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This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.
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1. Executive Summary

Protecting workers from occupational accidents and diseases and promoting safe and healthy working environments are becoming increasingly important in ASEAN member states’ agendas, particularly Viet Nam and Cambodia. In Viet Nam, the reported occupational accidents rose more than 8 times from 1995 to 2012. The number of fatalities over doubled within the same period. Actual numbers may be higher because many cases in small workplaces are not reported. In Viet Nam, construction, mining, and chemical sectors are among the top hazardous industries due to their high occupational injury rates and potential to cause major industrial accidents and work-related diseases.¹ In Cambodia, the ILO estimated in 2009 that more than 1,500 people were killed by occupational accidents – four people every day. According to union leaders, most occupational accidents occur in construction sites and brick kilns, in the fishery sector, and in small enterprises that have neither the knowledge about nor proper systems in place to protect workers from injury.²

Since February 2012, the International Labour Organization has been implementing the project “Occupational Safety and Health in Hazardous Work in Southeast Asia”, a project funded by the Government of Japan’s Ministry of Health, Labour and Welfare with a budget of US$1,050,000. This is phase two of the project, which had initially rolled out from 2008-2011 in Viet Nam, and now focuses on Cambodia and ASEAN countries in addition to Viet Nam. The project was designed to seek four objectives:

1. OSH standards in hazardous industries in Viet Nam in the framework of the 2nd National OSH Programme are implemented and improved
2. Preventive measures for occupational health hazards and risks, including asbestos and chemicals in hazardous industries, in Viet Nam are strengthened in cooperation with the World Health Organization
3. OSH standards in hazardous industries in Cambodia are established in line with the 1st National OSH Master Plan
4. OSH good practices in hazardous industries in Cambodia, Viet Nam and other ASEAN countries are shared, and the ILO Convention C187 (Promotional Framework for OSH Convention 2006) is progressed.

This is an independent final evaluation of the project. The primary clients of the evaluation are ILO project management based in Hanoi and Phnom Penh, management of the ILO/Japan Multilateral Programme, and the ILO regional and country offices, the donor agency, and the members of the Project Advisory Committees. Its purpose is to document key achievements, challenges, lessons learned and good practices for future programmes and projects. The evaluation was carried out over 29 working days from mid March to end May 2015. It looked at project activities implemented from February 2012 to December 2014. It covered both project countries – Cambodia and Viet Nam, and the ASEAN component.

² ILO Decent Work Country Programme, Cambodia 2011-2015, p 41.
The geographical scope of the evaluation is generally limited to Bangkok, Thailand; Phnom Penh, Cambodia; Hanoi, Viet Nam, although some project activities were carried out in the provinces in Cambodia and Viet Nam. The decentralised perspective has been included via telephone interviews rather than a mission, due to time constraints.

The evaluation methodology involved a desk review of project documents and reports, as well as in depth interviews and focus group discussions with a range of stakeholders in Bangkok, Japan, Cambodia and Viet Nam. Primary and secondary data were analysed and compiled into a draft report into which various stakeholders provided input.

The evaluation found that the project was relevant and well suited to (1) beneficiary requirements - in the ASEAN region, and at national and provincial levels in the project countries; (2) country needs - as identified in the First National OSH Master Plan in Cambodia and in the Second National OSH Programme in Viet Nam; and (3) global priorities as set out in ILO’s Global Strategy on OSH. Also, the project complemented several other agency initiatives in Viet Nam and the region, namely the World Health Organisation long term OSH programming, and the ASEAN Occupational Safety and Health Network initiative.

Furthermore, the project was effective in many ways. The project achieved all activities under the four immediate objectives, except for strengthening the occupational injury and disease reporting system in Viet Nam - due to the non-cooperation of the national partner. It was particularly effective with respect to Viet Nam’s ratification of ILO C187 OSH Promotional Framework, the use of ILO participatory training courses for Work Improvement in Cambodia and Viet Nam at provincial levels, and promotion of the policy to ban asbestos in Viet Nam in line with the ILO Asbestos Resolution 2006.

Regarding efficiency, financial and human resources were not allocated in the most efficient and strategic way. The project was not cost-effective because it did not utilise the project budget to the best of its ability, allocating an insufficient amount for the Cambodia component and over funding the Viet Nam component. Human resource allocation was inadequate for the Cambodia component. However, the project was resourceful in seeking funds from other sources for certain activities. This had the effect that the project was able to deliver better value for money by increasing the funds available to the project to carry out its activities. The allocation of financial resources at provincial, national and regional levels delivered good value for money.

Regarding impact, there have been several positive effects which can be causally linked to the project’s interventions, namely the ongoing workshops for tripartite constituents in the provinces - which shows the positive impact of the training of trainer workshops and the sustainability of the capacity building activities; and Viet Nam’s ratification of ILO C187 Promotional Framework for OSH Convention – making Viet Nam the first country in the region to have ratified both of the core ILO OSH conventions, together with ILO C155 OSH Convention.

As for sustainability, the benefits of several activities under the project are likely to continue after donor funding has been withdrawn. Strengths include the ongoing training using ILO participatory tools by provincial departments of labour and social partners in the provinces in both project countries. Sustainability of the law and policy reform aspects of the project should be addressed by a phase two of the project in Cambodia, and consideration of further support in Viet Nam for the implementation of the new OSH law in the informal sector. Ongoing support
should also be considered to properly entrench a culture of tripartism and participatory evidence based policy making and standard setting in OSH.

Three good practices emerged from the project: (1) the promotion of ratification and application of ILO C 187 Promotional Framework for OSH Convention in a country that has already ratified ILO C155 OSH Convention, (2) the use of ILO’s participatory training courses for Work Improvement at provincial levels to reach the informal sector through SMEs (WISE), and sectors dominated by women (such as agriculture and homeworkers, through WIND and WISH), and (3) use of grassroots movements to influence national level stakeholders about the merits of a policy to ban asbestos.

Several lessons may be learned from the project. First, good OSH project design and implementation should explore links to other OSH related projects within ILO, and with other UN agencies and development actors in project countries and the region, with a view to exploring synergies, sharing experiences, avoiding duplication, analyzing gaps, and potentially teaming up for joint implementation of certain components. Second, it is good project strategy to focus on OSH coverage in the informal sector, as well as the formal, at national and grassroots levels. Third, OSH is a good entry point for programming and organizing in the construction industry, which is prolific in rapidly developing economies of ASEAN, and inherently hazardous. Fourth, adequately funded national project coordinators are needed at the country level for multi country projects.

The following recommendations have been made to various ILO stakeholders, the tripartite constituents and donor.

1. **Asbestos:** Given the success of the asbestos related outputs of the Viet Nam component of the project, consider replication and scaling up for Cambodia, which is an asbestos exporting country and has high usage of asbestos in the construction industry. Explore a partnership with APHEDA in Cambodia. Also consider replication and scaling up for other high users of asbestos in ASEAN e.g. Lao PDR, Indonesia. Consider use of grassroots movements and local examples of those with asbestos related diseases to influence national level stakeholders about the merits of a policy to ban asbestos.

2. **Entertainment industry:** Consider developing a Work Improvement participatory OSH tool tailored for workers in the entertainment industry, an industry which is inherently hazardous because of the increased risk of contracting HIV/AIDS and STDs, and one which is female dominated.

3. **Construction:** OSH is a good entry point for programming and organizing in the construction industry. It would be good to scale up and work more with employers, but also with unions in the construction sector. Consider use of the ILO’s participatory training tool “Work Improvement in Small Construction Sites” (WISCON) as an effective way to gain entry into construction workplaces.

4. **OSH coordination:** To support a multidisciplinary and coherent approach to OSH promotion, when designing & implementing projects, explore links & synergies with other ILO projects, UN and development actors to avoid duplication, address gaps, share experiences, and potentially team up for joint implementation of certain components.

5. **OSH ratification:** In line with the ILO Plan of Action 2010-2016 to achieve widespread ratification and effective implementation of the occupational safety and health
instruments, consider programming for ratification and implementation of both ILO C155 and C187.

6. **OSH in the Informal economy**: It is good project strategy to focus on OSH coverage in the informal sector, as well as in the formal sector, at national and grassroots levels. Consider use of ILO’s participatory training courses for Work Improvement at provincial levels to reach the informal sector through SMEs (WISE), and sectors dominated by women (such as agriculture and homeworkers, through WIND and WISH). Consider supporting Viet Nam’s implementation of the new OSH law which extends coverage to the informal sector given (1) the magnitude of this undertaking, (2) its novelty, and (3) its pioneering nature in the ASEAN region.

7. **Management**: Improve lines of communication and responsibility between ILO field and regional offices to improve delivery of technical assistance and central response to country level advice.

8. **Monitoring**: Implement more adequate monitoring arrangements and verification procedures to ensure that project funds are spent in the manner in which it was intended, and to verify what has actually been accomplished and to what standard. Properly vet potential national partners to handle project funds, and carry out proper risk analysis in the design phase. Ensure that there is adequate translation into UN working languages (in this case English).

9. **Governance**: Foster the spirit of tripartism that underpins all of ILO’s work by ensuring that all Project Advisory Committees involve all tripartite constituents.

10. **Efficiency of resource use**: Adequately fund project coordinators at the country level for multi country projects. Projects need to streamline funding and recruitment processes at start up so as to avoid lengthy delays which impact on timely and quality achievement of project activities.

11. **Sustainability**: An exit strategy is needed to deepen and build on achievements in Viet Nam; consider implementing this during the bridging period. The Cambodia component needs a second phase to ensure sustainability of most project benefits and to consolidate gains. Ongoing support should also be considered to properly entrench a culture of tripartism (including through workplace mechanisms and provincial OSH committees) and participatory evidence based policy making and standard setting in OSH in both countries.

12. **Gender**: Consider addressing gender issues in OSH in hazardous industries e.g. mass faintings of women in factories, agriculture, home based workers, SMEs, informal sector. Include a gender allocation in the budget, and a gender mainstreaming strategy in the project document that forms the basis for implementation. Mainstream gender in the situation analysis, project goals, outputs, and indicators. Include sex-disaggregated data in the situation analysis, baseline data, and indicators to facilitate gender equality monitoring & evaluation.

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2. **Project Background**

Protecting workers from occupational accidents and diseases and promoting safe and healthy working environments are becoming increasingly important in ASEAN member states’ agendas, particularly Viet Nam and Cambodia.

In Viet Nam, the reported occupational accidents rose more than 8 times to 6,777 cases in 2012 from 840 cases in 1995. The number of fatalities also rose from 264 to 606 cases within the
same period. The actual numbers are believed to be higher because many cases in small workplaces are not reported. In Viet Nam, construction, mining, and chemical sectors are among the top hazardous industries due to their high occupational injury rates and potential to cause major industrial accidents. Workers in these industries are also prone to work-related diseases.³

In Cambodia, the ILO estimated in 2009 that more than 1,500 people were killed by occupational accidents—four people every day. According to union leaders, most occupational accidents occur in construction sites and brick kilns, in the fishery sector, and in small enterprises that have neither the knowledge about nor proper systems in place to protect workers from injury.⁴

From September 2008-December 2011, the International Labour Organisation implemented the project “Effective Implementation of National OSH Programme for Improving Safety and Health at the Workplace in Viet Nam”. This was phase one of the project under evaluation, and aimed to strengthen OSH systems in Viet Nam by supporting the First National Programme on Labour Protection and OSH.

Since February 2012, the International Labour Organization has been implementing the project “Occupational Safety and Health in Hazardous Work in Southeast Asia”, a project funded by the Government of Japan’s Ministry of Health, Labour and Welfare with a budget of US$1,050,000. This is phase two of the project, and focuses on Cambodia and ASEAN countries in addition to Viet Nam.

The project aims to address occupational safety and health in hazardous work in ASEAN countries with a focus on Viet Nam and Cambodia. The project was designed to seek four objectives:

- OSH standards in hazardous industries in Viet Nam in the framework of the 2nd National OSH Programme are implemented and improved
- Preventive measures for occupational health hazards and risks, including asbestos and chemicals in hazardous industries, in Viet Nam are strengthened in cooperation with the World Health Organization
- OSH standards in hazardous industries in Cambodia are established in line with the 1st National OSH Master Plan
- OSH good practices in hazardous industries in Cambodia, Viet Nam and other ASEAN countries are shared, and the ILO Convention C187 (Promotional Framework for OSH Convention 2006) is progressed.

The ILO is the executing agency. ILO’s partners in this collaboration are the Cambodian Ministry of Labour and Vocational Training (MOLVT), the Viet Nam Ministry of Labour, Invalids and Social Affairs (MOLISA), Ministry of Health (MOH), Ministry of Industry and Commerce (MIC), Ministry of Construction (MOC), Viet Nam General Confederation of Labour (VGCL), and Viet Nam Chamber of Commerce and Industry (VCCI).

⁴ ILO Decent Work Country Programme, Cambodia 2011-2015, p 41.
3. Evaluation Background
This is an independent final evaluation of the project “Occupational Safety and Health in Hazardous Work in Southeast Asia”. Its purpose is to document key achievements, challenges, lessons learned and good practices for future applicable programmes and projects. It aims to:

- Assess the achievement of the project against the approved logframe and workplan
- Identify gaps, limitations and/or challenges
- Identify good practices and lessons learned.

This evaluation was carried out over 29 working days from mid March to end May 2015. The evaluation looked at all project activities implemented from February 2012 to March 2015. It covered both project countries – Viet Nam and Cambodia, and the ASEAN component.

The geographical scope of the evaluation is generally limited to Bangkok, Thailand; Phnom Penh, Cambodia; Hanoi, Viet Nam, although some project activities were carried out in the provinces in Viet Nam. Due to time constraints, the decentralised perspective was included via telephone interviews rather than a mission.

The evaluation had three phases.

**Phase 1: Desk reviews and preparation of inception report**
The desk review was based on project documents and materials provided by the ILO in addition to a web search. The desk review process also included email and phone contact with the project backstopping officials in Cambodia, Viet Nam and Thailand. The overall aim of phase 1 was to draw tentative conclusions on the key issues and to identify matters for particular attention during phase 2.

**Phase 2: Interviews with ILO constituents, donor, and key project partners**
Phase 2 took the form of phone/skype interviews (for provincial stakeholders) and in-person one-on-one and group discussions with ILO and locally based project staff, project partners, and key project stakeholders.

**Phase 3: Report drafting and finalization**
This phase was primarily concerned with drafting and finalising the evaluation report. It also included on-going email and phone contact with the project backstopping officials in Cambodia, Viet Nam and Thailand, and others as necessary.

The primary clients of the evaluation are ILO project management based in Hanoi and in Phnom Penh, management of the ILO/Japan Multi-lateral Programme, and the ILO regional and country offices, the donor agency, the members of the Project Advisory Committees.

4. Methodology

a) Evaluation criteria
The evaluation addresses OECD/DAC evaluation criteria, including:
- **Development Effectiveness**: The extent to which the project’s objectives and intended results were achieved
- **Resource Efficiency**: The extent with which resources were economically converted into results, including mention of alternative more cost-effective strategies when applicable
- **Impact**: Positive and negative, intended and unintended long-term effects
- **Relevance**: The extent to which project interventions met beneficiary requirements, country needs, global priorities and partners’ and donors’ policies
- **Sustainability**: The immediate benefits and probability of continued long-term benefits after the project has ended.

**b) Evaluation methods and data collection instruments**

To strengthen the credibility and usefulness of evaluation results, the evaluation has used a mix of data sources collected through multiple methods. This included primary data which was collected directly from stakeholders about their first hand experience with the intervention. This data was collected through interviews, focus group discussions, and some observation. It also included secondary data consisting of documentary evidence that has direct relevance for the evaluation, such as nationally and internationally published reports, project documents, monitoring reports, previous reviews, country strategic plans, and research reports. This data was collected through a desk review of project documents and other relevant materials. The desk review was used to verify qualitative data gathered directly from stakeholders.

The evaluation methodology included multiple methods with analysis of both quantitative and qualitative data, where possible:

- A desk review of project documents and other relevant materials, such as progress reports, training reports, minutes, reports from partners, relevant correspondence;
- Field mission to Thailand, Viet Nam and Cambodia to conduct interviews/focus group discussions with ILO constituents, key project staff and relevant partners
- Sex disaggregated data was collected where available and the different needs of women and men were considered throughout the evaluation process
- Debrief with ILO/Japan Multi-bi Programme
- Analysis of data, including data disaggregated by sex, and gender analysis
- Draft evaluation report to be shared with stakeholders for comments.

Stakeholder participation was ensured through the following:
- Formal consultations at the outset of the evaluation
- Their review of the draft report
- Consultations include all tripartite representatives
- Consultations with women and men stakeholders
- Interviews with direct recipients of project services, including the Ministries of Labour, and social partners
- Interviews with key project staff and backstopping staff at country and regional levels.

The evaluation was limited by the very short notice for the evaluation and the lack of adequate time for conducting field interviews. The original evaluator was unavailable and the present evaluator stepped in at the last minute. Many interviews in Cambodia and Viet Nam need to be conducted with the assistance of a translator, which limits the time available yet again.
Moreover, since the mission budget had to be spent by the end of March 2015, this cut short the available working days for the field mission. These factors, together with short notice for interviews with stakeholders, have meant that it is not been possible to interview all stakeholders envisaged in the TOR. The evaluator and the national project coordinators prioritised interviews with the main stakeholders in each location, included telephone interviews with a sample of provincial level stakeholders, and conducted focus group discussions with the rest.

Other limitations of the evaluation included an apparent lack of sex-disaggregated data and very limited gender analysis in project documents, which may have inhibited a comprehensive gender evaluation as required by ILO templates for final evaluations.

Moreover, the unavailability of a majority of project documents in a UN working language inhibited a comprehensive analysis of what was actually carried out and to what standard.

The evaluation is carried out in line with the norms, standards and ethical safeguards as elaborated upon in the document “Standards for Evaluation in the UN System”, United Nations Evaluation Group, 2005.

c) Key evaluation questions
The following are key evaluation questions, as drawn from the Terms of Reference:

1. To what extent have the recommendations of the evaluation of phase 1 of the project and the midterm evaluation been taken into consideration by the project?

2. To what extent has the project contributed to the establishment of OSH standards in hazardous industries under the 2nd National OSH Programme for Viet Nam?
   a. Have prevention measures for OSH been strengthened and the risks of asbestos and chemicals in hazardous industries been diminished in Viet Nam?

3. To what extent has the project strengthened OSH standards in hazardous industries in the Cambodia National OSH system?

4. To what extent has the project promoted learning and sharing of information amongst ASEAN countries?
   a. Have ASEAN countries taken any initiatives to advance OSH standards in hazardous work?

5. Findings
The “Occupational Safety and Health in Hazardous Work in Southeast Asia” project has been assessed for it relevance, effectiveness, efficiency, impact and sustainability, in addition to the key evaluation questions indicated above.
A. Relevance

The extent to which project interventions met beneficiary requirements, country needs, global priorities and partners’ and donors’ policies.\(^5\)

a. To what extent do the project objectives and outcomes correspond to beneficiary needs, country needs, and global priorities?

The “Occupational Safety and Health in Hazardous Work in Southeast Asia” project was relevant and well suited to beneficiary requirements, country needs, and global priorities.

The project was relevant because its objectives and outcomes corresponded to country needs as identified in the First National OSH Master Plan in Cambodia\(^6\) and in the Second National OSH Programme in Viet Nam\(^7\). Cambodia focuses on OSH for hazardous occupations, strengthening national OSH systems, and extending OSH protection to small enterprises, and rural and informal economy workplaces. Similarly, Viet Nam has been focusing on OSH in hazardous occupations, strengthening national OSH systems, and extending OSH protection to SMEs, agriculture and the rural economy.

The project was also relevant for global priorities, as described in ILO’s Global Strategy on OSH\(^8\). In 2003, the International Labour Conference discussed ILO’s standards related activities in OSH in the context of the tripartite Committee on OSH comprising 104 Government members, 58 Worker members, and 37 Employer members. The Conference Conclusions outlined the global strategy on OSH, confirming the role of ILO instruments as a central pillar for the promotion of OSH, and the need for tripartite national action in fostering the preventive approach and safety culture paramount to achievement of lasting improvements in safety and health at work. ILO Decent Work Country Programme priorities for both countries seek to further the global priorities enunciated in ILO’s Global Strategy on OSH – in Viet Nam through Outcome 2 – better working conditions for sustainable development; its OSH indicator 2.4 – national laws and programme on labour protection & OSH apply ILO tools and methodologies to improve OSH with a focus on vulnerable sectors and SMEs; and the target sectors of chemicals, agriculture, mining and construction. In Cambodia, it was relevant for Outcome 3.2 – improved OSH in the workplace; and its accompanying five OSH specific indicators and targets. The project sought to further the ILO Global Strategy on OSH as well as Decent Work Country Programme priorities in both countries.

Finally, the project objectives and outcomes corresponded to beneficiary needs in the ASEAN region, and at national and provincial levels in the project countries. For instance, in Viet Nam reported occupational accidents increased over 7-fold from 1995 to 2004, with fatalities doubling in the same period. In Cambodia, the ILO estimated in 2009 that more than 1,500 people were killed by occupational accidents – four people every day. Both countries have experienced rapid economic and industrial growth with a high incidence of reported industrial accidents. As a consequence, those governments began to attach higher priority to OSH. The project was therefore highly relevant. The project responded by supporting country efforts to

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\(^5\) Terms of reference.

\(^6\) The First Occupational Safety and Health Master Plan 2009-2013, Ministry of Labour and Vocational Training, Kingdom of Cambodia.

\(^7\) National Programme on Occupational Safety and Health 2011-2015, Ministry of Labour, Invalids and Social Affairs, Viet Nam.

\(^8\) International Labour Organisation (2003), Global Strategy on Occupational Safety and Health.
implement the National OSH Programmes – through law and policy support at the national levels and through bottom up approaches at provincial levels. The project was relevant because it addressed the needs of key partners, namely the respective ministries of labour and the social partners – workers’ and employers’ organisations in each country. The tripartite constituents took ownership of the project by establishing several tripartite Technical Expert Committees in various hazardous industries to implement project activities in specialist areas. The project was also relevant for beneficiary needs at the regional level because it promoted the sharing of good OSH practices in hazardous industries and promoted ratification of ILO C187 (Promotional Framework for OSH Convention) within the ASEAN region.

b. How well did the project complement other ILO/other agency initiatives in the countries/region?

The project complemented other agency initiatives in Viet Nam and the region.

The Viet Nam component included cooperation with the World Health Organisation (WHO) in Viet Nam on Objective 2 – strengthening of preventive measures for occupational health hazards and risks including asbestos and chemicals. In particular, ILO and WHO carried out a national survey on the use of hazardous substances, including asbestos; and promoted the policy to ban asbestos in line with the ILO Asbestos Resolution 2006. As such, the project complemented WHO’s ongoing long term programming regarding (1) workers’ access to basic OSH services, including policy advice regarding development of the OSH Law and (2) financial protection of workers suffering from occupational diseases or accidents.

The ASEAN component complemented the ASEAN Occupational Safety and Health Network (ASEAN OSHNET) initiative in the ASEAN region. ASEAN OSHNET, established in 2000, originally grew out of the ILO Programme for the Improvement of Working Condition and Environment (PIACT), which was launched in 1976. It aims to harmonise OSH standards and guidelines in the ASEAN region, to share knowledge on OSH amongst ASEAN member states, and to build the capacity of national OSH institutions within ASEAN. The project complemented this initiative by sharing good OSH practices through the ASEAN OSHNET website, and - through cooperation with the Secretariat of ASEAN OSHNET - produced a report on the situation analysis of OSH law and practice in ASEAN countries.

The project complemented these two initiatives well, but did not adequately explore links with other ILO OSH related projects, which was a missed opportunity. This is addressed more fully under “lessons learned”.

B. Effectiveness

The extent to which the project’s objectives and intended results were achieved.

(i) Project progress and effectiveness

a. To what extent have the immediate objectives been achieved?

The project had four immediate objectives:

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9 Terms of reference.
1. OSH standards in hazardous industries in Viet Nam in the framework of the 2nd National OSH Programme are implemented and improved
2. Preventive measures for occupational health hazards and risks in Viet Nam, including asbestos and chemicals in hazardous industries, are strengthened in cooperation with the World Health Organization
3. OSH standards in hazardous industries in Cambodia are established in line with the 1st National OSH Master Plan
4. OSH good practices in hazardous industries in Cambodia, Viet Nam and other ASEAN countries are shared, and the ILO Convention C187 (Promotional Framework for OSH Convention 2006) is progressed.

The project largely achieved most activities under the four immediate objectives. The only activity not achieved was under output 2.4 – relating to the occupational injury and disease reporting system in Viet Nam. The reasons for this are analysed more fully below in section 5(B)(c).

Under objective one, the project contributed to the establishment of OSH standards in hazardous industries under the Second National OSH Programme in Viet Nam by strengthening OSH Legal frameworks in hazardous industries, developing and implementing OSH training systems in the construction industry, by improving mining inspection tools and systems, and by amending chemical safety standards.

Under objective two, the project helped to strengthen prevention measures for OSH and diminish the risks of asbestos and chemicals in hazardous industries in Viet Nam by conducting a national survey on the use of hazardous substances, including asbestos, by promoting the policy to ban asbestos in line with the ILO Asbestos Resolution, by training workers and employers to reduce risks associated with use of hazardous substances, and by training provincial level stakeholders using ILO’s participatory Work Improvement tools in hazardous sectors in SMEs, informal economy workplaces, and agriculture.

Under objective three, the project assisted in strengthening OSH standards in hazardous industries in the National OSH System in Cambodia by establishing national policy frameworks to promote safe use of chemicals and prevent occupational diseases, by training provincial level stakeholders using ILO’s participatory Work Improvement tools in hazardous sectors in SMEs, small construction workplaces, and agriculture, and by establishing tripartite OSH committees to guide OSH policy and the OSH Master Plan.

Under objective four, the project promoted learning and sharing of information amongst ASEAN countries by producing a good practices report on OSH in hazardous occupations in ASEAN – showing the initiatives taken by ASEAN countries to advance OSH standards in hazardous work, by promoting ratification and application of ILO C187 through a tripartite regional workshop, and by intra-ASEAN exchanges and study tours to improve OSH in hazardous occupations.

The extent of the impact of the project activities is discussed more fully below in “Impact”.

b. In which areas (under which outputs/components) does the project have the greatest achievements? What have been the main factors of success?
Objective 4 of the project sought the promotion of ratification and application of ILO’s Promotional Framework for OSH Convention C 187. This was in the broader context of sharing of good OSH practices in hazardous industries in ASEAN countries, particularly Cambodia and Viet Nam.

ILO C 187 aims to promote a preventative safety and health culture and the progressive achievement of a safe and health working environment. It requires ratifying states to develop in consultation with social partners (1) a national OSH policy, (2) a national OSH system, and (3) a national programme on OSH. The policy is to be developed in accordance with the principles of ILO C155 the Occupational Safety and Health Convention. ILO C155 sets out the principles of national policy on OSH, as well as action to be taken by governments and within enterprises to promote OSH and to improve working conditions. Together, ILO C155 and ILO C187 constitute the main ILO instruments on OSH. In recognition of their importance, the Governing Body of the International Labour Organisation adopted the Plan of Action 2010-2016 to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187).

Viet Nam ratified ILO C187 on 16 May 2014 and it will enter into force on 16 May 2015. This is a significant success because it makes Viet Nam the first country within ASEAN to have ratified both ILO C187 and C155. Viet Nam ratified C155 on 3 October 1994. This good OSH practice was shared with other ASEAN countries at the Regional ASEAN OSHNET Workshop on “Strengthening National OSH Policies referring to ILO C187” held in Viet Nam in 2014. Only Malaysia and Singapore have ratified C187 and no ASEAN countries have ratified C155. Thus, Viet Nam is a pioneer in ASEAN with regard to ratification of core ILO OSH standards.

Interestingly, the project document aimed for ratification of C187 but did not make mention of C155. In hindsight, perhaps it would have been good to aim for both ratification of C187 plus promotion of implementation of C155 in Viet Nam, in line with the ILO Plan of Action 2010-2016.

Outputs 2.5 and 3.2 of the project made use of ILO participatory training courses for Work Improvement in Cambodia and Viet Nam at provincial levels. The project used WISE, WISH, WISCON and WIND. The courses follow a similar approach but are targeted at different beneficiaries. For instance, Work Improvements in Small Enterprises (WISE) is a training programme that empowers small and medium enterprises to take practical and low cost action to improve working conditions. The approach is highly participatory and promotes the adoption of local solutions for local problems. At the end of the training, participants build personalised action plans through the use of WISE checklists. They are then supported to carry out and maintain planned improvements by trainers through the creation of local WISE networks. WISCON is the equivalent training programme for Work Improvement in Small Construction Sites. WIND is for Work Improvement for Neighbourhood Development – primarily aimed at agricultural safety and health for farmers. WISH is for Work Improvement for Safe Homes – primarily aimed at improving safety, health and working conditions of home workers.

According to stakeholders in both Cambodia and Viet Nam, the main factors of success revolve around the use of pictures, which is helpful for target rural beneficiaries who may be illiterate; the fact that it is no cost or low cost to implement; its use of local solutions, and practical, easy
to implement ideas to improve safety, health and working conditions; and the ability of the tools
to reach the informal sector through small and medium enterprises and home workers, the
construction sector (through WISCON), and sectors dominated by women (such as agriculture).
Improving work conditions in the informal economy and in women dominated sectors is an
important component of the ILO agenda to extend decent work to all workers.

(iii) Output 2.2 of the project sought to establish the policy to ban asbestos in Viet Nam in
line with the ILO Asbestos Resolution 2006. This was part of a successful cooperation between
ILO and the WHO in Viet Nam. The ILO Asbestos Resolution, adopted at the 95\textsuperscript{th} Session of the
International Labour Conference in 2006, recognises that all forms of asbestos are known
human carcinogens, that around 100,000 workers die from diseases caused by exposure to
asbestos, and promotes the elimination of future use of asbestos and national measures to
protect workers from exposure to asbestos.

The project carried out a situation analysis, established a technical expert team to make
recommendations, and drafted a roadmap towards the ban of asbestos in line with the
Convention concerning Safety in the Use of Asbestos (ILO C162).

A significant obstacle that the project helped to overcome was an almost universal attitude
amongst relevant ministries against the proposed ban. Viet Nam ratified the Rotterdam
Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and
Pesticides in International Trade, which promotes shared responsibilities in relation to
importation of hazardous chemicals, including proper labelling and directions on safe handling.
The treaty covers most forms of asbestos, except for white asbestos. In 2013, Viet Nam was one
of seven countries opposing its coverage by the treaty, the only importing country alongside six
exporters.

As a result of the project activities, the Government of Viet Nam now no longer opposes the
inclusion of white asbestos from coverage by the Rotterdam Convention, has a clearly
established roadmap to ban asbestos by 2020, and is open to consideration of ratification of
ILO’s Asbestos Convention (ILO C162 – Convention concerning Safety in the Use of Asbestos).

In “Good Practices” below, more detail is provided about the main factors of success, and how
the project helped to bring about such a momentous change in attitude of a government that
was until recently a staunch promoter of the use of asbestos.

c. In which areas does the project have the least achievements? What have been the main
constraints?

The project had the least achievements under output 2.4, which aimed to strengthen the
occupational injury and disease reporting system in Viet Nam in conjunction with the
development of the National Employment Injury Insurance system. According to stakeholders,
the main constraint was the collaboration with the national office responsible for social
insurance, part of MOLISA, and the inadequate sharing of data. The national counterpart could
not share any data because there was none. Under the current scheme, many enterprises are
reluctant to report occupational accidents for several reasons – (1) they are not in compliance
with occupational safety laws and they are loathe to disclose this; (2) their failure to contribute
to the social insurance scheme; (3) reporting can negatively affect social insurance benefits; and
(4) the reporting procedure is unduly complicated. Stakeholders hope that once the new Law on Health Insurance comes into force, there will be improved reporting along with improved effectiveness of the social insurance scheme.

d. How and to what extent have stakeholders (especially ILO) been involved in project implementation, particularly in Viet Nam and Cambodia?

The project was established with an ILO Chief Technical Advisor seconded from the donor, based in Bangkok, and in-country ILO National Project Coordinators based in Cambodia and Viet Nam. The project received technical backstopping from the ILO Decent Work Team in Bangkok, in particular the OSH Specialist. ILO also contracted an international consultant to assist. Their roles were primarily project coordination and technical assistance for project implementation. At the country level in Cambodia, the National Project Coordinator was implicated in a fair amount of project activities because if he was not present things tended not to happen. It was reportedly difficult for ILO technical specialists to be more fully involved in project implementation due to communication and coordination breakdowns between the field and Bangkok, and due to lack of translation of materials into English. Moreover, national project coordinators were not implicated in all project activities. These factors meant that some of the country level activities happened autonomously without much ILO input, which is not the sort of development programming that is preferred by ILO.

As for national level stakeholders, there was a Project Advisory Committee (PAC) established in both Cambodia and Viet Nam. A novel feature of the project was the establishment of several Technical Expert Committees in both countries in order to coordinate and implement project activities in specialty areas e.g. construction, asbestos, chemicals, etc. These were largely tripartite in nature and in Viet Nam also included research institutes and NGOs providing a good example of ‘Tripartite Plus’ consultation. However, in Cambodia there were difficulties with inclusion of all stakeholders in the committees, with the main partner reluctant to include other ministries and social partners.

(ii) Effectiveness of management arrangements

a. Were management, monitoring and governance arrangements for the project adequate?

The management arrangements for the project discussed above - involving a Chief Technical Advisor in Bangkok to manage the wider project portfolio and National Project Officers responsible for day-to-day management at country levels - did not always work so well. There is a perception amongst stakeholders that the project management could have been more responsive to country level advice, particularly regarding peculiarities of operating in those contexts and with the actors involved. There seemed to be a rather large disconnect between what people wanted to happen and what actually transpired, with various parties claiming others were non responsive, suggesting unclear lines of communication and responsibility. For example, the Cambodia component requested technical assistance with some activities, yet the relevant Bangkok staff did not receive the request.

Monitoring arrangements consisted of technical progress reports, annual progress reports and a midterm evaluation. Day to day monitoring of national implementation partners was challenging, particularly in Cambodia where the project was in phase 1 and stakeholders were less able to adequately carry out their responsibilities in an independent manner. Moreover,
reportedly some of the provincial level trainings did not take place, yet the Cambodian Ministry of Labour tried several times to report that they had done so. A similar incident was reported at provincial level in Viet Nam\(^\text{10} \). This highlights the need for more adequate monitoring arrangements and verification procedures to ensure that project money is spent in the manner in which it was intended. It also underlines the necessity of proper vetting of potential national partners to handle project funds, and proper risk analysis in the design phase. Another monitoring difficulty was the unavailability of many project output documents in English, which made it challenging to verify – both at the central level and for this evaluation – what had actually been accomplished and to what standard. It Viet Nam, stakeholders said there was no budget to translate documents, yet there was a surplus of funds in this component.

**Governance** arrangements were the responsibility of Project Advisory Committees (PAC) established in both Cambodia and Viet Nam. Typically, PACs for ILO projects involve all tripartite stakeholders. Unusually in this project, the Viet Nam PAC only had government stakeholders and no social partners. This is not in keeping with the spirit of tripartism that underpins all of ILO’s work and reflects a general disinclination by MOLISA to include other types of actors and promote participation of social partners in policy making.

b. **Was the technical, programmatic, administrative and financial backstopping from project management adequate?**

**Technical** backstopping from project management consisted of support from the CTA in Bangkok, the OSH Specialist at the DWT in Bangkok, the international OSH consultant, a private sector OSH consultant in Japan, and for some of the legal components technical support from ILO HQ in Geneva. This seemed to work well for the Viet Nam component. Stakeholders were particularly happy with the assistance of the international consultant who was fluent in Vietnamese. Unfortunately, he resigned part way through the project to take up another post in Africa and stakeholders did not perceive technical backstopping to be as good thereafter. As mentioned, the Cambodia component did not have adequate access to technical backstopping despite requests for assistance with legal and policy activities.

As discussed below, **financial** backstopping was inadequate for the Cambodia component and good for the Viet Nam component.

**Programmatic** and **administrative** backstopping appeared to work well.

c. **Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?**

The project made excellent strategic use of ILO products through use of the Work Improvement participatory tools (WISE, WISH, WISCON, WIND) at provincial levels in Cambodia and Viet Nam. As discussed earlier, these outputs were amongst the most successful in both countries, reflecting an effective bottom up approach to raising awareness and training grass roots beneficiaries in OSH, including in the informal sector, in hazardous industries such as construction, and in female dominated industries such as agriculture. As will be detailed below,

\(^{10}\) One of the unions reported that some of the trainers who attended the training of trainer workshop did not go on to train others, as required and budgeted for.
these ILO participatory tools have helped to increase the project’s impact and sustainability at local levels in both project countries because they were implemented through training of trainer workshops in several pilot provinces, with subsequent workshops to share experiences with additional provinces, and appropriate follow up by provincial departments of labour and social partners at the local level, with plans to scale up in provinces nationwide.

In Viet Nam, the national project officer regularly participated in ILO meetings with project officers working on other OSH related projects. This provided a useful forum to share knowledge and experience on OSH matters, coordinate and avoid overlap of OSH activities. However, in Cambodia there was little knowledge of who the other OSH actors were in-country, nor what the other OSH related projects were, even within ILO. This is perhaps a reflection of the fact that the prodoc shows no analysis of links and synergies within the project countries. There was no evidence of exploration of, for example, OSH activities in Better Factories Cambodia or the Social Protection project.

To the credit of the national project coordinator in Cambodia, once he became aware of the existence of an international NGO – APHEDA - working on asbestos safety issues in Phnom Penh, he made distinct efforts to include this organisation in project briefings as an observer. He has developed a good working relationship with APHEDA, and this organisation would make a good future partner for a potential asbestos component in a future ILO project in Cambodia.

The evaluation interview with the ILO focal point on HIV/AIDS revealed that, together with UNAIDS, the focal point has been developing a Prakas (Decree) on OSH for entertainment workers. It would be a good idea for future ILO Cambodia programming to consider developing a Work Improvement participatory tool tailored for workers in the entertainment industry, an industry which is inherently hazardous because of the increased risk of contracting HIV/AIDS and STDs, and one which is female dominated.

d. Extent to which midterm evaluation and project phase 1 recommendations were addressed

The midterm evaluation recommendations were all addressed with the exception of “Follow up will be needed to ensure sustainability, especially for policy development in Cambodia in cooperation with private sector”.

Most of the 13 project phase 1 recommendations were addressed except for the following:
- Consider addressing larger enterprises and multinationals, explore joint OSH activity with the “better work” project
- Explore with social partners how to involve them more directly as implementing agencies on OSH
- Clearly establish exit strategies and identify next steps for building protection systems at national and provincial levels for target sectors e.g. via impact assessment
- Strategy for strengthening the mainstreaming of labour standards, tripartism and gender in future activities.

As mentioned, the prodoc for phase 2 did not explore synergies or links with other ILO projects in Cambodia or Viet Nam, and the Better Factories Cambodia and Better Work Viet Nam would have been excellent projects with which to do so. Part of the mandate of these projects includes
OSH for factory workers, who tend to be women working in the clothing and shoe industries - inherently dangerous because of the exposure to chemicals. Going forward, it is recommended to explore joint OSH activities.

Social partners could have been more involved as implementing agencies for OSH in Viet Nam. Employers and unions expressed frustration at their lack of effective participation in the project’s phase two, despite their having assisted in the development of regulations on safe use of chemicals at work and provincial level training respectively. Notwithstanding, it would have been good to involve them more directly in carrying out surveys, or drafting policy papers or other project activities.

As for sustainability, there is no evidence of exit strategies having been established in Viet Nam. Moreover, follow up is needed in Cambodia to ensure sustainability. This is discussed more fully in “Sustainability” below.

There were no strategies for mainstreaming gender, tripartism or labour standards in project activities.

C. Efficiency

Resource Efficiency: To what extent were resources economically converted into results?\(^{\text{11}}\)

a. Were financial and human resources allocated efficiently and strategically?

Financial resources were allocated efficiently and strategically in some areas. For instance, the allocation of financial resources at both national and provincial levels in both countries as well as for sharing experiences and good practices as regional level sought to optimise impact within the project countries as well as within the ASEAN region. Moreover, the project sought to supplement the project budget with other sources, delivering better value for money by increasing the funds available to the project to carry out its activities. The Cambodia component received $12,676 from ILO Headquarters for a training of trainers workshop for WISE (output 3.2). The study tours to Japan (output 4.3) were entirely funded through Japan’s Social Security Net Fund. Good practices on OSH in hazardous industries were shared with other countries in the region (output 4.1) via an already established and well known website – ASEAN OSHNET.

However, in other areas financial resources were not allocated in the most efficient and strategic way. The project budgets show that, of a total of $990,000, $720,000 was allocated to Viet Nam and $270,000 to Cambodia. In Viet Nam there was a surplus of $77,520 and in Cambodia there was a deficit of $23,841, with a total surplus of $53,679. It is unclear what happened to the rest of the project budget ($60,000); it was funded at $1,050,000 yet the budgets show only $990,000 in allocation. The budget was not well divided between the project countries since there was a surplus in one and a deficit in the other. Given that there was an overall surplus of over $50,000 in the project budget, which the donor now plans to transfer to another OSH/labour inspection project in Indonesia, it cannot be concluded that financial and human resources were allocated in the most efficient and strategic manner for this project.

\(^{\text{11}}\) Terms of reference.
Also, human resources were not allocated in the most efficient and strategic way. The project hired two national project coordinators – one full time for Viet Nam and one at 50% for Cambodia. There were discussions with the donor about the necessity of full time coordinators in both project countries, which delayed the recruitment of the Cambodia staff. Ultimately the Cambodia project coordinator post was difficult to recruit for because potential candidates were reluctant to work at 50%. The project was fortunate to recruit a dedicated, very experienced and well networked national project coordinator who was eventually in post and working around six months after the project commencement. This delayed project activities in Cambodia and ultimately led to the necessity of a 3 month no cost extension of time for implementation of activities. In practice, there was far too much work for a half time project coordinator and the incumbent took it upon himself to work long hours for no additional pay to make up for the deficit. This situation remained, despite mention in the Midterm Review and continued protests of country staff to the donor, who finally agreed to increase the post to 80%, together with a part time administration assistant, for the final six months of the project. There was clearly a need for full time project coordinators in both project countries, as evidenced by the Cambodia country office protestations at the outset and on an ongoing basis, and by the actual amount of work that had to be done as demonstrated by the project implementation.

In conclusion, overall financial and human resources were not allocated in the most efficient and strategic way. The project was not cost-effective because it did not utilise the project budget to the best of its ability, allocating an insufficient amount for the Cambodia component and over funding the Viet Nam component. Human resource allocation was inadequate for the Cambodia component. However, the project was resourceful in seeking funds from other sources for certain activities. This had the effect that the project was able to deliver better value for money by increasing the funds available to the project to carry out its activities. The allocation of financial resources at provincial, national and regional levels delivered good value for money.

b. Have project outputs been produced on time?

As explained above, there was a six month delay in starting project activities in Cambodia due to funding and recruitment processes. This ultimately led to the necessity of a 3 month no cost extension of time for implementation of activities. The Cambodia component did eventually achieve all of the project outputs on time within this extended time frame.

In Viet Nam, the project did not achieve output 2.4 on time due to the non-cooperation of the national counterpart, also explained above.

However, all other project outputs have been produced on time.

D. Impact

What are the positive and negative, intended and unintended long-term effects of the project?¹²

a. What has happened as a result of the project? To what extent has the project contributed to broader and long term strengthening of the OSH systems in Viet Nam, Cambodia and ASEAN countries?

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¹² Terms of reference.
In terms of broader and long term strengthening of OSH systems in Viet Nam and Cambodia, the project contributed to revised OSH related legislation, regulations and standards as well as policies in hazardous industries – construction, chemicals, mining, asbestos, agriculture and the informal sector. The impact on the intended beneficiaries is difficult to determine at the end of a three year project. Legislative and policy reform is a long term process that ultimately provides the framework for greater acceptance of international labour standards, and a normative framework for national OSH action. However, the project did contribute to building a culture of tripartism and social dialogue in the project countries, where tripartite Technical Expert Committees were established in each of the hazardous industries to foster tripartite consultation and participation in evidence based policy making and standard setting. The actual results of introducing new legislation, national policies and regulations will depend to a large extent on each of the national government’s commitment to change.

It is also difficult to measure the impact of the provincial level participatory trainings since there were no surveys or other comprehensive quantitative data collection following delivery of the training workshops. Qualitative data collected during evaluation interviews with provincial level beneficiaries in both countries reflects a general sense that the trainings led to immediate safety improvements in workplaces, because the courses supported participants to implement work safety checklists at their worksites. However, there is no data to tell us whether this has actually led to less workplace accidents or fewer occupational diseases. The training of trainers using ILO participatory tools made a positive impact in strengthening national capacities of tripartite constituents and reaching a far larger target group that would otherwise have been possible within the framework of directly training beneficiaries. The impact of the provincial level activities will continue to broaden its scope as provincial departments of labour, unions and employers’ organisations implement their follow up action plans to scale up the training in provinces beyond the pilot project provinces. The success of this approach should be replicated in other sectors and industries in order to reach a greater number of beneficiaries.

As both these examples illustrate, the project had better impact where tripartism was promoted and the social partners were involved in the project's activities. However, the project’s actual impact on improved social dialogue in project countries is difficult to quantify. In Cambodia it was good to introduce the national constituents to the concept of tripartite participation in evidence based policy making on OSH in hazardous industries, and in Viet Nam to reinforce the concept since it was the second phase of the project in that country. However, the notion of effective tripartite consultation is questionable. The tripartite Technical Expert Committees had variable participation of social partners because in some cases the main government actors were reluctant to allow meaningful participation of other ministries, social partners, and NGOs. Also, members of these committees tended to be selected on technical knowledge and availability, and were not necessarily representing the interests of the various tripartite constituents.

Regarding the ASEAN component, the project collected and shared good OSH practices in hazardous industries in ASEAN countries which were disseminated through the ASEAN OSHNET website. Again, there is no data available to measure the impact of this activity, though since this website is widely known and used throughout the region, one can assume that it has at least contributed to raising awareness about OSH in hazardous industries in ASEAN countries. The project also promoted ratification and application of ILO C187 Promotional Framework for OSH Convention at the regional level which had an excellent impact in that one of the project
countries – Viet Nam – ratified this convention in 2014, making it the only country in the ASEAN region to have ratified both of the core ILO OSH conventions – C187 and C155. Finally, the project promoted learning from other countries in the region through regional workshops on OSH in hazardous industries and study tours of OSH actors from project countries to Japan. Feedback from participants shows that beneficiaries appreciated the content of these activities. However, there is no data from which to measure long-term impact and whether these activities have actually led to improved capacity of stakeholders in Viet Nam and Cambodia.

b. What real difference has the project made to the beneficiaries and gender equality?
It is difficult to measure project impact with respect to gender equality because of inadequate or absent sex disaggregated data for the project activities.

For the participatory trainings at provincial level in each country, stakeholders were able to estimate that approximately 30% of participants were women. Feedback from beneficiaries shows that people – including women - were generally happy with the trainings, which led to immediate improvements in the safety of their work environments. However, we do not have data to tell us whether or not people, in particular women, are having less accidents as a result, or falling sick with work related diseases less often.

There was some token female participation on project advisory committees and some of the technical expert committees at country level but no evidence that this has made any real difference to gender equality in either country.

Gender equality issues are discussed in more detail below in the “Gender Issues Assessment”.

E. Sustainability
To what extent are the benefits of the project likely to continue after the project ends? What are the major factors that have influenced or will influence the sustainability of the project?\textsuperscript{13}

As previously discussed, the ILO participatory tools helped to increase the project’s sustainability at local levels in both project countries because they were implemented through training of trainer workshops in several pilot provinces, with subsequent workshops to share experiences with additional provinces, and appropriate follow up by provincial departments of labour and social partners at the local level, with plans to scale up in provinces nationwide. The major factors influencing the sustainability of this aspect of the project are (1) the tools are low cost, voluntary and easy to implement, (2) there is good national ownership of the tools – as evidenced by the provincial level plans to continue use of the tools in provinces nationwide by tripartite constituents, (3) commitment of provincial level partners to continue training, (4) availability of budgets, especially from central government, to continue training, (5) capacity of Cambodia tripartite constituents is low (only first phase of project in this country) and will need further support to ensure sustainability.

The benefits of strengthened OSH related legislation, regulations and standards in hazardous industries – construction, chemicals, mining, asbestos, agriculture and the informal sector – in Viet Nam and Cambodia will continue in so far as these instruments are accepted as law and entered into force. However, real sustainability does not just depend on having a good

\textsuperscript{13} Terms of reference.
normative framework for national OSH action; it is also dependent upon the commitment, will and capacity of national stakeholders to implement these laws and standards. In Cambodia, there will need to be further support to national stakeholders to implement these standards, given that capacity is weak and this was only the first phase in this country. In Viet Nam, capacity is better since they have now had the benefit of two phases of the project. However, many of the OSH standards that were developed in the project fed into the draft OSH law – due to pass this year and enter into force next year - which extends OSH coverage to the informal sector. The law is especially noteworthy for this coverage, and there are few countries in the region which cover the informal sector in relation to OSH. In Viet Nam, this increases OSH coverage from 20 million or so formal sector workers to the entire 53 million workforce, a mammoth increase. Implementing the OSH law will definitely require further support and is worthy because of its novelty and pioneering nature, and the unique situation in the region. The WHO in Viet Nam is continuing to provide policy advice and facilitate participatory consultations relating to the development of the law, and ILO would be well placed to provide technical assistance with respect to its implementation.

Some of the Technical Expert Committees may continue after the project. Viet Nam’s MOLISA has retained the list of technical experts and intends to use it, however the regularity and frequency is not known. Some of the Technical Expert Committees in Cambodia will continue because they are working on development of further OSH standards. However, the quality of expertise available to the committees in each country has been variable, and their true participatory nature is questionable. Therefore, further assistance will be necessary to consolidate gains in this respect. A culture of tripartism and social dialogue is not yet entrenched in the project countries.

There was good national ownership of many of the project activities because these were implemented in the context of national OSH plans and programmes at country level. In Cambodia, the Tripartite National OSH Council was established by Sub-Decree with the high level support of the Minister of Labour, and the Council is advising on the Second National OSH Master Plan and the Second National OSH Profile. In Viet Nam, recommendations from the project have fed into the National OSH Programme for 2015-2020, but the Tripartite National OSH Council is not working well. Overall, the fact that there was generally good national ownership in both project countries will contribute to improved sustainability of project benefits.

6. Gender Issues Assessment
The 1999 ILO Policy on Gender Equality and Mainstreaming states that ILO should take a leading role in international efforts to promote and realise gender equality. This means that all technical cooperation projects must aim to systematically and formally address the specific and often different concerns of both women and men, including women’s practical and strategic gender needs.

There was not much sex-disaggregated data available for the Viet Nam component - only around 30% of available data. This showed that around 30% of participants in project activities were female. Cambodia had sex-disaggregated data available for participation in project activities at country level (31% female); for participation in ASEAN component (30%); for participation in tripartite Technical Expert Committees (0, 20 and 10% female respectively), and
participation in the Project Advisory Committee (18% female). The Cambodia survey on occupational diseases revealed that more women are getting occupational cancers and more men are getting occupational lung diseases.

This evaluation has assessed gender in the evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. With regard to relevance, the project design made no explicit reference to nor did it align with ILO’s mainstreaming strategy on gender equality, nor was there any gender analysis. Aside from stating that gender would be mainstreamed at all stages of the project, the prodoc did not include gender in the project design at any stage (background analysis, objectives, indicators, outputs, activities, institutional and management arrangements or budget). Whilst there was some focus on women dominated sectors, e.g. agriculture, home workers, chemicals (implicated for agriculture and factory workers in garment and shoe industries), and the informal sector, the gender aspect was not explicitly noted.

Overall, the project design did not consider the gender dimension of the planned interventions. With respect to effectiveness, none of the project components explicitly encouraged the participation of both women and men in project activities and as beneficiaries. However, the participatory trainings at provincial levels helped women home workers and agricultural workers to become more self reliant in social protection by improving voluntary OSH compliance in small workplaces (WIND, WISH), thereby contributing to better working conditions for women workers. The evaluation terms of reference did include an impact assessment on gender equality and require gender expertise on the evaluation team. Regarding efficiency, it is not possible to determine how many resources were spent on male and female beneficiaries as there is no data in this respect. Stakeholders seemed to concur that there was very little impact and sustainability regarding gender equality. In order to measure the differential impacts of the project on women and men it would have been necessary to assess the socio-economic situation of women and men before the project began.

Challenges which affected gender aspects of the project included: availability of gender expertise to assist the project; gender equality competency of project staff; insufficient capacity of implementing partners; availability of sex-disaggregated statistics of participation in project activities; lack of gender analysis; the need for the project document to provide better guidance for project implementation and evaluation; absence of a strategy to mainstream gender in activities; insufficient monitoring strategy to institutionalise gender mainstreaming; gender not considered in target groups; no specific gender objectives; no indicators or means to verify achievement of objectives from a gender perspective.

7. **Tripartite Issues Assessment**

An important part of the “Occupational Safety and Health in Hazardous Work in Southeast Asia” project has been building the capacity of tripartite constituents in social dialogue. This has been carried out through the establishment of tripartite Technical Expert Committees in several substantive areas, such as construction, mining, chemicals, asbestos. These tripartite bodies encourage participation of a range of ministries, social partners, and sometimes research institutes and NGOs in evidence based policymaking and development of legal standards at national levels.

Stakeholder participation in the evaluation has been ensured through various ways. The evaluator has consulted with tripartite stakeholders through in-depth interviews and focus
group discussions with representatives of government, workers and employers in order to gather necessary data. The draft evaluation report was shared with the tripartite constituents. Tripartite stakeholders will be involved in follow up to the evaluation recommendations, in so far as specific recommendations relate to them.

8. **International Labour Standards Assessment**

International labour standards have been central to the “Occupational Safety and Health in Hazardous Work in Southeast Asia” project. The principal ILO OSH conventions - ILO 155 OSH Convention and ILO 187 OSH Promotional Framework – have provided guidance for policy and legal interventions of the project, informing the content of various legal instruments amended or drafted as part of the project, and guiding the development of the national OSH policies, systems and programmes in the respective project countries. In addition, the ASEAN component of the project promoted ratification and application of ILO C187 at the regional level. ILO C162 Asbestos Convention and ILO Asbestos Resolution guided action under the asbestos component of the project in Viet Nam. The ILO 170 Chemical Convention guided the upgrading of chemical safety standards in Viet Nam. Moreover, the project has contributed to the Decent Work Country Programme priorities for both Cambodia and Viet Nam, which include the promotion and application of international labour standards.

9. **Conclusions**

Based on the evaluation findings the following conclusions may be drawn.

The “Occupational Safety and Health in Hazardous Work in Southeast Asia” project was relevant and well suited to (1) beneficiary requirements - in the ASEAN region, and at national and provincial levels in the project countries; (2) country needs - as identified in the First National OSH Master Plan in Cambodia and in the Second National OSH Programme in Viet Nam; and (3) global priorities as set out in ILO’s Global Strategy on OSH. Also, the project complemented several other agency initiatives in Viet Nam and the region, namely the World Health Organisation long term OSH programming, and the ASEAN Occupational Safety and Health Network initiative.

Furthermore, the project has been effective in many ways. The project achieved all activities under the four immediate objectives, except for strengthening the occupational injury and disease reporting system in Viet Nam - due to the non-cooperation of the national partner. It was particularly effective with respect to Viet Nam’s ratification of ILO C187 OSH Promotional Framework, the use of ILO participatory training courses for Work Improvement in Cambodia and Viet Nam at provincial levels, and promotion of the policy to ban asbestos in Viet Nam in line with the ILO Asbestos Resolution 2006.

Regarding efficiency, financial and human resources were not allocated in the most efficient and strategic way. The project was not cost-effective because it did not utilise the project budget to the best of its ability, allocating an insufficient amount for the Cambodia component and over funding the Viet Nam component. Human resource allocation was inadequate for the Cambodia component. However, the project was resourceful in seeking funds from other sources for certain activities. This had the effect that the project was able to deliver better value for money.
by increasing the funds available to the project to carry out its activities. The allocation of financial resources at provincial, national and regional levels delivered good value for money.

Regarding impact, there have been several positive effects which can be causally linked to the project’s interventions, namely the ongoing workshops for tripartite constituents in the provinces - which shows the positive impact of the training of trainer workshops and the sustainability of the capacity building activities; and Viet Nam’s ratification of ILO C187 Promotional Framework for OSH Convention – making Viet Nam the first country in the region to have ratified both of the core ILO OSH conventions, together with ILO C155 OSH Convention.

As for sustainability, the benefits of several activities under the project are likely to continue after donor funding has been withdrawn. Strengths include the ongoing training using ILO participatory tools by provincial departments of labour and social partners in the provinces in both project countries. Sustainability of the law and policy reform aspects of the project should be addressed by a phase two of the project in Cambodia, and consideration of further support in Viet Nam for the implementation of the new OSH law in the informal sector. Ongoing support should also be considered to properly entrench a culture of tripartism and participatory evidence based policy making and standard setting in OSH.

10. **Emerging good practices and lessons learned**

(a) **Emerging good practices**

Three good practices emerged from the project: (1) the promotion of ratification and application of ILO C 187 Promotional Framework for OSH Convention in a country that has already ratified ILO C155 OSH Convention, (2) the use of ILO’s participatory training courses for Work Improvement at provincial levels to reach the informal sector through SMEs (WISE), and sectors dominated by women (such as agriculture and homeworkers, through WIND and WISH), and (3) use of grassroots movements to influence national level stakeholders about the merits of a policy to ban asbestos.

A full write up of these good practices is contained in Appendix 2.

(b) **Lessons learned**

Several lessons may be learned from the project. First, good OSH project design and implementation should explore links to other OSH related projects within ILO, and with other UN agencies and development actors in project countries and the region, with a view to exploring synergies, sharing experiences, avoiding duplication, analyzing gaps, and potentially teaming up for joint implementation of certain components. Second, it is good project strategy to focus on OSH coverage in both the informal and formal sectors, as well as at national and grassroots levels. Third, OSH is a good entry point for programming and organizing in the construction industry, which is prolific in rapidly developing economies of ASEAN, and inherently hazardous. Fourth, adequately funded national project coordinators are needed at the country level for multi country projects.
A full write up of these lessons is contained in Appendix 3.

11. Recommendations

Based upon the conclusions, good practices and lessons learned, the following recommendations are made to various ILO stakeholders, namely the ILO Offices in Cambodia, Lao PDR, Indonesia and Viet Nam, the ILO Regional Office Bangkok, the Decent Work Team in Bangkok, and ILO’s Safe Work Department in Geneva. Where the tripartite constituents and donor are implicated this is noted. Following each recommendation is the priority, recommended time frame for follow up, and any resource implications.
### OSH IN HAZARDOUS INDUSTRIES

<table>
<thead>
<tr>
<th>Recommendation</th>
<th>Responsibility</th>
<th>Priority</th>
<th>Time frame</th>
<th>Resource implications</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Asbestos:</strong> Given the success of the asbestos related outputs of the Viet Nam component of the project, consider replication and scaling up for Cambodia, which is an asbestos exporting country and has high usage of asbestos in the construction industry. Explore a partnership with APHEDA in Cambodia. Also consider replication and scaling up for other high users of asbestos in ASEAN e.g. Lao PDR, Indonesia. Consider use of grassroots movements and local examples of those with asbestos related diseases to influence national level stakeholders about the merits of a policy to ban asbestos.</td>
<td>Donors, ILO project designers, APHEDA, grassroots movements, tripartite constituents</td>
<td>High</td>
<td>Short term</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>2. Entertainment industry:</strong> Consider developing a Work Improvement participatory OSH tool tailored for workers in the entertainment industry, an industry which is inherently hazardous because of the increased risk of contracting HIV/AIDS and STDs, and one which is female dominated.</td>
<td>ILO Cambodia, ILO project designers, ILO SAFEWORK, tripartite constituents</td>
<td>High</td>
<td>Short term</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>3. Construction:</strong> OSH is a good entry point for programming and organizing in the construction industry. It would be good to</td>
<td>ILO Cambodia, ILO Viet Nam, ILO project designers,</td>
<td>High</td>
<td>Short term</td>
<td>Yes</td>
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scale up and work more with employers, but also with unions in the construction sector. Consider use of the ILO’s participatory training tool “Work Improvement in Small Construction Sites” (WISCON) as an effective way to gain entry into construction workplaces.

<table>
<thead>
<tr>
<th>DESIGN AND IMPLEMENTATION</th>
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<tr>
<td><strong>4. OSH coordination:</strong> To support a multidisciplinary and coherent approach to OSH promotion, when designing &amp; implementing projects, explore links &amp; synergies with other ILO projects, UN and development actors to avoid duplication, address gaps, share experiences, and potentially team up for joint implementation of certain components.</td>
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<tr>
<td><strong>5. OSH ratification:</strong> In line with the ILO Plan of Action 2010-2016 to achieve widespread ratification and effective implementation of the occupational safety and health instruments, consider programming for ratification and implementation of both ILO C155 and C187.</td>
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<tr>
<td><strong>6. OSH in the Informal economy:</strong> It is good project strategy to focus on OSH coverage in the informal sector, as well as in the</td>
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</table>
formal sector, at national and grassroots levels. Consider use of ILO’s participatory training courses for Work Improvement at provincial levels to reach the informal sector through SMEs (WISE), and sectors dominated by women (such as agriculture and homeworkers, through WIND and WISH). Consider supporting Viet Nam’s implementation of the new OSH law which extends coverage to the informal sector given (1) the magnitude of this undertaking, (2) its novelty, and (3) its pioneering nature in the ASEAN region.

### MANAGEMENT, MONITORING AND GOVERNANCE ARRANGEMENTS

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<tr>
<td><strong>7. Management:</strong></td>
<td>Improve lines of communication and responsibility between ILO field and regional offices, to improve delivery of technical assistance and central response to country level advice.</td>
<td>ILO regional offices, ILO field offices, ILO Decent Work Teams, Chief Technical Advisors, National Project Coordinators</td>
<td>Medium</td>
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<td><strong>8. Monitoring:</strong></td>
<td>Implement more adequate monitoring arrangements and verification procedures to ensure that project money is spent in the manner in which it was intended, and to verify what has actually been accomplished and to what standard. Properly vet potential national partners to handle project funds, and carry out proper</td>
<td>Chief Technical Advisors, Project Coordinators, M&amp;E Officers, tripartite constituents</td>
<td>Medium</td>
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risk analysis in the design phase. Ensure that there is adequate translation into UN working languages.

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<tr>
<td>9. <strong>Governance:</strong> Foster the spirit of tripartism that underpins all of ILO’s work by ensuring that all Project Advisory Committees involve all tripartite constituents.</td>
<td>Chief Technical Advisors, Project Coordinators, tripartite constituents</td>
<td>Medium</td>
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**EFFICIENCY AND SUSTAINABILITY**

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<td>10. <strong>Efficiency of resource use:</strong> Adequately fund project coordinators at the country level for multi country projects. Projects need to streamline funding and recruitment processes at start up so as to avoid lengthy delays which impact on timely and quality achievement of project activities.</td>
<td>Donors, ILO project designers, ILO Country Offices</td>
<td>High</td>
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<tr>
<td>11. <strong>Sustainability:</strong> An exit strategy is needed to deepen and build on achievements in Viet Nam; consider implementing this during the bridging period. The Cambodia component needs a second phase to ensure sustainability of most project benefits and to consolidate gains. Ongoing support should also be considered to properly entrench a culture of tripartism (including through workplace mechanisms and provincial OSH committees) and</td>
<td>ILO Viet Nam, donors</td>
<td>Medium</td>
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participatory evidence based policy making and standard setting in OSH in both countries.

<table>
<thead>
<tr>
<th>GENDER EQUALITY</th>
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<tr>
<td>12. Gender: Consider addressing gender issues in OSH in hazardous industries e.g. mass faintings of women in factories, agriculture, home based workers, SMEs, informal sector. Include a gender allocation in the budget, and a gender mainstreaming strategy in the project document that forms the basis for implementation. Mainstream gender in the situation analysis, project goals, outputs, and indicators. Include sex-disaggregated data in the situation analysis, baseline data, and indicators to facilitate gender equality monitoring &amp; evaluation.</td>
</tr>
</tbody>
</table>
Appendices

Appendix 1: List of interviewees

Cambodia
ILO Joint Projects Office in Cambodia
- National Project Coordinator, OSH Project
- National Coordinator, ILO Cambodia
- Co Manager Monitoring and Communications Assistant, Better Factories Cambodia
- National Project Coordinator, Social Protection Project
- HIV/AIDS Focal Point

Ministry of Labour and Vocational Training in Phnom Penh, Cambodia
- Secretary of State, MOLVT
- Director, Occupational Safety and Health Department, MOLVT
- Advisor to MOLVT
- Other OSH Department Colleagues

Ministry of Health, Cambodia
- Deputy Director, Preventive Medicine Department

Ministry of Land Management, Urban Planning and Construction, Cambodia
- Vice Office, Chief of Regulation

Ministry of Agriculture, Forestry and Fisheries, Cambodia
- Representative, Agricultural Extension Department

Representative of employers
- Training Department Manager, Cambodian Federation of Employers and Business Associations (CAMFEBA)

Representative of workers
- Chairwoman, Cambodia Confederation of Unions

APHEDA, Union Aid Abroad, International NGO in Cambodia
- Director and Programme Coordinator

Provincial level stakeholders
- Woman farmer
- Woman participant in provincial training of trainers workshop

Viet Nam
ILO Country Office
- Country Director
National Project Coordinator
- National Project Assistant
- Senior Programme Officer

Ministry of Labour, Invalids and Social Affairs, Viet Nam
- Deputy Director General, Department of Work Safety

Ministry of Health, Viet Nam
Head of Occupational Health and Injury Prevention Division

Ministry of Construction, Viet Nam
- Representative, Member of Technical Expert Committee

Vietnam General Confederation of Labour, VGCL
- Policy Officer, union

Viet Nam Chamber of Commerce and Industry
- Legal Officer

National Institute for Labour Protection
- Representative, Research Institute

Vietnam Occupational Safety and Health Association (VOSHA)
- Vice President of VOSHA, NGO

World Health Organisation, Western Pacific Region
- Deputy Representative, Programme Management Officer

Provincial level stakeholders
- Department of Labour, Invalids and Social Affairs in Dong Nai Province
- Trade Union in Hai Phong Province
- VCA in Dong Nai Province, employers

Thailand
Country Office for Thailand, Cambodia and Lao PDR
- Officer in Charge of Country Office for Thailand, Cambodia and Lao PDR
- Senior Programme Assistant

ILO Decent Work Team in Bangkok
- Director, ILO Decent Work Team for East and South-East Asia and the Pacific
- Specialist on Occupational Safety and Health
- Specialist in Labour Administration and Labour Relations

ILO Regional Office in Bangkok
- Evaluation Officer
- Consultant to the Project
- Head of Regional Partnerships, Resource Mobilisation and UN Reform Unit
Japan
Donor – Japan
- Representative of Donor in Japan
- Chief Technical Advisor to the Project, ILO Japan
- Officer in Charge of Study Tours to Japan
### ILO Emerging Good Practice 1

**Project Title:** Occupational Safety and Health in Hazardous Work in Southeast Asia  
**Project TC/Symbol:**  
**Name of Evaluator:** Chantelle McCabe  
**Date:** April 2015

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

<table>
<thead>
<tr>
<th>GP Element</th>
<th>Text</th>
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</thead>
</table>
| **Brief summary of the good practice** | The promotion of ratification and application of ILO’s Promotional Framework for OSH Convention C 187 in a country that has already ratified ILO C155 OSH Convention.  

The project sought to address this through (1) national OSH policies, and the national OSH programme in Viet Nam; (2) promotion of ratification of C187 in ASEAN countries. |
| **Relevant conditions and Context** | ILO C 187 aims to promote a preventative safety and health culture and the progressive achievement of a safe and health working environment. It requires ratifying states to develop in consultation with social partners (1) a national OSH policy, (2) a national OSH system, and (3) a national programme on OSH. The policy is to be developed in accordance with the principles of ILO C155 the Occupational Safety and Health Convention. ILO C155 also sets out action to be taken by governments and within enterprises to promote OSH and to improve working conditions.  

Together, ILO C155 and ILO C187 constitute the main ILO instruments on OSH. In recognition of their importance, the Governing Body of the International Labour Organisation adopted the Plan of Action 2010-2016 to achieve widespread ratification and effective implementation of the occupational safety and health instruments (Convention No. 155, its 2002 Protocol and Convention No. 187).  

Promotion of ratification and application of ILO C187 in the project was in the broader context of sharing of good OSH practices in hazardous industries in ASEAN countries, particularly Cambodia and Viet Nam. The application of ILO C187 at the country level was sought through national OSH policies and the national OSH programme in Viet Nam, and through national OSH systems in Cambodia. It is noteworthy that Viet Nam is a country that has already ratified ILO C155 OSH Convention. |
| Establish a clear cause-effect relationship | Viet Nam ratified ILO C187 on 16 May 2014 and it will enter into force on 16 May 2015. This good OSH practice was shared with other ASEAN countries at the Regional ASEAN OSHNET Workshop on “Strengthening National OSH Policies with reference to ILO C187” held in Viet Nam in 2014. |
| Indicate measurable impact and targeted beneficiaries | This is a significant success because it makes Viet Nam the first country within ASEAN to have ratified both ILO C187 and C155. Viet Nam ratified C155 on 3 October 1994. Thus, Viet Nam is a pioneer within ASEAN with regard to ratification of core ILO OSH standards. Only Malaysia and Singapore have ratified C187 and no ASEAN countries have ratified C155. |
| Potential for replication and by whom | This good practice has the potential to be replicated in other ASEAN states and in other countries that have already ratified ILO C155 OSH Convention. ILO has Decent Work Country Programmes in three ASEAN states – Cambodia, Indonesia, Viet Nam. |
| Upward links to higher ILO Goals | This linked to the Viet Nam Decent Work Country Programme goal of “tripartite constituents have strengthened capacity to apply international labour standards”. It also linked to ILO’s Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all. |
| Other documents or relevant comments | Interestingly, the project document aimed for ratification of C187 but did not make mention of C155. In hindsight, perhaps it would have been good to aim for both ratification of C187 plus promotion of implementation of C155 in Viet Nam. |
ILO Emerging Good Practice 2

Project Title: Occupational Safety and Health in Hazardous Work in Southeast Asia

Project TC/SYMBOL:  
Name of Evaluator: Chantelle McCabe  
Date: April 2015

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

<table>
<thead>
<tr>
<th>GP Element</th>
<th>Text</th>
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<tbody>
<tr>
<td>Brief summary of the good practice</td>
<td>Use of ILO’s participatory training courses for Work Improvement at provincial levels to reach the informal sector through SMEs (WISE), and sectors dominated by women (such as agriculture and homeworkers, through WIND and WISH).</td>
</tr>
<tr>
<td>Relevant conditions and Context</td>
<td>The context for this practice is a low to middle income country with rapid economic growth and accompanying high level of occupational accidents and diseases. The project sought to address this through use of ILO participatory training courses for Work Improvement in Cambodia and Viet Nam at provincial levels. The project used WISE, WISH, and WIND. The courses follow a similar approach but are targeted at different beneficiaries. For instance, Work Improvements in Small Enterprises (WISE) is a training programme that empowers small and medium enterprises to take practical and low cost action to improve working conditions. The approach is highly participatory and promotes the adoption of local solutions for local problems. At the end of the training, participants build personalised action plans through the use of WISE checklists. They are then supported to carry out and maintain planned improvements by trainers through the creation of local WISE networks. WIND is for Work Improvement for Neighbourhood Development – primarily aimed at agricultural safety and health for farmers. WISH is for Work Improvement for Safe Homes – primarily aimed at improving safety, health and working conditions of home workers.</td>
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<tr>
<td>Establish a clear cause-effect relationship</td>
<td>According to stakeholders in both Cambodia and Viet Nam, the main factors of success revolve around the use of pictures, which is helpful for target rural beneficiaries who may be illiterate; the fact that it is no cost or low cost to implement; its use of local solutions, and practical, easy to implement ideas to improve safety, health and working conditions; and the ability of the tools to reach the informal sector through small and medium enterprises and home workers, and sectors dominated by women (such as agriculture).</td>
</tr>
</tbody>
</table>
| **Indicate measurable impact and targeted beneficiaries** | It is difficult to measure the actual impact of the provincial level participatory trainings since there were no surveys or other comprehensive quantitative data collection following delivery of the training workshops. However, qualitative data collected during evaluation interviews with provincial level beneficiaries in both countries reflects a general sense that the trainings led to immediate safety improvements in workplaces, because the courses supported participants to implement work safety checklists at their worksites. Yet, there is no data to tell us whether this has actually led to less workplace accidents or fewer occupational diseases.

The training of trainers using ILO participatory tools made a positive impact in strengthening national capacities of tripartite constituents and reaching a far larger target group that would otherwise have been possible within the framework of directly training beneficiaries. The impact of the provincial level activities will continue to broaden its scope as provincial departments of labour, unions and employers’ organisations implement their follow up action plans to scale up the training in provinces beyond the pilot project provinces. |
| **Potential for replication and by whom** | This good practice has the potential to be replicated in other ASEAN states, and other low to middle income countries with rapid economic growth and an accompanying high level of occupational accidents and diseases.

The success of this approach should be replicated in other sectors and industries in order to reach a greater number of beneficiaries. |
| **Upward links to higher ILO Goals** | This linked to respective Cambodia and Viet Nam Decent Work Country Programme goals of improving OSH in the workplace, and promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.

It also linked to ILO’s Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all. |
| **Other documents or relevant comments** | Improving work conditions in the informal economy and in women dominated sectors is an important component of the ILO agenda to extend decent work to all workers. |
ILO Emerging Good Practice 3
Project Title: Occupational Safety and Health in Hazardous Work in Southeast Asia
Project TC/SYMBOL:
Name of Evaluator: Chantelle McCabe
Date: April 2015

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

<table>
<thead>
<tr>
<th>GP Element</th>
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<tbody>
<tr>
<td>Brief summary of the good practice</td>
<td>Use of grassroots movements to influence national level stakeholders about the merits of a policy to ban asbestos.</td>
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<tr>
<td>Relevant conditions and Context</td>
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<tr>
<td>The relevant context for this good practice is a country with high use of asbestos with national level stakeholders who are averse to banning use of asbestos.</td>
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Viet Nam is the 10<sup>th</sup> largest consumer of white asbestos by volume and the seventh largest per capita in the world. In Viet Nam, asbestos is used in production of asbestos-cement roofing, car and motorbike brakes, and insulation for heat sources in shipping and boilers, among others.

White asbestos is known to cause lung cancer, mesothelioma, asbestosis, pharyngeal cancer, and ovarian cancer. The global burden of disease attributable to asbestos has been estimated to amount to 107,000 deaths and 1,523,000 Disability Adjusted Life Years. Asbestos is the single most important occupational carcinogen causing half of all estimated deaths from occupational cancer.

The Government of Viet Nam has long recognised the harmful carcinogenic effect of asbestos and banned the use of amphibole asbestos in 2004. However, the use of white asbestos has not only continued but has also significantly increased over the past years, since the Government’s plans to phase out and ban white asbestos in construction material by 2004 were postponed to 2010, then to 2020, then to 2030.

Viet Nam is one of only seven countries in the world that is opposed to the inclusion of white asbestos in Annex III of the Rotterdam Convention on the prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade and the only white asbestos-importing country.

The project sought to establish the policy to ban asbestos in Viet Nam in line with the ILO Asbestos Resolution 2006. This was part of a successful cooperation between ILO and the WHO in Viet Nam. The ILO Asbestos Resolution, adopted at the 95<sup>th</sup> Session of the International Labour Conference in 2006, recognises that all forms of asbestos are known human carcinogens, that around 100,000 workers have died from diseases caused by exposure to asbestos, and promotes the elimination of future use of asbestos and national measures to protect workers from exposure to asbestos.

The project carried out a situation analysis, established a technical expert team to make recommendations, and drafted a roadmap towards the ban of asbestos in line with the Convention concerning Safety in the Use of Asbestos (ILO C162).
| Establish a clear cause-effect relationship | This was a successful example of a grassroots movement influencing national level stakeholders to change a policy stance. The project helped to bring about a momentous change in attitude of a government that was until recently a staunch promoter of the use of asbestos.

A significant obstacle that the project helped to overcome was an almost universal attitude amongst relevant ministries against the proposed ban. Viet Nam ratified the Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, which promotes shared responsibilities in relation to importation of hazardous chemicals, including proper labelling and directions on safe handling. The treaty covers most forms of asbestos, except for white asbestos. In 2013, Viet Nam was one of seven countries opposing its coverage by the treaty, the only importing country alongside six exporters.

The national policy makers did not respond to examples of foreign victims of work related exposure to asbestos developing cancer and other asbestos related diseases, such as from Australia. Therefore, the ILO and WHO helped to mobilise a grassroots movement in Viet Nam to lobby national policy makers to ban asbestos. The Vien Ban Movement did so by gathering a group of Vietnamese victims of work related exposure to asbestos to come to a national conference and discuss how they had developed cancer and other asbestos related diseases. The key to this success was the use of local examples since the national policy makers were not convinced by international examples. |
| Indicate measurable impact and targeted beneficiaries | As a result of the project activities, the Government of Viet Nam now no longer opposes the inclusion of white asbestos from coverage by the Rotterdam Convention, has a clearly established roadmap to ban asbestos by 2020, and is open to consideration of ratification of ILO’s Asbestos Convention (ILO C162 – Convention concerning Safety in the Use of Asbestos). |
| Potential for replication and by whom | This good practice has the potential to be replicated in other countries with high use of asbestos with national level stakeholders who are averse to banning use of asbestos, e.g. Cambodia, Indonesia, Lao PDR. |
| Upward links to higher ILO Goals | This linked to the Viet Nam Decent Work Country Programme goal of promoting equitable and inclusive growth through social protection and addressing decent work needs of disadvantaged and vulnerable groups.

It also linked to ILO’s Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all. |
Appendix 3: Lessons Learned

### ILO Lesson Learned 1

**Project Title:** Occupational Safety and Health in Hazardous Work in Southeast Asia  
**Project TC/SYMBOL:**  
**Name of Evaluator:** Chantelle McCabe  
**Date:** April 2015

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

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<th>LL Element</th>
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<tr>
<td><strong>Brief description of lesson learned (link to specific action or task)</strong></td>
<td>Good OSH project design and implementation should explore links to other OSH related projects within ILO, other UN agencies, and other development actors in project countries and the region, with a view to exploring synergies, sharing experiences, avoiding duplication in OSH programming, analyzing gaps, and potentially teaming up for joint implementation of certain components.</td>
</tr>
<tr>
<td><strong>Context and any related preconditions</strong></td>
<td>The project complemented two other agency initiatives well – one at country level in Viet Nam and the other at the regional level in ASEAN, but did not adequately explore links with other ILO OSH related projects, which was a missed opportunity.</td>
</tr>
<tr>
<td><strong>Targeted users / Beneficiaries</strong></td>
<td>OSH project designers, Chief Technical Advisors, National Project Coordinators</td>
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<tr>
<td>Challenges /negative lessons - Causal factors</td>
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<td>-----------------------------------------------</td>
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<tr>
<td>The prodoc did not adequately explore synergies or links with other ILO projects in Cambodia or Viet Nam.</td>
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<tr>
<td>For example, the Better Factories Cambodia and Better Work Viet Nam projects. Part of the mandate of these projects includes OSH for factory workers, who tend to be women working in the clothing and shoe industries - inherently dangerous because of the exposure to chemicals.</td>
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<tr>
<td>Another example: the evaluation interview with the ILO focal point on HIV/AIDS revealed that, together with UNAIDS, the focal point has been developing a Prakas (Decree) on OSH for entertainment workers. The entertainment industry is inherently dangerous because of the increased risk of exposure to HIV/AIDS and STDs, and is another women dominated industry.</td>
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<tr>
<td>In Cambodia there was little knowledge of who the other OSH actors were in-country, nor what the other OSH related projects were, even within ILO. This is perhaps a reflection of the fact that the prodoc shows no analysis of links and synergies within the project countries. There was no evidence of exploration of, for example, OSH activities in Better Factories Cambodia or the Social Protection project.</td>
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### Success / Positive Issues - Causal factors

In Viet Nam, the national project officer regularly participated in ILO meetings with project officers working on other OSH related projects. This provided a useful forum to share knowledge and experience on OSH matters, coordinate and avoid overlap of OSH activities.

The WHO and ILO make for a logical partnership in OSH matters because of their respective strengths in health and employment matters. The Viet Nam component included cooperation with the World Health Organisation (WHO) in Viet Nam on Objective 2 – strengthening of preventive measures for occupational health hazards and risks including asbestos and chemicals. In particular, ILO and WHO carried out a national survey on the use of hazardous substances, including asbestos; and promoted the policy to ban asbestos in line with the ILO Asbestos Resolution 2006. As such, the project complemented the WHO’s ongoing long term programming regarding (1) workers’ access to basic OSH services, including policy advice regarding development of the OSH Law and (2) financial protection of workers suffering from occupational diseases or accidents.

The ASEAN component complemented the ASEAN Occupational Safety and Health Network (ASEAN OSHNET) initiative in the ASEAN region. ASEAN OSHNET, established in 2000, originally grew out of the ILO Programme for the Improvement of Working Condition and Environment (PIACT), which was launched in 1976. It aims to harmonise OSH standards and guidelines in the ASEAN region, to share knowledge on OSH amongst ASEAN member states, and to build the capacity of national OSH institutions within ASEAN. The project complemented this initiative by sharing good OSH practices through the ASEAN OSHNET website, and - through cooperation with the Secretariat of ASEAN OSHNET - produced a report on the situation analysis of OSH law and practice in ASEAN countries.

Once the national project coordinator in Cambodia became aware – about two years into the implementation phase – of the existence of an international NGO – APHEDA – working on asbestos safety issues in Phnom Penh, he made distinct efforts to include this organisation in project briefings as an observer. He has developed a good working relationship with APHEDA, and this organisation would make a good future partner for a potential asbestos component in a future ILO project in Cambodia.
| ILO Administrative Issues (staff, resources, design, implementation) | Project designers should make this analysis in the project document. When the project design document properly analyses links with other OSH actors and OSH related projects, the project staff are more likely to build this into their work plans at the implementation phase. The Chief Technical Advisor and any National Project Coordinators should also coordinate with other OSH related actors in the region and in-country throughout the implementation phase. For the instant project, it would be good to do this for bridging period and any subsequent phases of the project. For the implementation phase, it might be useful to consider setting up an online OSH community of practice for easy coordination of OSH actors. |
## ILO Lesson Learned 2

**Project Title:** Occupational Safety and Health in Hazardous Work in Southeast Asia  
**Project TC/SYMBOL:**  
**Name of Evaluator:** Chantelle McCabe  
**Date:** April 2015

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

<table>
<thead>
<tr>
<th>LL Element</th>
<th>Text</th>
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<tbody>
<tr>
<td><strong>Brief description of lesson learned (link to specific action or task)</strong></td>
<td>It is good project strategy to focus on OSH coverage in the informal sector, as well as in the formal sector, at national and grassroots levels.</td>
</tr>
<tr>
<td><strong>Context and any related preconditions</strong></td>
<td>According to the International Labour Conference paper, “Transitioning from the informal to the formal economy” (2014), the informal economy comprises half to three-quarters of all non-agricultural employment in developing countries. “Women and men in the informal economy: A statistical picture” (2014) states that according to the most recent estimates, non-agricultural employment in the informal economy represents 65 per cent of total employment in East and South-East Asia (excluding China). According to recent ILO statistics for 47 countries and territories, the percentage of persons in informal employment (non-agricultural) ranges in southern and eastern Asia (excluding China) from 42 per cent in Thailand to 83.5 per cent in India. In all developing regions, self-employment constitutes a greater share of informal employment (non-agriculture) than wage employment. It represents nearly one-third of total non-agricultural employment worldwide, and accounts for as much as 32 per cent of non-agricultural employment in Asia. Considering that the principles of decent work are as important in the informal as in the formal economy, the Director General of the ILO called for a way to be found to extend rights to everyone: “ILO: Reducing the decent work deficit: A global challenge”, Report of the Director-General, Report 1(A), International Labour Conference, 89th Session (Geneva, 2001). The Association of South East Asian Nations (ASEAN) is keen to extend OSH coverage to informal economies in the region. The Philippines and Viet Nam provide good examples of varying levels of OSH coverage in the informal economy.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Targeted users / Beneficiaries</th>
<th>ASEAN countries with large informal economies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Challenges /negative lessons - Causal factors</td>
<td>The informal economy thrives in a context of high unemployment, underemployment, poverty, gender inequality and precarious work, and is marked by acute decent work deficits and a disproportionate share of the working poor. Some of the characteristics of informal employment are unsafe working conditions, compulsory overtime or extra shifts, and the absence of social benefits such as pensions, sick pay and health insurance. Women, migrants and other vulnerable groups of workers who are excluded from other opportunities have little choice but to take informal low-quality jobs. Informal economy workers, particularly women, often work in the most hazardous jobs, conditions and circumstances. The rate of work-related accidents and diseases is much higher in small than in large-scale industry and, even without precise data, the preponderance of small enterprises in itself points to increased risks in the informal sector. This makes the prevention of work-related accidents and illnesses an essential aspect of efforts to address working conditions in the informal economy.(^\text{14}).</td>
</tr>
</tbody>
</table>

**Success / Positive Issues - Causal factors**

The ILO is widely recognized as a pioneer in tackling informality. In Cambodia, the “Occupational Safety and Health in Hazardous Work in South East Asia” project built upon the ILO’s “Informal Economy, Poverty and Employment” project (2006), which was funded by the DFID supported OSH improvement initiatives of Cambodian informal economy workplaces. The latter project was a success because it integrated OSH in the public service, and provided training of trainers for tripartite constituents in the informal economy, including home based workers and farmers.

The “Occupational Safety and Health in Hazardous Work in South East Asia” project has similarly provided training of trainers at provincial level for informal economy workplaces but it has also assisted with the development of the Cambodian National OSH Policy on SMEs and the Informal Economy. The project facilitated the government’s recognition of the participatory training programmes as a practical means to address safety and health in informal economy workplaces and incorporate them into national OSH policy and programmes.

In Viet Nam, the project intervened in a similar manner at the provincial level and national level legislative and policy activities assisted with the development of the new OSH Law, which extends coverage to the informal sector.

It was good practice to focus at the national level on OSH policy in the informal sector as well as bottom up approaches to OSH in the informal sector at the grassroots level. Moreover, including the informal economy in OSH programming was good inclusive practice, since 70-80% of workers in Cambodia and around 63% in Viet Nam are in the informal economy.

Participatory training programmes like Work Improvement in Small Enterprises (WISE) and Work Improvement in Neighbourhood Development (WIND) are increasingly applied in Asia for supporting grassroots initiatives in informal economy workplaces to improve safety, health and working conditions. The ILO’s Work Improvement tools provide excellent entry points into the informal sector. These participatory programmes are easy to apply and action-oriented, and focus on immediate improvement needs of informal economy workplaces.

Approaches that are educational, persuasive, transparent and participatory are particularly successful in reaching the informal economy. Measures include raising awareness of risks among informal economy workers and employers, as well as knowledge dissemination on the positive correlation between OSH (and other good working conditions), quality production, productivity and competitiveness, with a view to promoting an understanding that the necessary actions are not
out of reach, financially or technically.

<table>
<thead>
<tr>
<th>ILO Administrative Issues (staff, resources, design, implementation)</th>
<th>The 2002 International Labour Conference’s general discussion on decent work and the informal economy is now widely recognized as a breakthrough in analysis which broadened understanding of and provided a comprehensive framework for addressing informality across the Decent Work Agenda. The Occupational Safety and Health Convention, 1981 (No. 155) applies to all branches of economic activity and all workers in those branches. Similarly, the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) provides that the national system for OSH shall cover micro-enterprises, small and medium-sized enterprises (SMEs) and the informal economy (Article 4(3)(h)). Moreover, the Committee of Experts endeavours to ensure that OSH provisions are applied in practice in the informal economy.</th>
</tr>
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</table>

### ILO Lesson Learned 3

**Project Title:** Occupational Safety and Health in Hazardous Work in Southeast Asia  
**Project TC/SYMBOL:**  
**Name of Evaluator:** Chantelle McCabe  
**Date:** April 2015  
The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

<table>
<thead>
<tr>
<th>LL Element</th>
<th>Text</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Brief description of lesson learned</strong></td>
<td>OSH is a good entry point for programming and organizing in the construction industry, which is prolific in rapidly developing economies of ASEAN, and inherently hazardous.</td>
</tr>
</tbody>
</table>
| Context and any related preconditions | The ILO recognises the construction industry as hazardous because of its high occupational injury rates and potential to cause major industrial accidents. There have been increasing reports of construction accidents in ASEAN countries, including in Cambodia and Viet Nam. Moreover, workers in construction sites are often exposed to high levels of dust, including from asbestos, which increases the risk of occupational lung diseases, including cancers.

Employment in small enterprises on casual and temporary terms, often through intermediaries, which is now the norm in the construction industry in much of the world, has a profound effect upon the construction workforce and their labour rights and upon skill formation in the industry.\(^\text{15}\).

The high turnover of labour increases the risk of accidents, while the prevalence of subcontracting means that responsibility for health and safety is diffused, hampering voluntary compliance with regulations. At the same time, the enforcement of regulations pertaining to health and safety (as well as other labour legislation) through inspection is made much more difficult by the proliferation of small enterprises. Even where there is adequate legislation in place to ensure that construction workers are safe, the problem is a lack of implementation. Sites are not inspected and penalties are not imposed.\(^\text{16}\).

A construction worker with a fixed-term contract is three times more likely to suffer an occupational accident than one with a permanent contract. Employers tend not to pay into social security funds on behalf of construction workers who are on temporary contracts. Hence, the workers who are most in need receive no social security benefits – no health care, no holiday pay and no protection against loss of pay in periods when they are unable to work due to unemployment, ill health, accidents or old age.\(^\text{17}\).

In many of Asia’s newly industrializing countries trade unions lack strength due to restrictive legislation and employer resistance. But in the construction industry union membership is even lower than average and is commonly confined to core workers. The majority of construction workers are not members of a trade union and most employers do not accept collective bargaining.\(^\text{18}\).

| Targeted users / Beneficiaries | Rapidly developing ASEAN economies, construction industry |


\(^{16}\) Ibid.

\(^{17}\) Ibid.

\(^{18}\) Ibid.
<table>
<thead>
<tr>
<th>Challenges / Negative lessons - Causal factors</th>
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<tbody>
<tr>
<td>The high turnover of workers poses a considerable barrier to formal training in the construction industry. Workers are reluctant to invest in their own training because of insecurity of employment and high levels of unemployment; contractors are reluctant to invest because there is a good chance they will lose trained workers to other firms (or other countries). The contractors’ reluctance is also based on the fact that training costs money, which (at least in the short run) will raise the price of their bids and could make them uncompetitive. The cyclical pattern of construction output adds to the problem – nobody wants to train in a recession and nobody has time to train in a boom. A further difficulty is that the majority of owners (clients) build only once, which means that they will not contribute to training costs that will benefit only future owners.</td>
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<tr>
<th>Success / Positive Issues - Causal factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>The ILO’s participatory training tool “Work Improvement in Small Construction Sites” (WISCON) was an effective way to get into construction workplaces in Cambodia and Viet Nam, illustrating that OSH is a good entry point for programming in the construction industry. This also means that OSH is a good entry point for organizing in the construction sector, one which traditionally has low union membership, yet a high proportion of occupational accidents and diseases and weak labour rights. The project demonstrated that WISCON has the ability to immediately provide a positive impact on the workers’ safety because workers participate in making their work environment a safer place, e.g. by tidying work places and clearing access ways. Moreover, in rural areas many construction workers were illiterate, so pictures worked well, and they were inspired by community and neighbourhood examples that they could easily relate to.</td>
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</table>

In Cambodia, for example, the project found a couple of construction sites where they could work with employers, and this worked well because employers are less likely to move, so are easier to target and monitor. However, in another eight construction sites that the project explored, it was difficult to know which person was responsible for OSH – particularly in an industry where subcontracting is widespread. |

Because of the mobile nature of the construction workforce, workers can be difficult to monitor. However, the project found that unions tend to organize in a particular construction site, which is effective. |

In future, it would be good to scale up and work more with employers, but also with unions in the construction sector. |

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19 Ibid.
<table>
<thead>
<tr>
<th>ILO Administrative Issues (staff, resources, design, implementation)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The construction industry falls within the ILO’s sector-specific approach to decent work that translates high-level policy advice into practice where impact is needed – in the workplace. The Sectoral Activities Department (SECTOR) undertakes research on emerging labour issues in the construction industry, facilitates social dialogue among the ILO’s tripartite constituents (i.e., workers, employers, and governments), provides technical advice, and develops practical tools, policy recommendations, and training modules used by the headquarters and field offices.</td>
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<tr>
<td>In some countries the law needs to be updated to bring it into line with the provisions of the Safety and Health in Construction Convention, 1988 (No. 167), the most important of which are as follows:</td>
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<tr>
<td>• There should be cooperation between employers and workers in taking appropriate measures to ensure that workplaces are safe and without risk to health;</td>
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<tr>
<td>• All parties to a construction contract have responsibilities, including those who design and plan projects;</td>
</tr>
<tr>
<td>• The principal contractor is responsible for coordinating the prescribed measures and each employer is responsible for their application in respect of workers under his authority; and</td>
</tr>
<tr>
<td>• Workers have the duty to report risks, but also the right to remove themselves from imminent and serious danger.</td>
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</table>
### ILO Lesson Learned 4

**Project Title:** Occupational Safety and Health in Hazardous Work in Southeast Asia  
**Project TC/SYMBOL:**  
**Name of Evaluator:** Chantelle McCabe  
**Date:** April 2015  

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

<table>
<thead>
<tr>
<th><strong>LL Element</strong></th>
<th><strong>Text</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Brief description of lesson learned (link to specific action or task)</strong></td>
<td>Adequately funded national project coordinators are needed at the country level for multi country projects</td>
</tr>
</tbody>
</table>
| **Context and any related preconditions** | The project had a regional component as well as two country level components – one in Viet Nam and one in Cambodia. The Viet Nam component was responsible for two project objectives – OSH in hazardous industries and an asbestos objective, and the Cambodia component for one project objective – OSH in hazardous industries. The regional component covered the fourth remaining objective.  

The Viet Nam component had a fully funded full time National Project Coordinator. The Cambodia component had a 50% funded half time National Project Coordinator. Perhaps the rationale behind this decision was that the Viet Nam component would supposedly have double the work because it was managing two project objectives rather than one. However, as the project was implemented, it became apparent that the Cambodia component involved just as much work to implement the one project objective in terms of time required of a National Project Coordinator. |
| **Targeted users / Beneficiaries** | ILO multi-country projects |
### Challenges /negative lessons - Causal factors

The project hired two national project coordinators – one full time for Viet Nam and one at 50% for Cambodia. There were discussions with the donor about the necessity of full time coordinators in both project countries, which delayed the recruitment of the Cambodia staff.

Ultimately the Cambodia project coordinator post was difficult to recruit for because potential candidates were reluctant to work at 50%. The project was fortunate to recruit a dedicated, very experienced and well networked national project coordinator who was eventually in post and working around six months after the project commencement. This delayed project activities in Cambodia and ultimately led to the necessity of a 3 month no cost extension of time for implementation of activities.

In practice, there was far too much work for a half time project coordinator. In particular, it made coordination with the Ministry of Labour and social partners unduly difficult. The incumbent took it upon himself to work long hours for no additional pay to make up for the deficit. This situation remained, despite mention in the Midterm Review and continued protests of country staff to the donor, who finally agreed to increase the post to 80%, together with a part time administration assistant, for the final six months of the project.

There was clearly a need for full time project coordinators in both project countries, as evidenced by the Cambodia country office protestations at the outset and on an ongoing basis, and by the actual amount of work that had to be done as demonstrated by the project implementation. Furthermore, the budget was not well divided between the project countries since there was a surplus in one and a deficit in the other. Given that there was an overall surplus of over $50,000 in the project budget, which the donor now plans to transfer to another OSH/labour inspection project in Indonesia, it cannot be concluded that financial and human resources were allocated efficiently and strategically for this project.

### Success / Positive Issues - Causal factors

The donor agreed to increase the National Project Coordinator post to 80% for the final six months of the project, together with a part time administrative assistant. This was definitely an improvement on the initial scenario, but still fell short of the 100% funding that was required from the beginning.
ILO Administrative Issues (staff, resources, design, implementation)

It is important not to underestimate the time required of ILO project coordinators to properly coordinate and implement project activities. This is especially so in countries where the national implementing partners have low capacity, and particularly in countries where a project is in phase one. It is imperative to appreciate that underfunding project coordinators will ultimate affect the quality of project delivery.

Appendix 4: Acronyms

Association of South East Asian Nations - ASEAN
Cambodia - KH
Cambodian Ministry of Labour and Vocational Training - MOLVT
Chief Technical Advisor - CTA
Decent Work Country Programme – DWCP
Government of Viet Nam - GOV
International Labour Organisation – ILO
Mid Term Review – MTR
Ministry of Health - MOH
Occupational Safety and Health - OSH
Non Governmental Organisation - NGO
Organisation for Economic Cooperation and Development/Development Assistance Committee - OECD/DAC
Participatory And Training – PAOT
Programme Management Unit – PMU
Small and Medium Enterprises - SMEs
State Owned Enterprises - SOEs
Terms of Reference – TOR

Technical Progress Report - TPR

United Nations Development Assistance Framework - UNDAF

Viet Nam - VN

Viet Nam Chamber of Commerce and Industry - VCCI

Viet Nam General Confederation of Labour - VGCL

Viet Nam Ministry of Construction - MOC

Viet Nam Ministry of Industry and Commerce - MIC

Viet Nam Ministry of Labour, Invalids and Social Affairs - MOLISA

Work Improvement in Neighbourhood Development - WIND

Work Improvement in Small Enterprises - WISE

Work Improvement for Safe Home - WISH

Work Improvement in Small Construction Sites - WISCON

World Health Organisation - WHO
Appendix 5: Terms of Reference for the Evaluation
Appendix 6: Inception Report