Progress report 1 January - 31 December 2000

The DANIDA/ILO Technical Co-operation Programme

on

OCCUPATIONAL SAFETY AND HEALTH

Part 1: Programme Area Report
Part I
Progress report at the Programme Area - level
1 January - 31 December 2000

The ILO-DANIDA Technical Co-operation Programme
Occupational Safety and Health

1 Overview of the ILO work programme in Occupational Safety and Health

The International Labour Organization ILO was founded to ensure everyone the right to earn a living in freedom, dignity and security, the right to decent work. Injury and disease do not "go with the job".

InFocus Programme SafeWork

ILO’s InFocus Programme SafeWork is designed to respond to the right to decent and safe work.

Its primary objectives are:

(a) to create world-wide awareness of the dimensions and consequences of work-related accidents, injuries and diseases;
(b) to promote the goal of basic protection for all workers in conformity with international labour standards; and
(c) to enhance the capacity of member States and industry to design and implement effective preventive and protective policies and programmes.

The programme has four goals, each elaborated on separately, and include advocacy, building of the knowledge base, capacity building for constituents and support for direct action programmes.

Showing that protection pays.
Protecting workers in hazardous conditions.
Extending protection.
Promoting workers’ health and well being.
SafeWork applies an integrated approach, which is two-tiered, to achieve its goals:
1) identifying the problem, its solutions and the means of implementation (to produce an ILO instrument and a plan of action of worldwide implementation);
2) assisting the constituents to put the plans into practice, by means of the SafeWork global technical co-operation programme.

The global technical co-operation programme is a key component of SafeWork. It merges the strengths of ILO’s knowledge base, the ILO’s Active Partnership Policy and other SafeWork worldwide networks in a Partnership with the donor. Technical co-operation combines ILO and donor resources to promote ILO standards by enhancing the capacity of member States to implement basic protection for workers through national actions.

The integrated approach, comprising both standard-setting and practical implementation, is accomplished in partnership with donors, utilising the donor country’s experience and specific interests. The approach also emphasises the holistic encompassing of working environment and outer environment as exemplified in the ILO Encyclopaedia and the IPCS chemical safety cards. The significant interaction between good environment, productivity and sound management processes, extremely important to sensitize and motivate employers, is utilised in SafeWork's "Showing the protection pays"- goal.

ILO Regular budget funds are used to build further ILO's knowledge base, such as International Labour Standards, the Encyclopaedia of Occupational Health and Safety, Codes of Practices, manuals, guidelines and other publications, multi-lingual data bases on hazardous chemicals and occupations, etc. ILO OSH material is translated into several languages, such as French, Spanish, Russian, Chinese, etc., thus enabling full utilisation in technical co-operation programmes. A multitude of renowned ILO OSH publications were utilised by the DANIDA projects as base for national activities.

The grass-root initialisation of projects and the constituents’ commitment to completion of proposed projects are secured through the ILO’s Active Partnership Policy (APP). The ILO Regional offices and Multi-Disciplinary Teams (MDT) are soliciting proposals from the constituents guided by the tri-partite nature of ILO. This is an essential part of a genuine demand-driven approach to provide technical assistance in line with the needs of ILO’s constituents. ILO/SafeWork's other networks (CIS National centres, network of OSH institutions, etc.) are moreover ensuring an outreach promoting continuity and a collective memory, knowledge of the local situation and sustainability.

The very multi-disciplinary nature of the field of OSH has led the ILO to work with a variety of international organisations in the fields of OSH, management, training and information. The UNDP, UNDCP and WHO/IPCS are natural partners in technical co-operation projects.

The ILO inter-departmental information sharing (CIS centre services, publications and manuals, advisory services on request) and joint project funding is a natural feature for
SafeWork to avoid duplication of activities. These networks of collaboration provide in addition a vehicle for the multiplier effect, broader dissemination and cross-sectional activities.

SafeWork (under the ILO Strategic objective no. 3) has set performance indicators for the achievement of its operational objectives, such as ratification of conventions, use of codes of practice, actions against hazardous conditions, etc. These indicators are effective means of checking, which steps a country has taken on the road towards improvement of working conditions. However, the ratification of a convention is a big step for a country, and therefore the performance indicators are not influenced during or immediately after an activity (El Salvador executed an activity in 1999 and the following ratification came in late 2000). SafeWork aim to further elaborate on the indices describing progress in OSH.

The ILO worldwide technical co-operation activities cover all the objectives of the biennium programme (see annex). Technical co-operation under the InFocus SafeWork covering Occupational Safety, Health and the Environment is the practical vehicle for a move towards the ILO’s basic values of safe and healthy working and living conditions to be achieved through socially balanced economic growth.

2 The DANIDA contribution

To create safe working conditions, every country needs a **holistic OSH system** comprising four elements:

- a set of OSH rules, minimum standards, which govern the working conditions;
- an implementation structure, including enforcement, social partnership (bi-partite action) at the enterprise level
- OSH expert services, covering information, knowledge and skills on occupational safety, occupational health and new hazards
- a monitoring system, to measure the level of working conditions and give feedback for future priority setting

The presence and level of these elements in an individual country, even within a country, varies on a very large scale. The capacity of an individual country to benefit from technical co-operation can also fluctuate, based on its infrastructure and local administration, caused by local or regional unrest or changes in political priorities and commitment. The country situation has to be reflected in the implementation of technical co-operation programmes.

SafeWork technical co-operation aims towards the establishment of rolling National SafeWork programmes for the individual countries.

The DANIDA development strategy to ensure social progress by promoting a socially balanced growth and social justice; development of human resources; respect for the individual; protection of the environment and global and regional co-operation is fully compatible with the objectives and actions of the InFocus programme SafeWork. DANIDA is a major contributor among other contributors, such as UNDP, UNDCP, Germany, Japan and Finland in the ILO technical co-operation activities.
The DANIDA contribution allocated into four inter-regional and two sub-regional technical co-operation programmes, were distributed as presented in part 2. The above programmes are supporting each other and projects funded by ILO and other donors.

The objectives of National action programmes and DANIDA contributions towards International Labour Standards and hazardous sectors or types of activity were presented in details in last year’s report. No major changes have been made.

Geographically, during 2000 the activities in the DANIDA funded projects have covered Asian, African, Eastern European, Latin American and Arab countries with a GNP level below US$ 2,500 per capita. Africa and Asia have been maintained in focus. There is a need for increased initiatives from South America. Eastern and Central Asia have been included in the programmes and the electronic dissemination of information, free of charge, increases the benefiting countries. The successful formula of executing projects based on local expertise has been broadened. ILO MDT and international experts assist in co-ordinating and facilitating activities and provide support.

Evaluation of the activities has mainly been done as self-evaluation at the end of the year following the DANIDA reporting practice. The quality of the self-evaluations has improved. The outcomes are reported in the project level section.

3 Impacts/achievement

Improved working conditions are, at best, reflected in accident statistics only in isolated cases. The impact of technical co-operation, however, can be felt and recognised in increased media interest and safety awareness on a general level (National Safety Weeks). Effective and target oriented work output, motivation and innovation among national OSH personnel, as well as enthusiasm is difficult to present in figures.

Initiation and selection of activities to ensure efficiency and relevance

The comparison of the InFocus SafeWork programme approach versus the previous country project approach has shown the strength of the former. The programme approach calls for yearly evaluation of activities serving as a base for the selection of future activities. It enables replication of successful formulas (China, Vietnam, Andean countries) where applicable and provides a enormous knowledge base in the form of publications, encyclopaedia and databases on CD-ROM, on-line world wide information network, training packages, manuals and guidelines. The worldwide approach further adds to flexibility. In year 2000 only inter-regional or sub-regional programmes were executed. The experience of the Lesotho project was used as the basis for the creation of the SADC sub-regional programme.

The initiation of project activities comes from the local constituents, thus securing relevance and commitment. The soliciting of project proposals integrated into the normal work of the local constituents has been improved by SafeWork's network of networks. The CIS National Centre network has been closely involved in Belarus, in the cluster of Russian projects and in Vietnam and assisted greatly in expanding the results.
The interaction between a country and SafeWork provides a mixture of client commitment and internationally prioritised projects, thus aimed at ensuring effectiveness and relevance. The inter-regional and sub-regional projects consist of numerous small cost-effective activities. Some of the activities have been suggested by local competent institutions and assist them to perform their tasks. The multiplier effect of training of trainer-activities in China and Vietnam serve as good examples.

Sustainability through safety awareness, capacity building and down stream practical activities

The fundamental steps in improving working conditions are increased safety awareness, strengthening of local capacity, social dialogue and dissemination of practical solutions.

One of InFocus SafeWork’s objectives is to put safety awareness on the international agenda. The DANIDA funded activities have been targeted towards some developing countries, where basic safety awareness, OSH policy and action programmes, elaborated on a tri-partite basis, have yet to emerge (Francophone Africa, SADC, Mongolia, Mozambique) or where laws need updating (China, Vietnam). The means of raising awareness varies from seminars and training, posters and leaflets to national safety weeks and competitions.

To ensure sustainability, the ILO/DANIDA projects promote safety awareness and social dialogue and operate in close interlinkage with other national activities. Each OSH activity includes an initial element of awareness raising, and most of them go further towards capacity building with sustainable effects. The activities include “bottleneck” assistance in the form of equipment, translations of ILO practical manuals, training of trainers, international experience or resource support. Whereas all ILO assistance has a tri-partite target, the capacity building form of assistance mainly benefits the government or OSH expertise institutions to best cater for continuity and sustainability. It must, however, be noted that these cannot operate efficiently without a tri-partite approach.

Continuity is provided by a long-term strategy and by building on a thorough local knowledge and previous experience. Well-received capacity building activities with a large practical-oriented out-reach were activities in Vietnam (training of trainers, construction and fisheries), China (training of inspectors, chemical safety), Russia (information network) and all activities under the hazardous occupations and silicosis programmes. The foreseen elaboration of National rolling SafeWork programmes will further aim for sustainability by intertwining the activities with the national agenda.

Efficiency achieved by ILO/RBTC - ILO/DANIDA activities complementing each other

To concentrate donor funds to practical down-to-earth activities, the ILO uses mainly RBTC funds for advance exploratory missions, tri-partite policy-level and awareness raising seminars on International Labour Standards. Some of the medium-sized DANIDA activities have included the whole spectre from assistance to improve OSH legislation to practical improvement of working conditions, but generally they have been targeted on practical
downstream activities, such as 'survey-pilot training-training package-multiplied training-sequences' based on a successful mixture of international experience and local expertise.

The CIS National centre network, SafeWork's collaboration with several donors and its extensive network of OSH institutions allows a combination of resources and a broad outreach (see box).

A number of in-depth surveys produced by DANIDA projects for national use have been further utilised in ILO world wide activities (capacity building project - harmonisation of chemical labelling; hazardous occupations project - data sheets on hazardous occupation; silicosis project - ILO/WHO campaign against silicosis).

ILO’s collective memory and institutional experience and the use of a balanced mixture of high level international experts and local experts give cost-effective results in technical co-operation. The main emphasis has been on using local experts, when available, as an essential part of sustainability. In Vietnam, China and Latin America local experts have produced training packages and guidelines, which have been largely used both in DANIDA funded training and follow-up activities.

4 Problems - Solutions - Lessons learned

In the initiation process it is crucial to ensure that the selected activities are anchored into the normal work of the recipient country. ILO’s APP policy is aimed at further bringing ILO expertise closer to the field, in addition to the long term organisational experience of the HQ.

The identification of competent and dedicated local staff, who will ensure the execution of planned tasks, in spite of all expected obstacles is a top priority. Successful identification ensures cost-effectiveness, adaptation to the local traditions and mentality and improves sustainability. The importance of successful identification is exemplified in Russia and Vietnam, where national experts are producing added value to the project activities.

However, disruptive events, sudden local fund cutting and high employee turn over are local factors out of control. The programme approach allows for better flexibility in re-directing funds to other activities, if original plans cannot be carried through (Francophone Africa, SADC). The local factors have led to delays in some planned activities, although there is a

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<th>Model case: ILO/RBTC, DANIDA and Finland-Russia bi-lateral co-operation</th>
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<td>Under ILO/RBTC the Encyclopaedia and tens of publications on laws, enforcement, social partnership and economics in OSH have been translated. The DANIDA and Finland-Russia bilateral co-operation have provided channels to use the material for training and to disseminate it in the Russian speaking world. Sub-regional courses have shared int1 and Russian experience with 6 neighbouring countries.</td>
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<td>Due to the huge number of partners and multiple time zones Internet and electronic means (CD-ROM’s, electronic networking, etc.) have been used largely to ensure availability of information and sustainability. Information centres in Russia and neighbouring countries have been supported and encouraged to establish electronically linked centres.</td>
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<td>To cater for the needs of OSH experts without Internet access publications in paper format (over 4000 ex. printed) have been disseminated. An extensive package of OSH material is printed to support the growing OSH information centre network (by end 2000; 60 centres in Russia and national centres are emerging in four other countries). The Russian Ministry of Labour is, jointly with neighbouring countries, printing the Encyclopaedia on hard copy; the first volume expected early 2001.</td>
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perspective that they can be effectively implemented at a later stage. The activities in Jordan, Palestine and Syria have been initialised in late 1998, and were executed in 2000. These activities were viable, in spite of the delay.

All major activities have been well reported on. All activities have, while lasting, benefited their target groups. Most of the activities have led to locally resourced follow-up, but a few stand alone activities (Pakistan) without crystallised follow-up and sustainability need to be paid more attention to.

The improved world-wide access and dissemination of the continuously growing assortment of technical co-operation produced unique technical reports, information and AV-material, training packages and guidelines is needed to spread information and best practices. ILO has compiled a list of material, produced within the framework of technical co-operation assistance, and including a brief summary and source information. However, the examples from Russia and Southeast Asia encourage to further improved accessibility.

References


ILO/DANIDA Policy Papers on Programme on the design and implementation of tripartite national OSH policies and measures; Programme on human resources development and capacity building in the field of occupational safety and health; Programme on Hazardous Occupations; Programme on the Elimination of Silicosis, Sub-regional Programme on Francophone Africa; Sub-regional Programme on SADC countries. Geneva. pp 20.


# InFocus Programme SafeWork

## Technical Co-operation

### DRAFT SUMMARY

#### SafeWork Technical co-operation programmes

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<th>Programme for strengthening information dissemination</th>
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<td>mental health</td>
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<td>informal sector, agriculture</td>
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<td>Programme for occupational health services</td>
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| Sub-regional programmes | Sector programmes | |
|-------------------------|-------------------| |
| Regional OSH Programme for Asia | safety in ship breaking | |
| Regional OSH Programme for SADC Countries | safety in agriculture | |
| Regional OSH Programme in French speaking Countries of Africa | safety in transport | |
| Regional OSH Programme for Agriculture in Central America | safety in maritime work & fishing | |
| Sub-Regional OSH Programme for Agriculture in Central America | safety in mining | |
| | safety in construction | |
| | safety in forestry (SECTOR) | |
| | safety in the service sector | |

#### Strategic alliances

- Employers’ OSH activities
  - awareness raising
  - social partnership
  - cost of poor work cond.
  - risk assessment
  - practical information

- Small enterprise development
  - OSH & buz management
  - OSH policy
  - job quality
  - Econ, product, & OSH
  - informal sector

- Partnership with private sector (Multinational comps)

- SECTOR
  - combining OSH and industrial experience
  - joint planning and execution

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*The ILO-DANIDA Technical Co-operation Programme: Occupational Safety and Health Progress report 2000*
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The DANIDA/ILO Technical Co-operation Programme

on

OCCUPATIONAL SAFETY AND HEALTH

Part 2: Project Reports
Part 2

Progress reporting at the project level

Overview

In 2000 four inter-regional and two sub-regional technical co-operation programmes, funded by DANIDA, have been executed in the field on OSH:

* **Inter-regional Support to Design and Implementation of Tripartite National Occupational Safety and Health Policies and Measures (INT/95/M10/DAN);**

* **Inter-regional Human Resources Development and Capacity Building in the Field of Occupational Safety and Health (INT/95/M11/DAN);**

* **Inter-regional Programme of Managing Safety in Particularly Hazardous Occupations (INT/97/M03/DAN);**

* **Inter-regional Programme for the Elimination of Silicosis (INT/97/M04/DAN)**

* **Sub-regional Occupational Safety and Health Programme for SADC Countries (RAF/97/M01/DAN);**
  
  Note: The experience of the Lesotho country project has been used as the basis of the SADC programme.

* **Sub-regional Programme on Development of Occupational Safety and Health Policy and Human Resources in French speaking Countries of Africa (RAF/94/M04/DAN);**

The activities in the Inter-regional programmes on OSH policies and means and capacity building were closely interlinked with each other. The clusters in China, Russia and Vietnam combine activities in both fields. Therefore their reporting is combined.
Progress report 1 January - 31 December 2000

Project No.: a) INT/95/M10/DAN, b) INT/95/M11/DAN

Project title: a) Inter-regional Programme to Support the Design and Implementation of Tripartite National Occupational Safety and Health Policies and Measures
b) Inter-regional Programme on Human Resources Development and Capacity Building in the Field of Occupational Safety and Health


Budget: a) US$ 1,134,545 b) US$ 1,399,627

Starting date: 01.01.1996

Evaluation dates: Four activities in Russia were evaluated in September 2000. Self-evaluation in China Dec. 2000

Development objective: To decrease the number of occupational accidents and diseases in developing countries through the creation and implementation of the national occupational safety and health policies, legislation, infrastructure and measures, as well as strengthening the competence of the national occupational safety and health professionals, workers’ and employers’ representatives working at national, sub-regional and enterprise level using a combination of advisory services, equipment supply, training activities and gradual development of an information networks at different levels.

Immediate objectives: Are identified according to the concrete needs of the recipients for the yearly submitted requests for assistance within the framework of the DANIDA/ILO policy document on the occupational safety and health.
INT/95/M10/DAN  Inter-regional Programme to Support the Design and Implementation of Tripartite National Occupational Safety and Health Policies and Measures

INT/95/M11/DAN  Inter-regional Programme on Human Resources Development and Capacity Building in the Field of Occupational Safety and Health

Work done

In 2000 these two programmes covered 16 technical co-operation activities in 7 respectively 9 countries in five different regions. The spectre of the programme ranged from assistance for elaboration of OSH policies and legislation (Jordan, Mongolia, Yemen, El Salvador), support of seminars initiated by local organisations (Pakistan), capacity building (Belarus, China, Russia, Vietnam), training activities (China, Malawi, Mozambique, Pakistan, Palestine, Vietnam) and social partnership (Russia).

Main activities:

Malawi - Boiler training course: Ten day training course for 18 boiler inspectors in SADC, including overview of OSH Conventions

Mozambique - Training of Trainers: A 2 week training of trainers course was organised for 10 OSH inspectors

Mongolia - OSH Training programme: The taskforce has done a country survey, prepared a National Policy and a training programme. Four courses are planned for early 2001.

Pakistan - Strengthening of OSH training and information centre: Outputs in one year are. 10 courses for OSH professionals, 115 one day workshops for 2360 workers, 82 workplace surveys, production of 35 books and posters. 1000 IPCS chemical safety cards translated into Urdu. The project has ended in 2000.

Pakistan - OSH promotion for workers (APTFU): Report not received

Vietnam - Survey on OSH in the informal sector: Based on a situation survey of OSH in the informal sector supported by DANIDA, a 3 day National Conference was organised in Oct. 2000, incorporating 8 ministries and the social partners, which worked out a national plan of action for improvement.

Yemen: An OSH country profile was prepared.

Vietnam/training courses on OSH: The project trained 100 university lecturers in national legislation and ILO conventions; produced 200 sets of training manuals on chemical and agricultural safety; a training packages on OSH for management, and organised two training course. Additional courses, a workshop and upgrading of training material is foreseen in 2001.

Vietnam/community awareness: Safety awareness raising material (agrochemicals, poster competition, video) was produced for the first ever National Safety week held in May 1999 with activities in all 61 provinces. The 1st national safety week, organised under the project, has become an annual event.

Russia/ promoting OSH information network: Two OSH centres have in conjunction with the translation of the OSH Encyclopaedia and other ILO and Russian projects produced a homepage with ILO OSH Encyclopaedia full text (11600 pages), IPCS chemical safety cards (1200 cards), datasheets on hazardous occupations (50 datasheets), Russian OSH legislation (2000 documents) and 10 ILO publications. A network of 60 OSH information centres in Russia and centres in Belarus, Ukraine and Uzbekistan has been established. Homepage upgrading activities continue for the 3rd year with local resources. The activity has ended in 2000.

Russia/ OSH information centre pilot seminar: Utilising the above project, a pilot course was held in May 2000 in conjunction with the official publication of the Russian ILO Encyclopaedia. Azerbaijan, Belarus, Georgia, Kazakhstan and Uzbekistan participated and received all material produced in the above project. The activity has ended in 2000.

Belarus/OSH in SMEs: Two training manuals produced (1500 copies) on OSH in SMEs and 9 (3-day) seminars for 230 persons conducted. The national CIS centre was strengthened. Co-operation with trade unions and employers organisations established. Local activity continues after project ends early 2001.

Jordan/OSH development: A train the trainer course organised, study tour to Tunisia (2 persons) and Turin (2 persons) arranged. The activity has ended.
Palestine/Training and advisory in OSH: Three seminars organised for workers (Nablus), employers (Hebron) and OSH administration (Ramallah) to build capacity in OSH and strengthen the social dialogue. Draft OSH profile and national study prepared. The activity has ended.

China/State OSH inspector training: The project has drafted administrative regulations for inspectors, produced a training package (8 modules and two CD-ROM's) and held two training courses for over 200 state inspectors in the second part of 2000. Japan assisted in the activity.

El Salvador/OSH development: The project has organised a series of seminars to set up a National Tripartite Committee and to draft a National OSH Policy. Training on physical and chemical hazards and training of the inspectorate took place in 2000.

2 Impact assessment

Four ILO/DANIDA projects; Promotion and training for national OSH information network and implementation of Social partnership in OSH and Economic effects and costs of poor working conditions, combined with ILO/RBTC and Finnish bi-lateral projects have covered both Russia and selected former Soviet countries in the last 3 years. The Russian partners and other donors have considered these issues relevant.

The problems in the former Soviet Union countries relate to laws and enforcement. Some countries need assistance in drafting new legislation, to implement ILO Conventions, and others have a higher need to improve enforcement. Under ILO/RBTC the enormous Encyclopaedia and tens of publications on laws, enforcement, social partnership and economics in OSH have been translated. The ILO/DANIDA programme and Finland-Russia bilateral co-operation have provided the channels to use the material for training and to disseminate it in the Russian speaking world, thus increasing effectiveness of utilisation. Sub-regional courses have shared international and Russian experience with 6 neighbouring countries.

Due to the huge number of partners and multiple time zones Internet and electronic means (CD-ROM’s, electronic networking, etc.) have been used extensively to ensure availability of information and sustainability. Information centres in Russia and neighbouring countries have been supported and encouraged to establish electronically linked centres. For details see (http://cis.cotspb.ru).

To cater for the needs of OSH experts without Internet access publications in paper format (over 4000 ex. printed) have been disseminated. An extensive package of OSH material in paper format is available to support the growing OSH information centre network (by end 2000 there are 60 centres in Russia and national centres are emerging in four other countries). The Russian Ministry of Labour is, jointly with neighbouring countries, printing the Encyclopaedia in book format; the first volume expected early 2001.

The efficiency has been extremely high (due to devaluation of the Rouble) by using Russian expertise in producing the products, which are of high quality and adapted to the transitional economies. The general principle to use short-term international experts to initiate activities and maintain momentum combined with supporting national experts to overcome bottlenecks caters for quality and efficiency.

The Belarus project created a pilot programme for OSH system for SMEs for national implementation, adopted by Minsk City Council and recommended for multiplication in other
regions. The project has utilised the ILO CIS network, being established in the Belarus National CIS centre and collaborating closely with the Russian National CIS centre. The huge demand for OSH information makes the dissemination of national experience to the Russian speaking world crucial. The self-evaluation notes “The withdrawal of external funds will not harm positive results and project effects. They will be multiplied through the implementation of the pilot Programme on occupational safety and health at Minsk small enterprises. The Programme will serve as a catalyst for local initiatives throughout the country”.

The cluster of activities in Vietnam spans also over OSH policy, awareness, silicosis, informal sector and capacity building. The relevance of the activities have been reported in previous years and confirmed by sustained national actions in year 2000. The cluster of activities build national capacity and skills to effect fundamental change leading to immediate improvement and attempts to change attitudes. The training strategy was implemented and evaluated to be satisfactory. The sustainability is also reflected by the fact that the line ministries have committed themselves to improvement of working conditions and are adopting action programmes and issuing guidelines. The cluster of DANIDA funded activities has created the national experience to organise and sustain inter-ministerial actions also in related fields. As an example, the DANIDA initiated Safety week has become a yearly event.

The relevance and importance of safety awareness raising in the community can be noticed in many countries. The concept of social partnership is spreading, which can be seen in activities in China and Vietnam, it is included in the new Russian OSH law, and both employers and trade unions are increasingly interested in the programme activities.

The multifaceted problems with sustainability can be described with the case of the Pakistani OSH Centre. It is a good example of a well-established centre with infrastructure and skill and its track record in earlier and last year’s activity is very good. However, it requires funding to run activities effectively. The ILO/DANIDA can provide short term input, but continuity and sustainability is an overall problem for the whole country.

The China and Vietnam approach, to start the awareness and capacity building process by local studies, which were discussed with local target groups and leading to locally initiated and well adapted follow-up promotion and activities, seem to be an operational, but time-demanding process. In countries of such sizes, the ILO/DANIDA approaches need to be anchored in organisations with commitment using training of trainers methods to achieve the multiplier effect.

The activities directly aimed at basic development of OSH policies and tri-partite collaboration have initiated OSH actions in “new” countries (Mongolia, Mozambique and Yemen).

3 Problems and constraints
In some countries there is a low interest in OSH, among other things, due to low community safety awareness, economic recess and disruptive events. The ILO’s presence through the APP policy and small awareness raining and initiating missions under ILO/RBTC can serve
to revive the interest. Thus, the ILO networks and RBTC activities have prepared the ground before DANIDA funded projects are started. However, ILO specialists are not available in all regions, which therefore can suffer from no-one acting as a catalyst to initiate projects. Improved networking and electronic communication can be of assistance, but easier access to SafeWork material and procedures as well as active contacts would be required.

Some small countries experience a lack of local OSH expertise. This can be permanently solved only with local OSH education (ref. Francophone Africa and Vietnam), preferably integrated in the normal education system. Deficiencies in basic knowledge and skills have to be overcome by local training; the programme can mainly assist in development of training packages and training of trainers.

The full implementation of tri-partism is not realised in all countries, although social partnership in OSH starts to be included in the national OSH legislation (for example Russian Federation). In other countries the structures of the social partners have not fully developed (some countries in transition) and employers organisations cannot be fully involved.

A frequently felt problem is the delay in planned activities. This sometimes depends on lack of local commitment, although it is screened and eliminated in the initiation phase. Other overriding national commitments and unexpected events, which have been difficult to foresee (Francophone Africa, Jordan and Palestine), caused more often delays. When a planned activity is deemed not to be viable anymore or if local commitment cannot be raised, the programme approach allows for re-direction of resources to other countries. Re-allocation of resources has taken place in certain cases.

The one-year reporting span of DANIDA does not always fit with the working cycle or duration of an activity closely linked with national agendas, especially in the field of drafting of legislation and policies. All major activities have been well reported. As a matter of principle, activities lacking reporting are not liable for future assistance, until rectified.

4 Follow-up actions and lessons learned

In China and Vietnam the methodology to establish inter-ministerial task force, which ensure coverage and sustainability, in implementing activities was tested a few years ago and is functioning well.

One of the objectives of SafeWork is to increase the ratification of Conventions. In China, El Salvador and Vietnam activities have been executed, where a specific ILO Standard (Construction, Chemical, OSH framework, etc.) and the corresponding national legislation has been compared, a new draft legislation, national policy and/or programme of action been drafted and implemented. This has eventually led or is leading to the ratification of the instrument. This of course has to lead to actual improvements in the working conditions, not only to poorly implemented laws.

The demands of the constituents are related both to the development of basic OSH policies and measures and to capacity building of operational OSH systems. These are long term tasks. The philosophy of capacity building places the onus on the local OSH expertise to
identify and evaluate OSH issues and develop a locally based policy. ILO’s worldwide presence enables a continuous screening of needs and capability to receive assistance. The evaluation of the programme activities additionally provides in-depth information for the selection of new activities.

Generally, the programme worked well using the ILO/SafeWork network of networks and DANIDA technical co-operation funds. The backstopping from the ILO HQ and field network (including manpower, expertise and sometimes additional funding) and OSH skills of the MDT OSH specialists added to the cost-effectiveness of the DANIDA funds. The locally produced or adapted OSH materials, in addition to be used in the activity, were disseminated through the ILO MDT to similar countries, which can benefit from them. The ILO has compiled a list of produced technical co-operation material. The Russian language information is available on CD-ROM and on the Internet (http://cis.cotspb.ru).

Plans to establish a SafeWork Internet portal as an entrance to the electronic world of safe work are on going.

5 The project in perspective

The ILO/SafeWork is working in parallel on three broad targets: national policies, capacity building and information dissemination. The approach is based on ILO presence and experience (the ILO/APP and SafeWork networks), on utilising ILO’s knowledge base and building it up with locally adapted and produced material. It is aimed to serve the member states prerequisite needs for OSH laws, enforcement structure and expertise as well as access to relevant information.

It aim to promote, structure and co-ordinate the implementation of better adapted and cost effective delivery systems, management tools and programmes and monitoring and information services. The SafeWork programmes has a natural link with ILO’s workers’ and employers’ activities in the field and more and more are the national social partners incorporated in the implementation of the activities (China, Russia, Vietnam).

The programme approach enables allocation of resources from ILO/RBTC, DANIDA and other donors to a balanced assistance of local activities to overcome bottlenecks. The relationship between input and output is complex and time-consuming; a DANIDA activity in 1999 in El Salvador has inspired the country to ratify Convention 155 (OSH framework) in late 2000.

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Progress report 1 January - 31 December 2000

Project No.: INT/97/M03/DAN
Project title: Inter-regional Programme on Managing Safety in Hazardous Occupations

Geographical coverage: In 2000: Bolivia, Colombia, Ecuador and Peru, China, Russia, Syria, Vietnam.

Budget: US$ 661,414
Starting date: 01.01.1998

Development objective: To reduce substantially the number of fatal and serious occupational accidents and occupational diseases related to particularly hazardous occupations.

Immediate objectives: Are identified according to the concrete needs of the recipients for the yearly submitted requests for assistance within the framework of the DANIDA/ILO policy document on the occupational safety and health and the programme priorities.
INT/97/M03/DAN  
**Inter-regional Programme on Managing Safety in Hazardous Occupations**

These activities are utilising the ILO International Programme on Chemical Safety (IPCS), a joint programme of ILO, UNEP and WHO; the ILO programme on International Hazard Data Sheets on Occupations; the ILO Major Hazard Control programme and other hazardous occupation related programmes. These aim to use national expertise to establish a scientific basis for international databases thereby in return strengthening national capabilities and capacities to deal with these hazards.

1  
**Work done**

Four activities were implemented in 2000.

**China - Promotion of OSH in Construction:** The approach using an inter-ministerial task force produced results: a survey of OSH in the construction sector; translation of the ILO Construction safety manual and production of a training package and execution of pilot training courses. A comparative study of Chinese laws and ILO convention 167 has led to a proposal for ratification submitted to the State Council. The training package comprises four modules for 2.5 day course. The ILO/DANIDA activity lasted 1.5 year and ended in 2000.

**Latin America - Safety in Construction:** Four studies are being prepared by local specialists, preparations of seminars for the four participating countries Bolivia, Colombia, Ecuador and Peru are in progress, scheduled for May 2001 in Colombia and Peru.

**Vietnam - Fisheries and Construction, 3rd phase:** Task force established, updating of training package, plans and field surveys for conduct of training courses, detailed course plan (10 + 10 courses) for execution in early 2001.

**Vietnam - Agrochemicals:** Awareness raising material and a training package has been produced. Safe use of pesticides (80 pages) has been translated and adapted. Seminars have been organised in preparation of ratification of the chemical convention. Detailed report not available.

2  
**Impact assessment**

The objective of the Chinese construction safety project was 1) to improve the framework on construction safety to fully implement ILO Convention 167 and 2) to develop model training package. The inter-ministerial task force has studied the OSH situation and training needs as well as compared Chinese laws with ILO Convention. The convention and code of Practice has been translated to Chinese. The 2, 5 day training package has been drafted including video presentation, classroom and field training and examination. The pilot course was very well received according to the Chinese inter-ministerial task force self-evaluation: “many participants pointed out that it was the first material written in a simple and understandable language for workers”.

The relevance is shown as the activity addressed both the need of the authorities to know if Chinese legislation and practice is compatible with Convention 167 and the feeling of OSH experts and trade unions of shortage of good training material. The interest and involvement of the participant and the government is indicated with the 16 listed milestones in the activity report.
The project has effectively pursued its objectives. “Instead of targeting to many issues in construction safety and health, the project focused on priorities indicated by the users.” The inter-ministerial task force has managed to combine several national forces.

The self-evaluation notes that the project “has maximised the output within the allocated resources... and mobilised more than 25 000 USD national contribution to support activities”. The reported activities and outputs achieved indicate a good efficiency.

The sustainability seems to be fairly high. The self-evaluation assesses that “China is likely to ratify Convention 167 in 2001”. This will be followed by a publicity campaign to ensure implementation. The Ministry of Construction is disseminating the training material as a model and plan to develop training series.

The Latin American project on construction safety for the Andean countries is the third one following the same successful concept used in an earlier project on agriculture and mining: studies made by local experts in the four countries and seminars to disseminate results and promote the implementation of Convention 176.

The use of modern technology, and joint action with ILO/SafeWork has enabled the utilisation of internationally produced Datasheets on Hazardous Occupations to be made available also to the Russian OSH experts. The dissemination of this information package through the Russian language network of information centres will assist national and local activities, specifically in relation to the mandatory OSH training for safety specialists in Russia.

The impact of the Vietnam 3rd phase remains to be seen in 2001, as the activity is presently in the planning stage.

3 Problems/Constraints

Language barriers form an obstacle worldwide for the utilisation of existing knowledge available from the ILO, WHO, etc. Major language areas (Chinese, Russian) can enormously benefit from translation, provided that full text documents are available and known to the respective recipients, such as the ILO and IPCS databases. The full utilisation of modern electronic communication is hampered by lack of quality telephone lines and communication equipment, although the situation is constantly improving, although this can be alleviated by the use of CD-ROM’s. Printed text, though more expensive, is still mandatory in the recipient countries in question.

Inter-ministerial involvement on project steering committees can cause unfavourable delays in the timing of project activities, but are likely to increase sustainability. However, this may cause disturbances in the annual budgeting and reporting from ILO/SafeWork.

4 Follow-up actions and lessons learned

The identification of reliable and effective counterparts in a recipient country is crucial for the progress of a programme. Well-performed activities may lead to a series of activities, where efficiency and sustainability is noted.
The mere action of directing attention towards a hazardous occupation will produce ripple effects in the country or region during and after the end of the activity. The involvement of ILO experts from MDT’s or HQ will provide a presence and expert interaction with the relevant national expert also after the activities. As a result of the cluster of DANIDA activity China will organise follow-up training in major hazard control, coal mine and construction safety (ref. previous annual reports).

Russia has participated in a cluster of ILO/DANIDA activities (ref. capacity building report). This has produced a wealth of updated international information available in Russian and published on a Russian homepage. A focal point for electronic publication of OSH information attracts contacts and linkages to other information sites. The network of information centre (established with ILO/DANIDA support) has attracted existing information and spreads it effectively.

5 The programme in perspective

The extensive expertise from ILO’s and WHO’s international schemes on hazardous occupations and chemical safety, produced under RBTC funding, are continuously utilised in the DANIDA funded activities in this programme.

The more general activities in the ‘development of OSH policies’ and ‘capacity building’ programmes (INT/95/M10/DAN and INT/95/M11/DAN) provide an impact to some countries, which further initiate activities related to hazardous occupations. These initiatives are compiled and assessed for the possible approval as future activities of the hazardous occupations programme, which has a more specified target area. The translation and electronic availability enables the utilisation of this wealth of information. ILO/DANIDA, ILO/RBTC and other donors have enabled the electronic dissemination of the IPCS cards in 12 languages.

The dissemination of information can be greatly improved by use of modern technology. The Russian OSH information homepage (http://cis.cotspb.ru/) is an example of effective information dissemination. Combined with a network of over 60 Russian information centre the reach-out is spanning very large areas.

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Training manual on construction safety and health (Chinese), Beijing 2000, pp 57.


Seguridad y salud en el trabajo de construcción: el caso del Bolivia, Colombia, Ecuador y Perú, OIT/SafeWork Documento de trabajo, Ginerbra 2000, pp 137.

Progress report 1 January - 31 December 2000

Project No.: INT/97/M04/DAN
Project title: Inter-regional Programme for the Elimination of Silicosis
Geographical coverage: Inter-regional, in 2000: China, Vietnam, Thailand
Budget: US$ 362,511
Starting date: 1.1.1998
Evaluation dates: Self-evaluation was implemented in 2000 in China and Vietnam

Development objective: To establish a wide international co-operation on the elimination of silicosis and to create national action programmes for the elimination of it as an occupational health problem.

Immediate objectives: Are identified according to the concrete needs of the recipients for the yearly submitted requests for assistance within the framework of the DANIDA/ILO policy document on the occupational safety and health and the programme priorities.
INT/97/M04/DAN Inter-regional Programme for the Elimination of Silicosis

1 Work done

The programme was elaborated as the ILO’s contribution to the ILO/WHO programme for the global elimination of silicosis. Activities were undertaken in China, Vietnam and Zimbabwe in 1999-2000. Two activities (below) were finalised in 2000.

China - Action plan for Prevention and Control of Pneumoconiosis: An inter-sectorial committee and expert task force has been set up to strengthen the pneumoconiosis control. The committee has produced guidelines and a national action plan, the expert group provides scientific support. The action programme is ready to be executed based on the pilot projects. The act of occupational diseases control has been drafted and sent to the State Council. A national report on the pneumoconiosis situation in China has been made.

Vietnam - Action programme on elimination of silicosis and pneumoconiosis: A review of the situation in selected enterprises and areas of activity was firstly done. A National Action Plan of Silicosis Prevention was adopted. Training and a medical surveillance programmes have been completed. A thorough national self-evaluation (mentioning 8 successful and 3 unsuccessful items) was made on the ministerial level, leading to five recommendations for national follow-up action.

Thailand - Preparatory phase of a replication of the Vietnam experience: The ILO OSH expert started in second part of 2000 to work with Thai institutions to prepare for a silicosis control activity. No expenses incurred under DANIDA, only ILO/RBTC and Thai resources

2 Impact assessment

The self-evaluation of the Chinese pneumoconiosis project consider the effectiveness to be high (“the project achieved quite great progress”), because

- the objectives have been identified clearly and achieved in time, in spite of the delay in the start
- the inter-sectoral co-operation for the pneumoconiosis control has been strengthened, leading to practical improvements at work places,
- a national programme for control has been adopted, and the Chinese partner seems set on its implementation,
- the act of occupational diseases control has been drafted and sent to the bureau of Legal Affairs of the State Council, waiting to be approved
- the current situation of pneumoconiosis was reviewed with Chinese, ILO and other international experts.

The activity has been relevant, because it has highlighted that pneumoconiosis is still one of the main occupational diseases, the legislation is incomplete, occupational health management is poor and there is lack of training and education. The awareness of the problem and its magnitude has clearly risen, supporting the general aim of the programme, that silicosis ca be eradicated.

The results are sustainable, the permanent inter-sectorial working committee and the experts group has been established, which combined with the action programme and law, has laid a sound basis for a scientific and effective management of pneumoconiosis prevention and control. The beneficiaries are “thousands upon thousands” of workers. The efficiency of the project is high, whereas the results justify the costs.
Vietnam has established a national programme using the similar approach recommended by the ILO as China. This involves establishment of a National Committee, a network of silicosis experts for information dissemination, a medical surveillance programme, training programme, information campaign, example analysis at selected mines and provision of equipment. The Vietnamese seminar with ILO and other international experts seems to function as a further incentive to step up activities.

The relevance of the activity is reflected in the statistics: silicosis cases constitute 90% of the recorded occupational diseases. The effectiveness can be seen from the high level of activity (pilot projects in 5 provinces, 7 factories covering 21,000 workers; 14 training courses covering 550 workers, 150 managers and 73 health staff; 2500 training publications; 17,000 poster, booklets and leaflets; two videos shown at national television and copied for training purposes, etc.). The Vietnamese self-evaluation notes, that the project “activities have had a wide coverage, well targeted and of high effectiveness”.

The established permanent Steering Committee and Taskforce Group spanning over five ministries, the social partners and expert organisations demonstrate the sustainability of the project. The recommendations for future national activities of the silicosis prevention programme aim also towards sustainability.

3 Problems/Constraints

The administrative structures of a country cannot always cope with the multidisciplinary approach needed to combat silicosis and its consequences. The setting up of inter-ministerial and cross-sectional task forces (China, Vietnam) may have slowed down the progress (according to the self-evaluation) the progress of the activity, but it seemed to be necessary in the long run to ensure the continuous commitment of the involved parties.

Vietnam notes, that funding problems prohibited the expansion over the whole country in 1999, the organisation of the implementing activities was not sufficiently synchronised and that monitoring and evaluation lagged behind. China notes, that the importance of OSH need to be acknowledged, efficient co-ordination is a prerequisite for successful results, sound management is essential, public support is vital and a detailed work plan implemented by an able manager is important for the success of the project.

The concise content and language of the self-evaluations indicate that not only OSH issues have been improved in relation to the projects.

4 Follow-up actions and lessons learned

The practical implementation and anchoring of an activity is dependent on the local organisational structure, tradition and habits. The programme has used the capacity building approach encouraging local experts to review the actual situation and translate and adapt international material for local use. The examples in China and Vietnam indicates that a combination of local surveys and research, combined with adapting translation of ILO’s renown publications provides for a successful mix of local and international information
dissemination and knowledge building. The multiplier effect is achieved in the participating workplaces, which have been provided with the appropriate material in the local language.

The approach used in China has worked well. The same approach, where the ILO MDT expert (occupational health doctor) functions as catalyst, conveyer of experience and OSH expert, has been replicated in Vietnam and is also used in other countries and fields of activities. The Vietnamese report notes “In the near future, Viet Nam will continue to expand co-operation with other regional countries and advanced countries to learn from their experiences. The assistance from ILO and other international organisations is an actual collaboration contributing to successfully deal with silicosis elimination.”

5 The programme in perspective

The purpose of the inter-regional programme as a part of InFocus SafeWork is to make an ILO contribution to the ILO/WHO International Programme on Global Elimination of Silicosis in offering countries a framework for a technical co-operation for the global elimination of silicosis as a world-wide occupational health problem.

The framework has enabled national OSH experts to solicit national funds and resources to win ILO/DANIDA supplementary funding. Vietnam has, only in direct costs, covered over half of the silicosis project budget with national funds (300 mill VND). In addition to local and ILO/DANIDA funding, also the Washington University has supported the project. This is a good example of a wide international collaboration governed by a practically oriented partnership between industrialised and industrialising countries.

Silicosis can be eradicated. The awareness in China and Vietnam has increased and the countries are willing to use resources for this. The experience is spilling over to Thailand, and Vietnam is proclaiming the interest in closer collaboration with other countries in this area.

References


The ILO-DANIDA Technical Co-operation Programme: Occupational Safety and Health Progress report 2000

Progress report 1 January - 31 December 2000

Project No.: RAF/97/M01/DAN
Project title: Sub-regional technical co-operation programme on OSH for SADC countries
Geographical coverage: SADC countries - (Southern Africa Development Community)
Budget: US$ 842,600
Starting date: 01.01.1998
Evaluation dates: Self-evaluation by the CTA in 2000 in SADC sub-region, Malawi, Namibia and Zambia.

Development objective: To reduce the number of occupational accidents and diseases with the view to increase productivity and well being of workers in the sub-region.

Immediate objectives: Are identified according to the concrete needs of the recipients for the yearly submitted requests for assistance within the framework of the DANIDA/ILO policy document on the occupational safety and health and the programme priorities.
RAF/97/M01/DAN Sub-regional technical co-operation programme on OSH for SADC countries SADC - (Southern Africa Development Community)

1 Work done

The Programme organised four activities covering several countries in year 2000.

**SADC Implementation of the OSH programme:** preparation of 3 checklists, strengthening of CIS centres in Zambia, Lesotho and Namibia, equipment and training for the Inspectorate units, promotional meetings with SADC - ELS, technical support to the regional Sub-committee on OSH, a study in collaboration with SADC-ELS to evaluate the situation of OSH technical co-operation in the region and meetings were held with social partners representatives.

**SADC - Boiler course:** 5 day workshop on boiler for Tanzania, Malawi, Zambia, Namibia, Swaziland, Lesotho and Zimbabwe jointly with SADC-ELS and ILO /SAMAT

**Malawi - Evaluation:** evaluation meetings, workplace visits, and action plan

**Namibia - Support for OSH system:** 6 workshops for trade unions, employers and inspectors, 2 fellows to Turin centre, equipment, monitoring meters and publications provided to Inspectorate

**Zambia - Support to the OSH information and training centre:** 4 workshops for trade unions, employers and inspectors, 2 fellows to Turin and Sweden, the OSH information centre further equipped, promotion leaflet produced

**Zimbabwe - Occupational Nurses Workshop:** 2 day workshop for industrial nurses, 46 participants, review of general OSH situation and Conventions, action plan

2 Impact assessment

The SADC programme worked in 2000 with

| Ratification of conventions | social partners increase pressure |
| OSH policy and legislation | updating process within SADC-ELS |
| Information | encouragement and support for centres |
| Training | 21 persons in boiler course |
| Eliminate silicosis | collection of cases for SADC-ELS |
| Chemical safety | awareness campaign, policies and legislation |

The programme approach, channelled through the SADC-ELS Employment and Labour Sector, has established the overall OSH framework needed (legislation and policies; implementation structure (inspectorate, OSH experts) and information and training. The need to establish and keep up this framework is being promoted on the highest sub-regional political level, to ensure practical support on the national level.

The SADC programme is based on earlier projects in the region (ILO/DANIDA, DANIDA bi-lateral, FINNIDA and NORAD). The relevance of the programme can be demonstrated by the rapid start of the activities in various countries. The sustainability of operational OSH systems in the region is very much depending on committed national OSH experts (often trained by earlier projects) and the continuous presence of the ILO OSH experts (ILO/SAMAT, earlier projects) in the region.
The presence of ILO/DANIDA sparks national organisations to initiate (which the part support of ILO/DANIDA) nationally funded campaigns, information and training activities as well as reviewing and drafting of legislation. Although these are taking place at a normal (not too fast) pace, the situation has not stagnated. The effectiveness and efficiency of both ILO activities and national OSH activities is indicated by the ILO’s collective memory and ear-to-the-ground approach in finding ways and means of addressing each country group’s (beginning phase, low motivation phase and operational phase) needs to establish and develop practical methods to affect conditions of work at work place level.

3 Problems/Constraints

The programme is combating the low level of political commitment to OSH in co-ordinated action with the SADC-ELS. The collaboration through the SADC sub-regional structure can strengthen the region by developing and improving the situation in the sub-region as a whole while supporting the countries in a beginning phase.

The governments (and very committed OSH inspectors and experts) are still struggling to review legislation and keep up the enforcement structure. New inspectors have been employed in Malawi, Namibia and Zambia, and a one week training course for 10 new inspectors was held in Malawi (ref. capacity building programme). The level of OSH knowledge of the new inspectors is very poor. Additionally, transport is lacking in Malawi and the conclusion of the Malawi evaluation was that “the Factories Inspectorate department was not able to enforce the OSH Act”

The general problems of the African continent obviously are reflected in the level of functioning of the OSH systems, and efforts need to be made to assist the inspectorates to achieve basic and small-scale practical improvement with the existing scarce resources. This has been done in Zambia and Namibia.

The OSH inspectorates in several countries in Southern Africa are not performing very well, due to rapid turnover of staff, low resources, civil unrest and other reasons. South Africa has a totally different background and some of the other countries have been able to keep up the standard, even improving it. Most of the countries are, however, facing similar obstacles, and therefore is the sharing of experience especially between the countries in the region added with the experience of international experts of importance. Especially important is the participation for Angola, Democratic Republic of Congo and Mozambique, which have very much to learn and implement from the other countries in the region, when opportunity arises.

4 Follow-up actions and lessons learned

The SADC conference on OSH in 1999 requested both the ILO for technical assistance and the SADC-ELS to draft sub-regional guidelines and to set up sub-regional systems.

The ILO/DANIDA programme for the SADC countries is working in parallel with SADC-ELS on the sub-regional level to increase commitment on policy level, and simultaneously
supporting the enforcement and OSH expertise structure in maintaining a basic standard. A
detailed programme document (including costing) broken down for each country, covering a
three year period has been worked out under the programme.

The ILO/DANIDA SADC and Francophone programme are working with the same umbrella
concept, drawing upon the strength of some countries, supporting others, presenting examples
for countries at an early stage or facing other internal problems. The coverage of several
countries, although increasing travel and communication costs, allows for flexible
employment of resources to countries, which are in a position to draw the best benefit.

5 The programme in perspective

The English speaking African countries were supported by two ILO/FINIDA OSH projects in
the early nineties. Trade union activities in the SADC countries were assisted by an
ILO/NORAD OSH project in the mid nineties. Country-targeted activities have taken place
under an ILO/DANIDA project in the LSB-countries. The ILO/DANIDA OSH project in the
LSB countries was converted to a project in Lesotho. This national project has now been
broadened into an OSH programme for all SADC countries, mainly funded by DANIDA.

Occupational safety and health has been lifted higher on the political agenda, indicated by
several OSH related Charter approved jointly by the SADC-countries. The long-term
presence of ILO, international experts, activities and projects is keeping up a constant interest
in OSH.

The presence of international activities, whatever size they may be, is activating national
officials and experts to develop practical methods to improve working conditions. Deadlines
and reporting are focusing international attention to OSH administration and selected
enterprises. This already in itself activates and motivates OSH experts and supports them in
their daily work.

In 2000, Zimbabwe has not had a prominent place in this programme, as the ILO/SAMAT
and the DANIDA bi-lateral project are operating there.

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Annual report on RAF/97/M01/DAN, CTA Mr Jalali-Naini, Lusaka 2001, pp 63

The ILO-DANIDA Technical Co-operation Programme: Occupational Safety and Health Progress report 2000

Progress report 1 January - 31 December 2000

Project No.: RAF/94/M04/DAN

Project title: Développement d’une Politique de Sécurité et Santé au Travail - Institutions et Ressources Humaines


Budget: US$ 1,359,694

Starting date: 1.01.1995

Evaluation dates:

Development objective: To decrease the number of occupational accidents and diseases in French speaking countries of Africa through the creation and implementation of the national occupational safety and health policies, legislation, infrastructure and measures, as well as strengthening the competence of the national occupational safety and health professionals, workers’ and employers’ representatives.

Immediate objectives: Are identified according to the concrete needs of the recipients for the yearly submitted requests for assistance within the framework of the DANIDA/ILO policy document on the occupational safety and health.
RAF/94/M04/DANDéveloppement d’une Politique de Sécurité et Santé au Travail - Institutions et Ressources Humaines

1 Work done

As the name and objective of the programme specifies, the aim of the programme activities are to build up an operational entity of legislation, strategy and policy, implementation authority in the field of OSH and train them as trainers and to produce local training material and methods. Activities were in 2000 carried out on sub-regional and on national level as follows:

Sub - regional - Local drafting of Practical guides on hazardous machines: Practical Guides on the safe utilisation of 15 hazardous machines have been produced. The drafting of these guides have been divided between teams of experts in 13 countries. The national social security organisation or authorities have supported the production of the books, which also include plans of action for prevention of accidents.
Benin: the 3rd forum (one week) on OSH in August 2000, among other issues the publication of 7 of the Practical Guides
Gabon, Cameroon, Central Republic of Africa, Chad: A 3 day, tri-partite strategy seminar on OSH improvement at national and sub-regional level, OSH training and OSH promotion
Niger: the 2nd (3 day) seminar on Initiation and creation of material for prevention, held in November 2000, among other issues the presentation of the remaining 8 Practical Guides on hazardous machines
Benin, Burkina-Faso, Cameroon, Equatorial Guinea, Gabon, Guinea, and Niger: Missions, training courses, drafting of National policies and strategies, training manuals, seminars.

2 Impact assessment

The fragile OSH structures in the sub-region is supported by establishing networks between the individual countries, by encouraging individual experts to start producing locally adapted training and information material and by increasing the status of OSH and OSH expertise through national policies, strategies and guidelines. A broad approach to training is taken, spanning both basic OSH training and university level education.

The Francophone Inter-African OSH expert Association (IAPRP), created with ILO/DANIDA support, is assisting in enhancing the identity and importance of prevention work in the sub-region, which need improvement. The individual countries in the sub-region, with major assistance from the national Social Security organisation have agreed to take on the responsibility to elaborate Practical Guides on selected hazardous machines. These activities have consolidated the institutions and cadres improving the commitment and effectiveness of the local experts.

The method of the project, to ask national experts to research and elaborate training material in co-operation with industry and social security organisations, is well intertwined with the national existing structure and administration. This approach has been used to effectively implement the two major objectives: to re-enforce the national OSH structures and to train the human resources in OSH. The production of locally anchored training material combined with earlier agreed strategies on OSH training (ref. last year’s report) form a solid basis for future training done with national resources.
The relevance and sustainability of the project is shown in the fact that the social security organisations and universities, in addition to the OSH authorities in the various countries are interested and willing to take part in joint planning of training and production of training material. The overall sustainability of the work is not depending on the situation in an individual country, and work going on in neighbouring countries re-enforces the drive to produce results.

The efficiency of the project, bearing in mind the starting level, is shown in the gradual building up of skills and competence in OSH organisations and individual experts. Resources produced in one country are made available in all the other 12 participating countries. Furthermore, the French training material is proposed to be disseminated also for other relevant regions. The dialogue between the social partners, industry and OSH institutions has become more commonplace in questions related to OSH.

3 Problems/Constraints

The problems noted in the self-evaluation are, among others, the unrest in the region and abrupt changes in planned activities. Drafting of 2-3 year National SafeWork programmes for each country, and a prioritisation and improved planning of activities in the whole sub-region, effected through IAPRP, is seen as crucial in the conclusions drawn.

These countries seem to be an example, where the programme approach can show its advantages; the programme can (has) to move its activities from one country to another due to social unrest or other external reasons; parallel, each other supporting activities are run in individual countries, thus supporting the progress of the entity.

The OSH system in these countries need a very thorough review of legislation, establishment of relevant government and professional structures and organisations, elaboration of basic and specialised training and education and codes of conduct and ethics. Staff with sufficient education is scarce and their training in OSH is fairly basic. The building up of new cadres and strengthening of organisations have to start with motivation of the need (both economic and social) of decent and safe working conditions. The approval of OSH strategies, and especially their implementation, are necessary tools to require political and financial support for OSH activities.

The base of the programme was situated in Cameroon, due to regional wishes. The communications from there, while serving 12 other countries, has proved very difficult. As a result the base of the programme has been moved to Abidjan in the last part of 2000.

4 Follow-up actions and lessons learned

The need for increasing safety awareness at the political level, the elaboration of national policies and action plans, drafting of training strategies and locally adapted training material and to build an OSH expert identity in a cluster of 13 countries undoubtedly requires a fair amount of seminars. The focus on these needs to be reflected in the programme budget, which requires a budget revision (CTA-ILO/HQ action).
The larger dissemination of the locally produced Practical Guides is up to electronic availability and printing up to added funding.

Africa in general is broadly overlooked in the field of development assistance, partly due to unrest and the AIDS problem. The local response seems often, in the age of fast communication, to be very slow, sometimes even going backwards. However, the importance of the mere presence of ILO, bilateral donors or other international organisations is invaluable for the individual OSH experts struggling on a daily basis. Without a catalyst or initiative from outside, the situation would most probably be much worse.

The self-evaluation sees, for the future, among others an evolution towards
- adoption of sub-regional directives,
- adoption of common strategies against certain risks;
- adoption of an OSH Charter;
which necessitates the closer involvement of sub-regional development organisations and international organisations.

5 The programme in perspective

The Programme stems from a five-country project in French-speaking Africa. The programme concentrates on sub-regional and national seminars, creation of national OSH structures and production of OSH training materials, by combining the resources in countries with the same language and partly same OSH administration tradition.

The strengthening of the local OSH structures and awareness is expected to produce initiatives for activities under the specialised programme on hazardous occupations. However, the countries in the sub-region are not set for fast progress presently.

The strength of the sub-regional programme approach, allowing for flexible re-allocation of activities to other countries, if certain countries cannot participate and combining the scarce resources, is showing its advantage very well compared to a one-country approach.

Most of the organised seminars have stressed the need for the participating countries to ratify especially the Conventions 155 and 161. In 2000 none of these countries ratified new OSH Conventions.

The ILO/DANIDA Francophone programme as well as the SADC programme, both spanning several countries, are targeted towards setting up of national SafeWork programmes in the future.

References