

International Labour Organization | SAFETY + HEALTH FOR ALL

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Documenting evidence of change in Safety + Health for All projects

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Measuring the impact of OSH interventions through conventional indicators remains challenging in many development cooperation contexts. In response, Safety + Health for All has adopted a practical, learning-oriented approach that combines efforts to strengthen OSH data systems with qualitative methods to document and communicate change. This document presents the Programme's approach and highlights its achievements in capturing evidence of change at the levels of workers, workplaces and institutions.

Reporting on impact: the inherent challenges

The goal of the global programme *Safety + Health for All* is to ensure that workers are safe and healthy. To this end, the programme strategy identifies four complementing areas of work: knowledge generation; strengthening national OSH frameworks; capacity building; and OSH improvements at workplace levels. Together, these are intended to contribute to the reduction in occupational injuries, diseases, and fatalities.

Since its inception, *Safety + Health for All* has aimed to report on the impact of its interventions. However, obtaining regular, comprehensive and reliable OSH data to demonstrate reductions in work-related injuries and diseases remains a major challenge.

The challenge is twofold. First, many project countries have weak national systems for collecting and analysing OSH data, including Recording and Notification (R&N) systems, making reliable baseline data on accidents, injuries, occupational diseases and fatalities unavailable. Second, the nature of projects themselves limits impact measurement. Their short duration precludes proper baseline and endline studies, while interventions typically target sectors and workplaces located in remote areas, with high levels of informality and weak data collection capacity.



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Resource constraints further complicate measurement with few projects having dedicated M&E officers. Moreover, impact assessments are typically conducted ex-post, an approach that is generally not feasible for time-bound projects.

The independent evaluation of the Programme (2023) also acknowledged that statistical reporting on impact indicators is not a viable medium-term option as it depends not only on development cooperation (DC) interventions but also on broader reforms to national OSH data collection systems. It recommended using alternative methods to demonstrate the impact of DC interventions, while continuing efforts to strengthen OSH statistics and recording and notification of occupation accidents and diseases.

Strengthening OSH data systems

Safety + Health for All has focussed on strengthening the capacities of Member States to improve OSH data collection systems through targeted technical assistance at both national and workplace levels. This aligns with the ILO Programme and Budget's emphasis on strengthening OSH statistics and recording and notification (R&N) of occupation accidents and diseases.

At the **global level**, the Programme supported development of the quick guide on sources and use of statistics on occupational safety and health (2020), published in English, Spanish and French, as part of an ILO's STATS Series. The guide provides practical guidance on the production, interpretation and use of OSH statistics for awareness raising, priority setting, policy development and prevention strategies. It is intended for OSH data producers, researchers, labour market analysts, social partners and other users of OSH statistics.

The Programme also supported the publication of Collecting data on occupational safety and health: A mapping of different types of household and establishment surveys (2022), which reviews survey practices in 22 countries. The report helps countries complement administrative OSH data, which often underrepresent micro-enterprises and the informal economy, by selecting appropriate survey methods and question sets suited to their national context. It is intended for government officials, policymakers, employers' and workers' representatives, and other stakeholders.

At the **country level**, the Programme supported in-depth research of R&N systems in Argentina, Italy, Japan and Tunisia. The assessments examined regulatory frameworks, the analysis and use of OSH data, resulting in national reports highlighting strengths and areas for improvement. Drawing on these experiences, the Programme developed Assessing the national system for the recording and notification of occupational accidents and diseases (2026), a practical tool to help tripartite constituents assess their R&N system, strengthen their national OSH profiles and identify priorities for reform.

At the **workplace level**, the Programme developed practical guides for employers and workers on reporting, recording, and notification of occupational accidents and diseases to address under-reporting and strengthen OSH workplace management:

- Reporting, Recording and Notification of Occupational Accidents and Diseases: a brief guide for workers (2021)
- Reporting, Recording and Notification of Occupational Accidents and Diseases: a brief guide for employers (2021)

Honduras and Mexico adapted these guides for the coffee sector to train employers and workers, while Lao PDR and Thailand have also adapted them to their national contexts.

To extend their reach, the guides were converted into short videos for employers and workers.

Testing workplace-level OSH data collection in Madagascar

Between 2017 and 2019, *Safety + Health for All* piloted workplace-level OSH data collection in Madagascar's litchi value chain. Six enterprises and five producer groups were supported to assess OSH risk and establish systems to record OSH incidents and accidents, absenteeism, work organization and productivity.

The interventions increased OSH awareness, improved baseline data on accidents and productivity, and led to safer and more effective harvesting practises and improved work organization. Major risks such as manual handling of heavy baskets, falls, sulphur exposure, and fatigue during night shifts were better managed and a pool of local trainers was created.

At the same time, the pilot highlighted the challenges of generating reliable workplace data in a seasonal agricultural value chain. The experience demonstrated that enterprises can collect and use OSH data to improve safety and productivity but require sustained technical support, appropriate incentives and strong national frameworks for recording and notification to complete the loop.

These guides were also referenced in the ILO Code of practice on safety and health in textiles, clothing, leather, and footwear industries, expanding their use among OSH practitioners worldwide.

In Asia and Pacific region, including Brunei Darussalam, Lao PDR, Mongolia and Samoa, the Programme has supported a systematic approach combining **assessments of national R&N systems, tripartite consultations on improvements, and workplace capacity building for reporting**, using the employers and workers guides.

The region also completed a comprehensive study on 'Strengthening National Systems for the Recording and Notification of Occupational Accidents and Diseases: A Comparative Analysis and Strategic Roadmap for Member States' in October 2026. Based on assessment of the R&N systems for occupational accidents and diseases across 12 selected countries, the study identifies the key barriers preventing strategic utilization of national OSH data for preventive action and offers recommendations to Member States to overcome them.

Measuring change beyond statistics

From attribution to contribution

Following the recommendation of the 2023 independent evaluation, the Programme strengthened its efforts to identify alternative ways of measuring and presenting the impact of its projects. While this work had already begun, it was expanded and systematized.

A review of impact assessment practices across development agencies examined both conventional quantitative methods and alternative qualitative approaches. The review found that conventional methods, which seek to establish causal attribution, are better suited to large scale, experimental or single-focus interventions. By contrast, *Safety + Health for All* projects implement multiple, interrelated interventions guided by the Programme Theory of Change, making a linear attribution difficult. In addition, their relatively short duration and limited resources make *ex-ante* and *ex post* impact assessments impractical.


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The Programme therefore adopted **qualitative, learning oriented approaches** that focus on the Programme's **contribution to change** at the level of workers, workplaces and national institutions. These are widely used across the development sector, including by other UN agencies, to demonstrate results, generate learning and strengthen communication of achievements.


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Capturing change: a practical approach to measuring safer workplaces

Based on its Theory of Change, the Programme uses qualitative methods alongside strengthened monitoring systems to document its contribution to change.

While projects are still active, the Programme implements a systematic approach to identify, document and share evidence of change by drawing on local knowledge and experiences. This approach includes:

- **Embedding change measurement in project design**: project documents incorporate provisions for documenting change and corresponding resources are allocated in project budgets.
- **Selecting context-appropriate methods**: project teams identify the most significant areas of change and the qualitative methods best suited to capture them.
- **Supporting implementation**: the Programme provides technical guidance throughout the process, including consultant selection, product development, quality assurance and dissemination.

Depending on the intervention, the Programme uses various **methods to document change**.

Human interest stories highlight how projects have improved workers' lives through personal testimonies. As of June 2026, the Programme has produced 15 individual impact stories (8 videos and 7 in multi-media stories) from Cambodia, Indonesia, Madagascar, Mexico, Nepal, and Vietnam, illustrating increased OSH awareness, behavioural change and improved workplace practices.



Workplace level change stories document broader organizational improvements resulting from project interventions, emphasizing the critical roles played by managers, workers, and their representatives. Nine videos produced in Indonesia, Nepal and Sri Lanka showcase changes such as the establishment of OSH committees, workplace risk-assessments, development of workplace OSH policy and safer work practices.

These stories consistently demonstrate that workplace-focussed interventions contribute to lasting improvements in terms of OSH awareness, social dialogue at the workplace, and risk management.

The human-interest stories and workplace level change stories can be accessed at: Safety+Health for All: Stories from the Field.

Good practices

In addition, the Programme systematically documents **good practices** focusing on the processes and approaches that have led to sustainable change. They trace and document the processes that yielded significant results for replication. The Programme has published compendiums covering 24 practices from 11 countries :Bolivia, Colombia, Ecuador, India, Indonesia, Madagascar, Nepal, Peru, Philippines, Sri Lanka and Ukraine across all four strategic areas the Programme.

The good practices are available at: Safety+Health for All: Key Achievements and Good Practices.

Looking ahead

The Programme will continue to **identify and document evidence of change** from projects and **share good practices** across regions to promote learning and communication of results with constituents and partners.

It is also working to **standardize monitoring systems for key interventions** with a particular focus on **measuring the outcomes and impact of training programmes** such as the Work Improvement in Neighbourhood Development (WIND). Together, quantitative monitoring data and qualitative evidence will provide a comprehensive understanding of the performance of projects under the *Safety + Health for All* global Programme and support learning, adaptive management and communication of results.



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