ILO - EVALUATION

- **Evaluation Title:**   **LEGOSH database – internal evaluation**

- **ILO TC/SYMBOL:**

- **Type of Evaluation :**   **Internal**

- **Country(ies) :**   **Geneva**

- **Date of the evaluation:**   **December 2019 –April 2020**

- **Name of consultant(s):**   **Magdalena Bober**

- **Administrative Office:**   **2012-13: SAFEWORK/CIS; 2013-15/19 LADABMIN/OSH**

- **Technical Backstopping Office:** **2012-13: SAFEWORK/CIS ; 2013-15/19 LADABMIN/OSH**

- **Date project ends:**

- **Donor: country and budget US$**   **Government of the Republic of South Korea**

- **Evaluation Manager:**   **Claude Loiselle**

- **Evaluation Budget:**

- **Key Words:**   **occupational health and safety, database**

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit

Internal Evaluation – LEGOSH database

20 April 2020

Contents

List of abbreviations

CEACR - Committee of Experts on the Application of Conventions and Recommendations

CIS - The International Occupational Safety and Health Information Centre

EPLex – ILO Employment Protection Legislation Database

ILO – International Labour Organisation

IRLex - ILO Legal Database on Industrial Relations

ISSA – International Social Security Association

ITC-ILO - International Training Centre of the International Labour Organisation

LABADMIN/OSH - Labour Administration, Labour Inspection and Occupational Safety and Health Branch of the ILO

NATLEX – ILO database of national labour, social security and related human rights legislation

OSH – Occupational Safety and Health

Executive summary

LEGOSH is a database maintained by the ILO LABADMIN/OSH branch. It contains key information on national legislation in relation Occupational Health and Safety around the world. The main objective pursued by developing LEGOSH was to support international knowledge sharing on OSH legislation by providing direct and easy access to key legal provisions of interest for various categories of stakeholders.

The development of LEGOSH originated in 2011. Activities related to LEGOSH development were financed both from the ILO Regular Budget and - between August 2012 and June 2015 - through three separate Technical Cooperation projects financially supported by the Government of the Republic of South Korea.

This internal evaluation was carried out between December 2019 - April 2020. It aims at supporting organizational learning and improvement by identifying lessons that have been learned and emerging good practices. This information can work towards improving future strategies, particularly in designing next steps for LEGOSH and other similar databases.

The evaluation assessed LEGOSH guided by the criteria of relevance to ILO strategy and to the needs of stakeholders; coherence; effectiveness in terms of database usability, quality of information and promotional activities; efficiency, impact, and potential for sustainability.

The evaluation used a mix of approaches and ensured triangulation of information. It used a variety of data sources including: document analysis, LEGOSH database functionality analysis, expert quality assessment, online survey among potential users, online survey among contributors, interviews with key stakeholders, and benchmarking with other similar ILO databases.

The evaluation encountered several limitations including: - little monitoring data especially for the period after 2015; - the wide list of potential beneficiaries which made it impossible to establish a sampling frame, - unavailability of several key stakeholders (e.g. donor representatives, former ILO management staff), - a limited number of responses to the online survey. This calls for caution when drawing conclusions and recommendations.

The findings of the evaluation are as follows:

<u>Relevance</u>

Development of LEGOSH database can be considered relevant to the ILO activities on OSH planned for 2020-2021. Compiling and disseminating reliable information on OSH legislation can support global and country level actions planned under Output 7.2. "Increased capacity of member States to ensure safe and healthy working conditions".

LEGOSH is supposed to benefit a wide variety of stakeholders: policy makers, social partners, OSH institutions, researchers, companies, and individuals. Needs of some, but not of all, major stakeholder groups were assessed at the early stage of LEGOSH development. In particular, the ILO core constituents (governments and the social partners) could have been more involved when the database was conceptualised.

National OSH institutes, academics and ILO staff with OSH responsibilities who replied to the user survey generally consider that LEGOSH is a relevant tool. International stakeholders, including international social partners, seem to rely on other sources of OSH information. The evaluation was not able to assess the relevance of LEGOSH to national policy makers and companies.

Coherence

The classification structure seems to correspond well to the LEGOSH intended knowledge generation function, although simplifications could be considered. Some headings (e.g. "Obligation to implement a specific OSH management system or standard") seem to be misunderstood by the contributors as information reported in this section varies a lot from country to country. In general, sections of the database where for most countries it is reported that "no data" was available could be looked at in view of potential simplification.

In terms of external coherence, LEGOSH is well referenced on ILO webpages, both those administered by LABADMIN/OSH and by other departments. However, several links included in "OSH country profiles" managed by the LABADMIN/OSH Branch need updating (e.g. in case of Albania and China).

LEGOSH largely builds on the information contained in NATLEX, and the two databases complement each other. At the same time, NATLEX provides more up-to-date information than LEGOSH, reducing perceived coherence between the two databases. Putting in place an automatic notification from NATLEX whenever a new OSH-related law is uploaded could facilitate LEGOSH updates and coherence between the two databases.

Effectiveness

The knowledge-sharing objective of the LEGOSH project was translated into a comprehensive set of outputs. By 2015 most of the planned outputs had been achieved, although dissemination of knowledge through policy briefs had been limited. After 2015, no further outputs or targets for LEGOSH have been explicitly set and monitored, making it difficult to evaluate whether the objectives were reached.

In terms of factors influencing project delivery, the discontinuation of ILO CIS network and subsequent events had an impact on the way the LEGOSH data was collected. Working relations between the ILO and (former) CIS collaborating centers had not been regularly maintained thus instead of relying on the CIS network, as it was initially planned, the information was gathered partly by engaging external consultants, partly through mobilising voluntary contributions. Collaboration with networks (e.g. European Law Students Association) rather than individual contributors allowed for timely delivery of information for a higher number of countries, and is a strategy that could be expanded in the future.

As for the usability, the majority of users and contributors indicate that the database is rather easy to use. A feature that could be improved is the search function. On the other hand, the review and editing process poses some practical challenges, as only the "contributors" are allowed by the LEGPOL system to edit the submitted entries. This led "contributors" and "reviewers" to exchange Word documents rather than working directly through the LEGPOL system.

Data quality and reliability is one of the key factors of success of any database. Majority of users and contributors who replied to the survey perceive the quality of LEGOSH as "rather high". Lack of recent updates is the most important quality problem.

The database is accessible through the ILO website and easy to find through search engines. In addition, LEGOSH project team engaged in a variety of promotional and dissemination activities.

Efficiency

The project did not foresee monitoring and evaluation arrangements from the outset. As LEGOSH development was financed from different sources over time, including Regular Budget and Technical Cooperation, the extent of monitoring and evaluation requirements was limited.

Programmatic documents are only available for the period 2012-2015 and indicate that most of the project outputs were delivered on time, besides an initial delay in developing the IT platform. Since 2015 the project activities have been less systematic, with no clear timelines and targets.

In terms of management of the project, coordination with donor, external LEGOSH contributors and IT department took place. However, there was no steering committee or a similar structure involving constituents and other stakeholders relevant to the project.

The evaluation also looked into possible duplications between LEGOSH and other OSH data sources. Because of its comprehensiveness, LEGOSH can be seen as providing unique information compared with other freely available sources. Other free databases and information portals are either country or topic-specific, or do not provide analysis.

Impact

There is some evidence that the information from LEGOSH has been used by stakeholders to inform policy making, research, ILO technical assistance and training programmes. In addition, the IT infrastructure developed by LEGOSH project has been used to host other policy/legal databases (IRLex, CEELex, and INTEROSH). Moreover, legislation uploaded to LEGOSH has also enriched NATLEX.

On the basis of the above findings the evaluation formulated the following main recommendations:

1. Before taking strategic decisions on future development of LEGOSH, it is important to further explore knowledge needs of policy makers and constituents in the area of OSH legislation.
2. If LEGOSH is to be maintained, it is recommended to strengthen the strategy for content acquisition and engagement of the contributors, possibly relying on inputs from labour ministries and OSH research networks.
3. Given the complexity of a review process, a "manual" for reviewers could be developed to make sure the knowledge of the LEGPOL platform and the review processes is kept in the organisation.
4. Focus on updating and maintaining LEGOSH up-to-date is key to ensure continued quality and reliability of the database.
5. A process of quality control of the contributions is in place, but it could be improved if reviewers have specific country and language knowledge. This could notably be achieved

e.g. by establishing regional focal points in LABADMIN/OSH, cooperation with OSH specialists in field offices, cooperation with other departments, or engaging external academics/lawyers

6. In the future, similar projects/products financed from multiple sources (RB, TC) could benefit from a more harmonised approach to planning, monitoring and evaluation.

7. Project management should consider establishing a steering committee involving relevant stakeholders, to inform strategic developments related to the LEGOSH database (or ILO databases in general).

8. A database development strategy could be developed at the level of the ILO to help in setting organisational priorities for database development and committing resources, clarifying roles and responsibilities of various departments in HQ and field offices, and engaging in necessary promotional and data collection efforts.

9. Looking ahead, the ILO could consider various database development activities related to OSH: a) Continuing to develop LEGOSH as a distinct analytical OSH legal database, b) developing more tailored, topic-specific OSH-related databases on main issues of interest to constituents, c) developing and improving NATLEX as the main ILO legal database, d) encouraging and supporting Member States to publish information on OSH legal requirements on their national websites.

1. Introduction, background and project description

1.1. LEGOSH database – objectives

LEGOSH is a database maintained by the ILO containing an overview of key information on national legislation in relation Occupational Health and Safety around the world.

According to the project final report, the interface of LEGOSH database should offer the possibility to:

- Generate summaries on all or selected aspects of legislation in a given country;
- Access country legislation and other legal instruments in original version and their translations into EN, FR and ES where available;
- Link to national and regional OSH institutions websites, databases and other sources of legislation, policies and information;
- Browse by country, topic and search words;
- Compare all or selected aspects of OSH legislation between countries;
- Observe how provisions of ILO Conventions are reflected in national legislation;
- Track changes to OSH legislation over a period of time;
- Relate to the comments of the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR).

LEGOSH builds on information stored in NATLEX, which is the main ILO database on labour law; while simultaneously extending and expanding it.

The **main objective pursued by developing LEGOSH was to support international knowledge sharing on OSH legislation** by providing direct and easy access to key legal provisions of interest for various categories of stakeholders. It was noted at the time that many countries did not provide easily accessible information on their national legislation related to OSH. The database was supposed to fill that gap. It was expected that if stakeholders know better various OSH legal provisions from different countries, they can: e.g. appreciate different approaches taken by different countries to regulating specific OSH issues, initiate a better-informed discussion on how to draft certain legislative provisions, - highlight specific problems e.g. gaps in coverage in national legislation in relation to ratified ILO conventions.

LEGOSH should enable users to access relevant data, from core legislative texts to country specific jurisprudence and good practices. The database should also allow for tracking changes in national OSH legislation over time and mapping what areas are covered and how by taking key international labour standards as benchmarks.

Beneficiaries of LEGOSH are broadly defined in project documents: "All ILO constituents and the public in general are potential direct beneficiaries of the global database on OSH legislation. Access to reliable and targeted legislative information on OSH supports the achievement of decent work by guiding stakeholders to make better-informed decisions in this area. (…) This online reference source of authoritative information for OSH will also be of particular interest to workers' and employers' organizations, multinational companies, small and medium-sized enterprises, universities and

research institutes, international organizations as well as individuals seeking clarification on particular OSH rights and duties."

1.2. LEGOSH database – project background

Work on the development of the first Global Database on National OSH Legislation (LEGOSH) was initiated as a Global Product of the ILO Programme and Budget (2012-13) framework. The idea originated in 2011 and was driven by the observation that many countries did not provide easily accessible online information on their national legislation related to Occupational Safety and Health. At the same time, the ILO had gathered such information on several countries through its network of OSH information centres. It was thought that this knowledge could be capitalised on, and shared to support mutual learning. Since then the ILO invested a considerable amount of financial and human resources in conceptualizing the database, building an IT platform to host the information and researching, collecting, analysing, translating, reviewing and editing relevant data.

1.3. Developing LEGOSH – financing sources, development phases and planned outputs

Activities related to LEGOSH development were financed both from the ILO Regular Budget and - between August 2012 and June 2015 - through three separate Technical Cooperation projects financially supported by the Government of the Republic of South Korea. This mix of financing sources led to divergent reporting, monitoring and documentation requirements in different phases of the LEGOSH development, influencing the availability of information on planned outputs and deliverables.

The development of LEGOSH originated in 2011, and the idea of developing the database was presented during two meeting of ILO CIS Centers Network in September and November 2011.

In 2012 work started on formulating descriptors (template datasheet) for collecting data, on the basis of the ILO Conventions No 81, 155, 161, 187, outlining the provisions expected to be found in OSH legislation. The inventory of available information on OSH legislation was created.

The second phase, in 2013, consisted of developing the Oracle-based application. Upon building the IT platform hosting LEGOSH, the available data was progressively reviewed, edited and uploaded.

By 2014 it became apparent that the main challenge was to make the LEGOSH database sustainable and up to date at minimum cost. Options for participatory data collection (through voluntary contributions), review and update using the ILO worldwide field structure, the international network of the former CIS centres and national experts were proposed and experimented.

Since June 2015, following the end of financial support from the Government of the Republic of South Korea, activities related to the LEGOSH development have been less systematic, and outputs have been set only in the context of performance appraisals of the involved ILO officials.

Phase	Planned outputs
August 2012- June 2013	- Template datasheet comprising the key legislative OSH items for the database; - Inventory of the most up-to-date national legislation relevant to OSH from over 50 countries in English and other original languages; - 50 completed country- specific datasheets based on the extraction of the relevant provisions from the respective national OSH legislation in line with the key OSH items of the template datasheet; - Online database with a full programmed structure and filled data per country and legal OSH item - An analytical design proposal for possible trends and comparisons that can be identified from the database for use in future reports and papers.
January 2014- February 2015	- Country coverage increased to 100 countries, including content validated for 80 of them - Database application fully operational and accessible on the ILO website - Initial set of policy briefs and/or technical guidance notes on selected priority topics - Promotional material developed and available
July 2014 - June 2015	- Country coverage increased to 120 countries, including content validated for 100 of them; - International roster of OSH legislation experts contributing as content providers and reviewers - Training tutorial for contributors and reviewers developed and available on-line

Source: LEGOSH progress reports submitted to the Government of the Republic of South Korea

2. Evaluation purpose, methodology and limitations

2.1. Purpose, scope and clients

This Internal Evaluation has the **purpose** of supporting **organizational learning and improvement**. The evaluation seeks to determine how well LEGOSH achieved the outcomes and outputs planned, how they were achieved and under what conditions. The evaluation also attempts to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can work towards improving future strategies, particularly in designing the sustainability strategy and next steps for LEGOSH and other similar databases.

The **scope** for this evaluation are activities related to LEGOSH development, from its inception in 2011/2012 through 2019. All phases of development and current status are included. However, it was decided that technical activities linked purely to the development of Oracle-based IT platform that hosts the LEGOSH database are outside of the scope of the evaluation.

The **principal client for the evaluation is LABADMIN/OSH** and the ILO.

2.2. Evaluation criteria and main questions

The evaluation assessed LEGOSH guided by the following criteria:

- **relevance** to ILO strategy and to the needs of stakeholders;

- internal **coherence** and external coherence with other ILO OSH information sources;
- **effectiveness**: database usability and quality of information contained in the database;
- **efficiency** of monitoring arrangements, timeliness of outputs delivery and avoidance of duplications;
- **impact**: use of information contained in the database by beneficiaries;
- potential for **sustainability**.

The following evaluation questions were considered:

1. To what extent is LEGOSH relevant to the 2020-21 Programme and Budget outcomes that it should aim to support?
2. Is LEGOSH relevant to the needs of national, regional and international stakeholders, including beneficiaries?
3. To what extent is LEGOSH internally coherent?
4. To what extent is LEGOSH externally coherent?
5. Have the outputs been effectively supporting the achievement of the overarching development objective/outcome?
6. Is the database easy to use?
7. Is information contained in the database of sufficient quality?
8. Is the LEGOSH database effectively promoted?
9. Did the project foresee clear monitoring and evaluation arrangements?
10. Were outputs delivered on time?
11. Does LEGOSH provide unique knowledge? Were duplications avoided?
12. How well did project management coordinated with partners to support development and management of the database?
13. To what extent was the knowledge from LEGOSH used to inform policy and law making, including technical assistance provided by the ILO?
14. Was there any other use of the database?
15. Does management has a strategy that involves constituents and development partners to enhance development and impact and promote sustainability of LEGOSH?
16. Can any lessons and good practice for sustainability of LEGOSH be drawn from the experience of other ILO databases?

The table in Annex 6.5 explains how evaluation questions were answered by way of data collection methods and data sources.

2.3. Methodology

The evaluation used a mix of approaches and ensured triangulation of information. It used a variety of data sources including: document analysis, LEGOSH database functionality analysis, expert quality analysis, online survey among potential users, online survey among contributors, interviews with key stakeholders, benchmarking with other similar ILO databases. The evaluation used mainly qualitative data analysis methods (content analysis of the data, looking for patterns, categories or themes), supplemented by quantitative data from the online surveys.

2.3.1. Document analysis

The evaluator analysed a number of available programmatic, strategic and meetings documents. The list is contained in Annex 6.2.

2.3.2. LEGOSH database functionality analysis

The evaluator performed a simple functionality test of LEGOSH from the user perspective. Five tasks were performed: - display information on legislation from all available countries pertaining to biological hazards, - display information on changes in OSH legislation in a selected country, - access LEGOSH database using the link available on the ILO National OSH profiles website, - display information on legislation pertaining to OSH workers rights and duties in three selected countries, - access LEGOSH database from a mobile device.

2.3.3. Quality analysis – legal expert assessment

An assessment of quality of selected LEGOSH entries was commissioned to a legal expert specialising in OSH legislation. A selection of 10 countries have been made, in order to capture: - 5 regions covered by the LEGOSH database (Africa, Americas, Arab States, Asia, Europe), - different levels of country income according to the World Bank classification, - various dates of last update in the LEGOSH database.

The experts assessed the quality of the entries taking into account the following criteria:

- *Comprehensiveness*: assessment if the entry captures all aspects of the OSH legal framework in a selected country. Particular attention was paid to the availability of the *description of the role of stakeholders* as they play an essential role in implementing OSH regulations and policies, as well as whether LEGOSH entries contain the *List of principal OSH legal texts* applicable in a country;
- *Accuracy*: assessment if the information presented is exact and correct;
- *Clarity*: assessment if the information is presented in a clear and easy to understand manner for an average user;
- *Timeliness*: assessment if the information is up to date (assessment was done by comparing data in LEGOSH with legal information available on NATLEX and on relevant websites of public authorities);
- *References to case law*: the assessment if information in LEGOSH refers to any main legal cases in the country, as the interpretation of the OSH law by courts is essential in order to understand the legal framework well.

Based on this analysis, the expert formulated recommendations for quality improvements.

2.3.4. Online surveys

Online surveys aimed to capture experiences and perspectives of potential and actual LEGOSH users/beneficiaries, as well as contributors. The surveys contained questions related to relevance, effectiveness, efficiency and impact of the LEGOSH database.

Two online surveys were designed and carried out in February 2020.

1. A survey of <u>contributors to LEGOSH</u>
   The evaluator obtained a list of 61 valid email addresses to contributors to LEGOSH. 24 replies were received giving a response rate of 39%.

2. A survey of <u>potential users of LEGOSH</u>

As LEGOSH database intends to benefit a wide range of stakeholders who are not clearly defined in the project documents, the challenge is to define a population of (potential) users. In fact, a complete sampling frame of all relevant beneficiaries cannot be constructed. Therefore, non-probability methods were used.

During the period of one month, a link to the survey was available on the LEGOSH website and visitors were encouraged to give feedback on the database. To prompt responses, the link to the survey and the request to fill it in was circulated to 48 ILO and ITC-ILO staff with responsibilities related to OSH (in the HQ and in field offices), as well as to 139 OSH agencies and institutions whose contact details were registered in INTEROSH database.

The vast majority of responses were received following the email prompts, and only a few came from website visitors. As of 12 March , 51 replies were received.

Surveys questionnaires are available in Annex 6.5.

2.3.5. Interviews with key stakeholders

Information was also obtained through interviews with key stakeholders involved in or relevant to the LEGOSH database project. The list of interviewees is available in Annex 6.4

2.3.6. Benchmarking with similar databases

The evaluator compared LEGOSH to other similar databases run by ILO and ISSA. The following databases were taken into account: IRLEX, EPLex, NATLEX, ISSA country profiles, database on working conditions. The following aspects were compared: - method of getting content, - method of validating content, - frequency of updates, - source of financing, - monitoring of the use of information.

2.4. Limitations

The evaluation encountered several limitations, which call for caution when drawing conclusions and recommendations:

- Relatively little monitoring data. Annual progress reports were submitted to the donor until 2015, but since donor financial support ended LEGOSH project activities have not been well documented.
- The list of potential beneficiaries of LEGOSH database is very wide. This makes it extremely difficult to assess the views and experiences of beneficiaries.
- The bulk of LEGOSH activities were carried out in 2011-2015, and several stakeholders (e.g. donor representatives, former ILO management staff) are no longer accessible.
- The online user survey led to a limited number of responses, despite email prompts sent by the evaluator. Moreover, the evaluator did not have access to a distribution list that would allow contacts with policy makers (labour ministries).
- The use of opt-in survey might not have produced valid estimates of broader attitudes and opinions of the LEGOSH users (e.g. as only users with strong opinions may enter the survey).

3. Evaluation findings

3.1. Relevance

Q1. To what extent is LEGOSH relevant to the 2020-21 Programme and Budget outcomes that it should aim to support?

Finding 1. **Compiling and disseminating reliable information on OSH legislation can support ILO activities planned in the Programme and Budget for 2020-21, Output 7.2. "Increased capacity of member States to ensure safe and healthy working conditions".**

ILO Strategic Plan 2018-2021 does not explicitly mention any activities related to the development of legal databases, including LEGOSH. However, it sets the goal for the ILO "to significantly strengthen its role as a knowledge leader, its understanding of transformative changes in the world of work and its capacity to respond effectively to major emerging issues and, by virtue of this, to be recognized as the global centre of excellence in labour statistics, research, knowledge management and policy development in all relevant areas". The strategy also calls for the reinforcement of ILO research, statistics and knowledge based capacity so that ILO becomes a better creator, compiler, broker and disseminator of research findings, statistics and information.

The ILO Centenary Declaration emphasises that "Safe and healthy working conditions are fundamental to decent work" reaffirming that OSH is an important area of ILO action.

ILO Programme and Budget 2020-21, Outcome 7: Adequate and effective protection at work for all, includes an output related to OSH: Output 7.2. Increased capacity of member States to ensure safe and healthy working conditions. One of the activities planned at the country level to achieve that output is for the ILO to *support constituents in ratifying international labour standards on OSH, and adopting effective OSH legislation in line with ratified standards*. LEGOSH can in principle support this activity as it provides information on national OSH laws. This can help e.g. to identify gaps in legislation of targeted countries as compared with international labour standards, and provide examples of how different countries implemented ratified OSH conventions, which can support mutual learning.

At a global level, ILO is supposed to, among others: *enhance the knowledge base on OSH legislation and OSH management systems addressing violence and harassment*. To perform this activity ILO needs access to reliable, up-to-date information on OSH legislation in various countries. LEGOSH could in principle be a source of such information.

Interviewed ILO staff generally confirmed these findings, suggesting LEGOSH is a useful tool to get a quick access to comparative information on OSH legislation that can support research, policy advice and other ILO activities.

Q2. Is LEGOSH relevant to the needs of national, regional and international stakeholders, including beneficiaries?

Finding 2. **LEGOSH is supposed to benefit a wide variety of stakeholders: policy makers, social partners, OSH institutions, researchers, companies, individuals. Needs of some, but not of all, major stakeholder groups were assessed at the early stage of LEGOSH development.**

Available programmatic documents and interviews point that intended beneficiaries of LEGOSH are very broadly defined and include: policy and law makers, workers and employers organisations, companies, universities and research institutes, international organizations.

LEGOSH developers assessed the needs of some of these stakeholders groups at the early stage of database conception and development:

- two meetings of ILO CIS network in 2011 and 2012, gathering national OSH agencies and institutions, discussed the idea of LEGOSH development. Some stakeholders emphasised that the database could be a useful advocacy tool, to show key elements that should be reflected in national OSH legislations or for comparing countries and thus encouraging the improvement of national laws. There was a view that information would ideally need to be provided in multiple languages (French and Arabic was mentioned). Others emphasised that while the information on laws is relevant, legislation is a dynamic area, and such a database would need to be updated regularly, and this would require significant resources.
- the "classification structure" (template for data collection) of LEGOSH was validated through consultation of selected OSH legal experts and the ILO staff.

However, it seems that policy makers (representatives of labour and health ministries, international institutions) as well as social partners were not directly consulted on LEGOSH, before the decision to develop it was taken.

Overall, it appears that the decision to establish LEGOSH was mostly driven by the department management, based on the experience with another ILO legal database existing at that time (on maternity protection, wages and working time).

Finding 3. **National OSH institutes, academics and ILO staff with OSH responsibilities who replied to the user survey generally consider that LEGOSH is a relevant tool. International stakeholders seem to rely on other sources of OSH information. Little is known about the relevance of LEGOSH to national policy makers and other stakeholders.**

Online surveys and interviews gave insight into how the relevance of LEGOSH is assessed by potential beneficiaries in 2020.

45% of ILO staff with OSH responsibilities who replied to the user survey indicate that LEGOSH is very or rather relevant to them. The interviews further highlighted that knowledge of OSH legislation in different countries is important for the ILO staff to be able to provide informed advice on law making, answer constituents questions on legal requirements, and support planning of development assistance and missions.

LEGOSH can be a relevant source of information for national OSH agencies and institutions, and academic institutions. The vast majority of those who replied to the user survey and used LEGOSH database before indicate that LEGOSH is very or rather relevant for them. This include institutions from a variety of countries including low income ones (e.g. Bolivia, Cuba, Cameroon, Albania). Unsurprisingly, 91% of LEGOSH contributors (mainly academics) assessed LEGOSH as relevant or very relevant.

Most stakeholders emphasised that LEGOSH needs to be regularly updated to remain relevant – this, along with the country coverage, was seen as the most important challenge for LEGOSH. The issue of data updates will be further explored in the sections concerning "effectiveness" and "sustainability".

It is important to highlight that the vast majority of the responses to the user survey (which was made available on the LEGOSH website) followed the email prompts sent by the evaluator. These prompts were sent to the relevant ILO staff and national OSH institutions registered in INTEROSH database. The evaluator wanted to encourage Labour Ministries and national social partners to fill in the user survey, but this was impossible given the lack of appropriate email distribution lists. One can note however that among the replies to the user survey only 3 came from government representatives, which may suggest a rather limited usage of the database by Labour Ministries. On the other hand, some interviewed ILO staff indicated that Member States ask ILO questions on how other countries regulate certain OSH issues, i.e. questions that could in principle be answered by LEGOSH. None of the replies to the user survey came from the social partners organisations.

Interviews with international stakeholders, including international social partners, gave somewhat mixed picture of relevance of LEGOSH. In general, information on OSH laws and regulations was considered relevant by all stakeholders but LEGOSH was not widely known or used. This was because some stakeholders needed either more general information (e.g. whether a country ratified a certain OSH convention or the text of a certain OSH convention, i.e. information available on NORMLEX) or on the contrary very specific information to respond to a query from a member (an example was given of regulations concerning pace of work). Some international stakeholders valued mostly the access to the actual texts of national laws and their translations (which is available also through NATLEX). Some emphasised that it would be more relevant for them to present information by topic (chemical, psychosocial, ergonomic hazards etc) rather than by country. They also mentioned that more and more (although not all) countries provide information on its legislation via official websites. Other databases (EU-OSHA, OECD) are also a source of OSH information. In addition, social partners indicated that they often rely on their own network of members to get information on laws in specific countries as they can be sure that such information is up to date.

As for the relevance of LEGOSH to companies, only 4 OSH consultants/practitioners answered the user survey. Some interviewees suggested that while companies may sometimes need a quick overview of requirements in different countries, when it comes to regulatory compliance, they would normally need fully reliable information and this is unlikely to be assured by a database like LEGOSH.

The evaluation highlighted an additional challenge for relevance: as potential LEGOSH beneficiaries are defined very broadly, the information needs of such a diverse group vary. Requests from potential beneficiaries regarding additional information they would be interested in illustrate this diversity. Examples included: - information on occupational exposure limits and procedures for setting occupational exposure limits, process safety/major accident safety legislation, health promotion, accidents investigation, methodology and legal support of risk assessment. This diversity of interests indicate that it is very difficult to provide a "one-size-fits-all" database when it comes to OSH, given the span of technical coverage. Development of more specialised, topic-specific databases that could be easily cross-referenced in LEGOSH could be considered.

Recommendation 1. **Before taking strategic decisions on the future of LEGOSH, it is important to further explore OSH knowledge needs of policy makers.**

3.2. Coherence

Q3. To what extent is LEGOSH internally coherent?

The evaluation assessed to what extent LEGOSH database design (classification structure) is coherent with the intended knowledge generation outcomes, and the interface of the database with planned functionalities.

Classification structure

Finding 4. **The classification structure corresponds well to the database intended knowledge generation function although simplifications could be considered.**

The classification structure corresponds to main ILO OSH conventions, and contains provisions that are normally expected to be found in national OSH legislation. It contains the following main themes (which are further divided into sub-themes):

- Description of national OSH regulatory framework
- Scope, coverage and exclusions
- Institutions and programmes relating to OSH administration and/or enforcement of OSH legislation
- Employers' duties and responsibilities to protect the safety and health of workers and others
- Employers' duty to organize prevention formally along generally accepted OSH management principles and practices
- Employers' duty to ensure availability of expertise and competence in health and safety
- Workers' rights and duties
- Consultation, collaboration and cooperation with workers and their representatives
- Specific hazards or risks
- Recording, notification and investigation of work-related accidents and occupational diseases
- OSH inspection and enforcement of OSH legislation

The classification structure has been developed by ILO staff and validated in a meeting with legal OSH experts. The classification structure is generally considered to be clear and coherent with the intended functions of the database. For example, the majority of contributors did not highlight any significant problems with the classification structure, with only two mentioning difficulties understanding the classification structure.

One interviewee pointed out that the structure can be simplified. Another mentioned that the sub-theme "Obligation to implement a specific OSH management system or standard" seems to be understood differently by different contributors, as the type of information recorded under this sub-theme vary by country, and for majority of countries the database mentions that "no data is available".

Also, one interviewee mentioned that while the structure is based on ILO conventions, the link could be made more visible - now it is not explicitly written how different elements of the database are connected to specific ILO conventions.

Some interviewees also pointed out that the database cannot be used to identify "Good practice" (even though project documents mention such a potential use of LEGOSH). It was said that different stakeholders can have different views on what a good practice is, and agreeing on common criteria and screening legislative texts would be very time consuming for the ILO (reviewers) and would require the exercise of judgment. Moreover, some underlined there's no standard, "one-size-fits-all" "good practice" when it comes to tailoring policy options to respond to contextualized challenges.

<u>Actual versus planned functionalities</u>

According to the project document the database should provide the following functionalities:
- Generate summaries on all or selected aspects of legislation in a given country;
- Browse by country, topic and search words;
- Compare all or selected aspects of OSH legislation between countries;
- Track changes to OSH legislation over a period of time;

The majority of planned functions are available: i.e. generating summaries, browsing by country, topic and search words, and comparisons between countries. However, users cannot display information from various years and track changes to OSH legislation over a period of time, even in cases where that information was inputted into the database. The interviewees working on the database explained that the possibility to see information from multiple years is only available for the back-end user (ILO administrator). This was a deliberate choice to increase the clarity of the database and avoid confusing users with multiple information for a single country.

Q4. To what extent is LEGOSH externally coherent?

Finding 5. **LEGOSH is well referenced on ILO webpages. However, several links included in ILO "OSH country profiles" (managed by the LABADMIN/OSH branch) need updating.**

The evaluation found that various ILO webpages include links to LEGOSH information. LEGOSH is referenced on the LABADMIN/OSH website, including on the main page of "Safety and Health at Work" resources section. The link to LEGOSH is also provided in the ILO "Statistics and databases" section. "OSH country profiles" also include links to LEGOSH. At the same time, the links are not always up to date. This is the case e.g. for Albania (no link available in the OSH country profile) and China (the available link leads to an outdated LEGOSH database entry).

One interviewee suggested that the most recent updates of LEGOSH could be more visible on the website e.g. in the news section of the "Safety and health at work" resources page.

Finding 6. **LEGOSH and NATLEX complement each other. At the same time, NATLEX provides more up-to-date information than LEGOSH, reducing perceived coherence between the two databases.**

LEGOSH builds on the information contained in NATLEX which is ILO database of national labour, social security and related human rights legislation, covering 194 countries, providing full texts or abstracts of legislation, indexed by subject classifications (including "Occupational safety and health" which can be further specified to include: "protection against particular hazards" and "protection in certain sectors of economic activity"). LEGOSH contributors are requested to look for relevant OSH laws in NATLEX and refer to them. If no records of relevant laws are available on NATLEX, or if information is partial, LEGOSH contributors are requested to report it and provide missing information. Such

information is then transmitted automatically to NATLEX coordinator, which helps make NATLEX comprehensive. In that sense, the two databases complement each other.

At the same time, the mechanism does not work the other way round. When new OSH legislation is uploaded on NATLEX this is not communicated automatically to LEGOSH coordinator.

Also, given NATLEX frequent updates, the database provides more recent information about OSH laws than LEGOSH. For example, NATLEX includes information on recently adopted OSH law in Myanmar (2019) while LEGOSH does not have any information on Myanmar. For Switzerland, LEGOSH update is from 2013, while NATLEX refers to laws from 2019 (on non-ionising radiation), 2017 (on radiation), as well as various changes from 2016 and 2015. This, while understandable given LEGOSH irregular updates, reduces perceived coherence between these two sources of legal information.

3.3.   Effectiveness

Q5. Have the outputs been effectively supporting the achievement of the overarching development objective/outcome?

Finding 8. **The knowledge-sharing objective of the project was translated into a comprehensive set of outputs including: developing foundations (technology and processes), gathering information in a systematic manner, and disseminating knowledge. By 2015 most of the planned outputs had been achieved, although dissemination of knowledge through policy briefs had been limited.**

The main objective pursued by LEGOSH was to support international knowledge sharing on OSH legislation. To achieve this, the project team planned and developed a set of knowledge generation activities, which are summarised in the table below.

Output	Achieved/Not achieved	Comments
Development of database application (LEGPOL) hosting LEGOSH	Achieved	The output was delayed due to underestimation of the time required for developing terms of reference and procurement process
Development of template to collect information	Achieved	
120 countries covered, including content validated for 100 of them	Achieved	This was planned for and achieved in 2015. In March 2020, the number of countries covered was 132.
Policy briefs	Partially achieved	Only a limited number of policy documents have been developed
Roster of OSH legislation experts contributing as content providers and reviewers	Partially achieved	The roster has been developed and almost 300 legal specialists have been contacted. However, 2/3 showed interest but eventually retracted. Also, none of the experts became a reviewer.

Promotional material developed and available	Achieved	Promotional activities included not only developing materials but also active distribution and outreach to potentially interested groups, that was not initially planned in the project documents

In terms of country selection, the evaluation found out that the choice of target countries was initially guided mainly by the availability of data and ease of access to information. While it is understandable that the ILO wanted to capitalise on the knowledge that had already been gathered in the organisation, such an approach risked not fulfilling the most urgent/important needs of the project beneficiaries. At the same time, the second and third rounds of data collection (which lasted until 2015) were based on an analysis of country coverage conducted in fall 2013.

With regard to the policy briefs, project progress reports mention two policy-oriented documents prepared by ILO using information extracted from LEGOSH:
- a comparative legal analysis to assist Viet Nam in the development of its OSH law;
- a factsheet on joint OSH committees at the workplace was prepared for the ILO Safe Day 2015 campaign.

While no quantitative target was set for this output, the interviewees noted that the development of policy briefs was very limited. The evaluation did not find any compelling reasons why only a limited number of policy briefs were delivered. Some interviewees mentioned "change of priorities", or "change of publishing guidelines", but they did not indicate in detail how these changes affected the feasibility of delivering policy briefs. This raises a question to what extent the knowledge gathered in LEGOSH is of direct relevance to policy makers.

As for the promotional materials, the project developed leaflets and posters with information about the database. These were made available on the ILO website, but also used during various promotional activities at conferences and trainings. More information on promotional activities is included under Q8.

Finding 9. **Discontinuation of the ILO CIS network had an impact on the way the LEGOSH data was collected. The information was gathered partly by engaging external consultants, partly through mobilising voluntary contributions. Collaboration with networks (e.g. European Law Students Association) rather than individual contributors allowed for timely delivery of information for a higher number of countries.**

The evaluation explored factors influencing the achievement of the planned outputs. The following issues were mentioned in the interviews and in the project progress reports:

- At the early stage of LEGOSH database conception, it was hoped that ILO CIS network (which was a network of OSH information centers, gathering mostly OSH research institutions and academia) would assist in data collection. During the CIS meeting in 2011 it was concluded that "*CIS Centres could provide assistance to the ILO by reporting legislative changes, help access the law in each country, translating it where necessary, and identifying OSH legal*

experts in the regions to assist in analysing national laws". It was also expected that ILO professional staff working in the CIS unit could be involved in the work on the database. However, CIS and collaboration with its global network of OSH agencies, institutions and organizations was discontinued in 2014[1], and the relevant ILO staff reassigned to other activities following the restructuring. At the same time, the work on the database was supposed to continue. This led the project team to explore other methods for data collection. Information was gathered using external consultants, and through mobilising voluntary contributions.

- Commitment of project staff and intensified promotional activities (including the stand at the ILC, presentations during the World Congress on Safety and Health in Frankfurt in 2014 and various ITC-ILO trainings on OSH, dissemination through social media) helped to generate interest and build the network of voluntary contributors. At the same time, this method of data collection meant that work was completed more slowly (in some cases it took several months to get the information from a voluntary contributor).
- Cooperation with networks in particular European Law Students Association helped to deliver work in a timely manner. Working with institutions (research centers, associations) that can provide information on a number of countries seems to be a more efficient approach than engaging individual contractors.

The evaluation also assessed the quality (clarity, frequency) of communication between the ILO and the contributors during the contribution process. 67% of contributors said the communication was "very good" and 33% - "rather good". Some contributors mentioned that they would appreciate regular communication also after finishing the assignment. Their ideas included: the organisation of webinars/workshops on current OSH topics, an online forum, a newsletter with updates, periodic encouragement to update national contributions. Such measures could, in their view, help develop a "community of practice" and encourage more people to contribute to LEGOSH.

Recommendation 2: If LEGOSH is to be maintained, it is important to strengthen the strategy for content acquisition and engagement of the contributors.

Finding 10. **After 2015, no further outputs or targets for LEGOSH have been set and monitored.**

After 2015, when the funding from the Government of the Republic of Korea stopped, activities related to LEGOSH development have been less systematic, and outputs have been set only in the context of performance appraisals of the involved ILO officials (which are confidential and not available for the evaluator). The interviews pointed out that given limited funding for LEGOSH, no further quantitative targets has been set, and activities have become more ad hoc (updates of information for certain countries).

Q6. Is the database easy to use?

---

[1] For background, see the document submitted to the Governing Body: GB.319/PFA/3/1: Proposed 2014–15 budgets for extra-budgetary accounts: International Occupational Safety and Health Information Centre (CIS)

Finding 11. The majority of users and contributors indicate that the database is rather easy to use. On the other hand, the review and editing process poses some practical challenges, as only the "contributors" are allowed by the LEGPOL system to edit the submitted entries.

Recommendation 3. Given the complexity of a review process, a "manual" for reviewers could be developed to make sure the knowledge of the platform and the review processes is kept in the organisation.

The majority of respondents (64%) to the user survey who used LEGOSH database in the past declared that the database is "rather easy" to use. 22% said it is "very easy". A few users mentioned however that it takes time to find relevant information. In addition, some interviewees and the functionality check performed by the evaluator indicate that the search engine could be improved. For example, to obtain information from all countries, it is necessary to "tick" all continents separately (or all countries) which is not intuitive. Moreover, the search engine allows looking only for exact words and does not automatically search for related terms or synonyms.

Most of the contributors also assessed the database as easy to use. Only 11% of those who answered the survey said LEGOSH is "rather difficult" to use. One contributor mentioned it is difficult to upload references to legal sources, and two mentioned it is not easy to understand the classification structure. Moreover, when contributors were asked what in their view could encourage more people to contribute content to LEGOSH, only two mentioned that it would be helpful to "make the tool more user friendly". Thus, overall, the use of the database does not pose significant problems for the contributors.

On the other hand, the review process seems rather cumbersome. A reviewer, who is supposed to check draft submissions and look for any inconsistencies, factual errors, and spelling/grammar mistakes, cannot directly edit the submitted text, but only insert comments. Only a contributor has the possibility to introduce changes. Moreover, the database interface is not so easy to understand for reviewers. This led contributors and reviewers to exchange Word documents rather than work on the online platform during the submission processes. This issue was echoed by the reviewers working on other databases using LEGPOL platform.

Q7. Is information contained in the database of sufficient quality?

Finding 12. The majority of users and contributors who replied to the survey perceive the quality of LEGOSH as being "rather high". Lack of recent updates is the most important quality problem.

Recommendation 4. Maintaining the database up-to-date is key to ensure continued quality and reliability.

The majority of users and contributors who responded to the online survey perceive the quality of information contained in LEGOSH as "rather high".
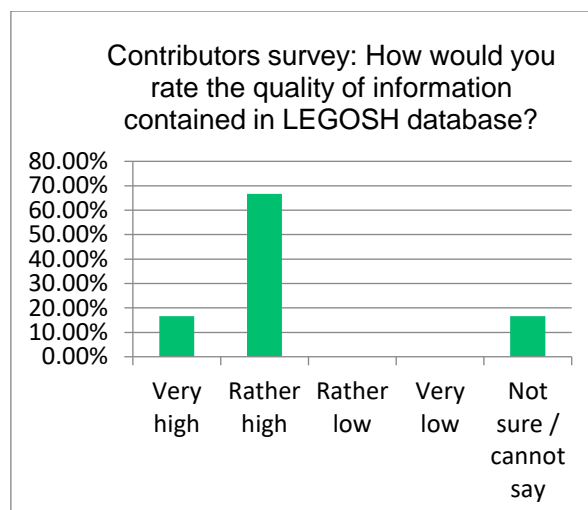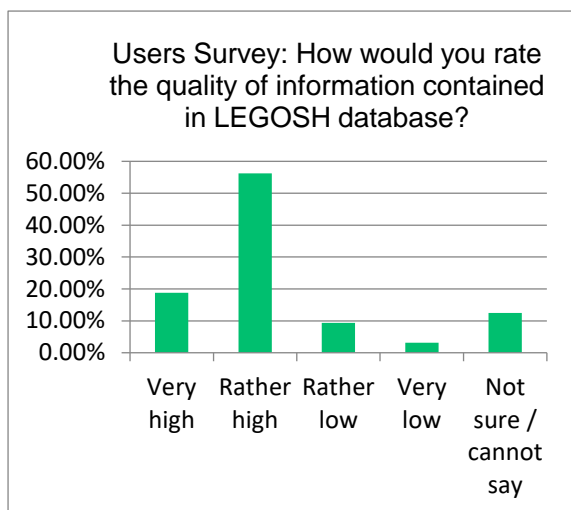
Respondents indicated that the lack of recent updates is the most important quality problem. This was also pointed out in many interviews. If the database is not updated, it loses its value, and LEGOSH has hardly been updated in the past 4 years (as indicated in Table 1).

Table 1. Number of countries for which the latest update is from a particular year

2019	2018	2017	2016	2015	2014	2013
1	0	8	7	35	14	69

Other quality issues mentioned in the interviews and in the survey include: - insufficient country coverage, and - incompleteness of the analysis of OSH legislation (not all relevant OSH laws have been included).

BOX. Assessment of quality of selected LEGOSH entries by a legal expert - recommendations

1. **Update the database** - regular updates are necessary for the database to remain relevant
2. **Be clear when the information is missing -** when a country does not have laws regulating certain issues mention "Not covered by the law of this country." "No data available" should be used only in limited cases when it is impossible to ascertain whether OSH law of the country covers the topic.
3. **Add references to relevant case law -** provide references to the most significant court rulings shaping OSH rules
4. **Consider adding information on state level legislation** - in federal countries, states can have different OSH laws and this is currently not reported in LEGOSH
5. **Provide information on collective bargaining agreements in a coherent manner –** the approach to reporting bargained texts seems to be inconsistent. For instance, the recommendations from the Work Environment Authority in Sweden and the national collective agreements on stress, harassment and violence at work in France are mentioned in the database whereas the Arbo catalogues (Working conditions catalogues) bargained by social partners in Netherlands are missing, *idem* for the standard CAN/BNQ 9700-800 in Canada on "Prevention, Promotion and Organisational Practices Contributing to Health in the Workplace."

Recommendation 5 A process of quality control of the contributions is in place, but it could be improved if reviewers have specific country and language knowledge. This could be achieved e.g. by establishing regional focal points in LABADMIN/OSH, engagement of field OSH specialists, cooperation with other departments, or engaging external academics/lawyers.

The LEGOSH reviewer (ILO staff member) read all contributions to assess whether:

- there is any information which appears to be contrary to main ILO conventions on OSH as this may mean a wrong interpretation/translation by the contributor; in this case, the original law was consulted or the contributor was asked questions to verify the accuracy of information (if the law was in a language other than the ILO official languages),
- there are any apparent contradictions or inconsistencies ,
- the use of grammar, punctuation, terminology and language at large is appropriate.

The reviewer also:
- checked key resources (NATLEX, national OSH profiles) to make sure that key OSH related laws were analysed by the contributor;
- conducted random cross-checks with the original law to verify whether information provided by the contributor is accurate.

Some interviewees suggested that the process of quality control would be more robust if reviewers have relevant country/regional and language knowledge. This could be achieved e.g. through: - establishing regional focal points in the LABADMIN/OSH Branch who would be responsible for the reviews, - fostering cooperation with relevant field staff (this was however seen by some interviewees as rather unrealistic as field staff is overwhelmed with other tasks or may not have specialist knowledge required to validate information; in any case engagement of field staff could only be successful if Regional/Country Office Directors considers database development and knowledge management as a priority), - cooperation with relevant staff from other departments (e.g. LABOURLAW, NORMES), - engaging high-level academics/lawyers.

"Validation" of contributions - legal databases

Database	Yes/No	Method
EPLex	Yes	Mostly by external academics/lawyers from a relevant country/region (on voluntary basis). Long-term cooperation with reviewers' network.
NATLEX	No	No validation, however contributors have significant experience and country knowledge
Working conditions database	Yes	By ILO staff - database manager
IRLex	Yes	Mostly by ILO staff with legal, country/region and language knowledge. Different departments involved.
ISSA country profiles	Yes	By ISSA staff – regional focal points

Q8. Is LEGOSH database effectively promoted?

Finding 13. **LEGOSH project team engaged in a variety of promotional and dissemination activities.**

Staff working on LEGOSH performed a variety of promotional activities, especially in the period 2014-2015. The following actions were undertaken:

- ILO stand as well as presentations in symposia and technical sessions were delivered at the OSH World Congress in 2014;
- Promotional emails were sent to the members of the former CIS network, former and current students of the ITC-ILO master on OSH, and ITC-ILO course on national OSH programmes and systems
- Presentations were made at ILO HQ, as well as during various OSH courses and Labour Inspection Academy in ITC-ILO
- Promotional materials were developed and are available on LEGOSH website: posters, leaflets and bookmarks

These promotional efforts were aimed not only at encouraging the use of the database but also at encouraging new (voluntary) contributions.

3.4. Efficiency

Q9. Did the project foresee clear monitoring and evaluation arrangements?

Finding 14 . **The project did not foresee clear monitoring and evaluation arrangements from the outset. Programmatic documents are only available for the period 2012-2015**.

Activities related to LEGOSH development were financed both from the ILO Regular Budget and - between August 2012 and June 2015 – also by three separate Technical Cooperation projects financially supported by the Government of the Republic of South Korea (about 90 000 USD each). The decision to develop the database was taken in 2011, thus before the support from the Government of the Republic of South Korea became available. Development of the IT platform and initial collection of data involved significant funding from the ILO Regular Budget. The ILO official responsible for knowledge management in the LABADMIN/OSH branch indicated in the interview that he intended to verify usage and impact of the LEGOSH database after 5 years of its operation. However, no documents exists from that period that would indicate what monitoring and evaluation arrangements were planned for the database. Programmatic documents are only available for the period 2012-2015 (as they were required by the donor) and they do not mention the idea of performing an evaluation.

Recommendation 6: **Projects/products financed from multiple sources (RB, TC) could benefit from a more harmonised approach to planning, monitoring and evaluation.**

Q10. Were outputs delivered on time?

Finding 15 . **In the period 2012-2015 most of the project outputs were delivered on time, besides an initial delay in developing the IT platform. Since 2015 the project activities have been less systematic, with no clear timelines and targets.**

In the period 2012-2015 most of the project outputs were delivered on time.

Development of the IT platform suffered some delays. It was reported that programming of the database entailed developing a highly technical terms of reference, requiring assistance from the ILO IT Unit. Moreover, the cost of developing the IT platform hosting LEGOSH database exceeded initial estimates, and the time to complete the procurement process was underestimated. This meant that the timeline of the project had to be adjusted.

Q11. Does LEGOSH provide unique knowledge? Are duplications avoided?

Finding 16 . **LEGOSH provides unique and comprehensive information compared with other freely available sources of information. Other free databases and information portals are either country or topic-specific, or do not provide analysis.**

Most contributors (89%) and users (48%) who answered the question on duplications, indicated that LEGOSH provides unique knowledge. 33% of the participants in the users survey felt unable to answer the question.

The following duplications were mentioned in the surveys and in the interviews:

- ILO NATLEX provides the texts of many OSH laws, and in some cases translations (but no analysis)
- ISSA World Social Protection Country Reports and Labour Inspection Profiles
- Private providers supply information on legal requirements through software tools and databases (e.g. Cority) but accessing them is not free
- Information on European legislation is available elsewhere (EU-OSHA)
- OECD has an extensive database on chemicals
- More and more countries provide information on their laws and regulation on their websites.

According to the interviewees, LEGOSH project team evaluated the available sources of information when the database was developed. At that time, most governments or competent authorities did not provide easy access to information on legal requirements. The most comprehensive information on legislation was available through the ILO CIS documentation centre.

Q12. How well did project management coordinated with partners to support development and management of the database?

Finding 17. **Coordination with donor, external LEGOSH contributors and IT department took place. However, there was no steering committee or a similar structure involving constituents or other stakeholders**.

Recommendation 7: **In the future, consider establishing a steering committee that would involve most relevant stakeholders to inform strategic developments related to the LEGOSH database (or ILO databases in general).**

The development and management of the LEGOSH database has been the responsibility of the LABADMIN/OSH Branch (formerly of SAFEWORK/CIS). There was no project steering committee or a similar arrangement put in place to monitor progress and implementation of the database as the

project was considered a small scale endeavour. LABADMIN/OSH cooperated with INFOTEC (called ITCOM at the time) to develop terms of reference for the development of the IT infrastructure to host LEGOSH, and procurement was performed by the PROCUREMENT unit. According to some of the interviewees, other units of the ILO, including those with experience in database management at the time (e.g. NORMS, WORKING CONDITIONS) were not involved in LEGOSH development in a systematic manner. However, some informal contacts between the units took place. Moreover, LEGPOL platform (IT infrastructure hosting LEGOSH and Working Conditions databases) was developed making sure that it would respond to the needs of more than a single unit. Also, the agreement was reached with the NATLEX coordinator to ensure LEGOSH can enrich the NATLEX database.

The evaluator could not reach the donor representative, but according to other interviewees the donor was satisfied with the cooperation on LEGOSH. This may also be confirmed by the fact that the support was given repeatedly each year from 2012 to 2015, until a maximum limit of 3 years was reached.

Cooperation and communication with contributors was assessed positively overall, and is described in more detail under Q5.

In terms of cooperation with constituents and stakeholders, the interviewed social partners were not involved in development of the LEGOSH database. Interviewed international organisations were also not engaged in this work.

According to the interviews with officials that have worked on LEGOSH, the possibility of cooperation with EU-OSHA was explored at an early stage of the project development but there was no sufficient interest from their side, as questions were raised regarding the feasibility of building a comprehensive database and keeping it updated.

The question remains to what extent and with whom cooperation could have been strengthened to increase project efficiency while delivering gains for the cooperating partners. While the answer is not straightforward, it would appear that involving constituents at the stage of database conceptualisation could have helped increase the relevance of LEGOSH. Moreover, more regular exchanges with ILO database managers could have supported operational peer learning (e.g. in terms of how to get content effectively, how to validate the content, how to monitor use of the information and get users feedback etc).

Finally, a more coordinated database development strategy at the level of the ILO could help in: setting priorities and committing resources, clarifying roles and responsibilities of various departments including in HQ and field offices, as well as engaging in necessary promotional and data collection efforts.

3.5.   Impact

Finding 18. **Information from LEGOSH has been used to inform policy making, research, ILO technical assistance and training programmes. In addition, IT infrastructure developed by LEGOSH project is used by other policy/legal databases (IRLex, CEELex, INTEROSH), while inputs to LEGOSH have enriched NATLEX.**

Contributors and users were asked whether and how they used information contained in LEGOSH to support their work. Majority of survey respondents who used the database and responded to the question, indicated that information contained in LEGOSH supported their work. This was the case for 87% of respondents to the user survey and all of the respondents to the contributor survey.

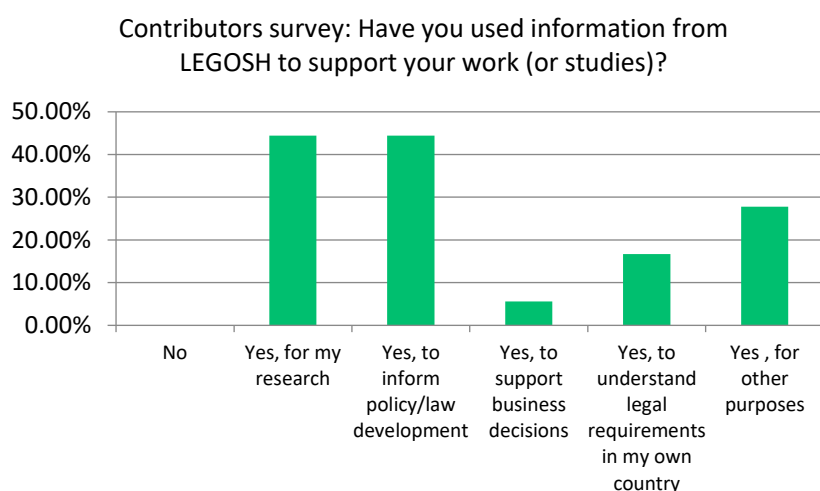**User survey: Have you used information from LEGOSH to support your work (or studies)?**
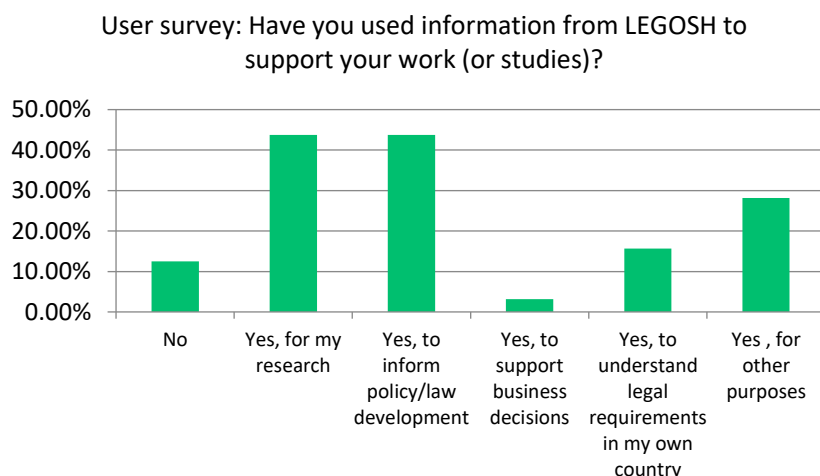
* the figure presents only the answers of respondents who accessed/used LEGOSH in the past (32 answers)

Contributors survey: Have you used information from LEGOSH to support your work (or studies)?

* the figure presents only the answers of respondents who answered the question (18 answers)

As indicated in the figures above, LEGOSH is used mainly to support research and to inform policy/law development. The respondents used LEGOSH also in developing training programmes. The following examples of LEGOSH use were provided:

To inform policy/law development, including planning and delivering ILO technical assistance:

- "To develop position statements on OHS"
- "While preparing new legislation in my country I made reference to similar legislation in other countries"

- "To extract relevant examples that may be of interest to ILO constituents and input them in ILO memos on draft OSH laws", "To develop a technical ILO Guide on OSH legislation" , "To answer questions from constituents", "To prepare information notes for colleagues working in countries featured in LEGOSH"
- "to prepare strategic, policy and methodological documents as an expert and member of National Council for OSH"
- "as background or as a justification for proposing work plans or regulatory proposals"
- "use as background information in the development of new country projects"

To inform research:

- "When preparing analyses of data regarding national and international OSH legislation"
- "for reports", "for articles", "working on the thesis", "Used on my PhD and in research for comparative purposes"
- "to undertake comparative analysis of different countries"
- "I was looking for legal requirements for parts of the workforce who works in different countries and would fall under their legislation"

To support training programmes:

- "To prepare training course contents for foreign students", "to promote knowledge", "to develop training"
- "I always refer my students to the LEGOSH database"
- "support for training and cooperation with partner countries"

Q14. Was there any other use of the database?

As indicated in the interviews, the impact of the LEGOSH project went beyond supporting international exchange of knowledge on OSH legislation:

- Through the LEGOSH project, the ILO developed an IT platform (LEGPOL) that hosts also a number of other legal databases including IRLex and CEELex.
- ILO officials involved in LEGOSH development gained significant knowledge on the operation of the IT platform (LEGPOL) – this experience was shared with the ILO staff working on development of the IRLex, facilitating a learning process.
- Contributors to LEGOSH can upload the original texts of laws which are not available through NATLEX. In such cases, the NATLEX manager receives an automatic notification. This allows for an easy update of NATLEX. This contribution has been assessed positively by the NATLEX manager.

3.6.   Sustainability

Q15. Does management has implementation strategy that involves constituents and development partners, to establish synergies that could enhance impact and promote sustainability of LEGOSH?

Currently, no strategy exists in terms of future development of LEGOSH.

Several ideas have been mentioned in the interviews, including:
- integrating information contained in LEGOSH into a larger platform on national OSH systems, that would present information on legislation but also statistics, institutions, and OSH policies.
- centralising ILO approach to legal database development (establishment of a cross-departmental coordination team to manage information collection, and validate and publish content)

In terms of seeking external funds, some interviewees mentioned that it is not easy to attract donor funding for database development. On the other hand, some databases (e.g. IRLex, CEElex, INTEROSH) have been recently updated thanks to donor support, which indicates there is a scope for securing external financing.

Q16. Can any lessons and good practice for sustainability of LEGOSH be drawn from the experience of other ILO databases?

The table below presents the overview of current practices with regard to: frequency of updates, methods of getting content, sources of financing as well as monitoring the use of database.

The comparison of different databases leads to the conclusions that the practices differ, and there is no harmonised approach to database development. Each practice has its specific disadvantages and advantages.

In terms of **frequency of updates**, NATLEX seems to have the most ambitious approach, opting for continued data collection. However, while this is feasible for the legal depository like NATLEX, it is less practical for a more analytical database like LEGOSH. Aiming for updates every 2-5 years seems a more realistic approach. Dividing the updating work into parts e.g. region by region, may facilitate work.

As for the methods of **obtaining content**, there is a diversity of approaches as well. Surveys of national authorities (social insurance institutions) are successfully deployed by ISSA. The advantage of this method is no cost of collection, as well as good quality information coming directly from policy makers. Some interviewees expressed scepticism regarding the feasibility of this method, indicating that labour ministries may be unwilling to accept additional reporting obligations or that the officials that would be responsible for such a task may not have adequate knowledge on OSH. However, the experience of ISSA seems to suggest that if: - LEGOSH is of relevance to labour ministries, - a data collection form is simple and easily understood, - a request is targeted to selected, relevant individuals and - follow-up is undertaken, such a method will be worth trying.

If external contractors are used (either on paid or voluntary basis), it is more advisable to work with research institutes, companies and networks, rather than individuals. This builds capacity of local institutions, and increases the likelihood of long-term cooperation and continuity of services. Moreover, when working with institutional partners with their own networks, it is easier to get information on a larger number of countries.

In terms of **financing**, donor support can be useful to finance updates, especially if external contractors are used for data collection. However, support from regular budget is likely to be more predictable, and is often needed to finance on-going costs related to servicing of the IT infrastructure, as well as staff costs linked to the management of the database and the validation of data. In any case, as

launching a database makes sense only if it is intended to be kept up to date, a strategy to ensure stability of financing is important.

As for the **monitoring of the use of the databases**, in most cases effort is made to look into statistics on website visits through Google Analytics. However, information from this tool is limited, as it does not give detail on whether a visitor really used the information from the database and for what purpose, and whether the information received was satisfactory. Proactively encouraging user feedback e.g. through short pop-up surveys could be done more regularly. Also, while the LEGOSH website informs users about the possibility of giving feedback at any time through email, this information could be made more visible in different sections of the database.

Database	Frequency of updates	Method of getting content	Financing	Monitoring use
EPLex	Not regular Last update: 2018/19 (previous one 5 years earlier)	External consultants (paid)	Regular budget	No
NATLEX	On-going	External consultants (paid)	Regular budget	Statistics on website visits from Google Analytics (NATLEX receives 11% of all ILO visits)
Working conditions database	No longer updated Last update: 2014/15	Interns and short-term staff contracts	In the past: EU funding	Statistics on website visits from Google Analytics
IRLex	Not regular Update being undertaken now; Previous update: 2015/16	Service contracts with network of partner institutions in different regions (e.g. research institutes)	So far: mainly Swedish donor	Statistics on website visits from Google analytics
ISSA country profiles	Every two years	Survey among members – national security institutions	So far: US donor Now: developing new business model	Not systematic, Recently an user feedback survey

Q17. Lessons learned - how can the findings of the evaluation inform the strategic direction?

The evaluation shows that going forward the ILO could consider various options when it comes to the future of LEGOSH, depending on the priorities and funding available.

The first step should be to assess the OSH legal knowledge needs of policy makers and social partners at national level. Assuming that there is a certain level of interest from the constituents in further developing OSH legal databases, the ILO could:

- **Continue to develop LEGOSH** – the priorities would be to: - update the current LEGOSH entries, - consider simplification of classification structure, - build a stronger network of contributors (possibly relying on inputs from labour ministries and/or OSH research centres), and - improve the review process to make sure reviewers have regional expertise. Collaboration with private legal services providers with global reach could also be explored.
- **Consider developing more tailored topic-based databases** on specific issues of interest to OSH policy makers (e.g. occupational exposure limits).
- **Develop and improve NATLEX as the main ILO legal database** – NATLEX is and can continue to be a useful source of legal information including OSH-related legislation. The ILO could invest in further improving NATLEX (even in case if maintaining a separate analytical legal database on OSH would not be financially feasible). The priority would be to develop more detailed "tagging" of legislation uploaded to NATLEX so that different pieces of legislation related to OSH are classified in greater detail and can be more easily found. It would be also important to provide summaries of legislation as well as translations. However, NATLEX does not provide "analysis" of legislation nor easily accessible comparative information.
- **Encourage governments to publish information on OSH legal requirements on their websites** - the ILO could strengthen the support for Member States' capacities to provide information on OSH legislation in an open and accessible manner on their national websites. (e.g. through support for the IT infrastructure, support for translation, or guidance on how to present information on legislation). The advantages of this approach would include potentially lower costs and higher ownership of the process by local stakeholders. However, such an approach involves less control from the ILO over the quality of information provided, less coherence in the way information is provided, and dependence on the willingness of the local actors to engage in the process.

In general, it is also advisable that a coordinated **database development strategy** is developed at the level of the organisation to help in: - setting organisational priorities for database development and committing resources, - clarifying roles and responsibilities of various departments as well as HQ and field offices, - engaging in necessary promotional and data collection efforts.

4. Conclusions

The evaluation assessed LEGOSH guided by the criteria of relevance, coherence, effectiveness (including data quality and usability of the database), efficiency, impact of the results as well as potential for sustainability.

The following conclusions were reached:

Relevance

Development of LEGOSH database can be considered relevant to the ILO activities on OSH planned for 2020-2021. Compiling and disseminating reliable information on OSH legislation can support global and country level actions planned under Output 7.2. "Increased capacity of member States to ensure safe and healthy working conditions".

LEGOSH is supposed to benefit a wide variety of stakeholders: policy makers, social partners, OSH institutions, researchers, companies, and individuals. Needs of some, but not of all, major

stakeholder groups were assessed at the early stage of LEGOSH development. In particular, the evaluation found that ILO core constituents could have been more involved when the database was conceptualised.

National OSH institutes, academics and ILO staff with OSH responsibilities who replied to the user survey generally consider that LEGOSH is a relevant tool. International stakeholders, including international social partners, seem to rely on other sources of OSH information. The evaluation was not able to assess the relevance of LEGOSH to national policy makers and companies.

Coherence

The classification structure seems to correspond well to the LEGOSH intended knowledge generation function, although simplifications could be considered. Some headings (e.g. "Obligation to implement a specific OSH management system or standard") seem to be misunderstood by the contributors as information reported in this section varies a lot from country to country. In general, sections of the database where for most countries it is reported that "no data" was available could be looked at in view of potential simplification.

In terms of external coherence, LEGOSH is well referenced on ILO webpages, both those administered by LABADMIN/OSH and by other departments. However, several links included in "OSH country profiles" managed by the LABADMIN/OSH Branch need updating (e.g. in case of Albania and China).

LEGOSH largely builds on the information contained in NATLEX, and the two databases complement each other. At the same time, NATLEX provides more up-to-date information than LEGOSH, reducing perceived coherence between the two databases. Putting in place an automatic notification from NATLEX whenever a new OSH-related law is uploaded could facilitate LEGOSH updates and coherence between the two databases.

Effectiveness

The knowledge-sharing objective of the LEGOSH project was translated into a comprehensive set of outputs including: developing foundations (technology and processes), gathering information in a systematic manner, and disseminating knowledge. By 2015 most of the planned outputs had been achieved, although dissemination of knowledge through policy briefs had been limited. After 2015, no further outputs or targets for LEGOSH have been explicitly set and monitored, making it difficult to evaluate whether the objectives were reached.

In terms of factors influencing project delivery, the discontinuation of ILO CIS network and subsequent events had an impact on the way the LEGOSH data was collected. Working relations between the ILO and (former) CIS collaborating centers had not been regularly maintained thus instead of relying on CIS network, as it was initially planned, the information to LEGOSH was gathered partly by engaging external consultants, partly through mobilising voluntary contributions. Collaboration with networks (e.g. European Law Students Association) rather than individual contributors allowed for timely delivery of information for a higher number of countries, and is a strategy that could be expanded in the future.

As for the usability, the majority of users and contributors indicate that the database is rather easy to use. A feature that could be improved is the search function. On the other hand, the review and editing process poses some practical challenges, as only the "contributors" are allowed by the LEGPOL system to edit the submitted entries.

Data quality and reliability is one of the key factors of success of any database. Majority of users and contributors who replied to the survey perceive the quality of LEGOSH as "rather high". Lack of recent updates is the most important quality problem.

The database is accessible through the ILO website and easy to find through search engines. In addition, LEGOSH project team engaged in a variety of promotional and dissemination activities.

Efficiency

The project did not foresee monitoring and evaluation arrangements from the outset. As LEGOSH development was financed from different sources over time, including Regular Budget and Technical Cooperation, the extent of monitoring and evaluation requirements was limited.

Programmatic documents are only available for the period 2012-2015 and indicate that most of the project outputs were delivered on time, besides an initial delay in developing the IT platform. Since 2015 the project activities have been less systematic, with no clear timelines and targets.

In terms of management of the project, coordination with donor, external LEGOSH contributors and IT department took place. However, there was no steering committee or a similar structure involving constituents and other stakeholders relevant to the project.

The evaluation also looked into possible duplications between LEGOSH and other OSH data sources. Because of its comprehensiveness, LEGOSH can be seen as providing unique information compared with other freely available sources. Other free databases and information portals are either country or topic-specific, or do not provide analysis.

Impact

There is some evidence information from LEGOSH has been used by stakeholders to inform policy making, research, ILO technical assistance and training programmes. In addition, IT infrastructure developed by LEGOSH project has been used to host other policy/legal databases (IRLex, CEELex, and INTEROSH). Moreover, legislation analysed when developing LEGOSH, has also enriched NATLEX.

5. Recommendations

The evaluation has developed the following recommendations:

Recommendation	Responsible unit(s)	Priority	Time implication	Resource implication
1.Before taking strategic decisions on future development of LEGOSH, it is important to further explore knowledge needs of policy makers	LABADMIN/OSH, COUNTRY OFFICES	high	Short-term	low

and constituents in the area of OSH legislation.				
2.If LEGOSH is to be maintained, it is recommended to strengthen the strategy for content acquisition and engagement of the contributors, possibly relying on inputs from labour ministries, and OSH research networks.	**LABADMIN/OSH**	**high**	**mid-term**	**medium**
3. Given the complexity of a review process, a "manual" for reviewers could be developed to make sure knowledge of the LEGPOL platform and the review processes is kept in the organisation.	**LABADMIN/OSH**	**low**	**long-term**	**Low**
4.Focus on updating and maintaining LEGOSH up-to-date is key to ensure continued quality and reliability of the database.	**LABADMIN/OSH**	**high**	**mid- term**	**Medium/high**
5.A process of quality control of the contributions is in place, but it could be improved if reviewers have specific country and language knowledge. This could notably be achieved e.g. by establishing regional focal points in LABADMIN/OSH, cooperation with OSH specialists in field offices, cooperation with other departments, or engaging external academics/lawyers	**LABADMIN/OSH, COUNTRY OFFICES**	**Medium**	**mid-term**	**low**
6.In the future, similar projects/products financed from multiple sources (RB, TC) could benefit from a more harmonised approach to planning, monitoring and evaluation.	**EVAL**	**Low**	**Long-term**	**Low/medium**
7.Project management should consider establishing a steering committee involving relevant stakeholders, to inform strategic developments related to the	**LABADMIN/OSH**	**Medium**	**Mid-term**	**low**

LEGOSH database (or ILO databases in general).				
8.A database development strategy could be developed at the level of the ILO to help in setting organisational priorities for database development and committing resources, clarifying roles and responsibilities of various departments in HQ and field offices, engaging in necessary promotional and data collection efforts.	**ILO KNOWLEDGE MANAGEMENT TEAM**	**Medium**	**Short-term**	**low**
9.Looking ahead the ILO could consider various database development activities: a) Continuing to develop LEGOSH as a distinct analytical OSH legal database, b) developing more tailored, topic-specific OSH-related databases on main issues of interest to constituents, c) developing and improving NATLEX as the main ILO legal database, d) Encouraging and supporting Member States to publish information on OSH legal requirements on their national websites.	**ILO KNOWLEDGE MANAGEMENT TEAM, NORMES, LABADMIN/OSH**	**High**	**Mid/Long-term**	**Medium/high**

6. Annexes

6.1. Terms of reference

GLO_1X_53_ROK
draft ToR_CDL-Clear

6.2 List of reviewed documents

- Available programmatic documents:
    - Project progress reports (August 2012-June 2013; January 2014- February 2015; July 2014 - June 2015)
    - A project proposal document (2014)

- ILO strategic documents:
    - o ILO Programme and Budget 2020-2021
    - o ILO Knowledge Strategy 2018-2021
    - o ILO Strategic Plan for 2018–21
    - o ILO Centenary Declaration
- Documents submitted to the ILO Governing Body:
    - o <u>GB.319/PFA/3/1</u> Proposed 2014–15 budgets for extra-budgetary accounts: International Occupational Safety and Health Information Centre (CIS)
- Meetings minutes:
    - o <u>Proceedings of the 51st Meeting of the CIS Network, 11-12 November 2013, ITC-ILO Turin</u>
    - o <u>Proceedings of the 50th Meeting of the CIS Network, 20 – 21 November 2012, ILO Geneva</u>
    - o <u>Report of the CIS Centres' Meeting "New ILO OSH information management strategy and Global networking for knowledge-sharing on OSH", Geneva, 2-3 November 2011</u>
    - o <u>Proceedings of the 49th Annual Meeting of CIS Centres, Istanbul, Turkey, 11 September 2011</u>
    - - Other documents:
        - o Analysis of country coverage of LEGOSH in 2013

6.3 List of stakeholders interviewed

List of interviews:

1) Adina Fulga Radi, Knowledge Management Coordination Team, ILO
2) Ambra Migliore – official involved in development of IRLex, ILO
3) Augusto Flores - a contributor to the LEGOSH database
4) Claude Loiselle – Coordinator of CIS, official responsible for development of LEGOSH, ILO
5) Eric Gravel – manager of NATLEX database, ILO
6) Ivan Dimov Ivanov – Occupational Health specialist, WHO (written input)
7) Joaquim Pintado Nunes – Officer-in-Charge LABADMIN/OSH, ILO
8) Kris De Meester – Federation of Enterprises in Belgium
9) Manal Azzi – official involved in development of LEGOSH in 2011-2012, ILO (written input)
10) Megan Gerecke – coordinator of ISSA country profiles
11) Najati Ghosheh – Working Conditions database manager, ILO
12) Pablo Arellano – official involved in development of IRLex, ILO
13) Pierre Vicensini – Senior Adviser OSH, International Organisation of Employers
14) Rory o'Neill – OSH Specialist, International Trade Union Confederation
15) Tzvetomira Radoslavova – official involved in development of LEGOSH in 2013-15, ILO
16) Valérie Van Goethem – manager of EPLex database, ILO

6.4 Survey questionnaires

PDF SurveyMonkey_277 047729_users.pdf

PDF SurveyMonkey_277 047783_contributors

6.5 Evaluation matrix

Evaluation criteria	Evaluation question	Sub-questions / Indicators	Method of data collection / Source of information
Relevance	To what extent is LEGOSH relevant to the 2020-21 Programme and Budget outcomes that it should aim to support?	Does P&B 2020-21 foresee knowledge development activities in the areas covered by LEGOSH?	Document analysis Interviews
		Is development of OSH legal knowledge/database mentioned in the ILO strategic documents?	Document analysis
	Is LEGOSH relevant to the needs of national, regional and international stakeholders, including beneficiaries?	Were stakeholders' needs assessed at an early stage of database development?	Document analysis Interviews
		Can stakeholders/users easily provide feedback to the ILO on the LEGOSH database? If so, has feedback been received? Has it been acted upon?	Website analysis Interviews
		How do stakeholders/users currently assess the relevance of the information provided in the database?	Online survey Interviews
Coherence	To what extent is LEGOSH internally coherent?	Is database design (classification structure) coherent with the intended knowledge generation functions?	Website analysis
		Is the interface of the database coherent with the intended functions?	Website analysis
	To what extent is LEGOSH externally coherent?	Is the database referenced to in other ILO webpages/knowledge products?	Website analysis
		To what extent the information contained in the database build on other ILO resources, while avoiding duplications with these sources?	Website analysis Interviews
Effectiveness	Have the outputs been effectively supporting the achievement of the overarching development objective/outcome?	Was the outcome/objective translated into a comprehensive set of outputs?	Document analysis Interviews
		Have outputs been achieved as planned? What have been the major factors influencing the achievement or non-achievement?	Document analysis Interviews
	Is the database easy to use?	How does the stakeholders/users assess the usability of LEGOSH?	Online survey Interviews

	Is information contained in the database of sufficient quality?	How does the stakeholders/users assess the quality of information?	Online survey Interviews Expert assessment
		Is there an effective process for quality control of contributions?	Website analysis Interviews Online survey
		Is there an effective process to ensure that the information is up to date?	
	Is the LEGOSH database effectively promoted?	Does management has a communication strategy?	Interviews
Efficiency	To what extent resources were used efficiently?	Did the project foresee clear monitoring and evaluation arrangements?	Document analysis Interviews
		Were outputs delivered on time?	Document analysis Interviews
		Does LEGOSH provide unique knowledge? Are duplications avoided?	Online survey Interviews Desk research
		How well did project management coordinated with partners to mobilise resources and support development and management of the database?	Interviews
Impact	To what extent was the knowledge from LEGOSH used to inform policy and law making, including technical assistance provided by the ILO?	Is the use of the information contained in the database monitored?	Interview Document analysis
		Have knowledge products been developed on the basis of information in the database? Have the information been used to support ILO technical assistance ? Have the information been used by policy makers? Was there any other use of the database?	Online survey Interview
Sustainability	Does management has implementation strategy that involves constituents and development partners, to establish synergies that could enhance impact and promote sustainability of LEGOSH?		Interviews

	Can any lessons and good practice for sustainability of LEGOSH be drawn from the experience of other ILO databases?		Interviews

Annex 6.6. The assessment of LEGOSH quality by legal expert

The assessment of LEGOSH quality by legal expert - prof. Loic Lerouge

Internal evaluation
of LEGOSH_final_17

Annex 6.7 Good practices and lessons learned

ILO Emerging Good Practice Template	
Project Title: LEGOSH	**Project TC/SYMBOL: N/A**
Name of Evaluator: Magdalena Bober	**Date: 19 April 2020**
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.)	**Practice: Contracts with networks (e.g. research, student networks) rather than individual consultants to provide content to the database** The database developers faced a challenge how to get content to the database (information on OSH laws in different countries) quickly and with little resources. To get information on European countries, they decided to cooperate with ELSA – European Law Students Association, which provided information in a timely manner and for a minor fee.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Given financial constraints, LEGOSH developers needed to rely mostly on voluntary contributions, and thus chose to cooperate with the student network. Cooperation with a more established research and academic networks would be preferred in case more resources were available.

Establish a clear cause-effect relationship	A network of students provided information on a number of countries at a limited cost and in a timely manner. Cooperation with research networks and institutions, rather than individuals can help: - To build the capacity of the institution in a longer term; - To get information on a number of countries at the same time - To have a more stable cooperation
Indicate measurable impact and targeted beneficiaries	N/A
Potential for replication and by whom	Developers of legal databases who need to collect information on laws in various countries
Upward links to higher ILO Goals	N/A
Other documents or relevant comments	N/A

ILO Emerging Good Practice Template

Project Title: LEGOSH   **Project TC/SYMBOL: N/A**

Name of Evaluator: Magdalena Bober   **Date: 19 April 2020**

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.)	**Practice: A systematic review process of contributions to the database** The database developers faced a challenge how to validate information on OSH laws in different countries collected by various consultants and volunteers. The wanted to have certainty that what is published in the ILO database is correct. They decided a review process should be put in place, and they standardized a review procedure: what should be checked and how.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Experiences of LEGOSH and other databases show that the review process is most beneficial if the reviewers have a relevant expertise and language and country knowledge. This can be assured by: - appointing Regional Focal Points, collaboration across departments, and cooperation with field offices.
Establish a clear cause-effect relationship	The review process help ensure the quality and consistency of the information presented in the database.
Indicate measurable impact and targeted beneficiaries	Beneficiaries can access more reliable information.
Potential for replication and by whom	Developers of legal databases who need to collect information on laws in various countries
Upward links to higher ILO Goals	N/A
Other documents or relevant comments	N/A

ILO Lesson Learned Template

Evaluation Title: LEGOSH database – internal evaluation

Project TC/SYMBOL: N/A

Name of Evaluator: Magdalena Bober

Date: 20 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Lesson learned: when establishing a new database on legislation, developers should put in place a strategy for keeping the information up to date.

Context and any related preconditions	LEGOSH database started to be developed in 2011. It was financed partly from the ILO Regular Budget, and partly from the Technical Cooperation funding. However, no strategy on how to keep the database up to date has ever been established. As legislation is a dynamic area, this led to the situation that users tend to perceive the database as "out of date", which is a quality problem.
Targeted users / Beneficiaries	Anyone developing a database on legal information
Challenges /negative lessons - Causal factors	When the database was established no assessment/plan was prepared on how often it should be updated, what methods of updates could be used and what resources would be required. Such a consideration is essential before embarking on developing a database. The project relied on donor funding to support the initial development of the database, however as there was no long term sustainability strategy in place, hardly any funds were made available for keeping the database up-to-date after donor funding ended.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	As there is no overall ILO strategy on the role of legal databases in ILO knowledge generation and management efforts, the development of databases is very much driven by individual departments or by specific development cooperation projects. This limits the sustainability of databases. It also makes the cooperation between the departments harder to achieve.

ILO Lesson Learned Template

Evaluation Title: LEGOSH database – internal evaluation
Project TC/SYMBOL: N/A

Name of Evaluator: Magdalena Bober
Date: 20 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	**Lesson learned: before putting in place a database it is necessary to assess the knowledge needs of the intended beneficiaries.**
Context and any related preconditions	LEGOSH is supposed to benefit a wide variety of stakeholders: policy makers, social partners, OSH institutions, researchers, companies, individuals. Needs of some, but not of all, major stakeholder groups were assessed at the early stage of LEGOSH development. In particular, the needs of main ILO stakeholders: policy makers, and social partners were not assessed at the early stage of database development. Involving constituents at the stage of database conceptualisation could have helped increase the relevance of LEGOSH.
Targeted users / Beneficiaries	Anyone developing a database on legal information
Challenges /negative lessons - Causal factors	The knowledge needs of ILO constituents: policy makers, and social partners were not assessed at the early stage of LEGOSH database development. The decision to develop the database seems to have been driven largely by the ILO HQ staff. Constituents were not closely involved also at the later stages of database development.
Success / Positive Issues - Causal factors	Efforts have been made to inform various audiences about the existence of the database and to encourage voluntary contributions. A meeting of OSH centers (former CIS network) was organized by the ILO at an early stage of the LEGOSH development to discuss the idea of creating the database.
ILO Administrative Issues (staff, resources, design, implementation)	While LABADMIN/OSH Branch in the ILO HQ has a contact list to OSH centers (INTEROSH), there is no similar list of OSH contacts in labour ministries nor in social partners organisations. Reaching out to constituents and assessing their needs thus necessitate the cooperation with the ILO field offices. It is thus important that field offices are engaged in the conceptualization phase of any database development processes.

LL Element	Text