Progress report 1 January -31 December 1999

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 1999

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

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

In 1999 the ILO approved the InFocus programme SafeWork. The programme has four major goals:

- preventive policies and programmes are developed to protect workers in hazardous occupations and sectors;
- effective protection is extended to vulnerable groups of workers falling outside the scope of traditional protective measures;
- governments and employers' and workers' organisations are better equipped to address problems of workers' well-being, occupational health care and the quality of working life;
- the social and economic impact of improving workers' protection is documented and recognised by policy- and decision-makers.

InFocus SafeWork aims to create world-wide awareness of the dimensions and consequences of work-related accidents, injuries and diseases; to place the health and safety of all workers on the international agenda; and to stimulate and support practical action at all levels. SafeWork will focus on hazardous work and give primary attention to workers in especially hazardous occupations in sectors where the risks to life and safety are manifestly high. There will be strong links within the social protection sector and links with other sectors, InFocus programmes and the field.

A key component of SafeWork is its global technical co-operation programme. The programme will support national action through a global programme of technical assistance Partnerships with donors will be strengthened to mobilise additional external resources.

In line with this, ILO Regular budget funds are 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 translation of current ILO OSH material into several languages, such as French, Spanish, Russian, Chinese,
etc., has been finished or is in process thus enabling full utilisation in technical co-operation programmes. In Russia the ILO translated the Encyclopaedia, which was utilised by the DANIDA projects in building up a network of OSH information centres.

The ILO worldwide technical co-operation activities cover all the objectives of the biennium programme. 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.

The implementation level and ratification of ILO OSH Conventions are effective means of checking, which steps a country has taken on the road towards good working conditions. The integrated approach emphasises the holistic encompassing of working environment and outer environment as exemplified in the Encyclopaedia and the IPCS chemical safety cards. The significant interaction between good environment and productivity and management processes, extremely important to sensitise and motivate employers, is utilised in ILO’s WISE methodology.

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 (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. The final selection process is prioritising and concentrating the professional efforts in synchronisation with ILO’s InFocus Programme SafeWork 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, UNDCP and WHO/IPCS are natural partners in the field 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.

InFocus SafeWork is aiming to further improve the world-wide effectiveness and quality of its technical co-operation. The variety of activities under the umbrella of SafeWork allows for 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.

An up-dated strategy approach for initialisation and selection of activities, cross-interaction between activities and measuring methods of impact is being discussed within SafeWork.
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 InFocus programme SafeWork. DANIDA is a major contributor to related technical co-operation activities. Other contributors, in addition to ILO RBTC funds are UNDP, UNDCP, Germany, Sweden and Finland, which have funded projects related to OSH training and publications.

The ILO/DANIDA multi-bilateral programme Policy Document on OSH technical co-operation activities is being prepared and concentrate on the following three areas, which are consistent with the objectives of the SafeWork: 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, two sub-regional technical co-operation programmes and one country project, were distributed as presented below. These activities are 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. In 1999 new countries in Africa and Eastern Europe have participated in awareness raising and development of national policies. The importance of public awareness raising has been emphasised in Asian countries, where national safety weeks and OSH media coverage has been organised.

DANIDA input: Support to Design and Implementation of Tri-partite National Occupational Safety and Health Policies and Measures (INT/95/M10/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. They can 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, and especially the progressive awareness raising and improved procedure undertaken by inter-ministerial task forces, has brought into effect improved legislation and industry or enterprise level codes of practice and guidelines, thus improving working conditions in enterprises (China, Vietnam,
SADC). The new ILO Encyclopaedia on Occupational Safety and Health, translated into several languages, is furthermore utilised in technical co-operation programmes to enhance the practical understanding of the modern OSH means and practices. This is of special interest in the Eastern European countries in economic transition. 

_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 (gold and coal mining, agriculture, construction) and silicosis were targeted in two programmes. Construction, fishing and chemical safety are examples of sectors addressed in the human resource and capacity building projects. Often vulnerable groups of workers are 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. ILO material translated and adapted into the local situation has served the same purpose. 

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

Geographically, 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** has been maintained in focus, and openings have been made towards Eastern Europe. There is a need for increased initiatives from South America and Central Asia, and a larger spread of countries participating in SafeWork. However, the successful execution of projects, based on local experts, requires committed national counterparts and involvement of ILO MDT experts to provide support. Another option, used in countries with an OSH system on a basic level, is to have an international expert co-ordinating and facilitating activities.

Evaluation of the activities has been done as self evaluation at the end of the year following the DANIDA reporting practice. 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, 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 and selection of activities to ensure efficiency and relevance

The comparison of the InFocus SafeWork 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) 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 world-wide approach further adds to flexibility. In year 2000 only inter-regional or sub-regional programmes are foreseen. The Lesotho project will be terminated in year 2000 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\-APP using regional offices and MDT-teams. The interaction between a country and the ILO MDT provides a mixture of client commitment and internationally prioritised projects, thus aimed at ensuring effectiveness and relevance. The first prioritising process of the initiatives takes place in the MDT, followed by the selection process in SafeWork of initiatives received from all regions of the world. This selection process takes into account also international priorities and previous activities as well as the geographic coverage.

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 (bottle-neck solving). The organisation of national safety weeks in Vietnam and Sri Lanka and the multiplier effect of training of trainer-activities in China 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\-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, Dominican Republic) or where laws need updating (China, Vietnam, Russia). 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 include an initial element of awareness raising, and most of them go further towards capacity building with sustainable effects. The activities include 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 (chemical safety), Russia (information network) and all activities under the hazardous occupations and silicosis programmes.

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

ILO’s network of MDTs and the continuous publication of new OSH material is a resource efficiently utilised in DANIDA technical co-operation projects. 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 training-training package-multiplied training-sequences based on a successful mixture of international experience and local expertise.

Many of the activities selected for DANIDA financing were built on previous ILO tri-partite evaluation missions or surveys and other activities, some of them in collaboration with other DANIDA bilaterally funded or local projects. 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 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. High level technical advisors (some of them Danish) have been employed in Asia and Africa. ILO regular staff have continuously provided international expertise in the activities. The main emphasis has been on using local experts, when available, as an essential part of sustainability. In Vietnam, China, Latin America and Russia 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

The merging of national initiatives (demand-driven) with the international priorities in the selection of technical co-operation projects creates a viable network of activities, which support each other and serves to attract world-wide attention to OSH questions. 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, where national experts are producing much added value to the project activities.

Equally important is the continuity of local activities and their linkage to international programmes. Separate activities in various countries, combined under a programme umbrella, becomes a consorted world-wide effort to eradicate poor working conditions. This attracts international attention and support the individual projects.

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 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 Jordan, Palestine and Syria have been initialised in late 1998, and are expected to continue in year 2000. 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, benefited their target groups. Most of the activities have led to locally resourced follow-up, but a few stand alone activities (India) without crystallised follow-up and sustainability need to be paid more attention to.

The technical co-operation 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 world-wide access and dissemination of the continuously growing assortment acts as a source of inspiration and example and further serve technical co-operation between developing countries. ILO has compiled a list of material, produced within the framework of technical co-operation assistance, and including a brief summary and source information.

Present information technology enables full text databases and gives better means for a wider on-line dissemination. The projects in Russia have fully utilised these possibilities providing Internet access to Russian legislation, ILO OSH Encyclopaedia, IPCS chemical safety cards
and datasheets on hazardous occupations (address: http://oshnet.me.tut.fi:1887/cotspb_cis/). This homepage serve the whole Russian-speaking world.

The inter-regional programmes have functioned successfully as framework for a variety of activities with a large geographical spread, but linked in substance with each other through the ILO network. The vast majority of the activities are well rooted in the local community, mostly executed by local experts, thus catering for sustainability, and taking into account both 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. Close interlinkage with national programmes is an important feature of technical co-operation.
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The Danida/ILO Technical Cooperation Programme on

OCCUPATIONAL SAFETY AND HEALTH

Part 2: Project Reports

1. Programme on Support to Design and Implementation of Tripartite National Occupational Safety and Health Policies and Measures (INT/95/M10/DAN);
2. Programme on Human Resources Development and Capacity Building in the Field of Occupational Safety and Health (INT/95/M11/DAN);
3. Programme of Managing Safety in Particularly Hazardous Occupations (INT/97/M03/DAN);
4. Programme for the Elimination of Silicosis (INT/97/M04/DAN);
5. Regional Occupational Safety and Health Programme for SADC Countries (RAF/97/M01/DAN);
6. Development of Occupational Safety and Health Policy and Human Resources in French speaking Countries of Africa (RAF/94/M04/DAN);
7. Strengthening of the Factories Inspectorate - Occupational Safety and Health Unit of the Ministry of Labour and Employment (LES/94/M01/DAN) - Lesotho; Progress report 1 January – 31 December 1999

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

**Geographical Coverage:** In 1999: Belarus, Caribbean, China, El Salvador, Jordan, Nigeria, Palestine, Russia, Sri Lanka, Vietnam.

**Budget:**

a) US$ 1,021,402  
b) US$ 1,158,937

**Starting Date:** 01.01.1996

**Evaluations:** Three activities in Vietnam and one in China were evaluated in September 1999. The ongoing activity in Russia will be evaluated in September 2000.
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

1 Work done

In 1999 these two programmes covered technical co-operation activities in 11 respectively 7 countries in five different regions. The spectre of the programme ranged from assistance for elaboration of OSH policies and legislation (Jordan, Palestine, Nigeria, El Salvador, Caribbean), support of seminars initiated by local organisations (SADC, India), advisory services (Belarus), capacity building (Vietnam, China), training activities (Vietnam, China) and information services (Russia).

Main activities:

**Vietnam/construction and fisheries:** The 1st phase 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. The 2nd phase concentrated on training (22 courses, 1000 participants)

**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 on 2000.

**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 government has decided that a national safety week will become an annual event and preparations for year 2000 have started.

**Sri Lanka/OSH awareness:** Dept of Labour compiled 25 success stories in OSH and organised a National Safety Week and three seminars with the industry.

**India/Chemical and pharmaceutical industry:** The industry organised a national seminar, produced two module training programmes and organised the first pilot training course for employers

**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 4 Codes of Practice. A network of 45 OSH information centres in Russia and centres in Belarus, Ukraine and Uzbekistan has been established. Homepage upgrading activities continue.

**Russia/ OSH information centre pilot seminar:** Utilising the above project, a pilot course is prepared for information centres in Belarus, Ukraine, Kazakhstan and Uzbekistan.
Belarus/Seminar on OSH: An international seminar on OSH in SMEs and self-employment was organised and the national CIS centre was strengthened.

Jordan/OSH development: A seminar on chemical safety has been organised (joint funding with UNDP).

Palestine/Development of OSH structures: Three seminars are prepared for workers (Nablus), employers (Hebron) and OSH administration (Ramallah) to build capacity in OSH and strengthen the social dialogue.

China/chemical safety: Min of Labour 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. The project has changed Chinese regulations and structures, and had an impact on enterprise level. The new Chinese standards were verified in an international body.

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 takes place in 2000.

Caribbean/Promotion of OSH and Environment: Three seminars in Grenada, Jamaica and Grenadines have been organised. A Manual on OSH and environment in the Caribbean is developed to be published in 2000.

Nigeria/Tripartite seminar: A Tripartite Seminar on National OSH Policy was organised in Abuja.

2 Impact assessment

The cluster of activities in Vietnam spans over both the OSH policy and the capacity building programme. The objectives of the Vietnamese projects were clear, realistic and achieved in time. The OSH-awareness campaign has made a fundamental change leading to immediate improvement and attempts to change attitudes. The training strategy was implemented and evaluated to be satisfactory. The sustainability is 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 availability of a training package combined with mandatory OSH training is assessed to have an impact in the years to come. The agriculture will be targeted in year 2000.

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 taking place in mid 1999 and increased OSH promotion, especially in the concerned industries but also generally, culminating in a national Safety Week, May 1999, which was opened by the Vice-Prime Minister with media coverage and activities carried out in the television and all provinces. The relevance and sustainability is shown by the Government decision to make the Safety week a yearly event.

The relevance and importance of safety awareness raising in the community can be noticed in many countries. Sri Lanka declared the second week of October every a national safety week. To make a better impact on awareness raising, they documented 25 OSH success stories, leaflets, a newspaper supplement to publicise the event in 1999. During the week regular announcements were made on radio, posters printed, 3 min clips were broadcasted twice a day on television, a panel discussion was telecasted and three national seminars were held. The activities were organised jointly with employers, thus partly taking into account tri-partism, although the trade union participation did not take place. The sustainability is...
ensured by the government earlier decision to hold a safety week, the ILO/DANIDA support improved substantially the reach-out and coverage. The effectiveness and efficiency of awareness raising is presented in the large media coverage during and after the week, as well as in the presence of high ranking government officials in the National Safety Award ceremony.

The Russian speaking world has been behind a language barrier for long. The structures and expertise for an OSH system is existing, but experience and skills in operating in a transition economy is needed. ILO/RBTC has invested huge sums in translating international OSH material into Russian. DANIDA funds have been used to establish a network to disseminate this information to the OSH experts, using Internet, official and personal contacts. The demand is enormous and is reflected in the frequent use of Internet services and requests for translated publications and CD-ROMs. The access to international information has led to self-initiated and -funded translation and adaptation of more material.

The relevance and effectiveness of the Russian projects is displayed in its close interlinkage with the Russian OSH action plan for year 1999-2000, the achievement of the projects objectives (pilot seminar scheduled for year 2000) and the huge demand of the products. The sustainability is ensured by creating a network of Russian language OSH information centres in the region benefiting from sharing information. All produced material is published through the Internet, which is maintained by local organisations. 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 Chinese national system for chemical safety has had an impact on national regulations, procedures and structures. The awareness of chemical problems at enterprise level and implementation of a chemical safety management system has increased. The national chemical centre is operational providing guidance and training.

Locally initiated seminars on national or sub-regional level in Belarus, India, Nigeria, SADC and El Salvador have promoted tri-partism in OSH and improved the knowledge base for development of OSH policies and measures. The China and Vietnam approach was to start the awareness process by local studies, which were discussed with local target groups and led to locally initiated and well adapted follow-up promotion and activities. In India the Employers organisation plans and executes seminars and training for employers at the enterprise level. Both approaches are 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 (Palestine, Caribbean).

3 Problems and constraints
Low community safety awareness, economic recess and disruptive events have caused diminished interest in OSH issues. The ILO’s presence through the APP policy and small conscientising missions under ILO/RBTC can serve to revive the interest. Thus, the ground is somewhat prepared 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. The same applies to the guiding of projects. These problems have partly been overcome with short term expert assignments.

Some small countries experience a lack of local OSH expertise. Lack of specialised expertise has been overcome by use of short term international experts (China, Russia). 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.

The full implementation of tri-partism is not realised in all countries, whereas participation of trade unions in awareness raising has been overlooked. 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 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 (Francophone Africa, Jordan and Palestine). 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.

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

The training and awareness raising projects in Vietnam are to be followed-up with a similar project in the field of agriculture. The same tested methodology (interministerial task force, training of trainers, training package, publications and utilisation of media) will be used.

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 world-wide 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 field network and DANIDA technical co-operation funds. The backstopping from the ILO 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 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 co-operation material has recently been compiled by the ILO and will be distributed through the ILO field network. The Russian experience in disseminating information is summarised in Part 1.

5 The project in perspective

The ILO InFocus SafeWork 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 co-ordinate 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.
Programmes: INT/95/M10/DAN, INT/M11/DAN

**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.

Progress report 1 January 31 December 1999
### Project No.: INT/97/M03/DAN

### Project title: Inter-regional Programme on Managing Safety in Hazardous Occupations

### Geographical coverage: In 1999: Bolivia, China, Colombia, Ecuador, Peru, Russia, Syria.

### Budget: US$ 457,788

### Starting Date: 01.01.1998

### Evaluations: Two activities in China were evaluated in September 1999

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**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

Six activities were implemented in 1999.

China - Promotion of OSH in Construction

The formula in China leading to sustainable results was used: formulation of an inter-ministerial task force; initialising a survey of OSH in the construction sector; translation of international material; production of a training package and execution of pilot training courses. Additionally, a comparative study of Chinese laws and ILO convention 167 and a study tour was organised. Training activities roll over into year 2000.

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. A study tour was conducted to the Netherlands and UK. The ILO manual Major hazard Control and Code of Practice on Prevention of Major Industrial Accidents have been translated and printed in Chinese. National and international practices were introduced in two workshops. The project has produced 8 recommendations for future national work. Chinese regulations and practices are being changed. The project has ended.

Syria - Safety and Health in Agriculture.

A manual in medical surveillance in agriculture has been produced by a national expert. A seminar on OSH in agriculture has been held by the Arabic Labour Organisation and a study tour undertaken by two persons to an OSH seminar in Tunis.

China - Gas prevention and Rescue training development for small coal mines

A survey was done reflecting the actual situation in selected small mines. The collected material combined with sharing of experience from Singapore and Malaysia was utilised to produce training programmes and principles of gas prevention and rescue training.

Latin America - Safety in Mines

Four studies are being prepared by local specialists, preparations of seminars in the four participating countries Bolivia, Colombia, Ecuador and Peru are in progress, scheduled for year 2000, to be followed by a technical meeting and finalising of a work plan.

Russia - Translation of IPCS chemical safety cards

Co-operation between two OSH centres has produced the computer aided translation of 1200 IPCS chemical safety cards, which have been made available on the Internet for the Russian speaking world.

2 Impact assessment

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. The output of the project is important for major industrial accidents prevention and major hazard installation identification and control for China in the future. The foundation for implementing Convention 174 has been laid through the project.
The effectiveness has been high; the clear objective were achieved, although delayed due to government restructuring in 1998; the major achievement are reported as we have learned a lot of international good practice and experiences on major industrial accident prevention, which play an important role in improvement of major hazardous installation identification, evaluation, monitoring and control and management beneficiaries are workshop participants, Beijing Prevention Centre staff and the 10 participating centres.

The relevance is noted through the identification of over 2500 major hazardous installations in Beijing alone. The other regions have not yet started up work in this field. The experience will benefit policy-making, legislation, studies and training, and in the long run the setting up of a national system on major accident prevention.

The sustainability is reported as having laid a good basis for future work: 1) the principles of ILO Convention 174 has been understood and accepted, 2) several national institutes have by participation built up their capacity, 3) the ILO publications are now available in Chinese, and 4) more provinces and cities have started pilot work on major industrial accident prevention. A set of recommendations for future actions have been elaborated.

The project has been efficient by concrete and good quality outputs of the project justifying the costs. Additional funds had been allocated by the Ministry and some activities were conducted on the basis of cost sharing.

The project on coal mines (China) was started up with the same methodology and have achieved its objectives and has been very relevant as indicated by the hazards, malpractice and problems found in the initial survey. In relation to its budget, which has been supplemented by support of local organisations, it has been effective and efficient. However as the objective did not include finalising of a training package and running of pilot courses, the sustainability will be based on national follow-up initiatives.

The objective of the Chinese construction safety project is to improve the framework on construction safety to fully implement ILO Convention 167 and to develop a model training package. The task force has studied the OSH situation, training needs and compared Chinese laws with ILO Convention. The convention and code of Practice has been translated to Chinese. The 2, 5 day training package is being drafted including video presentation, classroom and field training and examination. The project is proceeding well. The relevance is shown in the interest and involvement of the participant and the government has speeded up its work for ratification of the ILO Convention. The project is effectively pursuing its objectives and the outputs achieved so far indicates its efficiency. The sustainability can be better assessed at the end of the project, after the national seminar and pilot training courses. The impact so far (including informal consultation between authorities, experts and the social partners) indicates improved and sustained effects.

The Latin American project on mining follows the same successful concept used in an earlier project on agriculture: studies made by local experts in the four countries, seminars to disseminate results and promote the implementation of Convention 176, followed by a
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The seminars are to take place in year 2000 and all produced material is disseminated through Internet.

The use of modern technology, and joint action with WHO, software producers and Russian experts, has enabled the translation and publication of 1200 chemical safety cards in Russian over Internet. 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.

3 Problems/Constraints

Language barriers form an obstacle world-wide for the utilisation of existing knowledge. Major language areas (Chinese, Russian) can benefit from translation, provided that full text documents are available and known to the respective recipients. The full utilisation of modern electronic communication is hampered by lack of quality telephone lines and communication equipment, although the situation is constantly improving. Printed text is still mandatory in the recipient countries in question.

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 many countries with hazardous occupations would benefit from the utilisation of this international expertise provided that they would be ready to participate in technical co-operation. The local or regional situation may provide obstacles, not only the readiness in the local organisation or the lack of communication between organisation in one country.

Collaboration with other countries can cause unfavourable delays in the timing of project activities, as was the case with the study tour in the Chinese coal project, the results of which could not be incorporated in the training programmes.

Syria experienced problems in starting up the agreed activities, reflecting their situation in the region. However, the activities in 1999 included a seminar and a study tour. The project continues in year 2000.

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 or HQ will provide a 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, coal mine and construction safety.
Russia has after the activity in 1998 translated 1200 IPCS international chemical safety cards into Russian and published them on a Russian homepage. A focal point for electronic publication of OSH information attracts contacts and linkages to other information sites. The building of a network of information centre is necessary to compile existing information and to spread it effectively.

The sensitising of key countries serves to increase their interest to participate in an international activity, which will eventually lead to national follow-up activities.

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 some countries 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 extensive expertise from ILO and WHO international schemes on hazardous occupations and chemical safety are continuously utilised in the DANIDA funded activities. The experience in countries with advanced knowledge in OSH, such as Russia, can be incorporated into the international schemes.

The dissemination of information can be greatly improved by use of modern technology. The Russian OSH information homepage (address: http://oshnet.me.tut.fi:1887/cotspb_cis/) is an example of effective information dissemination. Combined with a network of information centre the reach-out is spanning very large areas.
Annex 1

Programme: INT/97/M03/DAN

**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..
Project No.: INT/97/M04/DAN

Project title: Inter-regional Programme for the Elimination of Silicosis


Budget: US$ 362,511

Starting Date: 1.01.1998

Evaluations: Self-evaluation was implemented in 1999 in Zimbabwe.
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.

**China - Coal workers≡pneumoconiosis:** Validated guidelines for monitoring, a training package including a video, software for a registration database and guidelines for practical prevention methods were produced by local experts. 180 technicians from state owned coal mines have been trained. 300 copies of each publication has been distributed to the main monitoring centre, 6 sub-centres and over 30 test stations. The regulation and monitoring practise has been improved. The project has ended.

**Vietnam - Action programme on elimination of silicosis and pneumoconiosis:** A review of the situation in selected enterprises and areas of activity was done. A National Action Plan of Silicosis Prevention was adopted. Training material and a medical surveillance programme have been developed.

**Zimbabwe - Prevention and elimination of silicosis:** NSSA has organised two workshops to train professionals, disseminate information and promote monitoring of silicosis. 40 occupational physicians has been trained in three courses on detection of silicosis. Review of services of the medical bureau, pneumoconiosis Act, training needs, code of practice on medical examinations and data management are in process. A second Medical Bureau in Bulawayo for pneumoconiosis monitoring is expected to be established in 2000 (equipment and site available). The local mobile clinic surveillance programme is running concurrently with the monitoring programme.

**China - Action plan for Prevention and Control of Pneumoconiosis** An interminsterial task force has discussed a situation report and a draft action plan. A draft law on prevention and treatment of occupational diseases has been discussed in the task force and in a tripartite seminar. All documents will be finalised in 2000 and discussed in a tripartite seminar mid 2000. The law is expected to be submitted to the Congress in 2000.

2  Impact assessment

The self-evaluation of the Chinese coal mine project consider the effectiveness to be high, because

- the objectives have been identified clearly and achieved in time,
- a network of monitoring and analysis has been formed,
- trainers have been trained to organise multiplier training,
- the products of the project (publications, video and software) has been taken into use and are in great demand,
- over 30 coal mine bureaux have adopted dust monitoring procedure developed.

The activity has been relevant, while improving the Chinese previous dust monitoring system, speeding up the change to whole-shift dust monitoring. The above listed achievement has laid the basis for scientific, effective dust monitoring and management in China≡coal mines.
The results are sustainable, reducing coal mine dust hazards after the end of the project. The training will continue with national resources. The Chinese government has published a National Standard adopting the improved monitoring and management methods and a law and strategy of dust control is being drafted, leading to improved measures for dust control. The beneficiaries are 7 million miners. The efficiency of the project is high, whereas the results justify the costs.

Vietnam is midway in the process of establishing a national programme using a similar methodology 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 effectiveness and relevance can be seen from the high level of activity generated in the country across ministerial and enterprise level. Other successful projects in Vietnam have taken place with similar work methods, the sustainability and efficiency of this can be assessed next year.

The same can be said about effectiveness and relevance in the new Action plan project in China, when reviewing the activity of the interministerial task force and the involvement of the variety of ministerial, industrial and social partners. The impact will be seen in 2000.

Zimbabwe's national programme of monitoring silicosis, and mainly the screening of the mandatory X-rays has experienced a bottleneck due to lack of staff and trained physicians. The project is very effective and relevant in assisting in improving early detection, enhance the monitoring system and build up the credibility of the national mandatory screening system. The establishment of a second medical bureau improves reach-out to mining areas in the south. The professional review of legislation and monitoring is aimed at making the system more efficient. The training of a network of occupational staff is aimed at sustainable results, which however can be assessed at the end of the project next year.

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 slow the progress of the activity, but seem to be necessary in the long run to ensure the continuous commitment of the involved parties. The countries with planned economies are relying on government directives and guidelines to implement fully the agreed national programmes. This may as well slow down the progress in the beginning, but increases the sustainability of the project.

In countries with few occupational health professionals (Zimbabwe), the mandatory monitoring system can be ineffective due to lack of screening staff. The collaboration
between government, industry, local authorities and private sector, combined with training, can provide solutions to this.

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. Training of key personnel (both in government and private sector) and elaboration of practical guides for preventive measures has been the next step. 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 has been replicated in Vietnam and may be used also in other countries and fields of activities.

The Chinese self-evaluation report indicate, that the importance of training was realised. ILO and DANIDA aid was very helpful, not only by providing additional finance, but also by creating big attention of the concerned departments and managers to speed up the project smooth implementation and completion and to get more achievements.

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.

This Programme on Elimination of Silicosis has shaped a policy perspective for a wide international collaboration governed by a practically oriented partnership between industrialised and industrialising countries. Within the framework of this collaboration, effective efforts can be made to promote the exchange of technical information and expertise in order to eliminate silicosis.

The world-wide promotion of this programme has encouraged several countries to take action to eliminate silicosis with their own resources. The DANIDA funding has been targeted towards some of these countries.
Programme:  INT/97/M04/DAN

Development objective: To establish a wide international cooperation 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.
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$ 451,168

Starting Date: 01.01.1998

Evaluations: Self-evaluation in 1999 in Zambia. General evaluation of technical cooperation activities financed by DANIDA by the recipient countries could be understood from the report of the ILO OSH Conference for SADC countries (6-8 July 1999, Windhoek).
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 two activities in year 1999.

The ILO/SADC Southern African Tripartite Conference on OSH gathered over 40 participants from 12 countries for a three day meeting providing a forum for analysis of OSH and a base for the formulation of national OSH policies for these countries.

Zambia/Training of new inspectors: A two week training course for new factory inspectors was organised with four local experts and one international expert.

2  Impact assessment

The OSH inspectorates in several countries in Southern Africa are not performing very well, due to rapid turn-over of staff, low resources, 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.

The SADC Conference served two purposes:
* to provide a sub-regional forum for the identification of priority needs in OSH.
* to strengthen technical co-operation with a view to decreasing the occipital accidents and diseases in the sub-region.

Some countries reported ratification of new Conventions (Zambia, Zimbabwe), many countries are reviewing their legislation and several countries had organised training activities on their own utilising previous ILO support.

The country participants were stressing the need for collaboration between the countries, to be channelled through SADC, specifically to develop strategies to ILO Conventions into legislation, to incorporate SMEs and informal sector into OSH programmes and to develop OSH codes of practice for the sub-region.

The salary level of inspectors in Southern Africa enables countries only to recruit junior officials without much experience. Therefore are basic courses for new inspectors of crucial importance for these to be able to perform and to build up a career. These are also one of the new attractions of a civil servant career compared to the private sector. The two week training course in Zambia is a means to support the government to keep and train OSH officers in the administration. The course was run by four national and one international expert, thus reflecting the increased
capacity in the region. A set of recommendations was produced by the participants relating to the need for updated legislation, increased social dialogue and improved information dissemination.

The relevance and sustainability of earlier projects in the region (ILO/DANIDA, FINNIDA and NORAD) can be seen in the country reports. Nationally funded campaigns, information and training activities as well as reviewing and drafting of legislation are taking place at a normal (not too fast) pace. The effectiveness and efficiency of both ILO activities and national OSH activities seem to depend on finding ways and means of addressing each country groups (beginning phase, low motivation phase and operational phase) needs to establish and develop practical methods to affect conditions of work at work place level.

The long term presence of ILO, international experts, activities and projects in the region is keeping up a constant interest in OSH.

3 Problems/Constraints

The activities of ILO/DANIDA has in 1999 been concentrated on specific countries (see LES/94/M01/DAN) in the SADC region. The low level of motivation and of practical commitment from government towards OSH in general in some countries stands in contrast to the recruitment of several new inspectors in Zambia, where a two week training course for 15 new inspectors was held.

The collaboration through a sub-regional structure can work two ways; it can develop and improve the situation in the sub-region as a whole while supporting the countries in a beginning phase or it can only provide an additional level for producing strategy papers. Some of the countries could probably benefit from realistically assessing available resources and concentrate more on a few issue of high priority to provide lasting impact on working conditions, rather than trying to span all areas of OSH. The general problems of the African continent obviously are reflected in the level of functioning of the OSH systems, and efforts should be made to assist the inspectorates to achieve basic and small-scale practical improvement with the existing scarce resources.

4 Follow-up actions and lessons learned

The conference on OSH requested both the ILO for technical assistance and the SADC-ELS to draft sub-regional guidelines and to set up sub-regional systems. The priorities are still 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. 14 recommendations were adopted by the Conference, the majority of which are directed towards increased collaboration between the countries in the region.
Special attention was to be paid, to effective management of OSH, to improvement of working conditions of vulnerable groups and to the elimination of child labour as well as HIV/AIDS.

The SADC report stresses the point that the promotion of better working conditions and the environment should have a positive impact on productivity in the region and work as a basis for sound socio-economic transformation in SADC member states. Should the Resolutions be adapted and readily implemented, this would indeed contribute to the formulation and implementation of effective policies that would benefit both employers and workers as well as contribute to the growth of the economies in the region.

5 The programme in perspective

The sub-regional has benefited from extensive ILO technical co-operation activities in the nineties. Country-targeted activities has taken place in the LSB-countries, Namibia, Zimbabwe and South Africa. In Lesotho there has been a national project which was executed by the ILO and funded by DANIDA, which was planned to terminate in 1999, but based on a request from the Government it was extended to April 2000.

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.

The plans for year 2000 include an substantial increase in activities in the sub-region. The programme will be working closely with DANIDA bi-lateral projects and activities.

Annex 1

Programme: RAF/97/M01/DAN

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

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.
Progress report 1 January 31 December 1999

Project No.: RAF/94/M04/DAN

Project title: Développement d'une Politique de Sécurité et Santé au Travail B Institutions et Ressources Humaines
Development of Occupational Safety and Health Policy and Human Resources in French speaking Countries of Africa

Geographical Coverage: French speaking countries of Africa
In 1999 Benin, Burkina Faso, Cameroon, Chad, Niger, Senegal.

Budget: US$ 1,359,694

Starting Date: 1.01.1995

1 Work done

The project was in 1999 consolidating the activities started in 1997-98 on a sub-regional level and deepening the activities in the different countries. Activities were in 1999 carried out on sub-regional and on national level as follows:

Sub-regional: the promotion of Conventions 155 and 161; approval of a training strategy in OSH; specialised training course for OSH inspectors; drafting of an action plan for Trade unions validated in a seminar for Cameroon, Gabon, Central Republic of Africa and Chad; elaboration of an OSH module for medical students; finalisation of 11 monographs started in 1998,

Benin: seminar on a national policy on techniques and ethics of OSH surveillance, adoption of a strategy to utilise the WISE methodology

Burkina Faso: seminar on a national policy on techniques and ethics of OSH surveillance, a seminar for OSH nurses, a seminar for Workmen’s Compensation to adopt a prevention strategy, creation of associations for enterprise doctors and OSH nurses, a seminar for the employers organisation to consolidate a national OSH system

Cameroon: introduction of an OSH module for OSH nurses, promotion of Conventions 155 and 161, adoption of a joint WHO-ILO programme on OSH

Gabon: introduction of an OSH module for OSH nurses, preparations of two seminars for year 2000

Niger: seminar on a national policy on techniques and ethics of OSH surveillance, adoption of a national code of ethics, a national Forum on OSH with participants from Burkina Faso

Chad: seminars for OSH trainers, on Conventions 161 and 171 and on the Code of ethics

Senegal: the promotion of Conventions 155 and 161, seminars on validation of a national policy, specialised training for inspectors, training strategy for training of workers including Cameroon, Gabon, Republic of Central Africa and Chad

2 Impact assessment

The project approach aims at setting up structures or organisations of OSH expertise (inspectors, physicians and nurses), organise OSH training modules in colleges and universities and establishing OSH policies for the sub-region. The activities have consolidated the institutions, cadres and legislative base enhancing the effectiveness of the local experts. The tripartite interaction on sub-regional and national level have improved. Training programmes has been formulated and training of trainers undertaken. National OSH policies have been defined.

The project has effectively implemented the two major objectives to re-enforce the national OSH structures and training of human resources. A new structure of OSH training and education is being created in the sub-region, national policies has been adopted in Senegal and Niger in 1999, directives for inspection have been drafted and the ILO Conventions are promoted.
The relevance and sustainability of the project is shown in the fact that the various countries are interested and willing to improve their OSH system. A number of countries work actively towards these objectives by progressively adopting national policies, codes of ethics (Niger) and technical directives, strategies for workers' training and pilot courses for employers, participating in and running training of trainers courses.

The efficiency of the project, bearing in mind the starting level, is shown in the strengthening of the capacity of the inspectorate and individual inspectors, the increased dialogue between the social partners in questions related to OSH, the establishment of training cadres and institutions for basic and specialised training and in the progressive adoption of national policies.

3 Problems/Constraints

The OSH system in these countries need a 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.

At the national level, due to the socio-politic context (conflicts relating to elections) it has been necessary to cancel some activities in some countries in Central Africa or to execute them on a very superficial level. The activities in Gabon and Guinee Equatoriale has be started up again. At the sub-regional level, changing of dates and places of planned meetings, due to internal reasons, and the subsequent short time for technical preparation.

4 Follow-up actions and lessons learned

The production of publications was mainly finished in 1999, one monograph remains for year 2000. The 3rd Forum on OSH will be organised in Cotonou and the 3rd seminar on risk prevention and OSH training material in Ouagadougou in 2000.

It is necessary to establish a work plan for each country, which have to be flexible taking into account possible local disturbances. The planning of sub-regional activities should be started in good time, with a certain amount of flexibility involved due to internal situation in the countries.

Workshops concentrating on selected hazardous occupations and OSH AV-material will be organised on selected countries.

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. However, the level of the OSH system in the participating countries can be improved by project activities. The sub-regional approach allows for flexible re-allocation of activities to other countries, if certain countries cannot participate.
Programme: RAF/94/M04/DAN

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.
Project No.: LES/94/M01/DAN

Project title: Strengthening of the Factories Inspectorate (Occupational Safety and Health Unit) of the Ministry of Employment Social Welfare and Pensions

Geographical Coverage: Kingdom of Lesotho

Budget: US$ 1,441,887

Starting Date: 01.09.1994

Evaluation: The final tripartite evaluation took place in July 1999.
The Project LES/94/M01/DAN funded by DANIDA started in September 1994. The objective of the Project was to strengthen the capacity of the Inspectorate Unit of the Ministry of Labour and Employment, improve the working conditions and environment, promote the safety, health and the welfare of workers, prevent the occurrence and/or minimise the effect of occupational accidents and work related illnesses and consequently elevate productivity and industrial harmony which lead to the national development.

1 Work done during the lifespan of the project

The following were the main achievement of the project:

* A general survey for assessment of main occupational hazards and proposal of the necessary needs including the identification of bottlenecks, national safety management system, capacity building in small and medium size industries, methods of comprehensive reporting and data storing system, the compliance with the law and its links to productivity, improvement of inspection methods, specified industries including chemicals, constructions and textile and interministerial co-operation.
* Preparation of inspection checklists including general inspections, chemicals, machinery, boilers and pressure vessels and electrical safety.
* Creation of a Tripartite Committee on OSH (NACOSH) and assisting it in further development of collaboration and co-ordination with the neighbouring countries in the field of OSH.
* Undertaking and organising training for staff of the Department of labour and workers and employers organisations in Lesotho: (21 workshops and seminars for members of tripartite committees, training of instructors jointly with Ministry of Education, training of over 2150 members of safety committees in industries, conducting workshops for Magistrates, Lawyers and Insurance Employees).
* Establishment of Information and Documentation Centre including 420 books and 12 regular periodicals, 26 Video Films on the subject (10 in Sesotho), 25 sets of posters in Sesotho and Calendars, 12 electronic data bases, 2 manuals in Sesotho, 23 safety pamphlets and journals.
* Software for compilation of accident statistics, factories registration and occupational diseases.
* Proving fellowships, in all 18 fellows (more than 41 man-month) abroad.
* Providing monitoring and audio visual equipment and training the users.
* Assisting National Advisory Council on OSH (NACOSH) and advising it for advancing policies on matters related to OSH and Welfare (since 1995, 18 meetings have been organised).
* Preparation of draft regulations on OSH (3 regulations were gazetted and 5 regulations adopted by NACOSH).
* Conducting workshops on HIV/AIDS and employment and meetings for Gender Equalities and Safety Committees for employers and workers.
* Based on NACOSH recommendations on the ratification of ILO conventions 155, 161, 167 and 170, in which Lesotho ratified Conventions 167 in January 1998 (the first country in SAC).
* 38 in-service courses were conducted for inspectors and project staff.

The results of the whole reporting period are extensive and practically oriented. Specifically important is the component of supporting tri-partism at several levels.
2 Impact Assessment

The effectiveness of the project is indicated by the fact that it fulfilled and exceeded all objectives the work plan. 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. At the moment, inspectors are able to monitor workplaces and giving advise to employers without counting on the assistance of international experts.

Formulation and advising the government on promulgation of legislation 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. Three new regulations have been promulgated and 5 are in the pipeline. This reflects the need for long-term commitment.

The project has invested much human resources in building up and developing the dialogue between the social partners. In a country with very little tradition on social partnership, the opening of a direct channel between trade unions and employers is of great importance.

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, the Unit does not have a complete information about accidents and diseases, and cannot focus its preventive programmes favourably. However, the Unit from technical point of view is fully equipped to deal with the problem.

The project has been relevant, both in relation to the initial needs, as well as by adapting to the changing situation in the country, including periods of unrest. The project started about at the time when industrial activities were picking up including chemical and textile industries and giant construction works of Lesotho Highland Water Project were at its peak. Prior to the inception of the project, specialised OSH inspection were not being carried out, consequently working environment was attributable to a high number of injuries and health conditions. If the Project had not been functioning, it is very doubtful that the hazards of these industries could have been dealt with.

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.

OSH programme has been cited on the Sixth National Development Plan for Lesotho for its contribution towards poverty alleviation and employment creation.

The project has greatly contributed to a sustained interest in OSH in the country. The project has created a brand new spirit of co-operation among the social partners manifested in the tri-partite NACOSH meetings which definitely will contribute to the sustainability of the project objectives. Today, the employers and workers organisation can perform common endeavours towards realisation of a better workplace, which was impossible only a few years ago.

The relevant training that has been received by inspectors, labour officers, workers representatives, Safety and Health Committee members, Managers and members of the legal fraternity among others,
gives assurance that safety and health will remain high on the government’s agenda ensuring sustainability. Currently the government is committed to restructuring the OSH Inspectorate of the Ministry of Labour. This would be an addition advantage towards the sustainability of OSH activities.

The appreciation by social partners of the efficiency of the project is manifested in many occasions and exemplified by the letters of the Hon. Minister of Employment and Labour to the Director General of the ILO and in his speech at the International Labour Conference.

The project objectives have been fulfilled comprehensively and in several cases exceeded substantially. The outcomes of the project is far beyond the expectation in the project document. Despite this the financial resources used for the activities were moderate, the cost benefit ratio is very favourable.

3 Problems/Constraints

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. The planned restructuring could improve the situation. 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 co-ordination 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

The national project has come to an end. However, a regional SADC project will continue, also covering Lesotho. The experience related to social dialogue, building up detailed regulations and training of inspectors will be utilised and transferred to the countries in the region. The Project assisted social partners in Lesotho to co-operate through NACOSH for promotion of Occupational Safety and Health. The spirit of co-operation among social partners in most industries can be regarded as a sign of sustainability of the project objectives.

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.

5 The project in perspective

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 early 2000 and the country will be covered by the sub-regional SADC programme. The presence of the national project in Lesotho has already now supported the positive trends in the region with its model and experience. The sub-regional programme will have better means to flexibly support activities in the sub-region and share experience among the countries. The inclusion of war-torn countries into the sub-region will, however, put a greater burden on the SADC programme.

Annex 1

Project: LES/94/M01/DAN

Development objective: Further improvement of working conditions, reduction of occupational accidents and diseases, development of human resources and dissemination of knowledge and experience in the field of occupational safety and health.

Immediate objectives: A fully sustainable OSH unit created, a training and information section equipped and working, statistics and information section fully operational, an occupational health system organized.