PPMI
PUBLIC POLICY AND MANAGEMENT INSTITUTE

ECORYS

Evaluation of the EU Agencies under the remit of DG EMPLOYMENT: EUROFOUND, CEDEFOP, ETF and EU-OSHA

Annex 4. EU-OSHA evaluation report

Request for services in the framework of the multiple framework contracts for the provision of services related to evaluation, evaluative studies, analysis and research work, including support for impact assessment activities (VC/2013/0082)

2 March 2018

Implemented by PPMI (lead partner) and Ecorys (partner)

PPMI
Gedimino av. 50
LT-01110 Vilnius, Lithuania
www.ppmi.lt

ECORYS UK LIMITED
Albert House Quay Place,
92-93 Edward Street
Birmingham, B1 2RA, UK
www.ecorys.com

Contact: Alessandra Cancedda, Core team member
Alessandra.Cancedda@ecorys.com

Specific Contract No VC/2016/0829, 21 December 2016

Invitation to tender "Evaluation of the EU Agencies under the remit of DG EMPLOYMENT: EUROFOUND, CEDEFOP, ETF and EU-OSHA" in the context of the framework contract "Provision of services related to evaluation, evaluative studies, analysis and research work, including support for impact assessment activities".

Framework contract for the provision of services related to evaluation, evaluative studies, analysis and research work, including support for impact assessment activities (VC/2013/0082)

Final Report, 2 March 2018

Table of contents

List of Tables

List of Figures

List of Boxes

List of Abbreviations

CEA	Cost-effectiveness analysis
Cedefop	European Centre for the Development of Vocational Training
CoR	Committee of Regions
DG COMM	Directorate-General for Communication
DG DEVCO	Directorate-General for International Cooperation and Development
DG EAC	Directorate General for Education and Culture
DG EMPL	Directorate-General for Employment, Social Affairs and Inclusion
DG ESTAT	Statistical office of the European Union
DG HOME	Directorate-General for Migration and Home Affairs
DG SANTE	Directorate-General for Health and Food Safety
EACEA	Education, Audiovisual and Culture Executive Agency
EaSI	European Union Programme for Employment and Social Innovation
EC	European Commission
ECS	European Company Survey
EIGE	European Institute for Gender Equality
EQ	Evaluation Question
EQLS	European Quality of Life Survey
ETF	European Training Foundation
EU	European Union
EU-OSHA	European Agency for Safety and Health at Work
Eurofound	European Foundation for the Improvement of Living and Working Conditions
EWCS	European Working Conditions Survey
ERM	European Restructuring Monitor
FRA	European Agency for Fundamental Rights
HR	Human resources
IASs	Internal Audit Services
ICT	Information and communications technology
ILO	The International Labour Organization
ISG	Interservice Steering Group
JRC	Joint Research Centre
MS	Member State
NGO	Non-governmental organization
OECD	The Organisation for Economic Co-operation and Development
OPC	Online public consultation
PPMI	Public Policy and Management Institute
QMS	Quality Management System
TIC	Testing, Inspection and Certification
UNESCO	United Nations Educational, Scientific and Cultural Organization
VET	Vocational education and training

INTRODUCTION

In this report, we present the findings and assessments concerning EU-OSHA's performance in 2011-2016. We start by answering the evaluation questions concerning the relevance, efficiency, effectiveness, impact and EU added value (EQ1). Afterwards we assess the implementation of recommendations from recent external evaluations (EQ3). In the final section, we present our conclusions.

We draw on multiple sources, including documentary evidence, previous evaluations, agency's strategic and operational documents (such as strategy and annual activity reports), administrative and monitoring data. Desk research is supplemented by stakeholder and staff surveys, the open public consultation (OPC) and interviews. Furthermore, we use additional evidence from five case studies.

Desk research
Desk research included several information sources that generally provided the factual data for this evaluation, for example EU-OSHA's performance monitoring data, budgetary data, annual activity reports, strategy documents and Internet sources (e.g., websites of EU-OSHA and project websites such as OiRA)

Interviews
We implemented a semi-structured interview programme, which served to collect in-depth insights from different target groups of the agency and provided the basis for qualitative analysis. We conducted a total of 23 face to face and telephone interviews with senior staff members, bureau and Board members and managers of national focal points.

Stakeholder and staff surveys
For this evaluation, we carried out four surveys: surveys of EU-OSHA's stakeholders and beneficiaries (including the Governing Board members), a survey of EU-OSHA's staff and a survey of EU-OSHA's focal points. The table below presents the numbers of responses collected.

Table 1. **Information on implementation of surveys**

	Number of complete responses	Number of partial responses
Stakeholder survey	170	59
Governing Board Survey	82	17
Staff survey	63	0
Focal Point survey	26	2

Open public consultation
The OPC questionnaire was designed to complement, but not to duplicate the stakeholders' survey. The wider public received relatively broader questions and could comment on all four agencies covered by this evaluation. 159 respondents filled out the OPC questionnaire. The OPC is by definition not representative, however the majority of participants filled in the survey on behalf of their organisation or in their professional, rather than personal capacity. 122 out of 159 respondents have general or detailed knowledge about EU-OSHA.

Case studies
We conducted five case studies addressing the following topics:

- OSH management in the context of an ageing workforce
- Anticipation of OSH risks from labour market developments: green jobs Green Jobs
- Contribution to the package - Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation Policy
- OSHwiki, a collaborative tool to pool and share knowledge
- OIRA, an online tool to support risk assessment

1. EVALUATION QUESTION 1 – AGENCIES' PERFORMANCE IN TERMS OF RELEVANCE, EFFICIENCY, EFFECTIVENESS, IMPACT AND EU ADDED VALUE

> **EQ1: How have the four Agencies performed as regards relevance, efficiency, effectiveness, impact and EU added value in the period 2011-2016?**

This evaluation question applies four specific criteria: effectiveness, efficiency, relevance and EU added value. In line with the approach suggested in the Better Regulation Guidelines, we will cover impacts under the evaluation criterion of effectiveness.

1.1. Effectiveness

This evaluation criterion describes the extent to which the Agencies have been successful in achieving their objectives. The Tender Specifications outline five specific questions operationalising the effectiveness criterion. Each question evaluating effectiveness of the Agency as well as initial answers are outlined below.

1.1.1. How successful is the Agency in reaching the expected objectives, results and making impacts?

EU-OSHA's intervention logic (Appendix 1) provides a framework around which the assessment of effectiveness of EU-OSHA is organised. This section presents an analysis that is focused on the general objective and the four specific objectives detailed in the intervention logic:

- Promoting cooperation among Member States and stakeholders to make the best use of OSH resources
- Generating and maintaining high quality knowledge on OSH new and emerging risks, their health effects
- Raising awareness of OSH risks and their prevention.
- Making knowledge and good practices accessible for those involved in OSH. Stimulate dialogue on different levels (EU, national, sectoral (social partners), employers and employees)

To answer the question, we first assess the extent to which the agency produced its planned outputs during the evaluation period. Further, we analyse the stakeholder's perceptions on how successful and effective the agency was from their perspective in achieving operational and specific objectives. Then, we discuss the achievement of the four objectives in detail, as well as the general objective. Finally, we present an analysis of the impact that EU-OSHA had on EU policy-making.

Delivering the planned outputs

Annual reports show that almost all budget is spent for the activities it was provided for, ranging from an implementation rate of 91% in 2011 to 98-99% in 2013, 2014 and 2015[1] (Figure 1).

Figure 1. Implementation rate 2011 – 2015
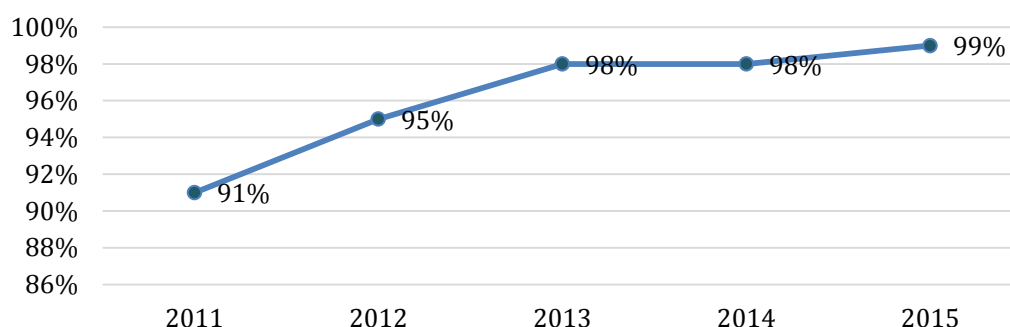
Source: Annual activity reports 2011 – 2015.

Targets related to outputs that were set in the years 2013, 2014 and 2015 were achieved. Annual reports of the years 2011 and 2012 show that most planned outputs concerning knowledge management, awareness raising and networking were delivered.

For the years 2013 –2015 it is possible to observe that all activities regarding awareness raising campaigns were undertaken. As to activities related to the implementation of OSH management at the workplace, the OiRA tools were not all translated into English although this was planned[2]. Some planned events and seminars were not carried out but rescheduled mainly due to unforeseen staff absences[3]. With regard to research on new and emerging risks, some outputs like the final seminar or consolidation with focal points concerning outcomes were postponed to one year later.

Results from stakeholder survey show that more than 80% of stakeholders agreed that the agency's output contributed to their work in terms of shaping policy or advising on policy and 72% agreed that EU-OSHA delivered its output in a timely manner (Figure 2).

---

[1] Annual activity reports 2011 – 2015.
[2] In 2015, 9 tools were not translated. In 2014 this concerned 4 tools and in 2013 4 tools (cf. Annual activity reports).
[3] Annual activity report 2015.

Figure 2. To what extent do you agree or disagree with the statements about EU-OSHA below? Its outputs....

		Strongly agree	Agree	Disagree	Strongly disagree	Do not know / cannot answer
contribute to my work in terms of shaping policy	Stakeholders (N=175)	20%	62%	6%		11%
	Focal Point (N=25)	56%	36%	8%		
are delivered in a timely matter	Stakeholders (N=174)	12%	60%	6%		21%
	Focal Point (N=25)	48%	48%			4%
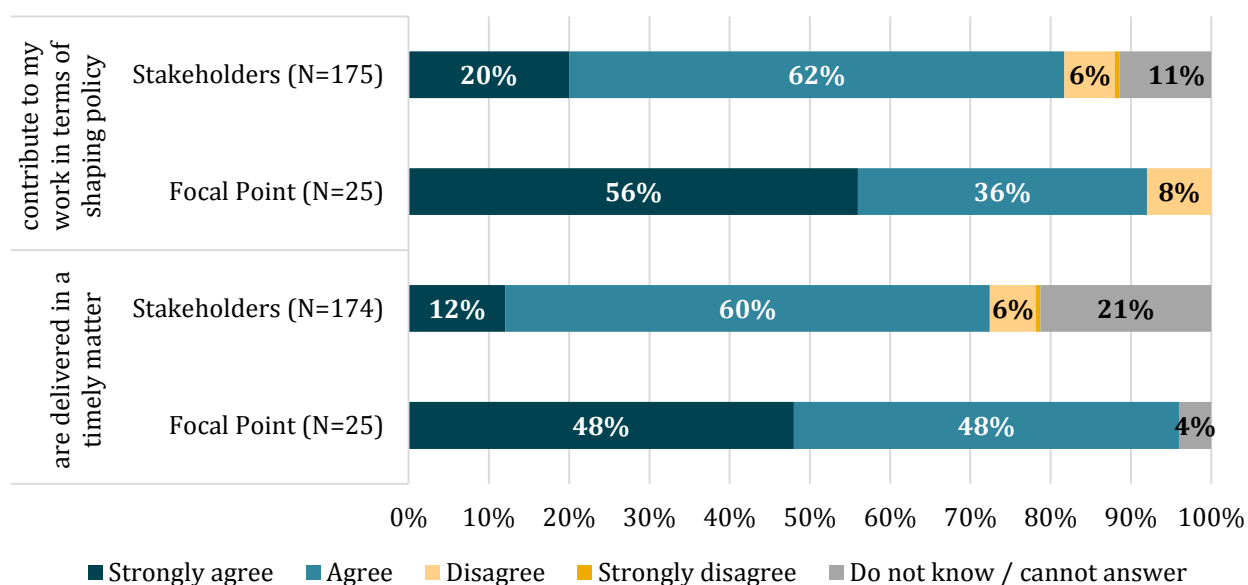
Source: Stakeholders survey (N = 175) and Focal point survey (N = 25).

In conclusion, the agency appears to deliver the range of products and services it is expected to provide to stakeholders and implement its plans in a timely manner and can therefore be considered effective at the level of outputs.

Stakeholders' perceptions on the achievement of objectives

EU-OSHA's stakeholders are policy-makers at EU and national level, employer and employee organisations, sectoral organisations (funds) and researchers in the field of OSH. Through surveys and an OPC consultation, we gauged their perception regarding the achievement by the agency of its operational and specific objectives.

The following figures (Figures 3 – 5) present respondents' views regarding the ability of the agency to attain its **operational objectives**.

Figure 3 In your view, to what extent (if at all) was EU-OSHA successful in achieving the following operational objectives during the period 2011-2016? (Stakeholders)

	To a large extent	To some extent	To a small extent	Not at all	Do not know / cannot answer
Developing forecasting information on OSH risks	23%	56%	11%		9%
Generating information on working environment	39%	46%	9%		6%
Promoting networking and coordination	22%	49%	13%		12%
Communicating and raising awareness on OSH new and emerging risks, health effects and prevention	34%	48%	9%		7%
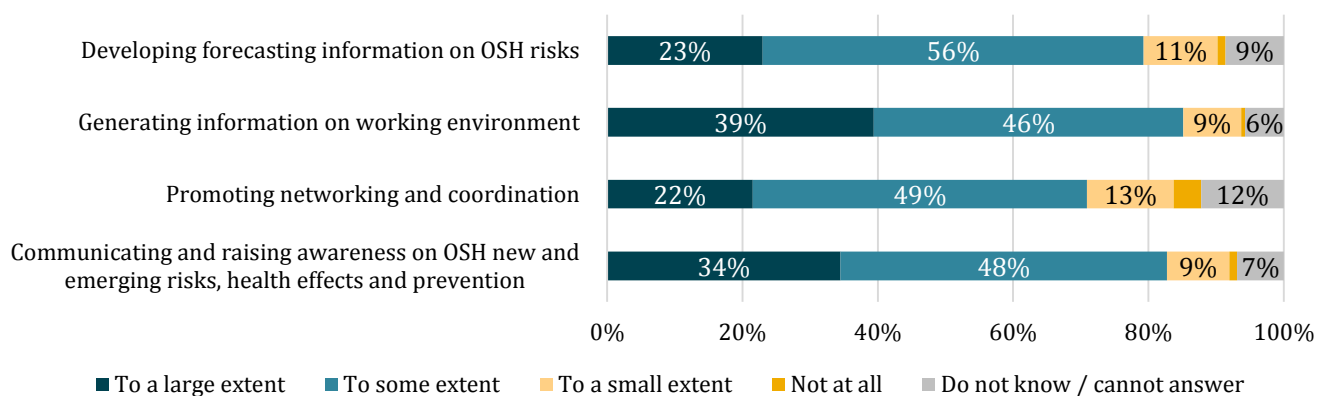
Source: Stakeholder survey (N=177).

Figure 4. In your view, to what extent (if at all) was EU-OSHA successful in achieving the following operational objectives during the period 2011-2016? (Focal points)

	To a large extent	To some extent	To a small extent	Not at all	Do not know / cannot answer
Developing forecasting information on OSH risks	68%	32%			
Generating information on working environment	68%	32%			
Promoting networking and coordination	92%	8%			
Communicating and raising awareness on OSH new and emerging risks, health effects and prevention	84%	16%			
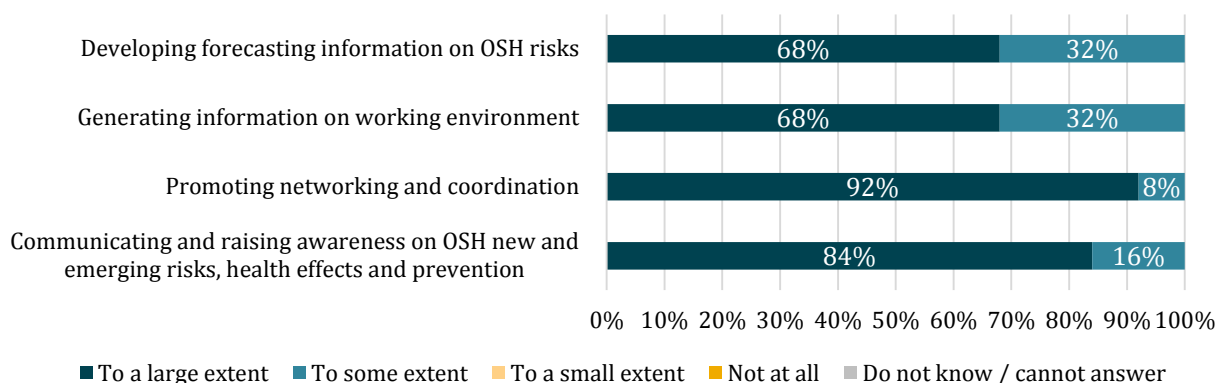
Source: Focal point survey (N=25).

Figure 5. In your view, to what extent (if at all) was EU-OSHA successful in achieving the following operational objectives during the period 2011-2016? (Governing Board)

	To a large extent	To some extent	To a small extent	Not at all	Do not know / cannot answer
Developing forecasting information on OSH risks	39%	51%	5%	4%	
Generating information on working environment	46%	45%	5%	2%	
Promoting networking and coordination	48%	41%	6%	4%	
Communicating and raising awareness on OSH new and emerging risks, health effects and prevention	52%	39%	6%	1%	
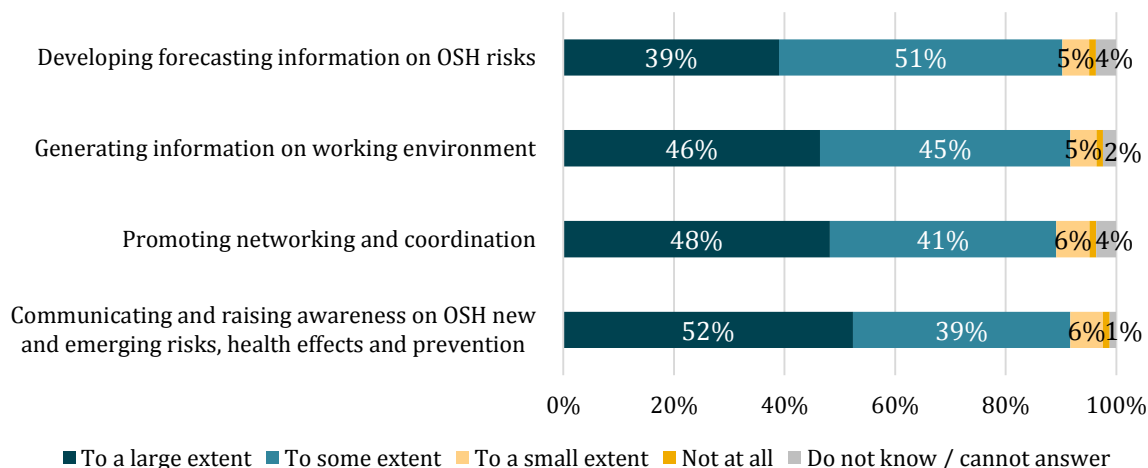
Source: Governing board survey (N=84).

If we compare operational objectives, the agency is considered most successful in generating information on working environment and communicating and raising awareness on OSH, while it is deemed least successful in promoting networking and coordination. This is also reflected in the results from the Open Public Consultation provided below: 61% of those who made a judgement agreed regarding the success of the agency in networking among Member States and stakeholders (Figure 6).

Figure 6. Do you agree that EU-OSHA has achieved its objective of providing EU institutions, Member States and social partners with high quality, timely and policy-relevant knowledge to better inform policies in the following priority areas?
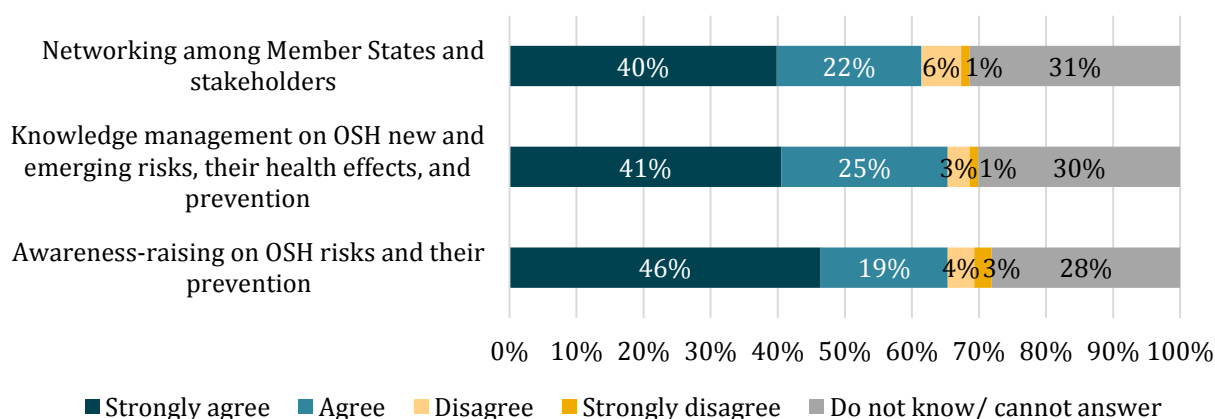
Source: OPC (N=159).

Moving to the achievement of **specific objectives** the stakeholder survey showed that more than 70% of respondents thought that agency's outputs contribute to improving the knowledge on OSH new and emerging risks and raising awareness (Figure 7).

Figure 7. Stakeholder survey: To what extent, if at all, did EU-OSHA's outputs in the following thematic fields meet your needs in the period 2011-2016?
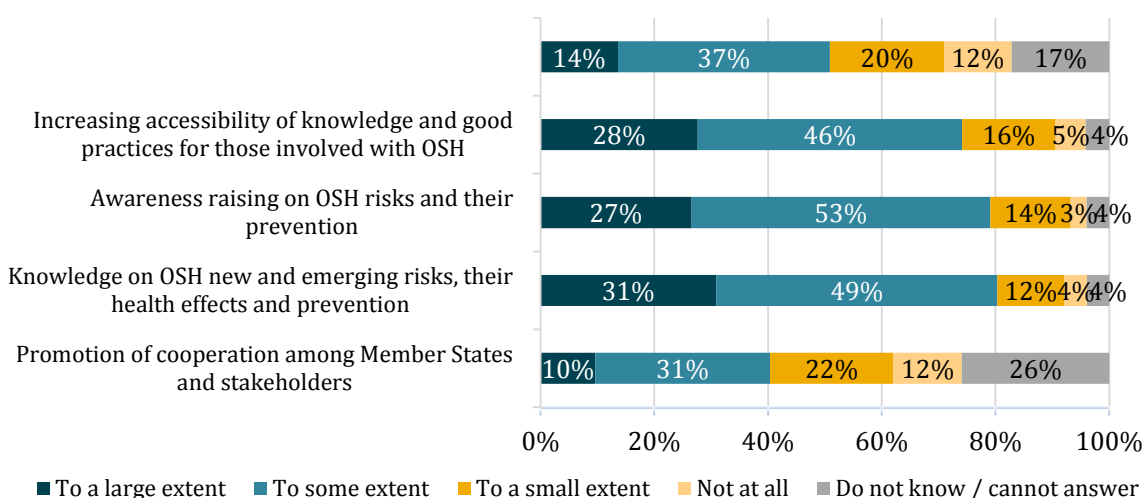
Source: Stakeholder survey (N=177).

Another objective that was met according to the majority of stakeholders is the increase in accessibility of knowledge and good practices. These positive results in the knowledge sharing area are corroborated by the results of the OPC, where the majority of respondents reported that EU-OSHA achieved its objective of providing EU institutions, Member States and social partners with high-quality, timely and policy-relevant knowledge across various policy areas (Figure 6).

The two other objectives have not been met to the same extent according to respondents: stimulating dialogue on OSH on different levels, and promoting cooperation among Member States and stakeholders.

Further, we discuss EU-OSHA's progress in achieving each of its specific objectives throughout the evaluation period.

Specific objective 1. Promoting cooperation among Member States and stakeholders to make the best use of OSH resources

Through the network of focal points and its tripartite structure, the agency aimed over the years to establish and increase cooperation among Member States on OSH matters in order to share knowledge instead of generating it separately in each Member State. This was done by enabling Member States to share experiences, good practices at the sectoral/practical level. The reach of such cooperation is exemplified among others by the number and the range of national contributions to the OiRA project[4].

Specific objective 2. Generating and maintaining high quality knowledge on OSH new and emerging risks, their health effects, prevention

Through its research and forecasting activities[5] the agency established itself as an EU level information and knowledge source on new and emerging workplace risks. Respondents to the surveys and the OPC widely supported this statement: 90% of Governing Board respondents and 100% of focal point respondents, as well as 79% of stakeholders agreed that the agency was to some or to a large extent successful in developing forecasting information on OSH risks (figure 3A – 3C). In the OPC, 65% of respondents confirmed the success of the agency in knowledge management on new and emerging risks, their health effects and prevention. More than 30% did not give an answer to this question (Figure 6).

Specific objective 3. Raising awareness of OSH risks and their prevention.

Awareness raising campaigns have been conducted systematically since 2000[6]. Campaigns include a range of activities, including EU level events (Campaign launch, European Weeks for Safety and Health at Work, Presentation of the Healthy Workplaces Good Practice Awards, Healthy Workplace Summits), national level events, distribution of information and communication materials including audiovisuals. Our case studies included the ongoing campaign on Healthy Workplaces for All Ages. The campaign is still running and includes events in Member States[7] as well as EU level. Overall, 240 events have been held at the moment of writing this report, with over 15 000 participants[8]. The outreach to date[9] is:

- More than 1 000 media clippings
- More than 210 000 web visits and 154 690 unique visitors to the campaign website
- 44 600 views of campaign video (https://www.youtube.com/watch?v=9bodWzkkcCU)
- 160 000 views of episodes of the Campaign-related film 'Napo-back to a healthy future' (https://healthy-workplaces.eu/en/napo-film)
- 179 003 downloads of particular outputs from the website

---

[4] https://oiraproject.eu/en/oira-tools.
[5] https://osha.europa.eu/en/related-content/6676/publication/51.
[6] https://osha.europa.eu/en/healthy-workplaces-campaigns.
[7] https://healthy-workplaces.eu/en/events?f[0]=field_start_date%253Avalue%3A2017.
[8] Data provided by EU-OSHA on 9.10.2017. See also: https://healthy-workplaces.eu/en/events.
[9] Statistics received from EU-OSHA.

The clipping and download figures of the campaign on stress and psychosocial risks were even higher[10].

Healthy Workplaces Campaigns themes 2000-2017
2016-2017: Healthy Workplaces for All Ages
2014 - 2015: Healthy Workplaces Manage Stress
2012 - 2013: Working together for risk prevention
2010 - 2011: Safe Maintenance
2008 - 2009: Risk assessment
2007 - 2008: The Healthy Workplace Initiative
2007: Lighten the load (Musculoskeletal disorders)
2006: Safe start - Young workers
2005: Stop that noise!
2004: Building in safety
2003: Dangerous substances - Handle with care
2002: Working on stress
2001: Success is no accident
2000: Turn your back on musculoskeletal disorders

The results of the surveys conducted for this evaluation reveal that all types of respondents, i.e. stakeholders, focal points and Board members, consider the agency successful in raising awareness on OSH. More specifically, this view is shared by 83% of stakeholders, 92% of Board members and 100% of focal points who responded in the survey (figure 3 – 5). Also 65% of OPC respondents agreed that the agency was successful in awareness raising on OSH risks and their prevention. More than 30% did not give an answer to this question (Figure 6).

Specific objective 4. Making knowledge and good practices accessible for those involved in OSH. Stimulate dialogue on different levels (EU, national, sectoral (social partners), employers and employees).

EU-OSHA's output demonstrates a considerable effort in making knowledge and good practices accessible. Research findings are not only published in reports but used to compile e-guides and fact sheets in accessible language[11]. Risk assessment tools meant to be simple and straightforward to use by employers are collected and made available to any interested party[12]. On the website there are tools in different languages and on different sectors. Further adaptation to national circumstances and company characteristics is necessary and is the task of the national focal point networks and especially of Member States themselves as well as end users. Infographics are developed in order to better visualise key OSH information[13]. Dialogue is stimulated through seminars[14] as well as through the permanent tripartite structures (governing board, national tripartite focal points) the agency has established.

One major instrument whereby EU-OSHA organised good practice sharing is the OiRA tool template. On the platform there are around 135 risk assessment tools available[15] covering 61 sectors[16]. Tools come from the following countries: Belgium, Bulgaria, Croatia, Cyprus, Czech

---

[10] Information provided by EU-OSHA staff by email on 10.10.2017.
[11] https://osha.europa.eu/en/tools-and-publications.
[12] https://osha.europa.eu/en/tools-and-publications/oira.
[13] https://osha.europa.eu/en/tools-and-publications/infographics.
[14] https://osha.europa.eu/en/tools-and-publications/seminars.
[15] Website information: https://oiraproject.eu/en/eu-national-partners.
[16] Presentation Andrew Smith (EU-OSHA). May 17 2017.

Republic, Finland, France, Greece, Iceland, Italy, Latvia, Lithuania, Malta, Portugal, Slovenia, Spain. The tools are built up according to the European Guidance on risk assessment at work[17].

Evaluation results indicate that EU-OSHA's stakeholders were satisfied with how the agency made knowledge and good practices accessible for those involved in OSH. More specifically, 85% of stakeholders agreed that the agency was to some or to a large extent successful in generating information on the working environment in order to make it accessible (Figures 3 - 5). 92% of Governing Board respondents and 100% of focal point respondents are of the same opinion.

Interviewees from the Board and focal points confirmed in their large majority that practical outputs by the agency are highly valued. Outputs were considered accessible for those involved in OSH at national and workplace level by most board members. Most appreciated outputs by stakeholders were the (online) risk-assessment tools, checklists, guides and networking knowledge tools (OSH-wiki).

Some examples of contributions to social dialogue at EU and national level include responding to specific requests from industry organisations. One example is a request by the ports industry association to provide information in order to address the problem of containers from Asia bearing chemicals causing illnesses to workers, formaldehyde and other preservatives. It was not in the annual work programme of the Agency but the Board authorised to pursue the topic following this request[18].

General objective

Technical and scientific information is provided by the European Risk Observatory in research reports on new and emerging risks[19] and utilised in various tools and publications[20]. EU legislation is collected in one webpage and national legislation is illustrated through wiki articles[21]. Information on the costs of occupational accidents and diseases and the economic benefits of OSH is being collected in a specific project and results are disseminated[22]. The results of Open Public Consultation (OPC) show that the almost totality of respondents to the relevant questions agrees that EU-OSHA has achieved its general objective. Stakeholders consulted by EU-OSHA in its annual surveys are also highly satisfied with the work of the Agency. They find the information provided useful and reliable. The range and amount of materials made available and publicised on the EU-OSHA website seem to indicate that the Agency overall achieved its general objective of providing EU institutions and bodies, Member States, social partners and those involved in the field of OSH with technical, scientific, legal and economic information and qualified expertise.

Impacts

Impacts of EU-OSHA need to be searched for at the level of end beneficiaries (companies, workers) in the context of OSH policy/strategy implementation and, to a more limited extent, at the level of policymaking.

---

[17] https://osha.europa.eu/en/legislation/guidelines/guidance-on-risk-assessment-at-work.
[18] Interview with staff member.
[19] https://osha.europa.eu/en/about-eu-osha/what-we-do/european-risk-observatory.
[20] https://osha.europa.eu/en/tools-and-publications.
[21] https://osha.europa.eu/en/safety-and-health-legislation.
[22] https://osha.europa.eu/en/themes/good-osh-is-good-for-business.

The impact of EU-OSHA activities on the company level is difficult to capture since real impact can be measured only later in time. Moreover, the level of impact EU-OSHA achieves also depends on the work done on national level, by government and social partners, and on how successful they are in making employers and employees aware of and ready to work on OSH. The following case study on the OiRA project illustrates this.

Case study: the Online interactive Risk Assessment project (OiRA)

OiRA is a web platform that enables the creation of sectoral risk assessment tools in any language in an easy and standardised way and has been set up in a Project with the same name[23]. The development of tools is done within the OiRA community. The OiRA community consists of sectoral social partners at EU level (7 social partners from employers and 6 social partners from workers) and 18 national OiRA partners. National partners are mainly national authorities (ministries and labour inspectorates) and national OSH institutes that have decided to join the OiRA community and to implement the OiRA programme in their countries.

Employers can enter the website and access the OiRA template relevant to their specific sector directly and for free. By clicking the desired tool, the programme runs automatically. The template contains a set of questions on different themes (e.g. in-house emergencies, physical stress and visual display unit work, undesirable behaviours and work pressure, machine safety, cooperation and consultation). By answering the questions, risks are identified and an action plan is displayed.

There are around 135 tools available[24] covering 61 sectors[25]. Tools come from the following countries: Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Finland, France, Greece, Iceland, Italy, Latvia, Lithuania, Malta, Portugal, Slovenia, Spain. The tools are built up according to the European Guidance on risk assessment at work[26]. The agency carried out different types of activities related to the OiRA project: developed a website, an online OiRA tool generator, a helpdesk and communication materials to promote the use of OiRA tools among enterprises.

In 2016 approximately 38.000[27] risk assessments were done online via OiRA. There are around 19.39 million micro- and small enterprises (MSEs) in Europe[28]. Thus, this figure represents 0,2% of the total target group. Users and developers of 37 tools were asked to assess the overall impact of the tools on occupational health and safety in their country. Twenty-four of those tools were considered to have some or high impact, and for the remainder, respondents could not confirm such impact[29]. The OiRA tool has so far reached only a limited share of the target group, and therefore its impact is still limited. The OiRA communication guide[30] assists governments and social partners in developing a communication strategy around OiRA tools in a national context. From the internal evaluation on OiRA, it becomes clear that only 42% (8 out of 19 respondents) of the OiRA

---

[23] https://oiraproject.eu/nl.
[24] Website information: https://oiraproject.eu/en/eu-national-partners.
[25] Presentation Andrew Smith (EU-OSHA). May 17 2017.
[26] https://osha.europa.eu/en/legislation/guidelines/guidance-on-risk-assessment-at-work.
[27] OiRA business plan. Page 5.
[28] Multiannual strategic programme, strategy 2014-2020.
[29] OiRA Online Survey. Final Report (2015).
[30] OiRA Communication Guide. Tool 8: How to guide for strategic planning and communication campaigns.

tool developers have a promotional strategy for their tool at national or sectoral level, leaving room for improvement[31].

The biggest challenge facing the agency is to let the end-user know the tool exists. Intermediaries and focal points could play an important role in this respect. The example of France shows that where many intermediaries such as associations of small and medium enterprises – that are in contact with the end-users – play an active role in dissemination, the use of the tools is high. However, also for the intermediaries, it is hard to reach the target audience, for example, due to time constraints, or where very small companies hardly have an opportunity to attend meetings or conferences. In the aforementioned example of France, it was also noted that mainly companies between 50-200 employees utilised the tools.

In order to assess impact on policy development, we have evidence from the stakeholder survey as well as from case studies. Results of the stakeholder survey indicate agreement (about 60% - 70% of respondents) on the contribution of EU-OSHA to the Community Strategy 2007-2012 on Health and Safety at Work and the EU Strategic Framework on Health and Safety at Work 2014-2020. The contribution of the agency to the OSH Fitness Check, January 2017 and the Communication on the Modernisation of OSH, January 2017 is recognised by a smaller number of respondents, however this may be also related to their more limited knowledge of the process (around 50% of respondents replied to these particular questions) (Figure 8).

Figure 8. In your view, to what extent (if at all) has EU-OSHA contributed to the following EU policy developments during the period 2011-2016?
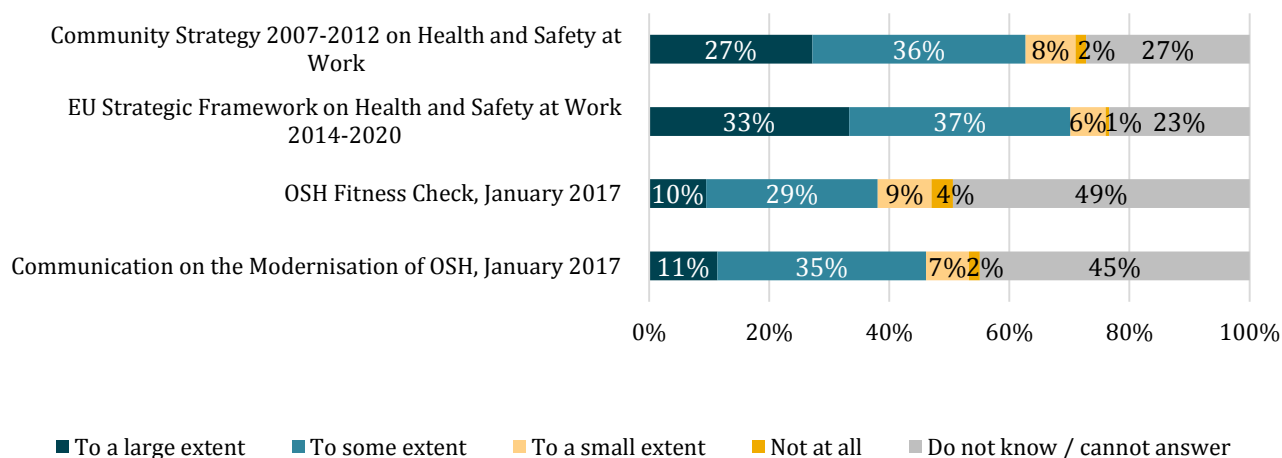
Source: Stakeholders survey (N=171).

In order to analyse the impact of this recent OSH initiative of the European Commission, we conducted a specific case study.

Case study: Contribution to the package - Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation Policy

---

[31] OiRA Online Survey. Final Report (2015). p. 28.

In 2011 the European Commission – DG EMPL initiated an ex post evaluation of the EU OSH legislation. EU-OSHA was invited to be part of Inter-Service Steering Group (ISSG) with representatives from 13 Commission DGs, and the European Agency for Improvement of Living and Working Conditions (Eurofound)[32]. Throughout the process, both during the evaluation and during the drafting of the Communication as well as the practical guidance document, EU-OSHA's input was utilised as documented by the various citations of EU-OSHA outputs in the above presented text. In the evaluation data limitations were a challenge, and the Regulatory Scrutiny Board pointed to the need to mention initiatives for the improvement of data availability by working with both EU-OSHA and Eurostat[33]. The ESENER survey in any case was a relevant source.

The outcomes of the evaluation report fed into the Communication Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation and Policy[34]. In the Communication as well as the Staff Working Documents accompanying the Communication EU-OSHA information is extensively used and quoted. Moreover, EU-OSHA is the designated organisation for implementing several activities envisaged by the Communication, because of its key role in disseminating knowledge, information and practical tools. It can therefore be concluded that the EU-OSHA information fed significantly into the policy process.

The contribution of EU-OSHA to the Package was not limited to the evaluation and the Communication. In 2017, the Commission disseminated a practical guidance document for employers in the form of a Staff Working Document that is considered as part of the same "package". The document seeks to assist companies in getting most out of obligatory risk assessments, preventive measures and training.[35] The document is written in a non-legal language that aims to speak directly to the end users and recalls in its style the communication-oriented style of the Agency. It consists of seven chapters: 1. Good health and safety is good for your business; 2. The legal obligations; 3. Risk assessment in practice; 4. Prevention as a key principle; 5. OSH training; 6. Leadership and OSH culture; 7. Three examples of risk management in practice. The Document is available both in the official Staff Working Document format and in a designed version[36]. In the introduction, it is stated that "The document draws mainly on articles, guides and tools produced by EU-OSHA (including OSH Wiki)"[37].

We also assessed through case studies the impact of EU-OSHA on policymaking related to two non-OSH specific objectives of the European employment policy: addressing the needs of an ageing workforce and stimulating employment in the so-called green economy.

[32] European Commission (2015). Ex-post evaluation of EU OSH legislative *acquis.*
[33] European Commission Regulatory Scrutiny Board, Opinion: DG EMPL – Ex-post evaluation of the EU occupational safety and health Directives (draft version of 6 January 2016).
[34] European Commission (2017). Communication from the commission to the European Parliament, the Council, the European economic and social committee and the committee of the regions Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation and Policy. 10.1.2017 COM(2017) 12 final.
[35] Commission Staff Working Document Health and Safety at Work is Everybody's Business. A Practical Guidance for Employers. Accompanying the Document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Safer And Healthier Work For All - Modernisation Of The EU Occupational Safety and Health Legislation and Policy. 10.1.2017 SWD(2017) 9 final.
[36] http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7960.
[37] p. 3.

With regard to the ageing workforce, there is limited evidence of EU-OSHA contribution to policy design or social dialogue on this topic. The influence of its activities in this field (mainly a Pilot Project delivering a number of analytical outputs[38] and an awareness raising campaign[39]) is mostly indirect and related to involvement of stakeholders that participated in the dialogue in awareness raising activities. The contribution has to be seen more as part of policy implementation (implementing the EU OSH strategy in its parts related to older workers) than as feeding into policymaking. In this sense, the practical tools and the communication campaigns tend to be more relevant than the analytical outputs as they are more aimed at putting OSH considerations in practice.

Case study: OSH management in the context of an ageing workforce

In order to assist Member States in their initiatives on the occupational health dimension of active ageing, the European Parliament initiated and financed the Pilot **project "Safer and healthier work at any age** – occupational safety and health (OSH) in the context of an ageing workforce"[40]. The project was carried out between 2013 and 2016 by EU-OSHA. The activities within this project resulted in various outputs. An analytical report was produced on policies and actions at EU and national level to tackle issues arising from the ageing of Europe's population[41] accompanied by an executive summary and a fact sheet. Research reviews were conducted on ageing and OSH, rehabilitation and return to work; on an examination of current policies, programmes and initiatives for sustainable work, including those related to rehabilitation and return to work, in the 28 EU Member States and the four EFTA countries; and on an analysis of the drivers for implementing prevention and health promotion practices for an ageing workforce at workplace level. The reviews were summarised in the final analysis report[42]. A data visualisation tool was created on the EU-OSHA website for an easier consultation of research findings[43]. A stakeholder conference was held in September 2015 in Brussels to disseminate the main results of the project and provide opportunities for an exchange of views regarding strategies and practices for improving OSH for older workers[44]. The pilot project served as an inspiration for the launch of a campaign: Healthy Workplaces for All Ages 2016-17[45]. The campaign was launched by EU-OSHA in April 2016 and focuses on sustainable work and healthy ageing from the beginning of working life. The campaign highlights the benefits of good occupational safety and health for workers, companies and society as a whole and the importance of risk prevention throughout a person's career. The work done was used by some Member States to carry their strategy forward. For example, the Dutch minister of Social affairs and employment indicated that the campaign of EU-OSHA contributes to the effort of the Dutch government to make the Dutch labour market more

---

[38] European Agency for Safety and Health at Work (2016), Safer and healthier work at any age - Final overall analysis report. Luxembourg: Publications Office of the European Union.
[39] https://healthy-workplaces.eu/en.
[40] https://osha.europa.eu/en/themes/osh-management-context-ageing-workforce/ep-osh-project.
[41] European Agency for Safety and Health at Work (2016), Analysis report on EU and Member States policies, strategies and programmes on population and workforce ageing. Luxembourg: Publications Office of the European Union.
[42] European Agency for Safety and Health at Work (2016), Safer and healthier work at any age - Final overall analysis report. Luxembourg: Publications Office of the European Union.
[43] https://healthy-workplaces.eu/en/safer-and-healthier-work-any-age-data-visualisation-tool.
[44] EU-OSHA (2015). Event Summary. Stakeholder Conference: "Safer and Healthier Work at Any Age – occupational safety and health in the context of an ageing workforce".
45 https://healthy-workplaces.eu/en.

sustainable as it helps to stimulate employers and employees to invest in sustainability[46]. The European Commission used and cited the Campaign in the recent Communication on Modernisation of the EU OSH legislation and policy, presenting it as "world leading" [47]. There seems to have been limited use of the information in DG EMPL activities related to active ageing beyond the Health and Safety at Work Unit. AGE Platform informed that work of EU-OSHA played a role in the discussion on working conditions between social partners, ETUC and Business Europe related to the carers' leave directive, which AGE platform strongly asked for. This is however not reflected in position papers of social partners retrieved on the issue, while for instance Eurofound work on work-life balance is mentioned[48].

As far as the topic of OSH in "green jobs" is concerned, the outputs delivered (principally a foresight study[49] and some derived practical tools and checklists[50]) were insightful and considered useful by stakeholders. Those who were exposed to or involved in the study became aware of the risks associated with the green economy and willing to look further into the matter. There are examples of research findings feeding into the national level debate. At EU level, the foresight study was cited in a Staff Working Document in 2012[51] (but not in the Communication[52] that the SWD fed into) and in a Communication in 2014[53]. Overall the evidence of impact is limited although not negligible taking into account the fact that it raised a not so often dealt issue in the context of a debate which looks at green jobs mainly in positive terms.

Case study: Anticipation of OSH Risks from Labour Market Developments: Green Jobs

The foresight study on risks associated with green jobs was the result of a two year project which was conducted between 2010 and 2012. Several of the technology areas that were featured in the study with identified OSH issues, green buildings, small scale solar energy applications and wind energy were investigated in more depth. Six fact sheets related to green jobs, one more factual and one more in the form of a checklist per technology, were published in multiple languages. For wind energy a report was also published[54].

To promote the relevance for policy makers of the foresight study and to foster the use of the drafted scenarios two workshops were held in 2013 and 2014[55]. The first workshop was held in

---

[46]http://www.arbouw.nl/actueel/nieuwsoverzicht/2016/eu-osha-lanceert-de-campagne-gezond-werk-voor-alle-leeftijden.

[47] Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation and Policy. Brussels, 10.1.2017 COM(2017) 12 final, p. 10.

[48]https://www.businesseurope.eu/sites/buseur/files/media/position_papers/social/2017-06-22_work-life_balance.pdf; https://www.etuc.org/documents/etuc-position-first-stage-consultation-eu-social-partners-new-start-work-life-balance#.WdpirVUjGM8.

[49] European Agency for Safety and Health at work (2013). Green jobs and occupational safety and health: Foresight on new and emerging risks associated with new technologies by 2020.

[50] https://osha.europa.eu/en/emerging-risks/green-jobs.

[51] European Commission (2012). Commission staff working document. Exploiting the employment potential of green growth. SWD(2012) 92 final.

[52] Commission Communication of 18 April 2012 on towards a job-rich recovery. [COM(2012) 173 final.

[53] Commission Communication of 2 July 2014 on the green employment initiative: tapping into the job creation potential of the green economy. [COM(2014) 446 final.

[54] https://osha.europa.eu/en/emerging-risks/green-jobs.

[55] European Agency for Safety and Health at work (2014). Annual activity report 2013.

Bilbao, 12-13 November 2013. Twenty-six Focal Points and six EU-OSHA staff attended[56] [57]. The second workshop was held on 20 March 2014 for the European Sectoral Dialogue Committee 'Electricity'. Thirteen representatives of sectoral social partners attended, besides EU-OSHA, consultants and officers from DG EMPL B1[58].

While stakeholders showed interest in the products of EU-OSHA on green jobs, there is not much information available on the extent to which it influenced policy making at national, EU of company level. An indication of the policy impact of the work EU-OSHA on green jobs was taken into account for the drafting of the Commission Staff Working Document on exploiting the employment potential of greening the economy[59]. In the document references are made to the foresight study (at the time still forthcoming), to expert forecasts on emerging chemical risks related to occupational safety and health and emerging biological risks related to occupational safety and health. Based on this information in the working document the importance of "ensuring that workers have the adequate prevention culture and occupational safety and health skills to perform green jobs" is emphasized[60]. The staff working document was part of the preparatory work of the Communication on Job-rich Recovery. In the Communication, however there is only a marginal reference to occupational health and safety implications of the development of new jobs in the identified key sectors when the issue of retaining older workers is discussed[61] and no reference is made to OSH in green jobs.

The 2014 Communication on Green Employment Initiative: Tapping into the job creation potential of the green economy instead makes explicit reference to EU-OSHA work. In the section on "Anticipating change, securing transitions and securing mobility" there is a reference to both the 2014 EU Strategy on health and safety at work and the EU-OSHA foresight study on green jobs and it is stated:

In order to ensure that the green transition leads to better jobs, the health and safety aspects also need to be considered, in particular emerging risk linked to the development of green technologies. While more sustainable technologies, products and processes are likely to decrease the risk of harmful exposure for workers, potential new hazards need to be carefully assessed and integrated in prevention strategies to anticipate, identify, evaluate and control emerging hazards and risks[62].

This quote seems to suggest that the concerns over OSH implications of the green economy that the EU-OSHA study contributed to raise have gained some additional attention in the policy debate at EU level since the prior 2012 Communication. This might be due to the overall developments in the green economy and to a more realistic and balanced attention by policy makers to the new

---

[56] https://osha.europa.eu/en/tools-and-publications/seminars/fforesight-on-new-and-emerging-risks-in-green-jobs-worshop-for-eu-osha-focal-points.
[57] Ellwood P. et al., (2014). Foresight on new and emerging risks associated with new technologies by 2020: Workshop for EU Focal Points. Luxembourg: Publications Office of the European Union. More materials available at:
https://osha.europa.eu/en/tools-and-publications/seminars/fforesight-on-new-and-emerging-risks-in-green-jobs-worshop-for-eu-osha-focal-points.
European Risk Observatory.
[58] https://osha.europa.eu/en/tools-and-publications/seminars/eu-osha-workshop-for-european-sectoral-dialogue-committee-electricity.
[59] European Commission (2012). Commission staff working document. Exploiting the employment potential of green growth. SWD(2012) 92 final.
[60] Ibidem, p. 16.
[61] European Commission (2012), Communication A job-rich recovery of 18.4.2012 COM(2012) 173 final, p. 16.
[62] European Commission (2014). Communication Green Employment Initiative: Tapping into the job creation potential of the green economy of 2.7.2014 COM(2014) 446 final p. 7.

employment sectors which also gives full consideration to potential risks being more receptive to studies such those of EU-OSHA.

Overall, the agency's strongest added value remains in policy implementation (campaigns, sharing of good practices to implement OSH policies, etc.) where impact is more difficult to assess because it also depends on follow-up by national actors. Nonetheless, we wanted to assess also impact on policy development for consistency with evaluation of other agencies. Based on the information we were able to collect, we conclude that EU-OSHA's has some impact on policymaking related to EU OSH strategies and policy actors concerned with occupational health and safety while has little impact on policy development in broader employment fields. A reason of limited influence on other fields could be insufficient dissemination of EU-OSHA work within the Commission and other EU institutions beyond DG EMPL B3 and ACHSW. A more general reason could be that the agency's work focuses on the risks and potentially negative implications of employment expansion in certain sectors or among certain age groups. Its arguments may have not been appealing for those policy makers who have been primarily concerned with the quantitative expansion of employment in those sectors or age groups in the post-crisis recovery phase. This might change with the renewed emphasis on job quality and fair working conditions brought about by the European Pillar of Social Rights.

Summary
The agency achieved results in terms of satisfaction of stakeholders and use of its services and products, especially in the area of information and knowledge sharing, as well as awareness raising. Effectiveness of networking between Member States and stakeholders was more limited. Some limitations in EU-OSHA's outreach were identified in its still insufficient visibility in Member States beyond the organisations directly concerned and (alleged) lack of influence on legislation. The impact on policymaking appears to have been limited and almost circumscribed to those sectors dealing with OSH. The role of the agency can be considered stronger in policy implementation.

1.1.2. To what extent are the current activities carried by the Agency appropriate for achieving their objectives?

According to EU-OSHA's intervention logic, there are four streams of EU-OSHA's activities, aimed at achieving its operational objectives:

- developing forecasting information on OSH risks (e.g. maintaining and keeping up to date the European Risk Observatory)
- generating and maintaining information on working environment (e.g. conducting ESENER Survey, producing risk-assessment tools (OiRA))
- promoting networking and coordination (e.g. producing networking knowledge tools (OSH Wiki), collecting information on good practices, maintaining networks)
- communicating and raising awareness (e.g. conducting awareness-raising campaigns organising workshops and maintaining corporate communication).

Some evidence on the achievement of operational objectives as such has been already provided in the previous section. In this section, we add further insights, mainly based on agency's performance monitoring data, interviews and survey data, on the appropriateness of the activities undertaken.

Developing forecasting information

The agency has indeed **developed forecasting information on OSH risks** by establishing an European Risks Observatory (ERO)[63]. The ERO gathers, analyses and contextualises information, looks for trends in order to anticipate change, and communicates key issues to policy makers and researchers. The information needed to identify new and emerging risks may come from a variety of sources, such as data from official registers, the research literature, expert forecasts or survey data (in particular the European Survey of Enterprises on New and Emerging Risks (ESENER)[64]). In 2010-2012, the agency conducted a first foresight study aimed at anticipating risks for occupational health and safety coming from the development of a number of key technologies in the area of "green jobs"[65]. A scenario methodology and a participatory approach were used to conduct the study. Findings were disseminated through research reports, fact sheets and checklists. The outputs delivered contained several insights and were considered useful by stakeholder who were familiar with them. Currently, the Observatory is engaged in a new foresight study on potential impacts that developments in information and communication technologies (ICT) and changes in work location (including the development of the EU Digital Single Market) may have on workers' safety and health[66].

We see an increase in number of page views (views on relevant parts of the website) in the period 2013-2015[67]. Number of downloads from publications on forecasting studies is around 10,000 in 2013, doubles in 2014 and decreases to around 5,000 in 2015 (Figure 9).

Figure 9. **Number of downloads and page views: forecasting information**
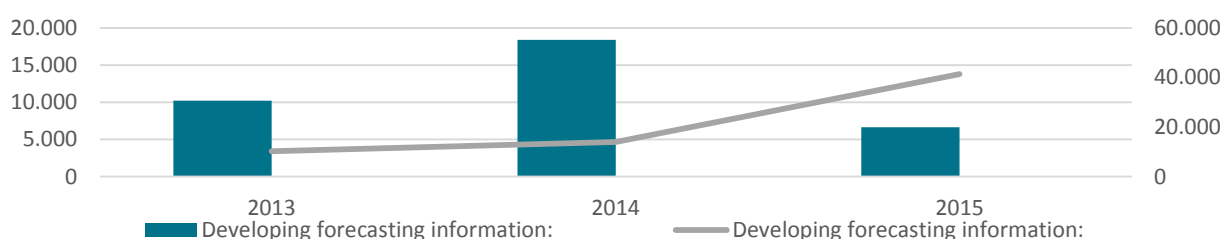
Source: EU-OSHA Multi-annual Strategic Programme 2014-2020. Final– November 2013.

Respondents from focal points and Governing Board valued the forecasting exercises and the related events highly because they generate relevant information to design future policy. Seminars on challenges in the working environment in the future, like robotisation and increasing self-employment were informative for future policy planning, according to interviewees from Governing Board and focal points.

Generating and maintaining information on working environment

The agency has a clear task in generating and maintaining information on the working environment to be used by all Member States. The agency does this by conducting own research, through the

---

[63] https://osha.europa.eu/en/about-eu-osha/what-we-do/european-risk-observatory.
[64] https://osha.europa.eu/en/surveys-and-statistics-osh/esener.
[65] European Agency for Safety and Health at work (2013). Green jobs and occupational safety and health: Foresight on new and emerging risks associated with new technologies by 2020.
[66]https://oshwiki.eu/wiki/Planned_foresight_study_of_new_and_emerging_occupational_safety_and_health_risks_associated_with_information_and_communications_technologies_and_work_locations_by_2025.
[67] EU-OSHA Multi-annual Strategic Programme 2014-2020. Final– November 2013.

ESENER Survey (facts and figures) and by feeding information on risks at the workplace into the Online risk-assessment tools, OiRA (tools for OSH management).

Figure 10. **Number of downloads and page views: facts and figures**
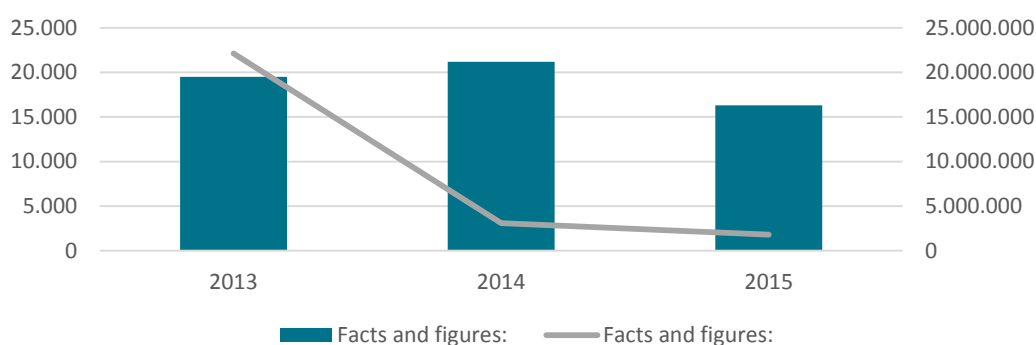
Source: annual activity reports (2013, 2014, 2015).

Pageviews have decreased because number of published reports under priority area 2 (facts and figures) is lower in 2015 (6) compared to 2014 (17).

Figure 11. **Number of downloads and page views: Tools for OSH management**
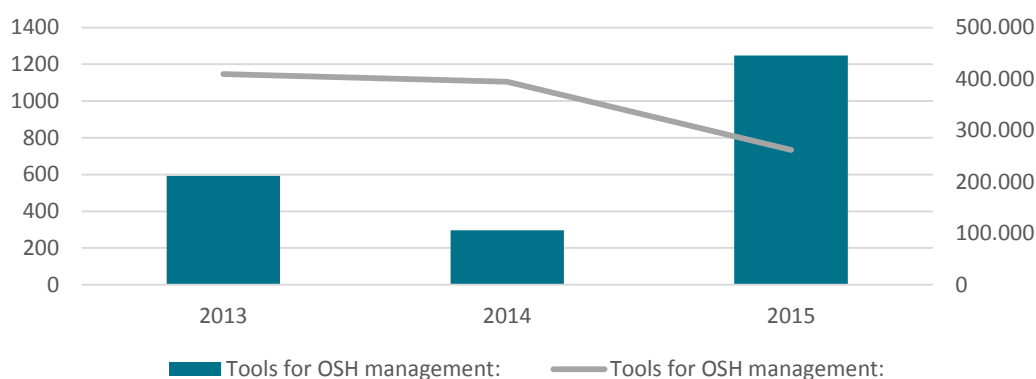
Source: annual activity reports (2013, 2014, 2015).

The ESENER survey is conducted on a sample of thousands of companies throughout Europe and is based on a questionnaire focusing on general safety and health risks and how they are managed; psychosocial risks, such as stress, bullying and harassment; drivers of and barriers to OSH management; workers participation in health and safety practices. The survey is complemented by in-depth studies on specific topics, which mix quantitative and qualitative methods[68]. Most interviewees found the information from the ESENER Survey useful, because it compares countries and helped to pinpoint specific risk-areas or sectors in each country. The results of the ESENER survey also provided the necessary nuance to the EU debate, for instance highlighting that only certain employers and sectors find OSH burdensome, contrary to the prior common sense.

Furthermore, various Occupational Risk Assessment tools (OiRA) have been developed within the OiRA project and are used in different sectors and activities not only to generate information on the working environment and its risks but also to address and mitigate such risks. Our case study on

---

[68] https://osha.europa.eu/en/surveys-and-statistics-osh/esener.

OiRA shows that the provision of a template for developing a risk assessment tool makes its production easier and the establishment of an online platform facilitates the sharing of the tool with others. In fact, through the cooperation of a community of OSH practitioners, OiRA has allowed to collect and disseminate so far 135 tools covering 61 sectors. To date, 38,000 risks assessments have been done online through the platform.

Promoting networking and coordination
The agency has been promoting networking and coordination by setting up a network of focal points in all countries and by organising networking events, by promoting the exchange of good practices and by setting up the OSHwiki tool, to foster cooperation between OSH scholars across Europe.

Figure 12. **Number of downloads and page views: Networking knowledge**
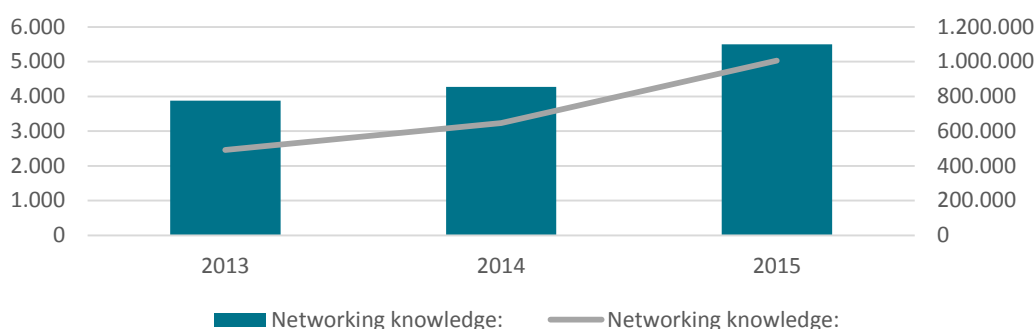
Source: annual activity reports (2013, 2014, 2015).

The agency organised several networking events and the number of events increased over time - from 70 in 2011 up to 100 in 2015[69]. Governing Board members representing government and focal point members highly value the networking activities of the agency. In their view, such activities helped the agency to gather more insight into how various Member States dealt with EU directives.

Within each Member State, a strategic and operational focal point network is in place. The focal points spread information and engage national social partners on OSH topics. From the interviews, it appeared though that in some focal point networks the information was not spread optimally to all social partners. This had mainly to do with a limited engagement in OSH in these countries. The focal points have a special relationship with EU-OSHA. They are based in the Member States and therefore subject to government and institutional functioning. FOPs are not under agency control. The responsibility is thus at the Member State level, with the FOPs themselves. Moreover, some focal points would like more networking activities, and more materials translated in order to place the European materials in the national context. They also would like more opportunities to interact among each other, for example via an online platform or country visits to exchange good practices. At the validation workshop of the evaluation[70] the suggestion was raised to formulate minimal criteria in terms of people and resources (without putting them into regulations). It is important to share best practices to learn from each other: "This is how a focal point *could* function." These legitimate wishes on the one hand reveal the commitment of the focal points; on the other hand

---

[69] Annual activity reports 2011 – 2015.
[70] Validation workshop. 8 December, Brussels.

find a limitation in the Agency's resources. Overall, the network of focal points can be considered an appropriate tool for dissemination of information and cascading of activities to the country level.

The networks with research institutes were expanded over the years. Governing Board members noticed that there were more contacts and collaborations with national research institutes in recent years. The case study we conducted on OSHwiki however showed that this was perhaps not the most appropriate tool to foster scientific cooperation across Member States. In particular, the agency has not managed to achieve to the extent desired the cooperation by research institutes in the production and revision of contents. The most likely reason is the time-consuming nature of these tasks combined with the limited reward provided by investing time in a non-scientific publication for academically oriented researchers in the context of reduced resources of research institutes. The Agency is in a phase of revision of the project and is considering moving part of its contents to Wikipedia, while other parts would remain in the EU-OSHA website.

Fifteen different OSH Institutes in Europe, United States Occupational Safety and Health Administration and EU-OSHA make up the OSHwiki community. Experts working at these institutes write and review articles. Representatives of some of these OSH Institutes compose the OSHwiki Scientific Committee. During meetings facilitated by EU-OSHA staff members become informed and have the opportunity to provide feedback, which is used as input for the agency's strategy on OSHwiki. Furthermore, the Scientific Committee members act as ambassadors for the project and lead on strategic decisions about its direction. The day-to-day management is conducted by EU-OSHA staff and this allows a continuity that would not be possible to an individual research institute.

Communicating and raising awareness

Raising awareness across Europe of the importance of OSH topics is core business of the agency. This is done through communication campaigns, as well as through corporate communication including sending newsletters and managing social media accounts.

The corporate communication outreach data show that the OSH newsletter is sent to over 70,000 people. The agency has reached so far over 900 different organisations through the focal point networks in the different Member States.

Figure 13. **Number of downloads and page views: Raising awareness**
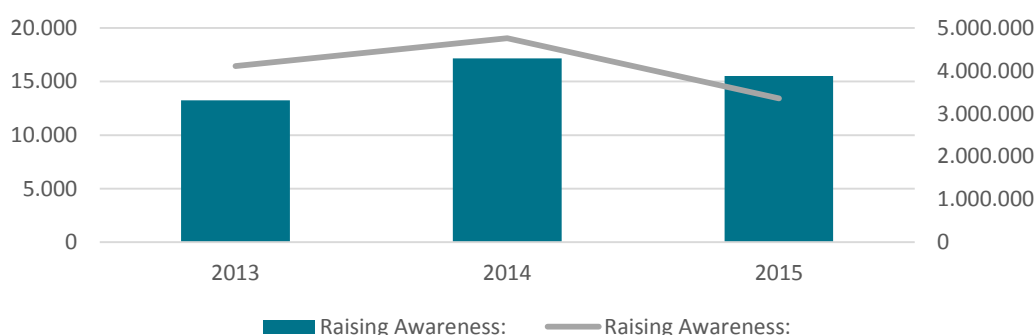
Source: annual activity reports (2013, 2014, 2015).

Interviewed Governing Board members and focal point representatives believe that campaigns were appropriate and effective, because they have a clear topic and they reach experts and policy makers in the field of OSH. Governing Board members and focal points were generally satisfied

with campaign materials, which they found appealing (mainly because of the use of visuals). However, some Governing Board members found the campaigns less appropriate to reach employers and employees at the workplace level directly and stressed the role of social partners as intermediaries. Several Governing Board members also confirmed that awareness-raising activities among policy-makers on the campaigns topics were successful. Campaigns were embedded in a broad range of activities (e.g., a good practice award for companies), and therefore reached different interest groups. However, the outreach to the general public was less successful, according to the interviewees. The agency had a role in public dissemination of information, but national ministries and focal points were also expected to make their part.

Overall, our assessment is that in terms of used tools, EU-OSHA made considerable efforts to use different languages, platform, and initiatives to spread the messages. For the rest the effectiveness of many activities strongly depends on national level actors. It is unlikely that tools produced at EU level can directly impact the citizen or the small entrepreneur. National and local gatekeepers and opinion leaders are key. This is why, for example, some EU level campaigns chose to target stakeholders[71]. Despite the fact that national level policy making is out of its scope of control, EU-OSHA could have developed at least at the level of its "theory of change" a better strategy on how to reach its target groups through these multipliers and gatekeepers at national level.

Summary
Generally, activities appeared to be appropriate to realise the agency's objectives. The ESENER survey provides relevant information to target policy areas and detect differences between countries. Networking activities by the agency were considered appropriate to increase cooperation and the spread of information between different stakeholder groups between and within Member States. Within each Member State, a strategic and operational focal point network is in place. The organisations within these focal points spread information and engage social partners on OSH topics. However, the analysis of interview data suggests that in some focal point networks the information is not spread optimally to all social partners. This had mainly to do with a limited engagement in OSH at the national level in these countries. Campaigns were appropriate to raise awareness of policy-makers and intermediaries, but dissemination to the workplace level was less strongly developed.

1.1.3. *To what extent are the services that the Agency provides actually used by their stakeholders, by EU Institutions and by international bodies and organisations? How well does it respond to their needs?*

EU-OSHA produces a wide range of outputs such as survey and research reports, checklists and practical guidelines, online risk assessment tools, knowledge sharing tools, communication materials, seminars and events. Such outputs are directed to a variety of stakeholders, including national governments, employers and trade unions at both EU and national level, individual companies, researchers and the public at large, as well as the European Commission and other EU level organisations representing specific social groups, sector or industries. The products and services of the agency are meant for practical use, for further dissemination (in the case of intermediary organisations) and for feeding into policy-making and social dialogue.

---

[71] See for instance the Evaluation of the European Year 2012 on active ageing and solidarity between generations.

To gain an overall indication of the utilisation of EU-OSHA's outputs, limited to published materials, we can look at the number of visits and downloads from the corporate website.

The number of unique visitors to the website is large and has increased over time (Figure 14). In 2011, this number was 1.8 million; in 2015, it reached 3.3 million. On average 50,000 publications were downloaded from the Agency's website per year over the last five years.

Figure 14. Website visits and number of publications downloaded in period 2011-2016
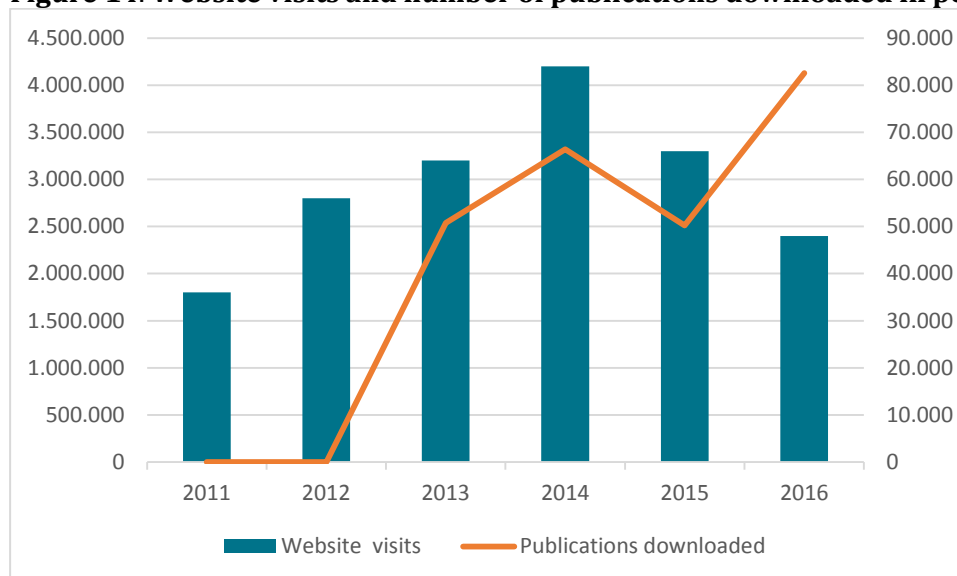
Source: annual activity reports (2011 – 2016).

In the following paragraphs, we discuss the use of EU-OSHA's output by different type of stakeholders.

The following figure (Figure 15) shows the extent to which EU-OSHA stakeholders use the outputs produced by the agency. The online risk assessment tools, checklists, guidelines; the good practices inventories and the information on OSH risks and prevention for different stakeholders are the most often used outputs. The thematic overviews, the networking knowledge tools and the material of the awareness raising campaigns are also used at least "every few months". Other outputs are used less frequently, however in the case of the ESENER survey and opinion polls this coincides with the periodicity with which the output is delivered. It is also normal that very specific outputs like reports from programmes outside the EU and of EU cooperation projects are less frequently used. Attendance of workshops, meetings, conferences is less frequent but still involves about half of stakeholders every few months. **Overall, it appears that the majority of stakeholders use the outputs in their work**.

Figure 15. Use of EU-OSHA's outputs by stakeholders

	At least weekly	At least once a month	Every few months
European Risk Observatory	2%	18%	30%	27%	24%
Workshops, meetings, conferences	1%	16%	29%	35%	19%
Corporate communication products	13%	28%	23%	36%
Networks	6%	17%	30%	20%	27%
Outputs of EU cooperation projects	7%	26%	28%	40%
Outputs of programmes outside the EU	0%1%	21%	25%	49%
Datasets of the European Surveys	2%11%	39%	28%	20%
Foresight studies reports	1%13%	36%	27%	23%
Networking knowledge tools	5%	21%	37%	20%	16%
Risk-assessment tools, checklists, guides	6%	27%	39%	20%	9%
Thematic overviews	3%	21%	42%	18%	15%
Good practices inventories	4%	23%	41%	21%	10%
Materials of awareness-raising campaigns	4%	21%	40%	24%	11%
	5%	22%	41%	19%	13%

Source: Stakeholder survey (N=182).

The assessment of the quality of outputs reflects the same patterns of the frequency of their use. The online risk assessment tools, checklist, guides are considered the best quality products.

Figure 16. Assessment of the quality of EU-OSHA's outputs by stakeholders

	Very good	Good	Poor	Very poor	Do not know / cannot answer
European Risk Observatory	21%	59%	4%	1%	15%
Workshops, meeting, conferences	15%	62%	5%	1%	18%
Corporate communication products	7%	67%	5%	2%	19%
Networks	15%	56%	7%	3%	19%
Outputs of EU cooperation projects	8%	45%	13%		34%
Outputs of programmes outside the EU	9%	38%	7%	1%	44%
Datasets of the European Surveys	26%	54%	4%	2%	15%
Foresight studies reports	13%	58%	7%	2%	20%
Networking knowledge tools	28%	57%	6%	1%	9%
Risk-assessment tools, checklists, guides	30%	60%	5%		5%
Thematic overviews	23%	63%	6%	1%	8%
Good practices inventories	25%	58%	7%	1%	9%
Materials of awareness-raising campaigns	24%	59%	6%	1%	10%
	26%	57%	5%	2%	10%

Source: Stakeholder survey (N=182).

More intensive, as expected, is the use of outputs by national focal points. Focal points use networks, online risk assessment tools, campaign-materials, datasets of ESENER and information on OSH risks and prevention at least once a month as indicated by results of the focal point survey.

Further insights into the use and appreciation of services and products by the different stakeholder groups come from interviews with Governing Board members. Some tools are equally appreciated by all groups, while others receive special emphasis by one group.

- On the **government** side, the labour inspectorates of the Member States used information by EU-OSHA. In addition, government officers used the OiRA tools, the good practice awards and the campaigns as practical tools to inform social partners on OSH. Foresight studies helped policy makers determine relevant topics for the future
- On the **employers'** side, the most appreciated activities were campaigns; the series of animated films NAPO – a vivid way of informing on risks and possible solutions at the workplace; the exchange of good practices for SME; the OiRA-tools; and the ESENER analyses to back up policy decisions
- On the **employees'** side, the ESENER survey is considered especially useful as it provides information on implementation of national legislation. The secondary analyses on the ESENER survey on different levels (national, sectoral and company level) were a good starting point for social dialogue. The information was used in training programmes for worker representatives. In addition, studies on the costs of OSH and the costs of non-OSH (showing it brings revenue to invest as an employer) were helpful for employee organisations
- On the side of the **European Commission**, the B3 Unit regularly uses the work of EU-OSHA and asks their advice. EU-OSHA is referred to in the Commission's recent communication following up the OSH evaluation and the accompanying guidelines for enterprise. The agency is also invited regularly at meetings of working parties of the Advisory Committee on Health and Safety at Work and is referenced in the documents related to the work of this Committee. More information is provided on this in paragraph on impacts of section 1.1.1

Based on evidence collected, it seems that the stakeholders used EU-OSHA services and products widely, especially those that are perceived of greater quality. The practical tools and guidelines appear to be the most used and popular outputs. The way their needs were addressed was considered to be generally adequate, but some stakeholders pointed to several areas requiring improvement:

- EU-OSHA did not target several stakeholder groups enough. These were the legal worker representatives of OSH, social insurance funds on the national level, and occupational safety and health services on the national and European level
- The portfolio approach for the focal points was perceived as practical, giving flexibility on the national level to choose those activities useful for the national context. Focal points respondents valued the flexibility, but would have appreciated more opportunities to adapt the tools to the national needs (e.g. more translation options)
- According to the focal point members, data and reports were useful to scientific/technical users and, to a lesser extent, to social partner organisations – because of language barriers. Information was mostly used for policy and law making on the government level. In particular, forecasting reports on emerging risks were highly relevant for policy makers
- Overall, EU-OSHA's service largely met the expectations of the focal points. Nonetheless, some focal points – specifically those from newer EU countries with a relatively young tripartite structure on OSH – expected more services from the Agency. They called for more guidance in setting standards, such as a minimum level of employee participation.

Summary

Based on evidence collected, it seems that EU-OSHA services and products were used by stakeholders. The way their needs were addressed was generally adequate. Survey data provide a mixed picture highlighting more appreciation for the information-sharing role of EU-OSHA than for its role on policy development.

1.1.4. How is the Agency adapting to the changes in the EU policy and in the political and socio-economic situation in the EU?

In this section, we discuss how the agency is adapting to changes in the EU policy and in the political and socio-economic situation of the EU. The EU labour market was affected by relevant developments in the evaluation period, which were also reflected in the EU strategic frameworks: the post-crisis recovery and the need to look for new employment sectors and to expand the workforce; the ageing of the workforce; the change of working patterns. EU-OSHA responded through its annual work programmes, but sometimes also by addressing specific requests by the Commission (or by the European Parliament through the Commission) which implied the need to modify such programmes.

Activities of EU-OSHA were aligned with EU strategies on health and safety at work. Such alignment improved since the economic crisis (2008-2009). In general, the agency's work programmes respond to inputs and priorities set by the Commission and social partners, which establish priorities and receive feedback from the Commission. Alignment with EU policy is further ensured by close contact between the agency staff and the relevant policy unit of DG Employment, D3. The contact with the Commission takes place on a weekly basis approximately. Another factor of alignment is the fact that the EU-OSHA board members are also members of the Advisory Committee on Health and Safety at Work, which regularly discusses EU OSH policy. From annual plans, it appears that the agency is generally flexible in order to take up challenges from policy developments. For example, the agency organised activities around the topic of active ageing in accordance with the EU policy on this subject following a specific request of the European Parliament. During the year 2014, the allocation of resources was adapted to changed needs[72]. It is also the opinion of interviewees from the Governing Board, focal points and staff that the agency was adapting well to changes in the EU policy and in the political and socio-economic situation of the EU.

In the context of this evaluation, we also assess whether agencies respond to wider socioeconomic developments in the EU, such as the economic and financial crisis, the youth unemployment crisis and the European migrant crisis. Survey results indicate that stakeholders do not perceive EU-OSHA to respond extensively to wider socioeconomic developments in the EU. Only "insiders" to the agency – Governing Board and focal points – are aware of such influences on its programmes. While only about one tenth of stakeholders strongly agreed that EU-OSHA was responsive to pressures from these crises (and one third agreed that it was responsive to them to some extent) (Figure 17); the surveyed Focal points and Governing Board members agreed on this much more, especially regarding response to pressure from the economic and financial crisis.

[72] Annual activity plan 2014.

However, looking at the EU-OSHA website, it is clear that the challenge of youth unemployment has been taken up, for instance by developing a specific section on OSH and young people[73]. There was also a response to the economic and financial crisis in the sense that more attention was made to the costs and benefits of OSH with specific studies and publications[74].

Figure 17. In your view, to what extent, if at all, was EU-OSHA responsive to pressures arising from the following crises during this period?
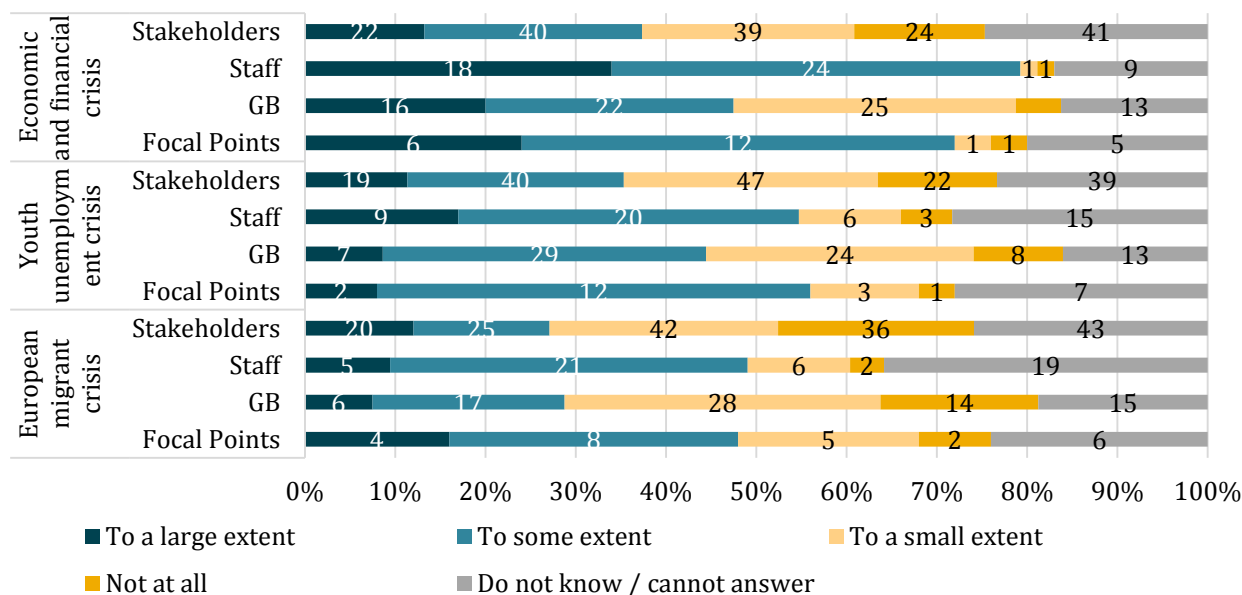
Source: Stakeholder survey (N=167); EU-OSHA staff survey (N=53), Governing Board (N=81), Focal Points (N=25).

The results of the survey above do not authorise to conclude that EU-OSHA is unresponsive to overall societal pressures in the EU such as those mentioned. Contrary to perceptions, we did find evidence of indirect responses to the financial crisis and to youth employment issues. Furthermore, the agency's thematic scope is much narrower than the one of Eurofound, and the agency cannot be expected to be responsive to all social and employment-related topics in the same manner. It is also questionable whether broadening the scope of the agency to many different topics related to EU socioeconomic developments would increase the relevance of the agency. There is also the risk of less depth on OSH issues and duplication with other agencies, notably Eurofound work.

Summary
Regarding EU-OSHA's adaptability to changing situations, the overall assessment is that some adaptation to EU policy took place, and EU policy developments were followed. Changes in the political and socioeconomic situation in the EU were taken into account, although often via EU policy and not all of them.

---

[73] https://osha.europa.eu/en/themes/young-workers.
[74] https://osha.europa.eu/en/themes/good-osh-is-good-for-business.

1.1.5. To what extent do the governance model (and tripartite nature), internal structures, mandates, objectives and activities of the Agency, achieve the objectives of the Common Approach on Decentralised Agencies on coherency, effectiveness, accountability and transparency?

The essence of the Common Approach on Decentralised Agencies (hereafter: CA) is that agencies organise their work in a transparent, effective, accountable and coherent manner.

Implementation of roadmap and activity based management
According to interviews with senior staff, practically all of the roadmap actions of the Common Approach to decentralised EU Agencies were completed.

Regarding the measures to ensure accountability, transparency, and appropriate assessment of performance, EU-OSHA became compliant with the provisions of CA since the introduction of activity based management in 2012. Internal processes were adapted accordingly. All programming documents have become activity based. The agency's performance is measured by internal and external indicators, which are published.

Annual activity reports provide detailed information on the costs and performance of the organisation. These reports are publicly available. All the interviewed Governing Board members perceived the agency as a transparent organisation (see section 2.2.2.3 for more information). The various stakeholders considered the internal structure easy to understand and the small number of staff (67 FTE in 2015[75]) facilitates communication. Documents to prepare for the Governing Board meetings were delivered on time and results were made visible, interviewees say. For further information, please see the sections on effectiveness and efficiency.

Importance of continuous learning and improvements in the agencies' operation.
One of the underlying principles of the CA is the importance of continuous learning and improvements in the agencies' operations. EU-OSHA made improvements in its operations by working efficiently with other agencies and looking for efficiency gains. The agency used tools, knowledge from other agencies, and participated in joint public procurement of support services (such as the IT System developed in another agency), and has launched a joint a call for Evaluation Services with Eurofound and seven other agencies. These measures are meant to decrease the administrative burden. The agency has also contributed to more efficient use of means by organising the Governing Board meeting once a year in Luxembourg back to back with a meeting of the Advisory Committee on Safety and Health at Work.

Governance model
The size and composition of the Governing Board of EU-OSHA are not aligned to the CA. In fact, three social partners (government, employers and employees) are represented for all Member States. All interviewed members of the Governing Board expressed very strong support to maintaining the current tripartite structure. There was a wide consensus among the participants of

---

[75] Annual activity report 2015. Page 82.

interview programme, stakeholder survey and the OPC, that the existing governance structure ensures fair representation in decision-making.

To summarise, the level of transparency of the agency appears to be good and leading to adequate accountability. The agency applied activity-based management and aligned internal processes accordingly. EU-OSHA also searched for efficiency gains working on a practical level with other agencies. The size and composition of the Governing Board are not aligned to the CA. The main agency's stakeholders support its tripartite structure and affirm that the benefits are more significant than the disadvantages.

Summary

The level of transparency of the agency appears to be good and leading to adequate accountability. The agency implemented almost all the CA roadmap and internal processes are based on activity-based management. The agency made improvements in its operations by working efficiently with other agencies and looking for efficiency gains. The governance model, though, does not currently reflect the CA. In fact, the agency has a tripartite representation for all Member States.

1.1.6. Recommendations/ points for improvement of effectiveness

Table 2. Points for improvement of effectiveness

Conclusion	Recommendation
The agency encounters challenges in reaching employers at workplace level, especially micro and small enterprises (MSEs). Also for the intermediaries, it is hard to reach the target audience, for example, due to time constraints, or where very small companies hardly have an opportunity to attend meetings or conferences.	Intermediaries related to employers, e.g. sector funds, industry associations speak the language of a specific employers group and can spread information more effectively than a European or government body. The agency should continue supporting national focal points in reaching relevant intermediaries by providing tools for information and communication. Furthermore, a specific strategy including adapted tools should be developed in order to better reach MSEs, as these are not always covered by intermediaries such as industry associations.
Effectiveness of networking between Member States and stakeholders was more limited. Some limitations in EU-OSHA's outreach were identified in its still insufficient visibility in Member States beyond the organisations directly concerned and (alleged) lack of influence on legislation. Within each Member State, a strategic and operational focal point network is in place. The organisations within these focal points spread information and engage social partners on OSH topics. However, the analysis of interview data suggests that in some focal point networks the information is not spread optimally to all social partners. This had mainly to do with a limited	The agency could enhance networking between Member States by organising more networking events, study-visits and by strengthening the position of focal points in this respect. By adding study visits or networking events among focal points as an option to the portfolio approach, Member States would be stimulated to share knowledge and learn from each other. Furthermore, focal points should be stimulated to share best practices amongst each other: "This is how a focal point *could* function."

engagement in OSH at the national level in these countries.	
The impact on policymaking appears to have been limited and almost circumscribed to those sectors dealing with OSH. The role of the agency can be considered stronger in policy implementation. Regarding EU-OSHA's adaptability to changing situations, the overall assessment is that some adaptation to EU policy took place, and EU policy developments were followed. Changes in the political and socioeconomic situation in the EU were taken into account, although often via EU policy and not all of them.	In order to increase its policy impact at EU level, the agency and the Commission should further disseminate the outputs of EU-OSHA's work in DG EMPL relevant units as well as other units from different DGs and EU level stakeholders as appropriate.

1.2. Efficiency

This criterion is understood as the extent to which the Agency has conducted its activities and achieved its objectives at a reasonable cost in terms of financial and human resources, as well as administrative arrangements. The Tender Specifications put forward six specific questions operationalising the efficiency criterion. Each question is discussed below.

1.2.1. To what extent is the Agency cost-effective? How well are administrative and operational budgets balanced?

The agency's budget has oscillated from a maximum of 17.035.735 (2012) to a minimum of 14.679.621 (2014).

Figure 18. Overall budget (EUR) in 2011 – 2016
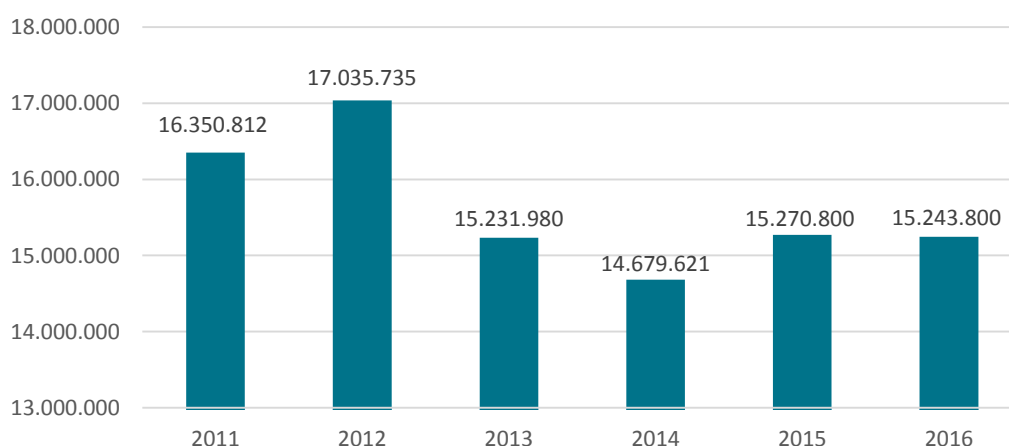
Source: Annual activity reports (2011 – 2016).

Table 3 presents the costs of outputs from two main services of EU-OSHA. Providing OSH-information covers: thematic overviews, OiRA tools and ESENER study.

Table 3. Costs of awareness raising campaigns and providing OSH-information

	2014	2015	2016
Campaigns	4.183.530	4.905.369	4.768.797
ESENER study	1.395.085	1.275.979	643.502
Thematic overviews	1.538.120	2.415.581	2.408.795
OiRA	1.155.798	882.988	1.108.033

Balance between administrative and operational expenditure

More funding is spent on operational expenses than on staff and administrative expenses. In 2014 53% of the budget was spent on operations and 47% on administrative/staff expenses. In 2015 55% was spent on operations and 45% on administrative/staff expenses[76].

Figure 19. Administrative and operational expenditure (% of total budget)
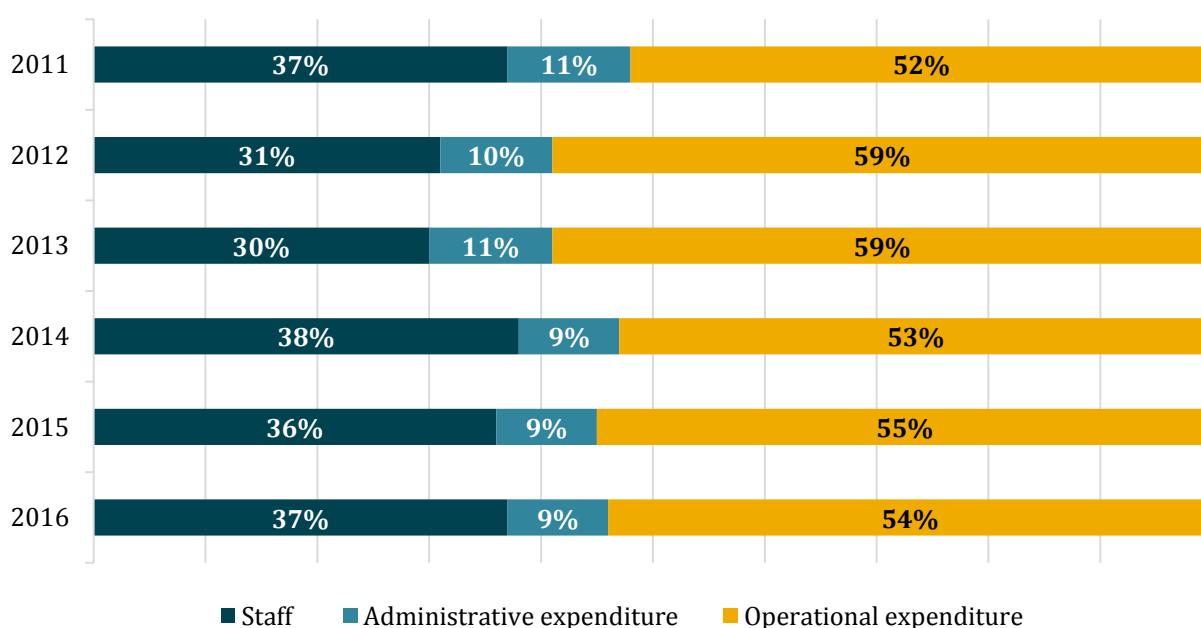
■ Staff   ■ Administrative expenditure   ■ Operational expenditure

Source: Annual activity reports Annex – Report on Budget Implementation. Table Budget outturn account. 2014: expenditure on staff and administration: 6.773.574 / Operating expenditure: 7.648.876. 2015: expenditure on staff and administration: 6.677.482 / Operating expenditure: 8.157.093.

In proportion all three expenditure titles remained relatively stable throughout 2011 – 2015. The share of staff expenses decreased in the years 2011-2013 to grow again in 2014 and slightly decrease in 2015.

---

[76] Annual activity reports Annex – Report on Budget Implementation. Table Budget outturn account. 2014: expenditure on staff and administration: 6.773.574 / Operating expenditure: 7.648.876. 2015: expenditure on staff and administration: 6.677.482 / Operating expenditure: 8.157.093.

Resource-saving measures

The Agency has taken a number of measures in order to save resources:

- Tool for managing multilingual websites has been jointly developed with the Translation Centre for the Bodies of the European Union and the Publication Office of the European Union; the agency received a 2017 EU Ombudsman award for excellence in public administration for this collaboration of three EU agencies achieving more efficient management of multilingual websites.
- In 2011, EU OSHA has adopted a portfolio approach to translations, in which focal points select shorter publications to be translated into their respective languages, responding to Member State needs and allowing a better targeted use of the Agency's translation budget
- Joint publications have been produced with other EU agencies to support the Healthy Workplaces for All Ages
- A cooperation agreement has been made with DG GROW and EASME, enabling the agency to access the best diffusion channel that the EU has for communicating to small and medium-sized enterprises, i.e. the Enterprise Europe Network and its more than 600 national and regional partners
- The agency has decided to align major research initiatives (production of OSH Overviews) with the topics of the yearly Healthy Workplaces campaigns
- EU-OSHA has joined over 68 inter-agencies Calls for Tenders and signed contracts as a result
- The agency participates actively (as do EUROFOUND and CEDEFOP) in the EU ANSA with the aim of sharing best practice in development of scientific advice
- On-line publications have been enhanced while reducing paper printing
- Paper workflows have been replaced by on-line administrative procedures (e.g. JIRA software, allowing to manage ICT requests & issues on-line)

Furthermore, there are the multiplier effects of the focal point network approach which encourages national parties to make investments on the country level. For instance, the focal point of the Netherlands has a work programme, aligned with the work programme of EU-OSHA and consisting of projects on different themes. On each theme, partners who can co-fund and co-implement projects are searched for and found.

Interviewees from the Commission and the Governing Board evaluate the agency as highly cost-effective considering the relatively small size (67 FTE in 2015[77]) and the quantity and range of materials produced[78].

Survey respondents from the Governing Board and more so focal points, consider resources to be (largely to completely) sufficient. Regarding human and financial resources, focal point respondents mostly consider them to be only barely sufficient.

[77] Annual activity report 2015. Page 82.
[78] Annual activity report 2015. Page 59.

Figure 20. In your view, how sufficient (if at all) are the resources allocated to achieve the agency's objectives? (% of respondents)

Human resources
- GB (N=81): Completely sufficient 19%, Largely sufficient 25%, Barely sufficient 31%, Not sufficient at all 9%, Do not know / cannot answer 17%
- Focal Point (N=25): Largely sufficient 24%, Barely sufficient 36%, Not sufficient at all 8%, Do not know / cannot answer 32%

Financial resources
- GB (N=81): Completely sufficient 14%, Largely sufficient 27%, Barely sufficient 33%, Not sufficient at all 7%, Do not know / cannot answer 19%
- Focal Point (N=25): Largely sufficient 20%, Barely sufficient 32%, Not sufficient at all 16%, Do not know / cannot answer 32%

Physical resources
- GB (N=81): Completely sufficient 19%, Largely sufficient 46%, Barely sufficient 10%, Do not know / cannot answer 26%
- Focal Point (N=25): Completely sufficient 12%, Largely sufficient 28%, Barely sufficient 24%, Not sufficient at all 4%, Do not know / cannot answer 32%

Legend: ■ Completely sufficient ■ Largely sufficient ■ Barely sufficient ■ Not sufficient at all ■ Do not know / cannot answer

Source: Governing Board survey (N = 81) and Focal Point (N = 25).

Results from the Open Public Consultation show that 54% respondents to the question agree that the agency's work is efficient (outputs and results are commensurate with the resources used).

Figure 21. Do you agree that the Agency's work is efficient (outputs and results are commensurate with the resources used)?

Legend: ■ Strongly agree ■ Agree ■ Disagree ■ Strongly disagree ■ Do not know/cannot answer

Strongly agree 33%, Agree 21%, Disagree 6%, Strongly disagree 3%, Do not know/cannot answer 38%
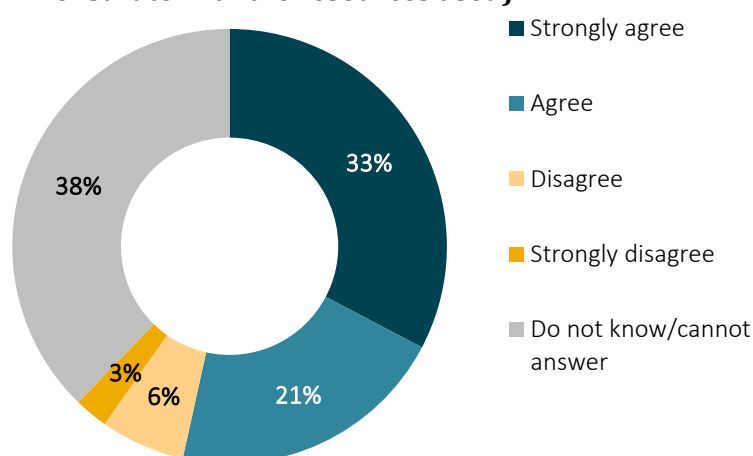
Source: OPC (N = 151).

Summary

The agency's budget has oscillated from a maximum of 17.035.735 (2012) to a minimum of 14.679.621 (2014). More funding is spent on operational expenses than on staff and administrative expenses. The Agency has taken a number of measures in order to save resources, such as portfolio approach to translations and joint publications with other EU agencies. Furthermore, there are the multiplier effects of the focal point network approach encouraging national parties to make investments on the country level.

1.2.2. To what extent are staff resources and workload appropriate to fulfil efficiently and effectively the Agency's objectives and activities?

To investigate the extent to which staff resources and workload are appropriate to efficiently and effectively fulfil EU-OSHA's objectives, we present information on agency staffing and the views of survey respondents. We then move on to outline survey findings about the extent to which staff perceive their workload as appropriate.

Figure 22. **Total number of staff at EU-OSHA in 2011 – 2016**
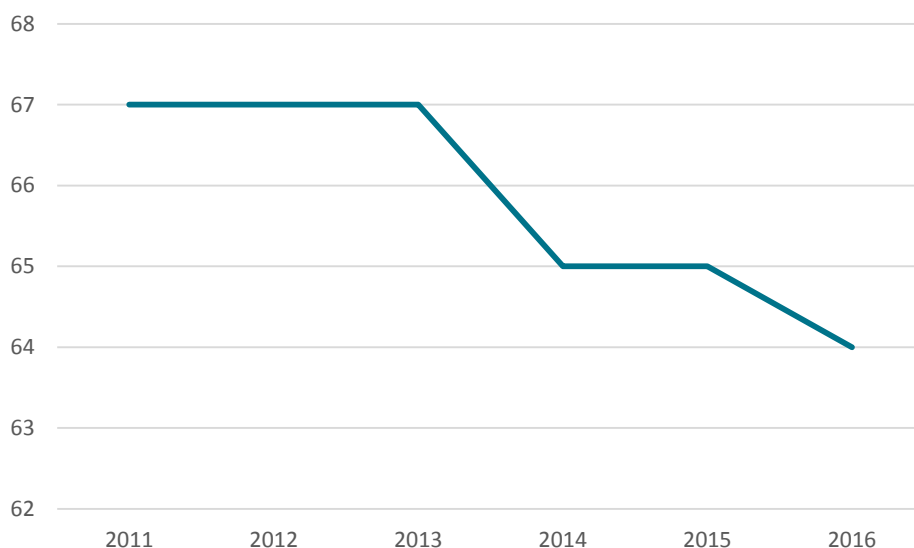
Source: annual activity reports (2011 – 2016).

The number of staff decreased over the years, according to staff reduction plans. The agency has coped without canceling major activities, just scaling down or reducing the frequency of some (e.g. awareness-raising campaign were organised biannually instead ofannually). The share of working time devoted to administrative roles has decreased over the years 2014-2016.

Figure 23. Per year, how staff is distributed over different roles (administrative, operational, neutral)
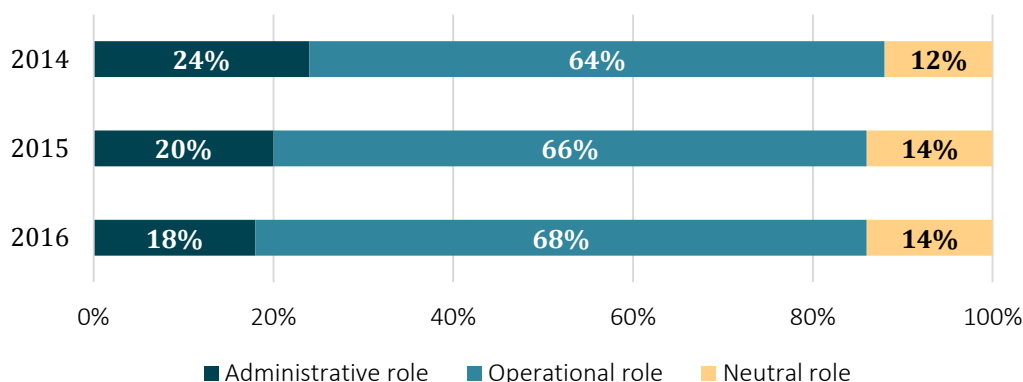
Source: annual activity reports (2014 – 2016).

Findings from the staff survey show that the majority of staff members (79%) perceive the amount of human resources allocated to fulfil the functions of their department or unit as adequate. One fifth of the staff members perceive this amount as too low.

Figure 24. Staff opinion about workload
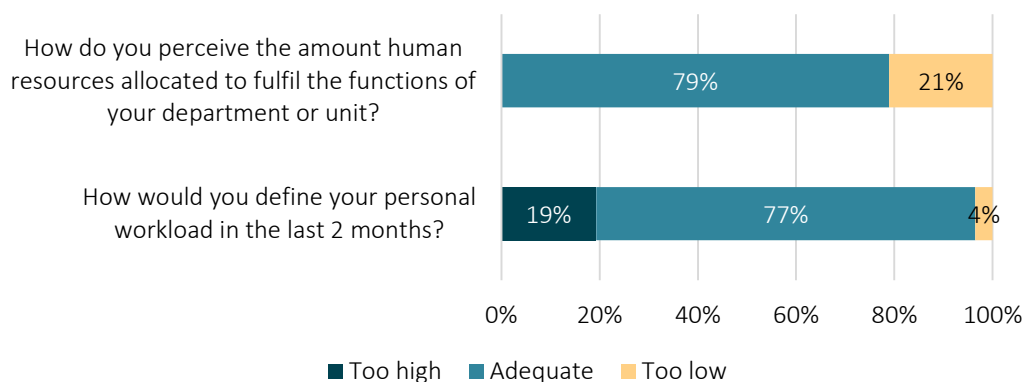
Figure 25. How do you perceive your workload balance throughout the year?
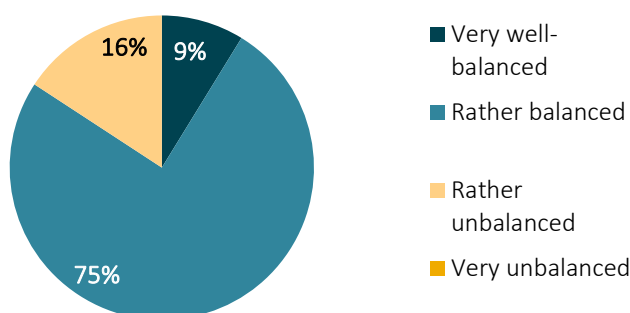
The workload balance over the year is considered good by a vast majority of staff.

Summary

Overall, the agency seems to fully use its capacity, while coping with requests and implementing workprogrammes (see also section 1.1.1. on the delivery of planned outputs). Efficiency gains are searched for, and activities are adapted and sometimes downsized but not cancelled.

There is some indication that staff resources are at the moment barely sufficient and the workload high, yet still acceptable to staff. While the Agency has managed to fulfil its objectives, this might become a problem in the future in the event of new cuts.

1.2.3. *To what extent are the internal mechanisms for programming, monitoring, reporting and evaluating the Agency's adequate for ensuring accountability and appropriate assessment of the overall performance of the agencies while minimising the administrative burden of the Agencies and its stakeholders?*

In this section we provide evidence concerning the appropriateness of internal mechanisms for programming, monitoring, reporting and evaluating at the agency. We start by evaluating the extent to which mechanisms to ensure accountability and transparency are adequate. For this, we use survey and interview evidence. Then, we discuss administrative burden, related to reporting activities. Overall, the internal mechanisms seem adequate for ensuring accountability and enable performance assessment, but the administrative burden could be further reduced.

Mechanisms to ensure accountability and transparency
The Agency has an activity Based Management Programming procedure[79]. The procedure is transparent, because the main steps in the programming cycle are easy to follow. The steps end with the approval of the programming document by the Governing Board. The different steps are detailed, responsibilities are assigned and a timeline is given. The procedure is accountable because it is monitored by the quality team. The team checks the information provided by activity coordinators and makes sure all steps are followed.

Ideas for new activities are tested via an ex ante evaluation[80]. These evaluations structure the decision-making process. They ensure that all important and relevant questions before taking up an activity are answered and make the work of the agency accountable because all activities are treated equally. Ex ante fiches are structured along different topics, such as objectives of the activities, resources needed, intended beneficiaries and anticipated outcomes. Performance indicators are also requested. In its annual reports, the agency presents KPIs and targets, including budget implementation, budget execution, staff capacity, reach of users, academic citations, number of requests to the agency and stakeholder assessment on various aspects of quality. It is a range of indicators that covers key information, dissemination and research functions and appears sufficient for essential monitoring although evaluation would require more detailed results and impact indicators.

One important user of the monitoring information is the Governing Board. Following the results of the Governing Board survey, Governing Board members generally agree that the agency has adequate mechanisms in place to ensure accountability and transparency towards stakeholders and appropriate assessment of the agency's performance. Reports follow the work programme and management is activity-based. Reports appear to be sufficiently detailed and are sent to Board and Bureau members to prepare meetings. According to interviewed board members, the information is reliable, up to date and follows the rules*.*

---

[79] ABM Programming procedure. EU-OSHA (June 2015).
[80] Annex I Ex-ante Evaluation Template EU-OSHA.

Figure 26. The extent to which respondents agree or disagree with the following statements (%)
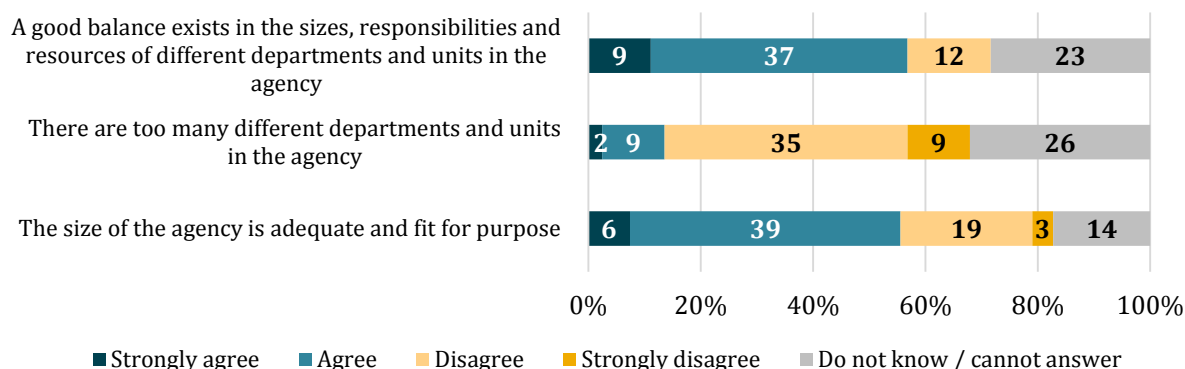
Source: Governing Board Survey (N =81).

In interviews, Governing Board members explained why they are satisfied with the monitoring system of the agency. The different indicators that are set to monitor the performance, such as percentage of target audience reached, and the financial reports, operational reports and narrative report made by the director are considered complete.

Figure 27. To what extent do you agree or disagree that EU-OSHA ensures its accountability towards stakeholders? (%)
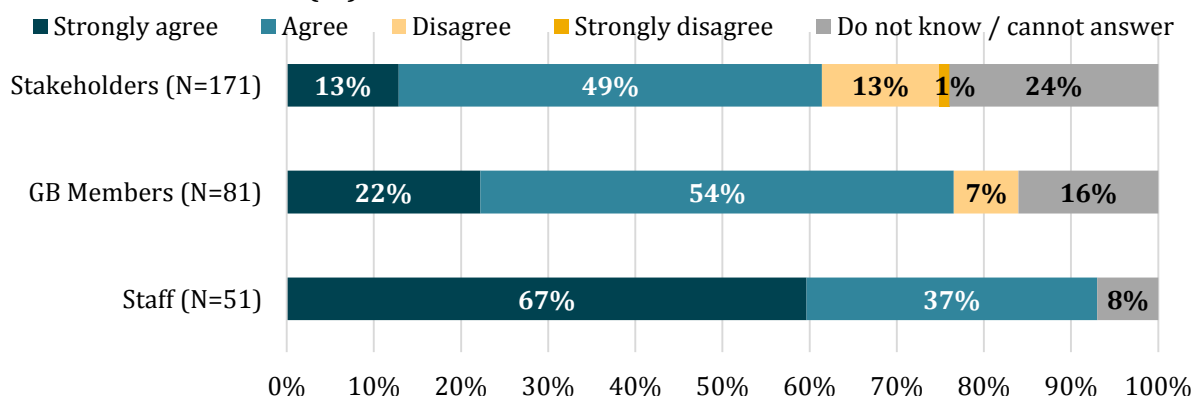
Source: Staff survey (N = 51), stakeholder survey (N = 171), Governing Board survey (N = 81).

Administrative burden

Interviewees from the Commission argue that the administrative burden stemming from reporting to ensure accountability is rather high fur such a small agency. According to findings from the staff survey, 25% think that administrative tasks related to programming, monitoring, reporting and evaluation hinder them to some extent in the implementation of their primary tasks.

Figure 28. To what extent the administrative tasks related to the following activities (programming, monitoring, reporting and evaluation) hinder the implementation of your primary tasks?
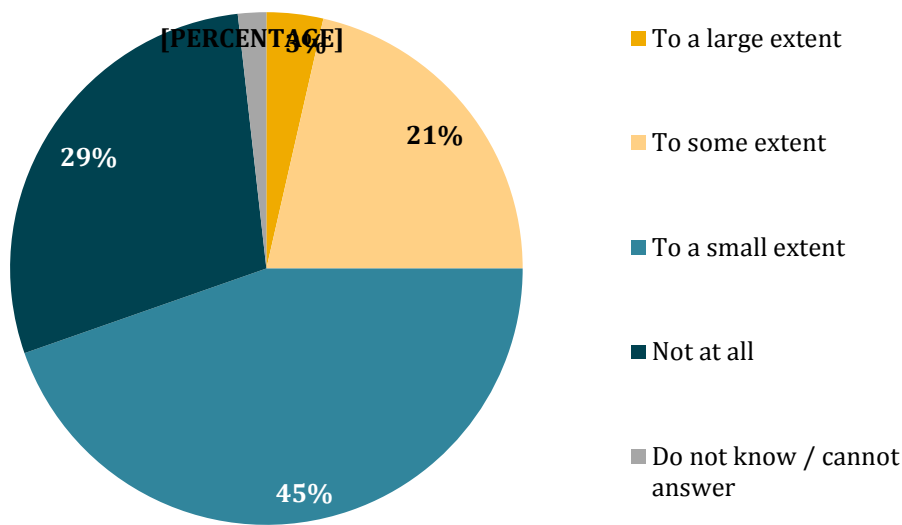
Source: Staff survey (N = 56).

However, only a very small minority (3%) considers the administrative tasks as a burden hindering the implementation of primary tasks to a large extent. It is also questionable whether programming, monitoring and evaluation should be considered administrative tasks or part of regular activity. For certain activities, like evaluations, external contractors are used. Moreover, there are measures in place to join efforts with other agencies. The concerns on excessive administrative burden do not appear sufficiently substantiated by evidence.

Summary

Overall, the internal mechanisms seem adequate for ensuring accountability and enable performance assessment. The Agency has an activity Based Management Programming procedure and ideas for new activities are tested via ex ante evaluations. The administrative burden stemming from reporting to ensure accountability is perceived to be rather high fur such a small agency. However, it is questionable whether programming, monitoring and evaluation should be considered administrative tasks or part of regular activity.

1.2.4. To what extent do the Agency's internal organisational structures contribute to the effectiveness and efficiency of its operations?

To evaluate the extent to which EU-OSHA's internal structures contribute to the effectiveness and efficiency of its operations, first we present how Governing Board members and stakeholders perceive the adequacy of the organisational structures. Secondly, we discuss internal coordination and communication, using interview evidence and staff survey results.

The agency is organised in four main units reporting to the Director, as per chart below.

Figure 29. EU-OSHA's organisational chart and size of each unit as of December 2016
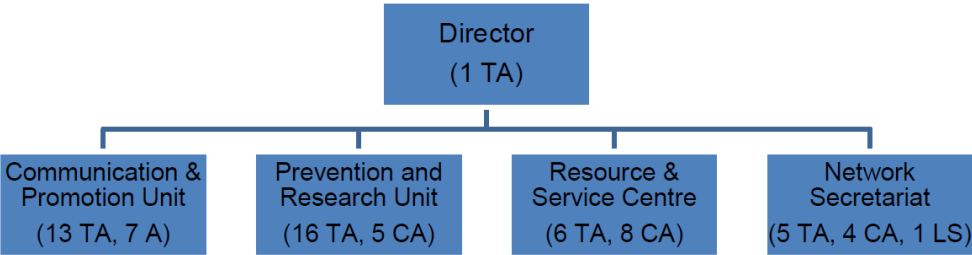
Source: annual activity report 2016.

How Governing Board members and stakeholders perceive adequacy of organisational structures

The agency's organisational structure contribute to effectiveness and efficiency of operations because they are rightly aligned and linked to operational objectives. According to survey results, a majority of Governing Board members see a good balance in the sizes, responsibilities and resources of different departments and units in the agency. Board members perceive the flow between work units as logical and easy to understand. The structure is not complex, because of the small size of the agency. In addition, a very large majority of staff considers the sizes, responsibilities and resources of the different departments and unit in balance.

Figure 30. "There is a good balance in sizes, responsibilities and resources of different departments and units" (%)
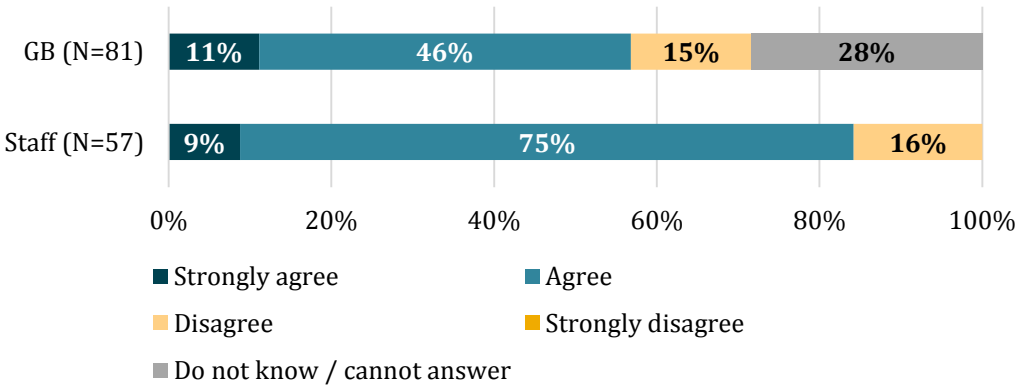
Source: Governing Board survey (N = 81) and staff survey (N = 57).

Internal coordination and communication between focal points and agency

The agency counts on the capacity of the Board to communicate with the focal points and focal points expect information from the Board meetings to start their activities. Focal points distribute products from the agency within Member States through a tripartite operational network of social partners. Some interviewed focal points argued that there is too little communication between Governing Board members and focal point members of the same social partner group within a country. Board members would not always report important messages from the Governing Board meetings to their focal points. Some Board members would not participate actively in activities of the focal points. This would affect the work of the agency and the work of focal points. This shows that there is room for improvement even in an overall positive picture, where focal points networks represent an added value and a distinct element of this agency.

Summary

The agency's organisational structure contributes to effectiveness and efficiency of operations because they are rightly aligned and linked to operational objectives. The structure is not complex, because of the small size of the agency. Focal points distribute products from the agency within Member States through a tripartite operational network of social partners. Some focal points raised concerns that there is too little communication between Governing Board members and focal point members of the same social partner group within a country.

1.2.5. To what extent do the size and composition of the Governing Board affect the work of the Agency?

In this section, we focus on the size and composition of the Governing Board, drawing on desk research as well as evidence collected throughout the interview programme and surveys.

Tripartite structure

The Governing Board of EU-OSHA consists of 87 members. All three social partners have a seat per country. Under the Common Approach, the composition of the Board should include 28 MS representatives, two representatives from the European Commission, and where appropriate, one member of the EP and a limited number of stakeholders' representatives[81]. Clearly, there is a misalignment. Focal point members and Governing Board member interviewed share the belief that the tripartite structure is a strength as it allows views of all stakeholders to be taken into account. One further advantage is that information is transmitted directly from the European level to the MS stakeholder groups.

According to interviewees from the Commission, the Governing Board works well. Sometimes decision making takes long, but the structure of the Board has an important added value. Several Governing Board members argue that the OSH system and the relations between social partners concerning OSH differ widely between countries. By having all countries in one Board, EU-OSHA can take into account these national specificities and make products relevant and useful for various systems. Moreover, having stakeholders from social partners in all countries in one Board implies that they all are engaged in the programmes from the start. When national social partners make decisions on projects, they get a feeling of ownership and commitment positively affecting the implementation. They also immediately gain access to all information and networking possibilities and can exchange knowledge and experiences directly.

According to results of the Governing Board survey, most respondents think that the size and composition of the Governing Board is rather to completely appropriate. From the Open Public Consultation it emerges that the tripartite system of the current governance arrangements are considered suitable to fulfil effectively and efficiently the objectives of the Agency. It is through the tripartite system that knowledge and information flows both ways and policies are wider disseminated. This positive picture however needs to be nuanced by considering the communication problems experienced by certain focal points with their respective Governing Board members, mentioned in the previous section.

---

[81] Joint Statement of the European Parliament, the Council of the EU and the European Commission on decentralised agencies (2012 July 19th).

There have been discussions the last years to downsize the Board, as can be read in the minutes of the Board meeting May 2015[82]. The proposal by the Commission foresees that the Board should be composed by one member per MS representing the government and seven members each from the employers' and workers' associations, to be selected by the relevant European Social Partners. Coordination meetings with social partners from all Member States, organised twice a year and facilitated by the agency – for instance, prior to Governing Board meetings – would ensure the smooth flow of information between the agency and Board members. Board members voted against this proposal. Main arguments are loss of expertise and engagement and increasing costs owing to more responsibilities and tasks for the European Level Social Partners and the need to establish stronger consultation structures.

Figure 31. How would you rate the appropriateness of the size and composition of the Governing Board? (%)

- Completely appropriate
- Rather appropriate
- Rather inappropriate
- Completely inappropriate
- Do not know / cannot answer
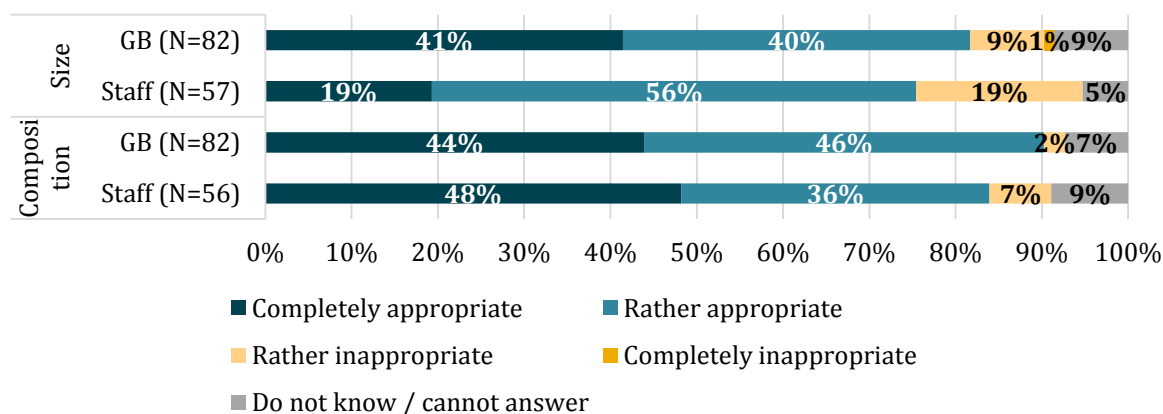
Source: Governing Board survey (N = 82) and staff survey (N = 57).

Functioning of the Governing Board and Bureau

The Board meets twice a year. Individual interest stakeholder groups (i.e. employers, employees, government) of all countries meet before the Board meeting. The Bureau meets in-between, four times a year. The Bureau meeting normally takes place on the same day as the Board meeting. After the Board meeting, discussions in smaller groups are held, such as seminars on specific topics; Board members value these smaller knowledge-sharing meetings highly.

Figure 32. Average Meeting attendance Governing Board and Bureau meetings
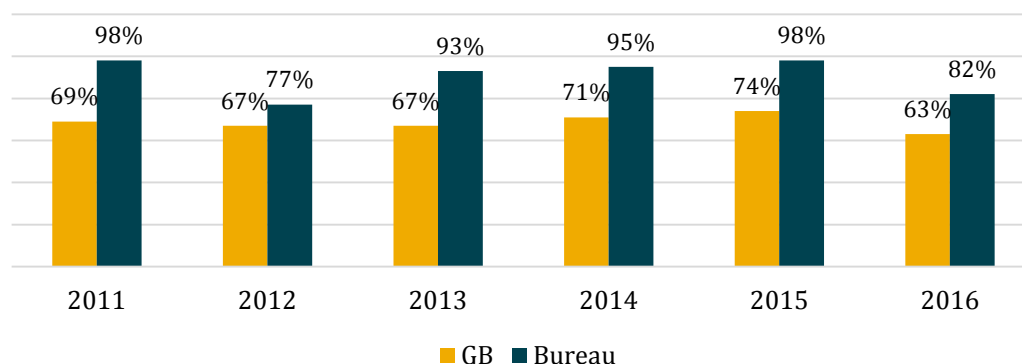
GB   Bureau

Source: Correspondence with EU-OSHA staff.

---

[82] Meeting of the Bureau of the Governing Board, May 2015. Page 4 and 5.

The main strategic decisions are up to the Board. The Bureau is mandated by the Board to follow up the decisions. Some Board members think that the functioning of the Board would improve if more technical and administrative tasks were delegated to the Bureau. This would enable the Board to have more time for content-related issues. Other Board members on the contrary are opposed to greater delegation because they feel that the Board would be less involved and would have less of a say on the programmes.

Although Governing Board members are satisfied with the composition and size of the Board, they do worry about the engagement of Board members. Several interviewees stated that almost two thirds of Board members are not active in the meetings, for a number of reasons: firstly, language can be a barrier. Secondly, members do not arrive prepared enough because at the national level too little priority is given to engagement in this agency. Finally, there is too little discussion on contents and this lowers the interest of some people. The average attendance of meetings by governing board is about two-thirds, which is not extremely high.

Figure 33. The extent to which respondents agree or disagree with the following statements (%)

	Strongly agree	Agree	Disagree	Strongly disagree	Do not know / cannot answer
Decision making in the Governing Board takes too long	2%	25%	51%	12%	10%
Discussions in the Governing Board are well-balanced between different stakeholder groups	23%	56%	12%	1%	7%
Opinions of all the stakeholders are taken into account	23%	62%		9%	6%
The Bureau ensures that the key strategic decisions are made quickly	24%	52%	9%		15%
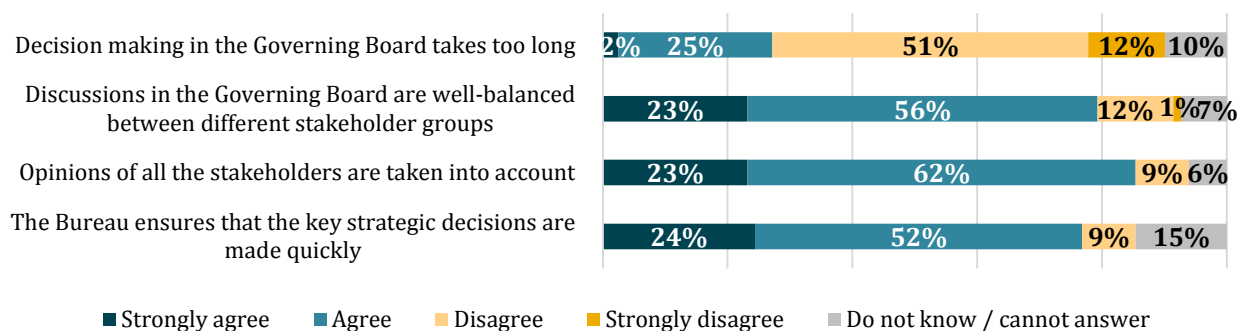
Source: Governing Board Survey (N=82).

Overall, there is large consensus about the importance of the tripartite representation, however we also note a certain fatigue signalled by lower attendance and the fact that the national tripartite representatives do not always fulfil the expectations of focal points in terms of transmitting the message to the national social partner organisation. In any case, organising meetings back to back with ACHSW meetings in Luxembourg – as already done recently – could help smoothen the functioning of the structure while reducing costs. Furthermore, emphasising the role of the Bureau represents a move in the direction of greater efficiency and effectiveness of the decisional structure.

Summary

The size and composition of the Board is not aligned to the Common Approach. However, there is quite some opposition to proposals of downsizing the board and some streamlining measures have been taken e.g. emphasizing the role of the bureau in ensuring timely decisions and organising meetings of the board back to back with those of the ACHSW.

1.2.6.   How effective was the host Member State in fulfilling its obligations as defined in the Headquarters Agreements between the Agency and Member State where the seat is located? To what extent were actions undertaken by the host Member State appropriate to ensure multilingual, European-oriented schooling and appropriate transport connections? Are there any areas for improvement?

In this section, we provide evidence from interviews, staff survey, and the OPC, concerning EU-OSHA's location and the extent to which Spain is fulfilling its obligations as defined in the Headquarters Agreement.

EU-OSHA signed the seat agreement between the kingdom of Spain and the European Union on March 31, 2014. The agreement determines the privileges and immunities necessary for the functioning of the office in Spain. The Agency works in close cooperation with both the Spanish and Basque institutes for occupational health (INSHT and OSALAN).

According to a management member, EU-OSHA staff has never had any problem with the issue of schooling for their children, as there are a fair number of multilingual schools in the surroundings of Bilbao, taking into account the population of the area: the French School, the American School and the German School are the most popular among the Agency's staff. Other multilingual schools include the Irish sisters' School and St George's English School. EU-OSHA has been regularly in contact with these schools, and management has just started a new round of contacts with the Headmasters of the most popular ones, to identify any weaknesses and improve cooperation.

The survey on staff members shows that all except 1 out of 53 respondents agree that the location of EU-OSHA is convenient from a logistic point of view. This also holds for a majority of the OPC survey respondents. All except two respondents are satisfied with Spain's fulfilment of the Headquarter Agreement. 68% of respondents are satisfied with multilingual and European-oriented schooling (25% of respondents stated that they do not know / cannot answer this question) and 95% are satisfied with transport connections.

Figure 34. To what extent, are you satisfied or dissatisfied with the host country's (Spain) fulfilment of the following obligations?
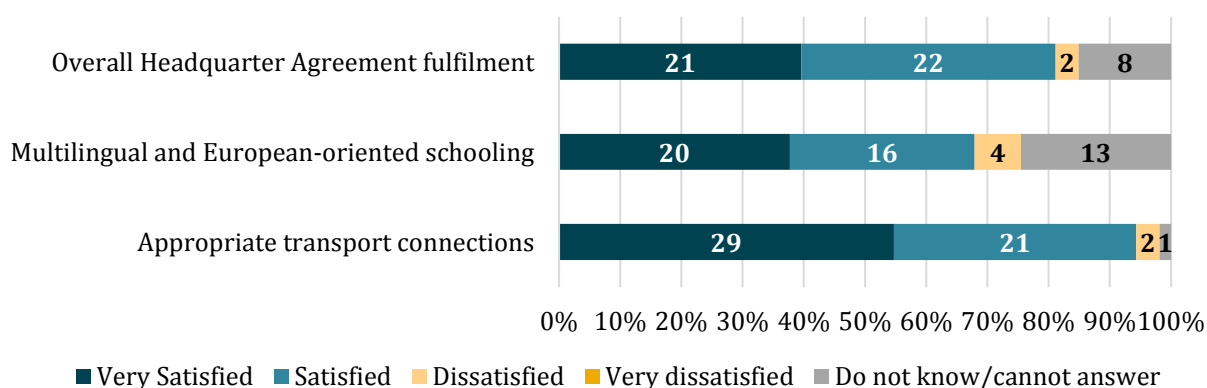
Source: Staff survey (N = 53).

Figure 35. Do you agree that the location of the agency is convenient for you from a logistics point of view (connection with public transports, etc.) (%)?
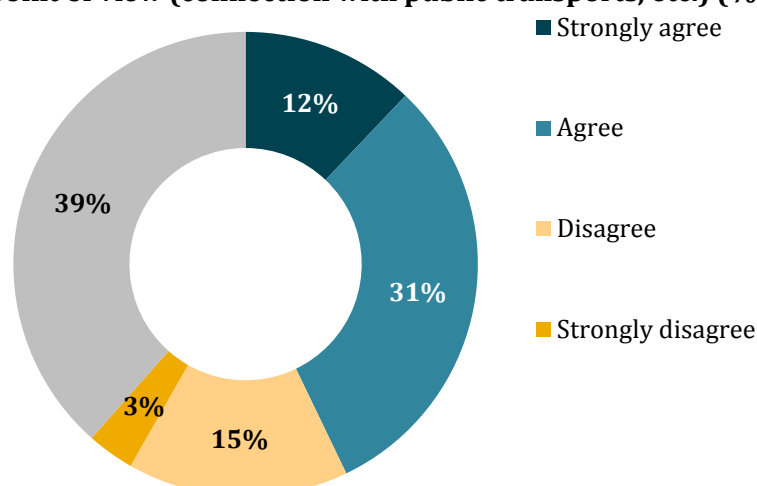
Source: OPC (N = 91).

Summary

Overall, we can conclude that overall, no particular issues appear to exist regarding fulfilment of obligations of the host Member State. The location of EU-OSHA is convenient from a logistic point of view, there are no issues with multilingual and European-oriented schooling, and staff members are satisfied with Spain's fulfilment of the Headquarter Agreement.

1.2.7. Recommendations/ points for improvement of efficiency

Table 4. Points for improvement of efficiency

Conclusion	Recommendation
The size and composition of the Board is not aligned to the Common Approach. However, there is quite some opposition to proposals of downsizing the board.	The agency should either align with the Common Approach regarding the composition of the board or optimise the existing set-up so that the tripartite representation of each Member State is not redundant but keeps generating the added value it is said to have. Optimising could be done by further emphasizing the role of the Bureau and organising meetings efficiently.
Focal points networks represent an added value and a distinct element of this agency. In this overall positive picture, our interview evidence shows that there is room for improvement regarding the communication between Governing Board members and focal point members of the same social partner group within a country. Board members would not always report important messages from the Governing Board meetings to their focal points. Some Board members would not participate actively in activities of the focal	The agency should monitor and improve the information flow between Governing Board members and focal points in Member States in order to reduce communication gaps where and if they exist. This could be done for instance by encouraging the organisation of periodical country level debriefings and joint meetings or by giving larger diffusion to Governing Board meetings minutes, not just as a top-down input but with the possibility of further interaction and

points. This would affect the work of the agency and the work of focal points.	follow-up at national level.
Governing Board members, have also been raised concerns on the engagement of Board members, due to language barriers, too little priority given at the national level to EU-OSHA, and decreasing interest because of too little discussion on content.	

1.3.   Relevance

In analysing the relevance of EU-OSHA, we focus on the ability of the agency to address current needs and issues in the EU context, as articulated in EU OSH and broader strategies and as experienced by key stakeholders.

Some responses to the evaluation questions related to the relevance criterion are provided below.

1.3.1.   To what extent the original objectives still correspond to the needs within the EU?

This question looks at whether the EU-OSHA mandate and objectives as formulated in the Founding Regulation[83] still contribute to the implementation of EU policies and strategies currently in force. It also looks at the perceived relevance of EU-OSHA work to stakeholders' needs as perceived by stakeholders themselves.

As already mentioned, the aim of the Agency is "to provide the Community bodies, the Member States, the social partners and those involved in the field with the technical, scientific and economic information of use in the field of safety and health at work"[84]. To do so, the agency is expected to collect and analyse technical, scientific and economic information, promote and support exchange of information and cooperation among Member States, organise conferences and seminars, and set up a network. The agency has to "provide the Commission in particular with the technical, scientific and economic information it requires to fulfil its tasks of identifying, preparing and evaluating legislation and measures in the area of the protection of the safety and health of workers, notably as regards the impact of legislation on enterprises, with particular reference to small and medium-sized enterprises"[85].

OSH has always been and still is a key pillar of the European social model. The legal basis for OSH policy is Article 153 of the TFEU, stating that the EU is to support and complement the activities of the Member States as regards the "improvement in particular of the working environment to protect workers' health and safety"[86]. More broadly, EU-OSHA contributes to protecting the well-being of citizens, which is one of the key objectives of the Union (Art. 3 TEU)[87].

---

[83] Council Regulation (EC) No 2062/94 of 18 July 1994 establishing a European Agency for Safety and Health at Work (OJ L 216, 20.8.1994, p. 1).
[84] Article 1.
[85] Article 3(1e).
[86] Commission Staff Working Document Ex-post evaluation of the European Union occupational safety and health Directives (REFIT evaluation) SWD(2017) 10 final, p. 9.
[87] Deloitte, How do EU agencies and other bodies contribute to the Europe 2020 Strategy and to the Juncker Commission Agenda? November 2016.

The work of EU-OSHA is relevant for the implementation of the European Pillar of Social Rights which includes the right of workers to "a high level of protection of their health and safety at Work" and "a working environment adapted to their professional needs and which enables them to prolong their participation in the labour market"[88].

EU-OSHA has a clear role to play in relation to the implementation of the Europe 2020 Strategy. The two first growth-related pillars of the strategy (Smart Growth, Sustainable Growth) have implications for working environments and working patterns and require anticipating and addressing new and emerging risks as per the mandate of EU-OSHA. The implication for occupational health and safety of digitalization, or the risks generated by green jobs are two examples in point. By promoting workers' health EU-OSHA also has a role to play in keeping health-care systems sustainable. Also under 'Inclusive Growth' EU-OSHA displays, its high relevance when it comes to the target of 75% of people aged 20–64 to be in work, which requires making it possible for workers of all ages to stay healthy in employment, and *Guideline 7: Increasing labour market participation and reducing structural Unemployment*[89]. The last Europe 2020 monitoring report restates that "A higher employment rate, especially for women, older workers and young people, is (…) needed to compensate for the expected decline of the working-age population (aged 20 to 64) by 4.3 million people by 2020"[90]. Scientifically backed information on practices that make it possible to address the needs of an ageing and diverse workforce as the one provided by EU-OSHA remains crucial in this respect. By making compliance for OSH law accessible to SMEs, EU-OSHA's work is also relevant to the Junker Political Guidelines. In particular, *Guideline n. 1 A New Boost for Jobs, Growth and Investment* stresses the importance to "create the right regulatory environment and promote a climate of entrepreneurship and job creation". This requires not to "stifling innovation and competitiveness with too prescriptive and too detailed regulations, notably when it comes to small and medium sized enterprises".

SMEs are in fact responsible for 85% of job growth in Europe. The Better Regulation agenda is promoted in order to address this issue and EU-OSHA has a role to play in its implementation. EU-OSHA's objectives and mandate are also relevant for the implementation of the EU Strategic Framework on Health and Safety at Work 2014-2020 and its key objectives illustrated in the box below. In some cases, the role of EU-OSHA is explicitly mentioned in the document.

Decent and safe working conditions for all are one of the strategic objectives of the DG EMPL strategic plan 2016-2020. In the plan, there are references to new ways of working and new trends such as digitalisation posing new OSH challenges[91]. EU-OSHA is responding to that through conducting, for instance, a foresight study on emerging risks from ICT and digitalisation[92].

---

[88]   https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles_en.
[89] Europe 2020 Integrated guidelines for the economic and employment policies of the Member States Recommendation for a Council Recommendation of 27.4.2010 on broad guidelines for the economic policies of the Member States and of the Union Part I of the Europe 2020 Integrated Guidelines (COM (2010) 193 final).
[90] EUROSTAT, Smarter, greener, more inclusive? Indicators to support the Europe 2020 strategy, 2016 edition.
[91] https://ec.europa.eu/info/sites/info/files/strategic-plan-2016-2020-dg-empl_march2016_en.pdf.
[92] https://osha.europa.eu/en/developments-ict-and-digitalisation-work.

Box 1. Key Objectives of EU Strategic Framework on Health and Safety at Work 2014-2020

1. Further consolidate national strategies*
2. Facilitate compliance with OSH legislation, particularly by micro and small enterprises*
3. Better enforcement of OSH legislation by Member States
4. Simplify existing legislation
5. Address the ageing of the workforce, emerging new risks, prevention of work-related and occupational diseases*
6. Improve statistical data collection and develop the information base
7. Better coordinate EU and international efforts to address OSH and engage with international organisations

(*) specific role mentioned for EU-OSHA.

In sum, EU-OSHA's objectives still appear relevant in the current EU context. This applies to both the general objective as stated in the Founding Regulation and the specific objectives set out by the strategic frameworks.

Figure 36. In your view, to what extent (if at all) was EU-OSHA responsive during this period to the pressures arising from these events?
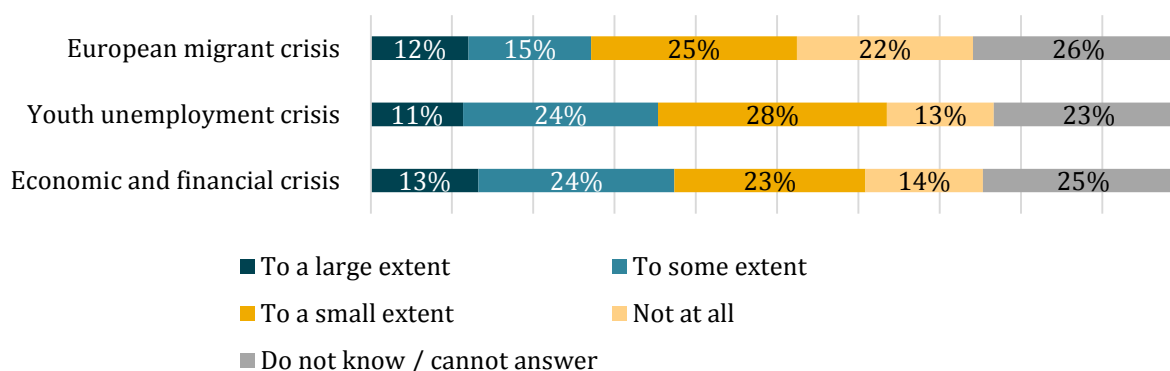
Source: Stakeholders survey (N=167).

Figure 37. **To what extent do you agree or disagree with the statements about EU-OSHA below? EU-OSHA shows flexibility and adaptability in the context of changing situations**
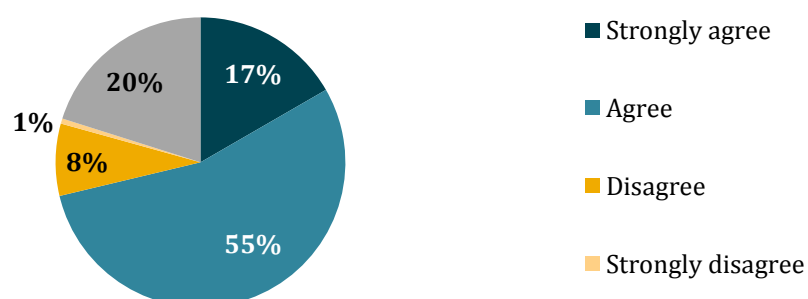
Source: Stakeholders survey (N=174).

Figure 38. To what extent, if at all, did EU-OSHA's outputs in the following thematic fields meet your needs in the period 2011-2016?

Increasing accessibility of knowledge and good practices for those involved with OSH
- 1%
- 4%
- 19%
- 37%
- 39%

Awareness raising on OSH risks and their prevention
- 0%
- 2%
- 12%
- 36%
- 49%

Knowledge on OSH new and emerging risks, their health effects and prevention
- 0%
- 2%
- 12%
- 38%
- 48%

Promotion of cooperation among Member States and stakeholders
- 0%
- 2%
- 11%
- 38%
- 49%

- 4%
- 4%
- 16%
- 44%
- 33%

Legend:
- ■ Do not know / cannot answer
- ■ Not at all
- ■ To a small extent
- ■ To some extent
- ■ To a large extent

Source: Governing Board Survey (N=81).

The recent Communication from the Commission about Safer and Healthier Work for All[93] aims to better protect workers against work-related cancer, to help businesses, in particular SMEs and micro-enterprises, in their efforts to comply with the existing legislative framework, and to modernise the EU OSH legislation. The Communication gives a prominent role to EU-OSHA, and entrusts the Agency to carry out specific actions, mainly related to awareness raising, guidance and practical tools to facilitate compliance with OSH rules, in particular for micro and small enterprises. The Communication clarifies existing legislation and develops guidance to facilitate its effective implementation.

According to the interviewed stakeholders, the original objective to provide information and expertise to EU, Member States and social partners and the more specific and operational objectives of the agency still correspond to felt needs within the EU. One focal point manager suggested that the link between EU-OSHA's objectives and the European Pillar of Social Rights should be more stressed and exploited. Cooperation among Member States and other stakeholders to make the best use of OSH resources is still considered necessary, as there are different levels of experience, expertise and resourcing of OSH and relying on other countries experience can lead to significant gains. Since employment developments are not restricted to individual countries, it is important that there is cooperation between Member States in order to make the best use of available knowledge, one EC official said. EU-OSHA networking activities involving focal points in all Member states highly contribute to that. Generating and maintaining high quality knowledge on new and emerging risks is still relevant as risks evolve continuously. The challenge of the so-called fourth industrialisation (i.e. digitalisation entailing more stress, more sitting and greater use of eyes), green jobs and other areas were mentioned by interviewees as requiring more than ever the

---

[93] European Commission (2017). Communication from the Commission to the European Parliament, the Council the European Economic and Social Committee and the Committee of the Regions. Safer and healthier work for all – Modernization of the EU Occupational Safety and Health Legislation and Policy.

risk anticipation capacity of EU-OSHA which was adapted to encompass these challenges of the last years[94].

Raising awareness of OSH risks and promoting their prevention is still relevant, as it is needed for actually implementing the existing legal framework. The recent REFIT evaluation suggested that EU OSH legal framework per se remains largely relevant[95]. Yet policymaking and legislative interventions are irrelevant without further follow-up in terms of awareness and implementation. Making knowledge and good practices accessible to various stakeholders, for instance by providing practical tools for risk assessment, is therefore still relevant.

The relevance of EU-OSHA activities and outputs also emerged from survey data: 53% of stakeholders considered these relevant to their work (and 20% very relevant, total 73% of positive judgements); this percentage raises for Governing Board members (47% relevant and 38% very relevant) and focal points (24% relevant, 68% very relevant), which is understandable given that they are EU-OSHA insiders.

Figure 39. How relevant, if at all, were EU-OSHA's overall activities and outputs to your work in the period 2011-2016?

- ■ Very relevant
- ■ Relevant
- ■ Slightly relevant
- ■ Do not know / cannot answer
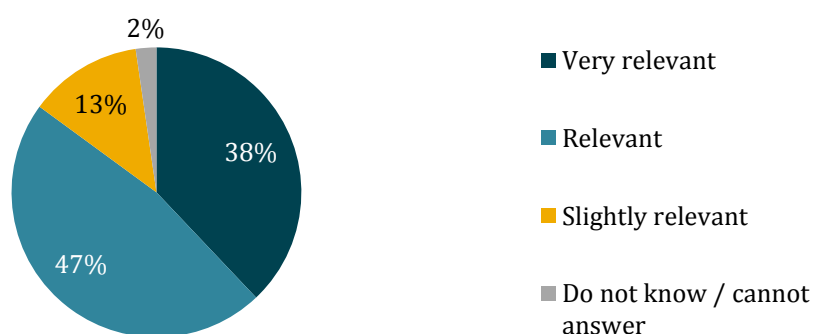
Source: Governing Board survey (N = 87).

Yet, the Agency is still expected to take up new topics and issues by over one third of stakeholders (38%) and a similar share of Governing Board members (36%) and focal points (48%). Suggestions were disparate and included themes that are already part of the EU-OSHA programme. This shows in any case how high the level of expectation is towards the Agency.

---

[94] EU-OSHA Multi-annual Strategic Programme 2014-2020 · Final– November 2013.
[95] Ex-post evaluation of the European Union occupational safety and health Directives (REFIT evaluation). Brussels 10.1.2017 (SWD(2017) 10 final).

Figure 40. Do you think that EU-OSHA should engage in any new activities and/or topics?
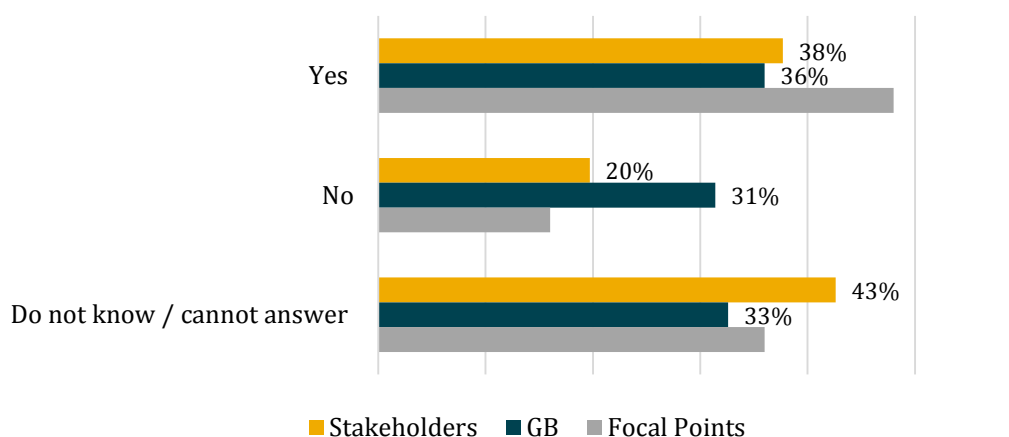
Source: stakeholders survey (N=186), Governing Board survey (N=83), Focal Points survey (N=25).

Figure 41. Do you think that some of the EU-OSHA's current activities and/or topics should be discontinued?
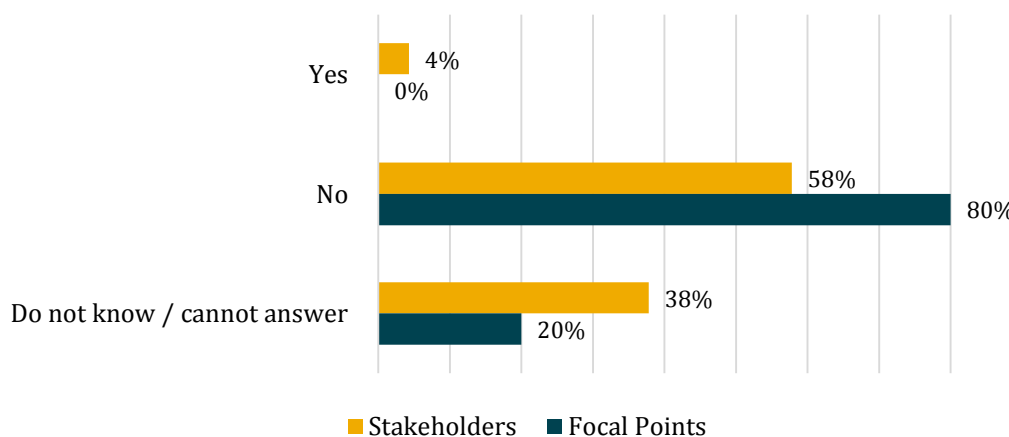
Source: stakeholders survey (N=185), Focal Points survey (N=25).

Only few respondents (4% of stakeholders, 11% of Board members; none of the focal points) think that some EU-OSHA activities should be discontinued. Examples mentioned include activity on stress and psychosocial risks, ESENER, activities on Women and OSH. A couple of further suggestions from Governing Board members were about discontinuing research activities to focus more on dissemination and avoid conducting foresight activities too often.

Summary

In conclusion, EU-OSHA mandate and objectives continue to be relevant to EU needs as interpreted by EU policies and strategies such as Europe 2020, the Juncker political guidelines, the European Pillar of Social Rights and the EU Strategy on OSH. A majority of stakeholders considered EU-OSHA work relevant to their own work. Yet, the Agency is still expected to take up new topics and issues by over one third of stakeholders, Governing Board members and focal point members, showing the high level of expectation is towards the Agency.

1.3.2. How relevant is the Agency to EU citizens?

EU-OSHA is relevant to citizens' needs, as many of them have a working life. Many EU-OSHA activities target citizens as workers or employers/entrepreneurs, although often indirectly through social partner organisations. A few target the public at large (e.g. general corporate communication).

In responding to this question, we look at the extent to which the Agency kept being relevant to citizens by trying to reach them through its activities.

Some arguments in favour of such relevance are that: EU-OSHA activities, such as campaigns, potentially reach the general public outside workplace contexts; agency information is provided to citizens via multilingual websites which are well visited (see responses to evaluation questions 1 and 3 for data); the Agency's work in this area has been recognised by the EU Ombudsman with an award for excellence in citizen/customer focused services delivery; there is an E-mail newsletter which reaches 76.000 addresses.

Table 5. Exposure through social media (Twitter / Facebook: number of followers)

	2011	2016
Facebook	43	21423
Twitter	1300	15800

Figure 42. In your view, to what extent (if at all) has EU-OSHA contributed to the following EU policy developments during the period 2011-2016?
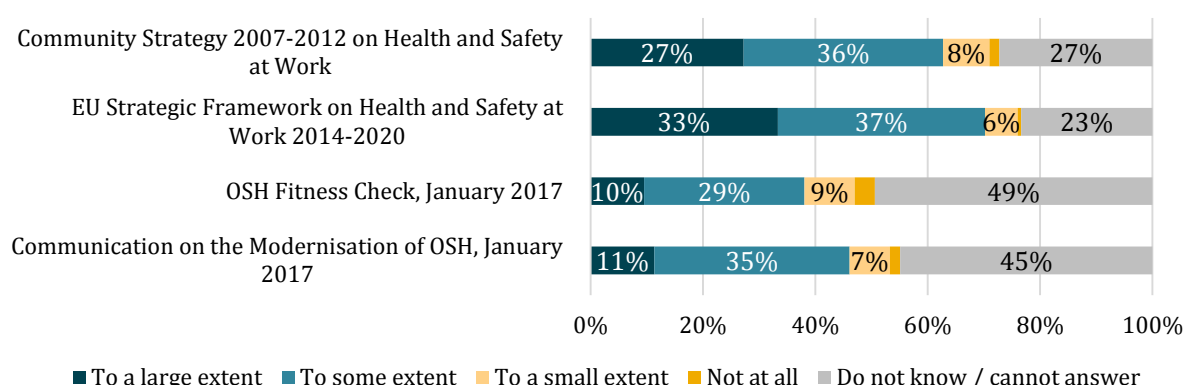
Source: Stakeholders survey (N=171).

The interviewees from the staff believed that the agency was quite relevant to citizens when looking at the communication and dissemination activities that were performed during the evaluation period. Non-staff interviewees were less unanimous on this topic. While some (particularly one from the EC, two government representatives in the Governing Board and two focal points) considered the Agency's work highly relevant to citizens' lives, several other interviewees (with a prevalence of employers' representatives but including an EC official) stressed that EU-OSHA only indirectly targets citizens. These two statements do not necessarily contradict each other, but indicate a difference in the importance attached to direct citizens outreach.

Among focal points in particular, there are mixed views regarding the ability of EU-OSHA to reach the public, which depends on the situation country by country. It is primarily the role of national

structures and national social partners to further spread the information to citizens. This does not automatically happen, or at least is (partly) beyond their span of control.

The changing nature of work (e.g. prevalence of self-employment) is a trend that potentially interrogates the relevance of EU-OSHA to EU citizens. In this respect, there are positive elements as well as potential issues. On the positive side, it must be recognized that EU-OSHA has increasingly emphasized in its strategic planning documents the need to address risks from new working patterns.

"There are likely to be specific occupational health and safety challenges as the workforce becomes more 'atomised,' with increasing numbers of micro-enterprises and people who are self-employed – which is an on-going trend being reinforced in the context of the economic crisis – as well as people who work in several workplaces, this being linked with the increase in sub-contracted work, in short-term contracts and in people having multiple jobs. These fragmented workforce, workplaces and working lives pose specific challenges to OSH in terms of OSH monitoring and medical surveillance (with the increasing difficulty to link health effects to work exposures), of awareness-raising and enforcement as it gets more difficult to reach smaller workplaces"[96].

A limitation can be the prevalence of social partner organisations in the governance of EU-OSHA. This entails that citizens, which are not well represented by social partner organisations, do not have a say in the work of the agency (e.g. non-unionised workers, but also for instance minorities that suffer from OSH problems related to discrimination at work, age groups or people with disabilities).

Figure 43. Do you agree that EU-OSHA has a role to play in addressing the following needs in Europe?
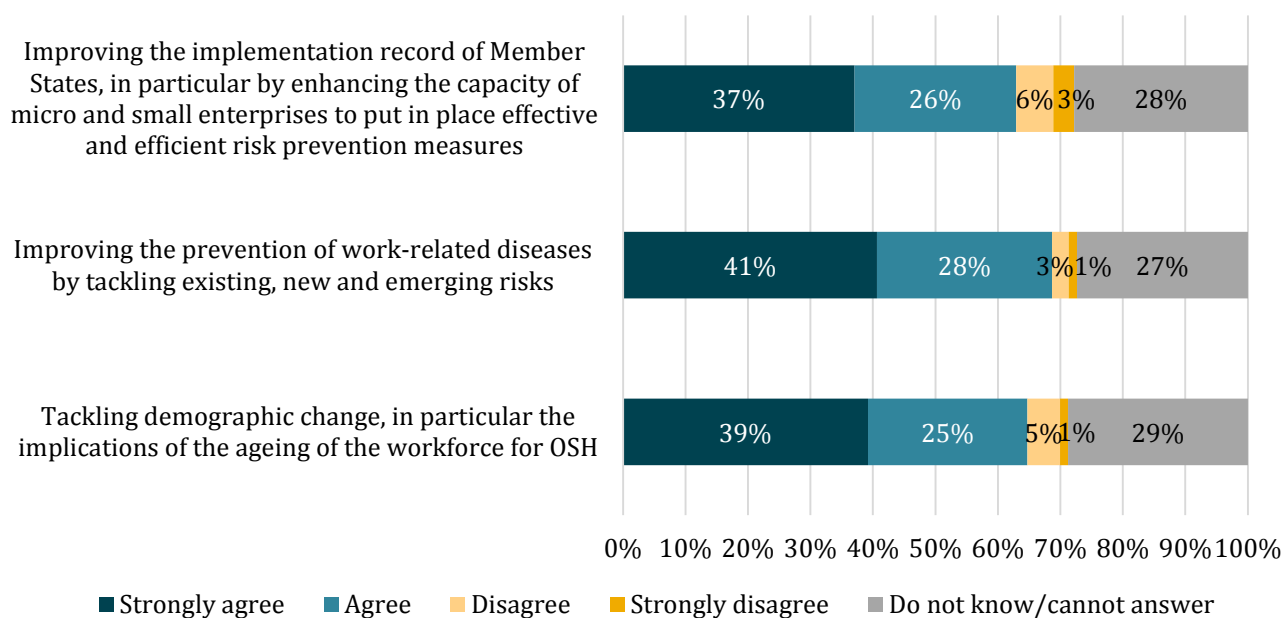
Source: OPC (N=151).

[96] EU-OSHA Multi-annual Strategic Programme 2014-2020 · Final– November 2013, p. 9.

Results of the open public consultation show that about two third of respondents agree that EU-OSHA has a role to play in improving the implementation of OSH acquis in Member States, in preventing diseases by tackling new and emerging occupational risks, and in addressing demographic change. This provides further indications of the relevance of the Agency in the eyes of stakeholders.

Summary

Relevance to citizens is more difficult to assess as EU-OSHA targets the public mostly indirectly. The changing nature of work (e.g. prevalence of self-employment) is a trend that potentially interrogates the relevance of EU-OSHA to EU citizens. EU-OSHA has increasingly emphasized in its strategic planning documents the need to address risks from new working patterns. While there is some attempt to communicate the general public, a systematic incorporation of the views, interests and needs of particular groups of citizens affected by OSH issues that are not represented by social partner organisations (e.g. non-unionised workers, age groups, LGBT people, women, people with disability) is not part of the governance model.

1.3.3. Recommendations/ points for improvement of relevance

Table 6. Points for improvement of relevance

Conclusion	Recommendation
Relevance to citizens is more difficult to assess as EU-OSHA targets the public mostly indirectly. The changing nature of work (e.g. prevalence of self-employment) is a trend that potentially interrogates the relevance of EU-OSHA to EU citizens. EU-OSHA has increasingly emphasized in its strategic planning documents the need to address risks from new working patterns. A limitation can be the prevalence of social partner organisations in the governance of EU-OSHA. This entails that citizens, which are not well represented by social partner organisations, do not have a say in the work of the agency (e.g. non-unionised workers, but also for instance minorities that suffer from OSH problems related to discrimination at work, age groups or people with disabilities).	EU-OSHA has increasingly emphasized in its strategic planning documents the need to address risks from new working patterns. While there is some attempt to communicate to the general public, a systematic incorporation of the views, interests and needs of particular groups of citizens affected by OSH issues that are not represented by social partner organisations (e.g. non-unionised workers, age groups, LGBT people, women, people with disability) is not automatically guaranteed by the tripartite governance model. The agency could further explore needs of these specific groups by doing research on how these groups are affected by OSH, their coping-mechanisms, opportunities and threats and by feeding these insights into new activities. Cooperation with EU level stakeholders representing specific groups could be strengthened.

1.4. EU added value

In our evaluation, we define the criterion of EU added value as the extent to which the Agencies have been more effective and efficient in achieving their results and impacts compared to other

existing/ possible national level and EU level arrangements[97]. According to the Better Regulation Guidelines, value added could be understood as changes, which reasonably can be thought to have occurred because of the intervention analysed rather than any other factors.

Provisional responses to the evaluation questions related to the relevance criterion are provided below.

1.4.1. *What is the EU added value of the Agency, in particular as regards process and role effects?*

To answer this question, we look at the elements of EU added value identified by the various groups of interviewees and respondents, mostly spontaneously through open-ended questions and survey results.

Evidence collected allows to identify some elements of EU added value generated by EU-OSHA:

1. More efficient information gathering by Member States thanks to knowledge sharing
2. Only source of OSH related materials in Member States with weaker OSH structures
3. Encourages/helps some Member States to have an OSH agenda
4. Allows to reach from the EU level to national social partners through the national tripartite networks built around focal points
5. Repository of unique and high-quality specialised knowledge.

In the following paragraph, we provide more detail on the views of the various interviewees and survey and open public consultation respondents.

All interviewees identified the elements of EU added value in the Agency. One characteristic that makes it unique with respect to other Agencies and actors in this field is the network of national focal points, each one also including social partner organisations. Information is obtained more efficiently as Member state partners and policy makers can benefit from the experiences of other countries instead of gathering the knowledge themselves. They can save time when looking for scientific information on new and emerging risks. On the other hand, having a network of national focal points on a tripartite basis in all Member States also facilitates implementation of activities in such a way that a centralised EU level management (e.g. by the Commission) would not allow. In this overall positive picture, two weaknesses could be found in the network of focal points: it is not embedded in a policy framework, which reduces its impact; and it is a duplication of existing national structures in certain countries.

In some cases, the Agency actually replaces work at national level. Two examples were provided: EU-OSHA campaigns are often the only OSH awareness raising activities in the new Member States; and the case of the UK, where the ESENER survey allowed avoiding running a similar national survey. This would demonstrate that also Member States with advanced OSH systems find some added value in EU-OSHA's programmes.

Furthermore, interviews with focal points highlighted the added value of the Agency in putting OSH on the national agenda, in raising new OSH topics and issues and in providing a framework for

---

[97] If possible to assess, how much more effective and efficient have they been.

setting up national priorities. The illustration of costs of occupational diseases and benefits of OSH provides arguments to social partners to advocate the importance of OSH in their countries.

Finally, horizontal cooperation between Member States is also fostered by the Agency in such a way that it would be not possible without the EU-OSHA network. Because of the network or in the framework of activities provided by EU-OSHA certain groups of countries have established cooperation.

These key added value features were confirmed by survey results. 'Support to Member States' and 'tripartite governance' were identified as the most valuable characteristic of EU-OSHA work by focal point respondents (56% for both), followed by 'European coverage (52%). 'Tripartite governance' was the most appreciated characteristic by Board member respondents (81%), followed by 'European coverage' (49%). 'Quality of data' (57%) and 'European coverage' (49%) were the two most valued characteristics by stakeholder respondents.

Figure 44. Which characteristics of EU-OSHA's work in the period 2011-2016 do you think were the most valuable?
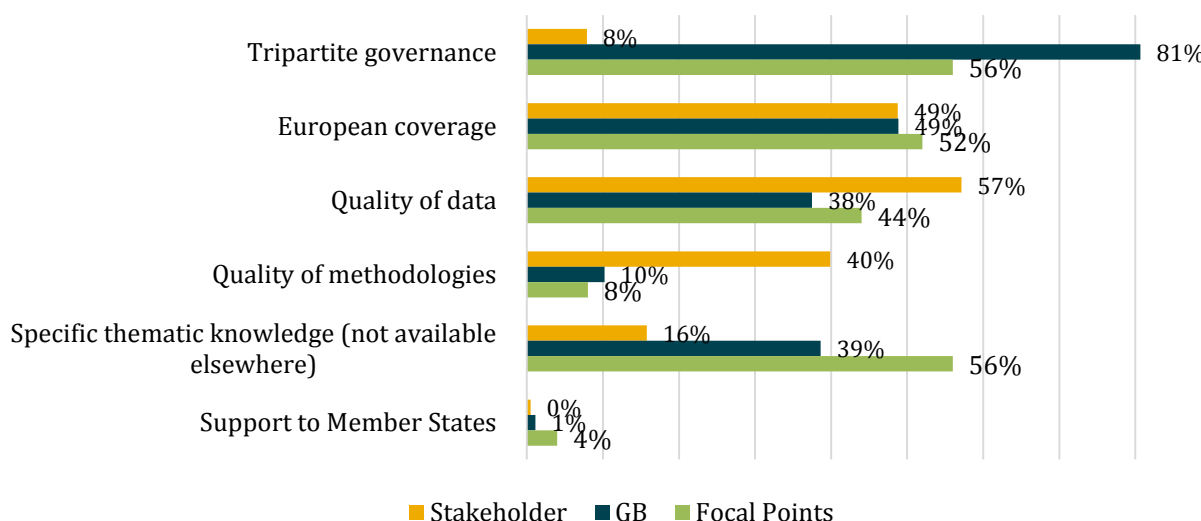
Source: Stakeholder survey (N=206), Governing Board survey (N=87), Focal Points survey (N=25).

In the open public consultation, when asked in which ways this added value is provided, respondents agreed mostly on the generation of knowledge at EU level (68% agreed or strongly agreed), cooperation with EU institutions and other agencies, Member States, European and national-level stakeholders (64% agreed or strongly agreed), quality of evidence (64% agreed or strongly agreed) and specific and unique thematic knowledge (59% agreed or strongly agreed). They also added other ways added value is generated, such as networking among professionals and SMEs, elaborating practical tools, making public perception of OSH more positive, independent approach and cost-effectiveness vis-à-vis consultancies, and dissemination of good practice examples.

Figure 45. Do you agree that EU-OSHA provides added value in the following ways?

Generate knowledge at EU level (European Dimension): 42%, 26%, 1%, 1%, 28%

Cooperation with EU institutions and other agencies, Member States, European and national-…: 39%, 25%, 3%, 1%, 32%

Quality of evidence: 33%, 32%, 3%, 1%, 32%

Specific and unique thematic knowledge (not available elsewhere): 29%, 30%, 9%, 2%, 30%

Other (please specify): 21%, 8%, 2%, 1%, 68%

■ Strongly agree   ■ Agree   ■ Disagree   ■ Strongly disagree   ■ Do not know/cannot answer

Source: OPC (N=153).

EU-OSHA's contribution is unique as compared to other agencies and organisations that work to produce policy-relevant research in the OSH field. Firstly, the EU dimension enables to compare OSH systems across Europe, to learn from each other and exchange good practices. Other international institutions do not have this comparing aspect. Secondly, EU-OSHA does not only do research but produces tangible outputs to support policy makers, employer and employee organisations at national level with tangible outputs for direct use at the workplace. For example, online risk assessment tools and campaign materials.

One way of determining the EU added value of EU-OSHA is to think whether its activities could be replaced by activities of other institutions at national, EU or international level. In the stakeholder survey, a little more than half of respondents able to make a judgement were of the idea that EU-OSHA activities could not be replaced at all, or only to a small extent, by national, EU level or international organisations, while a little less than one half thought that this would be possible to a large or at least to some extent. There was therefore no agreement on this.

Figure 46. To what extent, if at all, could other organisations substitute the activities carried out by the agency in terms of their level of expertise and organisational capacity?

International-level organisations: 32%, 20%, 18%, 25%, 5%

EU-level organisations: 33%, 18%, 22%, 22%, 4%

National-level organisations in your country: 21%, 26%, 16%, 26%, 11%

■ Do not know / cannot answer   ■ Not at all   ■ To a small extent   ■ To some extent   ■ To a large extent
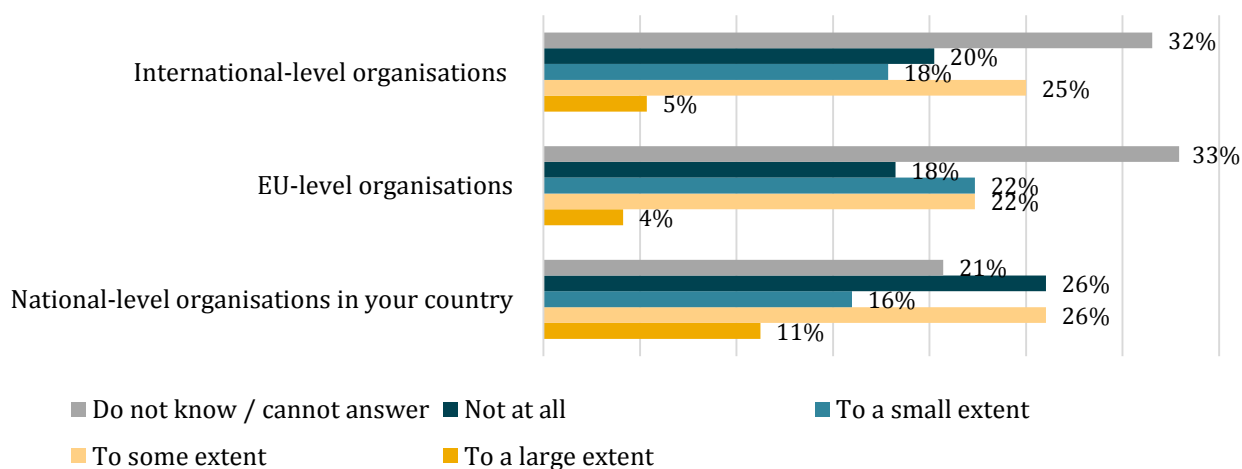
Source: Stakeholders survey (N=170).

The hypothesis that in particular the European Commission could take up the tasks of the Agency was not found convincing by the relevant high-level official concerned. In the Commission, there would be a less adapted structure, which would work less efficiently. This would lead to less relevant policy of which less people know about. The crucial phase before and after policy formulation would be reduced. It would not be possible to compensate for this without recruiting at least as many staff as EU-OSHA currently has and the same expertise level would not be available.

In the next section, we discuss to what extent the agency's activities could be substituted by other EU, international or national organisations. The added value of EU-OSHA consists of two main elements. First, when it comes to specific thematic knowledge and quality of data and methodologies. A number of research institutes in and outside Europe operate in this area, such as universities (Maastricht University and ILO for example). Other agencies, such as Eurofound, have relevant methodological skills for EU-OSHA to use. Hence, this element of added value can be partly substituted by other organisations.

The second element of added value is the support to Member States and European coverage. No other institution works with a focal point network to spread information and make information country specific.

Table 7. Summary overview of EU-OSHA's added value in comparison to other agencies and institutions

Themes of added value	Level of substitution possible?
1)Specific thematic knowledge, quality of data and methodologies	Yes, cooperation with research institutes, other agencies.
2)Support to Member States and European coverage	No

Results of the open public consultation follow a similar trend. The overwhelming majority of those who made a judgement agreed that EU-OSHA provides added value in comparison with other existing initiatives, instrument and programmes, especially other EU initiatives in this area (44% agree or strongly agree), initiatives by national agencies and research institutions (44%) but also regional and local initiatives (41%) and initiatives from private sector organisations, social partners, NGOs (39%) or international organisations (39%). No more than 8% of respondents per question (n=4) disagreed each time on this.

For certain activities, it is possible to distinguish those components that have a unique added value from those that overlap with similar activities performed by different bodies.

Case study: OSHwiki and similar knowledge sharing platforms

OSHwiki contains a mix of policy-related articles and technical articles, materials that can be of interest of different groups. According to the EU-OSHA survey of 2016 among circa 1,300 respondents from different stakeholder groups (government, social partners, university, other enterprises and employees, other stakeholders), 79% of stakeholders found information on OSHwiki relevant, whereas 21% did not find it relevant[98]. Judgements on the uniqueness of the source, i.e. its added value, were less positive, as 65% of stakeholders agreed that OSHwiki provided information that would otherwise not be available to them.

---

98 Ikei et al., Stakeholders survey EU-OSH 2016, pp. 69-74.

Our own assessment confirms that similar sources do exist, although not totally similar to OSHwiki. For instance, ILO has an Encyclopaedia of Occupational Health and Safety, a comprehensive tool for academia, journalists and the general public – anyone interested in obtaining data and other information about safety and health at work" [99].The tool appears much more structured than OSHwiki and is developed by a central editorial team with the support of a university institute. At the same time, the content is much less specific in terms of EU and national legislation and strategies and does not include the original EU-OSHA knowledge output as OSHwiki does. Another example of similar source is the OSH Wikipedia section. This source has been compared with OSHwiki in terms of quality in the context of the already mentioned feasibility study on the future of OSH-wiki. The analysis of a sample of similar articles between the two sources concluded that the OSHwiki articles are, on average, of higher quality than the Wikipedia articles. Most of the OSHwiki articles were scored a four or five on a scale of five, indicating that all, or almost all, of the information was logically structured" while in Wikipedia "none of the articles score higher than four. The average score for the Wikipedia articles was just below three, which corresponded to the lowest score for any OSHwiki article"[100]. Yet, even if OSHwiki materials are of higher quality than Wikipedia articles, they are not (according to interviewed researchers) as "technical" as a scientific literature essay.

From the information collected, our conclusion is that the quality and relevance of OSHwiki materials is overall good and higher than Wikipedia but does not meet the same standards of scientific literature (peer reviewed journals) – nor it aims to. The added value of (part of) its contents with respect to other sources is not obvious. In a feasibility study on transferring OSHwiki to other platforms, it was ascertained that only 15% of articles on "OSH management and organisation" overlapped with similar Wikipedia content, while 76% of OSHwiki articles on prevention and control strategies, 65% or articles on ergonomics and 67% of articles on dangerous substances overlapped with analogous Wikipedia articles[101]. The overlaps analysis conducted in the feasibility study suggest that the articles on OSH management and organisation and those which describe EU and MS specific legislation and strategies are those that most represent the unique added value of the tool.

Also the case study on the contribution of EU-OSHA to OSH management in the context of an ageing workforce sheds light on the specific added value of the agency when providing knowledge outputs with a unique OSH focus on broader employment topics. Thus even if some of the analytical outputs produced by EU-OSHA within the Pilot Project had a broader scope than OSH, potentially overlapping with research fields that are more typical of Eurofound.

An emerging issue during the course of our evaluation was the possibility of transferring tasks from the agencies under the remit of DG EMPL to a new body, the European Labour Authority (ELA). Based on our evaluation, we have identified the following possibilities. These possibilities would need to be subjected to a thorough analysis, when the nature and position of the ELA becomes more clear.

---

[99] http://www.iloencyclopaedia.org/about.
[100] Ikei et al. (2016), Feasibility study of the future of the OSHwiki. Final Report, EU-OSHA, December 2016.
[101] Ibidem, p. 11.

- In relation to OSHwiki, the agency could in the upcoming years retain the unique components of OSHwiki with respect to similar sources, namely information on OSH strategies and systems at Member State level and on EU legislation and its implementation. Alternatively, this type of information could also be provided by the European Labour Authority as it might be relevant in the context of crossborder cooperation.

- A way to give more impact to the functioning of the European Risk Observatory, could be to integrate it with the Eurofound working conditions observatory, and transfer it to ELA. An observatory coordinated by ELA may lead to a stronger observatory and regulatory link. For example, such an observatory could identify risks of certain segments of the labour market, such as work in the sharing economy (Uber), and regulate the identified risks. This would depend, however, on the extent to which ELA will become a regulatory body.

- On the contrary, some elements that are more focused on implementation, such as the network of focal points, would be less easy to transfer to ELA. Such a network, focusing on policy implementation, with specific OSH-experts in place, would continue to have most added value in an action-focused agency, such as EU-OSHA. The EU-OSHA focal points network could be potentially considered as a prototype of a network the ELA would draw upon to provide assistance and practical guidance to the Member States.

Summary

EU-OSHA generates EU added value in that it represents a more efficient way to gather knowledge and information than if done by each Member State separately. It offers a repository of unique and high-quality specialist knowledge. In Member States with less developed OSH structures and less resources, EU-OSHA is the main source of materials, promotes the only significant awareness-raising activities and provides a framework for developing an OSH policy agenda at national level. The network of focal points, each one including social partners, is a unique feature that enhances the implementation of OSH strategies and policies.

1.4.2. What would be the most likely consequences of the termination of the Agency?

One way of gauging indirectly the EU added value is to look at the perceived effect of a hypothetical "lack of EU-OSHA" or a replacement of EU-OSHA by other institutions.

The evidence collected shows that a number of negative consequences are expected from a hypothetical termination of the Agency confirming its current EU added value. This is discussed once again based on interviews first, and then survey and open public consultation results. In the scenario that the Commission would not take over the tasks of the Agency, these would not be performed by other actors, according to EU-OSHA staff. The existing expertise within the networks would be lost and so would be the direct connection from the EU to the Member States, which is enabled by the presence of the focal point networks. These tripartite networks also facilitate access to companies; therefore, there would be less connection with the world of business from the EU level. Moreover, some countries do not have sufficient resources but still need good OSH information and support. Without EU-OSHA, there is the risk that the attention for OSH on national level would drop in these countries, EU-OSHA staff maintained. The negative expectations of EU-OSHA staff were supported by focal points, maintaining that: there would not be high quality

information on OSH issues available in their country; solutions to problems would be found less easily; awareness raising campaigns and events would not be organised at all in their country given the lack of resources and that politicians do not consider OSH as a priority. Governing Board members raised similar concerns, stressing the importance of having one single EU source for high quality information, which saves national governments time to collect all their own information.

In general, interviewees believed that transnational exchanges would be more difficult to organise. Termination would prevent the coordination of synergies between Member States and stakeholders, a Commission official said.

The survey results confirm the prevailing negative view of the termination of EU-OSHA activities. Among stakeholders, 48% thought that termination would have a very negative impact on EU OSH policy and another 24% - a negative one. Within Governing Board respondents, 50% of them expect a very negative impact and 27% expect a negative one. Among focal points, a very negative impact is expected by 84% of respondents and a negative one by 8%.

Figure 47. In your opinion, what would be the potential impact of the termination of the activities of EU-OSHA on EU policy in the area of employment, industrial relations, living and working conditions?
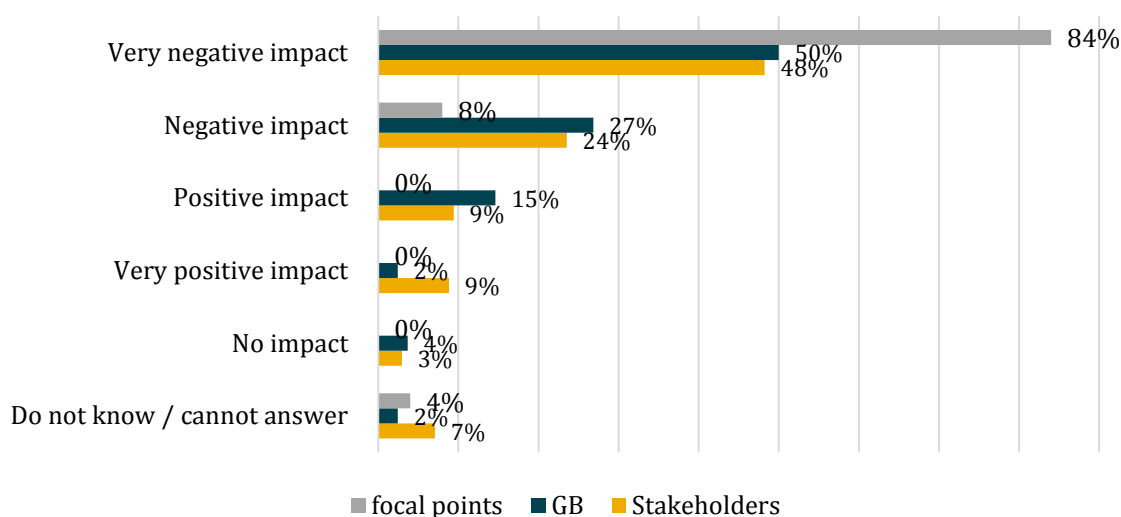
Source: Stakeholders survey (N=171), GB Member survey (N=82), Focal points survey (N=25).

However, it must be observed that in all three groups there is a minority, which thinks that terminating EU-OSHA would have positive or even very positive impact on EU OSH policy (18% of stakeholders, and 17% of Governing Board members).

Results of the open public consultation also reveal a majority of respondents stating that termination of EU-OSHA would have a negative (17%) or very negative (46%) impact, while only a handful of respondents think that there would be a very positive (3%) or positive impact (3%) or no impact (3%) (others could not answer). No respondent elaborated on what positive impacts could be but one specified that activities would not need to cease if the agency were merged with other entities.

Another scenario is that parts of EU-OSHA's outputs are reallocated to other agencies or institutions. A number of potential risks should be taken into consideration to make sure that costs

do not overweight potential benefits. Firstly, the translation of knowledge on OSH into tangible products (such as thematic studies, foresight studies, online tools) is more difficult to make when knowledge and expertise are spread between many different people and institutions. It takes considerable time to organise this efficiently as EU-OSHA did so far. Secondly, if parts of outputs were reallocated EU-OSHA would become a less visible source/information point to gather information from, with further consequences on its ability to acquire information. Thirdly, reorganisations take time and lead to a loss of expertise. If these risks are not addressed, it will take a number of years to produce outputs in an efficient way. Synergies and partial reallocation of some activities are of course possible and are already happening to a certain extent. Concrete opportunities for reallocation we could found through our case studies and desk research are limited to some aspects of policy-oriented research of a less technical nature (that could be conducted by the Commission or Eurofound) and producing guideline documents for practical implementation (that could be done by the Commission, but still considerable input from OSH would be needed).

Figure 48. In your opinion, what would be the potential impact of the termination of the activities of EU-OSHA on EU policy in the area of employment, industrial relations, living and working conditions?
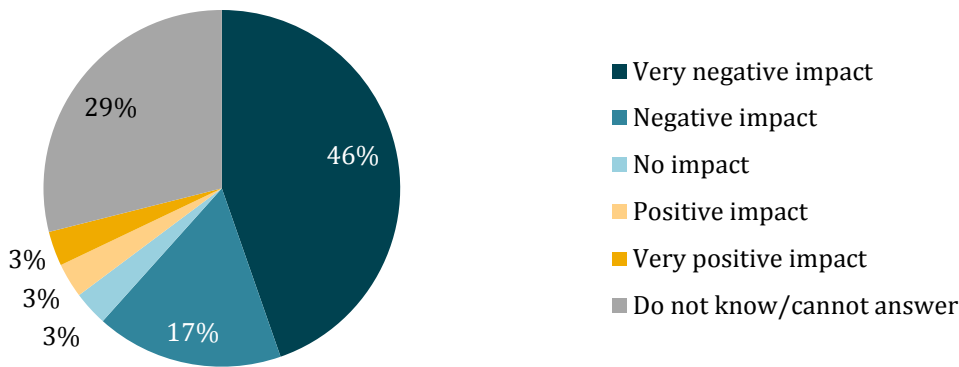
Source: OPC (N=156).

Summary

A number of negative consequences are expected from hypothetical termination of the Agency. Loss of expertise, more limited access to social partners for EU OSH policy implementation, worse access to quality information and lower profile of OSH in Member States are some of those envisaged. It is the prevailing opinion that the work of the agency could not be taken up by other national, EU or international institutions, although on this there are more varied views. Also based on our research and case studies, no complete or substantial replacement hypothesis appears convincing. Synergies and partial reallocation of specific activities are possible, although in practice concrete opportunities found are limited to a few specific circumstances.

1.4.3. Recommendations/ points for improvement of EU added value

Table 8. Points for improvement of EU added value

Conclusion	Recommendation
One of the main sources of added value of EU-	To improve the EU added value of the agency we

OSHA comes from specific thematic knowledge and quality of data and methodologies. A number of research institutes in and outside Europe operate in this area, such as universities (Maastricht University and ILO for example). Other agencies, such as Eurofound, have relevant methodological skills for EU-OSHA to use. Hence, this element of added value can be partly substituted by other organisations.	recommend to explore further opportunities for collaboration with other EU agencies (particularly Eurofound), ILO or national OSH research institutes, for example in implementing joint projects where each participant brings its complementary focus and expertise, and sharing research knowledge on data and methodologies.
The quality and relevance of OSHwiki materials is overall good and higher than Wikipedia but does not meet the same standards of scientific literature (peer reviewed journals) – nor it aims to. The added value of (part of) its contents with respect to other sources is not obvious. The overlaps analysis conducted in the feasibility study suggest that the articles on OSH management and organisation and those which describe EU and MS specific legislation and strategies are those that most represent the unique added value of the tool.	In relation to OSHwiki, the agency could in the upcoming years retain the unique components of OSHwiki with respect to similar sources, namely information on OSH strategies and systems at Member State level and on EU legislation and its implementation[102].
The case study on the contribution of EU-OSHA to OSH management in the context of an ageing workforce sheds light on the specific added value of the agency when providing knowledge outputs with a unique OSH focus on broader employment topics. This even if some of the analytical outputs produced by EU-OSHA within the Pilot Project had a broader scope than OSH, potentially overlapping with research fields that are more typical of Eurofound.	In research studies, the specific focus on OSH should characterise the intervention of the Agency in multidimensional and interdisciplinary fields like age management in order not to overlap and replicate other work.
Practical outputs by the agency are highly valued. Most appreciated outputs by stakeholders were the (online) risk-assessment tools, checklists, guides and networking knowledge tools (OSH-wiki).

EU-OSHA's contribution to the policy process has to be seen more as part of policy implementation than as feeding into policymaking. In this sense, the practical tools and the communication campaigns tend to be more relevant than the analytical outputs as they are more aimed at | The practical approach of EU-OSHA, for instance in developing tools for risk assessment, should be emphasized over the general academic / policy research approach. |

[102] Alternatively, this type of information could also be provided by the European Labour Authority as it might be relevant in the context of cross-border cooperation.

putting OSH considerations in practice.	

2. EVALUATION QUESTION 3 – IMPLEMENTATION OF RECOMMENDATIONS FROM RECENT EXTERNAL EVALUATIONS AND AUDITS

This evaluation question addresses the extent to which the recommendations made by the latest external evaluations and audits have been put in practice.

To monitor the progress of implementing these recommendations, EU-OSHA followed an action plan as is required in the Common Approach[103]. An overview of implementation of evaluation recommendations.

Below we present the summary information concerning the latest external evaluations on EU-OSHA. The external mid-term evaluation of EU-OSHA was carried out in 2011. It provided an overall evaluation of Agency's performance with a view to its Strategy for 2009-2013.

A number of recommendations were put forward for improving the Agency's effectiveness, efficiency and EU value added (see the table below).

Table 9. Recommendations from the previous evaluation

Evaluation criteria	Recommendations from the previous evaluations
Effectiveness	EU-OSHA should: - develop internal systems and procedures to help achieve greater prioritisation and impact in Agency's work - focus on a smaller number of larger projects with potential to achieve greater reach and impact
Efficiency	EU-OSHA should: - adopt a portfolio-based way of working whereby Member States can decide which projects from a range of options to participate in - consult with focal points to explore ways of engaging them, and network partners, more in the work of the Agency
EU value added	EU-OSHA should: - continue with some large projects involving all Member States, for example the campaigns and ESENER - improve stakeholder engagement

In the following table, we provide a summary overview of our current assessment of the implementation of recommendations. Overall, the Agency appears to have implemented the recommendations received largely.

Table 10. Progress in the implementation of the previous recommendations

No.	Recommendation	Actions taken by the Agency

---

[103] Programming Document 2017 – 2019. EU-OSHA. Annex VII, page 77.

No.	Recommendation	Actions taken by the Agency
1	Develop internal systems and procedures to help achieve greater prioritisation and impact in Agency's work.	To address the recommendation, EU-OSHA adopted the following: I) New vision and mission statement from 2013 onwards II) Long-term policy framework III) Strategic framework for prioritisation since 2014 IV) Ex-ante evaluation per new activity is performed As a result, a greater prioritisation of activities has been achieved by several actions taken by the Agency, as well as being a consequence of diminishing (staff) resources.
2	Focus on a smaller number of larger projects with potential to achieve greater reach and impact.	Focus on a smaller number of larger projects has been established. However, opinions differ on whether this is the right approach.
3	Adopt a portfolio-based way of working whereby Member States can decide which projects from a range of options to participate in.	Portfolio with list of options is offered to FOPs and adopted. This has been a positive development, even though flexibility in implementation is missing.
4	Consult with focal points to explore ways of engaging them, and network partners, more in the work of the Agency.	Even though improvements have been made regarding this recommendation, engaging social partners through FOPs remains a challenge. In addition, FOPs expect more from the Agency in terms of facilitating communication.
5	Continue with some large projects involving all Member States, for example the campaigns and ESENER.	Large projects involving all Member States, campaigns and ESENER are continued.
6	Improve stakeholder engagement	Intermediaries / beneficiaries are engaged, for example by asking for their opinion through stakeholder surveys. In addition, FOPs are encouraged to include social partners.

In general, interviewees from all respondent groups (Governing Board, staff, European Commission, focal points) agree that the recommendations of previous evaluations have been implemented to a large extent. Staff interviewees indicate that the Agency evaluates itself yearly and the outcomes of the yearly evaluations are part of the annual activity report.

Regarding the recommendation of *developing systems and procedures to help achieve greater prioritisation and impact in Agency's work*, this is clearly visible. There are six priority areas now, as opposed to thirteen before. A new vision and mission statement have been introduced from 2013 onwards, accompanied by a long-term policy framework allowing focusing on key activities (staff interviewee). In addition, the strategic framework for prioritisation has been introduced since 2014, with activity-based management establishing a link between resources and output. For new activity, an ex-ante evaluation is performed (staff interviewee). Interviewees from the Governing Board emphasised that the prioritisation of activities is a consequence of decreased resources.

Greater prioritisation was accompanied by *focusing on a smaller number of larger projects*, another key recommendation of the external mid-term evaluation of 2011. Most interviewees indeed recognise the focus on a smaller number of larger projects (staff, GB employee representatives, FOPs).

To offer flexibility and cater to the needs of national Member States, a *portfolio-based way of working* whereby Member States can chose projects from a range of options was recommended. The portfolio approach was indeed adopted. With this approach Member States can decide themselves about the intensity of assistance needed by EU-OSHA. The Agency defines a list of options and the FOPs can choose the service that is most applicable and relevant to them (staff interviewees). In general, the FOP interviewees expressed positive opinions about the possibilities offered in the portfolio and the quality of materials provided. A downside of the approach is that there is little flexibility (GB government interviewee, FOP interviewees). For example there is little room for own creativity, because the offered activities are fixed and structured. In addition, flexibility in which (communication) bureaus to hire is missing.

Two recommendations regarding networking have been made: to *consult with focal points to explore ways of engaging them, and network partners, more in the work of the Agency and to improve stakeholder engagement*. Regarding FOP and network partner engagement, staff interviewees indicated that they engaged focal points more by networking. However, FOPs themselves still see ample room for improvement on the way they are being engaged by the Agency. Mainly, their suggestions regard information sharing and communication, from the Governing Board members to the FOP as well as from the Agency staff to the FOP. Governing Board members would not always report to the FOP and seem to receive more information than the FOP does. The satisfaction with Board communication depends on the people in the Board and is country-specific. There is direct communication with the Agency, but some FOP interviewees indicated that they feel they are informed rather than consulted. They also argued that information exchange between the FOPs should be facilitated, for example by online interactive platforms and/or organising visits between FOPs. On their side, some governing board members argued that the Agency should play a stronger role in encouraging the FOPs to engage social partners. There have been efforts to tackle this issue, for example, there was a large consultation of FOPs to check whether they did involve social partners.

Regarding *improving stakeholder engagement*, staff interviewees indicate that they engage intermediaries so that they can affect the workplace level. The level of engagement of intermediaries is monitored by means of stakeholder surveys.

The recommendation of *continuing large projects involving all Member States* was also followed, as for instance major communication campaign are still held at pan-European level.

3. CONCLUSIONS

Based on evidence gathered, the agency appears to be effective and (still) relevant, as well as relatively efficient and generating EU added value. The assessment of effectiveness in achieving higher-level results and impact shows that there is limited impact on policy development and the role of the agency is more related to policy implementation. In the following table, we recap the assessments made in the previous sections in response to the evaluation questions.

Table 11. Conclusions

Question in the Tender Specifications	Summary evaluation judgment
Q1. Effectiveness	
1. How successful are the four Agencies in reaching the expected objectives, results and making impacts?	The agency achieved results in terms of satisfaction of stakeholders and use of its services and products, especially in the area of information and knowledge sharing, as well as awareness raising. Effectiveness of networking between Member States and stakeholders was more limited. Some limitations in EU-OSHA's outreach were identified in its still insufficient visibility in Member States beyond the organisations directly concerned and (alleged) lack of influence on legislation. The impact on policymaking appears to have been limited and almost circumscribed to those sectors dealing with OSH. The role of the agency can be considered stronger in policy implementation.
2. To what extent are the current activities carried by the four Agencies appropriate for achieving their objectives?	Generally, activities appeared to be appropriate to realise the agency's objectives. The ESENER survey provides relevant information to target policy areas and detect differences between countries. Networking activities by the agency were considered appropriate to increase cooperation and the spread of information between different stakeholder groups between and within Member States. Within each Member State, a strategic and operational focal point network is in place. The organisations within these focal points spread information and engage social partners on OSH topics. However, the analysis of interview data suggests that in some focal point networks the information is not spread optimally to all social partners. This had mainly to do with a limited engagement in OSH at the national level in these countries. Campaigns were appropriate to raise awareness of policy-makers and intermediaries, but dissemination to the workplace level was less strongly developed.
3. To what extent are the services that the four	Based on evidence collected, it seems that EU-OSHA

Question in the Tender Specifications	Summary evaluation judgment
Agencies provide actually used by their stakeholders, by EU Institutions and by international bodies and organisations, and how well they respond to their needs?	services and products were used by stakeholders. The way their needs were addressed was generally adequate. Survey data provide a mixed picture highlighting more appreciation for the information-sharing role of EU-OSHA than for its role on policy development.
4. How are the four Agencies adapting to the changes in the EU policy and in the political and the socio-economic situation in the EU?	Regarding EU-OSHA's adaptability to changing situations, the overall assessment is that some adaptation to EU policy took place, and EU policy developments were followed. Changes in the political and socioeconomic situation in the EU were taken into account, although often via EU policy and not all of them.
5. To what extent do the governance model (and tripartite nature), internal structures, mandates, objectives and activities of the four Agencies, achieve the objectives of the Common Approach on Decentralised Agencies (CA) on coherency, effectiveness, accountability and transparency?	The level of transparency of the agency appears to be good and leading to adequate accountability. The agency implemented almost all the CA roadmap and internal processes are based on activity-based management. The agency made improvements in its operations by working efficiently with other agencies and looking for efficiency gains. The governance model, though, does not currently reflect the Common Approach. In fact, the agency has a tripartite representation for all Member States.
Q1. Efficiency	
6. To what extent the four Agencies are cost-effective and how well administrative and operational budgets are balanced?	The agency's budget has oscillated. More funding is spent on operational expenses than on staff and administrative expenses. The Agency has taken a number of measures in order to save resources, such as portfolio approach to translations and joint publications with other EU agencies. Furthermore, there are the multiplier effects of the focal point network approach encouraging national parties to make investments on the country level.
7. To what extent staff resources and workload are appropriate to fulfil efficiently and effectively the Agencies' objectives and activities?	Overall, the agency seems to fully use its capacity, while coping with requests and implementing work programmes. Efficiency gains are searched for, and activities are adapted and sometimes downsized but not cancelled. There is some indication that staff resources are at the moment barely sufficient and the workload high, yet still acceptable to staff. While the Agency has managed to fulfil its objectives, this might become a problem in the future in the event of new

Question in the Tender Specifications	Summary evaluation judgment
	cuts.
8. To what extent are the internal mechanisms for programming, monitoring, reporting and evaluating the agencies adequate for ensuring accountability and appropriate assessment of the overall performance of the Agencies while minimising the administrative burden of the Agencies and its stakeholders?	Overall, the internal mechanisms seem adequate for ensuring accountability and enable performance assessment. The Agency has an activity Based Management Programming procedure and ideas for new activities are tested via ex ante evaluations. The administrative burden stemming from reporting to ensure accountability is perceived to be rather high fur such a small agency. However, it is questionable whether programming, monitoring and evaluation should be considered administrative tasks or part of regular activity.
9. To what extent the four Agencies' internal organisational structures contribute to the effectiveness and efficiency of their operations?	The agency's organisational structure contributes to effectiveness and efficiency of operations because they are rightly aligned and linked to operational objectives. The structure is not complex, because of the small size of the agency. Focal points distribute products from the agency within Member States through a tripartite operational network of social partners. Some focal points raised concerns that there is too little communication between Governing Board members and focal point members of the same social partner group within a country.
10. To what extent the size and composition of the Governing Boards affects the work of the agencies?	The size and composition of the Board is not aligned to the Common Approach. However, there is quite some opposition to proposals of downsizing the board and some streamlining measures have been taken e.g. emphasizing the role of the bureau in ensuring timely decisions and organising meetings of the board back to back with those of the ACHSW.
11. How effective were the host Members States in fulfilling their obligations as defined in the Headquarters Agreements between the Agency and Member State where the seat is located. In particular, to what extent actions undertaken by the host Member States were appropriate to ensure multilingual, European-oriented schooling and appropriate transport connections? Are there any areas for improvement?	We can conclude that overall, no particular issues appear to exist regarding fulfilment of obligations of the host Member State. The location of EU-OSHA is convenient from a logistic point of view, there are no issues with multilingual and European-oriented schooling, and staff members are satisfied with Spain's fulfilment of the Headquarter Agreement.
Q1. Relevance	
12. To what extent do the original objectives of the Agencies still correspond to the needs within the EU?	In conclusion, EU-OSHA mandate and objectives continue to be relevant to EU needs as interpreted by EU policies and strategies such as Europe 2020,

Question in the Tender Specifications	Summary evaluation judgment
	the Juncker political guidelines, the European Pillar of Social Rights and the EU Strategy on OSH. A majority of stakeholders considered EU-OSHA work relevant to their own work. Yet, the Agency is still expected to take up new topics and issues by over one third of stakeholders, Governing Board members and focal point members, showing the high level of expectation is towards the Agency.
13. How relevant are Agencies to the EU citizens?	Relevance to citizens is more difficult to assess as EU-OSHA targets the public mostly indirectly. The changing nature of work (e.g. prevalence of self-employment) is a trend that potentially interrogates the relevance of EU-OSHA to EU citizens. EU-OSHA has increasingly emphasized in its strategic planning documents the need to address risks from new working patterns. While there is some attempt to communicate the general public, a systematic incorporation of the views, interests and needs of particular groups of citizens affected by OSH issues that are not represented by social partner organisations (e.g. non-unionised workers, age groups, LGBT people, women, people with disability) is not part of the governance model.
Q1. EU added value	
14. What is the EU added value of the four Agencies, in particular as regards process and role effects?	EU-OSHA generates EU added value in that it represents a more efficient way to gather knowledge and information than if done by each Member State separately. It offers a repository of unique and high-quality specialist knowledge. In Member States with less developed OSH structures and less resources, EU-OSHA is the main source of materials, promotes the only significant awareness-raising activities and provides a framework for developing an OSH policy agenda at national level. The network of focal points, each one including social partners, is a unique feature that enhances the implementation of OSH strategies and policies.
15. What would be the most likely consequences of the termination of the Agencies?	A number of negative consequences are expected from hypothetical termination of the Agency. Loss of expertise, more limited access to social partners for EU OSH policy implementation, worse access to quality information and lower profile of OSH in Member States are some of those envisaged. It is the prevailing opinion that the work of the agency could not be taken up by other national, EU or international institutions, although on this there

Question in the Tender Specifications	Summary evaluation judgment
	are more varied views. Also based on our research and case studies, no complete or substantial replacement hypothesis appears convincing. Synergies and partial reallocation of specific activities are possible, although in practice concrete opportunities found are limited to a few specific circumstances.
Q3. Implementation of recommendations	
1. To what extent have the recommendations made by the latest external evaluations and those stemming from recent audits been put into practice?	Overall, the Agency appears to have implemented the recommendations received. Some changes e.g. prioritisation were mostly a consequence of reduced resources. There is room for further improvement in the consultation of national focal points.

APPENDIX 1. INTERVENTION LOGIC

The intervention logic of EU-OSHA is presented in the figure on the next page. We compiled the intervention logic by reviewing the key strategic documents of the Agency and the EU OSH strategies in force in the evaluation period:

- Council Regulation (EC) No 2062/94 of 18 July 1994 establishing a European Agency for Safety and Health at Work
- Proposal for a regulation of the European Parliament and of the Council establishing the European Agency for Safety and Health at Work (EU-OSHA), and repealing Council Regulation (EC) 2062/94
- EU-OSHA Strategy 2009-13
- EU-OSHA Multi-Annual Strategic Programme 2014-2020 Final– November 2013
- Community strategy 2007-2012 on health and safety at work.
- EU Strategic Framework on Health and Safety at Work 2014-2020
- Commission Communication "Safer and Healthier Work for All - Modernisation of the EU Occupational Safety and Health Legislation and Policy"

The intervention logic starts with **needs** that were identified based on the key challenges highlighted in the EU Strategic Framework 2014-2020. It follows with three levels of objectives with clear links between them. The **general objective** reflects the mission statement of the Agency provided in the Founding Regulations (i.e. to provide the European Union institutions and bodies, the Member States, the social partners and those involved in the field of safety and health at work with the technical, scientific, legal and economic information and qualified expertise in the field). The specific objectives refer to medium-term priorities set in the EU-OSHA multiannual work programmes for 2009-2013 and 2014-2020. They are followed by the **operational objectives** the Agency sets itself in practice (i.e. developing forecasting information on OSH risks, generating and maintaining information on working environment, promoting networking and coordination, communicating and raising-awareness).

The intervention logic follows with **inputs** (human resources, financial resources, operational processes and organisational processes). We grouped the **activities, outputs** and **results** into four categories that directly follow the clusters of operational and specific objectives. The intervention logic contains only some examples of output and result indicators, while a more exhaustive list is provided in the inception report.

In the **impacts** section, we have identified a number of major EC policy initiatives where it was reasonable to assume that EU-OSHA could have played a role supporting them. During the evaluation, we will analyse whether, how and to what extent EU-OSHA has contributed to a number of **selected initiatives and processes**. When feasible, we will also look at the broader **social, economic and environmental impact** of the EU-level policy initiatives and processes that EU-OSHA has contributed to.

Figure 49. Intervention logic of EU-OSHA

Needs

Keeping the European workforce healthy and safe by improving the implementation record of Member States, in particular by enhancing the capacity of micro and small enterprises to put in place effective and efficient risk prevention measures	Improving the prevention of work-related diseases by tackling existing, new and emerging risks taking into account the following drivers for labour market change: - Ageing work force - Technological innovation - New forms of employment (temporary jobs, self-employed)

General objective

To provide the European Union institutions and bodies, the Member States, the social partners and those involved in the field of safety and health at work with the technical, scientific, legal and economic information and qualified expertise in the field

Specific ojectives

Promoting cooperation among Member States and stakeholders to make the best use of OSH resources	Generating and maintaining high quality knowledge on OSH new and emerging risks, their health effects, prevention	Raising awareness of OSH risks and their prevention	Making knowledge and good practices accessible for those involved in OSH.Stimulate dialogue on different levels (EU, national, sectoral (social partners), employers and employees)

Operational objectives

To collect, analyse and disseminate technical, scientific and economic information on safety and health at work through:

Developing forecasting information on OSH risks	Generating and maintaining information on working environment	Promoting networking and coordination	Communicating and raising-awareness on OSH new and emerging risks, health effects and prevention

Inputs

Human resources allocated to agency activities	**Financial resources** allocated to agency activities	**Operational processes** supporting agency activities	**Organisational/ institutional processes** supporting agency activities

Activities

Developing forecasting information on OSH risks	**Generating and maintaining information on working environment**	**Promoting networking and coordination**	**Communicating and raising-awareness**
- Maintain and keep up to date an European Risk Observatory (ERO) - Conduct foresight studies - Contribution to development of OSH information systems project	- Conduct surveys (ESENER, opinion polls) - Produce thematic overviews - Produce and collect in a database risk assessment interactive tools, checklists, guides	- Produce networking knowledge tools (OSH-wiki) - Collect information on good practices of occupational health promotion - Maintain strategic and operational networks - Promote projects on OSH research coordination at EU level (ERA) - Implement specific programmes outisde the EU	- Conduct awareness-raising campaigns - Provide information on OSH risks and prevention for different stakeholders - Organise workshops, meetings, conferences, training, events - Maintain corporate communication

Outputs

Developing forecasting information on OSH risks	Generating and maintaining information on working environment	Promoting networking and coordination	Communicating and raising-awareness
- Updated European Risk Observatory (ERO) - Foresights studies reports - Useful contribution to development of OSH information systems project	- Published datasets of the European Surveys (ESENER, opinion polls) - (Online) risk-assessment tools, checklists, guides - Thematic overviews	- Strategic networks - Operational networks (national focal points) - Outputs of EU cooperation projects (ERA) - Outputs of programmes outside the EU (e.g. IPA) - Networking knowledge tools (OSH-wiki) - Good practices inventories	- Workshops, meetings, conferences - Training events - Corporate communication products - Materials of awareness-raising campaigns - Outreach of awareness raising campaigns (quantity, quality)

Results

Developing forecasting information on OSH risks	Generating and maintaining information on working environment	Promoting networking and coordination	Communicating and raising-awareness
- Use of forecasting knowledge in policy and practical initiatives - Experts satisfied with relevance of risks identified and reliability of forecasting data	- Use of datasets and online tools by stakeholders - Use of thematic overviews - Experts satisfied with relevance of information and reliability of data	- Strategic and operational networks established - Coverage, quality and composition of established networks - Satisfaction of stakeholders networking activities - Increased cooperation on information and research among MS, joint projects - Knowledge and use of tools by SME's and other OSH actors	- Behavioural changes following awareness-raising campaigns - Knowledge and awareness of OSH issues by target groups of awareness raising campaigns - Knowledge and replication of good practices examples

Impacts

Direct impacts
Contribution to EU OSH legislation and strategies:

Community Strategy 2007-2012 on Health and Safety at Work
EU Strategic Framework on Health and Safety at Work 2014-2020
OSH Fitness Check, January 2017
Communication on the Modernisation of OSH, January 2017

Indirect impacts
Economic, social and environmental impacts of EU policy initiatives that EU-OSHA has contributed to