NORC at the UNIVERSITY of CHICAGO

External Independent Final Evaluation

BUILDING A GENERATION OF SAFE AND HEALTHY WORKERS: SAFEYOUTH@WORK PROJECT

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Presented to
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LIST OF ACRONYMS

ASEAN	Association of Southeast Asian Nations
ASEAN-OSHNET	ASEAN Occupational Safety and Health Network
BWC	Bureau of Working Conditions, Department of Labor and Employment, Philippines
CA	Cooperative Agreement
CINTERFOR	Inter-American Center for Knowledge Development in Vocational Training, Centro Interamericano para el Desarrollo del Conocimiento en la Formación Profesional
CMEP	Comprehensive Monitoring and Evaluation Plan
CONASSAT	National Council of Occupational and Safety and Health, Consejo Nacional de Seguridad y Salud en el Trabajo, Uruguay
CTA	Chief Technical Advisor
CTUM	Confederation of Trade Unions of Myanmar
DOLE	Department of Labor and Employment, Philippines
DVET	Directorate of Vocational Education and Training, Viet Nam
DWCP	Decent Work Country Program
DWS	Department of Worker Safety, Viet Nam
ECC	Employees Compensation Commission, Philippines
ENHANCE	Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labor in Viet Nam
FGLLID	Factories General Labor Law Inspection Department, Myanmar
IEC	Information, Education, and Communication
IGTSS	Inspector General of Labor and Social Security, Inspección General de Trabajo y de la Seguridad Social, Uruguay
ILAB	USDOL's International Labor Affairs Bureau
ILO	International Labour Organization
ILS	International Labour Standards
INEFOP	National Institute for Employment and Vocational Training, Instituto Nacional de Formación Profesional, Uruguay
IO	Intermediate Objective

ITC	International Training Center, Myanmar
ITC-ILO	International Training Centre of the ILO
KAB	Knowledge, Attitudes, and Behaviors
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health Branch, ILO
MCEA	Myanmar Construction Entrepreneurs Association
MDF	Myanmar Development Foundation
MICS	Myanmar Industries Craft and Services
MOLISA	Ministry of Labor, Invalids, and Social Affairs, Viet Nam
MPG	Management Procedures Guidelines
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NIOSH	National Institute for Occupational Safety and Health, U.S.
NIRF	New Industrial Relations Framework, Viet Nam
NORC	National Opinion Research Center, University of Chicago
NPC	National Project Coordinator
OSH	Occupational Safety and Health
PAG	Project Advisory Group
PMP	Performance Monitoring Plan
PPE	Personal Protection Equipment
RME	Research, Monitoring, and Evaluation
SY@W	Building a Generation of Safe and Health Workers-SafeYouth@Work Project
SAI	State Agriculture Institute, Myanmar
SO	Supporting Objective
SOW	Scope of Work
TESDA	Technical Education for Skills Development Authority, Philippines
TOR	Terms of Reference
TOT	Training of Trainers
TPR	Technical Progress Report

TVET	Technical and Vocational Education and Training
UMFCCI	Union of Myanmar Federation of Chambers of Commerce of Industry
USDOL	United States Department of Labor
VCCI	Viet Nam Chamber of Commerce and Industries
VFU	Viet Nam Farmers Union
VGCL	Viet Nam General Confederation of Labour
WSH	Worker Safety and Health, Myanmar

EXECUTIVE SUMMARY

This documents presents the findings, conclusions, and recommendations from the final performance evaluation of the Building a Generation of Safe and Healthy Workers - *SafeYouth@Work (SY@W)* program. The objective of the SY@W is, "Occupational safety and health (OSH) of young workers above the minimum age of work up to 24 years is improved and a culture of prevention is established or strengthened" and the main objectives are to improve: 1) the collection and use of national OSH data on young workers, 2) national legislation, regulations, policies and programs on OSH particularly regarding young workers, 3) national capacity to enforce OSH laws and regulations particularly regarding young workers, and 4) global awareness on hazards and risks faced by young workers. The program took place in 3 pilot countries (Philippines, Myanmar, and Viet Nam) and 5 participating countries (Argentina, Colombia, Cote d'Ivoire, Indonesia, Uruguay).[1]

The overall purpose of the SY@W final evaluation was to provide United States Department of Labor (USDOL) and International Labor Organization (ILO) with an independent assessment of the project's performance and experience. Specifically, the evaluation intended to achieve the following objectives:

1. Assess if the project has achieved its objectives, identify the challenges encountered in doing so, and analyze the driving factors for these challenges;
2. Assess the intended and unintended effects of the project;
3. Assess lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus countries and in projects designed under similar conditions or target sectors; and
4. Assess which outcomes or outputs can be deemed sustainable.

In-country fieldwork was carried out in Myanmar (May 20-14, 2019), Viet Nam (May 1-17, 2019), and Uruguay (May 28-31, 2019). The evaluation team then conducted telephone interviews with national project coordinators (NPC) in non-fieldwork countries, youth representatives, the SY@W project team in Geneva, and ILO and USDOL officials. The evaluators interviewed 123 key informants (individual and group) in fieldwork countries and via telephone. Lastly, a short online survey was administered to key stakeholders in Argentina, Colombia, and the Philippines (41 respondents successfully completed the survey).

[1] The program had also implemented activities in Ecuador and Mongolia, though SY@W stopped activities in these countries due to implementation challenges.

NORC developed findings and conclusions based on fieldwork and document review. Below, we present the main conclusions organized according to relevance, effectiveness, efficiency, sustainability, and lessons and good practices.

Relevance

The project's objectives, strategies, and interventions are well aligned with the OSH priorities and needs in implementation countries. The project achieved considerable sustainable results in the area of *inadequate legislation, regulations, policies and programs on OSH* where the project played an instrumental role in passing new OSH laws and supporting regulations in the three pilot countries and mainstreamed OSH into educational curricula in Argentina, Myanmar, Uruguay, and Viet Nam and in creation of the certificate course in Colombia. The project also addressed *inadequate global knowledge and awareness of hazards and risks faced by young workers* with some degree of success**.** It was able to create a higher level of awareness regarding the high incidence of injuries and illnesses among young workers that did not exist before the project in each target country.

However, the project made less progress addressing the *weak collection and use of data* objective. It also struggled to address the *weak capacity to promote, enforce and comply with OSH laws and regulations* objective particularly with labor inspector training and the roll out of Training of Trainers (TOT) with worker and employer organizations.

The projects attempt to address each of the four objectives listed in the problem analysis was an ambitious endeavor. Any one of the project's four components could have been an independent project. The attempt to work across eight countries was also ambitious. In hindsight, it would have been more feasible to narrow the focus on fewer causes and decrease the number of countries, perhaps using a regional approach.

Effectiveness

The project was effective at improving the knowledge of its partners and other key stakeholders regarding OSH for young workers. This was achieved largely through the training provided to labor inspectors, TVET and other educational organizations, trade unions, and employer organizations. The challenge is whether the newly acquired knowledge will translate into concrete changes in behaviors that make workplaces safer, especially for young workers.

The project also made important advances in increasing its partners' capacity in both pilot and participating countries. In addition to the training mentioned above, partners increased capacity in areas of research; mainstreaming OSH into TVET and other educational curricula; developing OSH regulations, profiles, and action plans; social dialogue; and implementing OSH awareness campaigns. The youth champions increased their capacity to organize OSH competitions and events such as the *SafeJams*.

There were a variety of factors that hindered the achievement of the project's objectives. Some of the more important factors include the turnover of NPCs in the pilot countries, the initial decision not to staff the participating countries with NPCs and assistants, the identification process for the participating countries, the lack of OSH technical assistance

at all levels, and a variety of delays. The preparation for the SY@W World Congress delayed implementation and hindered progress towards achieving some objectives, but also increased global awareness of youth OSH. The lengthy project document development process that took nearly seven months and the long project revision process that added Argentina and Colombia, which took nearly six months, also delayed implementation.

Overall, key project stakeholders are satisfied with both the quality and quantity of the project interventions including technical assistance and training provided by ILO experts and outside consultants. The most common complaint from stakeholders revolved around the short timeframe of the project and the lack of deeper involvement and participation in the design phase of the project.

Efficiency

The project resources were adequately allocated to achieve its objectives. The one exception is the resources allocated to improved OSH data collection and use. Only 10 percent of the total amount budgeted for implementation of the four objectives was allocated to improved data collection. The project struggled in the three pilot countries to make significant improvements in OSH data collection disaggregated for young workers. One possible explanation is that the project did not budget sufficient resources to address weak data collection and use.

The project was implemented in highly cost efficient manner. The project's central management structure consisted of the Chief Technical Officer (CTA) and three supporting managers. It would not have been feasible to reduce the number of central staff given their overall management and support function to eight countries. The country level management team consisted of the NPC and assistant or, in some countries, a part-time assistant, and was highly efficient and adequate.

Sustainability

The project implementing partners were committed to trying to sustain key project outputs and outcomes. However, the extent to which the partners felt they had ownership over the project and its interventions is questionable. In some countries, the partners believed a greater degree of ownership could have been achieved if they were more involved in the project design process.

Several aspects of the program appear sustainable: 1) Increased awareness of the importance to educate young workers about the risks and hazards they face in workplaces, and to educate employers and worker representatives about these risks and hazards. 2) OSH content that was mainstreamed into TVET and other educational curricula and 3) OSH laws and regulations, action plans, and profiles will also likely be sustained in the short to medium term.

On the other hand, some aspects of the program seem less sustainable. It will be difficult for trade unions and employer organizations to continue training their constituents due to lack of funds. It will be difficult for partners to find funds to continue to produce OSH educational materials once the project ends, and some OSH awareness activities are not

sustainable without ILO financial support. It will also be a major challenge for youth champions to continue awareness activities in some countries without funding. The exception is AYOSH in the Philippines, which appears sustainable and should serve as a model for replication elsewhere.

The project conducted sustainability planning workshops in the Philippines and Viet Nam as it closed operations. The project intends to conduct sustainability planning workshops in the last months of the project in Argentina, Colombia, Côte d'Ivoire, Indonesia, Myanmar, and Uruguay. Sustainability planning, including the workshops, would be more effective if they were conducted much earlier in the life of the project.

Lessons and Good Practices

The project generated a range of lessons learned and good practices that can be applied to current or future global and country-level OSH projects, especially for young workers. The most important lessons learned include the importance of fully staffed OSH teams in countries to ensure timely and effective implementation, the importance of timely access to OSH technical assistance at all levels, and that OSH is an important topic around which tripartite actors can collaborate and achieve important objectives.

The project also identified several good practices that can benefit other OSH projects. The most important good practices include youth champions and the use of *Design Thinking* methodology, collaboration with ITC-ILO on an OSH for young workers course, and the *What do you want to be when you grow up*? app in Uruguay.

These conclusions led to 9 recommendations:

1. The SY@W project should **act immediately to identify support structures for the youth champions and link them to these structures**. The project should **analyze AYOSH to determine success factors and offer it as a model to youth champions in other countries**.[2]

2. The LABADMIN-OSH Branch, in future projects, and the SY@W project, in any remaining training activities, should **ensure that those who are trained as trainers, in a TOT approach, are willing and able to provide follow-up training as required**.

3. The LADADMIN-OSH Branch should **ensure that its projects begin the sustainability planning process at least one year before they are scheduled to end**.

4. The ILO, and more specifically, the LABADMIN-OSH Branch should **ensure its OSH projects are adequately staffed to ensure effective implementation at all levels**.

[2] The evaluator suspects that one of the key success factors is that AYOSH is led by a highly dynamic and motivated youth who is clearly committed to creating awareness about OSH among young workers.

5. The LABADMIN-OSH Branch should **ensure its OSH projects have access to timely and effective technical assistance at all levels depending on the requirements of the project**.

6. The ILO and USDOL should **consider whether centralized, global projects are the most efficient and effective mechanism to implement projects.**

7. The LABADMIN-OSH Branch should develop and **use processes that involve key stakeholders and future project partners in the design of its project**. While consulting key stakeholders during scoping missions is an important step, it does not substitute for involving them in a deeper and more meaningful way including participating in making decisions regarding strategies, interventions, target groups, and geographic focus.

8. For centralized projects, the LABADMIN-OSH Branch should **determine the extent to which project teams at the country level can make project implementation decisions, including expending funds, without approval of the central management team**.

9. The LABADMIN-OSH Branch should **develop a methodology to monitor how TVET graduates apply new OSH knowledge in workplaces that can be used in projects that mainstream OSH with TVET curricula.**

I. CONTEXT AND PROJECT DESCRIPTION

1.1. Context[3]

According to ILO estimates, every year over 2.78 million women and men die at work from an occupational injury or disease. Over 380,000 deaths are due to fatal accidents and almost 2.4 million deaths are due to fatal work-related diseases. In addition, over 374 million workers are involved in non-fatal occupational accidents causing serious injuries and absences from work. The ILO also estimates that 160 million cases of non-fatal work-related diseases occur annually. These estimates indicate that every day approximately 7,500 people die from occupational accidents or diseases and that over one million people are injured on the job. Furthermore, as estimates show, work-related diseases represent the main cause of death at work, killing over six times more workers than occupational accidents.

Accurate estimates of workers harmed by unsafe and unhealthy working conditions, demarcated by age group, are not readily available in every country. However, young workers, aged between 15 and 24, are the most affected. These workers suffer up to a 40 per cent higher rate of non-fatal occupational injuries than older workers. Due to their lack of job experience, young workers are often less able to safely handle hazardous substances and job tasks. They can be more likely to underestimate or overlook the safety and health risks associated with their job. Young workers are also particularly vulnerable to intimidation, denigration, and violence in the workplace. Lacking work experience and meaningful skills training, young workers usually lack an awareness of applicable OSH rules, or the knowledge that they have a right to a safe and healthy workplace.

1.2. Project Description

On December 19, 2014 the U.S. Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) awarded the International Labour Organization (ILO) a cooperative agreement (CA) worth USD 10,443,156 million to implement the *Building a Generation of Safe and Healthy Workers - SafeYouth@Work* project. The original end date for the project was December 18, 2018.

On November 24, 2015, the ILO submitted a modification that added Myanmar as a third pilot country and increased the total award amount to USD 11,443,156 million. The cooperative agreement was modified again on July 11, 2018 and included the following changes:

- 12 month no-cost extension that changed the end date from December 18, 2018 to December 31, 2019.

[3] The description of the project's context was taken largely from the project document and the comprehensive monitoring and evaluation plan (CMEP).

- Revised budget and work plan based on the no-cost extension.
- Terminating project activities in Ecuador and Mongolia due to implementation challenges.
- Adding Argentina and Colombia as new participating countries.

The project aims to improve the health and safety of workers between 15 and 24 years of age. Table 1 shows the project's overall objective, intermediate objectives, and their supporting objectives.

Table 1: SafeYouth@Work Project Objectives

Project Objectives
Project Objective: Occupational safety and health (OSH) of young workers above the minimum age of work up to 24 years is improved and a culture of prevention is established or strengthened
Intermediate and Supporting Objectives *1. Collection and use of national OSH data particularly regarding young workers is improved* 1.1. Target countries regularly collect and use national statistics on occupational injuries and illnesses, particularly regarding young workers 1.2. National tripartite committees with strengthened capacity to address OSH particularly regarding young workers *2. National legislation, regulations, policies and programs on OSH particularly regarding young workers are improved* 2.1 Target countries' OSH laws and regulations in increased conformity with ILS 2.2 Target countries with strengthened policies and programs addressing OSH particularly regarding young workers 2.3 Target countries with strengthened planning and resource coordination for OSH promotion particularly regarding young workers *3. National capacity to enforce OSH laws and regulations particularly regarding young workers is improved* 3.1. Inspection systems that enforce OSH standards particularly regarding young workers developed or improved 3.2. Joint workplace safety and health committees with strengthened capacity to promote OSH particularly regarding young workers 3.3. Social partners with strengthened capacity to promote OSH particularly regarding young workers *4. Global awareness on hazards and risks faced by young workers is increased* 4.1. Key institutions are equipped to promote OSH for young workers in a sustainable way 4.2. Key stakeholders and young workers are aware of the importance of OSH particularly regarding young workers

The project implemented a comprehensive intervention framework in three pilot countries consisting of Myanmar, the Philippines, and Viet Nam. In addition, the project initiated a less comprehensive set of activities in five countries in Asia, Africa, and South America that are referred to as participating countries. The project strategy envisioned that products, interventions, and good practices implemented in the pilot countries would serve as models and lessons for emulation in the participating countries.

The original participating countries included Côte d'Ivoire, Ecuador, Indonesia, Mongolia, and Uruguay. As noted above under the discussion of project modifications, Ecuador and Mongolia were removed in July 2018 due to implementation challenges, and Argentina and Colombia were added. The project targeted sectors in which young workers are found (table 2). The project identified sectors for specific interventions in the country SOWs. However, the project considers itself as a national systems project and not a sectoral focused project. Also, in some locations, where working in a particular sector proved challenging, the sectoral focus was changed to facilitate more sustainable activities.

Table 2: Pilot and Participating Countries

Country	Sector Focus
Pilot Countries	
Myanmar	Agriculture, construction
Philippines	Agriculture, construction, manufacturing
Viet Nam	Agriculture, construction, craft villages
Participating Countries	
Argentina	Agriculture (yerba mate and blueberries)[4]
Colombia	Agriculture (palm oil)
Côte d'Ivoire	Agriculture (cocoa)
Indonesia	Construction
Uruguay	Forestry, gastronomy

At the global level, the project seeks to raise the issue of OSH for working youth in existing fora and platforms, such as the World Congress on Safety and Health at Work, A+A, World Day for Safety and Health at Work and World Day Against Child Labour, to promote knowledge sharing and initiate awareness raising campaigns. These efforts encompassed a range of collaboration and communication strategies.[5]

In addition, the project provides tools and a supporting framework to the ILO's 'Safety and Health for All' global program, which is managed under the ILO's Labour Administration and Occupational Safety and Health (LABADMIN-OSH) Branch in Geneva.[6] Safety and Health for All is an ILO flagship program that aims to develop, pilot and roll out innovative ways to address priority risks including those primarily related to specific sectors of economic activity in less developed countries. The ILO considers the SY@W project to be a foundational component of this flagship program.

[4] The sectors listed for Argentina are only where rapid OSH assessments were conducted, not where overall project efforts are focused.

[5] SW@Y Project Document.

[6] The Safety and Health for All was formerly known as the Occupational Health and Safety Global Action Programme (OSH-GAP). The program was rebranded in April 2019.

II. EVALUATION PURPOSE AND METHODOLOGY

2.1. Evaluation Purpose

The overall purpose of the SY@W final evaluation is to provide USDOL and ILO with an independent assessment of the project's performance and experience. Specifically, the evaluation is intended to achieve the following objectives:

1. Assess if the project has achieved its objectives, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges;
2. Assess the intended and unintended effects of the project;
3. Assess lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus countries and in projects designed under similar conditions or target sectors; and
4. Assess which outcomes or outputs can be deemed sustainable.

The final evaluation assesses whether the project has been implemented as planned and identifies promising practices and lessons learned. The scope of the evaluation includes a review and assessment of activities carried out under the USDOL Cooperative Agreement with ILO focused largely in three countries where fieldwork was carried out. These included Myanmar, Viet Nam, and Uruguay.

USDOL and ILO developed a set of questions to guide the evaluation. The questions address key issues in (1) relevance; (2) effectiveness of interventions; (3) efficiency; (4) sustainability; and (5) lessons learned and good practices. The evaluation questions appear in the Terms of Reference (TOR) in Annex A.

This final evaluation also provides USDOL, ILO, the governments of the implementing countries, and ILO's social partners participating in the project with an assessment of the project's achievements, challenges, and lessons.

2.2. Methodology

As noted previously, USDOL and ILO developed a list of evaluation questions that served as the basis for the evaluation. The questions were used to develop guides and protocols for the key informant interviews, focus group discussions, the survey, and document reviews. The master key informant interview guide is listed in Annex B. A description of the team and the timeframe for the evaluation is in Annex C. The following methods were employed to gather primary and secondary data.

Document Reviews: The evaluation team read numerous project documents and other reference publications. These documents included the project document, comprehensive monitoring and evaluation plan (CMEP), knowledge, attitude, and behavior (KAB) survey report, technical progress reports (TPR), project modification approvals, and other

supporting project materials obtained during the fieldwork component. Annex D shows a complete list of documents that were reviewed.

Key Informant Interviews: In-country fieldwork was carried out in Myanmar (May 20-14, 2019), Viet Nam (May 1-17, 2019), and Uruguay (May 28-31, 2019). The evaluation team also conducted telephone interviews with national project coordinators (NPC) in non-fieldwork countries, the SY@W project team in Geneva, and ILO and USDOL officials and youth representatives. The evaluators interviewed 123 key informants (individual and group) in fieldwork countries and via telephone. Table 3 provides a summary of the stakeholder groups interviewed, sample size and their characteristics. A complete list of individuals interviewed appears in Annex E.

Table 3: Qualitative Sample Size and Sample Characteristics

Stakeholder Group	Sample Size			Sample Characteristics
	Female	Male	Total	
Project staff	9	4	13	CTA, technical specialist, RME officer, administrative and finance officer, and NPCs (pilot & participating countries)
Government agencies	8	18	26	Labor ministries and sub-agencies, health ministries, government TVET agencies in Myanmar, Uruguay, and Viet Nam
Trade unions	7	3	10	Trade union confederations and federations in Myanmar, Uruguay, and Viet Nam
Employer representatives	4	3	7	Chambers of commerce and industry in Myanmar, Uruguay, and Viet Nam and construction association in Myanmar
Employers	1	1	2	Tea factory owners in Viet Nam
Youth	8	6	14	Youth champions in Colombia, Myanmar, Philippines, and Viet Nam; TVET/Certificate course students in Colombia and Uruguay
Vocational schools	4	5	9	School directors and teachers in Viet Nam and Uruguay
Labor inspectors	8	11	19	Labor inspectors and lawyers in Uruguay
Other projects	4	1	5	OSH and other supporting projects in Myanmar and Viet Nam
NGOs	3	1	4	Trainers and service providers in Myanmar
ILO	6	6	12	ILO country and regional directors for Myanmar, Uruguay, and Viet Nam, CINTERFOR staff and consultants in Uruguay, LABADMIN-OSH Development Cooperation Coordinator in Geneva
USDOL	2	0	2	Grant Officer's Representative and Asia/Middle East/North Africa/Europe Division Chief
TOTAL	**64**	**59**	**123**	

Online Survey: An online survey was sent to tripartite plus stakeholders in Argentina, Colombia, and the Philippines. The survey had base set of questions plus separate logic

paths for project stakeholders including government officials, trade union and employer representatives, TVET principals and teachers, certificate course participants, and NGOs. The survey was programmed in English and Spanish and disseminated via Qualtrics for two weeks (June 21-July 5, 2019).[7] The sample included 62 individuals across the three countries. In total, 41 respondents successfully completed the survey (response 66 percent response rate). This response rate is above average, even for a purposeful sample. Respondents were well-distributed across each of the three countries and in terms of gender and affiliation and were most commonly from unions, government, and non-government organizations (NGOs).

Data Analysis. Qualitative data was analyzed using a matrix analysis to categorize, triangulate, synthesize, and summarize the raw data captured from the interview notes. The results of the data analysis provided tangible blocks of information, which the evaluator used to write the evaluation report. The data analysis was driven by the evaluation questions in the TOR. The web survey analysis consisted primarily of summary statistics and relevant cross-tabulations. The wealth and variety of information collected allowed for high-level reinforcement and synthesis across sources to obtain a more cross-cutting and comprehensive analysis of the evaluation questions.

Limitations. Several important limitations could affect the evaluation findings. The most significant limitation was the time allotted to conduct fieldwork. The evaluator had three weeks to conduct interviews with project staff, government officials, representatives of the social partners, youth beneficiaries, and other stakeholders in Myanmar, Uruguay, and Viet Nam. This was not enough time to interview all key stakeholders involved with the project such as labor inspectors, TVET students and teachers, and young workers. In addition, time and budget did not allow for fieldwork activities to be conducted in Argentina, Colombia, Côte d'Ivoire, Indonesia, or the Philippines.

Regarding the on-line survey, due to the small sample size and tailored nature of the sample, findings are not meant to be prescriptive or generalizable; the intention of the web survey was to gather reinforcing information to bolster qualitative findings and more specifically to triangulate opinions in Argentina, Colombia, and the Philippines. Survey results are discussed throughout the report where relevant.

It should also be noted that this evaluation is not a formal impact assessment. The findings for the evaluation were based on information collected from background documents, the project's monitoring and evaluation system, key informant interviews, focus group discussions, and the online survey. The accuracy of the evaluation findings are predicated on the integrity of information provided to the evaluator from these sources and the ability of the evaluator to triangulate this information. Furthermore, the sample of beneficiaries was purposive based on selection criteria.

[7] The survey was originally scheduled to close July 1, but was extended by three days due to requests from National Project Coordinators in Argentina and Colombia.

III. FINDINGS

The following findings are based on fieldwork interviews with project staff, partners, beneficiaries, and government and non-government stakeholders; results from the on-line survey; and reviews of project documents, reports, and other publications. The findings were largely informed by information gathered in the three fieldwork countries. Information from the on-line survey and the phone interviews in non-fieldwork countries complement the fieldwork findings and allowed the evaluation team to triangulate information from multiple data sources to help ensure accuracy. The findings address the questions in the TOR and are organized according to the following evaluation areas: relevance, effectiveness, efficiency, sustainability, and lessons and good practices.

3.1. Relevance

Relevance refers to the extent to which the project is suited to the priorities and policies of the beneficiaries as well as the host government.[8] This section answers two evaluation questions related to relevance: the extent to which the project aligned with national occupational safety and health (OSH) priorities and needs in both pilot and participating countries (Evaluation Question #1) and the extent to which the project addressed the OSH issues of youth and young workers as identified in the problem analysis (Evaluation Question #2). The project's global design is also addressed.

3.1.1. Alignment with National OSH Priorities and Needs

In general, the project is well aligned with national OSH priorities in operating countries. In Myanmar and Viet Nam, OSH laws were passed during the implementation of the project, which lent importance to the project's OSH related interventions. In Viet Nam, the Department of Work Safety (DWS), the project's primary counterpart, appreciates the project helping it focus on the informal sector, which is one of the new OSH law's priorities.

In Uruguay, the Inspector General of Labor and Social Security (IGTSS) explained that OSH has become a national priority because the President identified the prevention of workplace accidents, injuries, and illnesses as a priority and stated that the project started when OSH was one of the main discussion points of social dialogue among the government, trade unions, and employers. In this way, the project has been highly relevant to the country's priorities and needs.

Findings from the on-line survey in Argentina, Colombia, and the Philippines show that stakeholders generally had a positive view of the project and that it supported the OSH needs and priorities of the countries: all but three respondents (two from Argentina and one from Colombia) said the project supported OSH priorities and needs well or very well.

[8] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

One area where the project is not fully aligned with national OSH priorities is the exclusive focus on young workers. In Viet Nam and Myanmar, new OSH laws do not specifically mention young workers, and findings show this made it difficult for the project to convince its government partners to focus on young workers. DWS staff in Viet Nam explained that it was difficult to carry out project interventions because young workers are not mentioned in the OSH law. In Myanmar, it was also difficult for the project's main government counterpart, Factories General Labor Law Inspection Department (FGLLID), to convince the labor ministry to focus on young workers.

Findings from KII's show that the vast majority of the project's partners in Myanmar, Uruguay, and Viet Nam acknowledged that while it is important to understand that young workers are especially susceptible to injuries and illnesses in the workplace, they opined that the project should have focused on OSH in general with an awareness raising component on the risks and hazards faced by young workers. The Viet Nam Farmers Union (VFU) noted the project should have focused on all workers in the agriculture sector because youth are abandoning farms to work in the formal sector.

In Uruguay, the National Council of Occupational and Safety and Health (CONASSAT) explained that future national OSH campaigns should focus on all workers because all workers are at risk. By doing so, young workers will be included. The National Institute for Employment and Vocational Training (INEFOP) noted that while it intends to incorporate OSH messages into its vocational training curriculum, it does not intend to focus its courses exclusively on young workers because its goal is to provide courses that meet the demand for skills to acquire jobs or start enterprises regardless of age.

The on-line survey results show slightly different opinions. When asked if the focus specifically on youth was appropriate, nearly all respondents indicated the focus was appropriate, but half of respondents indicated it was only "somewhat" appropriate. Interestingly, Colombia was the most unanimously positive, with 80 percent of all stakeholders commenting that the focus on youth was very appropriate.

The other area where project is not aligned with the opinions of some government and social partners is the choice of sectors. While the Viet Nam Ministry of Labor, Invalids, and Social Affairs (MOLISA) appreciates the project's focus on construction, agriculture, and craft villages in the informal sector, key social partners opine that the project should have focused on key manufacturing and industrial sectors that employ many youth. These include garments, chemicals, mechanical, and mining.

MOLISA's Directorate for Vocational Education and Training (DVET) perspective

The trend is for youth to leave farms and seek jobs in the formal industrial sector. They noted that of the 2.5 million trained in 2018, 60 percent acquired jobs in the formal industrial sector while 40 percent acquired work in the informal agriculture sector. It used to be, he explained, that 70 percent of youth would work in the agriculture sector.

In Myanmar, the project decided to focus on youth in the construction and agriculture sectors after consultations with the tripartite plus constituents. However, the Factories General Labor Law Inspection Department (FGLLID), the project's main government counterpart, was primarily responsible for the manufacturing sector, not the agriculture or construction sectors.[9] Furthermore, one of the project's key counterparts that intends to mainstream OSH into vocational education is the International Training Center (ITC) that offers technical degrees in mechanics, electrical, automotive, and information technology, but not in construction or agriculture.

Quote from Confederation of Trade Unions of Myanmar (CTUM)

"The number of young workers in the agriculture sector in Myanmar is decreasing. Young people are leaving farms to work in the formal sector or leaving the country to work in other countries. While the agriculture sector is important, the project should have focused on sectors where youth are seeking employment."

In Uruguay, the project focused on the forestry and gastronomy sectors. In general, the focus on these sectors for vocational training is appropriate. However, some stakeholders believe other sectors such as construction or manufacturing are more important. INEFOP explained that it chose gastronomy because it was an easy way to incorporate OSH in a very short timeframe, but other sectors like construction are more important. The Minister of Labor and the former Inspector General, on the other hand, believe the project should have focused on young workers who use motorcycles to deliver food and other products because of the very high incidence of accidents.

In Argentina, the project is focusing on the agriculture sector to incorporate OSH in the vocational education curriculum, but some believe there are other sectors such as construction and manufacturing that are more important in terms of youth employment. Survey respondents from Argentinian employers' associations also noted that they felt the sector selection was not appropriate. The project requested approval from USDOL to add the construction sector as a focus, which USDOL approved.

All on-line survey respondents in Colombia and the Philippines indicated the sector selection was appropriate. However, unlike the qualitative interviews, the on-line survey respondents did not elaborate further in open-ended answers. Therefore, the survey does not have the nuance to capture the "yes, but…" responses that came through during qualitative interviews.

3.1.2. Addressing OSH Issues Identified in the Problem Analysis

The project's problem analysis defines the development problem as *occupational safety and health of young workers above the minimum age of work up to 24 years is not adequately prioritized in the context of building a culture of prevention*. The problem analysis lists four principle causes of the problem: weak collection and use of OSH data,

[9] During the project execution, their mandate expanded to cover all sectors

particularly regarding young workers; inadequate legislation, regulations, policies and programs on OSH particularly regarding young workers; weak capacity to promote, enforce and comply with OSH laws and regulations particularly affecting young workers; and inadequate global knowledge and awareness of hazards and risks faced by young workers.[10] The project developed objectives to address each cause.

The extent to which the project has addressed each is discussed below. Each objective's indicator target achievement is discussed in detail in Section 3.2.1 and Annex F.

Weak collection and use of OSH data

The project management team in Geneva and the NPCs acknowledge that systematically addressing weak collection and use of OSH data was the most challenging cause to effectively address. Nevertheless, the project assisted several countries to take steps towards improving the collection and use of OSH data.

In Myanmar, the project helped FGLLID develop a national OSH profile and supported the Myanmar Department of Labor to incorporate OSH questions in the national labor force survey, which should provide accurate and timely information on young worker injuries and illnesses. However, findings show the results have not been published and used so the utility is unknown.

In Viet Nam, the project supported two studies. Information from the studies informed capacity building workshops with key OSH stakeholders.[11] The project also provided training on how to collect, use, and report OSH data to MOLISA and MOH. However, KII's with both MOLISA and MOH representatives indicate that there are still many weaknesses in the data system that should be addressed before the system can be considered strengthened.

In the Philippines, the project supported the development of a national OSH profile and provided OSH data collection support to the Department of Labor and Employment (DOLE). The project contracted the Philippine Statistical Research and Training Institute (PSRTI) to identify data gaps in the OSH profile, develop methodologies to collect, use and disseminate OSH data, conduct training for DOLE agencies and other relevant institutions, and collect, use and disseminate timely, relevant and disaggregated OSH data including inspection report data.

In Indonesia, the project also developed a national OSH profile and national OSH program and provided training to the national OSH committee. It should be noted that, due to short

[10] SY@W comprehensive monitoring and evaluation plan (CMEP).

[11] The studies include the *Analysis of Work related Injuries among Young Workers in Viet Nam in 2017* and The *Rate of OSH Injuries and Diseases for Young Workers and Other Groups in Selected Craft Villages in Hung Yen Province.*

implementation timeframes and budget limitations, the project did not specifically address weak OSH data collection in Argentina, Colombia, Côte d'Ivoire, and Uruguay.

Inadequate legislation, regulations, policies and programs on OSH

Several countries improved OSH legislation and regulations with project support. For example, the project played an instrumental role in facilitating passage of the Myanmar national OSH law. The project assisted FGLLID to develop two draft OSH regulations; the final law was signed by President U Win Myint on March 15, 2019. In Viet Nam, the project assisted MOLISA in developing five OSH decrees and two OSH circulars. The project also helped develop rules on OSH standards in the Philippines and supported a ministerial decree on OSH inspections in Indonesia. These are all important accomplishments.

Findings show mainstreaming OSH into existing vocational education curriculum and courses was one of the most effective and sustainable efforts to address inadequate policies and programs. The project supported technical and vocational education and training (TVET) institutions in Argentina, Myanmar, Uruguay, and Viet Nam to develop OSH content and mainstream it into existing curricula and courses. In Colombia, the project is working with a regional university to offer a certificate course to youth on OSH and labor formalization.

Summary: Certificate Course in Colombia

Youth who participated in the certificate course liked the content and teaching style. They cited very clear examples of what they learned and how they put that knowledge into action. It helped them see the link between formalized employment and OSH, which is something they all said they had never thought about previously. The course also promoted leadership, which the participants said they used to help fellow workers and friends avoid precarious and dangerous situation in workplaces.

Interview with course participants

The project attempted, without success, to work with the Technical Education for Skills Development Authority (TESDA) in the Philippines on mainstreaming OSH in curriculum. It was not successful because TESDA had competing priorities, which is explained in more detail in Section 3.2.4. As an alternative, the project worked closely with the Boy Scouts of the Philippines to create and promote a scout merit badge on OSH that theoretically would be available to the 2.5 million boy scouts. However, since scouts would have to elect to earn the OSH merit badge, it is not clear how many would actually be reached with OSH messages.

In Côte d'Ivoire, the project focused on developing a national action plan to address child labor in the cocoa sector that included OSH issues. Specifically, it applied WIND methodology to develop community-driven solutions to OSH hazards and risks, thereby sidestepping the failure of the national OSH system to address hazards in the agriculture sector.[12]

[12] Work Improvement for Neighborhood Development: https://www.ilo.org/global/topics/safety-and-health-at-work/resources-library/training/WCMS_241020/lang--en/index.htm

Weak capacity to promote, enforce and comply with OSH laws and regulations

The project trained labor inspectors, OSH committees, trade unions, and employer organizations to address weak capacity and promote enforcement of OSH laws.

In Myanmar, the project provided one training on OSH with a focus on young workers to 50 labor inspectors that, while welcomed, did not sufficiently strengthen FGLLID's capacity according to several officials.[13] The project also developed OSH training materials, trained trade union and employer representatives, and supported the training of workers and employers using a training of trainers (TOT) approach. Findings show that while most partners believe it is too early to determine whether the training will improve compliance with OSH laws and regulations, they believe knowledge and awareness about workplace risk and hazards have improved. In reviewing the training design and agenda, the evaluator noted that while one training includes a short session on risks and hazards that young workers face, the other training sessions focused on OSH in general and not on young workers specifically.

In Viet Nam, the project collaborated with the Technical Support for Enhancing National Capacity to Prevent and Reduce Child Labour in Viet Nam (ENHANCE) and the New Industrial Relations Framework (NIRF) projects, both funded by USDOL and implemented by the ILO, to train labor inspectors on OSH issues. While the inspector training has been led by the ENHANCE project, SY@W provided input to developing OSH content and materials and provided some funding. However, MOLISA's labor inspectorate is still struggling with how to conduct inspections and enforce OSH regulations in the informal sector since it has decided not to levy fines for non-compliance, which could limit the ability to reduce workplace risks and hazards. The evaluation team acknowledges that conducting inspections in the informal sector is a major challenge for MOLISA.

The project also trained trade unions and employer representatives on OSH issues and, through a TOT approach, supported training of workers, employers, and farmers like the Viet Nam Chamber of Commerce and Industry (VCCI), Viet Nam General Confederation of Labour (VGCL), and the Viet Nam Farmers Union (VFU). Findings demonstrate emerging evidence that some employers and workers are implementing changes in the workplaces to reduce risks and hazards. For example, the evaluator observed some of the improvements to workplaces in community tea processing plants in Phu Tho Province.

In Uruguay, the project collaborated the Ministry of Labor and Social Security to train labor inspectors on OSH issues. The inspectors believe the training was useful but they have not had the opportunity to use the new knowledge and tools at the time of the evaluation. Due to limited funds and a short timeframe, the project decided not to train

[13] In Myanmar, the project intended to provide more training on OSH to labor inspectors but due to another project, inspector training was limited. This issue is discussed in more detail in Section 3.2.4.

trade unions and employer organizations on OSH topics.[14] At least two key partners opined that training workers and employers would have helped increase enforcement and compliance with labor laws and regulations and should be included in future projects.

The project also trained labor inspectors on OSH in the Philippines and tried to train trade unions and employer organizations, which was less successful because, according to the NPC, trade unions consider OSH to be technical and do not possess the confidence to conduct OSH training without support from OSH experts. To help strengthen capacity in Côte d'Ivoire to enforce and comply with national labor laws and regulations, the project focused on training community development and self-help groups and cooperatives on OSH issues related to the cocoa sector. Argentina, Colombia, and Indonesia did not specifically address labor inspector training.

Inadequate global knowledge and awareness of hazards and risks faced by young workers.

The project addressed inadequate knowledge and awareness of hazards and risks faced by young workers in Myanmar, Viet Nam, Uruguay, the Philippines, and Indonesia. These countries organized OSH awareness events and produced and disseminated OSH materials. In Indonesia, the project worked effectively with universities to offer lectures on OSH. Youth champions in Myanmar, Viet Nam, and the Philippines were especially active in organizing awareness raising events and using social media platforms to communicate OSH messages to young workers. In Myanmar and Viet Nam, the project was especially effective at increasing the level of OSH knowledge and awareness among its government and social partners through its TOT methodology.

In Uruguay, the project supported CONASSAT to contract a public relations firm that developed and implemented a national OSH campaign aimed at increasing the awareness of the general public regarding risks and hazards faced by young workers.

The SY@W team in Geneva implemented a range of global awareness raising activities that included participation in the XXI World Congress on Safety and Health at Work Singapore 2017, SY@W action plan, Uruguay study tour, collaboration with the ILO's International Training Center (ITC-ILO) on OSH training events in Viet Nam and Turin, an OSH self-training manual, a photography initiative to document SY@W activities, and *SafeJams* with youth champions. For *SafeJams*, the project collaborated with ITC Turin to develop a course on OSH for Young Workers.

The first engagement was the delivery of a pilot Sub-regional Training on National Strategies to Ensure OSH for Young Workers. The course was offered July 16-20, 2018 in Danang, Viet Nam and included 30 participants from Indonesia, Myanmar, the Philippines, and Viet Nam. Findings and conclusions from this pilot course supported the development of the ITC-ILO course on National Strategies to Ensure OSH for Young Workers. The

[14] In addition, trade unions and employer organizations did not prioritize OSH training as an important need during the project design phase.

course was conducted March 18-22, 2019 in Turin, Italy and included 27 labor specialists and stakeholders, including young workers, from the project's eight pilot and participating countries.

The work with youth champions was not envisioned nor mentioned specifically in the project document but became an important intervention. The project team came up with the idea soon after the project started implementing activities as way to place youth at the forefront to developing sustainable solutions on OSH that affect young workers.

The project organized an event to launch a global campaign on OSH for young workers and to establish the framework for an action plan at the XXI World Congress for Safety and Health at Work in 2017. One hundred and twenty-five youth champions from 29 countries participated in the event.[15] The project decided to employ the *Design Thinking* methodology during the event that has become the basic methodology for what the project refers to as *SafeJams*.[16] More on the successes and challenges of youth champions is discussed below.

3.1.3. The Project's Global Design

SY@W is designed as a global project that aims to address the four causes of weak youth OSH described above in eight countries in Asia, Africa, and Latin America with different operating contexts, opportunities, and challenges. The project adapted its strategies and interventions to these different operating environments. While the project achieved important results at both the country and global levels, it is difficult to understand what makes SY@W a global project rather than a sum of eight country level projects.

Many global projects face this dilemma. At the country level, global projects must adapt to different operating environments and country contexts which makes transferring interventions and models difficult. SY@W encountered this problem to a certain extent. SO 2.2, *target countries with strengthened policies and programs addressing OSH*, provides an example. The project targeted six countries to strengthen policies and programs. In Myanmar, Viet Nam, and Uruguay, the project strengthened TVET programs but each country implemented a different approach. The TVET approach was not successful in the Philippines. In Cote d'Ivoire, the project focused largely on child labor in the cocoa sector while in Colombia the project focused on labor formalization in the palm sector. A more detailed discussion of SO 2.2 is provided in Annex F.

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[15] The event is referred to as *SY@W World Congress*. The individuals were selected through an open application process, which included media submissions dealing with the safety and health of young workers. The project held workshops in Côte d'Ivoire, Indonesia, Myanmar, Philippines and Viet Nam to provide additional information on OSH to the participants.

[16] *Design Thinking* draws on logic, imagination, intuition and systemic reasoning to explore the possibilities of what could be and to create desired outcomes that benefit the end user. A design mindset is not problem-focused, it's solution-focused and action-oriented. https://www.creativityatwork.com/design-thinking-strategy-for-innovation/

In regions like Southeast Asia and South America, regional interventions may be more effective than a global project since strategies, interventions, tools, and models can be developed and scaled up regionally due to similar contexts and cultures.

In addition, the project's design was overly ambitious for several reasons. First, it was the first major project in the newly formed LABADMIN-OSH Branch, which did not have the prior experience required to support a USD 11.4 million global project being implemented in eight countries across three regions.[17] Second, the project intended to develop approaches, tools, and models to address the four broad causes in the three pilot countries and scale them up in five participating countries. However, any one of the four causes is deserving of its own project. Third, the timeframe was very short for this kind of global project. While it was conceived of as a four-year project, in reality, the project had closer to three years of implementation, which is not enough time to pilot approaches and tools and scale them up in eight countries across three regions.[18]

3.2. Effectiveness

Effectiveness examines the extent to which a project attains its objectives.[19] This section examines the progress the project has made in achieving its end of project performance indicator targets listed in the CMEP and the USDOL standard indicator employment services indicators. It also addresses five evaluation questions related to effectiveness:

- Effectiveness of the project at improving knowledge of stakeholders on OSH issues, collection and use of OSH data, and capacity building (Evaluation Question #3).
- Internal and external factors that influenced the ability of the ILO to achieve the project objectives (Evaluation Questions #4 and #6).
- Level of stakeholder satisfaction with project interventions (Evaluation Question #5).
- The degree of political, technical, and administrative support provided by implementing partners (Evaluation Question #7).

3.2.1. Project Performance and Achievement of Indicator Targets

Table 4 provides a summary of the achievement of the project's indicator targets by comparing the targets to actual achievements. The complete project performance analysis using CMEP information appears in Annex F.

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[17] The LABADMIN-OSH Branch was established in May, 2013 while the SY@W CA was signed in December 2014.

[18] The project timeframe is discussed in more detail in Section 3.2.3.

[19] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

Table 4: Summary Analysis of Project Performance

Objective	Indicators	Progress
Development Objective	Number of target countries with increased capacity to address OSH issues, particularly regarding young workers	The primary indicator for IO 1 is number of target countries with increased capacity to address OSH issues, particularly regarding young workers.[20] By April 2019, the Philippines is the only country reporting that at least one of the measures was achieved.[21]
Intermediate Objective 1	Number of target countries which have established, or substantially improved, national systems for recording and notification of occupational injuries and illnesses Number of recommendations on OSH developed or issued by national tripartite committees relevant to young workers	As of April 2019, only one country, the Philippines, reported that the system to record and report occupational injuries and illnesses was improved. Indonesia, Myanmar, and Viet Nam have not reported improved national OSH data collection and reporting systems. This is consistent with the observation that improving OSH data collection and reporting systems has been challenging.
Intermediate Objective 2	Number of target countries that adopt legislation and regulations that enhance OSH, particularly for young workers and show increased conformity with ILS Number of target countries that adopt or improve public policies and/or programs on OSH particularly regarding young workers Number of target countries where relevant bodies undertake coordinated action on OSH promotion particularly regarding young workers	Myanmar, the Philippines, and Viet Nam have adopted legislation and regulation that enhance OSH and brings them in conformity with international labor standards (ILS). In addition, Côte d'Ivoire, the Philippines, Myanmar, and Viet Nam have adopted or have improved OSH policies and programs while Indonesia and Viet Nam have assisted OSH councils and tripartite committees undertake coordinated action on OSH.
Intermediate Objective 3	Number of target countries using improved inspection strategies, tools and/or protocols to address OSH particularly regarding young workers	Myanmar, the Philippines, Uruguay, and Viet Nam, provided training and tools to labor inspectors responsible for OSH inspections. Côte d'Ivoire reported that nine community organizations and committees including cocoa cooperatives were strengthened while Indonesia

[20] According to the CMEP, at least one of six measures should be achieved. These include national OSH profiles, OSH legislation, regulations, policies and programs, strengthened national tripartite committees, national OSH data collection system, inspectors with OSH strategies, protocols and tools, and joint workplace safety and health committees.

[21] Only the Philippines had reported on this indicator in the April 2019 TPR. Project staff believe that all countries will report increased capacity to address OSH issues, particularly regarding young workers, by the closure of the project in December 2019.

Objective	Indicators	Progress
	Number of joint workplace safety and health committees with strengthened capacity to promote OSH particularly regarding young workers Number of workers' and employers' organizations that implement initiatives to improve OSH conditions particularly regarding young workers	reported that 10 construction sector enterprises targeted for joint workplace monitoring have not yet increased capacity. However, of the 10 construction sector enterprises targeted, only two remain committed to workplace monitoring.[22]
Intermediate Objective 4	Number of institutions promoting OSH for youth in a sustainable way Number of youth champions that have implemented activities to promote OSH for young workers	At the country level, only the Philippines and Uruguay reported that country level institutions were promoting OSH as of April 2019.[23] In addition, the project targeted 40 youth at the global level who would implement OSH activities and reported that 30 have actually implemented activities in the April 2019 TPR.
Standard Employment Service Indicators	L2: Number of adults provided with employment services L3: Number of children provided with employment services L6: Number of individuals provided with employment services	Viet Nam is the only country that reported on employment indicators in the April 2019 TPR. Viet Nam reported that 144 adults received employment services while 122 children received employment services. The total number of individuals, adults and children, provided employment services, amount to 266 for Viet Nam.

3.2.2. Improvements in OSH Data Collection, Knowledge, and Capacity

This section examines the effectiveness of the project in improving the collection and use of national OSH data, particularly regarding young workers, knowledge of target stakeholders on OSH for young workers, and building the capacity of national partners in the pilot and participating countries.

Improvement in Collection and Use of OSH Data

The collection and use of OSH data is discussed above. In summary, improving national OSH data collection systems has been a major challenge. The Philippines is the only country reporting improved systems to record and report occupational injuries and illnesses in the April 2019 TPR. Nevertheless, Indonesia, Myanmar, the Philippines, and Viet Nam took important steps to improve OSH data collection and reporting.

[22] The NPC reported that seven small construction companies participated in an OSH workshop in May 2019. Of these, five initially agreed to participate in workplace monitoring. However, three have dropped out, leaving two companies as of June 2019 who are committed to workplace monitoring and should be reported in the next TPR.

[23] Project staff note that this indicator will be reported on by all countries only in their last quarter of project implementation as stipulated in the project's monitoring system (CMEP).

While the project struggled to improve national OSH data collection systems in target countries, findings show awareness on the importance of collecting OSH data improved in Myanmar, Uruguay, and Viet Nam and partners credit the project for increasing their understanding of the importance of collecting accurate information on workplace injuries and illnesses, particularly for young workers.

Improvement in OSH Knowledge and Capacity. Fieldwork country case studies below present findings on improvements in OSH knowledge and capacity in each country. Then, we present a short summary of on-line survey findings from Argentina, Colombia, and Philippines.

Myanmar

Overall, findings show partners in Myanmar believe there are improvements in OSH knowledge and capacity, but also think further support is required. The project's main government partner in Myanmar is FGLLID. Two other key government partners are the Ministry of Construction's Department of Buildings (DOB) and the Ministry of Agriculture's State Agriculture Institute (SAI). All noted improvements, but believe that further capacity building is needed. FGLLID representatives noted that while the capacity of labor inspectors and their supervisors to identify risks and hazards in workplaces have improved, "*We have a long way to go before we can say our OSH capacity truly is improved*." Similarly, DOB Representatives believe that while project training increased engineers' OSH knowledge, it is too early to determine if and how they are using the new knowledge and that more systematic training over a longer period of time is required to truly build OSH capacity.

In terms of mainstreaming TVET, SAI representatives believe teachers show increased capacity to incorporate OSH content into the agriculture curriculum, but also noted that more training is needed. The ITC in Sinde, which is incorporating OSH content into their TVET curriculum, also believe that teachers have a much better understanding of OSH and how young workers are at high risk. ITC also noted that current ITC students OSH knowledge is improving.

Quote from ITC Sinde Representative

"The institute offers technical degrees in mechanics, electricity, and information technologies, which are not aligned with the project's focus on agriculture and construction."

The Myanmar Industries Craft and Services (MICS) and the Confederation of Trade Unions of Myanmar (CTUM) are key worker organizations. MICS representatives feel that trade union members who participated in OSH training increased awareness and knowledge of OSH issues. They also observed important changes in some construction worksites, which include the use of personal protective equipment (PPE) such as welding goggles, body harnesses, and painting masks. CTUM representatives,

Quote from CTUM Executive Representative

"The project did not work with us to develop a joint strategy, workplan, and trainings that fully meet our needs."

on the other hand, believe that the project did not build its capacity to address OSH issues in workplaces because trainings are short and not tailored to the specific needs of CTUM.[24]

The project also collaborates with the Union of Myanmar Federation of Chambers of Commerce of Industry (UMFCCI) and the Myanmar Construction Entrepreneurs Association (MCEA). MCEA representatives credit the project for improving the level of OSH awareness and knowledge of its engineers who are serving as trainers. They explained that MCEA, with support from the project, is currently training its site engineers who are expected to make changes in workplaces to reduce risks and hazards. While changes have not yet occurred, respondents indicate that owners of construction companies understand that an investment in OSH is a business decision that reduces costs related to workplace injuries and illness. Some ILO officials in Myanmar, however, believe many companies are reluctant to invest in OSH due to the cost.

Uruguay

In Uruguay, findings show the project increased capacity of the key stakeholders including IGTSS, CONASSAT members, CETP-UTU, and INEFOP and promoted collaboration between these stakeholders. The country also used technology for unique initiatives.

Quote from Labor Inspector

"More than anything, the training helped me approach the inspection reports in a more systematic way. I am a lawyer and am responsible to make sure employers are abiding by the law. The training helped me understand and apply the law to the inspection report. We now have a better understanding of what is expected."

The Uruguay IGTSS noted that it has been tracking workplace injuries since 2015. According to IGTSS data, the percent of workplace accidents has decreased about one percent per year from 2015-18. The Inspector General believes the project is helping build its capacity to continue the downward trend in workplace injuries. She also noted that Uruguay passed the Business Criminal Law, which states that employers can be held responsible for workplace injuries and deaths if found negligent.[25] She believes the project is helping labor inspectors understand and document cases of serious injuries or deaths in workplaces, which is required to seek legal action under the Business Criminal Law.

The labor inspectors agreed that training increased their level of awareness and knowledge of OSH and risk to young workers. Most of the inspectors have not had a chance to apply new knowledge to inspections because the training just took place recently. However, one inspector explained that he applied knowledge about chemical classification during a recent inspection of a chemical company.

The project contributed to strengthening tripartite relations focused on OSH issues in Uruguay. CONASSAT members commented that working on two research projects and the national OSH campaign strengthened their ability to work together, which is important

[24] Based on interview with CTUM executives.

[25] In Spanish, Ley de of Responsibilidad Penal Empresarial (19.196).

because they represent different constituents with different priorities and agendas. They noted that OSH was an excellent topic to bring them together to work on common objectives. One CONASSAT member explained that this was the first time CONASSAT members worked together on a project with concrete products.

The project also worked on TVET. The ILO's Inter-American Center for Knowledge Development in Vocational Training (CINTERFOR) collaborated with CETP-UTU to incorporate OSH content in its two-year forest technician degree in Tacuarembó. CETP-UTU representatives noted that the collaboration was an important step in helping build its capacity but there are more than 200 departments within the university that would benefit by incorporating OSH into other degrees. One representative explained while it was a baby step, it provided a process that the university can build upon since CETP-UTU now has a participatory process to incorporate OSH into technical curricula.

Quote from CETP-UTU Teacher

"The project helped us develop an OSH guide that we can use to mainstream OSH into our forestry curriculum. However, we also offer courses in logistics, construction, administration, and human resources. Our goal is to incorporate OSH content into the curriculum for all of these courses. Our teachers require more training to really grasp OSH and to create a culture of prevention. We do not have a culture of prevention in Uruguay."

The project also collaborated with INEFOP to incorporate OSH content into its gastronomy course, which INEFOP views as a pilot for integrating OSH messages and lessons into curriculum. In addition, CINTERFOR did a presentation for 16 of INEFOP contracting institutions that increased their awareness of the importance of integrating OSH into curricula for any course.

Lastly, the project engaged in an interesting and highly sustainable technology initiative. In 2011, the ILO and the Ministry of Labor and Social Security (MTSS) collaborated on the development of a book entitled *What do you want to be when you grow up?* The book introduces children to the world of work and the concept of decent work by exploring different trades and professions as well as occupational hazards. The project hired a team of consultants to develop a software application based on the book. Through Plan Ceiba, the software application will be loaded on nearly 800,000 tablets that children use in public schools throughout the country.[26]

Viet Nam

Findings demonstrate that stakeholders in Viet Nam believe capacity has increased, but changes in actual behavior have varied. Key stakeholders include DWS, DVET, VCCI, VFU, and VGCL. DWS believes that project training increased awareness of government officials on the degree to

Quote from DWS Official

"Our staff are now aware of the importance of OSH in the workplace and the importance of collecting and reporting on OSH data. The knowledge of our labor inspectors has also improved as a result of the training provided by the ILO projects."

[26] https://www.ceibal.edu.uy/es/institucional

which young workers are at high risk for workplace injuries and illness and DVET believes the project increased the department's capacity to incorporate and teach OSH content in its courses. However, only two of DVET's 20 teachers are teaching courses with OSH integrated content and stakeholders believe that while increasing the knowledge of students regarding OSH is important, it is not enough to reduce accidents and illnesses in workplaces. DVET noted that there needs to be an effective enforcement mechanism provided by the labor inspectorate, which currently does not exist.

As discussed in Section 3.1.2, the project trained trade unions and employer representatives on OSH issues and, through a TOT approach, supported training of workers, employers, and farmers. These organizations credit the TOT approach for improving their capacity to train their constituents. VFU told the evaluator that the training was effective at improving OSH knowledge of small-scale tea producers to implement changes in tea factories designed to reduce risk to workers. The evaluator visited tea factories in Phu Tho Province and observed changes such as improved ventilation systems, protective covers on conveyor belt motors, and use of PPE including as masks and gloves. The majority of workers, however, were well over 24 years of age, which is why one stakeholder questioned whether the tea sector was the most appropriate sector to target to reach young workers.

Argentina, Colombia, and Philippines

Forty-one tripartite plus partners from Argentina, Colombia, and the Philippines answered the online survey. Due to the small sample, results are summative rather than prescriptive or generalizable. A full description of findings, including tables, is included in Annex G.

Overall, results showed that the project was at least somewhat effective at increasing awareness of hazards and risks faced by young workers and nearly all respondents reported that the project was also at least somewhat effective at increasing OSH knowledge within employers' associations, unions, and the government/labor inspectorate. Respondents that had received training unanimously said that the training was well designed, and all respondents who received TOT said the project trained trainers well or very well. Perspectives on the TVET course in Argentina were mixed, though stakeholders in Colombia had a very positive outlook on the certificate course offered. Youth agricultural workers who took the course in Colombia had very positive comments on the curriculum, approach, and importance for their personal and professional development; they also reported putting the knowledge into practice at work.

Beyond training and increasing knowledge, the project positively changed perspectives on the importance of focusing on OSH for young workers and improved skills to address OSH issues that affect young workers. Eighty percent of survey respondents say that the project changed their perspective on the importance of focusing on OSH for young workers, and all respondents indicated that the project was somewhat or very effective at increasing skills to address OSH issues that affect young workers.

3.2.3. Factors Contributing to or Hindering Objective Achievement

The factors that both contributed to and hindered the achievement of objectives are discussed below and are organized by key factor.

Level of Funding

Findings show the total project budget of USD 11.4 million was adequate to achieve the project objectives. Likewise, the country level budgets were adequate to achieve country level objectives. The one exception is Viet Nam where both project staff and partners opined that given the large number of partners, more funding would have helped improve project performance in terms of achieving indicator targets. Overall, the budget allocations to the countries appear to have been adequate to achieve the stated objectives.

Technical and Administrative Support

Collaboration with ILO branches has been mixed. Findings demonstrate that efforts to work with the Social Protection Department (to mine data on young workers) and with the Skills and Employment Branch, did not yield results. On the other hand, the project collaborated well with the Youth Employment Programme and the Decent Jobs for Youth global initiative to share and develop tools, and with the ITC-ILO in Turin to develop and offer an OSH training program focused on young workers.

SY@W also collaborated with FUNDAMENTALS, for example, on *SafeDay* 2018 (which aligned with World Day Against Child Labor 2018); on the SY@W Action Plan Drafting Team; on the inclusion of OSH/Young Workers activities at Global Child labor Conference in Argentina; and on child labor projects and initiatives in Viet Nam, Myanmar and Côte d'Ivoire.In addition to the collaboration, the LABADMIN-OSH branch provided approximately USD 149,000 to the project for the SY@W World Congress, junior program officer, communications, meetings, travel, and equipment. The branch also provided a senior communications officer who was largely dedicated to the project.

Overall, the NPCs are satisfied with the level of technical support they have received from the project team in Geneva generally and the CTA. Some NPCs are not entirely satisfied with the access to technical support from the ILO Asia regional office, which can be attributed to the high workload and demand from other ILO projects in the region. The feasibility of ILO OSH regional specialists providing technical support, given workload and other priorities, should also be considered when designing future projects.

Management Structure and Staffing

The project has a centralized management structure. The Geneva-based management team consists of a CTA who serves as the overall project coordinator; a project technical specialist; a research, monitoring, and evaluation (RME) officer; and an administrative and finance officer. The project added a junior program officer in August 2017 to take some of the project administration burden off of the team, but the person left the project in August 2018.

Finding: One of the reasons that the project withdrew from Ecuador and Mongolia was the lack of full-time NPCs to support implementation. Not having NPCs in the participating countries at the beginning of the project hindered development of stakeholder ownership and project delivery.

The project would have benefited from having an OSH expert on the project management team in Geneva to help meet the demand for technical support that ILO and external OSH experts were not able to provide. Furthermore, an OSH expert would have taken some of the pressure off of the CTA to provide technical support to the countries, which would have allowed him to concentrate on project management and quality control of reports and other documents. Initially, the project's management structure, at the country level, consisted of an NPC and assistant in each pilot country. Instead of hiring NPCs for the participating countries, the project decided to use existing ILO staff to support project implementation based on recommendations from ILO colleagues. Findings show that the project team in Geneva underestimated the difficulty of ensuring steady implementation without having full-time NPCs and assistants in the participating countries. Not having them onboard at the start of activities slowed delivery, reduced project capacity to build national stakeholder support, and made it difficult to solve implementation problems that inevitably arose.

The project added full-time NPCs in Côte d'Ivoire in June 2017 and Indonesia in August 2018. Instead of hiring a NPC for Uruguay, the OSH specialist for the ILO regional office in South America provides substantial management and technical support to the project in Uruguay.

NPC turnover also caused delays and hindered the achievement of objectives. In Viet Nam, the NPC turned over two times in May 2016 and July 2017. The Philippines NPC turned over once in August 2016 while the Myanmar NPC turned over once in January 2019. Although the Myanmar NPC resigned in December 2018, at the time of this evaluation, five months after her resignation, the position had not been filled.[27]

Communication and Information Sharing

KIIs and the survey show there was effective communication and information sharing between project partners and the NPCs, and that the project steering committees were effective mechanisms to facilitate communication and information sharing.[28] Overall, the communication and information sharing between NPCs and the project team in Geneva was timely and effective.

One communication issue raised by some NPCs is the USDOL requirement for disclaimers and acknowledgements. The 2019 MPG provides guidelines for acknowledgement of USDOL funding and the recipient of USDOL funds must acknowledge USDOL funding

[27] During the report writing phase of the evaluation, the project reported that an NPC replacement had been identified and began work on 03 July 2019.

[28] The project formed project steering committees consisting of government, social partners, and other key organizations. The role of the steering committees is to provide guidance and support to the project.

support in all communications including publications, announcements, speeches, and press releases. The MPG also requires the recipient to state the percentage and dollar amount of federal funds provided to the project.[29]

The statement required, according to some NPCs, is very long and includes the project total amount of USD 11.44 million that caused confusion among partners. One NPC stated that "*Our partners knew we received about USD 700,000 to implement the project but when they saw USD 11 million printed on materials, they wanted to know what happened to the other USD 10 plus million*."

Timeframe

The project's original timeframe was four years (December 31, 2014 to December 18, 2018). Due to a series of delays, including delays developing the project document, the project did not start to implement activities at the global level until August 2015 with development of the country strategies and work on the CMEP. A project modification signed on July 16, 2018 revised the end dates for the pilot and participating countries while extending the overall project end date to December 31, 2019. USDOL expressed concern to the ILO regarding that the amount of time it took to develop the project document, and the delay in selecting participating countries and developing country strategies, could negatively affect the project implementation.

There was another delay developing the project revision that proposed a 12 month no-cost extension, terminated activities in Ecuador and Mongolia, added Colombia and Argentina as participating countries, revised country SOWs, and realigned the project budget. USDOL and the ILO initially discussed these project revisions during a meeting in Geneva in December 2017 but, for a variety of reasons, the project revision took five months and the approval took one month, amounting to nearly a six-month process.

Table 5: Implementing Timeframe for Pilot and Participating Countries

Country	Start Date	End Date	Timeframe
Philippines	November 2015	February 2019	39 months
Viet Nam	April 2016[30]	May 2019	37 months
Myanmar	July 2016	September 2019	38 months
Côte d'Ivoire	July 2018[31]	September 2019	14 months
Indonesia	January 2017	July 2019	18 months
Uruguay	July 2017	July 2019	25 months
Argentina	July 2018	December 2019	18 months
Colombia	September 2018	December 2019	16 months

[29] 2019 Management Procedures Guidelines, Page 17-18.

[30] Viet Nam was decided as a pilot country at the beginning of the project and activities were agreed upon in December 2015.

[31] While the project conducted some limited activities in 2017, the work did not actually begin in Côte d'Ivoire until July 2018 when the NPC was hired.

Table 5 shows the start date of activities as reported by the NPCs, the end date in the modified CA, and the actual timeframe for implementing activities expressed in number of months. The actual time to implement activities was considerably less than the 48 months originally envisioned. The three pilot countries have had the longest timeframe. Findings from KIIs with project partners in the three fieldwork countries show that stakeholders believe the project's timeframe was too short. In Viet Nam, DWS representatives compared the project to a pilot project that was ending with no plan to scale up the activities. In Myanmar, FGLLID representatives believe the project is just beginning to achieve momentum. The timeframe for Argentina, Colombia, and Uruguay was especially short and while project staff believe the timeframe is long enough to finish the worked that was started, it would have been better to have had more time to work on sustainability.

Quote from Project Staff

"The timeframe is too short to be able to see the results. It will take more time to help create a culture of prevention within the labor ministry. Also, there will be a lot of things that will remain pending when the project ends in December. The short timeframe is also going to hinder sustainability."

Quote from FGLLID Representatives

"The fact that the project is now ending is disappointing. It's like you are on the runway waiting a long time to take off. Finally, the plane taxis down the runway and takes off. Just minutes after the plane is airborne, the pilot announces that its time to land and everyone needs to fasten their seat belts."

Selection of Pilot and Participating Countries

The ILO and USDOL jointly selected the Philippines and Viet Nam as pilot countries based on a history of working in these countries on labor issues. The decision to add Myanmar as the third pilot country was driven, to a certain degree, by USDOL's interest in participating in the VZF, which chose Myanmar as it first implementing country.[32] USDOL modified the CA in November 2015 to add Myanmar as the third pilot country and provided an additional USD 1 million for activities in Myanmar.

In practice, there is limited interaction between VZF and the SY@W activities in Myanmar because the projects have different priorities and strategies. VZF works in the garment and ginger supply chains and doesn't have a focus on young workers. On the other hand, SY@W focuses on agriculture in general and construction sectors with a primary focus on young workers.

The project followed a different process to select the five participating countries. The project communicated with ILO country directors and regional OSH specialists to explain the project and gage interest. The response was underwhelming with only a few ILO country offices expressing interest that included Cameroon, Côte d'Ivoire, Ecuador, Indonesia, Mongolia, Nicaragua, Tanzania, and Zimbabwe. While the project document

[32] USDOL financial regulations limit its ability to provide funds to multi-donor programs like the Zero Vision Fund.

lists a set of criteria to select participating countries, in practice, the initial five participating countries were selected largely on their interest to participate in addition to meeting the selection criteria.[33]

The project decided to cease operations in Ecuador and Mongolia due largely to a lack of progress implementing project activities. In Ecuador, general elections in February 2017 resulted in a complete turnover of government counterparts that would have required the project to re-start consultations. In Mongolia, the strategy to work through a key consultant did not receive approval from the Mongolian government, which stalled implementation.

Roll Out of Products and Tools

The project intended to develop OSH products and tools in the three pilot countries and disseminate them to the five participating countries. The plan to roll out OSH products and tools to participating countries did not occur. Once the project started to implement activities in the countries, it realized that this approach was not feasible because it did not have OSH tools ready as originally envisioned. Instead, the project had to develop tools and test them from scratch in each country, which took a considerable amount of time.

SY@W World Congress

Output 4.2.2 in the CMEP states that the project aims to ensure youth participation in the XXI World Congress on Safety and Health at Work. To operationalize Output 4.2.2, the project developed youth champions, their participation in the SY@W World Congress, and follow up activities such as *SafeJams* as a key strategy to involve youth under IO 4.[34] Planning and preparing for the World Congress required a substantial amount of staff time that essentially put a hold on project activities and especially delayed implementation in participating countries, which had hindered the achievement of the IOs, especially IO 1, IO 2, and IO 3.[35]

The project team in Geneva strongly believes participation in the World Congress, including selecting and preparing the youth champions, and the post-congress youth champion activities were worth the investment because it helped place OSH and young workers on global agendas. The SY@W World Congress provided a high profile platform for the youth champions, but required significant financial and human resources. Given this, it is possible the youth champion strategy could have been launched and implemented

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[33] The selection criteria include: needs of the country; feasibility of intervention; national stakeholders' commitment; recent or on-going OSH interventions; ability to serve as a regional leader; and, ILO capacity to deliver the services.

[32] SY@W project document.

[35] A USDOL team met with the project team in December 2017 to express concern about overall project performance, especially in the participating countries, and communication. One of USDOL's concerns was that the time and effort the project invested in the SY@W World Congress and post-congress youth champion activities were contributing to the lack of progress in the pilot and participating countries.

in a more cost-effective manner. This is discussed in more detail under factors affecting project efficiency in Section 3.3.3.

Difficulty with National Consultants

The project attempted to identify and use local consultants when feasible. However, at times, the project encountered problems identifying qualified national consultants and, at other times, national consultants struggled to produce acceptable products.

In Myanmar, the project struggled to identify an appropriate consultant to conduct one of the OSH rapid assessments for the construction sector while in Viet Nam it struggled to find qualified consultants to develop OSH training materials and deliver training under DVET. In the Philippines, national consultants who conducted an assessment of the OSH recordkeeping system and drafted the OSH profile encountered difficulty delivering products that met project standards. The national consultant in Indonesia who conducted the rapid OSH assessment was not able to produce a report that met project quality standards.

Finally, the consultant hired to conduct the five-country OSH study was released due to concerns raised by ILO regional staff. A second consultant was hired but also was unable to complete the task due to quality concerns.

3.2.4. Implementing Partner Support

In general, findings show the project received adequate support from its implementing partners in all eight countries. NPCs credit this support as an important factor that contributed to achieving project objectives. However, some partners failed to show sufficient support and commitment, leading to project decisions to work with others.

For example, in Myanmar some employers in the agriculture sector did not show interest in addressing OSH and especially focused on young workers. Similarly, the newly elected National League for Democracy government took much longer than anticipated to pass the OSH law, which delayed project activities that were dependent on the OSH law. Another factor that hindered project operations in Myanmar was a preexisting OSH project funded by a different donor that was already engaged in training OSH inspectors.

Project staff in the Philippines and Viet Nam also reported problems working with partners. In the Philippines, the new OSH law, which was passed in August 2018, generated a heavy workload for BWC due to many policy changes. The heavy workload hindered BWC's ability to collaborate with the project on planning and executing activities including developing two regulations targeted by the project under IO 2.

The project also encountered problems working with TESDA and trade unions in the Philippines. During the pre-project consultation phase, TESDA expressed interest in collaborating with the project to incorporate OSH content in its technical training curricula and train its teachers. Once the project started to implement activities, TESDA lost interest due to competing priorities. The project abandoned the TESDA initiative and, instead,

collaborated with the Boy Scouts of the Philippines to develop a merit badge on OSH.[36] According to the former NPC, the merit badge has been established and is in the process of being promoted but an OSH merit badge has not yet been awarded.

Despite providing TOT training to participants from ten trade unions, only one, Federation of Free Workers, replicated the training for union members. This may be due to a lack of confidence to conduct OSH training. Project staff believe that trade unions in the Philippines consider OSH to be a highly technical that only OSH experts can deliver.

In Viet Nam, DWS staff did not always have enough time to dedicate to project activities because they oversee a variety of technical cooperation projects, and coordination with other departments is challenging. The project identified the Ho Chi Minh (HCM) Youth Union as a potentially important partner given its focus on youth and the role it might play in helping sustain the youth champions. However, HCM Youth Union did not demonstrate interest in collaborating on OSH issues.

3.2.5. Stakeholder Satisfaction with Project Interventions

Overall, findings show that project partners are satisfied with the quality of the project interventions including technical the assistance and training activities. They consider the support provided by ILO sector experts and outside consultants to be of high quality. Nevertheless, several partners, in each of the evaluation fieldwork countries, expressed some concern with project interventions and made suggestions to improve the quality. These comments are organized below by evaluation fieldwork country.

Myanmar

FGLLID is pleased with the relationship with the project and appreciates the support focusing on OSH and the risk young workers face. It would like to improve two specific issues. One is the workplan. FGLLID would like to have the opportunity to discuss the workplan with the project and agree on its content and implementation timeframe. The second is better communication. Specifically, stakeholders would like to know what other ministries and departments the project is working with.

The other issue raised by FGLLID was the OSH profile. The project hired one international and one national consultant to review the 2014 OSH profile and make recommendations to revise and update it. The process took one and a half years, which was too long according to FGLLID. The consultant should have been based in Myanmar instead of Bangkok, which would have decreased the amount of time

Quote from Department of Building Representatives

"We were not entirely satisfied with the quality of OSH training provided to our engineers. We were expecting to have more advanced training with more dynamic methods. We would like to have more advanced training using updated PPE and other technologies in construction worksites."

[36] To receive the OSH merit badge, scouts would be required to satisfy a range of OSH requirements and competencies. The OSH merit badge is designed for two age groups: grades 4-6 and high school.

it took to revise the profile and would have helped ensure that it is based on the local context. One FGLLID official commented that by the time the profile was finished it was outdated because the new OSH law had since been passed.

CTUM, MICS, and Workplace Safety and Health (WSH) Myanmar, who conducted OSH training for the trade unions, noted a problem with communication that resulted in trade union members from the garment sector participating in training designed for the construction sector. A senior CTUM representative said that the invitation was unclear and caused confusion regarding who should attend. The WSH Myanmar representative believes since the garment sector is more organized than the construction sector, it was easier to send trade union members from that sector. He believes the mismatch between participants and training design reduced the effectiveness of the training.

Uruguay

The labor minister believes that while the national OSH campaign was successful, it was too short. He explained that to have an impact, Uruguay requires a sustained OSH campaign. He suggested that international donors, such as USDOL, should consider shifting some funds from child labor prevention to OSH projects and make those funds available to Uruguay.

IGTSS senior officials opined that OSH training modules and training provided to OSH labor inspectors were highly effective. One potential problem they identified is the lack of funds to continue to train the inspectors. The believe that the inspectors will continue to use the OSH inspection tools but that continuing the training will be difficult due to a shortage of funds. This issue is discussed more detail under sustainability in Section 3.5. The labor inspectors who participated in the training to validate the OSH modules provided a range of suggestions to improve the training that are summarized in the text box below.

Labor Inspectors' Suggestions to Improve OSH Training

- ✓ *I suggest dividing one eight hour session into two four hour sessions delivered over two days. This way we would have more time to take care of both work and family responsibilities.*
- ✓ *The trainers should use virtual methods. For example, they could create a website where material is available that we can read when we have time.*
- ✓ *The trainers were technical experts but some lacked training skills. Also, some of the trainers used technical language and concepts that some of us had difficulty understanding. The trainers need to find a way to present technical concepts in a way we understand.*
- ✓ *I think the trainers should have interviewed a sample of us to better understand our level of knowledge to help them tailor the training to our needs. We could have taken more advantage of the training with more effective preparation.*
- ✓ *Training effectiveness could have been increased if we would have had an opportunity to practice what we learned in workplaces. For example, taking measurements during inspection visits.*
- ✓ *I think we need the training to focus on how to reach young workers, how to communicate with young people. A module on how to communicate with young people would be helpful.*
- ✓ *What is important is on-going training. We need professional development not just one off trainings.*

CONASSAT focused on developing and executing the national OSH campaign and developing a book that documents its history, achievements, and future challenges. CONASSAT credits the OSH campaign book for strengthening the tripartite relationships. Several CONASSAT members, including the former president, told the evaluator that this kind of project should provide OSH training for workers and employers in sectors that are prone to high incidence of injuries and illnesses.

Quote from INEFOP Representative

"The problem is that supervisors and managers in companies influence whether young workers modify risky behaviors such as using PPE. To be successful, projects need to include supervisors and managers in OSH training and awareness raising activities."

CETP-UTU and INEFOP are very satisfied with level of support and technical assistance provided by CINTERFOR and its consultants as well as the participatory approach used to develop OSH materials. They noted that CINTERFOR was especially flexible in responding to needs. Like CONASSAT, INEFOP also commented that the project should have included a component to train and educate workers and employers about workplace risk and prevention.

Viet Nam

One of the primary complaints of DWS and the social partners is that the project's scope was too small and the timeline too short. A DWS official said the project is like a pilot project without a plan to scale up. DWS also believes, given a relatively small budget, the project has too many partners. Fewer partners would have meant more funds available for each partner. DWS, which heads the PSC, also felt that the ILO, at times, dictated what the PSC would discuss and support. DWS would have liked to have had more space to make decisions as the chair of the committee.

Quote from VFU Official

"Everyone in Viet Nam knows that if you intend to build the capacity of farmers, VFU is the main organization to work with because it has more than 10 million farmer members."

The major complaint registered by the social partners was the requirement to competitively bid on the trade union and employer training. Representatives from VCCI and VFU said that the requirement to bid on the training placed an unnecessary burden that delayed activities. Both employer and worker organizations believe that ILO should streamline bureaucratic requirements for future projects.

VCCI, VFU, and VGCL also emphasized that they should have been more involved in the design of the project. They acknowledge that the ILO consulted them during a scoping mission. However, they believe they did not have much actual input into the project's strategies, activities, and target beneficiaries.

Argentina, Colombia, and the Philippines

The results from the on-line survey provide a view into perspectives on the quality of technical support for the government, though since only government officials answered this sub-set of questions, the sample size is very small. In terms of OSH data collection and

use in Argentina and the Philippines, responses indicate that eight of the nine respondents felt that the project provided good or very good quality technical support on both the collection of OSH data and the use of OSH data. Similarly, eight of eight respondents stated that the project provided good or very good technical support on updating national legislation or regulations.[37] All ten of the ten respondents who answered the question on the quality of technical support offered to labor inspectorates said the support was good or very good.

3.3. Efficiency

Efficiency is an economic term which signifies that projects use the least costly resources possible to achieve the desired results.[38] This generally requires comparing alternative approaches to achieving the same objectives, to see whether the most efficient process has been adopted, which is beyond the scope of this evaluation. Instead, the evaluator conducted an analysis of the allocation of resources (evaluation question #8) and examined the project's cost efficiency to determine whether the project was implemented in the most cost effective manner (evaluation question #9). Factors affecting efficiency are also discussed in this section.

3.3.1. Allocation of Project Resources

Table 6 provides a summary of the allocation of resources to the project's intermediate objectives. The budget for the four IOs amounts to 36 percent of the total project's budget.[39] IO 4 represents 45 percent of the IO budget and is the largest IO line item. It includes expenses to implement both global and country OSH awareness activities and events as well as developing OSH promotion materials. The youth champion activities are budgeted under IO 4. IO 3, which represents 25 percent of the IO budget, is the second largest IO line item. The expenses for labor inspector training and development of inspection tools as well as the training for worker and employer organizations are budgeted under IO 3.

Table 6: Allocation of Resources by Line Item and IO

Budget Line Item	Percent of Budget
Intermediate Objective 1	10%
Intermediate Objective 2	20%
Intermediate Objective 3	25%
Intermediate Objective 4	45%
Total	**100%**

The third largest IO line item is IO 2, which represents 20 percent and includes expenses for activities such as OSH laws and regulations, policies, national action plans, and OSH

[37] Three respondents said this was not applicable to them.

[38] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

[39] The evaluator will refer to the IO costs as the IO budget.

committees. The mainstreaming of OSH content into TVET curricula is also budgeted under IO 2. The smallest IO line item is IO 1, which is focused on improvements of OSH data collection and use for young workers. Only 10 percent of the total IO budget is allocated to IO 1, which may help explain why this area is where the project faced significant challenges.

Table 7 shows the amount of resources allocated to global and pilot and participating countries to implement the IOs. The global IO budget represents 44 percent of the IO total budget. The majority of the expenses incurred in the global IO budget are youth champion activities at the SY@W World Congress in Singapore, other youth champion activities such as *SafeJams*, and OSH awareness and promotion events.

In contrast, 22 percent of the total project budget is allocated to the three pilot countries. This includes 15 percent of the total operating items and 35 percent of the total IO budget. Since the pilot countries operated with only one NPC and one assistant, an allocation of 15 percent seems appropriate. Also, since the pilot countries implemented a range of activities under each of the four IOs, an allocation of 35 percent of the total IO budget appears appropriate.

Table 7: Allocation of Resources by Country

Location	IO Items
Global	44%
Pilot Countries	35%
Participating Countries	21%
Total	**100%**

As discussed previously, at the beginning of the project the participating relied on existing ILO country office staff instead of a dedicated NPC, which resulted in lower expenses. In addition, since the ILO regional OSH specialist provided management and technical support to Uruguay, the project did not hire a NPC, which reduced operating expenses. Likewise, the smaller amount allocated to the IOs can be explained by the fact that participating countries implemented fewer activities under fewer IOs, compared to the pilot countries.

3.3.2. Project's Cost Efficiency

The project operated in a highly cost efficient manner. As discussed in Section 3.2.3., the central management team consists of the CTA, technical specialist, RME officer, and administration and finance officer. In the evaluator's opinion, this is a very thin management team for a USD 11.4 million global project. Therefore, efficiency could not have been increased by reducing management team members.

The midterm evaluation recommended to relocate the CTA from Geneva to the ILO regional office in Bangkok to facilitate communication and more hands-on management.[40] This, to a certain point, would have created efficiency by placing the CTA closer to the three pilot countries that would have facilitated communication and reduced travel costs. However, on the other hand, it would have created inefficiencies in supporting the participating countries in Africa and Latin America and communicating with key ILO actors located in Geneva. As discussed in Section 3.2.3, the project was not able to access the level of technical assistance and support from ILO OSH experts as anticipated in the design of the project. Nevertheless, the evaluator believes having the team in Geneva facilitated coordination with other ILO departments, which added value.

The country level management structure is also quite thin consisting of the NPC and assistant or, in some countries, part-time assistants. Initially, the project staffed the three pilot countries with an NPC and assistant while opting to use other ILO staff to implement activities in the participating countries. As discussed in Section 3.2.3, this proved to be an error because a full-time NPC was required to advance project activities. The one exception is Uruguay where the regional OSH technical specialist is providing management oversight to the project in Uruguay. Her salary, benefits, and other costs are covered by the ILO regional office. The country level staffing structure of an NPC and assistant is the minimal requirement to manage project activities.

3.3.3. Factors Affecting Efficiency

A variety of events delayed project activities created certain degrees of inefficiencies. The project document development and final approval took nearly seven months and it took nearly a year for the development and approval of SOWs for the Philippines and Viet Nam.[41] The development and approval of the SOW for Myanmar took until July 2016.[42] The project also experienced delays in identifying participating countries. The SOWs for Mongolia and Indonesia were agreed to in July and September, 2016, respectively. The SOW for Ecuador was agreed to in January 2017 while those for Côte d'Ivoire and Uruguay were agreed to in May 2017.[43]

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[40] Midterm independent evaluation of *Building a generation of safe and healthy workers - SafeYouth@Work Project*, May 2018.

[41] While it is not entirely uncommon for USDOL funded and ILO implemented projects to take five to seven months to develop and approve project documents, it does represent nearly 15 percent of the project's original life of 48 months, which decreases the time available to achieve objectives.

[42] Myanmar was named as a third pilot country in November 2015. It took another nine months to prepare and approve the SOW and workplan.

[43] Note that since the pilot countries were formally approved by the USDOL grant officer, approvals were required. Since the participating countries have fewer interventions and, initially, no permanent staff, USDOL decided that the grant officer representative would concur or agree to the countries and activities proposed by the ILO, thus no formal approval was required.

As discussed in Section 3.2.3, the ILO decided to withdraw the project from Ecuador and Mongolia in April 2018, due to a lack of implementation progress. USDOL and the ILO, after a protracted NCE negotiation process, agreed to add Argentina and Colombia as participating countries.[44] However, the project not only lost resources and time it invested in Ecuador and Mongolia but needed to make new investments to design strategies and develop SOWs for Argentina and Colombia.

The turnover of NPCs in Myanmar, Philippines, and Viet Nam, as discussed in Section 3.2.3, also caused delays and contributed to inefficiencies. Other factors that caused delays and contributed to inefficiencies include the delay in passing the OSH law in Myanmar, the approval of the implementation agreement in Viet Nam, and difficulty recruiting qualified national consultants in a variety of countries, also discussed in Section 32.3.

Preparation for the SY@W World Congress required a significant investment in both financial resources and staff time that created inefficiencies. The project invested about 26% of the total budget of Outcome 4 in the World Congress.[45] In addition, some project activities were put on hold to allow project staff to prepare for the event, which delayed implementation of other activities. These were substantial investments in an event that is not directly related to the project's theory of change and IOs. In addition, only 30 of the 125 youth champions who participated in the World Congress have so far implemented OSH activities.[46] While the decision to add youth champions as a strategy to include youth is sound and should be considered a good practice, the resources invested in the SY@W World Congress were costly.

3.4. Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.[47] The following section examines the extent to which key partner institutions and organizations have demonstrated ownership of project outputs and outcomes as well as those outputs and outcomes that are likely to continue once the project ends (evaluation question #10). This assessment is based largely on information gathered from the three evaluation fieldwork countries and interviews with NPCs.

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[44] The negotiation process is documented in a variety of communications between USDOL and the ILO. The agreement on the addition of the two countries as well as a 12 month no cost extension, budget realignment, and changes in strategies are documented in project modification #6.

[45] It should be noted that the cost of the SY@W World Congress, including the participation of 125 youth champions, cost more than USD 472,000. LABADMIN-OSH Branch and ILO country offices who sent youth champions, provided additional financial support.

[46] The project reported that 30 youth champions implemented OSH activities in the April 2019 TPR.

[47] http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

3.4.1. Ownership of Key Project Outputs and Outcomes

As described in the project's sustainability strategy, partner ownership of key project outputs and outcomes is an important determinant as to whether they are likely to continue once the project ends.[48] Based on interviews in the three evaluation fieldwork countries, findings point towards a strong partner interest and commitment to continue to focus on OSH. NPCs in the non-fieldwork countries also appears to show a strong commitment.[49] The on-line survey also shows that 90 percent of stakeholders in Argentina, Colombia, and the Philippines believe that the project helped create a sense of ownership and commitment to continue to improve OSH practices for young workers. Open-ended responses indicate that there is increased commitment and significant tripartite coordination on issues related to OSH for young workers.

The actual feeling of ownership of project outputs and outcomes, however, is less certain. Key partners in Myanmar and Viet Nam commented that they do not feel like they own the project because they were not involved in the project design process. In Myanmar, FGLLID believe they should have been consulted more during the design of the project and involved when feasible so the project truly meets its needs. FGLID commented that the ILO came with the project already designed and funded, which did not help create a feeling of ownership.

Quote from CTUM Executive Representative
"CTUM was not involved in the project's design. To create ownership, we need to participate in the design of the project so it meets our needs. Any future ILO project should make sure we are involved in the design phase."

While MICS and UMFCCI representatives did not comment specifically on the desire to be involved in the project design phase, they appear to be reluctant to allocate scarce funds to continue to train their constituents, which indicates a lack of ownership. Both organizations commented that they would require funds from the ILO to be able to continue to train using the TOT methodology.

In Viet Nam, while DWS representatives were consulted during the project design phase by ILO officials and consultants, they were not as directly involved in the design as they would have liked. Furthermore, when asked about ownership of outputs and outcomes, they commented that they should have had more autonomy to make decisions regarding project implementation.

Quote from DWS Official
"Even though we head the PSC, the ILO makes the decisions. For example, the ILO told us who to send to Uruguay for the study tour."

Interestingly, the ILO country director explained that to achieve sustainability, the communist party has to adopt the project outputs and outcomes. He further noted that while the project has made progress in

[48] Sustainability Strategy – SafeYouth@Work Project, Revised June, 2019.

[49] The non-fieldwork countries include Argentina, Colombia, Côte d'Ivoire, Indonesia, and Philippines.

convincing the government of the importance of specifically addressing OSH for young workers, it remains only half convinced that specifically addressing OSH for young workers is the appropriate approach.

3.4.2. Likelihood of Sustaining Outputs and Outcomes

Project staff believe one of the most important achievements of the project is placing OSH for young workers on the national agendas in the pilot and participating countries. Findings show that one of the most important accomplishments of the project is the high level of awareness it created among key partners regarding the fact that young workers are especially susceptible to injuries and illnesses in workplaces. The project created awareness of the importance to educate young workers about the risks and hazards they face in workplaces as well as to educate employers and worker representatives about these risks and hazards. This awareness will be sustained into the future.

The work on mainstreaming OSH into TVET curricula in Argentina, Myanmar, Viet Nam, and Uruguay as well as the mainstreaming of OSH into the National Rural Development Agency's (ADADER) training program in Côte d'Ivoire will likely be sustained because OSH content has been incorporated into existing TVET structures and systems that are established and financed. [50,51] The potential challenge, however, is that in the majority of cases, OSH content has been developed as a stand-alone product rather than changing the technical curricula to include OSH as part of the requirement.[52]

In general, the OSH laws and regulations in Myanmar, Philippines, and Viet Nam should be sustained. Also, the OSH profiles in Myanmar and Philippines as well as the OSH national action plans in Côte d'Ivoire and the Philippines should be sustained.[53] However, while the OSH profiles and action plans are likely sustainable in the short to medium term, they will need to be updated requiring resources that some labor ministries do not have in their budgets. Also, OSH laws and regulations are only effective if they are enforced while OSH profiles and action plans are only effective if they are implemented. Enforcement of laws and funds to implement plans could prove to be challenging in Côte d'Ivoire, Myanmar, and Viet Nam.

As discussed previously, the project collaborated with ITC-ILO to develop and offer the *National Strategies to Ensure OSH for Young Workers* course in March 2019. According

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[50] MOLISA's DVET sent a letter to the ILO country director summarizing its plans to sustain the OSH content in its technical curricula.

[51] According to the NPC for Côte d'Ivoire, the primary coordination platform between ANADER and the Coffee Cacao Council intends to incorporate OSH content into its training program for supervisors covering 31 cocoa producing not covered by project's partnership with ANADER thus increasing the sustainable scope of the project.

[52] The one exception is ITC in Myanmar where the technical curricula have been changed, with approval of the ITC director, to formally include OSH.

[53] Note that Argentina and Indonesia are in the process of developing and approving national action plans but they have not been reported as achieved in the April TPR.

to the senior OSH focal point at ITC-ILO, the Centre intends to offer the course next year. He believes that there will be sufficient demand for the course especially if the course is marketed to education ministries, youth associations, and other ILO projects. In addition, the Centre intends to include one session on young workers in other standard OSH courses.

The outputs and outcomes that are least likely to be sustained is the TOT, awareness raising initiatives, and youth champions in Myanmar and Viet Nam. The TOT within the labor inspectorates and employer and worker organizations and the awareness raising initiatives require funds. While the labor inspectorates and employer and worker organizations are committed to OSH training, most do not have the financial resources to train constituents. They need to identify donors or other sources of funding to be able to continue. The exception appears to be the VFU and the VGCI who intend to use their funds to continue training their members.

The majority of countries have engaged in OSH awareness raising initiatives where they produced and distributed OSH materials. While the materials will be available once the project ends, government and social partners told the evaluator that they do not have funds budgeted to continue to produce and distribute these materials. The project, at the central level, has funded key events such as *SafeJams*, safe days, research and studies, study tours, training, and media competitions that are not sustainable without further financial support.[54]

Overall, the youth champions do not appear to be sustainable in Myanmar and Viet Nam, and there are too few official "youth champions" in Colombia and Argentina to determine sustainability (though the NPC from Colombia did feel that the youth champions, and youth involvement in general, was a key aspect of the project).[55] Youth champions received mentoring from NPCs and funds from the project to implement a range of awareness raising activities including the *SafeJams*. Once the project ends, these resources will no longer be available making it difficult to continue to organize awareness raising activities and events. The Facebook fan page is one output that might be sustained if the youth champions are motivated to continue to administer them. In the Philippines, youth champions formed an organization called the Advancement of Youth for OSH (AYOSH) that has been able to access funds from the Philippines Red Cross and Resort World Manila to carry out events such as *SafeJams*. AYOSH appears to be sustainable as long as the youth champions are motivated to remain active without the support of the project.

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[54] These events are designed to increase awareness and eventually take action to address risk and hazards in workplaces. It is too early and beyond the scope of this evaluation to determine whether effect level change occurred as a result of these global events.

[55] Note that 125 youth champions from 29 countries participated in the SY@W World Congress and many have been involved in post-congress OSH activities. However, the evaluator is only able to comment on youth champions he interviewed from Colombia, Myanmar, the Philippines, and Viet Nam. In Colombia, many youth work with the project through the weekend certificate course, but there are only a small number of youth champions active in country. Argentina also has a very small number of youth champions, so it is difficult to ascertain sustainability.

3.4.3. Sustainability Planning

The project developed a sustainability strategy in October 2016 that was revised in June 2019 and will be submitted to USDOL in the October 2019 TPR for approval. To address sustainability, the project intends to conduct an end-of-project sustainability workshop in Turin in October 2019 to discuss lessons and good practices and develop sustainability plans. In addition, the project conducted end-of-project workshops that discussed sustainability in the Philippines in February 2019 and in Viet Nam in April 2019. The project intends to conduct similar end-of-project workshops to discuss sustainability in Indonesia and Uruguay in July 2019, in Côte d'Ivoire and Myanmar in August 2019, and in Argentina and Colombia in November 2019.

However, focusing on sustainability in last months of the project is very late. Research demonstrates that sustainability is more likely when projects gradually phase out activities and resources and allowed partners and beneficiaries to operate independently well before the project ends. A significantly long disengagement process allows local partners and beneficiaries to gain operational experience and confidence. It also allows them to identify replacement resources and create critical vertical support linkages with public and private sector organizations. [56]

3.5. Lessons Learned and Good Practices

This section lists and discusses lessons learned and good practices that could benefit similar projects (evaluation question #11).

3.5.1. Lessons Learned

The evaluator included lessons learned questions in the interview guides and reviewed lessons learned sections of the TPRs as well as a lessons learned summary developed by the project. The following discussion of lessons learned are based on these sources of information. They also consider findings from the relevance, effectiveness, and efficiency section of the evaluation and pull on the evaluator's expertise.

NPC teams are critical to ensure timely and effective implementation. As shown in section 3.2.3 and referenced in 3.3.2, the project initially decided to hire NPCs and assistants for pilot countries but not for the participating countries. The lack of full-time NPCs and assistants in the participating countries hindered implementation. In mid-2018,

[56] *Sustaining Development: A Synthesis of Results from a Four-Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects*, Gerald J. and Dorothy R. Friedman School of Nutrition Science and Policy at Tufts University, October 2016 https://www.fantaproject.org/research/exit-strategies-ffp

the project decided to hire NPC teams for the participating countries, which improved coordination and implementation of project activities.[57]

Access to high quality and timely OSH technical assistance is essential. As shown in section 3.2.3, some project staff did not receive the level of OSH technical support they needed from ILO regional offices. In some countries, the project experienced difficulty identifying and recruiting OSH experts and consultants. During project conceptualization it is critical to assess access to the kind of technical assistance the project requires, at all levels, and develop specific strategies and actions to ensure it is available. This may include hiring the required OSH expertise both at the global and country levels.

Global projects with centralized management structures require country level autonomy to make timely decisions regarding implementation and expenditures. As explained in sections 2.2.3 and 3.2.3, the project employs a highly centralized management structure that requires approval for activities and expenditures. In some cases, requesting and receiving approvals took time that delayed activities. To improve efficiency and performance, it is important to decentralize, to the extent possible, decision-making and provide autonomy to country level teams.

The lack of participation by key partners in the project design process decreases ownership of outputs and outcomes that could hinder sustainability. While the ILO, and specifically project staff, consulted partners in the pilot countries during scoping missions, as shown in section 3.4.1, they were not involved in the project design process including making decisions about strategies, interventions, target beneficiaries, and geographic focus. Involving partners in a deeper way can create the sense of ownership that contributes to enhanced sustainability of key outputs and outcomes. The challenge, however, is how to involve partners in project design, given short funding cycles and limited resources.

People selected to provide TOT should be available, committed, and motivated. The project invested heavily in training representatives from social partners in several countries as referenced in sections 3.2.4 and 3.2.5. However, NPCs reported that many did not provide follow up training to employers and workers because they did not have time or were not willing to make time to provide training as shown in 3.4.2. Thus, it is important to select trainers who are clearly able and willing to provide follow-up training as planned, which will maximize the chances of the training reaching young workers and employers who hire them.

OSH is an ideal topic around which tripartite actors can collaborate to build trust and confidence. Typically, labor ministries, trade unions, and employers' organizations engage in negotiations around contentious subjects such as minimum wages, benefits, work hours and overtime compensation, and production targets. OSH, on the other hand, is a less

[57] The exception is Uruguay. Rather than hiring a PNC, the ILO OSH specialist, located in the ILO southern cone regional office in Chile, provided substantial on-going technical and management support to the project in Uruguay.

contentious topic and one where improvements can benefit both workers and employers. Project partners, in various countries, collaborated to promote activities designed to increase OSH awareness and knowledge and the risks and hazards young workers face in workplaces. As shown in section 3.2.2, for example, the collaboration also increased the degree of trust and confidence between the social partners that laid the groundwork for negotiating more contentious subjects.

3.5.2. Good Practices

The evaluator included good practice questions in the interview guides and reviewed good practices section. The following discussion good practices are based on these sources of information. While some of the good practices found relate to findings from relevance, effectiveness, and efficiency, others highlight smaller initiatives that appear to have had important impact.

Youth Champions and *SafeJams*. The project developed the youth champion concept as a way to include and empower youth in OSH promotional activities. While the project has involved youth champions in regional and global activities, they have focused their activities to increase the awareness of young workers about workplace risks and hazards in the countries where they live and work. Youth champions have established Facebook accounts with fan pages to promote and communicate about OSH. They also have organized competitions, presentations, and SafeJam sessions using the *Design Thinking* methodology. With adequate support, youth champions have proven to be effective communicators with other youth including young workers. The challenge is their sustainability once project funds end.

AYOSH in the Philippines could serve as a model for youth champions in other countries as referenced in section 3.4.1 and 3.4.2. To date, AYOSH has implemented seven key OSH activities including participation in the SY@W action plan, the young educator's summit, three *SafeJams*, world day for safety and health, seven OSH for youth talks, social media campaign on OSH for young workers, and the OSHnopoly board game.[58] AYOSH has received financial support from the Philippines Red Cross and Resort World Manila to implement activities. The fact that AYOSH has been able to generate resources to continue to implement OSH activities after the project ended in the Philippines makes it an interesting model for other youth champions.

Project Committees and Tripartite Coordination. At the country level, as explained in section 3.2.1, the project established committees consisting of key tripartite and other stakeholders including government counterparts, trade unions, employer organizations, universities, and NGOs. The committees met regularly to discuss progress implementing workplans, identifying challenges, and developing solutions. As shown in sections 3.2.5 and 3.4.1, project partners credit the committees for facilitating communication and

[58] OSHnopoly, developed by one of the youth champions in the Philippines, is an occupational safety and health awareness and educational board game that provides players with knowledge and experience on identifying workplace hazards in a fun and creative ways.

coordination, which increase the effectiveness of the project. Section 3.2.2 shows that open ended survey responses on best practice also highlighted the importance of tripartite coordination in achieving project goals and ensuring longer-term sustainability of activities around OSH for young workers.

Study Tour.[59] One unique smaller activity that deserves mention as good practice is the study tour, mentioned briefly in sections 3.2.1 and 3.2.2. The project organized and financed a study tour of 18 persons including NPCs, labor officials and other key stakeholders representing four countries to Uruguay.[60] The study tour participants learned about CINTERFOR and its network, the approach to mainstream of OSH into TVET curriculum at CETP-UTU and INEFOP, and the social dialogue process used by CONASSAT. Uruguay's strong experience in OSH and social dialogue served as an effective example to the visiting countries of what is possible. After the study tour, project stakeholders helped organize the ASEAN OSHNET workshop in April 2019 in Ninh Binh Province, Viet Nam that addressed how social dialogue can build a culture of prevention in the workplace.[61]

OSH Course at ITC-ILO. Another one-off activity referenced in sections 3.1.2 and 3.4.2, the *National Strategies to Ensure OSH for Young Workers* course, is considered a good practice for several reasons. First, it provides concepts and knowledge to students on the risks and hazards faced by young workers, their susceptibility to workplace accidents and illnesses, and prevention measures within national action plan frameworks. Second, it demonstrates effective collaboration between two key ILO institutions: ITC-ILO and the LABADMIN-OSH Branch on an important education initiative. Finally, it appears that the course, which will be offered by ITC-ILO in the future, is sustainable.

Consultation and Communication. The project organized consultation meetings and planning workshops with key stakeholders to ascertain input, create understanding, and help ensure ownership. As shown in section 3.2.3, NPCs maintained timely and effective communication with partners to coordinate activities and resources. Project partners credit effective consultation and communication with strong coordination and commitment to project implementation and, ultimately, project performance.

***What Do You Want to Be* App.** In 2011, the ILO and MTSS collaborated on the development of a book entitled *What do you want to be when you grow up?* The book introduces children to the world of work and decent work. In addition to exploring different trades and professions, it addresses occupational risks and hazards in various jobs and professions. The project completed targeted activity, explained in section 3.2.2, and hired a team of consultants to develop a software application (App) based on the book that has

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[59] Tripartite Study Tour to Uruguay on National Tripartite Social Dialogue and Mainstreaming OSH into Technical and Vocational Education and Training, November 13-116, 2018.

[60] The participating countries include Indonesia, Myanmar, the Philippines, and Viet Nam.

[61] The workshop included 50 tripartite plus representatives from agencies in ASEAN countries, including Singapore, Myanmar, Indonesia, Thailand, Laos PDR, Cambodia, Malaysia, Myanmar, the Philippines, and Viet Nam, IALI, KOSHA, and ILO.

been loaded on nearly 800,000 tables that children has access to through the Plan Ceiba. This is considered a good practice because it integrates OSH messages in sustainable game technology that will reach at least 800,000 children.

IV. CONCLUSIONS

Following are the evaluator's conclusions based on the findings. The conclusions are organized according to relevance, effectiveness, efficiency, sustainability, and lessons and good practices.

4.1. Relevance

The project's objectives, strategies, and interventions are well aligned with the OSH priorities and needs of the pilot and participating countries. The project was implemented within the context of new OSH laws in Myanmar, the Philippines, and Viet Nam and OSH priorities in the participating countries such as Uruguay. In this sense, the timing was excellent. Since the new OSH laws do not specifically address young workers in Myanmar and Viet Nam, some resistance to focusing exclusively on young workers exist in those countries. However, the focus on young workers is highly relevant.

The project, at the global level, was designed to address the four main causes identified in the project's problem analysis. While some important advances were made, the project made the least amount of progress in addressing the *weak collection and use of data*. It also struggled to address the *weak capacity to promote, enforce and comply with OSH laws and regulations* particularly with labor inspector training and the roll out of TOT with worker and employer organizations.

On the other hand, the project achieved considerable sustainable results in the area of *inadequate legislation, regulations, policies and programs on OSH* where the project played an instrumental role in passing new OSH laws and supporting regulations in the three pilot countries and mainstreamed OSH into educational curricula in Argentina, Myanmar, Uruguay, and Viet Nam and in creation of the certificate course in Colombia. The project also addressed *inadequate global knowledge and awareness of hazards and risks faced by young workers* with some degree of success**.** It was able to create a level of awareness regarding the high incidence of injuries and illnesses among young workers that did not exist before the project in all of the countries.

The attempt to address four major causes listed in the problem analysis was an ambitious endeavor. As noted previously, any one of the project's four components could have been a project. The attempt to work across eight countries was also ambitious. In hindsight, it would have been more feasible to narrow the focus on fewer causes and decrease the number of countries, perhaps using a regional approach. The other factor that hindered the project's ability to effectively address the four causes was a very short timeframe created by delays in key document development, staff recruiting and turnover, the withdrawal from Ecuador and Mongolia, and the late addition of Argentina and Colombia.

4.2. Effectiveness

The project has made progress in achieving its output and objective indicator targets since the midterm evaluation. At the time of the midterm evaluation, the project was making slow progress in the three pilot countries and little or no progress in the participating countries.[62] Based on the analysis of the indicator target achievements in Section 3.2.1, the project is achieving approximately 60 percent of its indicator targets.

Overall, KIIs and survey findings show that the project was quite effective at improving the knowledge of its partners and other key stakeholders regarding OSH for young workers. This was achieved largely through the training provided to labor inspectors, TVET and other educational organizations, trade unions, and employer organizations. The challenge is whether the newly acquired knowledge will translate into concrete changes in behaviors that make workplaces safer, especially for young workers.

The project also made important advances in increasing the capacity of its partners in both pilot and participating countries. In addition to the training mentioned above, partners increased capacity in areas of research; mainstreaming OSH into TVET and other educational curricula; developing OSH regulations, profiles, and action plans; social dialogue; and implementing OSH awareness campaigns. The youth champions increased their capacity to organize OSH competitions and events such as the *SafeJams*.

There were a variety of factors that hindered the achievement of the project's objectives. Some of the more important factors include the turnover of NPCs in the pilot countries, the initial decision not to staff the participating countries with NPCs and assistants, the identification process for the participating countries, the lack of OSH technical assistance at all levels, and a variety of delays. The preparation for the SY@W World Congress delayed implementation and hindered progress towards achieving some objectives, but also increased global awareness of the issue.[63] The lengthy project document development process that took nearly seven months and the long project revision process that added Argentina and Colombia, which took nearly six months, also delayed implementation. While six month delays in key document development and approval is not uncommon, the cumulative effect of these and other delays considerably shortened the implementation timeframe that hindered project performance.

In general, the project received adequate political, technical, and administrative support from its partners in pilot and participating countries. The exceptions are the lack of support received from partners in Ecuador and Mongolia that contributed to the project's withdrawal. Myanmar received limited support from the employer sector while the

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[62] Independent Midterm Evaluation of *Building a generation of safe and healthy workers-SafeYouth@Work Project.* May 2018.

[63] Canada, the host country for the next OSH World Congress, decided on the basis of the Project's activities in Singapore to ensure there is a plenary session on OSH for young workers in the next Congress to occur in Toronto in October 2020.

Philippines received limited support from TESDA to mainstream OSH in TVET curricula and from the trade unions to roll out OSH training to workers.

Overall, key project stakeholders are satisfied with both the quality and quantity of the project interventions including technical assistance and training provided by ILO experts and outside consultants. The most common complaint from stakeholders has to do with the short timeframe of the project and the lack of deeper involvement and participation in the design phase of the project. How to better involve partners in project design presents an interesting challenge to both USDOL and the ILO that deserves attention and is addressed as a recommendation.

4.3. Efficiency

The project resources were adequately allocated to achieve its objectives. The one exception is the resources allocated to IO 1, which is improved OSH data collection and use. Only 10 percent of the total amount budgeted for implementation of the four IOs was allocated to IO 1. The project struggled in the three pilot countries to make significant improvements in OSH data collection disaggregated for young workers. One possible explanation is that the project did not budget sufficient resources to address weak data collection and use.

The project is being implemented in highly cost efficient manner compared to alternatives. The project's central management structure consists of the CTA and three supporting managers. It would not be feasible to reduce the number of central staff given its overall management and support function to eight countries. While there would be some cost savings realized if the team were relocated from Geneva to the ILO regional office in Bangkok, the relocation would also create other inefficiencies making a relocation unpractical as the project is currently configured. The country level management team consists of the NPC and assistant or, in some countries, a part-time assistant is highly efficient and adequate.

4.4. Sustainability

The project implementing partners are committed to trying to sustain key project outputs and outcomes. The extent to which the partners feel they own the project and its interventions is questionable. In some countries, the partners believe that they would have felt a deeper degree of ownership if they would have been more involved in the project design process. It is not clear to the evaluator the extent to which the lack of ownership will play in actually sustaining project interventions and results since most partners seem committed to at least trying to sustain some of the key interventions. It may be that limited financial resources is a more important factor.

The project created awareness of the importance to educate young workers about the risks and hazards they face in workplaces as well as to educate employers and worker representatives about these risks and hazards. This important result will be sustained. Mainstreaming OSH content into TVET and other educational curricula is an important achievement that will likely be sustained. The OSH laws and regulations, action plans, and

profiles will also likely be sustained in the short to medium term. The challenge will be for countries to find the political will and resources to enforce laws and implement the action plans.

On the other hand, it will be difficult for trade unions and employer organizations to continue training their constituents due to lack of funds. The exception appears to be the VFU and the VGCI in Viet Nam who intend to use their funds to continue OSH training for their members. It will be difficult for partners to find funds to continue to produce OSH educational materials once the project ends. The OSH awareness activities that the project funded at the central level are not sustainable without ILO financial support. It will also be a major challenge for youth champions to continue awareness activities in some countries without funding. The exception is AYOSH in the Philippines, which appears to sustainable and should serve as a model for replication elsewhere.

The project intends to conduct a series of sustainability planning workshops in the last months of the project. Sustainability planning, including the workshops, would have been more effective if they were conducted much earlier in the life of the project. This would have allowed the project to work with its key partners in each country to develop sustainability plans and exit strategies with a long disengagement process where the project could have supported them to identify replacement resources, build capacity specifically required in the sustainability plan, and create important linkages with like-minded institutions.

4.5. Lessons and Good Practices

The project generated a range of lessons learned and good practices that can be applied to current or future global and country-level OSH projects, especially for young workers. The most important lessons learned include the importance of fully staffed OSH teams in countries to ensure timely and effective implementation, the importance of timely access to OSH technical assistance at all levels, and that OSH is an important topic around which tripartite actors can collaborate and achieve important objectives.

The project also identified several good practices that could benefit other OSH projects. The most important good practice include youth champions and *SafeJams and* the use of *Design Thinking* methodology, collaboration with ITC-ILO on an OSH for young workers course, and the *What do you want to be when you grow up*? app in Uruguay.

V. RECOMMENDATIONS

5.1. Youth Champion Support Structures

The SY@W project should **act immediately to identify support structures for the youth champions and link them to these structures**. The project has made a significant investment in recruiting, training, and enabling youth champions to implement a range of OSH awareness raising activities focused on young workers. The majority of the youth champions will require support, especially mentoring and financial support, to be able to continue to undertake OSH awareness raising activities such as events like presentations, competitions, and *SafeJams*. The most likely support structures are youth organizations or institutions focused on youth either at the country, regional, or global level. It appears that the youth champions who are mostly likely to continue once the project ends are those who formed AYOSH in the Philippines. The project should **analyze AYOSH to determine success factors and offer it as a model to youth champions in other countries**.[64]

5.2. Trainer Willingness and Ability

The LABADMIN-OSH Branch, in future projects, and the SY@W project, in any remaining training activities, should **ensure that those who are trained as trainers, in a TOT approach, are willing and able to provide follow-up training as required**. People identified as the trainers should be available, committed, and motivated to provide training to target groups such as labor inspectors, workers, and employers. When the trainers do not provide training to these target groups as planned, capacity building targets are reduced and project performance negatively affected.

5.3. Advanced Sustainability Planning

The LADADMIN-OSH Branch should **ensure that its projects begin the sustainability planning process at least one year before they are scheduled to end**. Project partners benefit from sufficiently long disengagement processes where they have opportunities to identify replacement resources, build capacities to support the sustainability plan, and create linkages with public and private organizations that can support sustainability. The SY@W project intends to conduct country level sustainability workshops and an overall end-of-project sustainability workshop to be held in Geneva in October 2019, just months before the project is scheduled to end. While it would have been more effective to begin sustainability planning sooner, the project should continue with these workshops to give key outputs and outcomes a chance of being sustained.

[64] The evaluator suspects that one of the key success factors is that AYOSH is led by a highly dynamic and motivated youth who is clearly committed to creating awareness about OSH among young workers.

5.4. Project Staffing Requirements

The ILO, and more specifically, the LABADMIN-OSH Branch should **ensure its OSH projects are adequately staffed to ensure effective implementation at all levels**. Global projects with centralized management structures should have a sufficient number of staff to provide effective support to country level project teams and ensure timely implementation of activities and quality of its products and services. The central management team should also be sufficiently staffed to effectively coordinate with key ILO branches and provide quality control for technical reports and other documents required by the donor. At the country level, the project should have a sufficient number of staff with the necessary qualifications to ensure effective and timely implementation. In general, LABADMIN-OSH should be cautious about replying on ILO regional and country level OSH specialists and other staff to provide essential management and administrative support to its projects.

5.5. Timely and Effective Technical Assistance

The LABADMIN-OSH Branch should **ensure its OSH projects have access to timely and effective technical assistance at all levels depending on the requirement of the project**. OSH is a multidisciplinary field that aims to protect workers from risks and hazards, which are often unique to different sectors, such as construction, agriculture, and mining.[65] During the design of a project, LABADMIN-OSH should determine the kinds of OSH technical assistance that the project management teams will require at the central, regional, and country level and ensure that it is available. This may require hiring OSH technical specialists as key personnel or as consultants to ensure timely technical assistance to projects at all levels. While hiring a CTA with a strong OSH credentials is generally preferred, the CTA should focus efforts on management and not providing technical assistance. Also, LABADMIN-OSH should avoid relying on technical assistance from ILO OSH specialists who are known to have a high workloads and other priorities.

5.6. Global vs. Regional Projects

The ILO and USDOL should **consider whether centralized, global projects are the most efficient and effective mechanism to implement projects**. Global projects may be appropriate when developing truly global tools and models or when it has a focused strategy that translates across a range of regions and countries. For example, a global project focused on creating and empowering a global network of OSH youth champions might be appropriate. However, projects that are required to work with tripartite actors in very different regions and countries with varying operating environments and government priorities will likely end up looking quite different and lose any advantage of sharing tools and models due to the differences. Instead of global projects, the ILO and USDOL should

[65] The industry sector will not only determine the kinds of risks and hazards that workers are exposed to but will also determine the kind of OSH discipline and expert required. In some cases, an OSH generalist might be the most appropriate specialist.

consider well-designed regional projects implemented in regions with similar operating environments and government priorities. Strategies, tools, and models can be developed and scaled up in these similar operating environments in a more effective and efficient manner.

5.7. Participation in Project Design

The LABADMIN-OSH Branch should develop and **use processes that involve key stakeholders and future project partners in the design of its project**. Experience has demonstrated that involving partners in project design not only helps ensure that their needs are being met but helps create ownership and commitment. While consulting key stakeholders during scoping missions is an important step, it does not substitute for involving them in a deeper and more meaningful way including participating in making decisions regarding strategies, interventions, target groups, and geographic focus. The evaluator understands that involving stakeholders is not an easy task due to time and resource constraints and funding cycles. Nevertheless, the investment in involving stakeholders in key decisions should pay dividends in terms of ownership, commitment, and sustainability.

5.8. Decentralized Implementation Decisions

For centralized projects, the LABADMIN-OSH Branch should **determine the extent to which project teams at the country level can make project implementation decisions, including expending funds, without approval of the central management team**. Requesting and receiving approvals to implement activities and expend funds can delay project activities and cause inefficiencies. Country level project management teams should have clear guidelines for when they are authorized to make implementation decisions and spend funds and when they would be required to request approval. This assumes that the country level project team is capable of making sound decisions. The objective would be to decentralize decision-making to the maximum extent, which would increase efficiency and overall project performance.

5.9. Application of OSH Knowledge

The LABADMIN-OSH Branch should **develop a methodology to monitor how TVET graduates apply new OSH knowledge in workplaces that can be used in projects that mainstream OSH with TVET curricula.** Typically, projects measure knowledge, attitudes, and behaviors (KAB) during the baseline survey and again during the endline survey to measure improvements. While important, the results of the endline survey are not available during implementation to help project management and partners make adjustments. Depending on whether the TVET is short (i.e. 3 months) or long (i.e. 2 years), any number of cohorts will have graduated and acquired jobs during the life of the project. Projects should have a methodology in place to monitor if and how graduates apply OSH knowledge in workplaces as well as challenges they face from employers or co-workers.

ANNEXES

ANNEX A: TERMS OF REFERENCE

Terms of Reference

Final Independent Evaluation

SafeYouth@Work Project

Background and Justification

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor, forced labor, and human trafficking.

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated funds annually to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts that address child labor and forced labor's underlying causes, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy[66]. OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. OCFT will make the evaluation report available and accessible on its website.

Project Context[67]

According to ILO estimates, every year over 2.78 million women and men die at work from an occupational injury or disease. Over 380,000 deaths are due to fatal accidents and almost 2.4 million deaths are due to fatal work-related diseases. In addition, over 374 million workers are involved in non-fatal occupational accidents causing serious injuries

[66]For more information on DOL's Evaluation Policy, please visit https://www.dol.gov/asp/evaluation/evaluationpolicy.htm

[67] Extracted from the project document.

and absences from work. The ILO also estimates that 160 million cases of non-fatal work-related diseases occur annually. These estimates indicate that every day approximately 7,500 people die from occupational accidents or diseases and that over one million people are injured on the job. Furthermore, as estimates show, work-related diseases represent the main cause of death at work, killing over six times more workers than occupational accidents.

The overall costs of occupational accidents and diseases are often much greater than immediately perceived. Conversely, investing in occupational safety and health (OSH) reduces both direct and indirect costs, decreasing insurance premiums while also improving performance and productivity. It also reduces absenteeism and increases worker morale. Nationally, lower social security and health care costs mean lower taxes, better economic performance and enhanced social benefits.

Accurate estimates of workers harmed by unsafe and unhealthy working conditions, demarcated by age group, are not readily available in every country. However, young workers, aged between 15 and 24, are the most affected. These workers suffer up to a 40 per cent higher rate of non-fatal occupational injuries than older workers. Due to their lack of job experience, young workers are often less able to safely handle hazardous substances and job tasks. They can be more likely to underestimate or overlook the safety and health risks associated with their job. Young workers are also particularly vulnerable to intimidation, denigration, and violence in the workplace. Lacking work experience and meaningful skills training, young workers usually lack an awareness of applicable OSH rules, or the knowledge that they have a right to a safe and healthy workplace.

Many factors contribute to the higher incidence of occupational harm suffered by young workers. These include limited national statistics on young workers' occupational exposures and accidents, and particularly on occupational diseases. The lack of clear data hampers awareness of the problem, the formulation of safer workplace practices, and the development of appropriate national policies and programs.

The ILO has adopted more than 40 standards specifically dealing with occupational safety and health, as well as over 40 Codes of Practice. In total, nearly half of ILO instruments deal directly or indirectly with occupational safety and health issues. The fundamental principles of occupational safety and health are found in the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services Convention, 1985 (No. 161) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187). In addition to this solid legal framework, the ILO has years of comparative knowledge and experience in providing technical assistance to Member States on strengthening national OSH systems.

This USDOL-funded SafeYouth@Work project aims to promote the safety and health of young workers on the job, with a particular focus on those aged 15-24, who are more vulnerable to occupational injuries and disease, and who as they join the workforce may be positioned to contribute to a sustainable and prevention-focused OSH culture.

Project Specific Information[68]

The project's development objective is to improve occupational safety and health issues of young workers, and to promote a culture of prevention. The Project seeks to achieve four immediate objectives, each contributing to the overall development objective:

1. Comprehensive, relevant and quality data and information on occupational safety and health of young workers are available for effective use in selected countries;
2. National legislation, regulations, policies and programs are improved in order to better address the safety and health of young workers;
3. National capacities to monitor and enforce OSH laws and regulations, particularly those relevant to young workers, are enhanced; and
4. Knowledge and awareness of the particular hazards and risks faced by young workers is increased.

In a project seeking to address OSH for younger workers, significant attention must be paid to gender issues. Women and men have different physiologies and are often assigned to different job tasks and exposed to different workplace risks, which can require different monitoring and control measures. To properly address gender disparities in OSH exposures and incidence of harm, national action plans and workplace interventions should respond to the specific hazards, working conditions and requirements of young workers of both sexes, benefiting both and not adversely affecting either in the implementation of protective and preventive measures.

Working with key stakeholders at national, regional and global levels in an integrated fashion, the project will work to build and sustain a culture of prevention in occupational safety and health. The project implements a comprehensive intervention framework in three pilot countries – the Philippines, Vietnam and Myanmar – consistent with the project's strategic objective, targeting one or more sectors in which young workers are found. In addition, the project has initiated activities in a limited number of additional countries in different regions including Argentina, Colombia, Uruguay, Cote d'Ivoire, Indonesia, and. Strategies, products, and interventions piloted in these various countries will serve as models for potential emulation in other countries and/or regions.

In addition, the project provides tools and a supporting framework to the ILO OSH-Global Action for Prevention Programme (OSH GAP).

Purpose and Scope of Evaluation

Evaluation Purpose

The purpose of this final performance evaluation is to:

[68] Extracted from the project document.

- Assess if the project has achieved its objectives, identifying the challenges encountered in doing so, and analyzing the driving factors for these challenges;
- Assess the intended and unintended effects of the project;
- Assess lessons learned and emerging practices from the project (e.g., strategies and models of intervention) and experiences in implementation that can be applied in current or future projects in the focus countries and in projects designed under similar conditions or target sectors; and
- Assess which outcomes or outputs can be deemed sustainable.

The final evaluation will assess whether the project has been implemented as planned and identify promising practices and lessons learned. The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with ILO. All activities that have been implemented from project launch through the time of evaluation fieldwork will be considered.

Intended Users

The evaluation will provide OCFT, the ILO, project stakeholders, and other key international stakeholders working to on creating safe workplaces, an assessment of the project's performance, its effects on project participants, and an understanding of the factors driving the project results. The evaluation results, conclusions and recommendations will serve to inform future OCFT and ILO project designs and addressing safety of youth in workplaces. The evaluation report will be published on the USDOL website, so the report will be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

Relevance

1. To what extent did the project align with national occupational safety and health (OSH) priorities and needs in the pilot and participating countries?
2. To what extent did the project address the OSH issues of youth and young workers as identified in the problem analysis?

Effectiveness

3. How effective was the project in achieving the following results?
    - Improving the knowledge of target stakeholders on OSH for young workers;
    - Improving the collection and use of national OSH data, particularly regarding young workers;
    - Building the capacity of people and institutions (of national partners and implementing partners in the pilot and participating countries).

4. What internal[69] and external factors influenced the ability of the ILO to meet the project results?
5. What was the level of stakeholder satisfaction on the quality and quantity of the project interventions (e.g. technical advice on the collection and use of national OSH data; national legislation, regulations, policies and programs on OSH; national capacity to enforce OSH laws and regulations and global awareness on hazards and risks faced by young workers)?
6. How did the following factors contribute to or hinder the achievement of results?
   - The level of funding and other resources provided by DOL and ILO
   - Project staffing
   - Project management structure and arrangements
   - Timeframe provided to implement the project
   - The selection of pilot and participating countries
7. To what extent did the project receive adequate political, technical and administrative support from its implementing partners in the pilot and participating countries?

Efficiency

8. Were project resources (human and financial) allocated adequately to achieve the objectives?
9. Was the project implemented in the most cost efficient manner compared to alternatives?

Sustainability

10. To what extent are key institutions and organizations demonstrating ownership of the outputs and outcomes in pilot and participating countries? To what extent is sustainability of the projects outputs and outcomes likely?[70]
11. What are key lessons learned, best practices, success stories and good models that can be applied to current or future global and country-level OSH projects, especially for young workers?

Evaluation Methodology and Timeframe

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[69] Internal refers to ILO and the project.

[70] Note that while the evaluation will prioritize the sustainability of outcomes or results, it will also assess the sustainability of certain outputs deemed necessary to sustain outcomes once project resources end.

The evaluation methodology will consist of the following activities and approaches:

A. Approach

The evaluation approach will be qualitative and participatory in nature, and use project documents including CMEP data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders and project participants will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders and project participants.

To the extent that it is available, quantitative data will be drawn from the CMEP and project reports and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with key stakeholders including beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

- Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
- Efforts will be made to include young worker voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).
- Gender and cultural sensitivity will be integrated in the evaluation approach.
- Consultations at country level will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
- As far as possible, a consistent approach will be followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

B. Evaluation Team

The evaluation team will consist of the evaluation manager, the lead evaluator, and assistant evaluator. A sort description of each member and their roles is provided below.

Evaluation Manager

Kareem Kysia will serve as the evaluation manager. Kareem is a Senior Research Director at NORC and has extensive experience in managing USDOL, USAID, and MCC evaluation projects where he supervises methodology, quality control, budgeting, deliverables, and client interactions. He will be responsible for technical, operational, and

financial oversight of the evaluation and will be the primary point of contact with USDOL and the ILO. He will establish and maintain working relationships with project stakeholders and oversee the preparation and submission of all technical and financial reports to USDOL.

Lead Evaluator

Dan O'Brien will serve as the lead evaluator. Dan is a seasoned labor evaluation expert who has conducted more than 25 evaluations for USDOL and the ILO and has either conducted or managed a range of midterm and final evaluations directly addressing OSH and youth entrepreneurship issues in the Philippines, Indonesia, Colombia, Central America, Zambia, and Malawi. Dan will serve as the team leader for this evaluation. He will be responsible for developing the methodology in consultation with NORC, USDOL, and the project staff; assigning the tasks of the interpreter for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial results of the evaluation during a debriefing meeting with key project staff in each country where fieldwork is conducted

Assistant Evaluator

Michelle Davis will serve as the assistant evaluator. Michelle has nine years of experience in international development, including five years of experience running grassroots programs in the field and three years working for ILAB funded and ILO-implemented Better Work project as an M&E and programs external collaborator for Better Work Global. Although Michelle will not be directly involved in the fieldwork activities in Vietnam, Myanmar, and Uruguay, she will provide support with the review of key documents, telephone interviews with key informants, data analysis, and report writing under guidance from Dan O'Brien.

In addition, a member of the SafeYouth@Work project staff may travel with the lead evaluator to provide a short overview of the evaluation and make introductions. Project staff will not be involved in the evaluation process or interviews.

C. Data Collection Methodology

The data collection methodology will consist of document reviews, key informant interviews with key stakeholders, focus group discussion with beneficiaries (children, youth, and adults), and a short web-based survey. These are summarized below.

- Document Review
- Pre-field visit preparation includes extensive review of relevant documents. During fieldwork, documentation will be verified and additional documents may be collected. Key project documents will include but not necessarily be limited to the following:
- CMEP documents and data
- Pre-situational analyses

- Project document and revisions,
- Project budget and revisions
- Cooperative Agreement and project modifications
- Technical Progress and Status Reports
- Project Results Frameworks and Monitoring Plans
- Work plans
- Correspondence related to Technical Progress Reports
- Management Procedures and Guidelines
- Research or other reports undertaken (KAB studies, etc.)
- Project files (including school records) as appropriate

Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how they are going to allocate their time in the field. It will also help the evaluator to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation results are coming from. The Contractor will share the question matrix with USDOL.

Interviews with Stakeholders

Informational interviews will be held with as many project stakeholders as possible. The evaluation team may solicit the opinions of, but not limited to: children (15-17 years old); youth/young workers up to age 24; community members in areas/sectors where awareness-raising activities were conducted; parents of project participants, teachers, government representatives, employers and private-sector actors, legal authorities, union and NGO officials, the program implementers, and project staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate. Depending on the circumstances, these meetings will be one-on-one or group interviews.

Technically, stakeholders are all those who have an interest in a project, such as implementers, partners, direct and indirect participants, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers

- School teachers, assistants, school directors, education personnel[71]
- Project participants (young persons who received training supported by the Project)
- International NGOs and multilateral agencies working in the subject area
- Other child protection, youth employment, OSH and/or education organizations, committees and experts in the area
- U.S. Embassy staff members

Field Visits

The evaluator will visit a selection of project sites in Vietnam, Myanmar and Uruguay. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits, the evaluator will observe the activities and outputs developed by the project. As feasible, focus group discussions with project participants will be held as well as key informant interviews with representatives from local governments, NGOs, community leaders, and teachers.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and project participants, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Debriefing Meetings

Following the field visit in each country, the evaluator will conduct a debriefing meeting with project staff and other key stakeholders as deemed appropriate by the evaluator and the ILO. During the debriefing meeting, the evaluator will provide a preliminary overview of key findings and impressions based primarily on interviews conducted during the fieldwork. It should be noted that findings and impressions presented at the debriefing meetings are preliminary will likely be adjusted during the data analysis and report writing phase of the evaluation occurs.

The meeting will be used to present the major preliminary results and emerging issues, solicit recommendations, discuss project sustainability and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The

[71] Schools include secondary schools, vocational training centers, and other technical institutes where project activities have been implemented.

agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

After fieldwork, the lead and assistant evaluators will conduct debriefing calls with both USDOL and ILO representatives. During the debriefing calls, the evaluators will discuss preliminary findings and solicit feedback as needed.

F. Limitations

Fieldwork will last for approximately five days in each target country (Vietnam, Myanmar, and Uruguay). The scope of the evaluation does not allow the evaluator to visit all of the pilot and participating countries. As a result, the evaluator will not be able to take all countries and sites into consideration when formulating findings and evaluation results. In each of the evaluation target countries, all efforts will be made to ensure that the evaluator interviews all key stakeholders and visits, as feasible, a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Results for the evaluation will be based on information collected from background documents and in interviews with stakeholders including project staff, project partners, and youth beneficiaries. The accuracy of the evaluation results will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	Date	Status
ILO provides draft itinerary and stakeholder list	March	Complete
DOL sends draft evaluation questions to ILO for review	By March 29	Complete
DOL sends feedback on draft itineraries	April 15	Complete
DOL sends draft TOR to ILO for feedback	April 17	Complete
DOL issues contract to firm for evaluation services	April 23	Complete
ILO provides feedback on draft TOR and second draft of itineraries to DOL	April 24	Complete
DOL launch call with contractor	April 25	Complete
DOL sends email connecting contractor and project	April 25	Complete
DOL sends background project documents to contractor	April 25	Complete
Logistics call with DOL, ILO and contractor	April 30	Complete
Contractor submits feedback on draft itineraries	May 2	Complete

Task	Date	Status
Contractor sends travel budget and clearance information to DOL	May 2	Complete
DOL submits clearances to U.S. Embassies	May 3	Complete
Contractor submits draft TOR for DOL and ILO review	May 3	Complete
DOL and ILO provide feedback on draft TOR	May 8	Complete
DOL approves TOR	May 9	Complete
Fieldwork in Vietnam	May 13-17	Complete
Fieldwork in Myanmar	May 20-24	Complete
Fieldwork in Uruguay	May 27-31	Complete
Post-fieldwork debrief call with DOL and ILO	Week of June 3[72]	Complete
Evaluator conducts telephone interviews with ILO Geneva	Week June 3-14[73]	Complete
Contractor submits draft report to DOL & project for 48-hour review	July 8	Complete
DOL and project complete 48-hour review and send feedback to contractor	July 11	Complete
Contractor sends updated draft report to DOL and project for 2-week review	July 16	Complete
DOL and project submit comments to contractor after full 2-week review	July 29	Complete
Contractor submits revised report to DOL for final approval	August 12	Complete
DOL approves final draft report	August 26	Complete

Expected Outputs/Deliverables

Fifteen working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted by the Contractor. The report should have the following structure and content:

- Table of Contents
- List of Acronyms
- Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations not to exceed 5 pages)
- Evaluation Objectives and Methodology
- Project Context and Description
- Findings (answers to evaluation questions with supporting evidence)

[72] Post fieldwork debrief calls with DOL and ILO will be scheduled separately during the week of June 3 pending availability of both DOL and ILO staff.

[73] The ILO has a range of activities planned over the half of June, 2019. The evaluator will work with ILO managers to schedule and conduct interviews based on the availability of ILO managers.

- Conclusions (interpretation of facts including criteria for judgements)
- Recommendations (critical for successfully meeting project objectives; judgments on what changes need to be made for future projects)
- Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The key recommendations must be action-oriented and implementable. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways.

The total length of the report should be approximately 40 pages for the main report, excluding the executive summary and annexes. The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports s appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the results, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

Evaluation Management and Support

NORC and its evaluators are responsible for conducting the evaluation according to the terms of reference (TOR). They will:

- Review project background documents
- Review the evaluation questions and refine the questions, as necessary
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions, including a detailed discussion of constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects
- Conduct planning meetings/calls, as necessary, with USDOL and ILO.
- Cover international and national travel (airline tickets), hotels, meals, taxis to and from airports, and other incidental travel expenses.
- Decide final composition of itinerary, field visits, and interviews to ensure objectivity of the evaluation.
- Present verbally preliminary findings to project field staff and other stakeholders after fieldwork in each country and to USDOL and ILO via telephone calls once all fieldwork is complete.
- Prepare initial drafts (48-hour and 2-week reviews) of the evaluation report and share with USDOL and CRS.

- Prepare and submit final report.

USDOL is responsible for:

- Providing project background documents to the evaluator.
- Providing evaluation questions and other input to the TOR.
- Approving the TOR.
- Obtaining country clearance.
- Briefing ILO on evaluation to ensure coordination and preparation for evaluator.
- Reviewing of and providing comments on the draft evaluation reports.
- Approving the final draft of the evaluation report.
- Participating in the post-fieldwork debriefing call.

ILO is responsible for:

- Reviewing and providing input to the TOR.
- Providing project background materials to the evaluator.
- Preparing draft agendas for each evaluation target country including a list of recommended interviewees.
- Scheduling interviews during fieldwork and coordinating all logistical arrangements including providing introductions to key informants to be interviewed.
- Scheduling telephone interviews with key ILO representatives after fieldwork is complete.
- Reviewing and providing comments on the draft evaluation reports.
- Participating in the post-fieldwork stakeholder debrief to review and discuss preliminary findings.
- Providing local ground transportation to and from meetings and interviews including visits to project sites requiring ground transportation.
- Organizing, participating in, and paying for the stakeholder meetings.

Annex B: Master Interview Guide

1. How well did the project adequately support OSH needs and priorities in your country? Please explain.

2. How effective was the project at addressing the primary causes, as identified in the problem analysis, which place young workers at risk of injury and illness in the workplace? Specifically, how did the project address:

- weak collection and use of OSH data,
- inadequate OSH laws and policies,
- weak capacity to comply with OSH laws,
- inadequate global knowledge and
- awareness of hazards and risks faced by young workers

3. How effective was the project at improving knowledge, attitudes, and behaviors of key stakeholders regarding OSH issues that affect young workers? Please examples of how knowledge, attitudes, and behaviors improved.

4. How effective was the project at improving the collection and use of national OSH data in ways that decrease the risk of young workers from being injured or becoming ill in their workplaces?

5. How effective was the project at building the capacity of national partners to address OSH issue that affect young workers in both pilot and participating countries? Please examples of how capacity improved.

6. What were the internal and external factors that influenced the ability of the ILO to achieve project outcomes?

7. [for relevant staff only] Do you feel you received adequate support from DoL or ILO? How did that support manifest itself across multiple countries? Did you have the same GOR and technical officers across the life of the project?

8. How did the following contribute to or hinder achievement of objectives:

- the level of funding,
- project staffing and management structure,
- project timeline, and
- the selection process for pilot and participating countries

9. How satisfied do you think the project partners and beneficiaries are with the quality of the project activities? What do you think about:

- the technical assistance,
- training,
- awareness raising activities, and
- research

10. Do you think the project received adequate support from its implementing partners? If not, why?

11. What are the tangible results that the project achieved over the past 4 years? What are the results that are most likely to continue once the project ends and funding is no longer available? Please explain the reasons.

12. In a future OSH project, what would you recommend to increase the effectiveness and impact?

13. What do you think are the most important lessons learned that USDOL and ILO can apply to other OSH projects? What do you think the good practices that can be applied are?

Annex C: Team and Evaluation Schedule

NORC at the University of Chicago oversaw all aspects of the evaluation, with Dan O'Brien serving as the lead evaluator. Mr. O'Brien is a seasoned labor evaluation expert who has conducted more than 25 evaluations for USDOL and the ILO and has either conducted or managed a range of midterm and final evaluations directly addressing OSH and youth entrepreneurship issues in the Philippines, Indonesia, Colombia, Central America, Zambia, and Malawi. He was responsible for developing the methodology in consultation with NORC, USDOL, and the ILO; conducting interviews and facilitating other data collection processes; analyzing both primary and secondary data; and presenting feedback on the initial results of the evaluation during debriefing meetings with key project staff in each country where fieldwork was conducted.

The evaluation was conducted between May 1 and July 10, 2019. The evaluation team developed the TOR, reviewed project documents, and developed tools for qualitative interviews and the survey. In-country fieldwork was carried out in Myanmar (May 20-14, 2019), Viet Nam (May 1-17, 2019), and Uruguay (May 28-31, 2019). The evaluation team then conducted telephone interviews with national project coordinators (NPC) in non-fieldwork countries, the SY@W project team in Geneva, and ILO and USDOL officials (June 3 - 14, 2019) and youth representatives (June 25- July 5). The online survey for tripartite plus stakeholders in Argentina, Colombia, and the Philippines took place between June 21 and July 4. The majority of the data analysis and report writing occurred from June 10 - 30, 2019.

Annex D: List of Documents Reviewed

- Cooperative Agreement
- Project Modifications
- Project Document
- Comprehensive Monitoring and Evaluation Plan (CMEP)
- 2019 Management Procedures & Guidelines
- Technical Progress Reports (2015-2019)
- Budgets: Global and Countries
- SY@W midterm evaluation report
- SY@W sustainability strategy
- USDOL Standard Indicator Guidance
- ITC-ILO OSH course report
- KAB survey
- SY@W World Congress Facilitators Report, September 25, 2017
- SY@W Action Plan
- Uruguay study tour report
- ASEAN OSHNET Report April 2019
- *SafeJam* Qatar, Final Facilitators Report, May 20, 2019
- AYOSH Philippines organization description and activities

Annex E: List of Persons Interviewed

Information removed to protect Personal Identifying Information.

Annex F: Analysis of Project Performance

While the project reports on both output and objective indicators, the following analysis is focused on the objectives, specifically the indicators for intermediate objectives (IO) and supporting objectives (SO). Since this is the final evaluation, it is more appropriate to assess results by focusing on the objective or effect level rather than the output level, which is what the evaluator has done in this section.

Table 1 shows the project's development objective, its indicator, end of project indicator target, achievements against the indicator target as of April 2019, and the overall performance status.

Table 1: Indicators, Indicator Targets, and Achievements for the Project Objective[74]

Indicator	Achieved April 2019	EOP Target	+/- Status
OSH of young workers above the minimum age of work up to 24 years is improved and a culture of prevention is established or strengthened			
Number of target countries with increased capacity to address OSH issues, particularly regarding young workers	1	8	-7

According to the CMEP, at least one of six measures should be achieved. These include national OSH profiles, OSH legislation, regulations, policies and programs, strengthened national tripartite committees, national OSH data collection system, inspectors with OSH strategies, protocols and tools, and joint workplace safety and health committees. By April 2019, the Philippines is the only country where at least one of the measures was achieved.[75] It reported developing regulations, policies, training material and awareness strategies to address safety and health of young workers.[76]

Table 2 shows IO 1, its two supporting objectives and their indicators, end of project indicator targets, achievements against the indicator targets as of April 2019, and the overall performance status. Regarding the indicator for SO 1.1, four countries were targeted for improved national OSH recording and notification systems. These include Indonesia, Myanmar, the Philippines, and Viet Nam. As of April 2019, only one country, the Philippines, reported that the system to record and report occupational injuries and illnesses was improved. As discussed in Section 3.1.2., the Philippines contracted PSRTI to provide

[74] SY@W Technical Progress Report, April 2019.

[75] Since this indicator is reported in the last quarter for each country only the Philippines had reported on this indicator at the time of the evaluation. Project staff believe that all countries will report increased capacity to address OSH issues, particularly regarding young workers, by the closure of the project in December 2019.

[76] SY@W Technical Progress Report, April 2019.

technical assistance and training to DOLE agencies on OSH data collection, use, disaggregation, and dissemination.

Indonesia, Myanmar, and Viet Nam have not reported improved national OSH data collection and reporting systems. As discussed in Section 3.1.2, improving national OSH data collection systems and improving those systems has been a major challenge. While Myanmar and Viet Nam have taken important steps to improve the availability and use of OSH data, especially related to young workers, these countries have not yet substantially improved their national OSH data collection and reporting systems.[77]

Table 2: Indicators, Indicator Targets, and Achievements for IO 1[78]

IO 1: Collection and Use of National OSH Data Improved			
Objectives and Indicators	**Achieved April 2019**	**EOP Target**	**+/- Status**
SO 1.1: Target countries regularly collect and use national statistics on occupational injuries and illnesses, particularly regarding young workers			
Number of target countries which have established, or substantially improved, national systems for recording and notification of occupational injuries and illnesses	1	4	-3
SO 1.2: National tripartite committees with strengthened capacity to address OSH particularly regarding young workers			
Number of recommendations on OSH developed or issued by national tripartite committees relevant to young workers	1	2	-1

The indicator for SO 1.2 has a target of two recommendations with one achieved. This indicator refers exclusively to Viet Nam that intended that the project coordination committee would develop and issue two recommendations. As of April 2019, the project reported that one recommendation was issued on OSH relevant to young workers. Interestingly, the project is counting training it provided to MOLISA and the Ministry of Health (MOH) on the need to collect disaggregated data from employers and also public health facilities as a recommendation implemented.

Table 3 shows IO 2, its three supporting objectives and their indicators, end of project indicator targets, achievements against the indicator targets as of April 2019, and the overall performance status. Regarding SO 1, the project intended that Myanmar, the Philippines, and Viet Nam would adopt legislation and regulation that enhance OSH and brings them in conformity with international labor standards (ILS).

[77] Based on interviews with FGLLID representatives in Myanmar and MOLISA/DWS representatives in Viet Nam.

[78] SY@W Technical Progress Report, April 2019.

To date, all three countries reported that legislation and regulations were adopted. The project provided technical and financial support to the development and passing of the new OSH law in Myanmar. In Viet Nam the project helped develop five decrees and two circulars.[79] In the Philippines, DOLE intended to issue two rules on OSH standards that did not materialize. According to the Bureau of Working Conditions (BWC), the rules were not issued because of competing policy discussions with the National Tripartite Industrial Peace Council to develop rules and regulations on requirements in the new OSH law.[80]

Table 3: Indicators, Indicator Targets, and Achievements for IO 2[81]

IO 2: National legislation, regulations, policies and programs on OSH improved			
Objectives and Indicators	**Achieved April 2019**	**EOP Target**	**+/- Status**
SO 2.1: Target countries' OSH laws and regulations have increased conformity with ILS			
Number of target countries that adopt legislation and regulations that enhance OSH, particularly for young workers and show increased conformity with ILS	2	3	-1
SO 2.2: Target countries with strengthened policies and programs addressing OSH particularly regarding young workers			
Number of target countries that adopt or improve public policies and/or programs on OSH particularly regarding young workers	4	6	-2
SO 2.3: Target countries with strengthened planning and resource coordination for OSH promotion particularly regarding young workers			
Number of target countries where relevant bodies undertake coordinated action on OSH promotion particularly regarding young workers	2	4	-2

The indicator for SO 2.2, adopting or improving OSH policies and programs, has a target of six countries including Colombia, Côte d'Ivoire, Myanmar, the Philippines, Uruguay, and Viet Nam. The project reported that OSH policies or programs were adopted or improved in four countries. Côte d'Ivoire developed a national OSH program for agriculture and informal sector while the Philippines developed a national OSH plan. Myanmar and Viet Nam developed and incorporated OSH content and materials in curriculum at key TVET institutions.

The indicator for SO 2.3 lists number of countries where relevant bodies undertake coordinated action on OSH. The project targeted Argentina, Colombia, Indonesia, and Viet Nam for this indicator. As of April 2019, the project reported that Indonesia and Viet Nam

[79] Decree No. 39/2016 / ND-CP dated May 15, 2016, Decree No. 44/2016 / ND-CP dated May 15, 2016, Decree No. 37/2016/NĐ-CP dated May 15, 2016, Decree No.110/2017/ND-CP dated 4 October 2017, Decree on penalties for administrative violations in labor (including OSH), social insurance and overseas manpower supply: The Decree was not approved yet due to some internal regulations, Circular No. 07/2016 / TT-BLĐTBXH dated May 15, 2016, and Circular No. 08/2016/TT-BLDTBXH dated May 15, 2019.

[80] Requirements in the new OSH law, which decreased DOLE's availability to the project, is discussed in more detail in Section 3.2.4.

[81] SY@W Technical Progress Report, April 2019.

achieved their indicator target. In Indonesia, the national OSH council is tasked with promoting OSH and creating awareness. On the other hand, Viet Nam worked with MOLISA to establish the OSH technical tripartite committee that will be responsible for providing technical assistance to the National OSH Council to implement the OSH law and the regulations.

Table 4 shows IO 3, its three supporting objectives and their indicators, end of project indicator targets, achievements against the indicator targets as of April 2019, and the overall performance status. The indicator for SO 3.1 focuses on the development and use of OSH-related inspection strategies and tools. The project set a target of four countries to implement improved inspections focusing on OSH, especially young workers. All four target countries, Myanmar, the Philippines, Uruguay, and Viet Nam, reported achieving the indicator target. The target was achieved by providing training and tools to labor inspectors responsible for OSH inspections.

Table 4: Indicators, Indicator Targets, and Achievements for IO 3[82]

IO 3: National capacity to enforce OSH laws and regulations improved			
Indicators	**Achieved April 2019**	**End of Project Target**	**+/- Status**
SO 3.1. Inspection systems with strengthened capacity to enforce OSH standards particularly regarding young workers developed or improved			
Number of target countries using improved inspection strategies, tools and/or protocols to address OSH particularly regarding young workers	4	4	0
SO 3.2. Joint workplace safety and health committees with strengthened capacity to promote OSH particularly regarding young workers			
Number of joint workplace safety and health committees with strengthened capacity to promote OSH particularly regarding young workers	9	20	-11
SO 3.3. Social partners with strengthened capacity to promote OSH particularly regarding young workers			
Number of workers' and employers' organizations that implement initiatives to improve OSH conditions particularly regarding young workers	11	13	-2

As discussed in Section 3.1.2., the project provided a one-day training to approximately 50 OSH labor inspectors in Myanmar. While FGLLID appreciated the training, it noted that one training is not sufficient to increase the capacity of the inspectors and would have liked to have had more training from the project.

In Uruguay, the project developed six OSH modules, which it validated by training 100 labor inspectors. The labor inspectors appreciated the training but have not yet been able to apply new knowledge and tools during inspections. In Viet Nam, the project collaborated

[82] SY@W Technical Progress Report, April 2019.

with the ENHANCE project to train 75 inspectors from the project's four provinces. According to the ENHANCE project coordinator, it is too early to determine if and how the inspectors are using new knowledge and tools during inspections.

SO 3.2's indicator is the number of joint workplace OSH committees with increased capacity to promote OSH. The project set a target of 20 joint workplace visits and reported an achievement of nine as of April 2019. Interestingly, Indonesia and Côte d'Ivoire were the only two countries targeted for this objective. While both countries set a target of 10 strengthened committees, Côte d'Ivoire reported that nine community organizations and committees including cocoa cooperatives were strengthened while Indonesia reported that 10 construction sector enterprises targeted for joint workplace monitoring have not yet increased capacity.[83]

Table 5 shows IO 4, its supporting objectives and indicators, end of project indicator targets, achievements against the indicator targets as of April 2019, and the overall performance status. SO 4.1 has two indicators. The first indicator, number of institutions promoting OSH, is related to actions that countries have taken to promote OSH. The total indicator target is 22 institutions in Argentina (4), Colombia (3), Indonesia (1), Myanmar (4), the Philippines (4), Uruguay (3), and Viet Nam (3). However, as of April 2019, only the Philippines and Uruguay reported institutions promoting OSH.[84] In the Philippines, the OSH Centre; Bureau of Working Conditions (BWC), Employees Compensation Commission (ECC), and while in Uruguay, the nine CONASSAT members, CETP-UTU, and INOFOP promoted OSH.[85]

Table 5: Indicators, Indicator Targets, and Achievements for IO 4[86]

IO 4: Global awareness on hazards and risks faced by young workers is increased			
Indicators	**Achieved April 2019**	**End of Project Target**	**+/- Status**
SO 4.1. Knowledge products on OSH particularly regarding young workers developed and disseminated			
Number of institutions promoting OSH for youth in a sustainable way	15	22	-7
Number of youth champions that have implemented activities to promote OSH for young workers	30	40	-10

[83] The NPC reported that seven small construction companies participated in an OSH workshop in May 2019. Of these, five initially agreed to participate in workplace monitoring. However, three have dropped out, leaving two companies as of June 2019 who are committed to workplace monitoring and should be reported in the next TPR.

[84] Project staff note that this indicator will be reported on by all countries only in their last quarter of project implementation. The fact that some countries have not reported is a function of CMEP methodology.

[85] The members of National Council of Occupational Health and Safety, CONASSAT, consists of the Ministry of Labor and Social Security, Inspector General, Ministry of Health, State Insurance Bank, Social Security Bank, Central Trade Union (PIT-CNT), Chamber of Industries, National Chamber of Commerce and Services.

[86] SY@W Technical Progress Report, April 2019.

The second indicator, number of youth champions that have implemented activities to promote OSH for young workers, is reported under the global project performance form (April 2019 TPR, Annex A). The annex shows an indicator target of 40 youth champions implementing OSH promotion activities and, as of April 2019, reported an achievement of 30. However, the evidence provided suggested the achievement to be much higher. After a discussion with the RME officer, the project revised its target to 110 and the achievement to 199 that includes youth attending *SafeJams* in Côte d'Ivoire (68), Singapore (90), and Qatar (68).

Since the analysis of indicator target achievement is based on the April 2019 TPR, the evaluator did not include the revised indicator target and achievement. In addition, while youth attending events would count as an output indicator, it does not count as the SO 4.1 indicator, which is youth champions implementing activities to promote OSH for young workers. The evaluator suggest that the project have a discussion with USDOL regarding how this indicator will be reported in the October 2019 TPR.

Also, it should be noted that the project does not operate in Singapore and Qatar. In Singapore, the project developed a working relationship with the labor ministry at the SY@W World Congress where the acting labor minister launched the youth champions initiative. Since the project does not operate in Qatar, it did not fund the SafeJam but did provide two youth champions from the Philippines who facilitated the event, which is why it is counted.

Table 6 shows the achievements for the USDOL standard indicators for employment services (L).[87] The project reports on indicators L2, L3, and L6.[88] Viet Nam is the only country that reported on employment indicators. Viet Nam reported that 144 adults (105 females and 39 males) received employment services (L2) while 122 children (70 females and 152 males) received employment services.

Table 6: USDOL Standard Indicators for Employment Services[89]

Indicators	Viet Nam
L2: Number of adults provided with employment services	144
L3: Number of children provided with employment services	122
L6: Number of individuals provided with employment services	266

L6 is the total number of individuals, adults and children, provided employment services, which amount to 266 for Viet Nam.

[87] OCFT-funded projects are required to measure and report on OCFT standard indicators, which measure the contributions and outcomes of OCFT funded projects. Data from several standard indicators feed into USDOL's performance reporting to congress under the Government Performance Results Act Modernization Act.

[88] Note that the standard indicators do not have targets. Rather, the project reports on achievements.

[89] SY@W Technical Progress Report, April 2019 and revised June 2019 to adjust numbers.

Annex G: On-line Survey Results and Analysis

On-line Survey Results on Effectiveness (Section 3.2.2): Argentina, Colombia, and Philippines

The on-line survey data from Argentina, Colombia, and the Philippines rounds out data collection on changes in OSH knowledge and awareness. Any notable differences in opinion by country are highlighted. As mentioned above, the final sample was small and targeted (N=41) so results are meant to be summative rather than prescriptive or generalizable.

Nearly all stakeholders felt that the project was somewhat or very effective at increasing knowledge and awareness: 95 percent of respondents indicated that the project was at least somewhat effective at increasing awareness of hazards and risks faced by young workers, with 70 percent indicating that the project was very effective. Furthermore, nearly all respondents reported that the project was at least somewhat effective at increasing OSH knowledge within employers' associations, unions, and the government/labor inspectorate, with a large percentage of respondents indicating that the project was very effective in increasing OSH knowledge in these tripartite stakeholder groups.

Table 1: Project Effectiveness by Category

Project Effectiveness by Category					
		Argentina	Colombia	Philippines	Total
		Pct	Pct	Pct	Pct
Increasing awareness of hazards and risks faced by young workers in sectors prioritized by the project	Effective	93%	100%	100%	98%
	Not Effective	7%	0%	0%	3%
Increasing OSH knowledge within employers' associations	Effective	86%	100%	91%	93%
	Not Effective	14%	0%	9%	8%
Increasing OSH knowledge within unions	Effective	86%	87%	100%	90%
	Not Effective	14%	13%	0%	10%
Increasing OSH knowledge of government, including the labor inspectorate	Effective	86%	80%	100%	88%
	Not Effective	0%	13%	0%	5%
Total Number of Observations		14	15	11	40

Most respondents in Colombia and the Philippines received some sort of OSH training, though just under half in Argentina had received OSH training. The respondents that had received training were unanimous that the training was designed well, with most respondents indicating that training content was designed very well. Of 38 respondents who received training, 18 specifically received TOT (with 17 of those 18 individuals being in Colombia and the Philippines). Those who received TOT had a universally positive response, with all respondents saying that the project trained trainers well or very well.

Table 2: Assessment of Training Received through the Project

Assessment of Training Received through the Project					
		Argentina	Colombia	Philippines	Total
		Pct.	Pct.	Pct.	Pct.
Received Training	Received training as part of the project	46%	79%	91%	71%
	Number of observations	13	14	11	38
Assessment of Training Content*	Content was designed very well	33%	73%	60%	59%
	Content was designed well	67%	27%	40%	41%
	Number receiving this type of support	6	11	10	27
Received Training-of-Trainers (ToT)*	Received ToT as part of the project	17%	82%	80%	67%
	Number of observations	6	11	10	27
Assessment of Training-of-Trainers (ToT) Content**	Content was designed very well	100%	100%	57%	82%
	Content was designed well	0%	0%	43%	18%
	Number receiving this type of support	1	9	7	17

*Of respondents who reported receiving any training from the project **Of respondents who reported receiving ToT from the project.

The on-line survey also looked at the role of TVET and certificate courses. Eight respondents from Argentina answered that they were somehow involved in integrating OSH training for youth into the TVET curriculum while no respondents from Philippines reported the same. Argentinian stakeholders reported an improvement in awareness of the importance of having OSH ideas integrated into TVET curriculum, with 50 percent of stakeholders saying they always thought this was important and the other 50 percent saying that their mind has changed and they now believe that it is important. Respondents mentioned that it is still early in the process, but thus far six of eight people say that integrating OSH ideas into TVET courses has been very effective. Interesting, respondents indicate the curriculum as its stands may not be well-tailored to the Argentinian context: there is a split of opinion if the curriculum reflects the context in Argentina and the local labor market demand. Along those same lines, respondents only believe some teachers have the capacity to teach the curriculum.

Table 3: Assessment of TVET

Assessment of TVET (Argentina only)		
		Argentina
		N
Role involves TVET	Role involves TVET *Number of Observations*	53% 15
Effectiveness of project at implementing OSH into TVET curriculum	Very effective Somewhat effective Not very effective *Number of Observations*	75% 13% 13% 8
Did the TVET OSH curriculum or coursework reflect the educational context and capacity in your country?	Yes No *Number of Observations*	50% 50% 6
Did the final TVET OSH curriculum reflect labor market demand in your country?	Yes No *Number of Observations*	57% 43% 7
Did you change your perspective on the importance of including OSH training as part of TVET because of this project?	Yes No N/A - I always thought it was important *Number of Observations*	50% 0% 50% 8

In Colombia, stakeholders answered questions on the certificate course rather than TVET. Of the 11 respondents who participated in the certificate course, all had a very positive outlook. This data is triangulated by qualitative interviews with youth participants in the certificate course. Youth participants interviewed felt that the certificate course provided useful and relevant knowledge, and all respondents reported putting the knowledge into practice at work. In contrast to respondents in Argentina, nearly all respondents in Colombia indicated the curriculum considered the educational and capacity context in Colombia; only one stakeholder felt that the curriculum did not fit well with labor market needs.

All respondents were convinced of the importance of receiving OSH training for young people. Youth agricultural workers who took the certificate course in Colombia had very positive comments on the course, curriculum, approach, and importance for their personal and professional development.

Table 4: Assessment of Certificate Course

Assessment of Certificate Course (Colombia only)		
		Colombia
		N
Did you participate in the Certificate Course on OSH?	Yes No *Number of Observations*	73% 27% 15
Do you feel the course provided useful knowledge?	Yes *Number of Observations*	100% 11
Have you been able to put your learning into practice at work?	Yes *Number of Observations*	100% 11
Did the final curriculum or coursework fully consider the educational context and capacity in Colombia?	Yes *Number of Observations*	100% 11
Did the curriculum reflect labor market demand in Colombia?	Yes No *Number of Observations*	91% 9% 11
Did you change your perspective on the importance of receiving training in OSH because of this project?	Yes *Number of Observations*	100% 11
*Of respondents who reported receiving any training from the project **Of respondents who reported receiving TOT from the project.		

Beyond training and increasing knowledge, perspectives on the importance of OSH for youth have shifted. 80 percent of survey respondents say that the project changed their perspective on the importance of focusing on OSH for young workers. Argentina had the most negative responses, with about one third of Argentinian responses saying that their perspective had not shifted.

The survey findings show the skills to address OSH have also improved, though in a more limited measure. All of the respondents indicated that the project was somewhat or very effective at increasing skills to address OSH issues that affect young workers. Colombians were most positive on this answer, with 86 percent of respondents stating that the project was very effective at increasing skills. Respondents from the Philippines were less enthusiastic, with 54 percent saying the project was somewhat effective.

Table 5: OSH Skills and Capacity

Project Effectiveness and Satisfaction					
		Argentina	**Colombia**	**Philippines**	**Total**
		Pct.	**Pct.**	**Pct.**	**Pct.**
OSH Support	The project supported OSH priorities very well	40%	60%	82%	59%
	The project supported OSH priorities well	47%	40%	18%	37%
	The project supported OSH priorities poorly	13%	0%	0%	5%
Project effectiveness at increasing skills to address OSH issue that affect young workers	Very effective	60%	87%	45%	66%
	Somewhat effective	40%	13%	55%	34%
Improving private sector capacity to comply with OSH laws	Effective	64%	87%	82%	78%
	Not Effective	36%	7%	18%	20%
Increasing labor Formalization	Effective Not Effective	0% 0%	100% 0%	0% 0%	100% 0%
Total Number of Observations		15	15	11	41

However, respondents were less positive about improving capacity of the private sector to comply with OSH laws. Most respondents indicated that the project was somewhat effective at that task, with a smaller percent indicating very effective. Furthermore, eight respondents thought that the project was not very effective at improving the private sector's capacity to comply with OSH laws, which indicates a more negative outlook on this aspect of behavior change. Respondents were more positive about progress the project made on OSH laws and policies. As mentioned above, OSH laws, regulations, and policy changes were enacted in several countries. Nearly 80 percent of respondents believe that the project was somewhat or very effective at changing laws and policies, but a quarter of respondents in Argentina did not believe the project was effective in this area, which lowered the average rating. However, the project is still in the midst of working on policy change, which may be the cause of the lower rating. Despite some of the challenges mentioned with legislative changes in the Philippines, respondents still had an overall positive outlook on policy change. In Colombia, all respondents felt that the project was somewhat or very effective at increasing labor formalization.

On-line Survey Results on Satisfaction (Section 3.3.4): Argentina, Colombia, and Philippines

Stakeholders in Argentina, Colombia, and the Philippines were broadly satisfied with the trainings and the TVET and certificate courses. Stakeholders in Argentina were more critical than others, in part due to the current stage of project roll-out since activities are still getting off the ground.

The results from the on-line survey provide a view into perspectives on the quality of technical support for the government, though since only government officials answered

this sub-set of questions, the sample size is very small. In terms of OSH data collection and use in Argentina and the Philippines, responses indicate that eight of the nine respondents felt that the project provided good or very good quality technical support on both the collection of OSH data and the use of OSH data. Similarly, eight of eight respondents stated that the project provided good or very good technical support on updating national legislation or regulations.[90] And ten of the ten respondents who answered the question on the quality of technical support offered to labor inspectorates said the support was good or very good.

Table 6: **Government Stakeholders Rating of Quality of Support by Category**

Government Stakeholders: Rating of Quality of Support by Category					
		Argentina	Colombia	Philippines	Total
		Pct.	Pct.	Pct.	Pct.
The collection of national OSH data	Very good quality	50%	0%	20%	29%
	Good quality	50%	0%	60%	57%
	Low Quality	0%	0%	20%	14%
	Number receiving this type of support	2	0	5	7
The use of national OSH data	Very good quality	50%	0%	40%	43%
	Good quality	50%	0%	60%	57%
	Number receiving this type of support	2	0	5	7
Updating national legislation or regulations	Very good quality	0%	100%	40%	50%
	Good quality	100%	0%	60%	50%
	Number receiving this type of support	1	2	5	8
Labor inspectorates skills to enforce OSH regulations	Very good quality	0%	100%	50%	50%
	Good quality	100%	0%	50%	50%
	Number receiving this type of support	2	2	6	10

On-line Survey Results on Sustainability (Section 3.4): Argentina, Colombia, and Philippines

Stakeholders from Argentina, Colombia, and the Philippines indicated that they will continue training others; 17 of 18 respondents who received TOT said that they will continue to implement activities like capacity building with their own resources. In an open-ended follow up, stakeholders explain that they have increased their capacity to provide ongoing capacity building to others, with several organizations mentioning

[90] Three respondents said this was not applicable to them.

specifics of how they will do this (i.e., through the union or by integrating capacity building activities into their work plan for next year). The only respondent who does not plan to continue with capacity building activities noted the reason for not doing so is the lack of time.

However, survey questions on human and financial resources also point to possible future difficulties on actually rolling out training or other activities. The survey asked whether stakeholders had access to sufficient resources to ensure sustainability of improved OSH for young workers generally. Nearly 80 percent of stakeholders that completed the survey, 32 out of 40 stakeholders, said that they have the technical skills to ensure sustainability of improved OSH practices for youth, with 100 percent of the Philippines respondents affirming this. The high level of ownership and capacity to sustain activities may be testament to the strong knowledge and training aspects of the project, showing that the increased knowledge and attitudes are leading towards longer-term plans for behavior change.

Table 7: **Project Sustainability**

Project Sustainability					
		Argentina	Colombia	Philippines	Total
		Pct.	Pct.	Pct.	Pct.
Do you think that the project helped create a sense of ownership and commitment among key stakeholders to continue improving OSH practices for young workers?	Yes	93%	93%	91%	93%
	No	7%	7%	9%	8%
Do key national stakeholders have the necessary monetary resources to ensure the sustainability of improved OSH practices for young workers over time?	Yes	43%	47%	55%	48%
	No	57%	53%	45%	53%
Do key national stakeholders have the necessary human resources to ensure the sustainability of improved OSH practices for young workers over time?	Yes	57%	60%	82%	65%
	No	43%	40%	18%	35%
Do key national stakeholders have the necessary technical skills to ensure the sustainability of improved OSH practices for young workers over time?	Yes	86%	60%	100%	80%
	No	14%	40%	0%	20%
Total Number of Observations		14	15	11	40

However, stakeholders are more reserved on certainty of human and financial resources. Overall, 63 percent of stakeholders say they are confident that they have the human resources to sustain the project's key outputs and outcomes while over 80 percent of respondents from the Philippines said that they have the human resources they require. The respondents were less confident that they have the required monetary resources to sustain key outputs and outcomes. About half of the respondents believe they have adequate monetary resources while half believe they do not have adequate resources.