



Assessment of OSH and Labour Inspectorates Performance

By
Nils-Petter Wedege
Technical Adviser, IALI

Regional Conference,
Banja Luka 17th May-18th
May, 2010

Nils- P. Wedege

1

**Mr. President
Chair
Dear colleagues**

I would like to thank the organisers of this conference for inviting me and to allow me to speak to you.

I will in the next ¼ hour share with you some thought about assessment of OSH and Labour Inspectorates performance.



Why measure performance?

- Inspectorates must demonstrate **efficient** use of the right means
- Authorities and society demand demonstration of success, i.e. **effectiveness**

Regional Conference,
Banja Luka 17th May-18th
May, 2010



Efficiency and Effectiveness

- **Efficiency (Output):**
 - Activities measured against input of resources
- **Effectiveness (Outcome):**
 - Improvement of OSH, ie. less absenteeism, less work related illnesses, less injuries etc

It is important to distinguish between *Efficiency* and *Effectiveness*.

***Efficiency* is: doing things in the most economical way (good input to output ratio),**

***Effectiveness* is doing "right" things, i.e. setting right targets to achieve an overall goal (the *effect*).**



To demonstrate effectiveness is a difficult task

- Many factors influence the OSH situation
- A long time between activity and outcome
- Only few parameters are easily and directly quantitatively measurable
- Many actors beside Labour Inspectorates
- Requires reliable statistics

Difficult to establish an unambiguous cause/effect relation

Regional Conference,
Banja Luka 17th May-18th
May, 2010

Nils- P. Wedege

4

Facing these difficulties one might wish to start in another end. Instead of measuring the effectiveness of LI one could look at what the preventative potential of the national LI System is. That means to analyse if internal and external conditions for a successful LI exist. This approach has been used by the Nordic countries and the EU in developing the so called “Scoreboard model”.



Two approaches

- The “Scoreboard model” envisaging the national OSH infrastructure or profile
- The “Assessment model” measuring the performance of LI

I will in the following pursue two assessment procedures



The two models

- Scoreboard model
 - Shows the national OSH infrastructure and its potential
 - Tool for international comparison
 - Easy to implement
 - **Does not measure LI performance**
- Assessment model
 - **Measure LI performance**
 - Tool for manager of LI
 - Resource demanding
 - Takes time

Regional Conference,
Banja Luka 17th May-18th
May, 2010



The “Nordic/EU” Scoreboard Model

Purpose of the Scoreboard:

To provide a political follow-up tool for assessment of the OSH infrastructure and national policies

Nils- P. Wedege

Regional Conference,
Banja Luka 17th May-18th
May, 2010

7

The ILO C 187 gives us some guidelines here



The Scoreboard Model

- The Scoreboard attempts to:
 - Give an overview
 - Highlight similarities and differences
 - Illustrate trends
 - Illustrate the level of national activities and players

Regional Conference,
Banja Luka 17th May-18th
May, 2010

The national OSH infrastructure



D: OSH research

- Systematic collection of info.
- National OSH research policy
- Co-ordination of research inst.
- Dissemination of R&D results
- OSH in education system curric.

A: Function of Labour Inspectorate

- Size and capacity
- Goals and priorities
- Systematic evaluation
- Character of inspection systems
- Training programmes
- Awareness campaigns

C: Measures at enterprise level

- Organised OSH service
- Incentives to promote OSH service
- No. of employees in OSH services
- Other incentives than fines
- OSH – MS

B: Building partnership

- Legal system to ensure co-operation
- Involvement of social partners in strategies
- Guidelines by Social Partners
- OSH authorities and other authorities
- OSH authorities and private institutions

Regional Conference,
Banja Luka 17th May-18th
May, 2010

Nils- P. Wedege

9

The state of a national OSH infrastructure can be visualised through what has been called the **Preventative Potential**.

This can be described by four dimensions:

A: functions of labour inspection

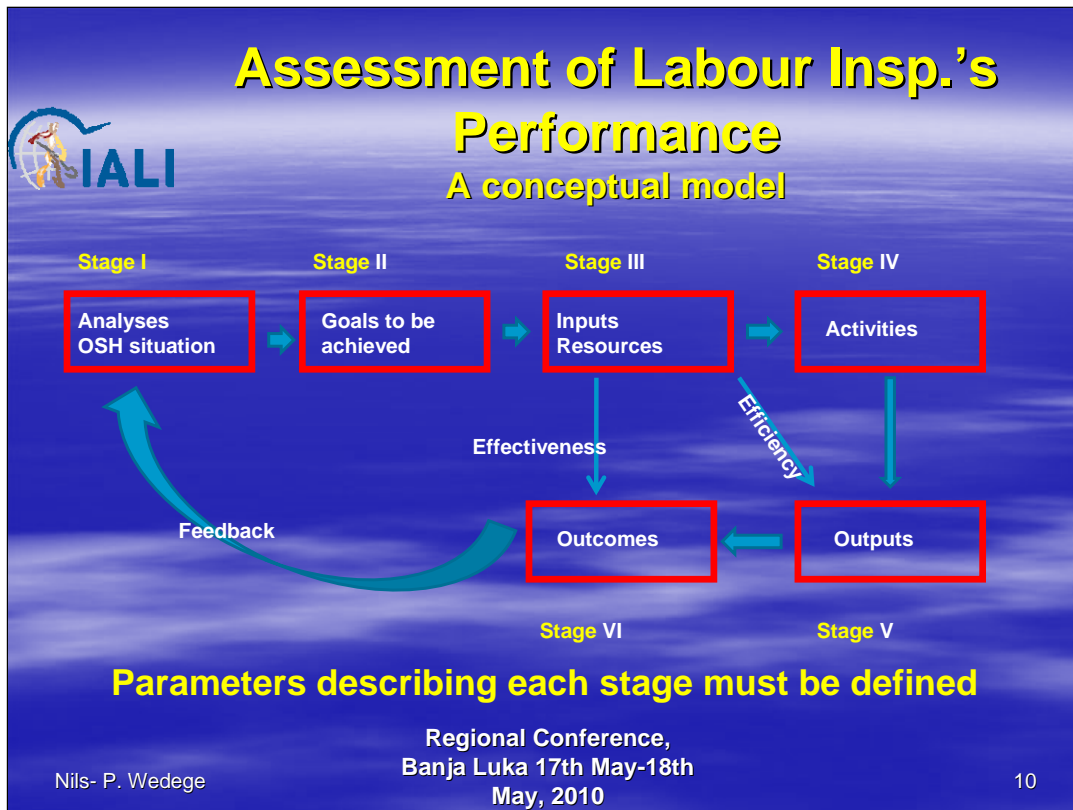
B: capability of building partnership

C: measures at enterprise level

D: capability of anticipating emerging risks (Research).

These four dimensions can be regarded as indicators of the preventative potential of a country.

The applied Scoreboard model has shown to be useful as a tool for measuring the OSH situation and trends at national level and also as a tool for comparison between countries.



Since the Scoreboard model does not fulfil the conditions for measuring or assessing the performance or effectiveness of Labour Inspectorate, another approach should be sought. There is a need for a tool enabling us to assess or measure the outcome of LI activities.

To measure the outcome means that you have to observe changes in a given situation

To be able to recognise changes in the OSH situation it is necessary to know the situation before the LI intervention starts. Goals must be set, input and activities described and the effect or outcome be measured.

A formal procedure or model could be a very helpful tool to achieve this.



The Assessment model

Stage I

Analyses
OSH situation

- Accident rate
- Work related illnesses
- Exposure to chemicals
- Noise levels
- Child labour
- Etc.

The basis for all assessment should be a precise description of the situation. For instance what is the accident rate, what is the situation regarding work related illnesses, child labour etc. Some of the topics might be described quantitatively, others would need narrative descriptions. Which parameters to be used will differ from time to time and from country to country depending on what kind of statistics or background materials that exists, what the priorities are and resources available.



The Assessment model

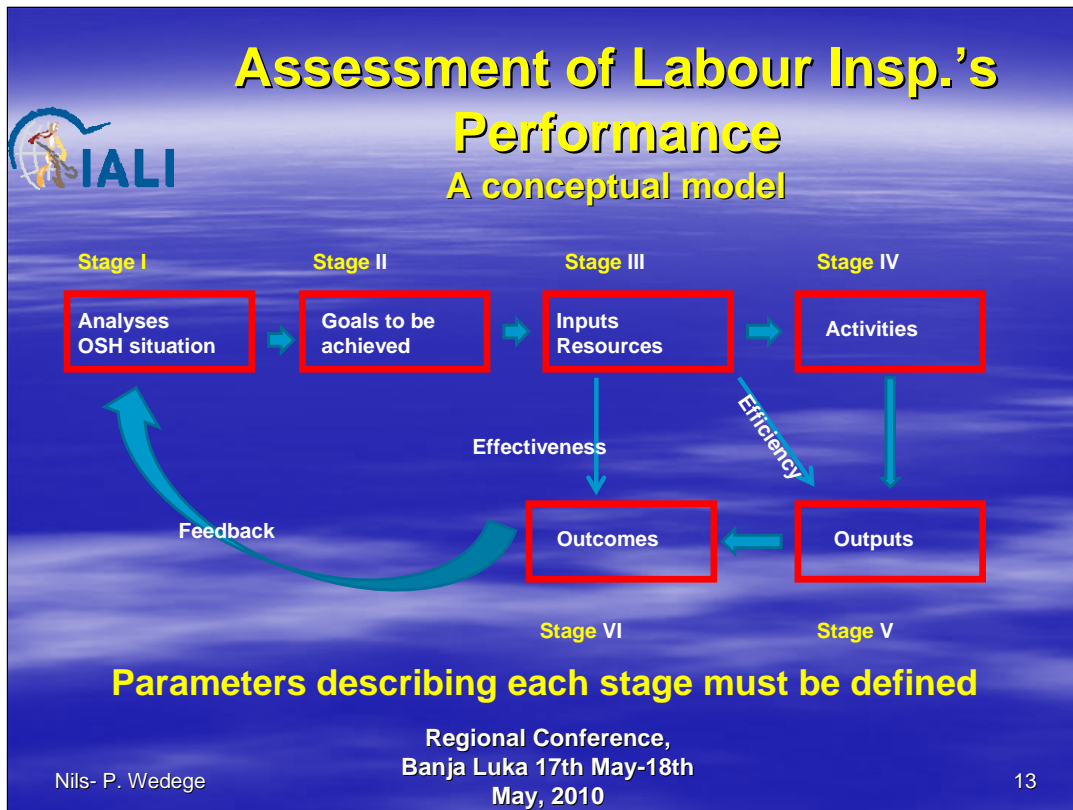
Stage II

Goals to be achieved

- Reduction of workplace accidents
- Reduction of work related illnesses
- Reduction of noise level
- Reduction of child labour
- Etc

Parameters chosen must be specific and sensitive to changes

If possible the goals should be quantified



By **Input** is meant resources at disposal for the LI and used for its activities to achieve output and in the second round outcome.

It is a question of human resources (HR), i.e. number of inspectors, scientists or other personnel resources. But it might also be resources used for cooperation with other authorities or, and for information purposes.

Activities is an intermediate stage where input is transformed to output.

The process will consist of inspection programmes, awareness programmes and campaigns, research etc.

These activities are the link between input and output. The activities are the tool for achieving the outputs and it is therefore necessary to describe them precisely and link them to the desired output. In this way the productivity or the efficiency (not the effectiveness) of the LI can be measured.



The assessment model

Stage V

Outputs

Outputs express the **productivity** or the **efficiency** of the LI.

Traditional measurable parameters are:

- Number of inspections
- Number of enterprises visited
- Number of campaigns
- Number of training courses or employees trained
- Number of OSH surveys
- Etc

Regional Conference,
Banja Luka 17th May-18th
May, 2010



The Assessment model

Stage VI

Outcomes: Effect of LI activities

Outcomes

➤ **directly linked to the goals (Stage II)**

Traditionally:

- Accidents
- Absenteeism
- Noise level
- Exposure to chemicals.



A simple assessment model

Stage VI

Outcomes

If effects can not be measured directly, output might be used as **Indicators for change**

Examples:

- No of improvement notices
- No of cessation of work activities
- No of administrative fines imposed
- Etc

Regional Conference,
Banja Luka 17th May-18th
May, 2010



The assessment model

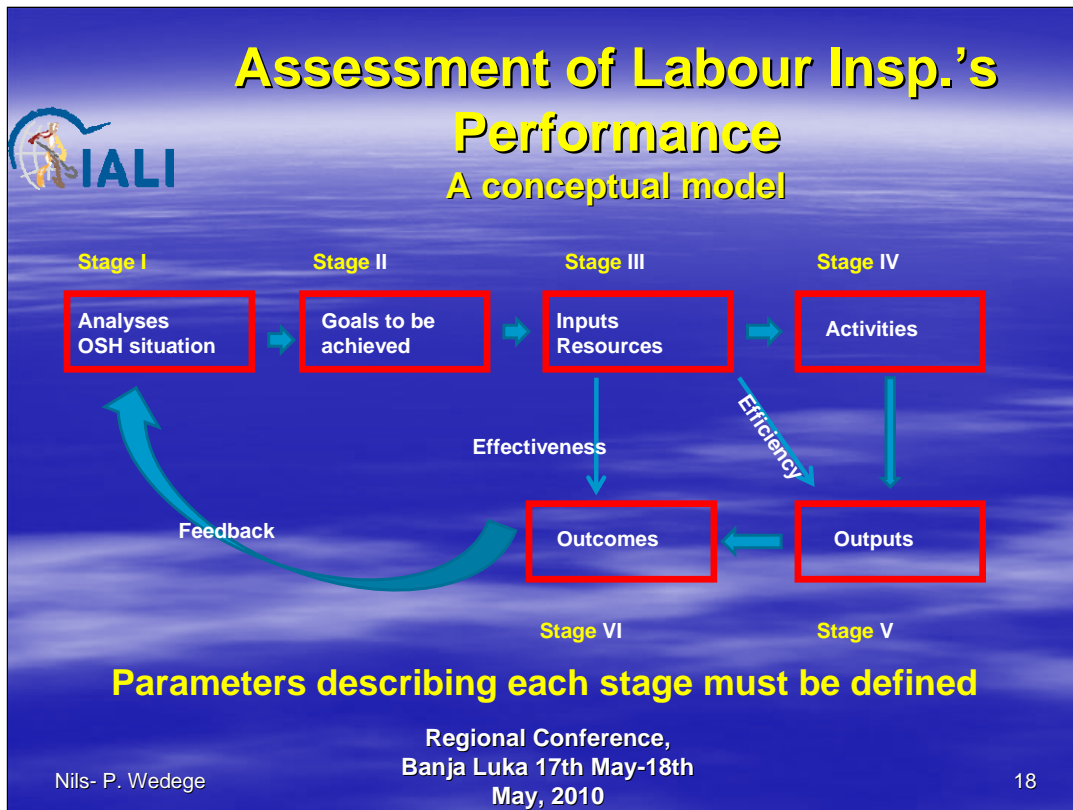
Stage VI

Outcomes

Other measurable indicators of change might be used:

Examples are:

- Level of OSH knowledge
- OSH attitudes
- Cooperation between managers and workers
- OSH-MS



By **Input** is meant resources at disposal for the LI and used for its activities to achieve output and in the second round outcome.

It is a question of human resources (HR), i.e. number of inspectors, scientists or other personnel resources. But it might also be resources used for cooperation with other authorities or, and for information purposes.

Activities is an intermediate stage where input is transformed to output.

The process will consist of inspection programmes, awareness programmes and campaigns, research etc.

These activities are the link between input and output. The activities are the tool for achieving the outputs and it is therefore necessary to describe them precisely and link them to the desired output. In this way the productivity or the efficiency (not the effectiveness) of the LI can be measured.



Different national approaches

- Methods depend on:
 - Level of OSH culture
 - Traditions of the inspection regime
 - Legislation
 - Availability of reliable statistics

Nils- P. Wedege

Regional Conference,
Banja Luka 17th May-18th
May, 2010

19

I carried out an investigation for ILO last year on methods used internationally for measuring OSH performance. The survey shows that there are many different approaches. It depends on.....

Slovenian Approach



OSH monitored since 2004 by using
“representative samples.”

➤ 1500 enterprises randomly sampled (1%)

- Risk assessment
- Preventative health examinations
- Training in safe work practices
- Periodical examination of agents
- Use of personal protecting equipment
- Employers obligation to inform workers
- Work equipment testing
- Reports to LI

Regional Conference,
Banja Luka 17th May-18th
May, 2010



Slovenian Approach

- Intention is not to measure performance of LI
- Measuring if some OSH issues are getting improved or worse
- The method gives reliable statistics but does not identify reasons for change

First step on the road to assess the performance of LI

Regional Conference,
Banja Luka 17th May-18th
May, 2010



Evaluation strategy in Denmark

Monitoring OSH development in 7 areas

Setting quantitative goals

OSH areas	Goals(Decrease by 2010)
Accidents	20% in absenteeism
Psychosocial working env.	10% in absenteeism
Noise damaging to hearing	15% in workers exposed
Muscular skeletal disorders	10% in absenteeism

Regional Conference,
Banja Luka 17th May-18th
May, 2010

Nils- P. Wedege

22



The Impact Ladder

Rung 7: Improved health/ less absenteeism	7
Rung 6: Reduction of accidents and illnesses	6
Rung 5: Reduction of risks of accidents	5
Rung 4: Better and safer processes	4
Rung 3: Improvement in the OSH - work	3
Rung 2: Change in attitudes at workplace	2
Rung 1: Changes of knowledge at workplace	1

Regional Conference,
Banja Luka 17th May-18th
May, 2010

Nils- P. Wedege

23

The impact ladder was developed on the basis of an analysis of impact measurement methods in the Nordic countries. It consists of a number of variables that establish a system for the levels at which goals are defined and impacts are measured.

The impact ladder shows that goals for impacts on health and safety at enterprises can be defined at many levels, ranging from increasing the knowledge of the target group and improving their behavior to ameliorating the health of employees.

The instruments of WEA focus only directly on rungs 1 to 5. Therefore, the direct impacts of WEA's intervention activities in relation to a working environment problem can only be measured at rungs 1 to 5, whereas other impacts depend on the response from the enterprises, i.e. whether they choose an effective solution.

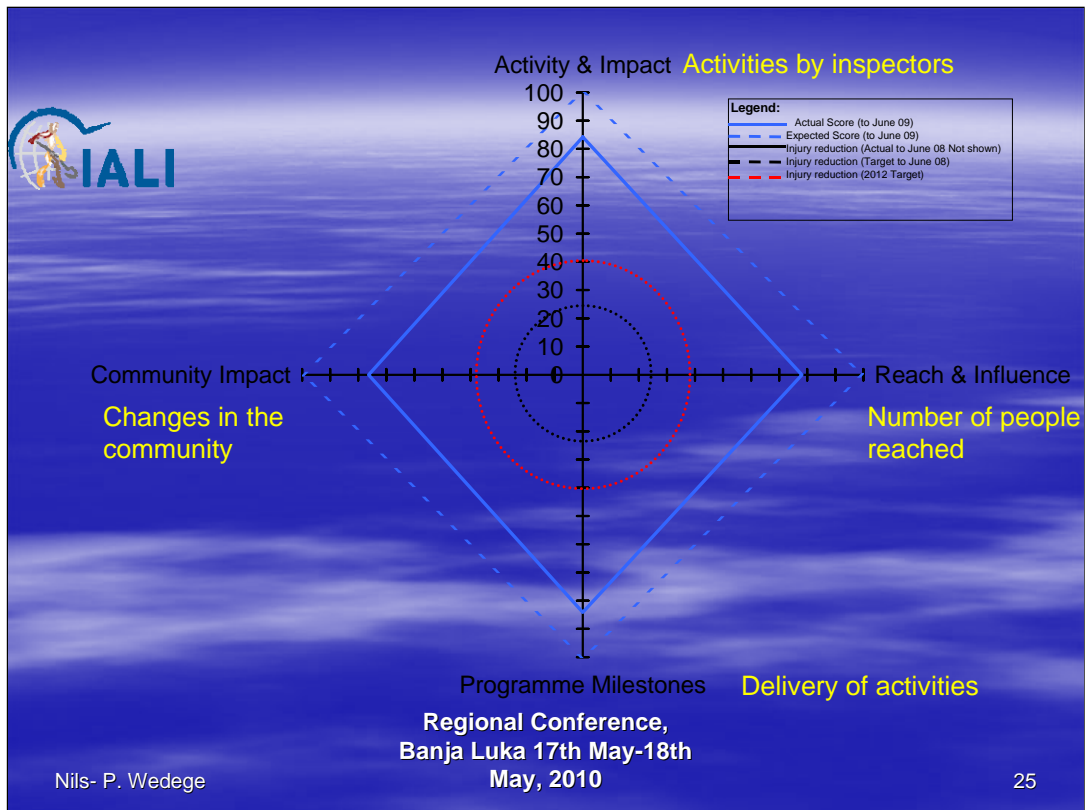
Overall, political goals are often laid down at rungs 6 and 7, whereas the most precise instrument of WEA - the improvement notice - is most often aimed at rung 3 (e.g. the OSH management) and rung 5 (reduction in exposure).



Assessment of OSH in South Australia (SA)

- **A Scoreboard has been developed by SWSA (SafeWork South Australia)**
- **Measurable targets for accidents at work**
 - 40% reduction of injuries by 2012
- **SWSA assess its own performance both at enterprise and branch level**
- **Assessment is based on inspections and surveys**

Regional Conference,
Banja Luka 17th May-18th
May, 2010



Activity and Impact – refers to the activities of the inspectors (worksite visits, inspections, safety audits, investigations)

Reach and influence – number of people reached through the labour inspection activities

Programme milestones – refers to delivery of the activities in the SWSA programme according to agreed milestones.

Community impact – refers to assessment of the changes occurring in the community as a consequence of the SWSA activities.

The method used can be compared to the one used by the Nordic countries and the EU.

The red circle in the figure shows the 40% injury reduction target to be achieved by 2012. The dashed black circle shows the targeted injury reduction to the end of June 2008 (24%).



Conclusions and the Way Forward

- **Two Methods:**
 - **The “Scoreboard” approach**
 - **The “Assessment” approach**



Development and application of a Scoreboard Model

- A tool for assessing the national OSH infrastructure and policy**
- A tool for improvement of OSH in line with C187**
- ILO (in cooperation with IALI) should encourage the implementation**

Regional Conference,
Banja Luka 17th May-18th
May, 2010



Development and application of the assessment model

- Regional and international projects and workshops

Handbook of “Good practices”

- A collection of good practices will be beneficial for LIs
- IALI to take an initiative

Regional Conference,
Banja Luka 17th May-18th
May, 2010



**Thank you for your kind
attention**

N.P. Wedege: nipewe@online.no

IALI: www.iali-aiit.org

**Regional Conference,
Banja Luka 17th May-18th
May, 2010**

Nils- P. Wedege

29