
- How did positive and negative factors outside of the control of the programme affect programme implementation and programme objectives and how did the programme deal with these external factors?
- Assess how gender issues have been mainstreamed in the approach developed by the programme.

3. Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result) and management arrangements

- Compare the allocated resources with results obtained by October (global) and December (Myanmar) 2017. In general, did the results obtained justify the costs incurred?
- Assess the programme operation (different awards, centralized/decentralized funds).
- Is the collaboration system established between the ILO and the VZF Steering Committee efficient?
- Has the programme received adequate administrative and technical/political support from LABADMIN/OSH and the ILO office in Myanmar?

4. Relevance

- Examine whether the programme responds to the needs of the indirect beneficiaries.
- Is the programme a relevant response to the Ministerial Declaration of the Meeting of the G7 Employment and Development Ministers of 13 October 2015?⁵⁴
- Is the programme in line with the UN, ILO and other national and international policy frameworks such as the ILO P&B, the ILO Programme of Action 2017-2021 on Decent Work in Global Supply Chains, the 2030 Agenda on Sustainable Development, the EU policy framework, etc.?
- Is the programme complementary to other multilateral initiatives aimed at improving occupational safety and health (OSH) in global supply chains?

5. Sustainability

- Assess if strategies to ensure the sustainability of the programme outcomes have been considered in the Inception phase for further implementation in the next phase. Assess whether these strategies have been articulated/explained to stakeholders.

Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

- 1 A background report: it will include achievements of the Project as documented and assessed by the facilitator; a summary of the key findings based on the purpose of the evaluation; the suggested aspects to address and the initial scoping by the evaluator; and questions and issues identified for discussion at the workshop.
- 2 Stakeholders' workshops in Geneva to discuss and refine key findings, conclusions, recommendations, lessons learned and good practices identified by the participants.
- 3 Draft evaluation report for the project: the evaluation report should include and reflect on findings from the data collection and the stakeholders' workshop.
- 4 Final evaluation report after comments from stakeholders.

⁵⁴ Action for Fair Production Declaration:

http://www.bmz.de/g7/includes/Downloadarchiv/G7_Ministerial_Declaration_Action_for_Fair_Production.pdf

- 5 Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary and complete the LLs and GPs templates which will be posted on the ILO's website.

Draft and Final evaluation reports include the following sections:

- Executive Summary (standard ILO format) with key findings, conclusions, recommendations, lessons learned and good practices (each lesson learned and good practice need to be annexed using standard ILO format)
- Methodology (and limitations)
- Clearly identified findings
- A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- Clearly identified conclusions and recommendations (i.e. for recommendations specifying to which actor(s) apply)
- Lessons learned
- Potential good practices.
- Appropriate Annexes including present TORs, inception report, persons interviewed, evaluation schedule, etc.

The reports (including key annexes) have to be submitted in English as well as the executive summary with key findings, conclusions, recommendations, lessons learned and good practices.

The total length of the report should be a maximum of 30 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO and the VZF Steering Committee. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Methodology

The following is the suggested methodology for the project evaluation. The methodology can be adjusted by the evaluator if considered necessary in accordance with the scope and purpose of the review. This should be done in consultation with the evaluation manager.

a. Document Review, scoping and inception

The evaluator will receive a briefing by the project team, review the project document, work plan, progress reports, and other documents that were produced by the project. In addition, the evaluator will conduct electronic and/or telephone interviews.

Based on the evaluations purposes and the suggested aspects above, the document review, briefings and interviews, the facilitator will identify key issues for discussion during the evaluation stakeholders' workshop.

A background report will be prepared by the evaluator, which should include:

- Achievement of the Project as documented and assessed by the evaluator

- Summary of the key findings based on the purpose of the evaluation, the suggested aspects to address and the initial scoping by the evaluator
- Questions and issues identified for discussion at the workshop.

The evaluator will develop a tentative proposed agenda for the stakeholders' workshop and will present the Background Report to the workshop.

The main sources of information are the review of selected documents (1.1), the consultation of the webpage of the project (1.2) and the conduct of interviews (1.3).

1.1 Documents review

The evaluator will review the following documents to be provided by the project management through e-mail:

- VZF Framework document
- VZF Strategy
- VZF Private Engagement Strategy
- VZF Myanmar – Inception Phase Project Document
- VZF Myanmar Progress Report (Draft)
- Overall VZF Programme Document
- VZF – French Ministry of Labour Proposal (Madagascar, Tunisia)
- PARDEV Approval Minutes
- Steering Committee ToR
- VZF Programme Manager's reports and minutes of Steering Committee Meetings
- Mission, meeting, workshop and training reports;
- GLO/16/50/MUL and MMR/16/51/MUL budgets – planned and actual- expenditures;

1.2 Consultation of VZF webpage

www.ilo.org/vzf

1.3 Individual interviews

Individual interviews in person, by phone, e-mail or Skype can be conducted with the following:

- Programme staff including Ockert Dupper, Global Programme Manager, Lou Tessier, Technical Officer, Sara Park, former programme officer (second semester 2016);
- The LABADMIN/OSH Branch in Geneva, including Ms. Nancy Leppink, Branch Chief, Laetitia Dumas, Coordinator, Programme and Operations, Justine Tillier, Technical Officer;
- The Governance and Tripartite Department (GOVERNANCE) in Geneva: Moussa Oumarou (GOVERNANCE Director at the time), Wael Issa;
- Donor relations staff: Peter Rademaker, Unit Head, Development Partners Relations, Jennifer Hahn, Programme and Operations officer, Audrey Le Guével (ILO Brussels);
- The ILO Office in Yangon, Rory Mungoven, Country Director, Marianna Infante, Project Manager, Thein Than Htay, National Officer;
- Selected members of the VZF Myanmar project advisory committee;
- German Federal Ministry for Labour and Social Affairs (BMAS) representatives, Sebastian Kunzel, Sabine Baun;
- EU DEVCO representatives, Françoise Millecam.

b. Stakeholders' Workshop

The stakeholders' workshop will be facilitated by the evaluator. It will be the opportunity to discuss preliminary findings of the evaluation, and check accuracy of the data collected.

The workshop will include participation of the programme staff and steering committee members.

The stakeholders' workshop will take place, tentatively, in 9 November, at ILO HQ and could include participants by Skype or VC (i.e. Myanmar).

c. Development of the evaluation report

The draft reports will be circulated by the evaluation manager to key stakeholders (including Steering Committee members, the tripartite constituents, other key stakeholders and ILO staff at LABADMIN/OSH in Geneva and Yangon, Myanmar) for comments.

The comments from stakeholders will be consolidated by the evaluation manager and will be sent to the evaluator to incorporate them into the revised evaluation report.

d. The evaluator responsibilities and profile

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of project documents • Development of the evaluation instruments • Briefing with project manager • Interviews with relevant stakeholders • Facilitate the workshop • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary and LLs and GPs templates as per standard ILO format 	<ul style="list-style-type: none"> • Has not been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with research and policy level work, and institutional building. • Experience in the area of OSH is an asset. • Fluency in English essential • Experience facilitating workshops.

The project will be evaluated by an ILO officer trained as certified evaluator. The evaluator won't have previous or on-going direct relation with the project.

Management arrangements

The evaluator will report to the Evaluation Manager for this evaluation. The evaluation manager takes the responsibility in finalizing the TORs in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied with the quality checklist of ILO evaluation report. The report will be approved by the evaluation manager and submitted to the project and to EVAL to upload it in the EVAL i-discovery public portal for ILO evaluations.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donors, tripartite constituents, relevant government agencies and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

Calendar

The duration of this evaluation is 20 working days between 10 September 2018 and 20 January 2019 (tentative dates).

Phase	Responsible Person	Tasks	Proposed timeline	Number of evaluator's days
I	Evaluator	<ul style="list-style-type: none"> ○ Desk Review of project related documents 	10 September – 31 October	10

		<ul style="list-style-type: none"> ○ Briefing with the evaluation manager and LABADMIN-OSH Branch ○ Interviews with stakeholders ○ Preparation of the Background report 		
II	Evaluator	<ul style="list-style-type: none"> ○ Preparation of the workshop ○ Workshop with the project and relevant stakeholders (1/2 day) 	8-9 November	2
III	Evaluator	<ul style="list-style-type: none"> ○ Draft report based on desk review interviews /questionnaires with stakeholders and workshop discussions ○ Debriefing 	12-30 November	5
IV	Evaluation manager	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Stakeholders provide comments ○ Consolidate comments of stakeholders and send to team leader 	3-14 December	
V	Evaluator	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included 	16-18 January 2019	3
VI	Evaluation Manager	<ul style="list-style-type: none"> ○ Review and submission the final version to the stakeholders and EVAL for uploading in the public database 	20 January	0
		Total no. of working days for Evaluator		20

Annex:

Relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

10.6. Good Practice

ILO Emerging Good Practice Template	
Project Title: Vision Zero Fund - Start-up Phase Project TC/SYMBOL: GLO/16/01 MUL Name of Evaluator: Beatriz Cunha Date: 25.11.2019 The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>The Vision Zero Fund adopted a specific methodology to select, map, analyse the supply chain and to design the respective country interventions. The research methodology was previously developed by (Joint ILO-EU Project to Improve Knowledge Base and Safety and Health in Global Supply Chains to Support G20 Work on Safer Workplaces (see Occupational Safety and Health within Sustainable Sourcing Policies of Multinational Enterprises Summary of research findings focusing on agriculture and textile).</p> <p>The methodology was used to assess the drivers and constraints for occupational safety and health improvement in the ginger global value chain in Myanmar.</p> <p>The methodology provides for:</p> <ul style="list-style-type: none"> a) identification of all supply chain actors throughout the chain – from local producers to global buyers; b) analysis of the structure of the chain; c) description of the value chain institutional environment and regulations; d) assessment of the drivers and constraints that affect OSH conditions; e) study of the vulnerability profiles, e.g. “characteristics of specific groups of workers putting in relation exposure to occupational hazards and risks with factors that make workers more likely to be exposed to such hazards and risks and / or with low capacity to cope with the consequences of such exposure”; and, f) proposals for intervention strategies and approaches to improve OSH performance in the ginger value chain, which could enhance its competitiveness in overseas export markets. <p>This methodology was systematized and published (see Occupational Safety and Health in Global Value Chains Starterkit) .</p>

Relevant conditions and context: limitations or advice in terms of applicability and replicability	The methodology is being used in other VZF country programme interventions.
Establish a clear cause-effect relationship	The use of methodology enabled the project to design targeted interventions and identify partners and beneficiaries throughout the supply chains.
Indicate measurable impact and targeted beneficiaries	Myanmar national tripartite constituents, ginger producers and their families involved in the ginger supply chain were interviewed and participated in the design of the country intervention.
Potential for replication and by whom	The methodology was subsequently applied in other VZF country interventions. It can be used by all ILO OSH projects addressing a specific global supply chain.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The methodology contributes to the road map on decent work in global supply chains approved by the ILO Governing Body. It is also in line with the P&B 2018-19 Outcome 7 on Workplace Compliance.
Other documents or relevant comments	See publications available at the website: https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/governance/labadmin-osh/programmes/vzf/lang--en/index.htm