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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 Multi-lateral 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.

The geographical scope of the evaluation is generally limited to Bangkok, Thailand; Phnom Penh, Cambodia; Hanoi, Viet Nam, although some project activities were carried

¹ http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms_347193.pdf accessed on March 11, 2015.

² ILO Decent Work Country Programme, Cambodia 2011-2015, p 41.

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 was limited by the very short notice for the evaluation and the lack of adequate time for conducting field interviews, with many interviews in Cambodia and Viet Nam conducted with the assistance of a translator. 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 meant that it was not 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. However, it should be noted that qualitative data is not exhaustive and therefore the findings are not as nuanced as they might have been if all relevant stakeholders had been interviewed.

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 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 resources were allocated efficiently and strategically in some areas. The allocation of financial resources at provincial, national and regional levels delivered good value for money. Moreover, 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. However, in other areas, 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.

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 (e.g. 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. **Impact:** Consider carrying out an Impact Assessment of the Work Improvement participatory tools in the region, since they have been used for a long time with no quantifiable assessment of impact as yet. For example, Viet Nam has been using WIND since 1995.
 12. **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.

13. **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.

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.

³ http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms_347193.pdf accessed on March 11, 2015.

⁴ ILO Decent Work Country Programme, Cambodia 2011-2015, p 41.

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).

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 limited 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. However, it should be noted that qualitative data is not exhaustive and therefore the findings are not as nuanced as they might have been if all relevant stakeholders had been interviewed.

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 was 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 its 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 Cambodia⁶ and in the Second National OSH Programme in Viet Nam⁷. 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

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.

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 OSH⁸. 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 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,

⁸ International Labour Organisation (2003), Global Strategy on Occupational Safety and Health.

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.⁹

(i) Project progress and effectiveness

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

The project had four immediate 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 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

⁹ Terms of reference.

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?

(i) 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 2014¹⁰. 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.

(ii) 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 95th 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.

¹⁰ The workshop actually took place slightly before the official ratification of ILO C187, and the good practice was shared in anticipation of ratification.

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 Nam¹¹. 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. In Viet Nam, stakeholders said there was no budget to translate documents, yet there was a surplus of funds in this component.

¹¹ 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.

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. However, this also meant that many documents were not translated into English, a limitation discussed above. 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, 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?*¹²

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.

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

¹² Terms of reference.

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?*¹³

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?

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

¹³ Terms of reference.

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 governments' commitment to change.

It is also difficult to measure the impact of the provincial level participatory trainings since there were no endline 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 in project activities 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?¹⁴

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 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

¹⁴ Terms of reference.

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.

Recommendation	Responsibility	Priority	Time frame	Resource implications
OSH IN HAZARDOUS INDUSTRIES				
<p>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.</p>	<p>Donors, ILO project designers, APHEDA, grassroots movements, tripartite constituents</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>
<p>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.</p>	<p>ILO Cambodia, ILO project designers, ILO SAFEWORK, tripartite constituents</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>
<p>3. Construction: OSH is a good entry point for programming and organizing</p>	<p>ILO Cambodia, ILO Viet Nam,</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>

<p>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.</p>	<p>ILO project designers, donors, tripartite constituents</p>			
<p>DESIGN AND IMPLEMENTATION</p>				
<p>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.</p>	<p>Donors, OSH project designers, Chief Technical Advisors, National Project Coordinators, tripartite constituents</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>
<p>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.</p>	<p>Donors, OSH project designers, Chief Technical Advisors, National Project Coordinators, tripartite constituents</p>	<p>High</p>	<p>Medium term</p>	<p>Yes</p>
<p>6. OSH in the Informal economy: It is good project strategy to focus on OSH</p>	<p>Donors, OSH project designers</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>

<p>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.</p>				
MANAGEMENT, MONITORING AND GOVERNANCE ARRANGEMENTS				
<p>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.</p>	<p>ILO regional offices, ILO field offices, ILO Decent Work Teams, Chief Technical Advisors, National Project Coordinators</p>	<p>Medium</p>	<p>Medium term</p>	<p>Yes</p>
<p>8. Monitoring: Implement more adequate monitoring arrangements and verification procedures to ensure that project money is spent in the manner in which it was intended, and</p>	<p>Chief Technical Advisors, Project Coordinators, M&E Officers, tripartite</p>	<p>Medium</p>	<p>Medium term</p>	<p>Yes</p>

<p>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.</p>	<p>constituents</p>			
<p>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.</p>	<p>Chief Technical Advisors, Project Coordinators, tripartite constituents</p>	<p>Medium</p>	<p>Medium term</p>	<p>Yes</p>
<p>EFFICIENCY, IMPACT AND SUSTAINABILITY</p>				
<p>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.</p>	<p>Donors, ILO project designers, ILO Country Offices</p>	<p>High</p>	<p>Short term</p>	<p>Yes</p>
<p>11. Impact: Consider carrying out an Impact Assessment of the Work Improvement participatory tools in the region, since they have been used for a long time with no quantifiable assessment of impact as yet. For example, Viet Nam has been using WIND since 1995.</p>	<p>ILO ROAP, ILO country offices, M&E Officers</p>	<p>Medium</p>	<p>Medium term</p>	<p>Yes</p>

<p>12. 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.</p>	<p>ILO Viet Nam, donors</p>	<p>Medium</p>	<p>Short term</p>	<p>Yes</p>
<p>GENDER EQUALITY</p>				
<p>13. 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.</p>	<p>ILO project designers, donors</p>	<p>High</p>	<p>Medium term</p>	<p>Yes</p>

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

Appendix 2: Good practices

ILO Emerging Good Practice 1

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

GP Element	Text
<p>Brief summary of the good practice</p>	<p>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.</p> <p>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.</p>
<p>Relevant conditions and Context</p>	<p>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.</p> <p>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).</p> <p>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.</p>

<p>Establish a clear cause-effect relationship</p>	<p>Viet Nam ratified ILO C187 on 16 May 2014 and it will enter into force on 16 May 2015.</p> <p>This good OSH practice was shared with other ASEAN countries – albeit slightly prior to official ratification - at the Regional ASEAN OSHNET Workshop on “Strengthening National OSH Policies with reference to ILO C187” held in Viet Nam in 2014.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>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.</p> <p>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.</p>
<p>Potential for replication and by whom</p>	<p>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.</p>
<p>Upward links to higher ILO Goals</p>	<p>This linked to the Viet Nam Decent Work Country Programme goal of “tripartite constituents have strengthened capacity to apply international labour standards”.</p> <p>It also linked to ILO’s Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all.</p>
<p>Other documents or relevant comments</p>	<p>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.</p>

ILO Emerging Good Practice 2

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

GP Element	Text
Brief summary of the good practice	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).
Relevant conditions and Context	<p>The context for this practice is a low to middle income country with rapid economic growth and an accompanying high level of occupational accidents and diseases.</p> <p>The project sought to address this through use of ILO participatory training courses for Work Improvement in Cambodia and Viet Nam at provincial levels.</p> <p>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.</p>
Establish a clear cause-effect relationship	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).

<p>Indicate measurable impact and targeted beneficiaries</p>	<p>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.</p> <p>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.</p>
<p>Potential for replication and by whom</p>	<p>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.</p>
<p>Upward links to higher ILO Goals</p>	<p>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.</p> <p>It also linked to ILO's Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all.</p>
<p>Other documents or relevant comments</p>	<p>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.</p>

ILO Emerging Good Practice 3

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

GP Element	Text
Brief summary of the good practice	Use of grassroots movements to influence national level stakeholders about the merits of a policy to ban asbestos.
Relevant conditions and Context	<p>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.</p> <p>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 95th 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.</p> <p>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).</p>

<p>Establish a clear cause-effect relationship</p>	<p>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.</p> <p>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.</p> <p>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.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>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).</p>
<p>Potential for replication and by whom</p>	<p>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.</p>
<p>Upward links to higher ILO Goals</p>	<p>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.</p> <p>It also linked to ILO's Strategic Policy Framework objective to enhance the coverage and effectiveness of social protection for all.</p>

Appendix 3: Lessons Learned

ILO Lesson Learned 1

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	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.
Context and any related preconditions	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.
Targeted users / Beneficiaries	OSH project designers, Chief Technical Advisors, National Project Coordinators
Challenges /negative lessons - Causal factors	<p>The prodoc did not adequately explore synergies or links with other ILO projects in Cambodia or Viet Nam.</p> <p>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.</p> <p>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 <i>Prakas</i> (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.</p> <p>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.</p>

**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: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>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.</p>
<p>Context and any related preconditions</p>	<p>According to the International Labour Conference paper, <i>“Transitioning from the informal to the formal economy”</i> (2014), the informal economy comprises half to three-quarters of all non-agricultural employment in developing countries. <i>“Women and men in the informal economy: A statistical picture”</i> (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.</p> <p>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: <i>“ILO: Reducing the decent work deficit: A global challenge”</i>, Report of the Director-General, Report 1(A), International Labour Conference, 89th Session (Geneva, 2001).</p> <p>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.</p>
<p>Targeted users / Beneficiaries</p>	<p>ASEAN countries with large informal economies</p>

Challenges /negative lessons - Causal factors

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 economy¹⁵.

¹⁵ International Labour Conference paper, "Transitioning from the informal to the formal economy" (2014), p 39.

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.

<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>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.</p> <p>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.</p>
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ILO Lesson Learned 3

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

LL Element	Text
<p>Brief description of lesson learned</p>	<p>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.</p>

<p>Context and any related preconditions</p>	<p>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.</p> <p>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 industry¹⁶.</p> <p>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 imposed¹⁷.</p> <p>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 age¹⁸.</p> <p>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 bargaining¹⁹.</p>
<p>Targeted users / Beneficiaries</p>	<p>Rapidly developing ASEAN economies, construction industry</p>

¹⁶ ILO, “The construction industry in the twenty- first century: Its image, employment prospects and skill requirements” (2001).

¹⁷ *Ibid.*

¹⁸ *Ibid.*

¹⁹ *Ibid.*

<p>Challenges /negative lessons - Causal factors</p>	<p>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 owners²⁰.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p>In future, it would be good to scale up and work more with employers, but also with unions in the construction sector.</p>

²⁰ *Ibid.*

ILO Administrative Issues (staff, resources, design, implementation)

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.

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:

- There should be cooperation between employers and workers in taking appropriate measures to ensure that workplaces are safe and without risk to health;
- All parties to a construction contract have responsibilities, including those who design and plan projects;
- 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
- Workers have the duty to report risks, but also the right to remove themselves from imminent and serious danger.

ILO Lesson Learned 4

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

Project TC/SYMBOL: RAS/12/50M/JPN & RAS/13/50M/JPN

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.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Adequately funded national project coordinators are needed at the country level for multi country projects
Context and any related preconditions	<p>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.</p> <p>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.</p>
Targeted users / Beneficiaries	ILO multi-country projects

<p>Challenges /negative lessons - Causal factors</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>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.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>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.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>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 ultimately affect the quality of project delivery.</p>

Appendix 4: Acronyms

Association of South East Asian Nations - ASEAN
Cambodia - KH
Cambodian Ministry of Labour and Vocational Training - MOLVT
Country Programme – United Nations Country Programme – CP
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 Action-Oriented 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

Terms of Reference

Final Independent Evaluation

Occupational Safety and Health in Hazardous Work in Southeast Asia

(RAS/12/50M/JPN; and RAS/13/50M/JPN)

Final Draft as of 12 March 2015

Donor agency	Government of Japan -Ministry of Health, Labour and Welfare
Project Period	Feb 2012- December 2014
Budget	US\$ 1,050,000 (Vietnam \$720,000; Cambodia: \$270,000; and ASEAN OSH: \$60,000)
Administrative Unit	ILO Regional office for Asia and the Pacific
Technical Unit	DWT-Bangkok (OSH)
Date of final Evaluation	March 2015
Evaluation Manager	Surkafa F Katafona

1. Introduction and Rationale for the final Independent evaluation

The Project aims to address Occupational Safety and Health (OSH) in Hazardous Work in ASEAN with a focus on Vietnam and Cambodia. The 3 years project is funded by the Government of Japan. Total amount of the funds is US\$1,050,000²¹.

The mid-term self-evaluation was conducted in 2013 and the project is coming to the end of its implementation by 31st Dec 2014, thus this proposal for a final independent evaluation. A final evaluation is mandatory for all projects and at least one independent evaluation is required as per ILO policy if the total project budget is larger than USD 1 million.

The evaluation will be managed by an independent evaluation manager and will be conducted by an independent evaluation consultant. The evaluation process will be participatory and will involve stakeholders and counterparts throughout the process.

The evaluation aims at examining the extent to which the project objectives have been achieved and assesses what impact the project had on current OSH policies, systems in ASEAN and in the 2 focus countries – Vietnam and Cambodia. The evaluation will also report on lessons learnt and possible good practices. The evaluation will be carried out in March-May 2015 and the cost of the evaluation will be borne by the project.

The evaluation will comply with UN Norms and Standards and ethical safeguards will be followed.

2. Background of the Project

From 2009 to 2011, the ILO Regional Office for Asia and the Pacific (RO-Asia and the Pacific) conducted a three-year project on Effective Implementation of National OSH

²¹ The total project budget in the original project document is USD 1,830,000 which includes the cost of salary of CTA of ILO-Japan Multi-bi programme.

Programme for Improving Safety and Health at the Workplace in Vietnam, with the support of Ministry of Health, Labour and Welfare of Japan. The final evaluation report emphasized that overall, the project was considered successful in supporting both national and provincial level process to catalyze OSH improvements along with national policy and programme development.

The second phase of Occupational Safety and Health in Hazardous Work in Southeast Asia has been approved by the Government of Japan and the ILO. The project is aimed at enhancing capacity building and strengthening support systems for employers' and workers' organizations, in particular in small and medium-sized enterprises, both in formal and informal sectors. Most activities are conducted based on the dialogue and recommendations at the tripartite technical committees.

Through the implementation of the project, the ILO recognizes construction, mining, and chemical industries as hazardous industries because of their high occupational injury rates and potentials to cause major industrial accidents. An increasing number of construction accidents have been reported in ASEAN countries. In Cambodia, garment, brick factory and construction workers have been reported as most vulnerable to workplace accidents. Besides accident risks, workers in construction sites are often exposed to high level of dusts including asbestos and face the risk of occupational lung diseases including lung cancers. Mining and chemical industries are important for the socio-economic development, yet these sectors have the potential risk of causing major industrial accidents and need adequate control measures.

The project contributes to the national development frameworks by providing safe, healthy and productive working environments. There are many practical measures to establish efficient and productive workplaces through practical OSH improvement methods. Improved OSH and productivity at work can reduce poverty and support better income generation of local people. These practical OSH measures will be integrated into National OSH policy and Programme.

Development Objective of the project: to contribute to promotion of OSH in Vietnam, Cambodia and other ASEAN countries through the effective implementation of policy framework in hazardous industries and encouraging vulnerable people to ensure sustainable occupational safety and health practices.

The specific project objectives include:

Immediate Objective 1: OSH standards in hazardous industries in Vietnam in the framework of the 2nd National OSH Programme implemented and improved

Immediate Objective 2: Preventing measures for occupational health hazards and risks including asbestos and chemicals in hazardous industries in Vietnam strengthened in cooperation with WHO

Immediate Objective 3: OSH of the hazardous industries in the National OSH system of Cambodia in line with the 1st National OSH Master Plan established

Immediate Objective 4: OSH good practices in hazardous industries among Cambodia, Vietnam and other ASEAN countries shared and the C187 Promotional Framework for Occupational Safety and Health Convention, 2006 progressed

The midterm self-evaluation notes that the project has been making good progress as follows:

In Vietnam, the following progressed were observed:

- Based on the analysis of the current situation of OSH in hazardous work, a policy advice report to strengthen the legal framework including the legal comments for the draft OSH Law in Vietnam developed and discussed within two tripartite annual workshops.
- The endorsement of the National regulations on compulsory OSH training offered the legal guidance to establish the National OSH training systems following with a set of training curriculum and training materials for construction workers.
- In quarrying sector, the development of the intensive inspection plan with the inspection sheet, instruction manual for labour officers and the action checklist for managers and workers had been disseminated in 5 target provinces.
- The adoption of the proposal for the amendment and development of new technical standards for preventing accidents and injuries caused by chemical substances on the basis of the report analysing the chemical safety legal framework and chemical standards in the use and production of chemicals in Vietnam.
- The adoption of the survey proposal and survey tools on the current situation of asbestos use and measures of protection for workers has strengthened the cooperation between MOLISA and MOH toward the development of a policy to ban asbestos in Vietnam.
- A report to analyse the current situation in Vietnam and other ASEAN countries on the legal framework, the import, use and disposal of asbestos following with the draft proposal for a roadmap toward the ban of asbestos in Vietnam submitted and adopted.
- A set of training materials for workers and employers on the safe use of chemicals and asbestos has been prepared and carefully revised by the team.
- A discussion on the possibility of exchanging and sharing information with the National Employment Injury Insurance organized with the great efforts of the local project partners.
- Adequate OSH protection extended in the vulnerable informal economy workplaces by the ILO participatory training programmes has smoothly transferred to the target provinces.
- Achievements workshop to share the improvement actions and success stories in the application of WISE and WISCON programmes conducted in the targets provinces.

In Cambodia- the following progressed were reported: -

- Adoption 3 survey proposals on (1) the occupational health complaints among workers in Cambodia, (2) the occupational diseases and cancers among workers exposed to chemical and hazardous substances, and (3) the current situation in terms of usage of major chemicals and measures of protection for workers. These surveys will serve as a base-line data and information for Cambodia to develop a list of occupational diseases and update the technical standards and guidelines for preventing accidents and injuries caused by chemical substances.
- Development of the training materials on participatory methods and the creation of a network of local facilitators fully understanding participatory approaches.
- A meeting to review the performance achievement of the current OSH Master Plan organized.

For enhancing knowledge sharing and information exchanges among Vietnam, Cambodia and other ASEAN countries, the following were reported:

- Regional ASEAN- OSHNET meeting titled “Strengthening National Occupational Safety and Health System in Hazardous work” was conducted.

- Assistance for compiling and publishing “ASEAN-OSHNET Occupational Safety and Health Management System (OSHMS) Initiatives, 2011/2012”.

The midterm evaluation proposed the following 5 recommendations:

- 1) Further cooperation with other ILO projects implemented in both countries for expecting synergy effects and cost savings.
- 2) More managers from private companies are encouraged to be invited as specialists to the project. Currently participants are relatively limited to former state-own enterprises. Private companies, especially worldwide enterprises possess quite useful knowledge and know-how applicable to the both countries.
- 3) Enhancing voluntary (not-forced) OSH activity is a key factor to improve OSH situations in both countries. It is advisable to develop not only compulsory rules such as laws, standards and codes but also supportive programme encouraging voluntary activities in the actual workplaces.
- 4) Both countries have little experience in developing governmental policy by hearing and utilizing private sectors’ opinion in the OSH field. Capacity building on cooperation among constituents and/or learning from advanced countries in the area of OSH are encouraged to be held for better sustainability.
- 5) To ensure sustainable movements initiated by the project activities, some follow-up supporting activities are desirable in both countries. A support for encouraging policy development through cooperation with private enterprises might be needed especially in Cambodia.

3. Purpose/Objectives of the Independent final Evaluation

The Occupational Safety and Health in Hazardous Work in Southeast Asia Project final evaluation seeks to accomplish the following objectives:

- To assess the achievement of the project against the approved logframe and workplan
- To identify gaps, limitations and/or challenges
- To identify good practices and lessons learnt to be taken advantage of under the current project as well as future similar initiatives

4. Scope, Coverage and Clients

The final evaluation will cover the period of project implementation since project inception until the date of the evaluation. It will cover both project countries – Cambodia and Vietnam and also ASEAN component.

The clients and users of the final evaluation will include 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.

5. Evaluation Criteria/key evaluation questions/analytical framework

The final evaluation will adhere to UN System Evaluation Norms and Standards and applied OECD/DAC Evaluation Quality Standards. The evaluation should address the

overall ILO evaluation concerns such as relevance, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2012 which can be viewed in the following website:

http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm

In addition the evaluation is expected to be based on the following principles:

- Application of result-based management;
- Gender equality;
- Adoption of human rights-based approach;
- Capacity development;
- Environmental sustainability;

Gender equality, along with development, has been identified by the ILO as a cross-cutting issue of the strategic objectives of its global agenda of Decent Work. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes. In addition, Gender equality issues shall be explicitly addressed throughout the evaluation activities by the consultant and all outputs including reports need to mainstream gender equality.

The final evaluation will focus on the following key questions:

- 1) To what extent the recommendations of the evaluation of project phase I and of the midterm evaluation have been taken into consideration by the project
- 2) To what extent the project has contributed to the setting up the OSH standards in hazardous industries under the 2nd National Vietnam OSH programme and whether it has achieved in strengthening the prevention measures for OSH and risks of asbestos and chemical in hazardous industries in Vietnam, if yes/no why?
- 3) To what extent the project has achieved in the strengthening of OSH of hazardous industries in the Cambodia National OSH system, if yes/no why?
- 4) To what extent the project has promoted learning and sharing of information among ASEAN countries and whether ASEAN countries have taken any initiatives to move forwards on OSH in Hazards work

The final evaluation will also assess the project against the following criteria and addressing the following questions.

Relevance and strategic fit of the project

- To what extent do the project objectives/ outcomes correspond to beneficiary needs, country needs, and global priorities?
- How well does it complement other ILO/other agencies' initiatives in the countries/region?

Project progress and effectiveness

- To what extent the immediate objectives have been achieved?
- In which areas (under which outputs/components) does the project have the greatest achievements? What have been the main factors of success?
- In which areas does the project have the least achievements? What have been the main constraints?
- Are intervention strategies gender-sensitive?

- How and to what extent have stakeholders (particularly the ILO constituents) been involved in project implementation particularly in Vietnam and Cambodia?

Efficiency of resource use

- To what extent the project been implemented in the most efficient and strategic way vis-à-vis its financial and human resources?
- Have the project outputs been produced on time?

Effectiveness of management arrangements

- Are management, monitoring and governance arrangements for the project adequate?
- Is the technical, programmatic, administrative and financial backstopping from project management adequate?
- Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?

Sustainability

- To what extent can the benefits of the project continue after the project ends?
- What are the major factors which have or will influence the sustainability of the project?

Impact

- What has happened as a result of the project? To what extent the project has made its contribution to broader and longer term of OSH system strengthening in Vietnam, Cambodia and ASEAN.
- What real difference has the project made to the beneficiaries and gender equality?

6. Deliverables

The evaluator will provide:

1. A short inception report, including the work plan and details on methods, data sources, interviews, participatory methodologies, draft mission schedule and draft report format. This report should also provide a review of the available documents. It should set out the evaluation instruments (which include the key questions, participatory workshop and data gathering/and analysis methods) and any changes proposed to the methodology or any other issues of importance.
2. A draft evaluation report of no longer than 30 pages, excluding annexes. It will contain an executive summary, a section with project achievements to date, findings and recommendations for short and medium term action. The report should be set-up in line with the ILO's 'Quality Checklists 4 and 5' for Evaluation Reports which will be provided to the evaluator.
3. A final evaluation report, which integrates comments from ILO and project stakeholders. The evaluation summary according to ILO template will also be drafted by the evaluator together with the finalised evaluation report.

The structure of the report should include the followings:

- Title page (**standard ILO template**)
- Table of contents
- Executive summary (**standard ILO template**)

- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices (**please provide also template annex as per ILO guidelines on Evaluation lessons learnt and good practices**) and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

The deliverables will be circulated to stakeholders by the evaluation manager and technical clearance for the deliverables will come from the evaluation manager. The evaluation report will be in English.

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

7. Methodology

In order to enhance usefulness and impartiality of the evaluation, evidence-based approach to evaluation will be adopted. A combination of tools and methods will be used to collect relevant evidences. Adequate time will be allocated to plan for critical reflection processes and to analyse data and information. The methodology for collection of evidences will include the followings but not limit to:

- The review and analysis of primary and secondary data. This includes the review of project documents, progress reports, training reports, minutes, reports from partners, relevant correspondence and others as deemed appropriate.
- Field mission to Thailand, Vietnam and Cambodia and conduct interviews/focus group discussion with ILO constituents, key project staff and relevant partners.
- Sex-disaggregated data will be collected and different needs of women and men will be considered through-out the evaluation process.
- Conduct stakeholders' workshop to validate information and data collected through various methods
- Debrief with ILO/Japan Multi-bi Programme
- Analyse the data and draft evaluation report to be shared with stakeholders for comments
- TOR and draft report will be shared to key stakeholders for inputs and comments.

8. Management arrangements

Evaluation Manager

The final evaluation will be managed by an independent evaluation manager, Ms Surkafa F Katafono, National Programme Officer based in the ILO Office for Pacific Island Countries, Suva, Fiji under the supervision of Ms. Pamornrat Pringsulaka, Evaluation Officer based at ILO Regional Office for Asia and the Pacific. She will be in charge of developing the evaluation ToR, the selection of the consultants in consultation with ILO's Evaluation Office and in consultation with the ILO Japan Multi-bi programme.

Evaluator

The evaluator reports to the evaluation manager. The international consultant selected through a competitive process from a list of available and qualified consultants.

The evaluator will be responsible for delivering the above evaluation outputs using a combination of methods as mentioned above. Translators may be recruited to assist in evaluation process.

Stakeholders' role: All stakeholders in Vietnam and Cambodia particularly the project National project team, ILO CO-Bangkok and ILO CO-Hanoi, DWT/CO-Bangkok, ILO technical unit at HQ, and donor will be consulted and will have opportunities to provide inputs to the TOR and draft final evaluation report.

The tasks of the Project: The project management, ILO Japan Multi-bi programme will handles all contractual arrangements of the evaluator and provides any logistical and other assistance as may be required. The project team in Vietnam and Cambodia will assist the evaluator in organising a detailed evaluation mission agenda.

Also the project needs to ensure that all relevant documentations are up to date and easily accessible by the evaluation team.

Timeline and work plan:

Task	Responsible person	Time frame
Preparation of the TOR –draft	Evaluation Manager	Jan 2015
Preparation of list of stakeholders with E-mail addresses	Project Manager	Jan 2015
Sharing the TOR with all concerned for comments/inputs	Project Manager Evaluation Manager	Feb 2015
Finalization of the TOR	Evaluation Manager	Early March 2015
Approval of the TOR	Evaluation Office	Early March 2015
Selection of consultant and finalisation	Evaluation Manager/ Evaluation Office	Mid March 2015
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project Manager	Mid March 2015
Ex-col contract based on the TOR prepared/signed	Project Manager /ROAP	Mid March 2015
Brief evaluators on ILO evaluation policy	Evaluation Manager	Mid March 2015
Inception report submitted to Evaluation Manager	Evaluators	Mid March 2015
Evaluation Mission	Evaluators	Mid March 2015
Draft report submitted to Evaluation Manager	Evaluators	End April 2015
Sharing the draft report to all concerned for comments	Evaluation Manager	End April 2015
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	May 2015
Finalisation of the report and submission to Evaluation Manager	Evaluator	Mid May 2015
Review of the final report	Evaluation Manager	Mid May 2015
Submission of the final report to EVAL	Evaluation Manager	End May 2015
Approval of the final evaluation report	Evaluation Office	End May 2015

The evaluation is estimated at the total of 29 workdays as indicated below:

Tasks	Number of days – 29
Document reviews + inception report preparation	5 days
Mission Bangkok, Cambodia and Vietnam	18 days
Drafting of report	4 days
Finalisation of report	2 days

Payment schedule:

The total amount of US\$16,878 will be made as follows:

First payment: US\$6,648 (DSA US\$3,168 + 30% of total fees US\$ 3,480) upon signing the contract and submission of draft work plan for the evaluation.

Final payment: US\$8,120 upon delivery of the final report to the satisfaction of the ILO and submission of boarding passes by **31 May 2015**.

Remarks

The ILO will provide a round trip economy class air ticket for the route Wellington/Bangkok/Phnom Penh/Hanoi/Bangkok/Wellington through AMEX in Bangkok for the consultant. The consultant is responsible for obtaining necessary visa(s).

9. List of Annexes

Annex 1: Tentative mission schedule

Annex 2: List of documents to be reviewed

Annex 3: List of ILO staff and key stakeholders to be interviewed

Annex 4: All relevant ILO evaluation guidelines and standard templates

Annex 1: Tentative mission schedule

Field Mission	15-18 March	19-24 March	25-30 March	31 March – 01 April	02 April – 31 May	Remarks
Thailand	Project Office for briefing & meeting donor			Debriefing		
Cambodia		Project sites				
Vietnam			Project sites			
					Compilation & final Report drafting	

Annex 2: List of documents to be reviewed

1. Project Document
2. Mid-Term Evaluation Report
3. Project Progress Reports
4. ASEAN OSHNET Reports
5. Project reports in Cambodia
6. Project reports in Vietnam

Annex 3: List of ILO staff and key stakeholders to be interviewed

ILO Japan/OSH Project in Cambodia

No.	Name	Sex	Institution	Location	Position	Role in the OSH Project	Mobile Phone	Email
			Government					
1	HE Huy Han Song	M	MoLVT	Phnom Penh	Secretary of State	Political Supporter	012552448	sansongtaing@gmail.com
2	HE Pok Vanthat	M	MoLVT	Phnom Penh	Ministry Advisor	Chair of PAC1	012898785	pokvanthat@yahoo.com
2	Leng Tong	M	MoLVT	Phnom Penh	OSH Department Chief	Focal Point/Chair of the PAC	077775555	lengtongpachem@gmail.com
3	Yi Kannitha	M	MoLVT	Phnom Penh	OSH Department Vice Chief	Chair of PAC2 & 3	012377377	kannithaosh@gmail.com
4	Han Nupakun	M	MoLVT	Phnom Penh	Office Chief, OSH Dep.	PTC1 member	012983710	
5	Sum Sophorn	M	MoLVT	Phnom Penh	Vice Chief, NSSF	Related partner	012788288	
6	Phy Maly	M	MoLVT	Phnom Penh	Senior Official, OSH Training Unit	Vice Chairman, PTC1	012893777	malyphy@gmail.com
7	Sim Rattanak	M	MoLVT	Kompong Speu	Chief of Provincial OSH	Target area	077701707	rattanak.sim@gmail.com
8	Om Saoly	F	MoLVT	Phnom Penh	Vice Chief, OSH Dep.	Target area	012686166	
9	Nuon Sambor	M	MoLVT	Svay Rieng	Chief of Provincial OSH	Target area	012646679	
7	Kol Hero	M	MoH	Phnom Penh	Vice Chief, Health Prevention Dep.	MoH Repr., PAC & PTC1 member	017999586	khero115@icloud.com
8	Mao Minea	M	MAFF	Phnom Penh	Vice Chief, Agricultural Broadcasting	MAFF Repr., PAC/PTC1 & 2 member	0888901617	minea_mao@yahoo.com
9	Sen Veasna	M	MoIME	Phnom Penh	Official, Small Industry & Handicraft	MoIME Repr., PAC/PTC1 member	086668257	veasna_senrupp@yahoo.com
10	Bong Tharith	M	MLMUC	Phnom Penh	MLMUC Repr, Vice Chief, Working Regulation at the Construction Site, Construction Dep.	PAC Member	012844575	bongthar@hotmail.com
			Employers' Organization					
11	Suon Vansydaneth	F	CAMFEBA	Phnom Penh	CAMFEBA Repr., Staff of Comin Khmer	PAC/PTC2 member	012452234	s.daneth@comin.com.kh
12	Sok Naty	M	CAMFEBA	Phnom Penh	CAMFEBA Repr./Staff of Dynamic Pharma Co.Ltd	PAC/PTC2 member	077757678	snaty168@gmail.com
13	Um Samoeurn	M	CAMFEBA	Phnom Penh	CAMFEBA Representative	PTC1 member	012408066	training_manager@camfeba.com

			Employees' Organization					
14	Ath Thon	M	Trade Union	Phnom Penh	Trade Union Repr./Cambodian Labour Confederation (CLC)	PAC Member	012998906	clc.cambodia@online.com.kh
15	Tep Kimvannary	F	Trade Union	Phnom Penh	Trade Union Repr./Secretary, Cambodian Confederation of Trade Unions (CCTC)	PAC/PTC3 Member	012884057	cctu@online.com.kh
16	Mai Sopheaktra	M	Trade Union	Phnom Penh	Trade Union Repr./Central Committee & Programme Officer, Cambodian Confederation Unions (CCU)	PAC/PTC3 Member	012351402	sopheaktramay@gmail.com
			NGOs					
17	Lim Soksan	M	NGOs	Phnom Penh	Director	Relevant	012987468	appeda.pp@online.com.kh
			ILO					
18	Tun Sophorn	M	ILO	Phnom Penh	National Coordinator	Coordination/supporter	077777849	tun@ilo.org
19	Ok Manika	F	ILO	Phnom Penh	National Project Coordinator, Social Protection Project	Relevant	016 872 703	manika@ilo.org
20	Pou Chuong	F	ILO	Phnom Penh	HIV/AIDS Focal Point, HIV/AIDS Project	Relevant	012 844 575	chuong@ilo.org
21	Sopha CHEA	M	ILO	Phnom Penh	(National Project Coordinator), Better Factory of Cambodia	Relevant	017 717007	sopha@ilo.org
22	Maurizio Bussi	M	ILO	Bangkok, DWT	DWT Director	Relevant		bussi@ilo.org

Suggested list of relevant stakeholders for final evaluation in Vietnam

1. Bureau for Safe Work, Ministry of Labour, Invalids and Social Affairs (MOLISA) (including Project Management Unit)
2. Labour Inspectorate of MOLISA
3. International Cooperation Department of MOLISA
4. Vietnam General Confederation of Labour (VGCL)
5. Vietnam Chamber of Commerce and Industry (VCCI)/Vietnam Cooperative Alliance (VCA)
6. Health Environment Management Agency, Ministry of Health (MOH)
7. WHO in Viet Nam
8. Ministry of Construction (MOC)
9. Ministry of Industry and Trade (MOIT)
10. Ministry of Natural Resources and Environment (MONRE)
11. Vietnam Occupational Safety and Health Association (VOSHA)
12. Institute of Labour, Science and Social Affairs (ILSSA)
13. National Institute for Labour Protection (NILP)
14. Vietnam Farmers Association
15. Relevant stakeholders in five target provinces (*Hai Phong, Bac Kan, Ha Tinh, Dong Nai and Quang Ngai*) - Representatives from:
 - Department of Labour, Invalids and Social Affairs (DOLISA)
 - Provincial trade union
 - Preventive medicine center
 - Provincial Cooperative Alliance.
 - Farmer Association
16. And some selected construction enterprises, quarrying enterprises, other small SMEs and agriculture households in the five target provinces.

Annex 4: All relevant ILO evaluation guidelines and standard templates

Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

Checklist No. 3 Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

Checklist 5 Preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

Template for lessons learnt and Emerging Good Practices

http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm

http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

Guidance note 7 Stakeholders participation in the ILO evaluation

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Guidance note 4 Integrating gender equality in M&E of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Template for evaluation summary:

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

**EVALUATION OF ILO PROJECT:
OCCUPATIONAL SAFETY AND HEALTH IN
HAZARDOUS WORK IN SOUTH EAST ASIA**

ILO REGIONAL OFFICE FOR ASIA AND THE PACIFIC

ILO VIET NAM

ILO CAMBODIA

INCEPTION R_{REPORT}

March 15, 2015

By Ms. Chantelle McCabe, Independent Evaluator

chantellemccabe@mac.com

ILO Focal Points:

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Island Countries*

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Regional Office for Asia and the Pacific*

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Acronyms

Association of South East Asian Nations - ASEAN

Cambodia - KH

Cambodian Ministry of Labour and Vocational Training - MOLVT

Country Programme – United Nations Country Programme – CP

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 Action-Oriented 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

i) Background, Objectives and Scope of Evaluation

This inception report details the evaluator's understanding of what is being evaluated and why. It sets out the evaluation instruments, including the work plan, methodology, data sources, key questions for the interviews, data gathering and analysis methods, and the draft report format. It also includes a review of the available documents.

a) 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.²²

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.²³

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:

²² http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-hanoi/documents/publication/wcms_347193.pdf accessed on March 11, 2015.

²³ ILO Decent Work Country Programme, Cambodia 2011-2015, p 41.

- (5) OSH standards in hazardous industries in Viet Nam in the framework of the 2nd National OSH Programme are implemented and improved
- (6) 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
- (7) OSH standards in hazardous industries in Cambodia are established in line with the 1st National OSH Master Plan
- (8) 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).

b) 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 is carried out over 29 working days from mid March to end May 2015.

The evaluation will look at all project activities implemented from February 2012 to December 2014. It will cover 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 will be included via telephone interviews rather than a mission.

The evaluation has three phases.

Phase 1: Desk reviews and preparation of inception report

The desk review is based on project documents and materials provided by the ILO in addition to a web search. The desk review process has also included email and phone contact with the project backstopping officials in Cambodia, Viet Nam and Thailand.

The overall aim of phase 1 will be 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

Subject to the findings of phase 1, it is anticipated that phase 2 will take 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 will be primarily concerned with drafting and finalising the evaluation report. It may also include 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.

ii) Methodology

a) Evaluation criteria

The evaluation will address 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 will use a mix of data sources collected through multiple methods. This will include **primary data** which will be collected directly from stakeholders about their first hand experience with the intervention. This data will be collected through interviews, focus group discussions, and some observation. It will also include **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 will be collected through a desk review of project documents and other relevant materials. The desk review is annexed to this inception report. It will be used to verify qualitative data gathered directly from stakeholders.

The evaluation methodology will include multiple methods with analysis of both quantitative and qualitative data, where possible. It will include but will not be restricted to the following:

- 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 will be collected and different needs of women and men will be considered throughout the evaluation process
- Stakeholders' workshop to validate information and data collected through various methods
- 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 will be 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 is 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 a new 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 have tried to prioritise interviews with the main stakeholders in each location, and conduct focus group discussions with the rest.

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

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:

5. 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?
6. 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?
7. To what extent has the project **strengthened OSH standards in hazardous industries in the Cambodia National OSH system?**
8. 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?**

The following is a suggested framework for analysis, also drawn from the Terms of Reference:

1. Relevance and strategic fit

- c. To what extent do the project objectives and outcomes correspond to beneficiary needs, country needs, and global priorities?
- d. How well does it complement other ILO/other agency initiatives in the countries/region?

2. Project progress and effectiveness

- e. To what extent have the immediate objectives been achieved?
- f. In which areas (under which outputs/components) does the project have the greatest achievements? What have been the main factors of success?
- g. In which areas does the project have the least achievements? What have been the main constraints?
- h. Have intervention strategies been gender sensitive?
- i. How and to what extent have stakeholders (especially ILO) been involved in project implementation, particularly in Viet Nam and Cambodia?

3. Efficiency of resource use

- c. Have financial and human resources been allocated efficiently and strategically?
- d. Have project outputs been produced on time?

4. Effectiveness of management arrangements

- d. Were management, monitoring and governance arrangements for the project adequate?
- e. Was the technical, programmatic, administrative and financial backstopping from project management adequate?
- f. Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?

5. Impact

- a. What has happened as a result of the project?
- b. To what extent has the project contributed to broader and long term strengthening of the OSH systems in Viet Nam, Cambodia and ASEAN countries?
- c. What real difference has the project made to the beneficiaries and gender equality?

6. Sustainability

- a. To what extent are the benefits of the project likely to continue after the project ends?
- b. What are the major factors that have influenced or will influence the sustainability of the project?

d) Interview guidelines for key stakeholders

The following interview guidelines are arranged according to 1) subject, and 2) stakeholder to be interviewed, and have been developed to elicit responses to the relevant guiding evaluation questions. Where possible, the same interview questions will be posed to multiple stakeholders to allow for triangulation and verification of findings.

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?

ILO stakeholders
Donor

Qu: Are there any **recommendations of the evaluation of phase 1** of the project that have not been taken into consideration by the project?²⁴ Why not?

Qu: Which recommendations have been strongly taken into consideration? How?

The evaluation of phase 1 of the project made 13 recommendations:

- Maintain the dual intervention logic, more explicit link between national and provincial level activities
- Narrow key priorities, identify outcome indicators
- Clarify key definitions (e.g. informal economy), facilitate policy dialogue on OSH and vulnerability
- Baseline assessment of vulnerability and OSH
- Diagnosis of current needs, enterprise level impacts in pilot sites and next steps required to construct practical OSH support systems for SMEs
- Facilitate consensus building on definitions (esp. informal economy) and OSH diagnosis of the informal and rural sectors
- Consider addressing larger enterprises and multinationals, explore joint OSH activity with the “better work” project
- No-cost project extension of 6 months (3 months given), additional dedicated technical project staff
- Governance and management arrangements as a topic of a tri-partite discussion between the ILO and Vietnamese authorities
- Donor to request a formalized joint project design process prior to the finalization of respective MOLISA and MOH follow-up phases in order to make full use of both provincial and national level synergy opportunities. Further synergy opportunities explored systematically with bilateral and multilateral agencies providing support on OSH issues
- Explores 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.

Qu: Are there any **recommendations of the midterm review** that have not been taken into consideration by the project? Why not?

Qu: Which recommendations have been strongly taken into consideration? How?

The midterm evaluation made 5 recommendations:

- Seek further cooperation with ILO projects in both countries to create synergies and save on costs
- Engage private sector managers, rather than just those from SOEs
- Voluntary OSH important – laws, standards and codes but also voluntary activities
- Learn from more advanced countries, private sector
- Follow up will be needed to ensure sustainability, especially for policy development in Cambodia in cooperation with private sector.

²⁴ See especially: Facilitate consensus building on definitions (esp. informal economy); Consider addressing larger enterprises and multinationals, explore joint OSH activity with the “better work” project; No-cost project extension of 6 months (3 months given), additional dedicated technical project staff; gender mainstreaming.

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?

ILO CTA

ILO project coordinator VN

Related ILO project personnel

Relevant government stakeholders VN

Technical committee members VN

Workers VN

Employers VN

NGO VN

WHO VN

Provincial stakeholders VN

- What was your involvement in the project?
- Were there any planned activities that were not achieved by the end of the project? Why not?
- What do you think was the project's greatest success? Under which outputs? Why?
- What about weaknesses? Why?
- Do you have any sex disaggregated data for the activities you were involved in? Did any of these activities seek to advance gender equality?
- How has the project helped to establish OSH standards in hazardous industries?
- Have any other projects by ILO or others helped to establish OSH standards in hazardous industries?

Additional questions for tripartite expert committees:

- Did the tripartite expert committee in VN collect existing OSH frameworks and practices from ASEAN and other countries? (Output 1.1)
- Did the tripartite expert committee in VN draft a recommendation for prevention? (see MTR p 13)
- Did tripartite expert committee (construction) draft the recommendation to GOV on OSH training systems in 2014? (Output 1.2)
- How did the pilot trainings go in the target provinces?
- Did tripartite expert committee (quarrying, mining) draft and submit the recommendation to GOV? (Output 1.3)
- What about the national inspection plan for mining and quarrying?
- Did the expert committee (chemical safety) draft the recommendation on chemical safety in 2014? (Output 1.4)

a. Have prevention measures for OSH been strengthened and the risks of asbestos and chemicals in hazardous industries been diminished in Viet Nam?

- Which OSH prevention measures have been strengthened?
- How has the cooperation with WHO helped to strengthen prevention measures for OSH?

- How has the project helped to lessen the risks of asbestos in hazardous industries?
- How has the project helped to lessen the risks of chemicals in hazardous industries?

Did workers and employers draft an action plan for risk reduction in 2014? (Output 2.3)
Was the activity under Output 2.4 not achieved? Why not?

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

ILO CTA

ILO project coordinator KH

Relevant government stakeholders KH

Workers KH

Employers KH

- What was your involvement in the project?
- Were there any planned activities that were not achieved by the end of the project? Why not?
 - o Did the technical expert committee members not achieve all planned activities? Why not? (Output 3.1) and (Output 3.2)
 - o Why major delays in these activities? (Output 3.3)
- What do you think was the project's greatest success? Under which outputs? Why?
- What about weaknesses? Why?
- Do you have any sex disaggregated data for the activities you were involved in? Did any of these activities seek to advance gender equality?
- How has the project helped to strengthen OSH standards in hazardous industries?

4. To what extent has the project promoted learning and sharing of information among ASEAN countries?

ILO CTA

ILO project coordinator VN

Relevant government stakeholders VN

Workers

Employers

NGO

WHO

ILO project coordinator KH

Relevant government stakeholders KH

Workers

Employers

- What was your involvement in the ASEAN component of the project?
- Were there any planned activities that were not achieved by the end of the project? Why not?

- Under Output 4.3 – Have there been any workshops or study tours in 2014 to improve OSH standards?
- What do you think was the project's greatest success? Under which outputs? Why?
- What about weaknesses? Why?
- Do you have any sex disaggregated data for the activities you were involved in? Did any of these activities seek to advance gender equality?
- How has the project promoted learning and sharing of information among ASEAN countries?

a. Have ASEAN countries taken any initiatives to advance OSH standards in hazardous work?

- Has Viet Nam taken any initiatives to advance OSH standards in hazardous work?
- Has Cambodia taken any initiatives to advance OSH standards in hazardous work?
- Any other ASEAN countries?

5. Lessons learned

All stakeholders

- Can you describe a significant lesson learned in the duration of the project?
- What were the reasons for this success/challenge?
- Can you describe the context from which this lesson is derived?
- What do you suggest should be repeated or avoided in future contexts to guide future action?
- How might this lesson be applicable in different contexts?
- Who might be the target users or beneficiaries of this lesson?
- Is this relevant for staff, resources, design or implementation?

a. Any lessons relevant for gender?

Qu: Do you have sex-disaggregated data for women representation in project bodies (e.g. tripartite expert committees)?

Qu: Do you have any national statistics on occupational accidents and diseases of women?

Qu: Does the national OSH policy in your country have a broad strategy for improvement of women workers' safety and health, particularly in those areas where women are concentrated?

Qu: At enterprise level, have measures been taken to control occupational hazards to which women are exposed?

Qu: Preventive programmes?

- Can you describe a significant lesson from the project regarding gender?
- What were the reasons for this challenge?
- Can you describe the context from which this lesson is derived?
- What do you suggest should be repeated or avoided in future?
- How might this lesson be applicable in different contexts?
- Who might be the target users or beneficiaries of this lesson?
- Is this relevant for staff, resources, design or implementation?

6. Good practices

All stakeholders

- Can you briefly summarise any good practices stemming from the project (link to project goal, specific deliverable, background, purpose, etc)
- Describe the relevant conditions and context – limitations or advice in terms of applicability and replicability
- What were the reasons for this success?
- What was the measurable impact and who were the targeted beneficiaries?
- How does this link with DWCP, CP outcomes or ILO's Strategic Programme Framework?

7. Efficiency of resource use

ILO CTA

ILO VN and KH

Donor

- Have financial resources been allocated efficiently and strategically?
- Have human resources been allocated efficiently and strategically?
- Have there been any delays in project activities?

8. Effectiveness of management arrangements

ILO CTA

ILO VN and KH

Technical committees

- Were management, monitoring and governance arrangements for the project adequate?
- Was project backstopping adequate?
- Has the project made strategic use of other ILO projects, products and initiatives to increase its effectiveness and impact?

9. Sustainability

ILO CTA

ILO VN and KH

Donor

Tripartite stakeholders in VN and KH

- Are any project benefits likely to continue?
- How?
- Why?

e) Proposed evaluation report structure

The evaluation report will include the following components:

1. Title page
2. Table of contents
3. Executive summary
4. Acronyms
5. Project background and description
6. Evaluation purpose
7. Methodology and evaluation questions
8. Findings
9. Gender Issues Assessment
10. Tripartite Issues Assessment
11. International Labour Standards Assessment
12. Conclusions
13. Lessons learned and potential good practices
14. Recommendations
15. Appendices.

iii) Proposed work plan

As elaborated upon in the External Collaborator Agreement and the Terms of Reference, the following deliverables are due at the dates indicated below. The timeframe for this evaluation is 29 working days during mid March to May 31, 2015.

Task	Responsible person	Timeframe
Inception report	Evaluator	By March 16
Interviews with key stakeholders and constituents	Evaluator	Mid March to 1 April
Draft evaluation report	Evaluator	By early May
Sharing the report with key stakeholders, comments consolidated and sent to evaluator	Evaluation Manager	Early May
Revised report submitted	Evaluator	By end May

iv) Document review

This document review compiles secondary data as relevant for the key evaluation questions in the Terms of Reference. It will be used to verify primary data collected from project personnel and stakeholders in Cambodia, Thailand, and Viet Nam. A list of documents referred to appears at the end of this document.

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?

The **evaluation of phase 1** of the project made 13 recommendations:

- Maintain the dual intervention logic, more explicit link between national and provincial level activities
- Narrow key priorities, identify outcome indicators
- Clarify key definitions (e.g. informal economy), facilitate policy dialogue on OSH and vulnerability
- Baseline assessment of vulnerability and OSH
- Diagnosis of current needs, enterprise level impacts in pilot sites and next steps required to construct practical OSH support systems for SMEs
- Facilitate consensus building on definitions (esp. informal economy) and OSH diagnosis of the informal and rural sectors
- Consider addressing larger enterprises and multinationals, explore joint OSH activity with the “better work” project
- No-cost project extension of 6 months (3 months given), additional dedicated technical project staff
- Governance and management arrangements as a topic of a tri-partite discussion between the ILO and Vietnamese authorities
- Donor to request a formalized joint project design process prior to the finalization of respective MOLISA and MOH follow-up phases in order to make full use of both provincial and national level synergy opportunities. Further synergy opportunities explored systematically with bilateral and multilateral agencies providing support on OSH issues

- Explores 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.

For detailed explanation of results and action taken with respect to each recommendation, please see annex from Chief Technical Advisor's office.

The **midterm evaluation** made 5 recommendations:

- Seek further cooperation with ILO projects in both countries to create synergies and save on costs
 - o Supplemental fund (USD 79,100) by ILO/Japan Fund Building Social Safety Net in Asia and the Pacific was a great help to both countries for enhancing the understanding of significance of voluntary activities by enterprises through the study visits in Japan assisted by the fund
- Engage private sector managers, rather than just those from SOEs
 - o Viet Nam received voluntary support from Private sector
 - o Also received technical support from local tripartite partners, private sectors and research institutions for the policy advice.
 - o Mr. Goto, from private sector has been providing his support as a consultant to the project.
- Voluntary OSH important – laws, standards and codes but also voluntary activities
 - o Trainings to improve OSH of SMEs and small construction and agricultural farms.
 - o Fifth draft of the VN law on OSH has provisions for voluntary OSH protection for workers.
 - o In Cambodia, the revision of the first master plan lays foundation for voluntary OSH activity for workers. Also, national policy for sustaining PAOT in Cambodia has been developed and adopted.
- Learn from more advanced countries, private sector
 - o ASEAN-OSHNET workshop for strengthening National Occupational safety and health in hazardous work helped ASEAN and non ASEAN countries to exchange information about OSH activities/laws/policies in their respective countries
 - o Three study tours to Japan to explore the experiences on the successful implementation of occupational health and safety in Japan was organized for participants from Cambodia and Viet Nam
- Follow up will be needed to ensure sustainability, especially for policy development in Cambodia in cooperation with private sector
 - o Project introduced an approach providing the government with recommendations from the Tripartite Technical Committees when the government develops a policy on OSH. The project is designed that almost all main activities are driven by the tripartite technical committee for enhancing their autonomy. Tripartite technical committee was involved in drafting a plan of establishing guidelines for OSH committee at enterprise
 - o PAOT OSH training for workers in SME, agricultural, construction sector through WISE, WISH, WIND, and WISCON
 - o In Cambodia, national guideline on OSH committee at an enterprise has been adopted. The project person has been following up discussion of the OSH committees for OSH master plan and OSH council issue. Also, follow up visits and achievements workshops have been organized to share improvement actions and success stories in construction, SME, informal economy workplace and agriculture.

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?

Relevant for 2nd National OSH Programme VN:

- (Activity 1)
- Reviewing and amending OSH legal instruments
- OSH database
- OSH management models in hazardous industries
- (Activity 2)
- Prevention of occupational accidents in hazardous industries

Objective 1 - Project activities for **establishment of OSH standards in hazardous industries** (construction, mining, chemical) in VN:

Output 1.1 – OSH **legal frameworks** strengthened in hazardous industries using social dialogue

- Tripartite expert committee – achievements:
 - o Report: Situation analysis of OSH in hazardous industries in Viet Nam
 - o Report: OSH legal framework in VN
 - o Policy advice report: Strengthening OSH legal framework in VN
 - o Tripartite workshops to discuss potential action
 - o National OSH convention, last quarter 2014 – final discussion on OSH legal framework

Relevant for 2nd National OSH Programme VN:

- (Activity 4)
- Raising awareness of employer and worker responsibilities
- Standardise training curriculum and OSH materials

Output 1.2 – develop national OSH training systems for **construction** workers

- Tripartite expert committee – achievements:
 - o Survey: Situation analysis of OSH in construction industry in Viet Nam
 - o Training: curriculum and training materials for construction workers
 - o National (compulsory) OSH training regulations: endorsed
 - o Guidelines: for establishment of national OSH training system for construction workers

Relevant for 2nd National OSH Programme VN:

- (Activity 5)
- OSH research in mining and quarrying

Output 1.3 – Inspection tools and systems for **mining and quarrying**, self inspection by enterprises

- Tripartite expert committee – achievements:
 - o Self inspection tools and systems in quarrying industry developed
 - o TOT workshops: disseminate tools to labour officers in quarrying industries

- Participatory training workshops: checklist for managers, workers in two target provinces (private sector)

Relevant for 2nd National OSH Programme VN:

- (Activity 5)
- OSH research in chemicals

Output 1.4 – Improving chemical safety standards

- Tripartite expert committee – achievements:
 - Survey: on use of chemicals, protection measures for workers
 - Reports: situation analysis of chemical safety in VN, including legal framework
 - Proposal: amendments to chemical safety standards drafted in line with ILO Chemical Convention, and development of new standards for prevention of chemical accidents and injuries

a. Have prevention measures for OSH been strengthened and the risks of asbestos and chemicals in hazardous industries been diminished in Viet Nam? (Objective 2)

Output 2.1 – national survey on use of hazardous substances including asbestos (WHO, MOH)

- Tripartite expert committee
 - Survey: nationwide survey on use of hazardous substances and prevention
 - Study report: recommendations for prevention of accidents and injuries

Output 2.2 – roadmap for banning asbestos

- Tripartite expert committee
 - Report: situation analysis (legal framework) in VN and other ASEAN countries
 - Report: import, use and disposal of asbestos
 - Proposal: roadmap for banning asbestos (MOLISA, MOH) in line with Asbestos Convention

Output 2.3 – CB of workers and employers – risk reduction with hazardous substances, asbestos

- Training: Five target provinces – developed training materials

Output 2.4 – reporting systems for occupational injury and disease – develop National Employment Injury Insurance system

Output 2.5 – Identify hazardous sectors in small business, informally economy, and agriculture; ILO participatory training programmes (5 provinces)

- TOT: PAOT (participatory action oriented training) – workers and employers – WISE (work improvements in SMEs), WISCON (construction)
- Sharing target province experiences with other provinces

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

The first **OSH Master Plan 2009-2013** was established under technical assistance of ILO. Its six priority areas are:

- strengthen national OSH systems
- improve OSH inspection and compliance with law
- promote OSH activities by workers and employers
- implement special programmes for hazardous occupations
- extend OSH to small enterprises, rural and informal economy workplaces
- promote collaborative actions with hazardous child labour and HIV/AIDS projects for stronger compliance.

Output 3.1 – establish **national policy frameworks** – safe use of chemicals, occupational disease prevention

Technical expert committee –

- Survey: occupational diseases and cancers – workers exposed to chemicals and hazardous substances in Cambodia
- Survey: use of chemicals, protection measures

Output 3.2 – trainings to improve OSH in **SMEs, construction, agricultural farms** in Cambodia

- TOT courses using WISE (work improvements in SMEs),
- Developing training materials
- Developing national policy on OSH training for SMEs and agriculture (WISH – safe home, WIND – farmers)

Output 3.3 – tripartite OSH committees – **OSH policy, OSH master plan**

- review of existing OSH master plan
- data collection, plan to establish OSH guidelines.

The project started several months late because of the late arrival of funds and delayed recruitment of national staff for country operations due to the busy schedules of the recruiting committee members” (TPR – Cambodia January 2013, p 3).

4. To what extent has the project promoted learning and sharing of information among ASEAN countries?

Objective 4 - Sharing good OSH practices in ASEAN countries

Output 4.1 – collect, analyse and publish **good practices**

- ILO OSH specialist compiled “ASEAN OSHNET OSH Management System Initiatives 2011/2012”

Output 4.2 – regional **workshop on C187** OSH Convention, promotion of ratification

- Workshop in Hanoi

Output 4.3 – improve OSH standards – workshops, **study tours**

4. Lessons learned or good practices?

The midterm review proffered the following lessons from this project:

- Due to replacement of the major members of PMU in Viet Nam at the very beginning of the phase II, it took longer than usual for them to fully understand the project.
- In Cambodia, it took a substantial amount of time to appoint a fifty percent part-time National Project Coordinator. Ultimately, the part time availability proved to be insufficient for the needs of the project, and was taken as a cost saving measure.
- Obtaining official agreements from the government to establish tripartite technical committees and a project advisory committee was time-consuming, even though an agreement had already been reached at working level. This was due to the reluctance of high ranked officials to use the current UN cost norm and to accept comments from employers and workers to the government regarding policy.

5. Gender

- Particularly vulnerable – women in informal sector, agriculture, chemical industries
- Higher incidence of injuries/diseases
- Insufficiently reached by health services.

v) List of documents reviewed

- The project document
- The midterm review
- The evaluation of phase 1 of the project
- Progress report for implementation of midterm review recommendations
- Progress report for implementation of phase 1 evaluation recommendations
- Two technical progress annual reports for 2012
- One technical progress annual reports for 2013
- ILO Decent Work Country Programme: Cambodia
- ILO Decent Work Country Programme: Viet Nam
- UNDAF: Cambodia
- UNDAF: Viet Nam
- ILO CEACR reports: Cambodia
- ILO CEACR reports: Viet Nam
- ASEAN OSHNET documentation
- Cambodia OSH Master Plan
- Viet Nam's Second National OSH Plan
- Women Workers and Gender Issues on OSH, ILO SafeWork
- ILO C187 Promotional Framework for OSH Convention
- ILO C170 – Chemicals Convention
- ILO C162 – Asbestos Convention
- ILO OSH Plan of Action
- ILO participatory OSH training courses: WIND, WISCON, WISE, WISH.