Progress report 1 January - 31 December 1998

The Danida/ILO Technical Cooperation Programme

on

OCCUPATIONAL SAFETY AND HEALTH

Part 1: Programme Area Report
Part I
1 January - 31 December 1998

The ILO-DANIDA Technical Cooperation Programme
Occupational Safety and Health

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

The ILO’s PROGRAMME AND BUDGET FOR THE BIENNIAL 1998-99 sets for Occupational Safety and Health (OSH) as key priority areas:

* development of policies for OSH
* accident prevention and ergonomics
* occupational respiratory diseases and work-related disorders
* chemical safety and occupational hygiene
* OSH information services

In line with this ILO Regular budget funds were used for enhancing the international OSH information network; creation of multi-lingual data on hazardous chemicals and occupations, advisory services on International Labour Standards and their transposition into national law; production of publications, such as Codes of Practices, manuals and guidelines, including the new, fully revised ILO Encyclopaedia of Occupational Health and Safety. The newest cutting-edge knowledge and experience of the world community in building effective and operational OSH systems and practices has been compressed into the Encyclopaedia. The translation into several languages is in process to enable full utilisation in technical cooperation programmes.

The ILO world wide technical cooperation activities cover all the objectives of the biennium programme. The implementation of the activities is facilitated under the Global Programme on Occupational Safety, Health and the Environment, which 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.

The integrated approach emphasises the holistic encompassion of working environment and outer environment as well as the significant interaction between good environment and productivity and management processes.

The main outputs of the Global Programme are:

* OSHE values integrated in policy decision processes as part of high productivity and quality;
* widespread implementation on a tripartite basis of OSHE management guidelines/standards by enterprises;
* elimination of intolerable occupational and work-related environmental risks in hazardous work;
* integrated occupational safety, occupational health and environmental management services;
* national information bases of reliable occupational accident and disease statistics established or strengthened;
* access to OSHE information on best practices and clean technologies through network of information centres;
* monitoring and alert systems established for the early identification of new occupational hazards;
* systematic use of cleaner production and environmentally sound technologies and practices;
* international cooperation, particularly in the areas of chemical safety, occupational health and environmental management.

The grass-root initialisation of projects and the constituents’ commitment to completion of proposed projects is secured through the ILO’s **Active Partnership Policy (APP)**. The ILO Regional offices and Multi-Disciplinary Teams were soliciting proposals from the constituents guided by the tripartite 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. The final selection process is prioritising and concentrating the professional efforts in synchronisation with ILO’s Global Programme and the donor country’s policy.

The very multi-disciplinary nature of the field of OSH has led the ILO to work with a variety of international organisation in OSH issues, management processes and training and information. The UNDP and WHO/IPCS are natural partners in the field projects on capacity building and chemical safety. 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 SECHYG to avoid duplication (activities in Jordan, Cuba).

The ILO is striving to further improve the world-wide effectiveness and quality of its technical cooperation. The Global programme, recently updated under the heading SafeWork, was designed for more effective interaction with different national and international agencies, it enables the combination of multi-donor support with ILO-RBTC funded activities and fast and flexible reaction to initiatives from constituents with the will and capacity to receive assistance. For up-to-date information see:

2 The DANIDA contribution

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 Global Programme, to which DANIDA is a major contributor. Other contributors, in addition to ILO RBTC funds, to the Global Programme are Sweden and Finland, which has funded projects related to OSH training and publications.

The ILO/DANIDA multi-bilateral programme Policy Document on OSH technical cooperation activities is concentrating on the following three areas, which are consistent with the objectives of the Global Programme: Development of national action programmes, promotion of International Labour Standards (ILS) and support for programmes in hazardous sectors or types of activities.
The DANIDA contribution, allocated into four inter-regional, three sub-regional technical cooperation programmes and one country project, were distributed as presented below. These activities were supporting each other and projects funded by ILO and other donors.

**National action programmes**

The raising of safety awareness in the tri-partite constituencies is the first step towards improved working conditions. Understanding and acceptance of the cost-effectiveness and basic right to safe working environment is a prerequisite for the establishment of National action programmes.

*DANIDA input: Support to Design and Implementation of Tripartite National Occupational Safety and Health Policies and Measures (INT/95/M10/DAN); Promotion of Occupational Safety and Health in Agriculture in Central America (RLA/93/M03/DAN); Regional Occupational Safety and Health Programme for SADC Countries (RAF/97/M01/DAN); Development of Occupational Safety and Health Policy and Human Resources in French speaking Countries of Africa (RAF/94/M04/DAN)*;

**International Labour Standards**

The International Labour Standards form the knowledge base of the ILO technical assistance and have been promoted in practically every single activity under the projects. The ILO conventions and recommendations contain compressed minimum standards, accepted by the international community. When fully digested by the safety expertise in a young safety administration, they become powerful tools for national legislative improvement, national and enterprise-level action programmes and employer and worker targeted training and information programmes. The promotion of ILS has brought into effect improved legislation and industry or enterprise level codes of practice and guidelines, thus improving working conditions in enterprises (Latin America, Central America, China, Vietnam). The new ILO Encyclopaedia on Occupational Safety and Health, financed from the ILO Regular budget and issued in paper and CD-ROM format in 1998, is furthermore utilised in technical cooperation programmes to enhance the practical understanding of the modern OSH means and practices.

*DANIDA input: every project*

**Hazardous sectors or types of activity**

Prioritisation of scarce resources target technical assistance programmes towards areas of highest impact in the form of saved lives and suffering. Hazardous occupations (coal mining, agriculture) and silicosis were targeted in two projects. Construction, fishing, port safety and chemical safety were examples of sectors addressed in the human resource and capacity building projects. Often vulnerable groups of workers were exposed to the effects of working or external environment present in hazardous sectors. Manuals, guidelines, training and action programmes initiated and produced by local expertise has had a large and positive impact on working conditions in construction, agriculture, fisheries, mines, etc.

*DANIDA input: Programme of Managing Safety in Particularly Hazardous Occupations (INT/97/M03/DAN); Programme for the Elimination of Silicosis (INT/97/M04/DAN); but also Human Resources Development and Capacity Building in the Field of Occupational Safety and Health (INT/95/M11/DAN); Development of*
Geographically, the activities in the DANIDA funded projects have covered Asian, African, Latin American and Arab countries with a GNP level below US$2,500 per capita. Africa has been maintained in focus, and openings have been made towards Eastern Europe.

Evaluation of the activities has been done at end of year as self evaluation as a part of the DANIDA reporting. The Central American project has been evaluated by DANIDA experts, the outcome presently being scrutinised by DANIDA.

3 Impacts/achievement

Improved working conditions are, at best, reflected in accident statistics only in isolated cases. The impact of technical cooperation, however, can be felt and recognised in increased media interest and safety awareness on a general level, increased work output, motivation and innovation among safety personnel leading to lower staff turn over and increased shop floor level activities due to internal and external incitement.

Initiation, selection and size of activities

The comparison of the new Global 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 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. Disruptive events in Lesotho has diminished the impacts of the country project, whereas similar events in Indonesia, Eritrea and Ethiopia will only have a minor set-back or delaying effect in the inter-regional programme as a whole. The Lesotho project will be terminated in 1999 and the country will be covered as a part of the SADC sub-regional programme.

The initiation of project activities come 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 ILO’s APP using regional offices and MDT-teams.

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 assists them to perform their tasks (bottle-neck solving). The excellent input-output ratio for the mobile training unit in Pakistan and the multiplier effect of training of trainer-activities in Vietnam and Latin America serves as good examples.

Basic awareness, capacity building and sustainability, down stream practical activities

The fundamental principle to solve OSH problems, translated to national level actions, focus on increased safety awareness, strengthening local capacities and making available practical
solutions for improved working conditions.

ILO’s Global Programme, sets as one of the objectives world wide safety awareness. 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 (Papua New Guinea, Dominican Republic) or where laws have been outdated (Malawi, Vietnam, Russia). The means of raising awareness varies from seminars and training, posters and leaflets to national safety weeks and competitions.

Each OSH activity include 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 tripartite 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.

Well received capacity building activities with a large practical-oriented out-reach were activities in Vietnam (construction and fisheries), Pakistan (OSH centre), China (small scale coal mining, chemical safety), Philippines (occupational hygienist training), Central America (agrochemicals), and all activities under the hazardous occupations and silicosis programmes.

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 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. A few small missions have funded to raise national interest in OSH and to elaborate proposals for activities (Yemen, Madagascar).

Many of the activities selected for DANIDA financing were built on previous ILO tripartite evaluation missions or surveys and other activities, some of them in collaboration with other DANIDA bilaterally funded or local projects. Continuity is provided by a long term strategy and by building on a thorough local knowledge and previous experience. In Nepal, as an example of continuity, an ILO/DANIDA pilot project for 1997-98 has led to a three year OSH project funded by the Danish Royal Embassy and ILO RBTC funds. A number of in-depth surveys produced for local 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).

International and local experts

ILO’s institutional experience and the use of a balanced mixture of high level international
experts and local experts give very good results in technical cooperation. This experience will be further enhanced and utilised under the Global Programme.

High level technical advisors (some of them Danish) have been employed in Asia (part time), Africa and Central America. ILO regular staff have continuously provided international expertise in the activities. ILO managed activities have sometimes attracted participation of high standing experts at their own cost (Philippines-Niosh/US). The main emphasis has been on using local experts, when available, as an essential part of sustainability. In Vietnam, Central America, Pakistan, China 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. In view of the major changes in the world, small exploratory missions are also needed to involve new and poverty stricken countries into the OSH network.

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 Pakistan, where local staff in the OSH centre and a trade union (APFOL) have performed and reported excellently, but reporting of the activities of Pakistan employers federation and another trade union is missing. As a matter of principle, the small activities with lacking reporting, until rectified, are not liable for future assistance.

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. The local factors has led to delays in some planned activities, although there is a perspective that they can be effectively implemented at a later stage. The activities in Zimbabwe and Jordan, Palestine and Syria have been initialised in 1998, and are expected to continue in 1999. These activities are deemed to be viable, in spite of the delay. All major activities have been well reported on.

All activities have, while lasting, benefitted their target groups. Most of the activities have led to locally resourced follow-up, but a few stand alone activities without crystallised follow-up activities and sustainability need to be paid more attention to.

The technical cooperation activities have produced a wealth of unique technical reports, information and AV-material, training packages and guidelines, applied to local circumstances and in a variety of local languages. The material has been used and will still be used locally in the scope of the country activities, but improved worldwide access and
dissemination of the continuously growing assortment can act as a source of inspiration and example and further serve technical cooperation between developing countries. For this purpose the ILO has compiled a list of material, produced within the framework of technical cooperation assistance, and including a brief summary and source information. The list will be disseminated to all ILO Regional offices and MDT’s to enable national counterparts to identify suitable material for possible re-utilisation.

Present information technology would enable full text databases and give better means for a wider on-line dissemination. Plans for compilation and selection are in the pipeline, pending available resources.

As a general self evaluation, it seems that the vast majority of the activities were well rooted in the local community, mostly executed by local experts and taking into account international experience and the local circumstances. A few activities have been delayed, but are still considered viable. Some stand-alone activities served their purpose for the target group, but could have been better integrated and their results better disseminated.
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on

OCCUPATIONAL SAFETY AND HEALTH

Part 2: Project Reports
Part 2

Progress reporting at the project level

Overview

In 1998 four inter-regional, three sub-regional technical cooperation programmes and one country project, funded by DANIDA, have been executed in the field on OSH:

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

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

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

* Programme for the Elimination of Silicosis (INT/97/M04/DAN);

* Promotion of Occupational Safety and Health in Agriculture in Central America (RLA/93/M03/DAN);

* Regional Occupational Safety and Health Programme for SADC Countries (RAF/97/M01/DAN);

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

* Strengthening of the Factories Inspectorate - Occupational Safety and Health Unit of the Ministry of Labour and Employment (LES/94/M01/DAN) - Lesotho;

The activities in the Inter-regional programmes on OSH policies and means and capacity building were closely interlinked with each other. The cluster in Vietnam combines activities in both fields. Therefore their reporting is combined.
1 Work done

In 1998 these two programmes covered technical cooperation activities in 14 resp 12 countries in six different regions. The spectre of the programme ranged from basic assistance for elaboration of OSH policies and legislation (Papua New Guinea, Yemen, Jordan, Palestine, Vietnam), support of seminars initiated by local organisations (Pakistan, Latin America, Ghana), advisory services (Madagascar, Honduras, Belorus), OSH surveys (SADC, Indonesia), capacity building (Vietnam, Indonesia, China, Philippines), training activities (Vietnam, Pakistan, Cuba, China, Nepal), fellowships (Pakistan, Kenya) and information services (Dominican Republic).

Main activities:
Vietnam/construction and fisheries involved drafting of industrial area OSH action programme, awareness raising and training strategy, local production of training package, training of trainer with the aim for multiplying training with a large outreach.
Vietnam/training of MoL training 100 university lecturers in national legislation and ILO conventions and produced training manuals in chemical and agricultural safety, and for management.
Vietnam/community awareness produced safety awareness raising material (agrochemicals, poster competition, video) for National Safety week to be held in May 1999
Pakistan/OSH centre’s mobile training unit produced 134 field training courses, further 8 workshops, several training manuals, brochures and chemical data sheets in Urdu, six issues of newsletters were produced.
Jordan and Palestine OSH development has been initialised expected to be completed in 1999
Latin America (Bolivia, Colombia, Ecuador, Peru and Venezuela)/construction safety produced local surveys which were discussed in national workshops leading to media attention and OSH publications The ILO Construction OSH manual translated and will be published
Indonesia/accident analysing system was developed and put in place, broadening of scope and effective use pending social situation
China/small scale coal mining organised a survey resulting in production of two training packages used in locally run courses
China/chemical safety has established a chemical register, trained personnel, employers and workers and organised promotion of chemical safety. 600 000 participants took part in chemical competition throughout the country
Nepal/OSH promotion equipped the national OSH centre, organised extensive training and OSH material production. In the local training an OSH centre in India was utilised, ILO regional office expanded training to other countries with ILO/RBTC funds
Philippines/capacity building provided training in the use of government funded OSH monitoring equipment. Training package produced and plans for OSH database underway.

2 Impact assessment
The cluster of activities in Vietnam spans over both the OSH policy and the capacity building programme. The development of national action programmes, OSH-awareness and training strategy was anchored in the fishing and construction industries. Simultaneously a training of university trainers in OSH programme and a general safety awareness campaign have been running. The cluster has had an impact in increased training capacity multiplying courses to take place in early 1999 and increased OSH promotion, especially in the concerned industries but also generally, culminating in a national Safety Week, May 1999.

The practically oriented safety awareness increasing activities in the Pakistani OSH centre combined successfully training and publications with improvement of the OSH information network. The initial target of 50 mobile unit training workshops was, based on increasing demand following publication of newsletter and promotion, exceed to 134 workshops covering also remote areas. Additionally, it included a component of building capacity by relying on local experts.

Locally initiated seminars on national or sub-regional level in Pakistan, Latin America, Dominican Republic have promoted tripartism in OSH, technical cooperation between developing countries and improved the knowledge base for development of OSH policies and measures. The China, Vietnam and Latin American approach to start the awareness process by local studies, which were discussed with local target groups led to locally initiated and well adapted follow-up promotion and activities.

The activities directly aimed at basic development of OSH policies and tri-partite collaboration have initiated OSH actions in “new” countries. In Papua New Guinea the tripartite committee conducted a survey as a starting point to develop a national OSH policy. A tripartite workshop confirmed the high priority for the national policy and updating of legislation and the work is continuing under the Tri-partite committee.

3 Problems and constraints

Low community safety awareness, economic recess and disruptive events have cause diminished interest in OSH issues in Indonesia, Eritrea and Ethiopia. The ILO’s presence through the APP policy and small consciensitising missions can serve to revive the interest, when the situation is calm.

Some small countries experience a lack of local OSH expertise. Lack of specialised expertise has been overcome by use of short term international experts (Philippines) and by utilising training facilities in neighbouring countries (Nepal-India). Deficiencies in basic knowledge and skills have to be overcome by local training, whereas the programme can assist in development of training packages and training of trainers.

A frequently felt problem is the delay in planned activities. This sometimes depend on lack of local commitment, although it is screened and eliminated in the initiation phase. More often delays were caused by other overriding national commitments and unexpected events, which
have been difficult to foresee (Jordan and Palestine). When a planned activity is deemed not to be viable anymore, the programme approach allows for re-direction of resources to other countries. All major activities have been well reported, except for those of Pakistan employers’ federation and APFTU (trade union). As a matter of principle, activities lacking reporting are not liable for future assistance, until rectified.

4 Follow-up actions and lessons learned

The Nepali activity was based on enthusiastic local staff with a tri-partite involvement. The Nepali training took advantage of the TCDC approach utilising a centre in India. ILO/SAAT further supported participants from other South Asian countries. The activity led to a project funded by the Danish Royal Embassy in Katmandu for 3 years.

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. The development of national and industry area policies and a worldwide OSH information net work is a long term task. 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.

The programme worked well using the ILO field network and DANIDA technical cooperation funds. The backstopping from the ILO field network (including manpower, expertise and sometimes additional funding as in Latin America and Nepal) and OSH skills of the MDT OSH specialists added to the cost-effectiveness of the DANIDA funds. The locally produced or adapted OSH material, in addition to be used in the activity, were disseminated through the ILO MDT to similar countries, which can benefit from them. A list of produced technical cooperation material has recently been compiled by the ILO and will be distributed through the ILO field network.

5 The project in perspective

The ILO Global Programme is the beginning of a long term process, building on ILO presence and experience, utilising ILO’s knowledge base and building it up with locally adapted and produced material. It will promote, structure and coordinate the implementation of better adapted and cost effective delivery systems, management tools and programmes and monitoring and information services. It ensures that the positive values of a strong safety, health and environmental culture are integrated in the globalization process as a critical element of social stability and equitable and sustainable development. The programme approach enables allocation of resources from ILO/RBTC, DANIDA and other donors to a balanced assistance of local activities to overcome bottlenecks.
INT/97/M03/DAN  Inter-regional Programme on Managing Safety in Hazardous Occupations

1  Work done

Four activities were planned for implementation in 1998.

China - Prevention of Major Industrial Accidents
The current system for the identification of major hazard installations, and major accidents occurred since 1988 were reviewed. Ten major hazard installations in Beijing were identified and surveyed in accordance with the ILO manual “Major hazard Control”. The survey was discussed and validated in a workshop. The ILO manual “Major hazard Control” and Code of Practice on Prevention of Major Industrial Accidents have been translated and printed in Chinese. Copies are available.

Syria - Safety and Health in Agriculture.
The activity has been initiated in late 1998.

Russia - Chemical Safety
An expert meeting with the Ministry of Labour and Ministry of Health, including specialised agencies, was conducted with an international expert to combine the two drafts for chemical safety prepared by both ministries, and to streamline the outcome with international experience. The ensuing version was further commented by ILO/HQ experts.

Agriculture - OSH material in Spanish
The ILO/DANIDA Latin American produced high quality agricultural OSH material in Spanish. An allocation was made for dissemination of the material to other Spanish speaking regions, thus encouraging the exchange of experience on practical solutions.

2  Impact assessment

These activities are linked to 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.

The internationally recognised knowledge from the above programmes is utilised in the DANIDA funded activities and the output from these activities are fed back into these databases for further dissemination.

The ILO knowledge base on major hazard control, combined with ILO expertise, has within the programme provided China with experience and skills to review major hazard installations, trained trainers to conduct in-country training and produced Chinese language training and assessment manuals.

Russia is, with her own national experts, drafting a law on chemical safety and labelling utilising ILO and European Union expertise. Direct contact between Russian and international experts has been established. The second draft has been for review with ILO HQ experts.
3 Problems/Constraints

In the chemical safety and hazardous occupations areas several ILO/RBTC and WHO funded international projects are striving to harmonise and streamline internationally available experience. The OSH authorities and experts in some countries with advanced expertise would benefit the building of the international databases. The full participation of Russia in these international schemes is difficult due to language problems. To utilise the synergy effect and two-way communication between DANIDA funded activities and the international schemes, Russian OSH experts with good English skills need to be identified.

4 Follow-up actions and lessons learned

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 continuous presence and expert interaction with the relevant national expert also after the activities. As a result of the DANIDA activity China will organise follow-up training in major hazard control. Russia has established direct contact with experts in ILO and WHO for direct future communication.

The sensitising of key countries serves to increase their interest to participate in international scheme, thus providing their expertise for the international public.

5 The programme in perspective

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 initiate activities from selected countries affected by 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 extensive expertise from ILO’s and WHO’s international schemes on hazardous occupations and chemical safety are utilised in the DANIDA funded activities. The experience in countries with advance knowledge in OSH, such as Russia, can be incorporated into the international schemes.
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. Concrete activities were undertaken in China, Vietnam and Zimbabwe.

Activities has taken place in three countries:
China - Coal workers’ pneumoconiosis has in a process involving tens of experts and mines produced and validated a guideline for monitoring, a training package, software for a registration database and a guideline for practical prevention methods. 100 technicians from state owned coal mines have been trained. 300 copies of each publication has been distributed

Vietnam - Action programme on elimination of silicosis and pneumoconiosis organised a workshop reviewing the situation in selected enterprises and areas of activity with recommendations. Inter-ministerial coordination, medical expertise and social insurance policy were discussed and recommendations presented. 

Zimbabwe - seminar on silicosis will be organised early 1999.

2  Impact assessment

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. Training of key personnel and elaboration of practical guides for preventive measures has been the next step. The multiplier effect is achieved in the participating workplace, which have been provided with the appropriate material in the local language.

Work process in China has provided on-the-job training for numerous experts. In addition OSH staff from state owned mines have been trained for monitoring. Vietnam has produced professional surveys of the present situation with recommendations for future action.

3  Problems/Constraints

The start of the seminar in Zimbabwe has been delayed due to internal reasons.

The administrative structures of a country cannot always cope with the multidisciplinary approach needed to combat silicosis and its consequences.
4 Follow-up actions and lessons learned

China will organise follow-up training in April 1999

The approach used in China has worked well. The same approach will be replicated in other countries and fields of activities

5 The programme in perspective

The purpose of the interregional programme 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 cooperation the global elimination of silicosis as a worldwide occupational health problem.

The ILO/WHO International Programme on Global Elimination of Silicosis has shaped a policy perspective for their constituents for a wide international collaboration governed by a true partnership between industrialized and industrializing countries. Within the framework of this collaboration, every effort have been made to promote the exchange of technical information and expertise in order to eliminate silicosis.
1. **Work done**

The project was originally proposed for a three year period and extended for another two years. It has achieved most of the objectives originally planned and even tackled areas not originally considered.

The following training activities were carried out during that period:

In each of the three countries, Panama, Guatemala and Costa Rica, a series of workshops were conducted: one workshop for trainers on OSH in agriculture, three workshops for safety and health promoters, one workshop for the validation of training material.

The people trained included: rural workers from plantations and cooperatives, rural school teachers, labour inspectors, sanitary inspectors, social security health promoters, safety engineers, physicians, OSH technicians, agronomist, social-workers and extension-workers. The institutions and organizations involved included: rural trade unions and cooperatives’ associations, Ministries of Labour, Ministries of Health, Social Security Institutions, Ministries of Agriculture, Ministries of Education, grass-root level rural NGO’s.

The validation of the training methodology and packages included the selection, review, validation, technical editing, finalization and printing of materials. The training materials produced in Spanish include:

- education/awareness raising package (including alternative educational methodologies for illiterate workers and on-the-job training).
- technical package on OSH in agriculture (plantations/ small-scale farming) for technical personnel responsible for OSH in the enterprises and government institutions.
- technical package on OSH in agriculture for agronomy schools.
- train-the-trainer package for OSH promoters (rural workers).
- train-the-trainer package for technical personnel (responsible for OSH in the enterprises and government institutions).

2. **Impact assessment**

When the project started, an assessment of relevant training material available in the region was carried out. To better satisfy the needs identified by the project, a multi-level training programme on occupational safety and health was established based on a system of modular courses and training packages.

In its first phase, the project placed an emphasis on the safe use and management of...
agrochemicals by farmers and agricultural workers because exposure to hazardous chemicals is one of the main causes of occupational accidents, diseases and death in the region. The second phase, sought at the same time a sustainable approach to agricultural development. Linking the protection of the safety and health of workers and their families with environmental protection through the introduction of alternative methods of pest control, integrated pest management and organic agricultural methods. In the third phase of the project an in-depth review of past activities was undertaken, including the assessment of the training programme and material produced so far. It was decided to establish more concrete mechanisms to assess the work accomplished in order to evaluate the impact of the ILO project. As the project was finalized only one year and a half after that arrival, it is foreseen to carry out a post-term evaluation of the project in one year’s time to assess the sustainability of the actions undertaken.

The projects trained 90 trainers, 285 safety and health promoters and held three workshops validating the training material.

3 Problems/Constraints

The constraints in the implementation were more political and structural than technical. A comprehensive approach to the agricultural sector and to the improvement of working conditions and the safety and health of rural worker is a complex task.

In view of each country's different level of development, institutional framework, priorities and technical absorptive capacities, the type and number of activities that each participating country implemented during the project varied. As expected priorities changed during the different phases of the project. This underscored the need to adopt a flexible approach. As local conditions differ even when countries may have similar problems, it would be inexact to compare the experiences of those countries where in-depth activities were carried out (Costa Rica, Panama and Guatemala). The solutions to similar problems differed according to local conditions and needs. Indeed, the approach of the project was adapted accordingly in each country and the counterpart groups also changed in each case. The experience gained in different set ups was fruitfully integrated into the overall approach of the project.

4 Follow-up actions and lessons learned

This valuable training package, could be used and adapted to develop similar projects in other countries of Latin America. The material is still being used and disseminated to other groups by the people involved in the project. A list of all the training material produced by the project from 1993-98 is available (in Spanish).

Administrative procedures to close the project were carried out in August 1998 and the final report of the CTA was transmitted to PROGEVAL and COMBI. To date the ILO has not received from DANIDA the final evaluation report.
The experience achieved through this project has demonstrated the need for an integrated approach including occupational, public and environmental health, which is consistent with current trends at national and international levels. According to present technical assessments, the model is sound and its replication in other countries and regions advisable. This project was considered as a first step towards a long-term programme to strengthen occupational safety and health capabilities in Central American countries for the prevention of occupational accidents and diseases and the protection of workers’ health in agriculture. The lessons learnt in this pilot phase will be used to develop similar projects in other regions of the world, mobilize international cooperation and promote network arrangements for the development of an international programme on occupational safety and health in agriculture, identified as one of the key areas of intervention of the ILO’s Global Programme on Occupational Safety, Health and the Environment (Programme and Budget 1998-99).

5 The project in perspective

The ILO Programme and Budget for 1998-99 and the Global Programme defines as some of the priority areas improvement of OSH in hazardous occupations, ergonomics and safety in use of chemicals at work as well as environmentally sound development. The project had an integrated approach to all these.

As recommended by the Joint ILO/WHO Committee on Occupational Health, a close cooperation was established in the area of agriculture between both organizations. In order to avoid the overlapping of activities and to achieve a better impact through combined efforts, the ILO/DANIDA Project cooperated with the PAHO/DANIDA Project PLAGSALUD. A number of joint activities were carried out in those areas where the projects had common objectives. This is one of the cases in which this type of inter-agency collaboration has been achieved. In the collaboration with PAHO, the ILO project always tried to coordinate their policies and objectives so that activities would be mutually supportive.
RAF/97/M01/DAN  Sub-regional technical cooperation programme on OSH for SADC countries SADC - (Southern Africa Development Community)

1  Work done

The Programme was initiated in 1998 and is still looking for the means and methods to achieve its objectives in an efficient way. It has organised some OSH activities in six out of 13 countries of the Southern African Development Community.

Malawi - National tripartite workshop on Convention 155
Zimbabwe - National Tripartite workshop on Convention 161
Zambia and Namibia - National tripartite workshop on Conventions 170 and 174
Tanzania - National tripartite workshop on Conventions 155, 161, 170 and 174
Mozambique - National tripartite workshop on Conventions 170 and 174
Malawi - Three regional workers education workshops on the new OSH Act in Malawi and the ILO Conventions in general
A part of the funds have been allocated for an extension of the Lesotho project.

In addition workshops on Social dialogue on OSH and the impact of HIV on production and national economy have been organised using ILO/RBTC funds.

2  Impact assessment

The workshop participants are aware of the Conventions. Zimbabwe, Malawi and Zambia are reported to have come up with draft OSH national policies. Botswana, Zimbabwe, Malawi, Zambia, Namibia, Lesotho and Swaziland have either updated legislation, regulations or drafted legislation or regulations.

3  Problems/Constraints

The activities have been concentrating on workshops on conventions in six countries. Counting all ILO conventions ratified in 1998 in the target countries, Tanzania has ratified two conventions, Zambia one and Zimbabwe eight conventions, the other SADC countries where workshops have been held, none. In one case, Zimbabwe - Convention 170 on chemicals, has the ratification been in the field of OSH. The impact of the workshops cannot be felt immediately, as the counterparts require preparatory work and the political will for ratification.

4  Follow-up actions and lessons learned

The conference on OHS was held in January 1996 and came up with a request to the ILO for technical assistance. The assistance was to address the creation in member states of the
fundamental national policies on OHS, updating legislation and regulations, strengthening of information structures, enforcement of training and applied researches, accident reporting and investigation, data keeping and building up of bipartite and tripartite collaboration and cooperation.

The programme was to establish and execute preventive measures in the countries to reduce avoidable losses in manpower, to improve working conditions and environment and reduce economic damage caused by harmful working environment and occupational injuries. Special attention was to be paid when necessary, to the improvement of working conditions of vulnerable groups and to the elimination of child labour.

The programme facilitator has submitted a follow-up project proposal to promote other standards on OSH in the region, as not all International Labour Standards pertaining to OSH have yet been addressed.

The targeting of the activities in line with the stated objectives should be considered to achieve a sustainable impact in the sub-region.

5 The programme in perspective

In Botswana, Lesotho and Swaziland there has been national projects which were executed by the ILO and funded by DANIDA. The projects in Swaziland and Botswana have come to an end and Lesotho will terminate in 1999. During the evaluations it was expressed by the recipients countries that the projects were exceedingly well executed and had met the project objectives and above. Given the excellent results of the projects, the SADC (ELS) is of the view that the good results should be spread over the subregion through this programme endorsed by the council of Ministers of SADC (ELS).
RAF/94/M04/DAN - Développement d’une Politique de Sécurité et Santé au Travail - Institutions et Ressources Humaines

1 Work done

Activities were organised on sub-regional and on national level:

Sub - regional: a Forum on OSH with participants from 13 countries approved a training programme and installed a permanent secretariat; a training seminar for inspectors in Dakar; a centre of occupational medicine was established at the University of Benin; 12 surveys in different countries on selected hazardous occupations and prevention were published; a training course for occupational health nurses was organised in Ouagadougou.

Benin: a training course for inspectors

Cameroon and Senegal: national OSH policies were defined

Senegal, Niger, Cameroon: a workshop on the ratification of Convention 161

Republic of Central Africa: a curriculum, including a module of OSH, for a course for nurses was drafted

Chad: two doctoral theses on OSH were prepared; the meeting Journee Africaine de la Prevention was organised; data sheets on OSH were produced.

2 Impact assessment

The activities have consolidated the institutions, cadres and legislative base enhancing the effectiveness of the local experts. The surveys increased knowledge on local situations and the national capacity to produce OSH material. The tripartite interaction on sub-regional and national level have improved. A training programme has been formulated and training of trainers undertaken. National OSH policies have been defined.

The two major objectives to re-enforce the national OSH structures and training of human resources have progressively been accomplished.

3 Problems/Constraints

At the national level, due to the socio-politic context (conflicts relating to elections) it has been necessary to annul some activities. At the sub-regional level, changing of dates and places of planned meetings and the subsequent short time for technical preparation.

4 Follow-up actions and lessons learned

The production of publications will continue. Workshops concentrating on selected hazardous occupations and OSH AV-material will organised on selected countries. The 3rd Forum on OSH will be organised in Benin.
5 The programme in perspective

The Project was initiated in 1994 for five countries in French-speaking Africa. By the year 1997 all the activities of the project were completed, objectives achieved and outputs produced. After consultations with the ILO Regional Office for Africa, the decision to convert the five countries project into a sub-regional Programme was made. It will concentrate on sub-regional and national seminars, creation of national OSH structures and production of OSH training materials.

As with the other inter-regional programmes, this is expected to produce initiatives for activities under the specialised programme on hazardous occupations.
LES/94/M01/DAN - Strengthening of the Factories Inspectorate (Occupational Safety and Health Unit) of the Ministry of Employment Social Welfare and Pensions (Lesotho)

1 Work done

Four sets of safety regulations were drafted and passed by NACOSH and Convention 167 was ratified. Procurement library material has made our information centre more serviceable to inspectors, safety and health officers, managers, students and the general public.

The capacity of the inspectorate to perform its duties was enhanced by seven fellowships, where technical cooperation with among others South Africa and Kenya was utilised to train inspectors. Substantial in-service training was done by organising training 31 courses for the inspectors. Several workshops and training sessions were arranged with the industry. The project assisted in forming 16 new safety committees and conducted training in 30 workplaces.

The Ministry of Health and Social Welfare has established Occupational Health Unit staffed with an Occupational Physician, Industrial Nurse and Hygienist. The two Units conducted joint monitoring and surveillance assessment for industrial workers. A close collaboration has been established between the two Units. The Inspectors carried out two main researches, one in the woodworking industry in Lesotho (an article regarding the result of this research was published in the African Newsletter volume 7 number 2), another about exposure to fabric dust in the garment industry in Lesotho (an article has already been sent to the African Newsletter for publication).

Procurement and production of library material made OSH information centre more functional and serviceable to inspectors, safety and labour officers, managers, students and the general public.

Due to the unrest the project witnessed less success, compared to previous years, on some areas such as inspections, investigations, training and law enforcement in matters relating to safety and health at work. A number of drawbacks can be sited to that effect, but not withstanding that achievements have been made in other areas including capacity building, standards formulation, and regional cooperation. The decreased economic activity in the end of the year led to the decrease of the number inspections.
2 Impact Assessment

The project fulfilled all obligations under work plan 1998, excluding some training which could not be achieved due to political unrest. However, more effort has been directed towards in-service training.

During 1998 the project performed several tasks to secure the sustainability of activities of the Unit. First of all, the Project directed its highlight on the capacity building of the staff by means of intensive in-service training and providing fellowships mainly in South Africa. This enabled them to preserve a professional connection with South African institutions including Factories Inspectorate. As a result thereafter they conducted several joint activities in Lesotho. At the moment, inspectors are able to monitor workplaces and giving advise to employers without counting on the assistance of international experts.

The Inspectorate is equipped with field testing equipment which is regularly used.

Formulation and advising the government on promulgation of legislation intended to safeguard health at work has been one of the main objectives of the Project. Prior to 1996 there were no safety and health regulations to assist the articulate implementation of the provision of Part VII of the Labour Code 1992.

The areas where improvements are warranted are collection and analysis of industrial accidents and diseases, and law enforcement among others. Surveillance and analysis of existing information to show the extent and burden of cost caused by occupational risks are essential. This could be made possible through the strengthening of industrial accident and disease data collection and analysis. Presently, surely the Unit does not have a complete information about accidents and diseases, and cannot focus its preventive programmes favourably and fails to mobilise the political commitment in matters relating to occupational safety and health. However, the Unit from technical point of view is fully equipped to deal with the problem.

3 Problems/Constraints

Between June and September there was political unrest in the country and during the same time most inspectors undertook fellowships regionally and abroad. In fact, most activities were affected by the political turmoil with its peak in August and September. Subsequently, the project redirected its activities, hence between October and December the focus was on in-service training and consultations on safety on damaged business premises and rebuilding of the city.

During the political unrest, half of the building of the Department of Labour was burned by action of arson and consequently all equipment in that part of the building was entirely destroyed. The unrest was a major obstacle on all economical and social activities in the country. Due to this impediment the Project work plan was modified to meet the new situation.
The current number of inspectors (five inspectors and one assistant inspector) is not sufficient for the activities anticipated by the Project. There is a conspicuous shortage of trained Occupational Health Physicians to benefit the industry while most of the employers cannot afford the creation of a safety and health unit within their respective organisations.

Also due to logistical problems, especially transport, decentralisation of the Inspectorate would be desirable. There are some programmes that the Inspectorate cannot satisfactorily attend to due to the shortage of staff.

The Inspectorate is fairly professional and very active, but due to the shortage of staff, it is not able to cover all sectors. Presently, the Unit does not have a complete information about industrial accidents and diseases. This is as a result of inept reporting of accidents and under diagnosis of industrial diseases. The situation may lead to an unfavourable focus of preventive programmes and create a deceptive impression about performance of OSH in the country.

Although the Project has taken several positive steps to secure an occupational health system in the country, presently, there is no active coordination and collaboration between the medical practitioners throughout the country, and the Occupational Health Unit and the Inspectorate Unit resulting in inaccessibility of vital information on industrial accidents and diseases. A network of medical practitioners throughout the country to diagnose industrial diseases and the assessment of injuries and disabilities is essential. This will allow the prompt collection of data on industrial accidents and diseases.

4 Follow-up actions and lessons learned

It is recommended that all essential data be saved on multiple disks and stored in different places. That will guarantee the protection of crucial information and will enable the Unit to fulfil its duties steadily. Although the Inspectorate can be regarded as a model for a small developing country for its advancement in a short time, further assistance of ILO is needed to support the formation of the new Inspectorate structure.

It is envisaged that during the first half of 1999 a total of nine sets of regulation would have been enacted. This supports Inspectorate to enforce the legal obligations under the main act.

The Project assisted social partners in Lesotho to cooperate through NACOSH for promotion of Occupational Safety and Health. The spirit of cooperation among social partners in most industries can be regarded as a sign of sustainability of the project objectives.

Following contribution of the Project in familiarising the Legal Officers of the Ministry of Labour and the Department of Labour with the matters concerning Occupational Safety and Health through training and fellowship, several cases were taken to the Court. It seems that due to insufficient awareness of magistrates about the gravity of the issues concerned, it would be
beneficial to launch a workshop in order to sensitize them. The Project has already discussed the matter with the President of Labour Court and has planned to organise such a workshop in May 1999.

5 The project in perspective

It is the objective of the government to upgrade the Inspectorate to the level of Directorate and to increase the number of inspectors trained in various fields on occupational safety and health.

Ratification of the ILO Conventions is on the agenda and the Department of Labour has disclosed its determination to gradually work towards ratification of Occupational Safety and Health and Social Security Conventions, including Convention No 155, 167, 170 and 174, and the implementation of their provisions. Lesotho has already ratified Convention 167- Safety and Health in Construction of 1988. The drafted Construction Safety Regulations are in line with the provision of this Convention.

The relevance of the Project activities is conspicuous from the attitude of all social partners expressed in many incidents. The trade unions have declared their full support in many occasions that the Project is providing means for the workers protection in Lesotho and that this is highly appreciated at the moment where many employers restructuring on the aftermath of the unrest.

The Government has provided an outstanding support. Although the government has the intention to shrink the Civil Service as a result of economic hardship, but in case of the Inspectorate they decided contrary. The Ministry of Labour and the Ministry of Civil Servants both agreed to upgrade the Inspectorate by recruiting 8 inspectors.

The country project will be terminated in 1999 and the country will be covered by the sub-regional SADC programme.