



## Evaluation Unit (EVAL)

### Evaluation Title Page

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**ILO Decent Work Technical Support  
Team and Country Office for Eastern  
Europe and Central Asia**



*Northern Dimension*  
Partnership in Public Health  
and Social Well-being  
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**Project RUS/09/02/FIN**  
**Developing and implementing Occupational Safety  
and Health (OSH) system in the North-West region of  
the Russian Federation to provide Decent and Safe  
work – 3<sup>rd</sup> phase**

**Funded by the Ministry for Foreign Affairs of Finland**

**FINAL SELF-EVALUATION REPORT**

**Moscow  
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## **List of acronyms**

BSN – The Baltic Sea Network on Occupational Health and Safety  
BOHS – Basic Occupational Health Services  
CIS – Community of Independent States  
FIOH – Finnish Institute of Occupational Health  
NCM – the Nordic Council of Ministers  
NDPHS – the Northern Dimension Partnership on Health and Social Well-being  
NIVA – Northern Institute of Advanced Training in Occupational Health  
NWFO – the North-West Federal Okrug of the Russian Federation  
MOHSD – the Ministry of Health and Social Development of the Russian Federation  
OSH – Occupational Safety and Health  
OSHA – European Agency for Safety and Health at Work  
RA – risk assessment  
RAM – risk assessment and management  
RF – the Russian Federation  
TUs – Trade Unions

## **I. Introduction**

The final self-evaluation of the third phase of the project was undertaken in August-October 2012 in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005 which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency, decision-making and support constituents in forwarding decent work. This was the second formal evaluation exercise performed throughout the duration of the project, which complements the annual internal reviews of the project conducted by the SRO Moscow.

The ILO project ‘Developing and implementing Occupational Safety and health (OSH) system in North-West region of Russian Federation to provide Decent and Safe work: 3-rd phase’ (the project hereinafter) contributes to the implementation of the ‘Programme of Cooperation between the International Labour Organization and the Russian Federation for 2010-2012’, more specifically, to its country programme outcome on the improvement and further development of the national OSH system (RUS130).

The Project is also being executed under the umbrella of the Northern Dimension Partnership on Health and Social Well-being (NDPHS) and its OSH technical group (TG OSH).

The Project is aimed at creation of safe working conditions, which are the important components of process of poverty reduction, employment generation and economical development of the regions of Russia. The Project is funded by the Ministry for Foreign Affairs of Finland. The main project stakeholders are listed below.

### ***Stakeholders at the International level***

- European Office of World Health Organization (WHO);
- ILO SAFEWORK, Geneva and ILO/Budapest;
- European Agency for Safety and Health at Work;
- OSH task group of the NDPHS;
- Baltic Sea Network on OSH;
- Nordic Institute of Advanced Training in Occupational Health (NIVA).

### ***Stakeholders at the level of Finland***

- Ministry for Foreign Affairs;
- Ministry of Social Affairs and Health;
- Ministry of Employment and the Economy (Ministry of Labour);
- Finnish Institute of Occupational Health (FIOH).

### ***Stakeholders at the Federal level of the RF***

- Ministry of health and social development of the Russian Federation (MOHSD);
- Federal service for labour and employment (Rostrud);
- Federal State Institution ‘All-Russian Centre for OSH and Economy’ (VCOT);
- Federal State Institution ‘Research Institute of Labour and Social Insurance’;
- National Association of OSH Centres (NACOT);
- State Research Institute of Occupational Medicine.
- Trade Unions (FNPR);

- Employers' Union (CSORR).Coordinating Council of the Employers Unions of Russia, lately affiliated with RSPP

### ***Stakeholders at the regional level in the NWFO***

- Regional bodies of executive power for OSH (Committees, Ministries, Departments);
- Regional TUs;
- Regional Employers' organizations;
- Regional labour inspectorates;
- OSH research institutes, OSH Training Centres and Universities;
- Enterprises involved in Project activities.

The following sources were taken into consideration while determining objectives for the 3-rd phase of the Project:

- the ILO Global strategy in the field of OSH;
- the NDPHS Strategy;
- the 'Programme of cooperation between the Russian Federation and the International Labour Organization for 2010-2012';
- the results of independent evaluation of the second phase of the Project;
- requests and demands coming from Project partners at the International, Federal and Regional levels.

The **overall development objectives** of the third phase of the Project are as follows:

1. Introduction of decent and safe work systems, through international harmonization and good governance, in North –West Russia okrug as a pilot area.
2. Reducing the level of occupational accidents and diseases due to poor working conditions, by implementing OSH management and risk assessment systems in NW Russia.

**Immediate objectives** are the following:

1. Improved implementation of the Programme of action on OSH of RF in NW Russia, through access to international experience;
2. Development of a sustainable regional OSH policy based on the ILO Convention No 187 by consolidating and expanding the experience gained in North West Russia;
3. Preparation of new OSH training modules, ready for inclusion into the curricula of Russian training centres;
4. Consolidation and expansion of the introduction of modern OSH management systems and practices at enterprises;
5. Increased OSH awareness through continued provision of promotion, information and consultations on OSH related areas, such as occupational health services, occupational accident insurance, health promotion at work, migrant workers;
6. Dissemination of results achieved amongst regions of Russian Federation in cooperation with Federal ministries, institutions and social partners.

## **2. Purpose, scope and clients of the evaluation**

Being a part of results-based project management, self-evaluation was performed for the following principal purposes: i) to summarize and analyse results gained by the project by the time of the final stage of its implementation; ii) to elaborate possible ways to disseminate positive results in order to strengthen local and national capacities in the OSH field; iii) to contribute to organizational learning.

The donor agency (the Ministry for Foreign Affairs of Finland) was highly interested in evaluation, for it would provide the donor, along with annual reports, with the cumulated information on the project performance based on the feedback obtained from the constituents and project implementing partners.

Self-evaluation was based on the outcomes of independent evaluation which had been conducted by an external evaluator in April 2009. The evaluation findings and recommendations were used while determining the objectives, outputs and outcomes to be achieved during the 3-rd phase of the project in 2010-2012.

With regard to time, self-evaluation mainly examined the period since independent evaluation (April 2009), with due regard to the overall results achieved since the beginning of the project implementation (April 2007).

With regard to space, the partners in the following regions of the Russian Federation were engaged in the self-evaluation exercise:

- the city of St-Petersburg;
- the Leningrad region;
- the Vologda region;
- the Murmansk region;
- the Arkhangelsk region;
- the Republic of Karelia.

Thus, the exercise covered all 6 partner regions the project has been collaborating with for 5 years.

Results of the self-evaluation serve the following, external and internal, clients groups:

1. ILO tripartite constituents and national project partners;
2. Ultimate beneficiaries of the project – working men and women in the North West Region of the RF;
3. The Donor;
4. ILO management and technical specialists of ILO/Moscow and the Headquarters;
5. Project staff.

### ***Evaluation questions***

The self-evaluation exercise has attempted to obtain answers from the project partners to the following questions (see Annex 1):

1. If the project has succeeded in achieving the development objectives (D.O.), namely:
  - D.O.1. Introduction of decent and safe work systems, through international harmonisation and good governance, in North –West Russia okrug as a pilot area;
  - D.O.2. Reducing the level of occupational accidents and diseases due to poor working conditions, by implementing OSH management and risk assessment systems in NW Russia

2. If the project has succeeded in achieving the immediate objectives (I.O.), namely:
  - I.O.1 Improved implementation of the Programme of action on OSH of RF in NW Russia, through access to international experience;
  - I.O.2. Development of a sustainable regional OSH policy based on the ILO Convention No. 187 by consolidating and expanding the experience gained in North West Russia;
  - I.O.3. Preparation of new OSH training modules, ready for inclusion into the curricula of Russian training centres;
  - I.O.4. Consolidation and expansion of the introduction of modern OSH management systems and practices at enterprises;
  - I.O.5. Increased OSH awareness through continued provision of promotion, information and consultations on OSH related areas, such as occupational health services, occupational accident insurance, health promotion at work, migrant workers;
  - I.O.6. Dissemination of results achieved amongst regions of Russian Federation in cooperation with Federal ministries, institutions and social partners.
  
3. What are the follow-up actions to be taken in future?

### ***Methodology***

1. To review all the relevant information available on the project outputs, outcomes, training materials produced, services rendered, etc.
2. To evaluate the progress on project indicators and targets achieved. To assess partners' in-kind contributions to the project
3. To circulate the Project Evaluation questionnaire (see Annex I) in order to get feedback from the project partners in the targeted regions in NW Russia.
4. To process i) the answers to the questionnaire ii) the material and the resolution of the final NW OSH conference held in Vologda in May 2012 in order to gather additional information from the participants and to elaborate evidence-based recommendations on how the ILO & constituents should go forward.
5. To summarize the findings and prepare a self-evaluation report, then (including a list of project events and activities which were delivered on a cost-sharing basis or at no cost to the project thanks to partners' in-kind contributions).

25 project partners participated in the survey (see Annex II).



### **3. Presentation of findings, including performance indicators and actual data on occupational traumatism and morbidity**

A description of main project activities which were taken in 2010-2012 to achieve immediate objectives (I.Os.) is presented below.

#### **Improved implementation of the Programme of actions on OSH of RF in NW Russia, through access to international experience (I.O. 1.)**

OSH issues were included as a priority into the Programme of Cooperation between the Russian Federation and the International Labour Organization for 2010-2012 and the relevant Implementation Plan. The Project carried out several activities, which are listed in the Implementation Plan, in the regions of NW Russia. In particular, the following activities should be mentioned:

- Analysis of the structure of OSH legislative acts in foreign countries for purposes of harmonization of OSH legal acts (by-laws and standards) of the RF;
- Studying of foreign practical experience in the field of OSH MS at small- and micro-size enterprises. Providing of analytical survey on OSH MS at Russian small-size enterprises;
- Preparatory measures for ratification of ILO conventions;
- Implementation of RA procedures at enterprises;
- OSH training focused on RA procedures;
- Perfection of mechanisms of provision of economic incentives of improvement of working conditions;
- Promotion of so-called 'zero-accident' corporate programmes.

The experience gained by the Project has contributed to the overall ILO Moscow knowledge base and has been actively promoted by the ILO Moscow OSH Team. This experience has already had an impact on the Federal Labour Code in several instances. The OSH Team has constant contacts directly with the Federal Ministry and is a partner in Federal pilot projects introducing policy change related to OSH MS, risk assessment training, certification, etc.

#### **Development of a sustainable regional OSH policy based on the ILO Convention No. 187 by consolidating and expanding the experience gained in North West Russia (I.O. 2.)**

The Project has provided technical assistance to the partners to help them implement the main clauses of Convention No. 187 at the level of the regions of NW Russia. As a result of this assistance partners took measures to improve their regional OSH policies and programmes. A summary of action taken by the constituents is outlined below.

In 2010, the Republic of Karelia prepared and approved the regional OSH Profile. The Project in cooperation with FIOH and OSH authorities of the Republic organized a translation of the profile into English and a publication of the Profile. In late 2010, the same work was done for the OSH Profile of the Murmansk region. Thus, 3 regional profiles (those of the Leningrad and Murmansk regions and Karelia) were printed in English.

Two consecutive versions of the OSH Profile of the Arkhangelsk region were issued in 2010 and 2011, respectively.

The project assisted in the process of the development of the regional OSH Programmes. In late 2009, the Regional OSH Programme of the Arkhangelsk region was prepared and approved for 2009-2011. The Government of the region is now preparing the next OSH Programme for the period 2012-2014. In late 2010, the Government of the Murmansk region approved the next OSH Programme for the period 2011-2012. In March 2011, the Republic of Karelia has launched the regional 'Programme of actions aimed at improvement of OSH conditions for the period 2011-2013.

Several activities on promotion on developing of OSH-targeted programmes were included into the document titled 'Strategy of progress in spheres of labour and social development of the Vologda region', which was approved by the Government of the region (the Statement No. 150 of 15.02.2010). The Strategy in full was placed on the web-page of the Department: <http://www.socium35.ru/> . During 2011, the Vologda region was successfully fulfilling the 'Action plan of OSH improvement for 2011' that had been based on the aforesaid strategy.

The Administration of the Leningrad region started preparing an OSH programme for 2012-2014.

The regional law on OSH in the Murmansk region was significantly amended in 2010 in order to strengthen the role of the Ministry in the regional system for OSH. A few examples of amendments being as follows:

- 'the Executive Power Body for OSH provides state OSH policy in the region';
- 'the Executive Power Body for OSH creates and implements regional programmes for OSH';
- 'the Executive Power Body for OSH creates and approves, and implements Ministerial programmes for OSH; gains control over their implementations'.

The text of the law amended is available on the Internet:

<http://www.garant.ru/hotlaw/murmansk/243421/>

In 2011, Governor of the Arkhangelsk region issued Order No. 516 'On OSH status in the Arkhangelsk region'. Having summarized experience gained by the Project in the region, this paper stressed, in particular, that: '...employers are strongly recommended to create and implement OSH management systems based on GOST 12.0.230-2007'.

Social dialogue is developing in all the targeted NW regions. OSH issues are being included into the regional and municipal tripartite agreements. Examples are: 1). Agreement of the city of Arkhangelsk (Figure 10). Para No. 5 ('OSH') of the very Agreement says: 'The parties implement modern OSH management systems in accordance to Russian and International OSH standards', 'the parties organize and undertake actions devoted to World OSH Day'. 2). OSH issues were included into regional tripartite agreement of the Vologda region. (In particular, clause 3 of the very Agreement says: 'The parties build their work ....in line with ILO conventions ratified by the Russian Federation').

In all the targeted regions the bodies of executive power for OSH and social partners continue promoting safety culture using ILO approaches (for example, WD campaigns – see Annex I).

## Preparation of new OSH training modules, ready for inclusion into the curricula of Russian training centers (I.O. 3)

The training module on Economy and OSH was included into the curriculum of the OSH Centre 'BUTAM' (St.-Petersburg).



In the Arkhangelsk region in April 2010, the Project conducted a seminar on Economy and OSH for small enterprises and regional OSH centers. Materials of very module were used by the regional Agency for Labour and Employment to compile a practical handbook on OSH at small businesses (see Figure. 11).

The similar seminar was carried out in the Murmansk region in 2010. See <http://murman.rfn.ru/rnews.html?id=853573>

In 2010, the Project participated in preparing a printed version of the 'Economy and OSH' module designed for tutors of OSH training centers (Figure 12.a).

Fig. 11. The cover page of the handbook on OSH at small businesses



Fig. 12.a. The cover page of the ILO Manual on Economy and OSH

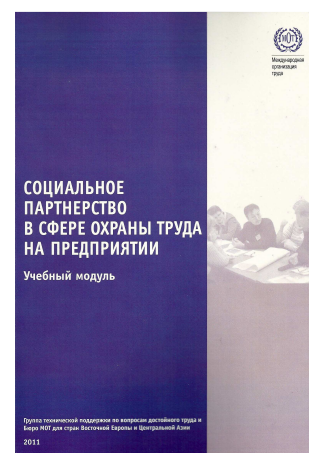


Fig. 12.b. The cover page of the ILO Manual on Social Partnership

In 2011, the Project participated in preparing a printed version of the module 'Basics of social partnership in the OSH field at the enterprise' designed for tutors of OSH training centers. (The module was published in late 2011 (see Figure 12.b).

In July 2011, the Project started preparing the 4-th training module 'OSH development strategy'. The full course is expected to be prepared by the end of 2012 in cooperation with SAFEWORK and ILO Turin Training Centre.

In March 2010, representatives of three Universities of Saint-Petersburg participated in the ILO training on Risk Assessment and Management. The training material was included into curricula of these Universities in the 4th quarter of 2010.

The training course on RA was also organized for representatives of OSH centers of the Republic of Karelia in December 2010. 12 lecturers and directors of 5 leading OSH training centers of Karelia, as well as 2 regional officials were trained to assess occupational risks so that they would be able to introduce RA methods into curricula of the centers in 2011. Similar courses were organized for representatives of OSH centers of the Vologda and Arkhangelsk, and Murmansk regions in 2011 (see Annex II).

As of the end of 2011, representatives of 27 NW OSH centers were covered by Project teaching activities on Risk assessment and management. The Federal State Institution 'Research Institute of Labour and Social Insurance' (Moscow) also uses ILO materials on Risk Assessment.

In 2010-2012, newly developed training module on Social Partnership on OSH was delivered at the following training events:

- seminar organized by the TU of municipal services of St.-Petersburg and the Leningrad region;
- seminars for TUs of the Vologda and Murmansk regions (see Figure 13a below);
- seminar for social partners of the Arkhangelsk region (see Figure 13b below);
- in the Republic of Kyrgyzstan (in accordance to agreements on collaboration between the ILO/Moscow and the Republic);
- in Ukraine and Moldova (in accordance to agreement on collaboration between the ILO/Moscow and the ILO/Budapest).

TUs OSH training centre of the Murmansk region uses the module for training of workers' representatives in the region.



Fig. 13a. Trainees test Elmer system at a workplace at the enterprise in Vologda



Fig. 13b. Soc. Partn. course at the sewing factory in Arkhangelsk

## Introduction of modern OSH management systems and practices at enterprises (I.O. 4.)

By the end of 2011, a total of 68 enterprises from NW Russia have been involved in project activities focused on introduction of modern OSH MS. Meetings and individual consultations with representatives of these 'pilot' enterprises were organized on a regular basis.

Work at the level of pilot enterprises was focused on the following:

1. Dissemination of best practices among a wide spectrum of regional enterprises through information sharing and practical assistance by the regional OSH authorities, social partners and ‘pilot’ enterprises. A few examples are:



Fig. 14. A notebook for managers of JSC ‘Nokian Tyres’

- In 2010-2011, 24 events on OSH MS best practices were held in 6 NW regions without participation of the ILO Project. In the Arkhangelsk and Leningrad, and Vologda and Murmansk regions local governments (municipalities) are also involved in this process. These activities demonstrate that the regions are able to organize such kind of events on their own and without sufficient assistance from the Project’s side.
- The Committee for Labour of the Leningrad region and the Agency for Labour and Employment of the Arkhangelsk region initiated designing of electronic databases containing information on OSH status (including OSH MS) at the leading enterprises of these regions.

- The JSC ‘Nokian Tyres’ (the Leningrad region) performs the corporate programme ‘Safe work – day-by-day’ that is based both on the ILO approach to safe work and the best practices of behavior audits from several regional ‘pilot’ enterprises (Figure 14).
- The Federation of TUs of St.-Petersburg and the Leningrad region actively disseminates ILO materials including the RA methods among member TU organizations.
- The Project is actively cooperating with the American Chamber of Commerce in Russia. The joint working meetings, seminars, roundtables take place regularly. Member enterprises are being informed of modern approaches to effective OSH management, social partnership, OSH economy and other issues. In 2011, two seminars were held on the concept of ‘zero-accident approach’. Representatives of Federal state OSH institutions and actively participated in these seminars and a representative of FIOH sufficiently contributed to the agendas.



Fig. 15. Example of the OSH certificate issued

## 2. Developing of all-Russian system of certification on conformity to requirements of the State standard GOST

12.0.230-2007.

In 2010-2011, the OSH team of the ILO/Moscow provided support in activating of the all-Russian voluntary OSH certification system that had been created in 2008. In particular, the Project assisted the OSH Agency 'Status-Certifica' (St.-Petersburg) to pass through the procedure of accreditation to be a centre for OSH certification and get a Certificate of Accreditation No. 0001.

By the moment the 7 NW enterprises started working to obtain OSH Certificates. (Examples being 'Rubin' (St.-Petersburg, shipbuilding industry); 'Sevzapenergmontaz' (St.-Petersburg, construction); 'Oil port Primorsk' (the Leningrad region, transportation); 'Izotop' (St.-Petersburg, Nuclear research and production).

Moreover, 4 enterprises located in St-Petersburg gained OSH certificates in 2011(see Figure 15).

3. Training courses that are being organized for tutors of regional OSH training centers in order to build capacity in the NW regions of concern (see above).

## Increased OSH awareness through promotion, information and consultations on OSH related areas (I.O. 5.)

### 1. Area of Occupational Health (OH)

In 2009-2012, the Project closely collaborated with FIOH in the field of OH. Examples being two round-tables (2009, 2010) on OH of lorry drivers in St.-Petersburg; several BSN meetings held in the Baltic countries. Despite a relatively low qualification of the project in the field of occupational medicine, the Project was capable to develop its 'medical' branch in cooperation with FIOH and other medical institutions.



Fig.16. Promotional booklet of the WHO project 'Healthy city' in Cherepovets

In 2010-2012, the Project continued cooperating with the Municipality of Cherepovets (the Vologda region) in order to intensify interaction with the WHO Project 'Healthy cities'. The ILO Project was recognized as a collaborator of the WHO project in Cherepovets (see Figure 16.). Moreover, since 2008, majority of Cherepovets' enterprises, which are involved into activities of the WHO project, have been using ILO approaches to risk assessments and OSH managements systems. (This fact confirms a common tendency that takes place in the NW of Russia – some follow-ups of the ILO activities started their own developing.)

In 2010, the Project started collaborating with the Committee for Health and the Centre of Occupational Pathology of the Leningrad region.

The main goals of collaboration are: 1). to assist in renovating of occupational health services at Russian enterprises, 2). to improve health status of workers and 3). To perfect quality of medical

examinations provided for employees working in hazardous working conditions. Occupational health of healthcare workers is the matter of special interest.

The conference titled ‘Problems of harmonization of Russian OSH legislation with International standards’, which was held in St.-Petersburg in March 2011, specified the vital necessity of joint efforts of WHO and ILO to be aimed at creation and preserving safe working conditions.

In April 2011 the Project participated in the tripartite meeting hold by ILO/Moscow on possible ratification ILO Convention No. 161 by the RF.

The Project is also cooperating actively with Finnish, Nordic and Baltic OH experts within the OSH TG of NDPHS, as well as within the Baltic Sea Network on OHS.

## 2. Social Insurance against occupational accidents and diseases

In 2010, the Project contributed to developing the ILO new brochure on social insurance against occupational accidents and diseases. This brochure was published both in Russian and in English in June 2010 and publication was financially supported by the Ministry for Foreign Affairs of Finland (see Figure 17).



Fig. 17. Layout of the cover face of the ILO brochure on Social insurance issues

## 3. Area of HIV/AIDS prevention at workplaces

In 2011, the Project jointly with the OSH and HIV/AIDS teams of ILO/Moscow participated in preparing corporate practices collection of the Russian Union of Industrialists and Entrepreneurs ‘Health at a workplace’. The publication incorporates the information on the ILO’s approaches to occupational safety and health, and HIV/AIDS prevention at the workplace.

Full text of the publication is available at <http://xn--o1aabe.xn--p1ai/library/view/23?s=6>

## Dissemination of results achieved amongst regions of Russian Federation in cooperation with Federal ministries, institutions and social partners (I.O. 6.)

Results achieved by the Project are being disseminated amongst regions of the RF by the following ways:

**1. Promotional actions taken by the OSH team of ILO/Moscow.** In 2010-2011, ILO/Moscow participated in many conferences, meetings, seminars held by MOHSD. Examples being All-Russian OSH Congresses in Moscow, Conference in the city of Ulan-Ude (the Republic of Buryatia, July 2010), OSH Conference in the town Saratov (the Saratov region, July, 2010). Tribunes of the conferences are used to promote OSH management systems and RA practices, and OSH economy issues, and effective social partnership in the OSH field.

### **2. Cooperation with the all-Russian Federal OSH Institutions:**

- Federal State Institution ‘All-Russian Centre for OSH and Economy’ (VCOT);
- Federal State Institution ‘Research Institute of Labour and Social Insurance’;
- National Association of OSH Centers (NACOT).

In June 2010, the first joint ILO-NACOT seminar took place in St.-Petersburg. NACOT also agreed to place information on the Project at the WEB-site of NACOT.

See <http://www.nacot.ru/?q=node/532>

In December 2011, the Project held the seminar on OSH economy and RA tools in Moscow. The group of listeners contained representatives of both VCOT and ‘Research Institute of Labour and Social Insurance’. Having been followed by a ToT course, that event was focused on capacity building of these 2 all-Russian training centers.

**3. Publications in mass-media** - Project achievements are being regularly published in the 3 leading all-Russian OSH magazines (‘Spravochnik specialista po okhrane truda’ (OSH specialist’s handbook’); ‘Okhrana truda i social’noe strakhovanie’ (‘Labour protection and social insurance’); ‘Bezopasnost’ i okhrana truda’ (‘Safety and labour protection’). Various aspects and results of cooperation between the ILO/Moscow, on one hand, and Federal and regional Russian partners, on the other hand, were described and published in 2010-2011 too (totally around 30 publications).

**4. ILO Publications** – All ILO’s printed materials on OSH issues are always welcomed by all Project partners. As these materials are oriented at practical matters, they are widely used by regional OSH authorities, social partners and enterprises. For example, ILO’s ‘cost calculator’ is being used in at least 9 regions of the RF.

In 2011, the Project contributed to the preparation of a Project Brief, aimed at visibility of the practical results gained (see Figure 18 below). Having been printed in both Russian and English languages, the Brief is very demanded by OSH community in the CIS countries and beyond.



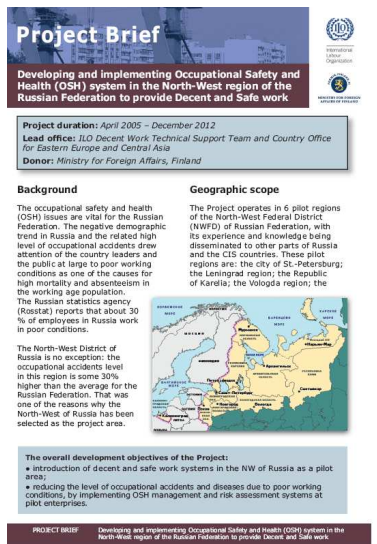


Fig.18. The Project Brief  
region gives the other example that portrays increasing regional interest in modern trends in the OSH field.

### 5. Regional initiatives – Several regions of the RF contacts the OSH team of ILO/Moscow and the Project in order to get information on key results (Khanty-Mansyisky Autonomous Okrug, the Republic of Chuvashia, the Republic of Tatarstan, the Jaroslavl’ region, the Republic of Bashkortostan etc.).

Some regions are attentively scrutinizing publications in printed and electronic mass-media in order to get information. For example, in 2010, the Ministry of Economy of the Republic of Komi issued the ‘Methodical recommendations on surveillance of the working environment’. This document refers to the GOST 12.0.230-2007 and Elmer system, and experience of the Republic of Karelia.

Attention focused on the OSH page of the ILO/Moscow web-site from the side of the Government of the Pskov region gives the other example that portrays increasing regional interest in modern trends in the OSH field.

## 3.1 Achievement of targets on project performance indicators and delivery of outputs in 2010-2012

Data on the achievement of targets per each of the project performance indicators is presented in the table below.

No.	Target indicators to be achieved by the end of 2012	Achievements in 2010-2012
1.	Target: 5 regions in NWFO have utilized/adapted international best practices and policies (I.O.1., I.O.2)	The 6 regions (Karelia, Komi, Arkhangelsk, Leningrad, Murmansk, and Vologda regions) are using international best practices and policies
2.	Target: 5 regional OSH profiles printed (I.O.1., I.O.2)	8 regional OSH profiles printed in Russian.  The 3 regional OSH profiles printed in English, namely: <ul style="list-style-type: none"> <li>- that of the Leningrad region;</li> <li>- the Murmansk region;</li> <li>- the Republic of Karelia.</li> </ul>
3.	Target: 5 OSH-targeted regional programmes/work plans produced (I.O.1., I.O.2)	The 6 regional OSH programmes/plans were prepared and launched by: <ul style="list-style-type: none"> <li>- the Arkhangelsk region for 2009-2011 and 2012-2014;</li> <li>- the Murmansk region for 2009-2010 and for 2011-2012.</li> <li>- The Republic of Karelia for 2011-2013;</li> <li>- The Vologda region for 2011.</li> </ul>
4.	Target: 4 OSH training modules prepared (I.O.3)	The 4 training modules prepared, namely: <ul style="list-style-type: none"> <li>- ‘The Basics of OSH Economics at the Enterprise’;</li> <li>- ‘The Basics of Risk Assessment and management at the enterprise’;</li> <li>- ‘The Basics of Effective Social Partnership in</li> </ul>

		<p>the field of OSH at the Enterprise’;</p> <ul style="list-style-type: none"> <li>- ‘OSH development strategy at the national level’.</li> </ul>
5.	<p>Target: 10 training centres used the ILO’s OSH training packages (I.O.3., I.O.6)</p>	<p>The 32 training centres (2 – at the Federal level and 30 – at the regional level) use the materials of the ILO module ‘Basics of Risk Assessment and management at an enterprise’</p> <p>The 1 centre (‘Butam’, SPb) used the materials of the ILO module ‘Basics of OSH Economy at an Enterprise’.</p> <p>The 1 centre (OSH Centre of TUs of the Murmansk region) used the materials of the ILO module ‘Basics of Effective Social Partnership in the field of OSH at an Enterprise’.</p>
6.	<p>Target: 60 pilot enterprises use OSH MS (I.O.4.)</p>	<p>69 enterprises that involved in the Project activities use elements of modern OSH MS</p>
7.	<p>Target: Federal and regional partners organize OSH promotional events and publications (World OSH Day, seminars, training, etc.) (200 events and publications) (I.O.5., I.O.6)</p>	<p>No less than 21 major events at the Federal level and no less than 210 events at the level of the NW regions of concern (more than 220 event in total)</p>
8.	<p>Target: The Project organized consultations and other activities (50 events) (I.O.5., I.O.6)</p>	<p>No less than 122 trainings, meetings, publications, consultations</p>
9.	<p>Target: 2 CDs released (I.O.5.)</p>	<p>The CD ‘Methodical recommendations in the OSH field for small businesses’ was released (300 copies) by the Leningrad region with regard to the ILO approaches and visual layout</p> <p>The new ‘Safework Library’ (‘Biblioteka Besopasnogo Truda’) DVD has been prepared and released in 2012</p>
10.	<p>Target: 2 OSH manual published (I.O.3, I.O.5., I.O.6)</p>	<p>The 4 manuals were published, namely: 1). ILO Manual on OSH economy; 2). EU OSH Agency Manual for enterprises and social partners; 3). ILO manual on the training module on RA; 4). ILO manual on the training module on Social Partnership in the OSH field</p> <p>The project also participated in drawing up the following 5 printed materials:</p> <ul style="list-style-type: none"> <li>- ILO brochure on social insurance against occupational accidents and diseases;</li> <li>- the brochure on OSH at small-size enterprises (published in the Arkhangelsk region in 2010);</li> <li>- the brochure ‘Hazard identification and risk assessment at the workplace’ (published in the Arkhangelsk region in 2011);</li> <li>- The corporate practices collection of the Russian Union of Industrialists and Entrepreneurs ‘Health at the workplace’ (2011);</li> </ul>

Thus, the all the target indicators have been achieved (pp. 4, 9) and some exceeded (pp. 1-3, 5-8, and 10). Selected achievements are illustrated by Fig.1 a, b below.

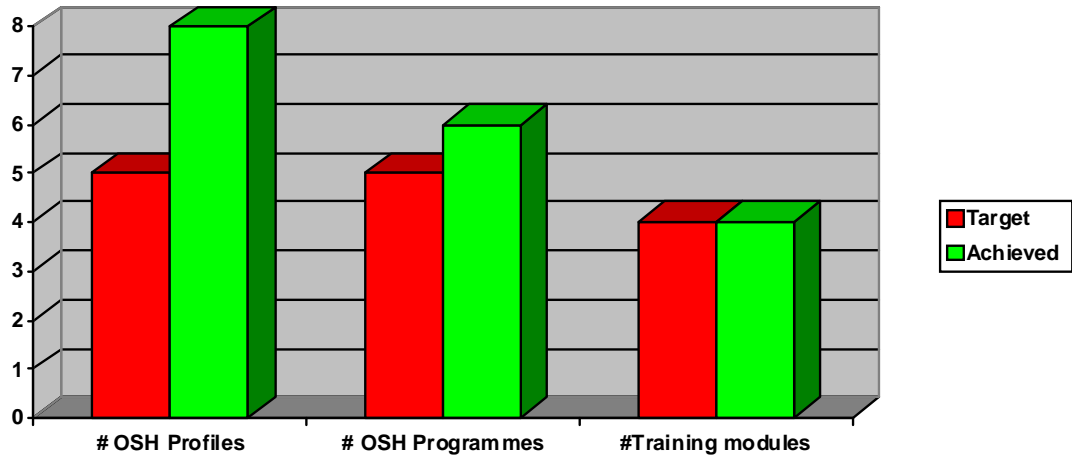


Fig. 1.a Selected project performances

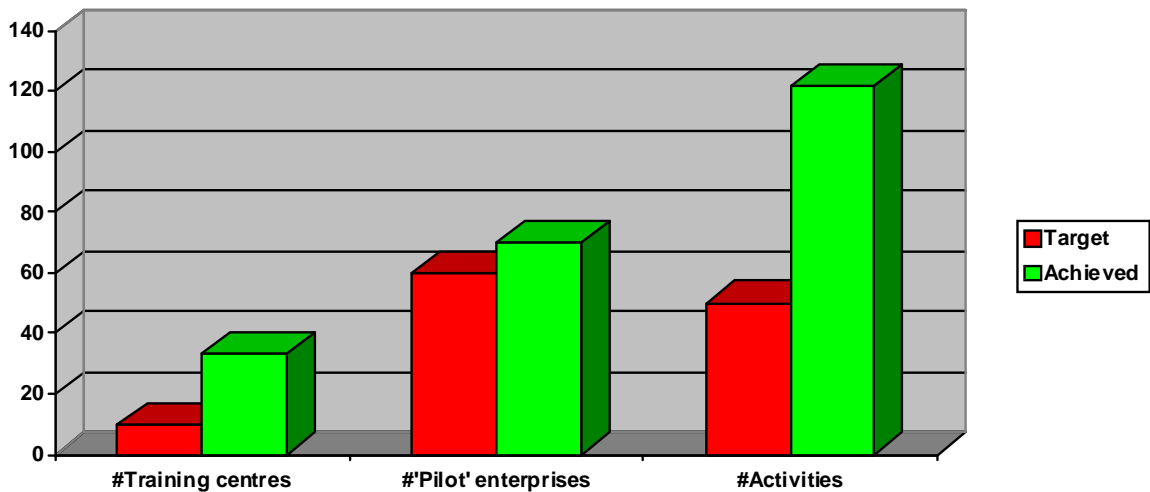


Fig. 1.b Selected project performances

A summary on project performance grouped by NW Russia regions appears in Annex III.

### 3.2 Data on occupational accidents and diseases

Dynamics of the total number of occupational accidents in the 6 target regions are given on Fig. below (source: Rosstat agency)

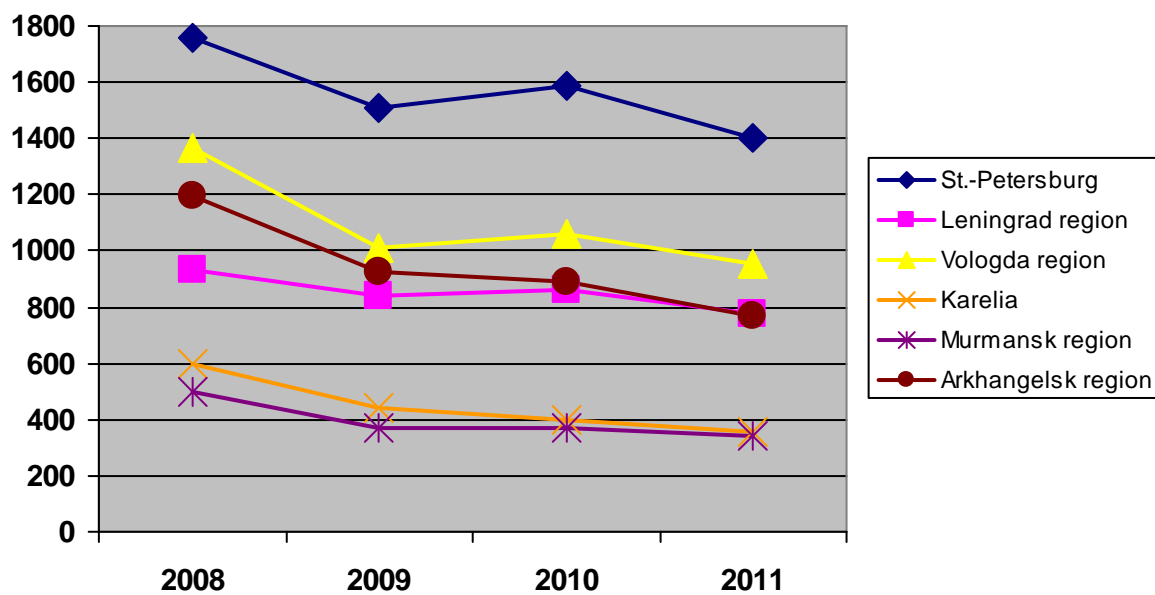


Fig. 2.

Dynamics of the number of registered occupational diseases in the 6 target regions are given on Fig.3 below. (source: Rospotrebnadzor agency)

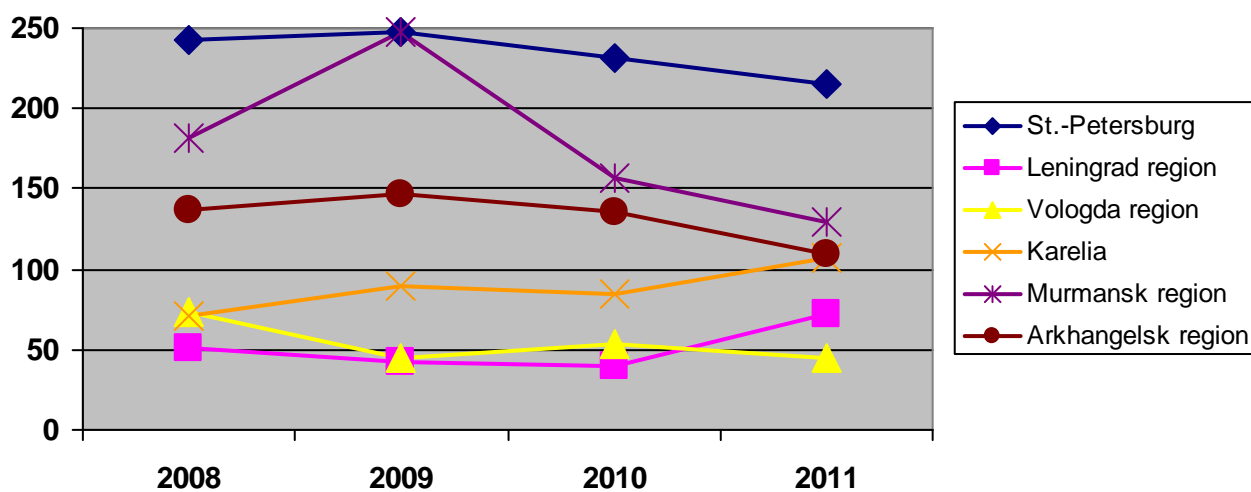


Fig. 3.

As a result of project activities partners had taken measures, which contributed to the improvement of safety standards and safety awareness at the targeted enterprises, leading to a decrease in the number of occupational accidents and diseases in 2008-2011, as shown on the graphs above.

### 3.3 Results of processing of the Project Evaluation questionnaires filled out by project partners

Project evaluation questionnaire was distributed electronically to 32 partners in September 2012. 25 project partners (78%) participated in the survey (see Annex II). Partners were asked to assess project performance per each of the stated objectives on a five point scale (from very unsatisfactory (1) to very good (4) and excellent (5)). The summarized results of the feedback obtained are illustrated with the graph below.

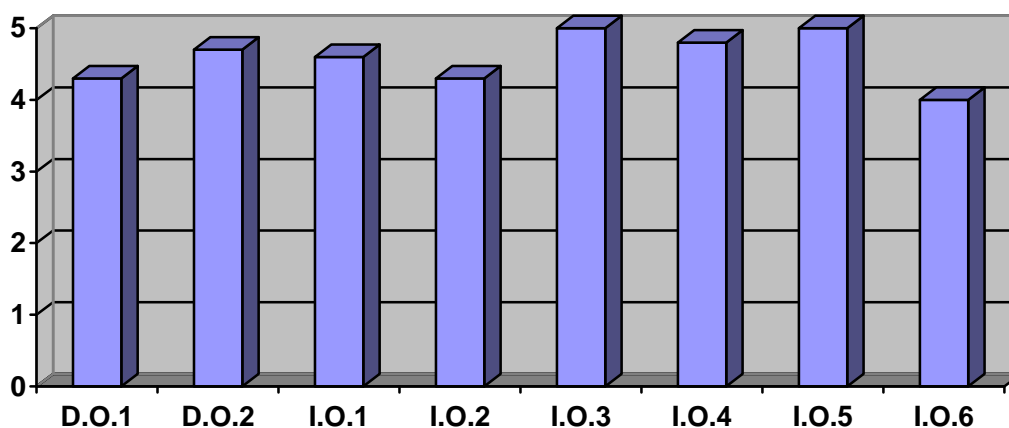


Fig.4. Results of processing of the Project Evaluation questionnaires filled up by project partners (D.O. – development objectives, I.O. –Immediate objectives)

All the surveyed noted the project made a significant progress towards achieving its development and immediate objectives. Project performance on all the eight objectives was rated by partners as very good and excellent. The project helped to identify the scope and define the main problems with OSH in the target regions. The respondents believe that the project has been very successful in disseminating modern information and best practices all over Russia, as well as among specialists in the sub-region. They pointed to the high quality of materials provided by the project and the ILO flexibility in meeting various informational requests.

Most of the respondents are completely satisfied with the quality and volume of information provided by the project and the ILO in Russian language. All the partners are aware of the materials and guidelines, developed by the project. Partners see them as useful, for most of the materials are practice oriented and offer new approaches to OSH management at the enterprises.

According to the partners, the project can bring long term tangible results, however, in order to achieve them, more time and activities will be needed. Special attention should be paid to further exploring economic aspects of OSH. In the situation of economic crisis, these issues may actually motivate employers for building effective OSH management systems.

All the partners, including state authorities, unions and pilot enterprises, noted a positive impact from participation in the project and cooperation with the ILO. There have been positive changes in the mindsets of the project participants. The project brought a new powerful stream of thinking into the field of OSH, challenging routine approaches, which have been remaining intact for years.

### 3.4. Results of the NW inter-regional OSH conference

In May 2012 the Vologda region has hosted the NW inter-regional conference organized jointly by the Government of the region and the project. More than 250 participants representing 7 NW Russia regions (oblasts) have partaken in the conference titled: «Improvement of Occupational Safety and Health Management at the Regional Level with Account of the International Experience».

In general, the conference has demonstrated the high grade of effectiveness of the project. In particular, the results of the effort made have enabled to:

- improve the regional OSH management systems by implementing measures based on preventive approaches;
- test, at the regional level, the provisions of the ILO Promotional Framework for Occupational Safety and Health Convention (No. 187) ratified by Russia in 2011, as well as the provisions of the respective recommendation No. 197. In pursuing the provisions of these documents, in a number of regions, regional OSH profiles were compiled and OSH programmes were developed. A number of measures were also taken in order to foster and promote a preventative safety and health culture both at the regional level and at the level of pilot enterprises;
- enhance the potential of social partnership at the regional level;
- secure and implement the state-of-the art systems of occupational safety and health and risk assessment systems based on preventive approaches and active involvement of employees.

Despite the relatively short period of implementing the occupational risks assessment and management methodology at the pilot organizations, a stable dynamics of decreasing the numbers of occupational accidents and incidents has been reported, as well as the positive impact on technological process violations, personnel morbidity and personnel turnover.

The resolution of the conference (see Annex IV) was sent to Mr Topilin, Minister of labour and social protection of the Russian Federation, and Mr. Shmakov, Chairman of the TU Federation of the Russian Federation, in August 2012. The Conference participants made a proposal that the experience accumulated by the pilot regions of the North West of Russia in implementing the ILO Project ‘Developing and implementing Occupational Safety and Health (OSH) system in the North-West region of the Russian Federation to provide Decent and Safe work’ should be approved and recommended for dissemination in the subjects (oblasts) of the entire Russian Federation.

### 3.5 Project contributions to the impacts at the National level of the RF

The Federal level partners (Ministry, social partners and OSH institutions) were closely involved in the strategic approach of the project activities. This was essential for effective implementation in the Russian environment, and simultaneously helped to disseminate results and experience from the project to other regions.

- The all-Russian congresses on OSH in Moscow in 2007-2012 organized by MOHSD confirmed the increasing interest in OSH problems at the National level of the RF.
- New legislation on occupational risk evaluation to update the current risk assessment system (attestation of work places) was elaborated by MOHSD; This document was created in a form of the ‘National Programme of OSH improving for 2008-2010’;

- The new interstate GOST 12.0.230-2007 standard fully identical with the ILO-OSH 2001 was approved by the 11 CIS countries and by the CIS standard committee. The Russian Federation approved the Standard to come in force since 1 July 2009.
- Four new national standards (GOST) on OSH management system implementation came in force in 2010-2011;
- In 2011, MOHSD compiled ‘The structure of typical OSH programme of the region of the Russian Federation’ in order to assist regions (oblasts) of Russia in designing their local OSH programmes and action plans.
- OSH issues were included as a priority in the ‘Programme of cooperation between the Russian Federation and the International Labour Organization for 2010-2012’.
- In 2010-2011, the RF ratified several ILO Conventions, namely Conv. No. 154 (1981), Conv. No. 132 (revised in 1970), Conv. No. 135, Conv. No. 187 (2006), Conv. No. 174 (1993).
- The World OSH Day is celebrated at the Federal level and practically in all regions of Russia.
- MOHSD, which held an OSH conference in Irkutsk in July 2009, evaluated the GOST 12.0.230-2007 (ILO-OSH 2001) OSH MS approach and the related training packages produced by the Finnish funded project. The training packages were planned to be tested in two Federal Okrugs, based on which their inclusion in the mandatory OSH training model programme would be decided. Training of trainers for the testing seminar took place in the IV quarter of 2009.
- In July 2011, the Labour Code of the RF was supplemented with the several clauses on occupational risks and risk management.
- Nowadays the Ministry is preparing a ‘Guideline to Assess Occupational Risks’. The document, which is based on the preventive approach, includes tools and methods taken from ILO-OSH-2001 Guidelines and respective Russian GOSTs.
- In April 2011, the Project partook in the tripartite meeting on possible ratification by RF the ILO Conventions Nos. 161, 174 (ratified in late 2011), 176.
- In 2010, Ms. Natalia Zharova, Head of the OSH and Social Partnership Department of MOHSD, underlined in her interview some positive results of implementation of modern OSH management systems in NWFO as a ‘pilot’ area for the RF.
- In 2010 and 2011, having been the regional partners of the Project, the Department of Social Development of the Vologda region and the Agency of Labour and Employment of the Arkhangelsk region reported at the conferences, organized by MOHSD. The reports contained main results of joint work aimed at implementation of Risk Assessment procedures at enterprises. Representatives of MOHSD and regions (oblasts) of the RF expressed significant interest to these issues.
- In 2011 representatives of 2 all-Russian training institutions participated i) in ILO training on OSH economy and Risk assessment tools and methods and ii) in the seminar on ‘zero-accident’ approach;
- Various aspects and results of cooperation between the ILO/Moscow, on one hand, and Federal and regional Russian partners, on the other hand, were described and published by 4 leading all-Russian OSH magazines (totally around 40 publications).

### 3.6 Spillover effect: Information dissemination to the CIS countries

The OSH community in the CIS countries was used to close cooperation. The Project made the information and achievements in NW Russia available to the other Russian regions and the CIS countries. The interest was overwhelming. The CIS countries were assisted by the ILO/Moscow when utilizing the material from the Project.

- Kazakhstan took the GOST on OSH MS into use from July 2008 and was developing the relevant training and certification system. In 2012 the project conducted a 2-day training on OSH strategic planning for tripartite constituents in Kazakhstan;
- Armenia, Azerbaijan, Kyrgyzstan, Tajikistan and Uzbekistan started utilizing the GOST standard and received corresponding training, assisted by the SRO Moscow and Finnish funding (another project on OSH in Central Asia).
- Material on good practice on introduction and implementation of the ILO-OSH 2001 in North-West Russia was used, translated and re-printed in several CIS countries.
- In late 2010, the Republic of Georgia decided to implement ILO-OSH-2001 at the national level.
- The ILO's training courses on Social Partnership in the OSH field were organized in Georgia and Kyrgyzstan and Armenia in 2010-2012.
- Ukraine and Moldova requested ILO Moscow to share information on experience of implementation of modern OSH management systems (Trainings on Risk Assessment and management as well as OSH development strategy and social partnership in the OSH field were held in 2008-2011 in both countries). Project materials and experience are very demanded in Ukraine and Moldova. In 2011-2012, the Project systematically cooperated with ILO-EU project 'Improving Safety and Health at Work through the Decent Work Agenda' that was being performed by ILO SAFEWORK/Geneva in these 2 aforesaid countries.

### 3.8 Financial effectiveness

During the course of the project, the local partners have been taking on increasing responsibility not only for converting the project's outputs into outcomes (Fig.5), but for financing the project activities. In particular, this led to extremely effective project spending. (A few examples of the events supported by partners' own resources are listed in the table below).

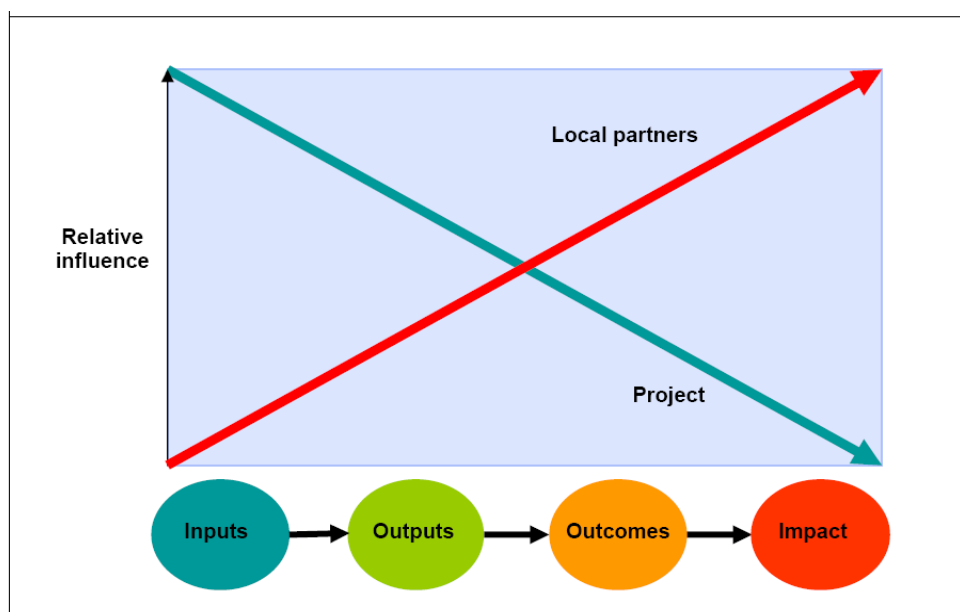


Fig.5. Shifting responsibility

Table: examples of activities supported by partners' own resources in 2012



<b>Project activity</b>	<b>Expenditure for the project budget (excluding mission costs)</b>
2-day OSH conference in the Arkhangelsk region (March, 2012)	Nil
2-day OSH conference devoted to the World Day for Safety and Health (April 2012)	Nil
OSH video-conference 'Saint-Petersburg – Kyiv' (April, 2012)	Nil
Interregional OSH conference in Vologda (May, 2012)	186 USD
A follow-up roundtable seminar on RAM for pilot enterprises and training centres, Leningrad region (October 2012)	90 USD

Cost effectiveness of the project made it possible to have gained 2 no-cost extensions of the project within the previously allocated budget limits. The Finnish donor was fully approving of the approach towards increasing the cost effectiveness of the project.

## 4. Lessons learned

1. There is a significant gap between the federal policy-making level and the implementation of policies at the regional/municipal/workplace level. The Labour Code of the RF and other relevant laws and by-laws do not specify in details the role of local administrations (local authorities) in providing safe working conditions. To fill this gap and with the technical assistance provided by the project, the constituents in the four pilot regions (Murmansk region and Republic of Karelia, and Arkhangelsk region and Vologda region) passed regional laws and by-laws determining the responsibilities of the regional authorities over OSH matters.
2. The former USSR's OSH management system focused on reacting on occupational injuries instead of promoting preventive measures seems to be the core problem. A need for change has been recognized at the Federal level of RF, but is in need of practical examples and best practices, adapted to the Russian situation. That deficit of local examples and tailored approaches is also experienced at the level of regions and enterprises.
3. There is a lack of motivation among the majority of employers for the establishment of modern OSH management systems and improvement of working conditions. At the same time, enterprises with foreign capital are more sensitive and receptive to OSH improvement (there are many enterprises with foreign capital among the pilot enterprises – approximately 40 % of the total number of pilot enterprises).
4. In spite of amendments on 'occupational risks' made to the Labour Code, there are still no robust external mechanisms to stimulate employers to introduce modern OSH systems, for instance by means of differentiation of insurance contributions with respect to actual status of OSH at the enterprise. Many employers had to cut expenses for OSH improvement, due to the financial crisis that affected enterprises in the RF in general and the NWFO in particular. At the same time, financial incentives to improve OSH from the side of the Social Insurance Fund are rather feeble.
5. The State Labour Inspectorate of RF reports the so-called 'human factor' as a root cause of approximately 70% of occupational accidents in the RF, in general, and in NWFO, in particular. By addressing the 'human factor' or workers' behavior issues, the project tried bringing a new stream of thinking into the stagnant field of OSH, challenging routine approaches which were remaining unchanged for years.
6. Strengthening the capacity of the unions still remains to be one the most serious challenges. Hard as project tried since 2009, the unions admit having not enough weight in OSH matters. They believe that the role of the government is, to the contrary, extremely important. According to the unions, the government should "oblige" all the relevant bodies at the regional and municipal level to handle OSH issues. At the same time the unions are not clear enough about their own role in this regard.

## 5. Good practices

The project gained a high grade of support from the OSH authorities and experts in NW Russia. It was possible because the project approach was relevant and the tools were adapted to the needs of the partners. This demonstrated that despite the limited resources the project was the part of the international OSH programme. Thus, the project succeeded in engaging a number of qualified ‘assistants’ which offered substantial help in the implementation of the project work plan (examples being American Chamber of Commerce, JSC ‘Saint-Petersburg Cartonboard plant’, JSC ‘Swedwood’, JSC ‘Uchebny Combine St.-Petersburg’, Baltic state technical University, North-Arctic Federal University and many others).

The establishment of pilot enterprises (69 in total) and OSH training centers (30 centres in NW Russia) proved to have been an effective measure focused on building and increasing of training capacity based on the ILO standards, tools and methodologies. Moreover, local capacity made it possible to render assistance to several additional regions of the RF (Khanty-Mansyisky Autonomous Okrug, the Republic of Chuvashia, the Republic of Tatarstan, the Jaroslavl’ region, the Republic of Bashkortostan etc.). Some regions attentively scrutinized publications in printed and electronic mass-media in order to get information on key results of the project and developed their own policies based on the above. For example, in 2010, the Ministry of Economy of the Republic of Komi issued the ‘Methodical recommendations on surveillance of the working environment’. This document refers to the GOST 12.0.230-2007 and Elmer system on surveillance of working environment, and experience of the Republic of Karelia.

The work plans of the Project were elaborated annually in cooperation with the Russian partners and implemented successfully as elements of the stages of the continual improvement process based on the ILO OSH management systems strategy – policy, organizing, planning and implementation, evaluation and action for improvement. This enabled to maximize the relevance of the project, adapt it to the needs and establish a strong sense of ownership among the partners. The practical approach of the Project has motivated many partners to link their plans and activities to the Project and to provide resources of local organizations in kind without funding from the Project. The regional capacity was actively used when carrying out the following main activities:

- selection of pilot enterprises and OSH training centres;
- routine work with pilot institutions;
- organizing of regional OSH events, including World OSH Day campaigns;
- preparation of regional OSH profiles;
- preparation of regional OSH Programmes/Plans of activities;
- preparation and issuing of regional OSH legislation;
- dissemination of ILO information and experience on OSH.

Every training event that had been organized by the Project was followed by the series of next actions to ensure the dissemination of knowledge and enhance their impact:

- follow-up roundtables on key results of implementation and problems to be solved;
- ‘feed-back’ letters from the regional OSH authorities that summarized the practical results of ILO trainings;
- inclusion of the follow-up actions into regional OSH programmes or Action Plans in order to widely disseminate gained experience;
- inclusion of the ILO materials which were used in training process into curricula of OSH centres;
- publications in local mass-media.

## 6. Conclusions

Evaluation of the outcomes of the project demonstrated that the project's work is assessed by partners as effective and extremely useful. All the respondents, with no exception, pointed out to the vital need of continuation of the cooperation with the ILO. Partners noted high professionalism of the project staff and the ILO specialists. As a result of project implementation, the North West Okrug of Russia moved forward in pioneering modern approach to preventative OSH management systems and become one of the most advanced in this regard as compared to other parts of the country. This work is beneficial to the region, because it strengthens its overall potential, which is especially important at the times of the global economic crisis.

The project corresponded to the current trends of the ongoing administrative reform of OSH management in Russia. Moreover, the project has been instrumental in initiating this trend by promoting ILO-OSH 2001 to be approved as an Interstate GOST 12.0.230-2007 (covering the CIS region). The project triggered the development of modern OSH management systems based on ILO OSH 2001 at the enterprises and contributed to the adoption of the set of new national standards on OSH.

The project fully met the informational needs of the partners in the NW Russia. The project created a knowledge base on OSH in the Russian language and made every effort possible to make partners aware of this knowledge. Partners were supplied with modern information on international approaches to OSH management and best practices. This created enabling conditions for transition from a reactive to proactive approach in OSH management systems, both at the regional and workplace level.

The project was instrumental in boosting social dialogue on OSH in the pilot regions of North West Russia and at the pilot enterprises. Partners saw the ILO and the project as the catalyst of the social dialogue. The pilot regions have started a practice of discussing OSH at the regular meetings of tripartite commissions, special OSH committees and ad hoc meetings.

The outputs of the project in relation to the inputs are significant. The project reached out to 69 pilot enterprises and 30 OSH training centres in NW Russia (see Annex III). It also managed to influence both the regional policies and the state of affairs at individual enterprises, thus providing a combination of "theory and practice". The project developed and tested 4 training modules on "Risk management" and "Basics of economics on OSH at the enterprise", "Basics of social partnership in the OSH field", "OSH development strategy".

The impacts and results achieved by the Project in 2007-2012 were very visible in the society, because the Project itself had been targeted on utilizing research to achieve practical results that could be used successfully in practical work by all the Project partners and participants. The project was officially recognized to have been a real contributor to the improvement of OSH systems at various levels. Select expressions of recognition from public authorities and unions appear in Annex V.

## **7. Recommendations on further ILO interventions**

1. It is essential to disseminate the results gained by the project among all regions of the RF in order to widely implement the ILO approach to safe working conditions. The project partners believe that if the ILO's technical assistance stops now some of the achievements might disappear over time. It is necessary to continue supporting the pilot enterprises, OSH training centres and the authorities for a certain period of time.
2. Risk assessment should be part of the training courses, but not the only part - it is necessary to cover other aspects of the ILO OSH 2001 as well. The ILO help in the development of new materials (training courses) in Russian language would be highly appreciated.
3. It is necessary to pay more attention to the economic aspects of safety at work. Economic benefits of safe working conditions will motivate the employers for building effective systems of OSH management. It is recommended to continue work on the topic of economic efficiency in the sphere of OSH.
4. Workers' and employers' motivation to cooperate in providing safe working conditions and comply with safety regulations is another aspect of OSH which is currently underdeveloped. Unsafe behavior at work is one of the leading causes of occupational accidents in Russia. It should be addressed by a special course on workers' motivation to participate in risk assessment to improve working conditions and adopt safe behavior patterns.
5. Specific OSH management programs should be developed in Russian for small businesses. According to SME representatives, all the programs available are designed for large enterprises, but are not suitable for the small ones. There should be training modules adapted specifically to the conditions of small enterprises, i.e. based on Finland's rich experience in this field.

(Full spectrum of recommendations elaborated by project partners appears in Annex VI.)

## Annex I. Project Evaluation questionnaire (in Russian)

### Итоговая анкета по оценке результатов работы проекта, сентябрь 2012

Ваш регион: \_\_\_\_\_

Вы представляете: \_\_\_\_ Органы государственной власти; \_\_\_\_ Профсоюзы; \_\_\_\_ Объединение работодателей

Оцените, пожалуйста, результаты проекта по шкале от 1 до 5	1 Крайне неудовлетворительно	2 неудовлетворительно	3 удовлетворительно	4 хорошо	5 отлично	Затрудняюсь ответить
Как бы Вы оценили степень достижения Стратегических целей и непосредственных задач проекта:						
1. ЦЕЛЬ 1. Внедрение в Северо-западном округе России систем управления охраной труда (СУОТ), нацеленных на продвижение безопасного труда, как одной из компонент достойного труда, посредством использования передового международного опыта и методов эффективного управления	4	3	2	1	0	0
2. ЦЕЛЬ 2. Снижение в регионах, входящих в СЗФО, уровня производственного травматизма и профессиональной заболеваемости посредством внедрения СУОТ и процедур оценки рисков на предприятиях.	4	3	2	1	0	0
3. Оцените степень содействия внедрению Программы действий РФ в области охраны труда в Северо-западном Округе путем использования передового международного опыта.	4	3	2	1	0	0
4. Оцените вклад проекта в развитие стабильной региональной политики в сфере охраны труда	4	3	2	1	0	0
5. Оцените вклад проекта в содействие активному внедрению современных СУОТ и методов создания безопасных рабочих мест на предприятиях	4	3	2	1	0	0
6. Оцените качество подготовленных проектом учебных модулей	4	3	2	1	0	0
7. Оцените вклад проекта в повышение осведомленности в сфере охраны труда посредством информирования, консультирования, публикаций и др.	4	3	2	1	0	0
8. Оцените степень содействия распространению положительных результатов проекта на другие регионы РФ посредством взаимодействия с Минздравсоцразвития России, Федеральными государственными учреждениями, социальными партнерами	4	3	2	1	0	0

Ваши комментарии, рекомендации на будущее:

## Annex II. List of project partners which participated in filling out the evaluation questionnaires

No.	Region	Partner
1	Murmansk region	Ministry of Labour and Social development of the Murmansk region
2	Vologda region	Department for labour and employment of the Government of the Vologda region
3		Federation of Trade Unions of the Vologda region
4		JSC 'Cherepovets steel construction'
5		JSC 'Vologda-Energo'
6	Saint-Petersburg and the Leningrad region	Saint-Petersburg' Chapter of American Chamber of Commerce in Russia
7		Federation of Trade Unions of St.-Petersburg and the Leningrad region
8		Committee for labour and employment of the Leningrad region
9		OSH Centre 'Academy of management and agro-business'
10		OSH Centre 'Training and methodological combine of the Leningrad region'
11		JSC 'Syas'ssky cellulose-paper combine'
12		JSC 'Nefrit-ceramica'
13		JSC 'St.-Petersburg carton-board plant (Knauf group)'
14		JSC 'Spetshimontage'
15		JSC 'Interfom-Saint-Petersburg'
16		JSC 'Katerpillar-Tosno'
17		Municipal enterprise 'Housing and communal services of the town of Kirishi'
18	Arkhangelsk region	Ministry for labour, employment and social development of the Arkhangelsk region
19		Federation of Trade Unions of the Arkhangelsk region
20		Northern (Arctic) Federal University
21		JSC 'OSH agency'
22		JSC 'TZK 'Arkhangelsk'
23		OSH training centre 'Bezopasnost' truda'
24		JSC 'Severodvinsk plant of construction materials'
25	Republic of Karelia	Ministry for labour and Employment of the Republic of Karelia

### Annex III. Project performance in the NW regions

The North-West Federal Area (Okrug) of Russia contains 11 regions (subjects of the Russian Federation). The project has steadily increased the regions, where OSH activities have been promoted since 2005. As of 2011, the Project is building capacity in 6 regions, whereas the impact is spreading to the two other regions (Komi and Pskov). Thus, 8 regions of the Area are linked with ILO project activities in the field of OSH.

Region	Regional OSH Profiles	Regional Programmes on OSH	Regional OSH legislation	ILO training on Risk assessment ('pilot' enterprises)	ILO trainings on Risk assessment (OSH centers)	ILO trainings on OSH Economy	ILO training on Social Partnership	'Pilot' enterprises introducing elements of ILO-OSH-2001 (GOST 12.0.230-2007)	OSH WD events in the region
Arkhangel'sk region	+ (2009) + (2010) + (2011) + (2012)	+ (for 2009-2011) + (for 2012 - 2014)	+	+ (2009)	+ (2011) 8 centres + (2012) 24 municipal specialists	+ (2010)	+ (2010)	18	+
Vologda region	+ (2008)	+ (action plan for 2011)	+	+ (2008)	+ (2011) 8 centres	+ (2009)	+ (2010)	9	+
Republic of Karelia	+ (2010)	+ (for 2011-2013)	+	+ (2008)	+ (2010) 5 centres			5	+
Leningrad region	+ (2008)	A draft for 2013-2016		+ (2008) + (2010) + (2012)	+ (2012) 3 centres		+ (2012)	24	+
Murmansk region	+ (2009)	+ (for 2008-2010) + (for 2011-2012)	+	+ (2009)	+ (2011) 3 centres	+ (2009) + (2010)	+ (2010)	12	+
St.-Petersburg				+ (2010)***	+ (2010)* 3 centres	+ (2011)**	+ (2010) + (2012)	1	+
<b>Total:</b>	<b>8</b>	<b>6</b>	<b>4</b>	<b>8</b>	<b>7 (30 OSH centres trained)</b>	<b>5</b>	<b>6</b>	<b>69</b>	<b>6</b>



## **Annex IV. Resolution by the Interregional Conference «Improvement of Occupational Safety and Health Management at the Regional Level with Account of the International Experience»**

(translated from Russian)

City of Vologda

May 30, 2012

**Participants:** ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia, Government of the Vologda region (oblast), Executive Power Bodies responsible for labour relations in the Subjects of the Russian Federation that are part of the North West federal okrug (the Republic of Karelia, Arkhangelsk region, Vologda region, Murmansk region, Leningrad region, Novgorod region, Pskov region), Association for Improvement of Health and Living Standards of the Population «Healthy Cities, Regions and Settlements», organizations - pilots under the ILO Project “Developing and implementing Occupational Safety and Health (OSH) system in the North-West region of the Russian Federation to provide Decent and Safe work”, Vologda Regional Federation of Trade Unions, Union of Industrialists and Entrepreneurs of the Vologda region, organizations of the Vologda region. In total - 252 participants.

The Project “Developing and implementing Occupational Safety and Health (OSH) system in the North-West region of the Russian Federation to provide Decent and Safe work”, implemented by ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia, together with the pilot regions of the Russian Federation, was aimed at the implementation of preventive approaches in the area of occupational safety and health (OSH) based on state-of-the art international experience and expertise and guided by the standards of the International Labour Organization. The results of the effort made have enabled to:

- improve the regional OSH management systems by implementing measures based on preventive approaches;
- test, at the regional level, the provisions of the ILO Promotional Framework for Occupational Safety and Health Convention (No. 187) ratified by Russia in 2011, as well as the provisions of the respective recommendation No. 197. In pursuing the provisions of these documents, in a number of regions, regional OSH profiles were compiled and OSH programmes were developed. A number of measures were also taken in order to foster and promote a preventative safety and health culture both at the regional level and at the level of pilot enterprises;
- enhance the potential of social partnership at the regional level;
- secure and implement the state-of-the art systems of occupational safety and health and risk assessment systems based on preventive approaches and active involvement of employees.

The workplace-oriented risk assessment methodology which had been suggested by the ILO and implemented at the pilot enterprises proved to be accessible to every employee, effective and cost friendly. It enables to clearly define the priorities of measures aimed at obtaining stronger OSH practices and develop preventive measures to reduce and eliminate the risks in an efficient and timely manner. The basis of the aforesaid methodology rests on the ‘employer – specialists – employees’ principle. This principle enables to build an effective system of assessing and managing risks through efforts made by the enterprise staff without involving external agencies. Every organization is able to adapt the proposed

approaches on their own, accounting the characteristics of production and developing comprehensible and effective procedures.

Despite the relatively short period of implementing the occupational risks assessment and management methodology at the pilot organizations, a stable dynamics of decreasing the numbers of occupational accidents and incidents has been reported, as well as the positive impact on technological process violations, personnel morbidity and personnel turnover.

The implementation of the occupational risks assessment procedures at the pilot organizations has enabled to:

- arouse an interest of employees of the organizations and involve thereof into the effort of occupational risks management;
- develop a system of planning measures, which contains a combination of data on the actual risks and the economic analysis of the measures intended to reduce thereof, aimed at improvement of working conditions.

In the Russian Federation, a system of occupational risks management has begun to develop. This leads to undertaking a number of legal, technological, social, medical and sanitary and hygienic measures aimed at minimizing the impact made by hazardous and pernicious occupational factors upon the employees' health with account of the actual social and economic situation.

Along with this, the country has not yet seen a sufficiently effective mechanism of motivating employers and employees in place to ensure healthy and safe working conditions, and this has resulted in the fact that the occupational safety and health requirements often fail to be met by organizations.

The issues connected with the implementation of individual assessing procedures covering health risks are not addressed and resolved in their entirety for those who are exposed to hazardous and dangerous working environments. The public insurance system applied in the country has not yet become an efficient tool of managing occupational risks, due to and including the emergence of substantially varying norm establishing and methodological documents dedicated to work conditions assessment procedures.

The participants of the Conference do believe that the wide implementation of the occupational risks management system should be accelerated, which is likely to enable to improve the mechanism of compensating through a more precise and accurate procedure of identifying the actual hazardous and (or) dangerous working conditions.

Whereas taking into account the current situation, the Conference participants propose the following:

1. Experience accumulated by the pilot regions of the North West of Russia in implementing the ILO Project 'Developing and implementing Occupational Safety and Health (OSH) system in the North-West region of the Russian Federation to provide Decent and Safe work' should be approved of and be recommended for its dissemination in the subjects (oblasts) of the Russian Federation.
2. The Ministry for Labour and Social Protection of the Russian Federation is requested to send a proposals to the Government of the Russian Federation on amending the Labour Code of the Russian Federation with the provisions on: i) holding employers responsible for the implementation of a procedure of identifying all the actual risks at work places at

organizations, ii) obligations to assess and manage occupational risks, iii) the development and the implementation of an individual system of insuring against occupational risks.

3. The Ministry for Labour and Social Protection is proposed the following:

3.1. The results of the implementation of the ILO project “Developing and implementing Occupational Safety and Health (OSH) system in the North-West region of the Russian Federation to provide Decent and Safe work” should be used in developing a system of occupational risks management at the level of the Russian Federation.

3.2. A system of effective economic stimuli to enable the employers to improve working conditions and implement safe technologies must be developed and implemented.

3.3. The regulatory acts must be enforced that determine the order and conditions of ensuring shorter working time, an annual additional leave, a higher amount of labour remuneration (compensation payments for working conditions) paid to the employees engaged in and exposed to hazardous and (or) heavy work conditions.

4. Work aimed at the creation of effective occupational risks management systems at the pilot enterprises of North-west Russia must be continued in cooperation with the regional Associations of Employers and Trade Unions. The efforts must be made on the basis of the international labour standards and in conjunction with practical experience of the ILO project.

## Annex V. Certificates of Honour and Thankgiving letters from project partners

	
<p>The letter issued by the Government of the Murmansk region</p>	<p>The Certificate of Honour issued by the Federation of Trade Unions of St.-Petersburg and the Leningrad region</p>
	
<p>The Diploma issued by the city council of the town of Cotlas (Arkhangelsk region)</p>	<p>The Certificate of Honour issued by the State Service on Mining Supervision and Industrial Safety of Ukraine (the leading OSH authority in Ukraine)</p>

## **Annex VI. Recommendations by project partners**

Below is a list of recommendations as expressed by project partners in self-evaluation questionnaires:

1. Develop a training module on Root Cause Analysis Technique; complement such a module with publication of guiding materials and booklets;
2. Promote cooperation with employers' organizations to discuss and elaborate possible amendments into the new draft regulations on OSH;
3. Outline of comments and recommendations from the Arkhangelsk region:

The region has had fruitful cooperation with the ILO project in 2009-2012, both at the regional level and at pilot enterprises. Below is a list of the main activities and outputs:

- An annual regional OSH Profile is being developed, discussed and approved at the meetings of the regional tripartite commission on social and labour relations;
- Methodological guidelines on OSH in SMEs were prepared in October 2010 based on the ILO information materials. The guidelines were published (1200 copies) and disseminated to all the municipal entities of the region, organizations and training centers. An electronic version was placed at the Regional Ministry of Labour Website;
- The region has successfully implemented the Regional Program of Action on OSH Improvement for 2009-2011. The results were summarized at the meeting of the regional tripartite commission on social and labour relations;
- A targeted inter-agency Arkhangelsk Region Program on Improvement of Working Conditions and OSH for 2012-2014 was developed and approved by a Decree of the Ministry of Labour, Employment and Social Development of Arkhangelsk region;
- Activities on the occasion of the World OSH Day on April 28 are conducted on an annual basis in accordance with a special plan. These activities are being held not only at the regional level, but also at the municipal level and at the enterprises;
- The region jointly with the ILO project conducted yearly workshops with the participation of enterprises management, specialists and local self-governance institutions.

Based on the results of the project workshop in St. Petersburg on June 7-9, 2011, the leading training centers of Arkhangelsk region have included the topic of “Basics of OSH Risks Assessment and Management in line with the ILO – OSH 2001” into their OSH training curricula for managers and specialists of enterprises.

A representative of the Ministry of Labour participated in the All-Russian conference “OSH Management Systems on a Way to Constant Improvement” in April 2011 in Moscow. His presentation on Occupational Risks Assessment and Management System Implementation at pilot enterprises of Arkhangelsk Region generated a great interest among specialists from other regions of the RF. An article on the above topic was published in OSH Specialist Hand-Book Journal.

The measures adopted by the regional administration, employers and unions have contributed to a significant decrease of workplace injuries (2011 – 767 cases; 2010 – 890; 2009 – 923; 2008 – 1192).

Below is a table with the main occupational injuries indicators in Arkhangelsk region, according to the region statistics bureau:

Indicator	2006	2007	2008	2009	2010	2011
# of injured with temporary work disability for one day and more (total, number of persons) Число пострадавших с утратой трудоспособности на 1 рабочий день и более – всего, человек	1617	1355	1192	923	890	767
As a share per 1000 workers на 1000 работающих	5,6	4,9	4,5	3,7	3,8	3,4
i.e. with fatal outcome в том числе со смертельным исходом, человек	42	48	40	35	21	12
# of days of sickness per person among those injured Число человеко-дней нетрудоспособности у пострадавших на 1 рабочий день и более, дней	44642	40497	42800	36900	30900	28300
# of days of sickness per one injured на 1 пострадавшего, дней	27,6	29,9	35,9	40,0	34,7	36,9
# of first time diagnosed occupations diseases Количество впервые выявленных проф. заболеваний	54	190	137	147	171	109

The experience gained through the implementation of the ILO NW Russia OSH project will be further utilized by the region. We believe that it is necessary to continue work aimed at the promotion of modern OSH management systems based on best practices and international labour standards.

*[Signed by Mr. P. Shevelev, Minister of Labour, Employment and Social Development of Arkhangelsk region]*

4. The project motivated partners to develop regional policies based on OSH management preventive approach in general and to manage occupational risks in particular. However, it would be premature to speak about the sustainability of the above policies;
5. The recommendation is to continue the implementation of the NW Russia OSH project;
6. The project is of great importance and interest to the employers. A problem with the use of the results of the project is rooted in the understaffing of regional OSH Service and absence of OSH staff positions in municipalities. It is necessary to continue the project;
7. Implementation of OSH management systems and risk assessment procedures at the enterprises of NW Russia Okrug enabled to raise awareness of OSH issues among the employers, as a result of seminars, wide dissemination of information through public channels, and technical consultations for specialists and unions' activists at enterprises. The topic of OSH management systems has become a mandatory part of education programs for university students with a concentration in techno sphere security, technological and manufacturing security, as well as part of advanced education

programs for staff of enterprises. The training modules developed by the project are being extensively used in education. We hope that our input into enhanced qualifications of senior management and specialists of enterprises from different sectors is also contributing to the decreasing rate of occupational injuries and diseases which has been registered recently. We believe that this work requires permanent attention and proactive awareness raising among employers and specialists at all levels. Education process should be permanent and go without interruption. One must not stop at the initial stage.

8. While it is hard to assess the overall level of integration of OSH management systems in the NW Russia Okrug as of today, all the pilot enterprises have registered positive changes. Their example and their support make it possible to further advance these approaches. The time span which is subject to monitoring is yet too short and the spread of OSH MS is still not as wide as one would want to. The project is extremely interesting. One of the brightest emotional impacts from the project events is the spread of a positive spirit, a sense of confidence in the possibility of positive changes in the world of work, inspired by the ILO representatives. The personality factor was bright and positive. This kind of confidence into a bright future of OSH is what the local officials are lacking. The project made us believe that there are many innovations, many interesting and accessible materials that can attract attention to labour relations sphere. The problems lie in a weak legislative base and passive attitudes of federal authorities.
9. The project managed to get mass media attention which enabled a broad coverage of the issues being addressed by OSH authorities and all the project participants. It also enabled to attract attention of public authorities at all levels, employers and unions. We believe it necessary to increase the number of publications and information in the public media concerning OSH promotion for the public at large. Unfortunately, there was not enough interest and support to the project implementation from the MoL and federal authorities.
10. This is a timely and highly needed project. It is necessary to continue.
11. Today it is hard to speak about a broad implementation of risks assessment practices at the enterprises due to a complicated economic situation, as well as multiple obligations affecting the employers. To put it simple, the managers do not have the time for this, although this is a very effective approach. It is necessary to continue the dissemination of information and counseling of employers, to help them and support them in OSH activities.
12. It is necessary to expand the audience of OSH training, to cover all those who deal with OSH, all OSH specialists;
13. It is necessary to continue this work. We do have positive practical experience on ELMERY system; OSH focal points are using this system successfully in their work.