



Independent Strategic Evaluation of the ILO's Flagship Programme Safety + Health for All

(JANUARY 2016–DECEMBER 2022)

EXECUTIVE SUMMARY

QUICK FACTS

Countries: Algeria, Argentina, Cambodia, Colombia, Ethiopia, Guatemala, Honduras, India, Indonesia, Ivory Coast, Kosovo¹, Lao PDR, Madagascar, Mexico, Morocco, Myanmar, Nepal, the Philippines, Sri Lanka, Thailand, Tunisia, Uruguay, Viet Nam

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Evaluation type: Independent

Evaluation timing: Final

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Technical Office: LABADMIN/OSH

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DC Symbol: N/A

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Key Words: Occupational safety and health, global supply chains, decent work, fundamental principles and rights at work, knowledge management

¹ All references to Kosovo in this report should be understood in the context of the United Nations Security Council Resolution 1244 (1999).



BACKGROUND & CONTEXT

Summary of the programme: purpose, logic and structure

This current evaluation exercise is an independent strategic evaluation of the ILO's *Safety + Health for All* Flagship Programme. One of five flagship programmes, *Safety + Health for All* fosters a culture of prevention to improve the safety and health of workers worldwide. The programme is funded mainly by development cooperation partners with some activities funded directly through regular budget funds. As of May 2023, contributions to the programme amounted to US\$70,884,172.

Purpose: The ultimate goal of *Safety and Health for All* is to make workers safer and healthier worldwide. To this end, it has four strategic objectives:

- Building knowledge
- Creating conducive national legal and policy frameworks
- Strengthening national capacities
- Promoting demand for safe and healthy workplaces

The strategy and results frameworks serve as a frame of reference in designing projects as well as monitoring and reporting. The desired changes (outcomes) formulated in the theory of change are reflected in the results framework presented below.

Expected Programme impact:

Workers are safer and healthier

Expected Programme outcomes:

- **Long-term Outcome:** Greater adoption of OSH management systems
- **Medium-term Outcome 1:** Reform of OSH governance, policy and legal framework based on evidence
- **Medium-term Outcome 2:** OSH-related organizations ability to promote a culture of compliance with and promotion of OSH at all levels
- **Medium-term Outcome 3:** Employers, workers and their representatives are empowered to improve OSH practices in the workplace
- **Short-term Outcome 1:** OSH knowledge is built



	<ul style="list-style-type: none"> • Short-term Outcome 2: Conducive national frameworks are built • Short-term Outcome 3: National capacities are strengthened • Short-term Outcome 4: Demand for safe and healthy workplaces is promoted <p>The <i>Safety + Health for All</i> programme consists mainly of projects operational at global, regional and country levels. Broadly, the projects implemented under the programme framework include regional multi-country projects/programmes; global projects administered by ILO Headquarters; and decentralized country-level projects.</p>
<p>Present situation of the Flagship Programme</p>	<p>The first strategy period provided direction for the duration of 2016–2020. The programme is currently implementing the second phase of its strategy covering 2021–2025. The second phase continues to be aligned with the overall mission of the ILO; the Global Strategy on Occupational Safety and Health approved by the 91st Session of the ILC (2003); the objectives of the ILO as set out in its biennial Programme and Budget (P&B) documents; and the expressed needs of constituents.</p>
<p>Purpose, scope and clients of the evaluation</p>	<p>This evaluation reviewed the operationalization of the flagship strategy since its operational launch in 2016 up to the actual evaluation implementation date. It examined the design and implementation of the strategy as well as the efforts made towards streamlining technical and operational backstopping and monitoring and evaluation (M&E) support to the development cooperation projects. The key focus of the evaluation is both on the strategic and the operational aspects, including its effectiveness as a significant vehicle for delivering the OSH agenda of the ILO.</p> <p>The scope therefore includes the overall programme strategy and actions, both at the global and country levels, including those of the Vision Zero Fund (VZF) that has a specific supply chain focus. The evaluation covered all the planned outputs and outcomes under the programme, with particular attention to synergies between the components and contributions to national policies and programmes. The geographic scope of the <i>Safety + Health for All</i> programme includes 23 countries, <i>with a focus on 19 countries</i> that had closed or active projects in Africa, Asia, Europe and Latin America.</p>



	<p>Clients of the evaluation: LABADMIN/OSH, Governance Department, ILO senior management, Global Tripartite Advisory Committee (GTAC) members, technical specialists, ILO staff and project team members, tripartite constituents, development partners.</p>
<p>Methodology of evaluation</p>	<p>This evaluation clustered two projects as advised by the ILO and the donors with the aim to assess their effectiveness and inform this strategic evaluation. These are: the global-level project “Consolidation and dissemination of OSH knowledge” (GLO/21/01/JPN); and the regional-level project “Safety + Health for All in South Asia” (RAS/20/08/JPN). The cluster approach was adopted to increase the scope of collecting in-depth primary data as well as for cost-efficiency. In addition, some projects were selected as case studies to inform this evaluation.</p> <p>Major limitations encountered: Scoping interviews were conducted with the Programme and Operations team of LABADMIN/OSH, which manages the overall implementation of the flagship programme, and the VZF Secretariat. The interviews, as well as analysis of programme documents, revealed that evaluability of impact and outcome-level results is limited due to certain challenges beyond the programme’s control.</p>
<p>MAIN FINDINGS & CONCLUSIONS</p>	<p>Main Findings:</p> <p>Relevance: The strategic priorities and initiatives address global concerns on OSH in workplaces aimed to help the ILO Member States strengthen OSH management systems. The four strategic pillars are: 1) building knowledge; 2) creating conducive national frameworks; 3) strengthening national capacities; and 4) promoting demand for safe and healthy workplaces. Interventions are integrated within the work of LABADMIN/OSH to a high extent. The development cooperation portfolio includes projects in 23 countries which benefits from support provided by technical specialists at regional and HQ levels, and the OSH and Labour Inspection teams. Stakeholder interviews confirmed that the theory of change and the programme strategy remain valid and responsive to their needs. The constituents recognize the importance of working with all strategic pillars in a holistic manner in order to improve national OSH systems. This</p>



evaluation also found that interventions addressed national gender-related goals to a high extent.

Coherence: The *Safety + Health for All* strategy is aligned with the ILO P&B, country programme outcomes (CPOs) and the priorities set in decent work country programmes (DWCPs). This programmatic approach ensures necessary coherence between the projects and flagship components. The interventions are complementary to other ILO Flagship Programmes such as *Better Work*, *Social Protection Floors for All*, and the *International Programme on the Elimination of Child Labour and Forced Labour* (IPEC+). The ILO, notably through the *Safety + Health for All* flagship programme, collaborates with the World Health Organization (WHO) on work-related diseases and injuries. It also works with the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) which focuses on strengthening international cooperation in the field of chemicals. Country-level projects focus on all four strategic objectives and correspond to national strategic priorities on the Sustainable Development Goals (SDGs).

Effectiveness: Overall effectiveness of the flagship programme is rated as high. Sixteen out of the 19 countries targeted (84%) contributed to the outcome-level results set by the programme. The flagship programme achieved 46 results across its outcomes. Eleven countries (58%) reported that conducive national frameworks were built (Outcome 2). Twelve countries (63%) reported that in total, 83 intermediate organizations extended their OSH education and information services (Mid-term Outcome 1.4). Under Short-term Outcome 1 (*OSH Knowledge is Built*), the programme developed over 60 knowledge products including tools and guidance materials on OSH, studies and research papers, case studies and assessments, sectoral and baseline studies.

Under Short-term Outcome 3 (building national capacity), 14 out of 19 countries reported that OSH training was delivered to constituents and organizations, covering over 27,800 participants, including training of trainers (Outputs 3.1.3 and 3.3.2). Of these, 22,563 (80%) were from workers' and employers' organizations. Under Mid-term Outcome 3 "Employers, workers and their representatives are empowered to improve OSH practices at the workplace)", some 2,975 enterprises took preventive and corrective measures through



direct support from flagship projects. Ratification-related initiatives were undertaken in eight (42%) of the 19 countries (Cambodia, Mexico, Madagascar, Laos PDR, Ethiopia, Nepal, India and Sri Lanka).

Efficiency of resource use: Overall efficiency of resources used is assessed at the medium rate. The efficiency of operational modalities is satisfactory, yet this evaluation found that the Office did not adequately allocate resources to support the programme conceptualization in the inception phase or later. Resources of the technical specialists at the regional and HQ levels were limited to provide technical assistance to the flagship in a consistent manner.

The flagship programme currently does not have a solid, strong management; it is managed by two teams: the Programme and Operations team and the VZF Secretariat in parallel. LABADMIN/OSH administers the ten centralized global projects, while the majority of projects are administered by the country offices. This management arrangement, though common for ILO projects, poses challenges for managing project results under the flagship programme.

Impact and sustainability: The flagship programme shows high impact orientation at the global level, though its sustainability is linked to the ability to report on impact results at country, regional and global levels. Currently there is no clear vision how the programme should report on impact in the target countries. In addition, some stakeholders expressed that the programme tends to work in the countries prioritized by donors. This evaluation observed that the programme doesn't have a solid regional strategy to operate at regional levels. At the time of the evaluation, there was only one project in the regions of Europe and Central Asia and no projects in the Arab states. *Safety + Health for All* has so far not been able to apply a global programme approach to focus on the neediest countries in these regions.

CONCLUSIONS:

The *Safety + Health for All* Flagship Programme is well placed to deliver on the ILO's OSH mandate in Member States, which provided momentum to include OSH as part of the Fundamental Principles and Rights at Work (ILO Conventions Nos 155 and 187). The strategic priorities and initiatives address these global concerns to a high



extent, helping the Member States to strengthen their OSH management systems. The strategic pillars are well reflected in projects at the regional and national levels, utilizing development cooperation and bringing consistency in approach and delivery across projects. Better coordination between HQ, regional and country offices, M&E and technical backstopping are clear advantages of a “flagship” approach and one which should be considered by the ILO in its future programming.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main findings & Conclusions

Main recommendations and follow up:

To the ILO senior management

1. Ensure sustainable staffing of the *Safety + Health for All* Flagship Programme to carry out the requirements for an effective implementation of the programme.
2. Support the positioning of *Safety + Health for All* in delivering on ILO’s OSH mandate, achieving expected programme results, (including targets on impact and outcomes levels), and determining requirements for periodic internal and independent reporting and evaluation.

To LABADMIN/OSH

3. Restructure reporting and management lines within LABADMIN/OSH to establish direct reporting lines from the VZF to the flagship programme; and limit the scope of responsibilities of key programme staff to the *Safety + Health for All* Flagship Programme.
4. Foster a broad collaborative spirit among LABADMIN/OSH teams to deliver the flagship programme.
5. Mobilize resources and provide technical assistance to developing countries that include OSH-related questions in national Labour Force Surveys to bridge the gap in data collection on fatal and non-fatal occupational injuries and diseases per 100,000 workers.



6. Strengthen gender equality and disability inclusion in the new ILO Global strategy on OSH including further strategic and implementing modalities in flagship projects.

To the Safety + Health for All team

7. In future, reduce the number of projects with small budgets (less than US\$3m), giving preference to regional and global projects with medium and larger budgets (from US\$3m to 5m and above).
8. Explore additional ways of measuring impact in target countries, e.g. comparative studies of countries, impact analysis, etc.
9. Develop regional strategies for all five regions – Africa, Americas, Arab States, Asia and the Pacific, Europe and Central Asia — based on country needs and analysis of the current state of occupational safety and health, including the capacity to collect data on number of fatal and non-fatal occupational injuries and diseases per 100,000 workers.
10. Develop a joint, strategic, and synergetic approach, with the Social Protection Flagship Programme. This approach should focus on advocacy to improve OSH conditions and extend social protection to informal workers (men and women), emphasizing to constituents that investing in the prevention of occupational injuries and diseases reduces the cost of social insurance.
11. Strengthen efforts to promote the ratification and application efforts of the fundamental ILO OSH Conventions, e.g. Occupational Safety and Health Convention, 1981 (No. 155); Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187); and Violence and Harassment Convention, 2019 (No. 190).

To the Vision Zero Fund Secretariat

12. In line with the ILO Strategy on Decent Work in Supply Chains, engage with enterprises, including multinational companies, as a means to promote safe and healthy workplaces in supply chains.
13. Replicate knowledge gained scaling up interventions at regional and global level in the agriculture, construction and



textile sectors; explore new sectors prioritizing the most hazardous ones (e.g. mining).

- 14. Develop joint interventions with ACTRAV and ACTEMP on OSH and freedom of association in global supply chains (GSCs).
- 15. Develop a joint, strategic and synergetic approach to foster OSH in textile GSCs, in collaboration with Better Work.
- 16. Continue investing in OSH research, including on climate change in global supply chains, in cooperation *with Safety and Health for All*, and raising awareness and promoting knowledge of these issues among the stakeholders.

To the team of the global project “Consolidation and dissemination of OSH knowledge”

- 17. Build on the achieved results of consolidated OSH knowledge and promote lessons learned and emerging good practices of flagship projects through user friendly modes – long-read articles, short videos and social media posts.
- 18. Bridge the knowledge gap on disability and OSH by initiating specific research aimed at better integration of disability inclusion into flagship projects.

To the donor of the regional project “Safety + Health for All Plantation Workers in South Asia”

- 19. Grant a no-cost extension to the project until December 2024 to complete all project activities.

To the team of the regional project “Safety + Health for All Plantation Workers in South Asia”

- 20. Advocate for the use of the existing national complaints systems to report OSH-related complaints by workers and/or their representatives.
- 21. Engage national statistical bodies in India, Nepal and Sri Lanka to take active part in developing and standardizing the future data collection tools on OSH issues.

Main lessons learned and good practices

LESSONS LEARNED:

LESSON LEARNED 1. The scale and ambition of the programme requires more adequate resources for staffing, financing, technical



and organizational support. *Source: Safety + Health for All Flagship Programme*

LESSON LEARNED 2. Investment in design and strategy paid off. However, the conceptualization process of a large global programme may take up to five years. *Source: Safety + Health for All Flagship Programme*

LESSON LEARNED 3. Theories of change for large global programmes should be clear and simple and easily understood by various audiences. *Source: Safety + Health for All Flagship Programme*

LESSON LEARNED 4. Creation of a senior level M&E position is important to ensure coherent monitoring and reporting on programme results across country, regional and global projects. *Source: Safety + Health for All Flagship Programme*

LESSON LEARNED 5. Collecting, organizing and storing knowledge products in one place, accompanied by a competent search engine, allows for efficient operational and technical support. *Source: Global project “Consolidating and disseminating OSH knowledge”*

LESSON LEARNED 6. Allocation of human resources for national coordination at part-time (50%) leads to poor coordination and negatively affects implementation of project activities. *Source: Regional project “Safety + Health for All in South Asia”*

EMERGING GOOD PRACTICES:

GOOD PRACTICE 1. The digital M&E framework developed by the *Safety + Health for All Flagship Programme* aimed at aggregating data to report on the global level of the programme. This also established an efficient way of reporting on the results across the projects at country, regional and global levels. *Source: Safety + Health for All Flagship Programme*

GOOD PRACTICE 2. Cooperation with a diverse set of stakeholders (e.g., constituents, universities, journalists, and SMEs etc.) reached great numbers of beneficiaries in Indonesia (25,000+ people trained). *Source: Project “Enhancing COVID-19 Prevention at and through Workplaces in Indonesia”*



GOOD PRACTICE 3. A coherent approach and focused, long-term OSH interventions in Madagascar created meaningful sustainable results at a national level, allowing the flagship programme confidence to phase out. *Source: VZF project “Building safe and healthy textile and construction supply chains in Madagascar”*

GOOD PRACTICE 4. In South Asia, the training of trainers (ToT) implemented the Work Improvement in Neighbourhood Development (WIND) methodology which facilitated the scaling up OSH training and enabled workplace improvements at SMEs and plantations. *Source: Regional project “Safety + Health for All workers in South Asia”*