



International  
Labour  
Organization

## ▶ Improving safety and health in global supply chains in Madagascar (Vision Zero Fund)

### ▶ Self-assessment report – Executive summary

**Country :** Madagascar

**Project dates:** July 2017 – January 2020

**Report date:** April 2020

**Assessment type:** Self-assessment

**Assessor:** Justine Tillier, Programme Officer

**Donor:** Ministry of Labour, France

**Codes:** GLO/18/58/FRA and MDG/17/50/FRA

### ▶ Background

In Madagascar, this project, implemented by the International Labour Organization under the “Safety + Health for All” flagship programme, aimed to improve the safety and health of workers in global supply chains in the textile and lychee sectors, thanks to financing from the Vision Zero Fund.

Primarily export-oriented, the textile and lychee industries are important for the Malagasy economy. The textile sector generates around 260,000 jobs and can be broken down into four main activities: cotton cultivation; cotton ginning and cleaning; spinning and weaving; and garment manufacturing. Furthermore, Madagascar is one of the world’s top five producers of lychees. The industry, which generates around 110,000 jobs, includes three main activities: lychee cultivation; harvesting and transportation; and packing and processing.

### ▶ Project overview

To develop an integrated approach combining prevention of and protection against occupational risks in a given supply chain, the Vision Zero Fund initially applies a methodology to pinpoint and understand the occupational safety and health (OSH) vulnerabilities.

In the case of the lychee industry in Madagascar, an upstream case study was conducted and the needs and opportunities for action were identified in consultation with the stakeholders in the supply chain, in order to put in place measures to support the industry. As for the textile industry, the project conducted research and analysis before embarking on a series of activities designed especially for the sector and the country. The project also took action at the institutional level to build the capacity of OSH actors in Madagascar.

A second phase focusing on the textile industry began immediately after this project in January 2020.



## ► Self-assessment methodology

The self-assessment is coordinated by a person within the project for the purposes of organizational learning. That person documents the major achievements, lessons learned, challenges encountered and suggested improvements for the future. The results of the assessment were incorporated directly into the final project report. The assessment was based on a review of the literature and a series of interviews with the various project stakeholders: ILO staff members, tripartite + partners and intended beneficiaries.

## Key findings and results

### ► Relevance

The project's aims and strategy fully met the requests of the beneficiaries in the lychee and textile industries in Madagascar and the OSH needs identified by the partners at both the national and sectoral levels.

Partners such as the lychee exporters' association said that the stocktaking of their industry had enabled a relevant response to be implemented. The study of the textile industry was the first targeting all actors in the chain, from cotton cultivation through to garment manufacture. The analysis provided valuable information that enabled relevant action to be taken for phase II of the project and provided the tripartite constituents with an accurate overview of the OSH situation.

As for labour inspection, members of the Labour Inspectorate confirmed that the project had indeed targeted their OSH gaps and provided sustainable remedies.

At the national level, the project responded to the need for strengthened coordination among the various stakeholders working on OSH matters, such as the Labour Inspectorate and the National Social Security Fund. The director of the ILO Office in Madagascar noted that the constant social dialogue throughout the project implementation had made a substantial contribution to the relevance of the proposed response.

The project was also able to adapt to changing circumstances and external shocks, such as Cyclone Ava and the plague epidemic, by rapidly offering targeted activities to enable actors in the lychee industry to develop effective responses.



### ► Effectiveness

The various stakeholders considered that the project fully achieved its objectives. In particular, the project resulted in:

- » **Raised awareness of the importance of prevention in OSH among the social partners**, including employers in both sectors targeted by the project.
- » **A marked improvement in the safety and health of workers in the lychee supply chain**, with the affiliation of workers to occupational health services, use of new ergonomic *garabas* (traditional baskets), systematic recording of accidents and incidents, improved arrangement of workstations and the availability of nurses at the workplace.
- » **Increased power for labour administration on OSH matters**, thanks to a comprehensive capacity-building programme on labour inspection. Pooled training of all inspectors in Madagascar (245 officials – 101 men and 144 women) was conducted by a task force of inspectors comprising seven men and five women. All inspectors now possess the knowledge required to conduct effective OSH inspections nationwide.
- » **The establishment of social dialogue on OSH at the national, regional and sectoral levels**. This has led, among other things, to all stakeholders participating in the preparation of a study on the textile industry, the development of participatory practices for prevention and monitoring of risks, and the adoption of a 5-year inter-institutional OSH plan.



- » **A case study on the textile sector**, which among other things established trust between the project and actors in the industry, thereby enabling significant results to be obtained in phase II of the project.

Despite the positive results and significant progress achieved, the lack of resources of the Ministry of Labour, and the Labour Inspectorate in particular, remains a challenge for conducting inspections and the necessary follow-up.

In addition, only 7 out of 28 lychee treatment facilities volunteered to participate in the project activities. However, the enterprises that hesitated to join in with the pilot activities subsequently indicated that they regretted not having been involved and now intended to implement certain changes initiated by the project.

### ► Efficiency

The allocated resources were sufficient to achieve the project results, which in Madagascar consistently exceeded the initial plan. That is due in part to the agile distribution and management of funds between the project in Madagascar and the technical unit in Geneva. The donor also indicated that the project resources had been used with above average efficiency. In addition, the project demonstrated flexibility by reallocating funds earmarked for Tunisia to Madagascar, with the donor's agreement.

Despite limited resources, the project was able to implement activities in two supply chains in Madagascar (lychee and textiles) without any adverse effects on the results. In fact, the experience gained in an agricultural sector such as the lychee sector was extremely valuable to the project. It enabled good

practices in protecting seasonal workers to be identified, which will be carried over to phase II of the project for cotton growers and possibly expanded to cover a greater number of temporary workers.

The technical support and overall coordination of the project, provided by the LABADMIN/OSH Branch in constant close consultation with the ILO Office in Antananarivo, meant that the necessary range of expertise could be made available rapidly. It also enabled a regular flow of information with the project donor, the secretariat of the Vision Zero Fund and the members of the Fund's steering committee. The donor also noted that communication was very smooth and that the project managers were proactive and attentive to issues in the field and funding issues.

During the evaluation there was a suggestion that the regional OSH specialist, who is English-speaking, could be involved more regularly in the project implementation. That would mean that Madagascar could be better integrated into the ILO's regional OSH planning and that good practices could be exchanged at the regional level during the implementation of phase II.

### ► Sustainability

The project produced a number of results that can be sustained, expanded or transposed. The following sustainable results were identified:

- » **Institutionalization of the OSH training curriculum.** The OSH curriculum developed by the ILO and delivered to the members of the task force was shared with all labour inspectors in Madagascar. The curriculum was also incorporated into the initial training given by the National School of Administration to future labour inspectors.
- » **Strengthening the role of labour inspection within Malagasy institutions**, through a joint inspection campaign organized along with the National Social Security Fund and led by the Labour Inspectorate. Over a period of three months, 572 enterprises joined, covering 12,172 workers (more than 60 per cent of whom were women).
- » **Affiliation of temporary workers to occupational safety and health services.** Negotiations among healthcare actors and lychee treatment facilities that volunteered resulted in the affiliation of 1,100 workers in an occupational medical service in 2018 and 1,335 workers in 2019. These employers said that they intended to continue the practice in the future. Beyond the lychee sector, phase II of

the project will examine the possibility of replicating the practices for seasonal workers in the cotton industry. In addition, the project will continue its institutional work promoting occupational health services and will use this experience to encourage greater affiliation of workers at the national level.

- » **Support for the implementation of direct solutions to strengthen OSH in the lychee supply chain.** Employers reported that action in the lychee supply chain resulted in the adoption of sustainable measures such as the occupational health service assigning nurses to treatment facilities throughout the campaign and the provision of OSH training for managers.
- » **Proposed adoption of a code of conduct in the lychee sector.** The aim of the code is to encourage employers to prevent and monitor workplace risks on a voluntary basis. Representatives of the lychee exporters' association gave their agreement in principle to the preparation and adoption of the document.

### ► Conclusions

The project achieved, and sometimes exceeded, the expected results thanks to regular dialogue with the tripartite constituents, who fully committed to the implementation of the project, and to regular collaboration between the project team in the field and headquarters staff at both the programming and technical levels.

A second phase of the project has been approved and formally began operating in January 2020. It is focusing on activities in the textile supply chain, from cotton growing through to exporting of garments. The new project is based on the recommendations of the analysis conducted during phase I, and incorporates the good practices that were identified.

### ► Good practices

Three good practices were identified and documented:

1. Invest in an advisory group of labour inspectors and strengthen institutional capacities to ensure greater compliance with labour standards, in particular in textile supply chains and with regard to OSH.
2. Expand access to occupational health services by affiliating temporary workers to the occupational health service to care for their health.
3. Importance of local organizations, including agricultural organizations, to the implementation of activities in rural areas.  
– Collaboration with the Toamasina Technical and Horticultural Centre was key.

The good practices from this project will be shared with the other Vision Zero Fund projects to improve activities in textile and agricultural supply chains, and more broadly with all projects promoting the occupational safety and health of all workers through the Safety + Health for All flagship programme.

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