



Final Report

*Evaluation of
European Week for
Safety and Health at
Work 2004*

September 2005



Centre for
**Strategy &
Evaluation**

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Glossary of Terms

The Agency – European Agency for Safety and Health at Work

EFBWW - European Federation of Building and Woodworkers

ETUC -European Trade Union Confederation

EU – European Union

EU10 – Ten countries which joined the EU in 2004

EU15 – Existing members of the EU prior to enlargement in 2004

EW –European Week

EW2004- European Week 2004

EC- European Community

FIEC - European Construction Industry Federation

FOP- National Focal Point

GPA- Good Practice Award

MS – Members state(s)

NMSs – New Member States (refers to ten countries which joined the EU in 2004)

NSP– National Social Partner

OSH – Occupational Health and Safety

SME – Small and Medium Size Enterprise

UNICE - Union des Industries de la Communauté européenne

Executive Summary

The evaluation of the European Week 2004 (EW2004) was carried out by the Centre for Strategy & Evaluation Services (CSES) for the European Agency for Safety and Health at Work (the Agency) in the first half of 2005.

Overall Conclusions

The overall conclusion of this evaluation is positive, namely that European Week 2004 achieved its main objectives, at least to the extent that outcomes can be assessed. Overall, the Agency's role in organising European Week 2004 demonstrates considerable Community added value - without the Agency, it is highly unlikely that there would have been a coordinated campaign with a strong European character. This European character, in turn, helped to reinforce national efforts to promote improved safety and health practices in the construction sector.

Looking to the future, the research suggests that the workplace reach and the exchange of trans-national experience on the organisational aspects of the European Week are the key areas that need to be improved. These were identified as areas for improvement also in the previous evaluations. One of the key conclusions of this evaluation is also that modifying the existing FOP subsidy model would result in the more efficient use of resources and help to strengthen trans-national cooperation.

1. **Conclusions** – specific aspects of European Week 2004

Below, we summarise key findings from the evaluation of European Week 2004. We start with the role of the Agency and organisation of the campaign at the EU and national levels.

1. The activities organised during the EW2004 were very relevant to the needs of the construction sector. The research feedback suggests that, in general, the sector focus of EW 2004 was helpful in maximising impacts. Focusing on a single sector also made it easier to identify campaign partners and to reach the workplaces since the target group was well defined.

2. The Agency's coordination of the EW2004 was carried out efficiently. The evaluation findings indicate good overall levels of satisfaction with the way the Agency undertook its role and with regard to the interaction with FOPs. The parallel launch and parallel October Week had a positive impact on the organisational effort involved in EW2004 at the national level and helped to increase the visibility of the campaign. There were, however, some criticisms of the overall campaign timetable. In particular, more time was needed to check the translations of the campaign materials.

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Similarly, the feedback suggests that the GPA Call and translations needed to be published earlier.

3. The EW2004 campaign materials produced by the Agency were relevant to the key target groups, the fact sheets being considered as the most useful in this respect. The materials could, however, have been targeted more closely at the sub-groups within the construction sector with the contents of the materials being customised accordingly. Giving the campaign materials a more pictorial format would help overcome language barriers amongst certain groups (e.g. immigrant workers) and also reduce translation costs.

4. Promotion of the EW 2004 could have been more effective by using information on the participants of other Agency's initiatives to expand the target group. This could, for example, have been achieved by utilising the data that the Agency has gathered on organisations through related initiatives such as the SME Funding Schemes or through the Online Charter registration process.

5. The visibility of the European Week could also have been further improved by reducing the time lag between the launch date and the October Week. This assumes that all of the preparatory activities would have been carried out as normal, from the beginning of the year. The website is the key promotional tool but Internet usage varies across countries, particularly in the SME sector.

6. The level and mix of European Week 2004 activities at a national level varied, but seminars and the distribution of the campaign materials were considered by the FOPs as the most effective and cost efficient methods for reaching workplaces. Intermediaries, rather than the workplaces, were the primary target audience of the national EW 2004 activities. FOPs and national social partners considered it more effective to focus on targeting intermediaries as they have access to a large number of workplaces and can therefore more effectively disseminate the EW information. It should be noted that this is based on the feedback by the FOPs and their social partners and that the FOPs did not carry out ex-post evaluations of national level activities that explored the effectiveness and efficiency of different types of activities, for example by examining the opinions of end-beneficiaries. At a national level, the EW2004 promotion through the media was generally a secondary priority due to high costs involved although there were several examples of exceptions to this where a lot of emphasis was put on media campaigns.

7. The involvement of European social partners helped to increase the visibility and the impact of EW 2004 and has created a strong potential for follow-up action and multiplier effects. The involvement of the sector specific European social partners was a particularly important feature of European Week 2004. In theory, it meant that the

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campaign had stronger backing, could be targeted more effectively and efficiently, and was more likely to achieve multiplier effects. The research feedback from social partners themselves and other sources suggests that these aims were generally achieved. The input of European social partners also helped, through the Bilbao Declaration and other activities, to raise the profile of European Week 2004. There is considerable potential for follow-up actions by the social partners to ensure that commitments made at a European level are translated into actions in the construction sector across different countries.

8. At the national level, cooperation between FOPs and their national social partners was largely satisfactory. However, there is further scope for involving insurance companies and private companies in the EW activities.

9. The research feedback suggests that there are a number of ways in which the existing FOP subsidy model could be improved. The key issues raised by the existing FOP subsidy model relate to reporting, co-financing and sub-contracting limits and procedures for changing project specifications. Co-financing and sub-contracting limits were generally considered as being too inflexible. These arrangements are, however, in line with the European financial regulations and principle of sound budget management. There is very limited scope for the Agency to introduce changes that would go beyond the significant increase made in 2005. The perception of overly complex reporting requirements was a key issue for many FOPs, in particular the need to report on national activities which in some cases were not supported financially by the Agency's subsidy. Here, requirements could certainly be simplified. The procedure involved in changing the specifications of approved activities, due to the unforeseen developments during the course of the year, was also criticised although our understanding of the Agency's procedures suggests that the requirements are not unreasonable.

10. Overall, the FOP subsidy demonstrated only very limited financial additionality. The research suggests that FOP subsidy is not critical to initiating activities at a national level since a significant proportion – around a quarter of the total budget for FOP subsidy– was not requested by the FOPs. Even where it was used, the financial additionality of the FOP subsidy is judged by us to be at a low-medium level as most of the activities would have gone ahead anyway, albeit on a reduced scale. As such, the FOP subsidy did not stimulate any significant development of additional activities at the national level.

11. The existing GPA scheme is well established and is one of the key elements of European Week. According to our research, the GPA scheme is particularly useful to the workplaces in providing practical examples of how health and safety issues can be tackled. The research confirms that the GPA is a valuable activity and should be

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continued. The response to the 2004 GPA Call was generally poor, but it was at a similar level as in previous years which indicates that this question needs to be addressed in the future. A key cause of the weak response was the lack of perceived benefits from participation. The key benefits that firms seek when applying for the GPA are publicity and improved image.

12. While the GPA organisational model is well established, some aspects could be improved. Key sources of information on GPA were the EW2004 website, specialist press and EW2004 publications. Organising national GPAs made the identification of the nominees for the EU level competition easier. However, in some countries, the GPA Call and national versions of the application form were only provided several weeks after the publication of the official Call at a European level which made it harder to market the GPA to firms and did not allow enough time for them to complete the application procedures. The transparency of the selection process at the EU level was not very clear.

13. The Online Charter succeeded in making an impact at the workplace level as a majority of the signatory organisations claim that they implemented the actions they committed themselves to taking when signing the Charter. Feedback from the signatories indicates that they saw the Charter as a tool that helps demonstrate their commitment to health and safety to a wide range of stakeholders. Although there was a good overall response to the Online Charter with almost a thousand firms or organisations signing it, an analysis of the signatories shows a strong bias towards one particular country. An obstacle to securing wider participation and more signatories is that neither the companies nor the intermediaries seem to fully understand the benefits of signing the Online Charter. This is coupled with different cultural sensitivities with regard to the concept of a ‘Charter’ which also hindered take up. Levels of internet usage also vary across countries, especially among SMEs.

14. The Closing Summit and Bilbao Declaration were good ways of strengthening the dialogue between the social partners from the construction sector and raising the visibility of health and safety issues among the relevant European level players. There is also considerable potential for the Bilbao Declaration follow-up activities to bring about change in the working practices at a national level. An aspect of the Closing Summit that could be improved is the working sessions, which are currently structured as formal speeches.

15. Overall, the Agency’s role in European Week 2004 demonstrated considerable Community added value. Without the Agency, it is highly unlikely that there would be a coordinated campaign with a strong European character. The European character of the event, in turn, helps to reinforce national efforts. There is some scope to further

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increase the European identity of European Week and to achieve greater synergies with other European campaigns such as SLIC.

2. Recommendations – Improving Future European Weeks

Below, we summarise recommendations for ways in which future European Week campaigns could be improved.

16. There should be more emphasis on targeting workplaces directly. Various ways of achieving this have been highlighted in this report – more emphasis on trans-national initiatives (here, the SME Funding Scheme provides good examples), working with large companies to disseminate good practices via supply chains, improved promotional material (including material that can be used in different countries), etc.

17. Further exchange of experience between the FOPs with respect to organising the EW should be facilitated. The Agency's meetings with FOPs or events such as the Closing Summit could be used to organise workshops devoted to exchange of experience between the FOPs, particularly in the areas such as mobilisation of national social partners, reaching workplaces, and the process of obtaining GPA nominees and general promotion of EW. We understand that an exchange of experience along these lines was offered to FOPs in the past and this opportunity should be looked into again.

18. The European Week promotional materials should be delivered before the start of the campaign. The national language versions of the GPA call and the application form should be made available at the same time when the official call is published. The Call should be published at even earlier in the year (if possible in January instead of February). The campaign materials should be targeted more closely at the particular sub-groups within the construction sector and more audio-visual or materials in pictorial format should be provided in order to overcome language barriers.

19. Promotional effectiveness of EW could be strengthened at the EU level by implementing some changes to the existing practices. The Agency could use the data on organisations gathered through the SME Funding Schemes and the Online Charter to advertise EW activities such as the GPA. Promotion of the EW should be continued as with the existing model, i.e. using both the off-line methods and the website in order to accommodate different levels of internet usage. With regard to the timetable, if possible, the EW launch should be organised closer in time to the October Week rather than in April. Concentrating the activities in a shorter period time would help increase the visibility of the EW as there is no large budget available to support a high level of activity over a period of several months.

20. Community added value and the impact of the EW could be reinforced through increased dissemination of European best practices, closer cooperation with other EU

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campaigns such as SLIC and further involvement of European social partners. Improved dissemination of European best practices is linked to the proposal on the changes to the FOP subsidy model (see below). There is a strong potential for sector-specific social partners to enhance Community added value through the follow-up actions related to the Bilbao Declaration. When a sectoral theme is addressed by the EW in the future, sector-specific social partners should be even more closely involved in the design of the EW activities to ensure that even more of the key sector-specific issues are addressed.

21. The impact of the EW could be enhanced by ensuring more coherence with EU policies. In particular, the Agency should consider how health and safety issues could be further integrated into the Lisbon Strategy and the European social dialogue (see Recommendation 22).

22. In addition to European social partners from the particular sector targeted by European Week, statutory insurance companies and private companies should be more involved in the future EW activities, both at the national and the EU level. This would help ensure more workplaces are targeted and, in the case of insurance companies, raise the visibility of the costs incurred by neglecting health and safety issues. Strengthening links with the European network of insurance companies would be a sensible first step.

23. EW promotional effectiveness at the national level could be increased through further support from the Agency and some changes in the promotional strategy at the national level. The Agency could, for example, produce a common EU advert which would reduce the costs of advertising at the national level. Structuring the PR activity at the national level and making deals with the media companies with regard to the coverage of EW activities would also help increase promotional effectiveness. The Agency's current pilot project under which PR activities in several countries are outsourced through an external Agency is a positive contribution towards reducing the cost and increasing the visibility of the EW at the national level.

24. If the current FOP subsidy model is retained, steps should be taken to improve procedures. In particular, the reporting arrangements could be simplified by combining some of the reports into a single document and by including more 'tick-box' questions in the templates so that the responses are easier to quantify for analytical purposes. The existing procedure for changing project specifications should be communicated to the FOPs again as the current perception is that the process is too complex.

25. Although it may not be appropriate to change the FOP subsidy model in the short-term, consideration should be given to alternative arrangements in the longer term. In the short-term, the existing FOP subsidy model should be maintained since any change

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could make it more difficult to secure the engagement of EU10 countries. However, in the medium-term, alternatives to the current FOP subsidy model should be considered. The justification for this lies in the overall low level of FOP subsidy additionality and the fact that a large proportion of the subsidy budget was not claimed by FOPs. But any alternative arrangements need to take into account the needs of a small number of countries who would not be able to organise any EW related activities without the Agency's support. In the medium-term, we recommend that the subsidy should be replaced by more emphasis on supporting trans-national projects aimed at awareness raising/best practice sharing at the workplace level. Targeting the workplaces directly through trans-European projects and increasing the emphasis on the sharing of best practices would further help increase the Community added value of the EW. A final decision on the way forward should be preferably reached through a small working group consisting of both the Agency's and FOP representatives.

26. The recruitment of the GPA nominees could be increased through some changes to current processes and promotional messages. The copies of the GPA Call and application form in national languages should be provided at the same time when the official call is published (February 2004 in the case of EW2004) in order to allow more time for completion of the applications. A stronger exchange of experience between the FOPs with respect to the organisation of GPA and recruitment of nominees should be facilitated. More than one nomination per country for the EU level competition should be allowed providing that the administrative cost for the Agency does not outweigh the benefits.

27. GPA participants should be given more publicity both at the EU level and national level. The existing publicity material on the GPA should contain stronger promotional messages with regard to the benefits of participation. This could include quotes/testimonies from the past GPA winners highlighting the benefits of participation to their organisations. In order to increase the transparency of the EU level selection process, the Agency should send a letter to all the EU level GPA nominees, after the winners are announced, explaining the selection criteria in some more detail.

28. The good practice demonstration value of GPA should be further exploited. Given the high practical value of the good practice examples, the booklet which outlines the good practices nominated at the EU level should be translated into different national languages. It should also include some further details on the good practices.

29. The attractiveness of the Online Charter could be increased by more clearly defining 'key selling points' and by diversifying marketing channels. The benefits of the Online Charter must be clearly defined in order to attract the signatories and to make it easier for the intermediaries to 'sell' the concept. The key selling points need

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to be strongly emphasised both in the promotional materials and in communication with the FOPs and intermediaries.

30. The possibility of providing a web-based tool at the end of the Online Charter registration process, such as risk assessment tool, should be considered. This would be a way of attracting more signatories and to make the exercise more useful to them. The outputs of the SME Funding Schemes should be reviewed to try to identify any tools that can be adapted for this purpose.

31. The possibility of providing the Charter in both online and offline formats should be investigated to lower the barrier faced by low internet users. Promotional channels such as professional press, other EW campaign materials and FOP network could also be developed further in order to market the Charter more effectively. The Charter should also be cross-marketed to the companies whose data was collected through other programmes such as the GPA and SME Funding Scheme. Given that the Charter is often displayed in businesses as a way of demonstrating their commitment to safety and health, the Agency should provide a hard copy of the certificate since the print quality of the copy which is emailed to the participants is low.

32. Initiatives similar to the Bilbao Declaration should become a regular feature of the future Summits. This will help ensure that the results of the European Weeks are sustained at the EU level by committing the key players to continuing actions. In order to sustain the momentum and impact of signing the Bilbao Declaration, the work of the follow-up Forum should continue to focus on identifying key problem areas and ways to address them. The Commission's financial instruments in support of European social dialogue could be used to help support follow-up actions.

33. Steps should be taken to improve the way in which European Week is monitored and evaluated. The final report includes suggestions on improved performance measurement. Various performance indicators are suggested, some of which should be linked to the criteria for awarding FOP subsidies. Consideration should also be given in the future to an improved quantification of European Week objectives so that the success and impacts of the campaign can be more precisely assessed. Conducting case study-based evaluations at the national level, at least in a sample of member states, would also be invaluable in helping to determine the impact of different types of activities and the numbers of companies reached through the European Week.

Any performance measurement framework that is developed should, however, be made known to FOPs and other key European Week partners well in advance of the campaign so that steps can be taken to put the necessary data collection procedures in place. It is clearly important to strike a balance between what is desirable in theory and what can realistically be achieved in practice.

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Methodological note:

Specific aims of the European Week 2004 (EW2004) evaluation as set out in the Agency's Terms of Reference were, in summary, to:

- Assess the effectiveness and impact of EW2004 and the activities generated, given the specific features of this year's campaign in comparison with the previous ones;
 - Assess changes that have been introduced to improve effectiveness when compared with previous years;
 - Learn about campaigning in EU10 and establish whether any special provisions need to be put in place when running the EW in EU10;
- Assess the appropriateness of the national focal point (FOP) subsidy 2004 to stimulate EW related actions at national level;
- Examine more closely individual European Week activities than it was the case in previous evaluations. Apart from the FOP subsidy, the evaluation will therefore more closely address the activities related to Good Practice Award Scheme (GPA), Online Campaign Charter and the Closing Summit, particularly Bilbao Declaration which was signed at the Summit;
- Provide conclusions and recommendations to help develop and optimise future Health and Safety Weeks.

The evaluation was carried out in a number of phases:

Phase 1: preparatory tasks - during Phase 1 various background documents were examined. These included general documentation which was provided by the Agency about the features of EW2004 activities and the organisational and promotional activities. The previous evaluations were also reviewed as well as all of the available reports submitted by the FOPs on EW2004.

Phase 2: survey work and interviews – the evaluation relied on the FOPs and the social partners as the primary sources of information. In addition, a survey of Online Charter signatories was undertaken resulting in 127 responses. The details of 53 GPA participants were provided by the FOPs, with the subsequent survey resulting in the response rate of 30%. A small sample of 21 SME Funding Scheme beneficiaries was also surveyed resulting in 29% return. A total of 17 FOPs responded to the survey (a response rate of 68%). The details of 75 national social partners were provided by the FOPs with the survey resulting in a response rate of 32%. The total number of survey responses from the various sources was 190. The responses are also well balanced geographically between the northern/southern and EU10/EU15.

The findings from the surveys were further developed and verified during the face to face and telephone interviews. Face to face interviews were completed with seven members of the Agency's staff, 24 FOPs/national social partners from 16 countries and two European social partners. In total, 41 telephone or face-to-face interviews were undertaken.

Phase 3: analysis and final report – during the final phase of the evaluation, we combined the research findings from the various aspects of the Phase 2 fieldwork and prepared a final report.

Introduction

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The evaluation of the European Week 2004 (EW2004) was carried out by the Centre for Strategy & Evaluation Services (CSES) for the European Agency for Safety and Health at Work (the Agency) in the first half of 2005.

The European Week is an annual EU-wide information campaign that aims to improve the levels of occupational health and safety in the workplaces. The purpose of evaluation was to assess various aspects of EW2004 and to produce recommendations for future European Weeks.

1.1 Study aims

Specific aims of the European Week 2004 (EW2004) evaluation as set out in the Agency's Terms of Reference can be summarized as follows:

- To assess the effectiveness and impact of EW2004 and the activities generated, given the specific features of this year's campaign in comparison with the previous ones;
 - Assess changes that have been introduced to improve effectiveness when compared with previous years;
 - Learn about campaigning in EU10 and establish whether any special provisions need to be put in place when running the EW in EU10;
- Assess the appropriateness of the national focal point (FOP) subsidy 2004 to stimulate EW related actions at national level;
- Examine more closely individual European Week activities than it was the case in previous evaluations. Apart from the FOP subsidy, the evaluation will therefore more closely address the activities related to Good Practice Award Scheme (GPA), Online Campaign Charter and the Closing Summit, particularly Bilbao Declaration which was signed at the Summit;
- Provide conclusions and recommendations to help develop and optimise future Health and Safety Weeks.

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1.2 Structure of the report

The final report is structured as follows:

- **Section 2** gives background information on the European Week campaigns in general and European Week 2004 in particular;
- **Section 3** evaluates the organisation of the EW2004 at an EU level and assesses the role of the Agency;
- **Section 4** evaluates the organisation of the EW2004 at national level and reviews the activities undertaken as part of the campaign;
- **Section 5** provides an assessment of key aspects of EW2004 including the FOP subsidy, Good Practice Award Scheme, the Online Charter and Closing Summit/Bilbao Declaration;
- **Section 6** presents overall conclusions and recommendations from the evaluation of the EW2004.

The report is supported by a number of appendices containing copies of the questionnaires used for the various surveys undertaken as part of the evaluation, interview checklists, and other information.

Background & Key Issues

2

In this section, we examine the background to the European Week in general and European Week 2004 in particular, and a number of key evaluation issues.

We start by providing an overview of the objectives of the European Week/European Week 2004 and the organisational model at the EU and national levels. We also outline the EW intervention logic and summarise the activities which were organised at the EU and national levels. We then examine a number of specific evaluation issues.

2.1 Objectives of European Week 2004

The European Week 2004 was the fifth European Week campaign organised by the European Agency for Health and Safety at work.

The theme of the European Week, which is common to all Member States (MS), changes on an annual basis. Each European Week addresses either a specific occupational risk, such as stress, or occupational risks within a specific industrial sector. The European Weeks prior to 2004 focused on horizontal health and safety risks which are present across a number of sectors - ‘Prevention of Accidents’ (2000) ‘Musculoskeletal Disorders’ (2001), ‘Working on Stress’ (2002) and ‘Dangerous Substances’ (2003).

The EW2004 was the first European Week to focus on a single sector. The Agency selected the construction sector and the campaign was named ‘Building in Safety’. The reason for choosing construction is that it is both one of the largest sectors in Europe in terms of employment and has one of the worst health and safety records. It is estimated that health and safety problems in construction cost businesses and tax payers nearly €75 billion a year. The theme also fits well with wider EU policy priorities and the Community Strategy on Health and Safety highlighted construction as an important sector to focus on.

The specific objectives of the European Week 2004 were the following:

- Raise awareness of occupational risks in the construction sector;
- Increase the political profile of the health and safety issues in construction sector by highlighting these issues and the related human and financial costs. The costs account for up to 8.5% of total construction project costs;
- Promote and support practical solutions at workplace level to reduce health and safety risks and improve working conditions in the sector;

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- Facilitate the exchange of information on good safety and health practices among all actors at each stage in the construction process.

2.2 Organisational aspects of the European Week 2004

Since 2000, the European Week campaign has been organised by the European Agency for Health and Safety at Work and the EW activities take place both at EU and national levels. Previous EWs were directly organised and managed by the Commission.

The EW activities take place both at EU and national level. Although the Agency provides the lead in organising the EW and manages the EU level activities, the campaign is decentralised and national level activities are organised and/or stimulated by the tripartite National Focal Point (FOP) network. Most FOPs are officials from national administrations and usually work within the government departments related to employment. Some FOPs work for national health and safety institutes/inspectorates.

The European Week is organised on a tripartite basis¹ both at the EU and national levels. At the EU level, the Agency involves the EU level workers and employers organisations, such as European Trade Union Confederation (ETUC) and European Employers' Union (Union des Industries de la Communauté européenne - UNICE). In 2004, sector specific European level social partners. These were European Federation of Building and Wood Workers (EFBWW) and European Construction Industry Federation (FIEC) were involved in order to further strengthen the partnership approach, trans-national cooperation and to reach a greater number of workplaces. Similarly, at the national level, the FOPs involve their partners from national tripartite networks in the organisation of EW. Usually, the FOPs and their national social partners (NSPs) co-operate in organising EW events, producing and distributing campaign materials, promoting EW to workplaces, etc.

Although the campaign is called the European Week, the activities take place throughout the year. In 2004, the official EW launch took place on the 30 April. Most of the activities were implemented during the week 43 (18-22 October), which is the official timeframe for European Week. However, the activities such as distribution of campaign materials, preparation of the events in the member states and also some events took place throughout the year.

¹ In this context, tripartism is defined as social dialogue between the government, employers' representatives and employees' representatives.

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The EW activities both at the EU and national level are aimed at several key target groups with an expectation that they will then filter the information down to the workplaces. The key target groups include: employers' and employees' representatives, workplaces, labour inspectors, OSH experts and, in the case of EW2004, sector specific associations.

2.3 EW intervention logic and key EW2004 activities

The Agency runs the European Week campaigns to ensure that key OSH issues are addressed across all countries in a consistent way. The Agency's intervention is also designed to bring a European dimension to the campaign by stimulating activities and sharing information that would not be otherwise available at national level.

Apart from organising EW related activities at the EU level, the Agency supports the EW related activities at national level. The key instrument used by the Agency to stimulate EW activities at the national level is the FOP subsidy. In summary, it involves allocating grants to each Member State on a co-funding basis in order to stimulate the development of the EW related activities.

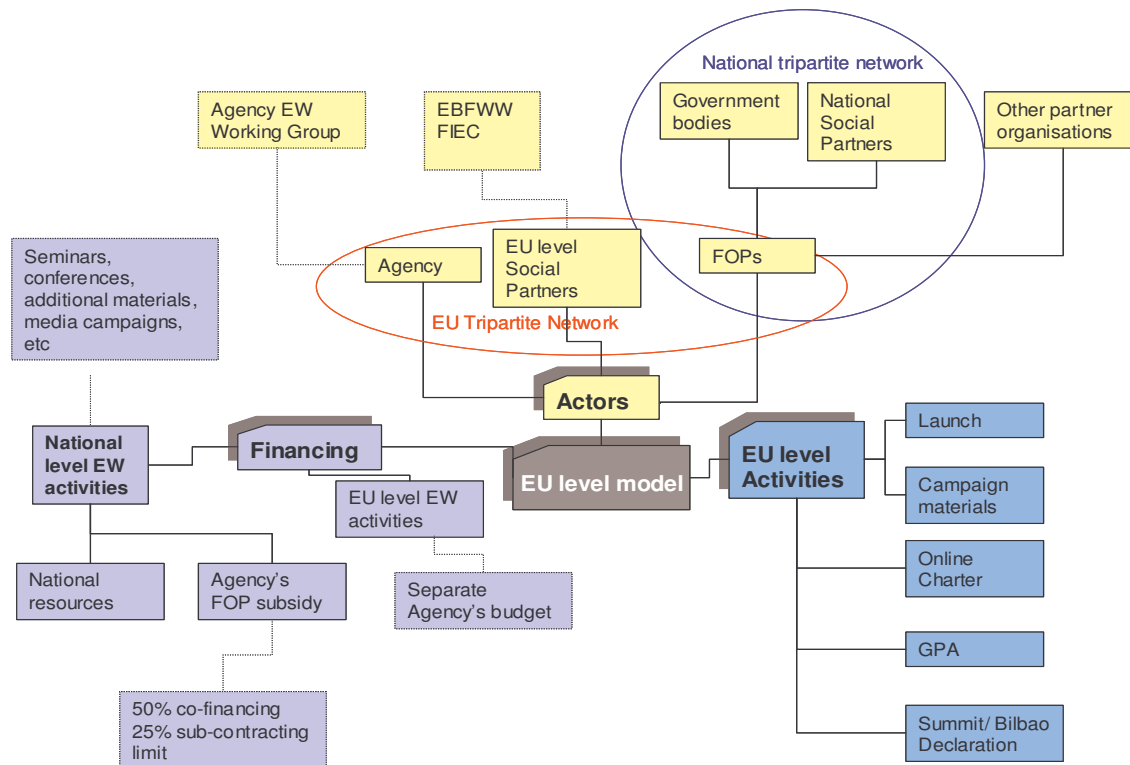
Apart from the activities which are co-financed by the Agency, the EW related activities are organised at the national level also from national resources. This funding usually comes from the national FOP budget, other national public bodies and social partners. The FOP subsidy is intended to be used to fund the activities which could not be otherwise supported at national level, rather than the activities for which the funding can be secured at national level. The method of allocating the FOP subsidy was modified in 2004 to account for increased number of EU Member States and allow for greater flexibility when using funds for specific activities (see Section 5.1 for details).

The diagram on the next page gives an overview of the EW2004 organisational model, including the key actors, activities and sources of financing.

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Figure 1: European Week 2004 organisational model



2.3.1 EW2004 activities organised at the EU level

At the EU level, the Agency's Board decides on the theme of the European Week. The Agency organises EU level events aimed at promoting the European Week, works with the EU level social partners, and delivers the EW information and promotion materials to the FOPs and EU level social partners.

These activities are financed from the Agency's EW budget. Apart from initiating, funding and co-ordinating the implementation of the EW across the EU, the Agency also organised several EW related activities. These are described below.

EW2004 launch - the EU level launch of EW2004 took place on 30 April 2004 in Dublin during the Irish Presidency of the EU. A press conference and a photo-call were organised and the event was attended by several high level EU and Irish politicians. The Agency also advised the MS to organise the launch on the same date, wherever possible, in order to increase the visibility of the EW.

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Campaign materials - in preparation for the start of EW2004, the Agency produced a number of campaign materials that were to be used for promotion of the EW and for informational-educational purposes. The Agency also delivered some additional materials following the GPA ceremony that took place during the Closing Summit. The materials are available to download from the Agency's EW2004 website. Most of the key information and campaign materials were translated into national languages and distributed to the FOPs. Apart from the core information and campaign materials which are available in twenty languages, the Agency publishes some additional materials. Due to high costs involved, the additional materials cannot be centrally translated by the Agency into all languages. The FOPs were also encouraged to use the materials which already existed at the national level in order to reduce the cost of translations where materials had not already been translated into national languages by the Agency. The below table outlines the campaign materials that were produced by the Agency.

Table 1: Campaign materials produced by the Agency

Campaign Material	Date produced	Available in all national languages?
Five fact sheets	February-April 2004	Yes
A magazine	13 th August 2004	No; four languages
A case study portfolio – 'Achieving better safety and health in construction'	June 2004	No; English only
Campaign Pack (poster, leaflet, GPA calls flyer, stickers)	February-April 2004	Yes
Information Pack	February-April 2004	Yes
NAPO DVD	April 2004	N/A: Audio-Visual
GPA winners booklet of case-studies 'Prevention of Risks in Construction Sector – In practice'	November 04	No; English only

Source: EW2004 website and Agency's documentation

Online Charter - the Online Charter was an innovative feature that was implemented in EW2004 with an aim of reaching workplaces more directly. The Charter was made available in twenty national languages. The workplaces could 'sign' the Charter by completing a registration form on the Agency's website. Once this was completed, a personalised certificate was mailed to the organisation. The Online Charter was intended to be an expression of commitment by a firm to undertake specific actions in relation to health and safety rather than a binding document. During the EW2004, almost a thousand companies signed the Online Charter.

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Good Practice Award Scheme - the Good Practice Awards (GPA) scheme is organised each year within the context of the European Week. The purpose of GPA is to recognise companies or organisations that have made outstanding and innovative contributions to the prevention of risks and to disseminate this information to other workplaces. The awards aim to demonstrate to all European employers and workers through examples from other workplaces the benefits of following good safety and health practices. The GPA is also considered to be a good instrument for engaging workplaces directly in the European Week campaign.

In 2004, the GPA public call was published earlier than in the previous years in order to allow more time for organisations to apply. The nominees for the EU level GPA competition are initially identified and selected at a national level, after which the FOPs pass the best examples to the Agency. Some FOPs organise national level GPAs in order to identify the nominees. The number of nominations put forward to the Agency was limited in 2004 to one per country due to increased number of participating countries following EU enlargement. Once the nominations are received by the Agency, the European jury selects the winners and commended nominees. The representatives of the selected organisations or companies were invited to the award ceremony in Bilbao during the Closing Summit in November 2004.

Closing Summit and Bilbao Declaration - the Closing Summit was organised in November 2004 in Bilbao to officially mark the end of the EW2004. Construction industry representatives from across Europe attended the event and six representatives of pan-European organisations from the pan-European employers', employees' and professional associations signed a declaration (Bilbao Declaration). The Declaration was also signed by a representative of the Dutch government, since the Summit took place during the Dutch presidency of the EU. The signatories committed themselves to undertaking a range of actions in order to improve safety standards at all stages of the construction life-cycle. The key aim of the Bilbao Declaration signatories was to strengthen cooperation between the different parties involved in the construction process.²

A high level timetable of the EU level activities involved in organising the EW2004 is provided in the following table.

² The following organisations signed the Declaration: FIEC, EFBWW, European Builders' Confederation, European Federation of Engineering Consultancy Associations, Architects' Council of Europe, European Council of Civil Engineers and Ministry for Social Affairs and Employment - Dutch Presidency of the European Union.

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Date	Event/Action
November 2002	Administrative Board selected Construction sector as EW2004 topic
July 2003	Brainstorm session with Social Partners
September– December 2003	GPA procedures and Flier sent to FOPs for comments, prepared, translated and printed in 20 languages
October 2003	Action Blueprint was agreed and most info materials in 20 language versions were ready and approved by FOPs
December 2003 (the overall budget for the Agency on an annual basis is approved)	EU Parliament Decision on Agency budget
Mid-November 2003	Agency sent FOP subsidy guidelines and application forms to FOPs
4-5 December 2003	FOP planning seminar regarding subsidies to confirm eligible activities
December 2003	EW 2004 Strategy presented and circulated (to FOPs or EU level social partners)
01 January 2004	Accession countries involved in all activities
February 2004	GPA Guidelines and flier sent to FOPs and the Call for GPA published by the Agency
According to National Plans	National GPA application deadlines and selection procedure
2 February 2004	Due date for submitting FOP subsidy applications regarding website management only
Mid February onwards	Agency FOP subsidy project approval
In general on 27 February (some were a bit delayed, everything delivered by April)	Phase 1 campaign materials (GPA flyer, posters, leaflet) and information packs sent to FOPs
30 April 2004	Launch in Dublin. Press conference and photo-call. National launches accompanied by press conferences, exhibitions, seminars.
30 April 2004	EW 2004 Website released, including Online Charter
01 May 2004	Accession countries eligible for grants
14 May 2004	Due date for submitting FOP subsidy applications for website management and EW activities or only EW activities
June 2004	Online Charter registration form fully functioning
July 2004 onwards	FOPs to provide updates to Agency regarding EW activities
9 July (for non-English language entries) and 6 August (for English language entries)	Deadline for receiving GPA nominations at the Agency
12 July 2004	Campaign materials sent to EU level Social Partners (fact-sheets, leaflet and cover letter)
13 /14 September 2004	European Jury selected GPA winners
4 October (EN magazine), other language versions a bit later	Phase 2 campaign material (magazine) sent to FOPs
18-22 nd October	European Week 2004, including a one week exhibition in European Parliament.
22 nd November	The closing event, GPA ceremony and Bilbao Declaration signed
22 November	GPA winners case studies collated and published in a booklet
17 December	GPA winners case studies booklet distributed to FOPs and EU Social Partners and winners
November 2004 - March 2005	FOPs provide a final activity report, a financial report and request payment of the outstanding balance.
Within 45 days of receipt of payment request and agreement by both parties	First payment to FOPs due
45 calendar days from receipt of the final report	Agency to communicate to FOPs approval of the final report
45 calendar days after the acceptance of the final report	Agency to pay the balance

Source: Agency's internal documentation

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2.3.2 EW2004 activities organised at the national level

EU member states developed a diverse mix of activities for the EW2004 campaign. These included events such:

- Conferences, seminars/workshops/training events (at national, regional or local level);
- Exhibitions, media campaigns aimed at promotion of the EW2004 and website development;
- Some member states also organised competitions such as poster design or music/poetry on the theme of European Week among school children.

Some of these activities were co-financed through the FOP subsidy granted by the Agency whereas others were financed from the FOP/national budgets or they were organised by the social partners.

The mix and number of the activities varied across countries. Several factors influenced the type and the quantity of activities that have taken place. Some of them related to the financial and human resources available to the FOPs, national authorities, social partners and/or national institutions dealing with health and safety. Other factors included more cultural-political traditions within individual countries which influenced the relationship between the FOP and social partners, and national preferences in running the EWs or similar campaigns.

The table on the next page classifies and quantifies the activities carried out in different countries to provide an overview of the level of activity achieved at a national level during the EW2004. The analysis indicates that running the EW2004 events was a priority in most of the EU member states rather than running media campaigns. The countries which did achieve higher media presence (Italy, Cyprus, Lithuania, Finland and Sweden) usually combined media campaigns with a well developed mix of EW2004 events.

The FOP subsidy played a major role in enabling large scale TV and/or radio campaigns in Italy and Cyprus. On an aggregate basis, a third of the events which were organised during the EW2004 in EU 25 and 20% of the press articles were co-financed through the Agency's FOP subsidy. This indicates that a significant amount of EW2004 activity was organised from the national resources in addition to the activities supported through the Agency.

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Table 2: Distribution of the EW2004 activities across the EU-25

	Events								Materials		Media Activity							
	R S/W/T		N S/W/T		R C/E/F		N C/E/F		CM		MC TV		MC R		MC N			
	CF	NR	CF	NR	CF	NR	CF	NR	CF	NR	CF	NR	CF	NR	CF	NR		
AT	0	5	0	0	0	4	0	0	0	0	0	10	0	0	0	11		
BE	3	0	0	0	0	0	0	0	0	0	2	0	0	0	0	10		
CY	0	5	1	0	0	0	0	0	1	12	4	350	0	1,350	0	5	1	
CZ	0	0	3	4	3	0	4	1	4	4	0	25	0	4	0	18		
DE	0	11	0	1	0	0	0	1	1	0	0	0	0	0	0	30		
DK	0	70	0	0	0	0	0	5	0	0	4	0	0	5	0	50		
EE	0	0	0	0	2	0	4	0	0	0	23	0	1	0	0	11		
ES	0	18	1	0	1	0	0	0	5	0	0	0	0	0	0	0		
FI	10	7	1	7	0	11	0	1	4	0	8	0	30	0	70	0		
FR	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	20		
GR	1	2	0	0	0	0	0	0	2	2	0	5	0	5	0	12		
HU	0	4	0	0	3	0	1	1	0	0	1	5	0	5	1	3		
IE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
IT	0	26	0	0	0	0	0	1	0	4	0	0	19,800	0	0	12		
LT	10	0	1	0	0	0	2	0	7	6	0	22	0	370	0	150		
LU	0	0	0	0	0	0	2	0	8	0	0	0	0	1	0	8		
LV	15	0	0	0	0	0	1	0	2	0	0	5	0	7	0	43		
MT	0	0	2	0	0	0	5	0	16	0	0	0	0	0	0	0		
NL	0	10	0	2	0	0	2	0	2	0	0	0	0	0	0	0		
PL	3	5	1	1	1	0	1	2	11	0	0	0	0	1	0	30		
PT	23	14	0	0	3	0	0	0	1	0	5	0	9	0	62	0		
SE	0	0	1	1	1	0	0	0	2	0	0	0	0	20	0	120		
SI	0	0	2	0	0	1	0	8	4	0	0	2	0	1	0	40		
SK	0	16	0	0	0	0	0	0	0	0	0	1	0	0	0	20		
UK	0	19	0	0	0	1	0	1	0	0	0	0	0	0	0	0		
Total	73	212	13	16	14	17	22	22	81	21	364	104	21,189	420	138	589		
Adjustment	0	33	0	2	0	2	0	3	0	3	0	20	0	84	0	94		
Adjusted total	73	245	13	18	14	19	22	25	81	24	364	124	21,189	504	138	683		
Total CF	Events								122	CM	81	Media Activity						21,691
Total CF + NR	Events								429	CM	105	Media Activity						23,002

Source: FOP Reports, Agency's internal reports, FOP interviews

Notes:

'Adjustment' row in the table refers to the estimates which were done for the MS for which a full data set was not available.³

R S/W/T = Regional seminars/workshops/training events; N S/W/T= National seminars, workshops and training events; R C/E/F = Regional conferences/exhibitions/fairs; N C/E/F = National conferences, exhibitions and fairs; CM = Campaign materials produced or translated and printed at the MS level; MC TV = Media Coverage, TV; MC R = Media Coverage, radio; MC N = Media coverage, newspapers and magazines

³ The estimates were done for the fields containing zeros highlighted in bold (0) and they refer to some of the activities financed through the national resources. The adjustment was calculated as a percentage of the total figure. E.g. if the data was not available for 4 MS, 16% rounded down to the nearest whole number was added to the total. This is because 4 MS represent 16% of the total of 25 MS.

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2.4 Review of previous evaluations

Previous evaluations were carried out for EW 2000, 2001 and 2002 (EW2003 was not evaluated).

The findings from past evaluations need to be taken into account in two ways - to examine the extent to which the improvements have been made in the weaker areas of European Week and to assess whether the high standards have been maintained in its areas of strength. Some of the findings are recurrent:

- **Reaching SMEs** and public audiences is problematic as target audiences of EW are mainly intermediaries and OSH specialists;
- **Trans-national cooperation** has traditionally been weak and related to this, good practice exchange and information dissemination has also been weak;
- **Community added value** needs to be higher, i.e. interventions need to focus on achieving outcomes that would be difficult or impossible for national authorities and their partners to achieve on their own;
- It is unclear whether there is high **additionality** demonstrated by the FOP subsidies. Evidence of multiplier effect is also weak. The FOP subsidy administrative requirements have also been found to be disproportionate to the amounts disbursed;
- The **GPA's promotional potential** has been under-utilised and its long term value needs to be improved.

Amongst the key strengths of EWs which were identified in the previous evaluations, were high levels of satisfaction with the Agency in terms of overall co-ordination and the campaign materials which the Agency supplied to FOPs. (A more detailed overview of past evaluations' methodologies and findings is contained in the appendices to this report).

2.5 Key Evaluation Issues - EW2004

In this sub-section, we provide an overview of the evaluation issues which were to be addressed in this study, the analytical framework and the research methodology that we used.

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2.5.1 Specific objectives of European Week 2004 evaluation

The EW2004 model was somewhat different to its predecessors as a result of learning from previous campaigns and the need, following EU enlargement, to extend the initiative across 25 Member States. The following features, specific to EW 2004, were especially significant and needed to be examined:

- The **sector specific approach** adopted for the first time in organising EW2004 - did the focus on one particular sector increase the impact of EW2004?
- An **Online Campaign Charter** and **Closing Summit Declaration** were new features of EW. The key reasons for organising these activities were to increase the visibility of the EW and, in case of the Online Charter, to reach workplaces directly – was this achieved?
- It was planned to **target workplaces** with more vigour than mainly intermediaries (which was the case in the previous European Weeks) – to what extent did this approach succeed in reaching the workplaces more effectively than before?

Several changes were implemented also in relation to the organisation of EW2004 and an important aspect of the evaluation was to examine whether these changes had the desired results:

- Involving **social partners** at the EU level (EFBWW and FIEC) to deepen the partnership approach was a key objective of 2004. Did their involvement help increase trans-national cooperation, raise the EW profile and reach a greater number of workplaces?
- **Good Practice Award (GPA)** guidelines and fliers were sent out earlier in 2004 to extend the application timeframe – did this approach help to make the award scheme more successful in attracting applicants and raising the profile of the scheme generally?
- Only one GPA nomination per country was put forward in order to increase cost-efficiency, given the larger number of member states that could potentially submit applications – was this approach appropriate or should member states have been allowed to submit more than one application?

There were therefore several key areas that were assessed at European and national level in this evaluation. Within the EU level assessment, a number of issues concerning

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the role of the Agency were evaluated - the effectiveness of the Agency's role in co-ordination of the EW2004; support the Agency provided to the FOPs and European social partners; the appropriateness of the EW2004 timeframes; the effectiveness of the Agency's promotional efforts; the quality and suitability of the campaign materials provided by the Agency; and the added value of organising EW2004 at a European level and its political impact.

Within the national level assessment, the evaluation focused on the following key areas - identifying the activities which have been most successful in reaching the workplaces at a national level, together with the common explanatory factors; organisational aspects of EW2004 in each country; the effectiveness of promotional activities at the national level, including the degree to which the European identity has been maintained.

2.5.2 Key evaluation issues

In addition to the specific questions outlined above, there are a number of key evaluation issues of a more generic nature that are central to any assessment of EU-supported schemes:

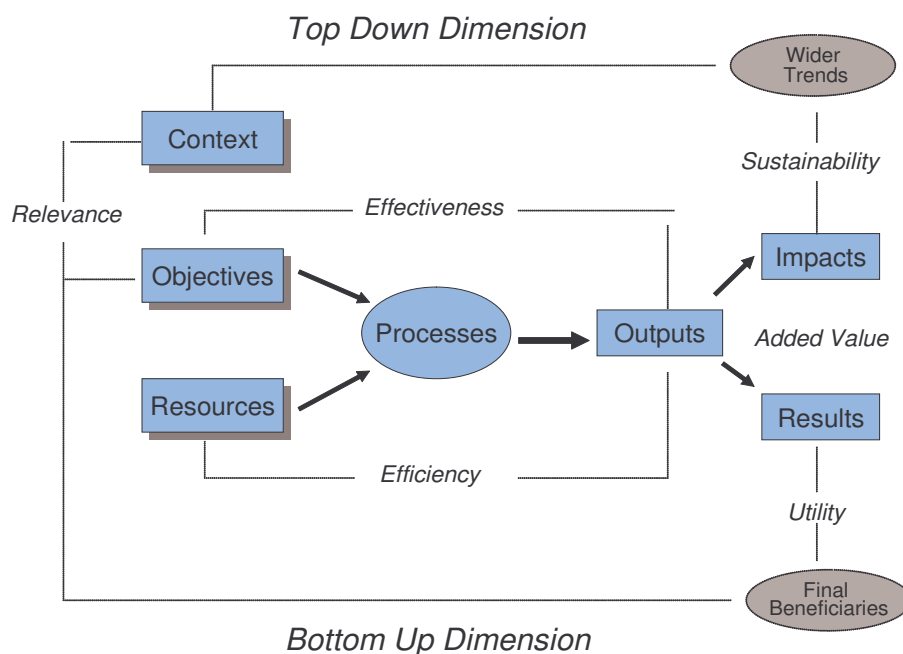
- **Relevance** – the extent to which the objectives and activities of a programme are relevant to the needs of the target group (in this case, the construction sector);
- **Effectiveness** – the extent to which the outcomes achieved by interventions are in line with specific aims - European Week 2004 objectives and the Agency's overall goals;
- **Efficiency** – the relationship between the financial inputs and outcomes, and value for money especially with regard to the FOP subsidy (whether the same level of financial inputs could have achieved more outcomes, or whether the same outcomes could have been achieved with lower financial inputs);
- **Impacts and added value** – the effect of European Week 2004 activities on beneficiaries and the extent to which, in the absence of the Agency's involvement, these outcomes would have been possible;
- **Sustainability** – the extent to which outcomes prove to be long-lasting, i.e. last beyond the period of European Week 2004 itself.

These key evaluation issues are inter-related as the diagram on the following page shows.

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Figure 2: Evaluation Framework



Most evaluations involve two dimensions – top-down and bottom-up. The first of these dimensions involves examining the before-and-after situation or comparisons of other types (e.g. a quasi-experimental comparison between the effects of interventions on a target group and a ‘control group’ of non-assisted organisations). In the context of this study, the ‘top-down’ dimension might, for example, have involved examining whether there is a positive correlation between EW2004 activities and trends in safety and health (e.g. accident rates) in Europe’s construction sector.

Elements of this top-down dimension are included in the current evaluation but otherwise the emphasis is mainly on a more empirical, bottom-up approach. This involves survey work and interviews to obtain information from organisations making up the target group on the benefits of the interventions. Whilst the top-down approach has the advantage of capturing all the effects of an intervention, there is a problem of attribution. A bottom-up approach is more suitable as a way of investigating attribution but can have the limitation of not necessarily capturing all the benefits of an intervention.

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2.5.3 Key performance indicators for EW2004

An important aspect of the evaluation involves examining the extent to which EW2004 achieved its objectives ('effectiveness'). As noted earlier, four main objectives were defined for EW2004. Although these were not expressed in the form of quantified targets, it is nevertheless possible to identify a number of performance indicators.

Figure 3: Key performance indicators for European Week 2004

EW2004 objectives		Outputs	Results	Impacts
1. Raise awareness of occupational risks in the construction sector		<ul style="list-style-type: none"> Online charter Campaign materials EW2004 website Press releases/other media coverage 	<ul style="list-style-type: none"> Number and type of online charter signatories, campaign materials distributed, website hits, press releases, etc 	<ul style="list-style-type: none"> Actions taken by social partners in the construction sector to promote improved safety and health
2. Increase the political profile of the health and safety issues in construction sector		<ul style="list-style-type: none"> Sector specific EU level social partners EW launch Closing summit Bilbao declaration and follow up 	<ul style="list-style-type: none"> Number and type of social partners and other political actors engaged in/reached by EW activities 	<ul style="list-style-type: none"> Actions taken by workplaces in the construction sector to improve safety and health leading to reduced accidents and illness rates
3. Promote and support practical solutions at workplace level to reduce health and safety risks		<ul style="list-style-type: none"> Good practice award scheme Case studies and other European good practice material 	<ul style="list-style-type: none"> Number of workplaces reached by activities and material designed to promote good practices 	
4. Facilitate the exchange of information on good safety and health practices		<ul style="list-style-type: none"> National EW04 events (conferences, workshops, media advertising, etc) 	<ul style="list-style-type: none"> Number of GPA participants 	

Source: CSES analysis

In the above table, we have adopted the European Commission's typology of 'outputs', 'results' and 'impacts' (see earlier diagram). These terms can be defined as follows: 'outputs' are the immediate actions taken as part of an initiative or programme (e.g. in a EW2004 context, the number of awareness-raising events or publications); 'results' are the intermediate outcomes (in a EW2004 context, these might for example include

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the number of organisations from the target group that participated in events or received campaign publications); and ‘impacts’ are the benefits to the target group generated by the outputs and results (e.g. actions taken by organisations in the target group to improve safety and health leading to reduced accident and illness rates).

There are a number of observations to be made. Firstly, applying the type of EW2004 performance indicators suggested above is not straightforward in practice because of the patchy availability of data (looking ahead, this complication could be overcome by ensuring awareness of the performance indicators to be used before EW activities get underway). Secondly, although it is possible to quantify many of the performance indicators there are several reasons why placing too much emphasis on quantification would be misplaced. These include the fact that - as noted above - the EW objectives were not expressed in the form of quantified targets and even if they had been, many of the outcomes cannot be captured in a purely numerical way. Last but not least, as with any evaluation of an initiative or programme, it becomes progressively more difficult on to trace through the effects from ‘outputs’ through ‘results’ to ‘impacts’. There are particular difficulties in estimating ‘impacts’ and establishing a causal relationship with ‘outputs’.

Notwithstanding these cautions, the basic proposition that the success of EW2004 should be assessed by comparing its objectives with the ‘outputs’, ‘results’ and ‘impacts’ achieved remains valid and the above framework provides a structured approach to doing this. However, an element of realism is needed in applying the performance measurement framework.

2.6 Work plan and methodological approach

The evaluation was carried out in a number of phases:

Phase 1: preparatory tasks - during Phase 1 various background documents were examined. These included general documentation which was provided by the Agency about the features of EW2004 activities and the organisational and promotional activities. The previous evaluations were also reviewed as well as all of the available reports submitted by the FOPs on EW2004.

Phase 2: survey work and interviews – conducting a large scale survey of the workplaces that might have been involved in the EW2004 activities was out of scope of this evaluation, so the evaluation relied on the FOPs and the social partners as the primary sources of information. We nevertheless succeeded in eliciting views from some workplaces through surveys of GPA participants, beneficiaries of the SME

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Funding Schemes from the construction sector and the signatories of the Online Charter.

The survey of Online Charter signatories resulted in 127 responses. The details of 53 GPA participants were provided by the FOPs, with the subsequent survey resulting in the response rate of 30%. The responses were received from the GPA winners at the EU level, GPA winners at the national level and the short-listed participants. A small sample of 21 SME Funding Scheme beneficiaries was also surveyed resulting in 29% return. A total of 17 FOPs have responded to the survey (a response rate of 68%). The details of 75 national social partners were provided by the FOPs with the survey resulting in a response rate of 32%.

The total number of survey responses from the various sources was 190. The responses are also well balanced geographically between the northern/southern and EU10/EU15.

The findings from the surveys were further developed and verified during the face to face and telephone interviews. Face to face interviews were completed with seven members of the Agency's staff, 24 FOPs/national social partners from 16 countries and two European social partners. In total, 41 telephone or face-to-face interviews were undertaken.⁴

A member of CSES team also attended a Bilbao Declaration follow up forum which provided an opportunity to hear the views of all of the signatories.

The fieldwork included interviews with a number of FOPs and national social partners revealed many examples of good practices in organising the EW2004 campaign - in relation to organising EW events, promoting the EW, etc. Given the space limits of a single report which is evaluating not only the national but also the EU level dimension of the EW2004 we have concentrated on short summaries of case studies that illustrate the activities which have taken place and lessons to be learnt.

Phase 3: analysis and final report – during the final phase of the evaluation, we combined the research findings from the various aspects of the Phase 2 fieldwork and prepared a final report. A presentation of the draft evaluation report was made by CSES to a meeting of FOPs in September 2005.

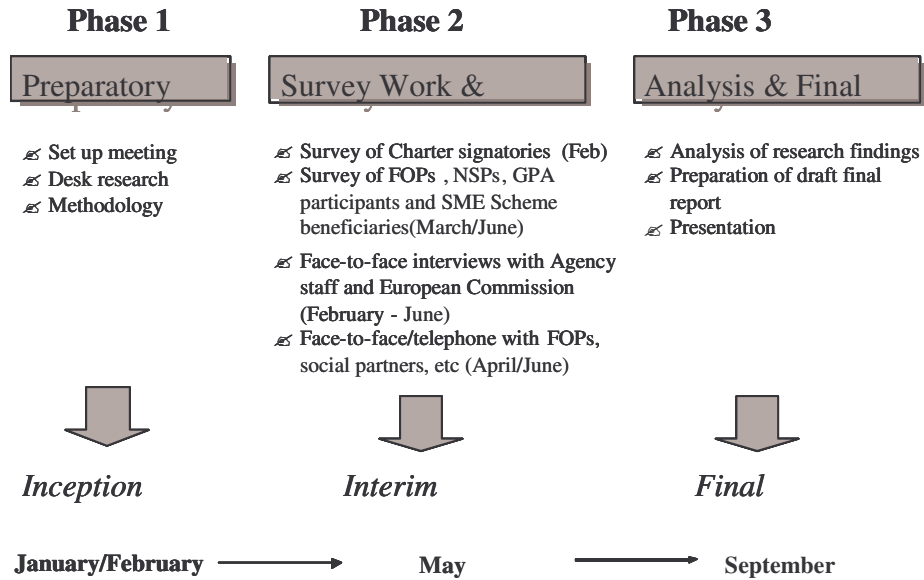
⁴ 2 FOPS were interviewed over the phone, while another FOP expressed a preference for discussing evaluation questions over the email. Other phone interviews involve 1 NSP, 2 EU level sector specific social partners, 1 company which participated in EW2004 activities and GPA and 1 Bilbao Declaration signatory, bringing the total number of interviews to 41.

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The diagram of the following page summarises the work plan for the evaluation.

Figure 4: Work plan



European Dimension

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In this section, we examine a number of key issues relating to the organisation of European Week 2004 at an EU level – the role of the Agency, the advantages (and possible disadvantages) of focusing on a single sector, and other issues.

3.1 Role of the Agency

We start by considering the role of the European Agency for Safety and Health at work in the organisation of EW 2004.

Overall, the research suggests that there was high degree of satisfaction amongst the FOPs with the Agency's organisation of the EW2004. Efforts by the Agency to raise awareness also seem to have been successful.

Role of the Agency – Key Survey Findings

- **Targeting** - 82% of the surveyed FOPs and 95% of the national social partners agreed that the activities organised by the Agency were 'relevant' or 'very relevant' to the needs of the construction sector;
- Similar feedback was received from the survey of **Online Charter signatories** with 59% of the surveyed signatories being aware of the EW2004 activities other than the Online Charter, and 97% of them saying that the activities were either 'very relevant' or 'quite relevant' to the needs of the construction sector;
- This view was shared also by others who were surveyed, namely the beneficiaries of the **SME Funding Schemes** involved in construction sector and **Good Practice Award** participants. The proportion of GPA participants who were aware of other EW2004 activities was even higher than amongst the Online Charter signatories and it stood at 88% while 45% of the GPA participants also participated in the EW2004 activities, which included the Opening Ceremony, sponsorship or other events.;
- Most (82%) of the surveyed FOPs were either 'satisfied' or 'very satisfied' with the overall EW **timetable**.

A majority of the surveyed FOPs were 'satisfied' or 'very satisfied' with the Agency's overall co-ordination of the EW2004 and the EW activities. But there were a few specific points that it was felt should be addressed.

Firstly, a key issue raised by the interviewees referred to the turnaround time available to check the **campaign translations**. As mentioned previously, the key campaign materials are translated into national languages by the Agency and sent to the FOPs to be checked. Since the terminology within the materials is technical, some of the FOPs needed to make quite a few amendments. This often required them to consult external subject matter experts to make sure that they are using the correct wording, which prolonged the turnaround time.

European Dimension

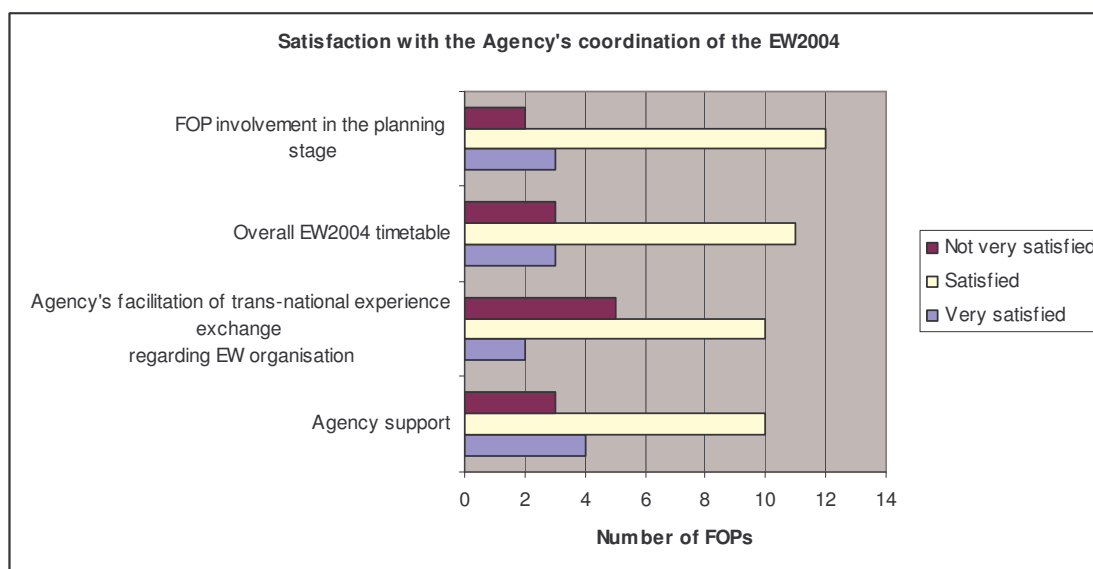
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Secondly, specifically in relation to the **GPA timescales**, the FOPs generally agreed that the Call and the promotion of the GPA should start as early as possible. While the GPA Call was published by the Agency in February 2004, the fliers and application forms in national languages were not delivered to the FOPs until March or late April which made it harder to advertise the GPA and recruit the nominees in time.

Thirdly, it was also suggested during the FOP interviews that the EW2004 activities could have been even more closely targeted at the needs of the **construction sector**. In particular, it was argued that this could have been achieved by involving the sector specific EU social partners even more in the design of the EW activities (the question of sector focus is examined in more detail in the next sub-section).

Last but not least, the research feedback suggests that the key area of the Agency's coordination role which needs to be strengthened in the future is the facilitation of the trans-national **exchange of experience**.

Figure 2: FOP Survey - Level of satisfaction with coordination of EW2004



Most of the interviewees emphasised the need for greater exchange of good practices between the FOPs in order to transfer the know-how regarding organisation of European Week activities (71% of the surveyed FOPs did not think that the level of trans-national cooperation has changed in comparison with the previous years). Both the FOPs and the national social partners indicated that they would have greatly

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benefited from the feedback from other countries on matters such as recruitment of GPA participants, mobilisation of social partners and other promotional issues.

The research suggests that there are several options for the Agency to facilitate this, for example:

- Setting aside some funding for expert exchanges between countries;
- Organising workshops specifically on the topic of experience sharing;
- Incorporating the workshops into the existing events such as the Closing Summit.

The first two options would be quite resource-intensive in terms of both financial and human costs. However, the costs could be kept at a minimum if the workshops were combined with current events such as the Closing Summit or other meetings between the Agency and the FOPs. In the past, the Agency used to run a European Group for the FOPs whose purpose was to facilitate the exchange of experience. Before commencing a new initiative aimed at the exchange of experience among FOPs, the Agency and the FOPs should examine the lessons that can be learnt from the previous initiative and what kind of alternative, if any, is required.

The question of the **workload on FOPs**, several of them emphasised that less well resourced FOPs find it challenging to reconcile Agency's requests with their day-to-day responsibilities, especially in cases where the Agency is approaching them for help on different projects. It has been however noted that cooperation between the Agency's managers with respect to the different projects involving the FOPs has improved compared with the previous year.

The Agency also makes other efforts to communicate its overall work plan to the FOPs. In particular, an official communication from the Agency to the FOPs which provides details of the Agency's workplan including different projects to be delivered during the year is published at the beginning of each year and made available to the FOPs over the extranet. Although this seems like a reasonable communication procedure, we suggest that it is revisited at a future meeting between the Agency and the FOPs. This is to make sure that all FOPs are satisfied with the existing procedure and that any other potential communication requirements with respect to the overall workplan are identified.

One of the aims of the evaluation was also to investigate whether the Agency's **support to the EU-10 member states** during the EW2004 was adequate. Several

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FOPs who were interviewed said that they were satisfied with their cooperation with the Agency in the framework of European Week and argued that they did not need any particular support. They were confident that the Agency's Enlargement Action Plan will successfully address their needs and that no extra effort is required for the purposes of implementing the European Week.

3.2 Focus on the construction sector

As noted earlier, EW2004 was the first European Week that was devoted to the health and safety issues in one particular sector, i.e. the construction sector. Previous European Weeks addressed horizontal risks such as stress or dangerous substances which affect most, if not all sectors.

The decision to focus on the construction sector was generally judged as a success by the survey respondents and interviewees during this evaluation. All of the surveyed FOPs agreed that it was either 'appropriate' or 'very appropriate' to focus on the construction sector. Almost all of the surveyed FOPs agreed that the activities of the EW2004 were compatible with the national health and safety priorities/initiatives in the construction sector, while three-quarters also agreed that they were compatible with national priorities/initiatives in other health and safety areas. It needs to be recognised that in some cases it is not always easy to achieve strong synergies between the EW and the health and safety priorities at the national level. Given that the European Week covers a large number of countries, it is reasonable to expect that it will not be easily aligned with the priorities in all countries. This is one of the reasons why the EW could be less prominent in some countries than in the others.

Feedback from the research suggests that focusing on a single sector as opposed to a horizontal risk also made the organisation of the European Week at the national level easier. In particular, identifying campaign partners was easier than in the previous European Weeks as the FOPs were able to approach sector specific organisations.

Table 3: FOP survey – Impact of single sector focus on organisation of European Week when compared with previous years.

	Much easier	Easier	The same	Less Easy
	% respondents			
General EW management	25.0	31.3	31.3	12.5
Finding partners	43.8	37.5	12.5	6.3
Increasing campaign visibility	25.0	43.8	25.0	6.3
Campaigning	20.0	25.0	43.8	6.3

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Most of the interviewed FOPs and NSPs agreed, however, that the best approach of all is to alternate between specific and horizontal themes in the future.

3.3 Relevance of the Agency’s campaign materials

The EW2004 campaign materials which were produced by the Agency were aimed at the workplaces and intermediaries (the table below gives an overview of the materials).

Feedback from the surveys and interviews suggests that, overall, the materials were relevant to the needs of the key target groups and construction sector workplaces, particularly SMEs. Moreover, the materials were seen as the main tools for ensuring the sustainability of EW2004 in the future as they can also be used in coming years.

Table 4: FOP survey – “Please rate how relevant were the campaign materials to the different EW2004 audiences”

	1 is the least and 5 is the greatest. %= % respondents				
	1	2	3	4	5
General public	12.5%	50.0%	18.8%	25.0%	6.3%
Employee organisations	5.9%	17.6%	23.5%	52.9%	0.0%
Employer organisations	0.0%	23.5%	23.5%	52.9%	0.0%
Workplaces-large public companies	12.5%	25.0%	31.3%	31.3%	0.0%
Workplaces-large private companies	0.0%	29.4%	35.3%	29.4%	5.9%
Workplaces- SMEs	6.3%	12.5%	31.3%	43.8%	6.3%
OSH specialists	0.0%	18.8%	31.3%	43.8%	6.3%
Labour inspectors	0.0%	26.7%	26.7%	33.3%	13.3%
Construction industry associations	0.0%	12.5%	31.3%	50.0%	6.3%

The usefulness of the campaign materials was confirmed by the surveyed Online Charter signatories. These were asked about the usefulness of the campaign materials to construction sector SMEs:

- 61% of the respondents who had seen the materials indicated that they were useful to the SMEs;
- A relatively high number of respondents (26%) selected the ‘don’t know’ option. However, most of the respondents (79%) who selected this option were companies with over 250 employees so it could be assumed that they selected ‘don’t know’ as they were not familiar with the needs of the smaller companies in the construction sector;

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- Beneficiaries of the SME Funding Schemes that were surveyed also agreed that the materials were relevant to the needs of the construction sector SMEs. Last but not least, 79% of the surveyed GPA participants stated the materials were relevant to the needs of the construction sector.

The tables below provide a more detailed analysis of the survey responses on the relevance of the campaign materials.

Table 5: Online Charter signatories, SME Funding Schemes beneficiaries and GPA participants surveys – “Have you seen any of the information materials which were produced during EW2004 and which were available from your national Focal Point or on EW2004 website?”

	Online Charter signatories, %	SME Funding Schemes beneficiaries, %	GPA participants, %
Yes	59.8	50.0	87.5
No	27.6	50.0	12.5

Table 6: Online Charter signatories, SME Funding Schemes beneficiaries and GPA participants surveys “Did you think that the materials successfully addressed the needs of construction sector (GPA participants)/construction sector SMEs (Online Charter and SME Funding Schemes beneficiaries surveys)?”

	Online Charter signatories, %	SME Funding Schemes beneficiaries, %	GPA participants, %
Yes	62.2	100.0	78.6
No	12.2	0.0	14.3
No response/ Don't know	25.7	0.0	7.1

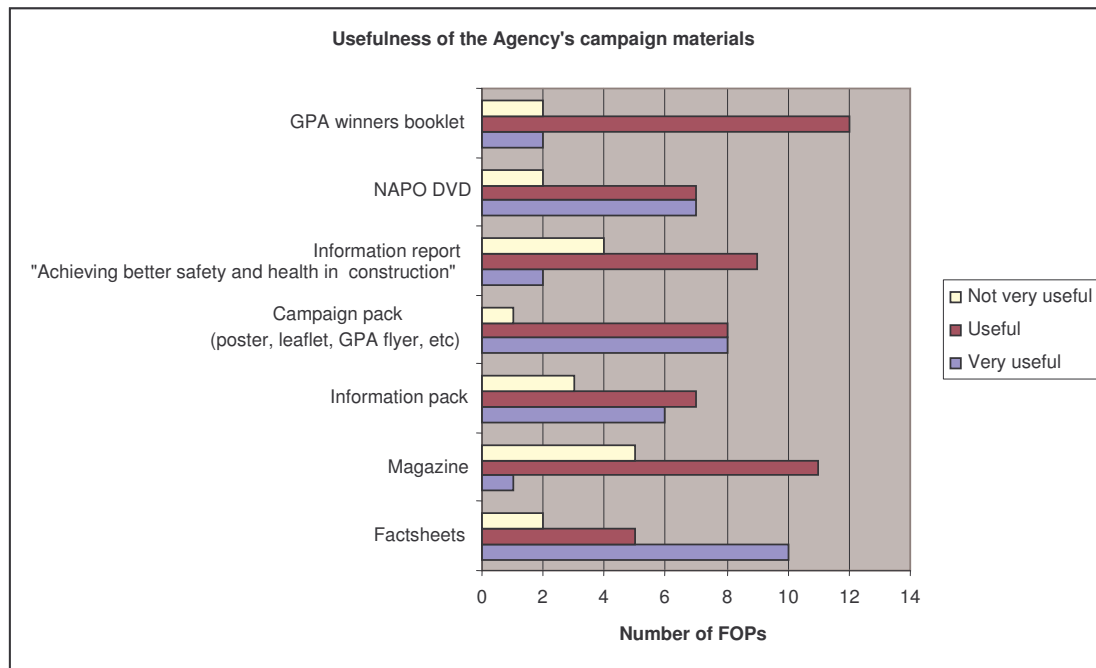
Interestingly, a number of the GPA participants (43% according to our survey) also used the campaign materials within their organisations. One of the GPA winners produced a bulletin displaying the Agency’s logo that was distributed to workplaces.

The fact sheets produced by the Agency were regarded as the most useful campaign materials, followed by the campaign pack and NAPO DVD according to the responses to the FOP survey.

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Figure 3: Usefulness of individual EW2004 campaign materials



Opinions varied somewhat on the contents of the campaign materials and its relevance to particular stakeholders within the construction sector. Some of the research feedback suggested that the contents could have been adapted specifically to different sub-groups within construction such as designers, architects, engineers, etc.

It was also felt that the materials should be more closely targeted at the workers on building sites. In their current form, the materials are considered more suitable for the management level and for OSH experts. It was argued that there is a need to also address workers directly through a more simplified version of the materials.

More specifically, the terminology which was used in the campaign materials is considered too technical and complex to bring about a change in safety and health practices among workers. Brief information materials with more pictorial content and in the form of checklists could have a greater impact at the workplace level. Some member states have addressed this issue at the national level. The following case study illustrates the approach adopted in Greece.

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Case study 1: Differentiating campaign materials targeted at specialists and workers - Greece

The Greek Focal Point decided to produce additional campaign materials in order to make them more closely targeted at different sub-groups within the construction sector. They tailored the information to the needs of managerial level staff and OSH experts on one hand and to the needs of workers on the other.

In cooperation with the Hellenic Institute for Occupational Health, the FOP produced a booklet targeted at OSH specialists, technical inspectors, representatives of employers and safety engineers. The booklet is a compilation of legislation pertaining to health and safety in construction sector and concrete technical measures undertaken to promote health and safety. It also contains some examples of good practices.

Since the language used in the booklet was highly technical, two smaller leaflets were created for the benefit of the workers and junior engineers at construction sites. The leaflets were produced using a simple language in order to convey the message of what 'dangerous situations' in construction are and how can they be avoided.

One of the Agency's priorities is that the materials should be of general nature so that they can be used in all countries. Creating several different types of materials would increase complexity and raise translation cost. An option that could be discussed with the FOPs is for the Agency to create the materials that are more targeted at the different sub-groups, apart from the materials of general nature but that the translation of the targeted materials is de-centralised to the national level.

The campaign materials were created by the Agency's Topic Centre which is an expert documentation and information centre for OSH issues, with some input from a construction sector specific expert. If in the future the Agency decides to create campaign materials which are more specific to certain sub-groups within the targeted sector, it would be useful to involve sector/risk specific experts even earlier. They have detailed knowledge of the relevant sub-groups and technical issues specific to them. Involving the sector specific social partners in this activity could also be helpful.

Several interviewees also commented on the changing nature of the EU labour market and the need to communicate health and safety information to migrant workers whose presence is ever increasing in the construction sector. Some of the workers come from the new EU member states and candidate countries but there is also a significant number of workers from non-EU countries. Language barriers are a key problem that needs to be overcome with respect to these workers (there is a demand for information to be supplied in a number of languages, e.g. Albanian, Romanian, Bulgarian, Polish, Russian, Urdu, Iraqi, Bengali and Arabic). However, translating and printing the materials in migrant worker languages would increase the cost to the Agency. As

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mentioned above in relation to the content of the materials aimed at the EU workers, creating more pictorial content would be helpful.

More materials similar to NAPO DVD and pictorially-based content would be also useful in overcoming the language barriers between the member states. There seems to be scope for improving this in the future as over two-thirds (69%) of the surveyed FOPs believed that the materials were as helpful in overcoming language barriers in EW2004 as in the previous campaigns. However, there are indications that some improvement was made, as the remaining third stated that the materials were more successful in overcoming the language barriers than before.

3.4 Promotional effectiveness at the European level

The Agency used a combination of promotional channels to increase the visibility of the EW2004. An overview of different tools used to advertise the EW2004 on Agency's website and in the wider media is provided in the table below.

Table 7: Tools for promoting the EW2004 in the media developed by the Agency

Tool	On Agency's Website?	In wider media?	Date produced
Press Pack	√	√	31 April 04
Press release regarding GPA winners	√	√	23 November 04
Webpage and Webcast of the closing event	√		23 November 04
Press release regarding Bilbao Declaration	√	√	23 November 04
A number of press releases related to various EW04 activities throughout 2004	√	√	Throughout the year. About 10 releases in total.
Photos from EU level and national events	√		Throughout the year

Overall, the Agency's profile was higher during EW2004 in comparison with the previous years. This can be explained by the fact that the European Week is becoming an established feature in EU Member States and by its increased visibility due to the parallel launch and the October Week. Over half (56%) of the surveyed FOPs agreed that the Agency's profile was higher during the EW2004 in comparison with the previous years (the remainder stated that it had remained the same. None thought that it decreased).

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The Agency's website was one of the key promotional tools.⁵ Looking ahead:

- Most (71%) of the FOPs do not think that it should be changed in any way;
- Over half (58%) of the surveyed Online Charter signatories found out about the Charter from the EW website;
- Similarly, over half (56%) of the surveyed GPA participants found out about the details of the competition through the EW2004 website.

However, it needs to be borne in mind that internet access and usage varies across EU member states. Traditional promotional methods may therefore be more appropriate in countries with lower internet usage. This has obvious implications for the promotion of initiatives such as the Online Charter. Some further research will be required to identify which countries in particular could benefit from traditional promotional methods and the best channels which should be used.

Another way of strengthening the promotional effort would be for the FOPs to make more use of the data held on the companies and organisations which were engaged in particular EW activities or other Agency's initiatives in order to further raise the visibility of the EW. At present, the events scheduled during the October Week seemed to have achieved the greatest visibility among the Charter signatories with almost all (91%) of the respondents indicating that they were aware of EW2004. The level of awareness among the SME Funding Schemes beneficiaries is lower.

Table 8: Surveys of Online Charter signatories and SME Funding Schemes beneficiaries- awareness of European Week 2004

	Aware, Online Charter signatories, %	Unaware, Online Charter signatories, %	Aware, SME Funding Schemes, %	Unaware, SME Funding Schemes, %
EW launch on 30 th April 2004	44.9	54.3	50.0	50.0
EW October Week in 2004	90.6	8.7	66.7	33.3
Construction Summit on 22 nd November	41.7	57.5	33.3	66.7

One way of 'cross-marketing' the European Week would be to invite the Online Charter signatories, SME Funding Schemes beneficiaries or other organisations whose

⁵ Available from the Agency's website

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data the Agency's holds to attend the EW related events (similarly, the information materials could be mailed out to them). Since the Agency holds the contact details of these organisations, their contact details could be extracted from the database and passed on to the FOPs who are probably in the best position to approach them. Apart from the direct mailings which could be sent out by the FOPs, the Agency could periodically send electronic updates on the upcoming EU level events. Stronger promotion to the Charter signatories could be particularly useful in making companies aware of the Good Practice Award in order to increase the number of applications.

3.4.1 Synergies between the EU level and the national level promotion

The research suggests that the promotional efforts at the EU level and national level could be more closely integrated. Most of the surveyed FOPs considered that there is scope for greater synergies, as illustrated in the table below.

Table 9: FOP survey - the level of Agency's support to the promotion of EW2004 national activities

	1 is the least value and 5 is the greatest. %= % respondents				
	1	2	3	4	5
What was the level of Agency's support to increase the coverage of national activities?	5.9%	17.6%	35.3%	35.3%	5.9%
How strong was the synergy between Agency's communication campaign and national activities?	17.6%	11.8%	35.3%	35.3%	0.0%

An FOP pointed out that the existing mechanism whereby the FOPs have an opportunity to review and comment on the campaign materials is very useful in ensuring consistency in the communication messages at the national level. It was noted, however, that it would be also useful to have an opportunity to comment on the EW logo and slogan before it is agreed upon.

Several FOPs commented that the Agency's support to the national promotional activities could be increased by providing more audio-visual materials which can be used as radio and TV adverts. Radio or TV advertising is quite costly both in terms of the air-time cost as well as the advert production. The cost at the national level could be significantly reduced if a common advert was produced by the Agency at an EU level. For example, in 2004 the advert could have been similar to NAPO DVD or even created by editing this DVD. It is argued that this output by the Agency would achieve economies of scale and could help to strengthen media campaigns at national level.

Moreover, since the topics of the future European Weeks are known for the next few years, the advert could be produced in such a way that parts of it could be used over a

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period of years. A similar approach was taken in Cyprus and it has significantly increased the cost-effectiveness of TV advertising there. The case study below outlines how it was done.

Case study 2: Reducing TV advertising costs - Cyprus

EW2004 TV advertising in Cyprus was aimed at the managerial level staff within the construction sector in order to prompt them into action regarding H&S issues. A generic advert has been produced in 2004 to minimise the cost involved in TV advertising. The advert can be reused over a number of years since it covers a series of situations in different industries. The full advert last 3-4 minutes, so it has not been used in its entirety during the EW2004. It has been tailored to the construction theme instead and it will be tailored each year to specific topics by extracting only the relevant scenes. A voiceover is then produced to match the specific topic.

Generally, advertising campaign is developed in Cyprus every year and it addresses the issues such as the content of adverts, timing of adverts, media to be used, and interviews to be screened. During the EW2004, the majority of media advertising took place during the October Week in order to achieve as great impact as possible, although the whole media campaign was run from late September until November 2004.

The TV coverage included also 30 debates. They proved to be particularly useful in engaging wide audiences because they provided a platform to directly tackle the questions of concern to the workers and the public in general. They were organised as discussions, some of them on a tripartite basis.

It was also suggested that promotional efforts could be strengthened by inviting more specialist trade press to the press conferences, both at EU and national levels. This could be particularly relevant in future EWs which address a specific sector, because the trade press will be easier to identify.

3.4.2 Promotional impact of the simultaneous launch and the October Week

One of the key reasons for launching the EW2004 simultaneously in all countries and the European Week itself in Week 43 (18-22 October 2004) was to improve promotion of the campaign by increasing its visibility.

The EW2004 was launched in Dublin during the Irish Presidency which ensured greater media coverage and presence of high profile politicians and officials. A press conference and a photo-call were organised.⁶ The presence of well-know public figures undoubtedly contributed to the visibility of the campaign.

⁶ Those present at the launch included Pat Cox (President of the European Parliament), Bertie Ahern (the Irish Prime Minister), Tom Beegan (Director-General of the Health and Safety Authority), the General Secretary of the European Federation of Building and Woodworkers, and the General Secretary of the European Construction Industry Federation.

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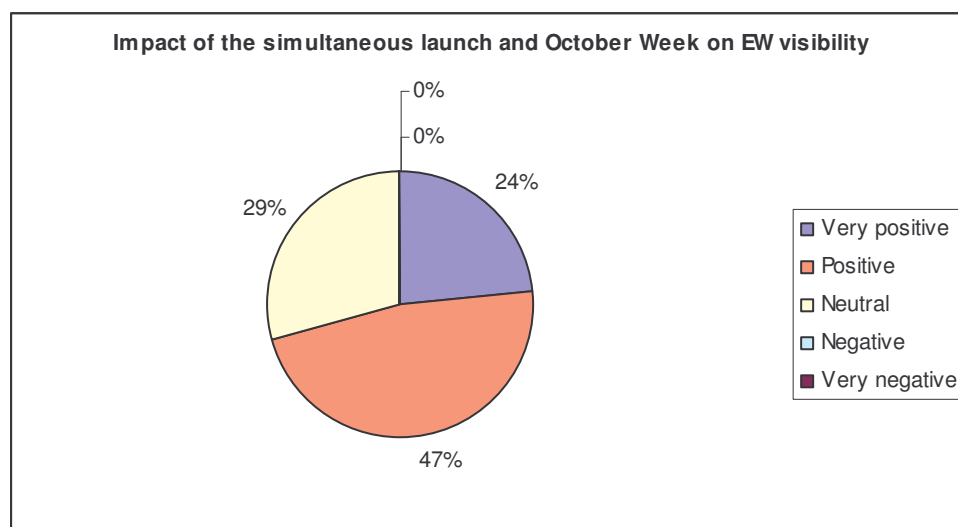
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The minimum requirement for national FOPs when organising a parallel launch was to issue a press release and to disseminate EW material at the same time. While it was not possible in practice to launch the EW2004 on the same day in all countries due to public holidays in some of them, it is generally preferred to continue with parallel launches in the future.

The research feedback also suggests that it is considered desirable that the timing of the European Week itself remains during the Week 43 also in the future as this will further help to entrench the identity of the campaign. The feedback from the surveyed FOPs confirms that this approach was successful in increasing the visibility of EW2004 (64% claimed that it had a positive to very positive impact on the visibility).

The Agency will of course need to continue to be flexible in order to accommodate different national circumstances. One of the FOPs pointed out that it could be beneficial to launch European Week or organise the European Week activities slightly outside the recommended timelines if this helps raise the visibility of the campaign further. For example, such situation may arise if there is a possibility to launch European Week during another national event which attracts significant media attention but does not fall on exactly the same date as the EW launch.

Figure 4: FOP survey “What do you think has been the impact of the simultaneous launch of European Week 2004 and simultaneous October Week in terms of their impact on increasing the visibility of the EW2004?”



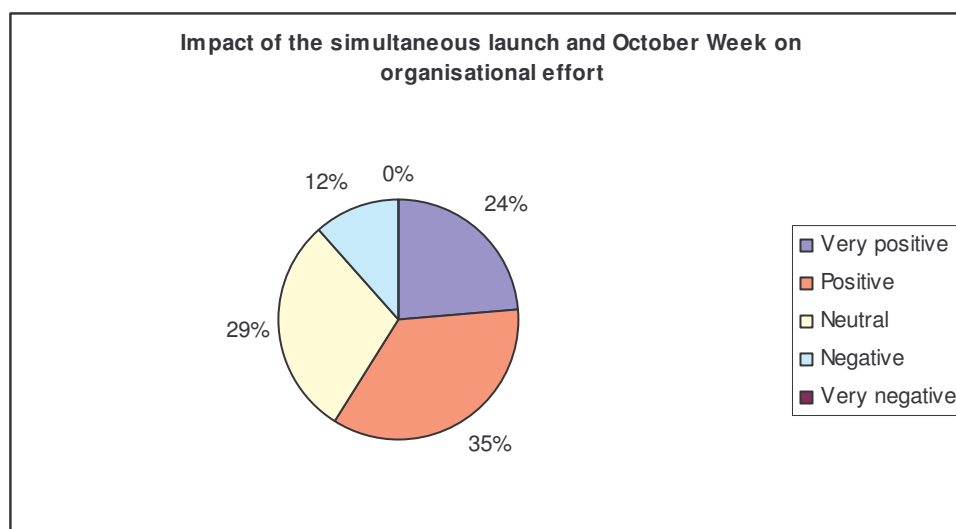
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Given that the budget available for organising EW activities is quite small and therefore insufficient for campaigning throughout the year, the Agency advises the FOPs to implement the planned activities during October Week in order to maximise the impact.

The research suggests that the EU-wide launch of the EW2004 on 30 April 2004 and selecting Week 43 as European Week in all member states also had a positive effect on the organisational effort. Almost two-thirds (64%) of the surveyed FOPs indicated that the effect had been positive/very positive.

Figure 5: FOP survey “What do you think has been the impact of the simultaneous launch of the European Week 2004 and simultaneous October Week in terms of their impact on the organisational effort?”



The simultaneous launch helps to concentrate the activities within a short period of time and therefore increase the visibility of the EW. It is hard, however, to sustain the momentum between the launch in April and the October Week itself. In our view, concentrating the activities more by bringing the launch date closer to September would help further increase the visibility of the European Week. Moving the launch date to September need not disrupt all other preparatory activities.

All the supporting materials could still be delivered to the FOPs at the beginning of the year so that they have sufficient time to engage their networks and distribute the campaign materials. The FOPs would work with the social partners and other members of the FOP network as with the current schedule to ensure that the activities can be

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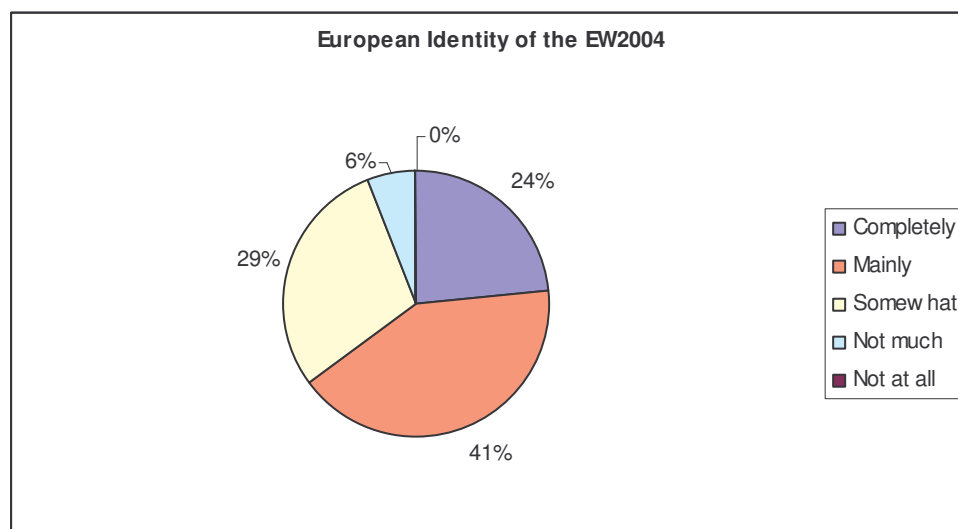
delivered during the October Week. A later date for the official launch therefore does not preclude any of the existing activities from moving forward. The key reason for the launch date being in September is that the media would cover both the launch and the activities within a relatively short period of time, which would have a greater impact than the coverage staggered over a period of several months.

3.5 Community Added Value

The concept of the Community added value relates to the extent to which the European dimension of an intervention helps achieve the outcomes which could not be achieved solely at the national level.

Overall, the EW2004 campaign maintained a strong European identity and this was recognised at the national level. Based on the survey feedback from the FOPs, Community added value of the EW2004 stands at a medium to high level.

Figure 6: FOP survey: “To what extent is the EW2004 is recognised as a European campaign among your national audiences?”



European Week is recognised as a European campaign among the member states. Almost two-thirds (65%) of the surveyed FOPs stated that the campaign is recognised ‘mainly’ or ‘completely’ as ‘European’ in their country (29% stated that it is ‘somewhat’ recognised as such).

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Given that the campaign had a relatively weak **European identity** in approximately a third of EU member states, there is some further scope for strengthening this feature. This is especially important in the light of the survey finding that, in general, the European character of the campaign contributes to its success at the national level. Several FOPs commented that this is largely because the European character gives the campaign more credibility.

The 2004 campaign was quite successful in ensuring a sharing of European **good practices** between construction sector companies but this aspect could also be further strengthened. Sharing good practices is an area where significant Community added value can be generated as this kind of information is not usually available at the national level. As mentioned earlier, one way of doing this would be to provide more case study material in the best practices booklet and to translate this material into national languages.

Both the survey feedback and the feedback from the interviews indicate that there was some scope for greater synergy with the **SLIC campaign**. Some of the FOPs experienced organisational difficulties from having to run both campaigns within the same year and one of the FOPs decided to run SLIC campaign in the first part of the year and EW in the second. At the European level, it was challenging to closely integrate the two campaign and yet to maintain their distinct identities. Generally speaking, running the EW at the same time as other EU campaigns addressing similar topics could be extremely effective as a larger number of workplaces could be reached with a wider range of activities. In the future, this could be strengthened by reviewing the lessons learnt from the experience of working with SLIC and through even closer co-operation with the bodies implementing complementary campaigns.

All of the **campaign materials** which were used during the EW2004 were meant to be labelled with the EW stickers in order to strengthen the identity of the campaign. This was only partially achieved. In some cases it was not possible to label the existing materials with the Agency's stickers due to copyright issues which do not allow co-branding.

The table on the next page gives an overview of the FOP survey results as regards Community added value.

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Table 10: FOP Survey, Assessment of Community Added Value

	1 is the least and 5 is the greatest. %=% respondents				
	1	2	3	4	5
To what extent has the visibility of the campaign as a European Campaign contributed to its success at the national level?	5.9%	11.8%	41.2%	29.4%	11.8%
To what extent have the campaign materials you used in EW2004 been branded with the Agency's stickers?	17.6%	5.9%	41.2%	29.4%	5.9%
Has the image of your organisation improved as a result of your co-ordination of EW2004 activities?	5.9%	11.8%	41.2%	29.4%	11.8%
Do you feel that the information and activities provided by EW2004 have given your workplaces an understanding of European best practices in construction?	0.0%	17.6%	41.2%	41.2%	0.0%
How strong was the synergy between EW2004 and Senior Labour Inspectors' Committee (SLIC) campaign?	17.6%	29.4%	29.4%	5.9%	17.6%

3.5.1 European social partners and the political impact of EW2004

Working through intermediaries is considered a central element of the European Week communications strategy. Apart from continuing its cooperation with UNICE and ETUC, the Agency engaged European social partners from the construction sector (FIEC, EFBWW, EBC) in the EW2004 activities. The intention behind their involvement was to deepen the partnership approach, increase the number of workplaces reached, raise the political profile of EW and reinforce trans-national cooperation.

During the EW2004, the involvement of the European social partners mainly helped by providing **publicity** to raise the profile of the European Week among the actors at the EU level. The social partners displayed the links to EW2004 website on their websites and their statements were regularly updated on the website. The European social partners also organised their own health and safety events (the Agency's Director was one of the speakers at many events) or they promoted the EW during their events independently. For example, FIEC promoted the EW2004 also by incorporating the details of the partnership with the Agency into the FIEC Director's email signature. Given the widespread use of email as a communication tool, it would be useful if similar arrangement could be made in the future with other social partners. FIEC also advertised the EW2004 and the specific website with each outgoing e-mail or letter (more than 20,000) and on each publication (several thousands).

The involvement of the European social partners continued beyond the European Week 2004 as they also signed the **Bilbao Declaration** in which they committed their

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organisations to undertaking specific actions to promote health and safety (the outcomes of the Bilbao Declaration are discussed in more detail in Sections 5).

The results of both the national social partner and FOP surveys indicated that there is some scope to further increase the impact of the European social partners' involvement at a national level. This would help facilitate trans-national cooperation and reach more workplaces which were also some of the reasons for involving the EU level partners in the EW2004. The focus of the social partners work through the Declaration follow-up actions should therefore be on the concrete outputs which influence health and safety practices within the organisations associated with the social partners.

Table 11: NSP survey: “Please rate the impact which the participation of EU level Social Partners had in your country”

	1 is the least and 5 is the greatest. % = % respondents				
	1	2	3	4	5
It increased the visibility and credibility of EW2004	8.7%	30.4%	30.4%	17.4%	13.0%
It helped reach more workplaces	34.8%	21.7%	34.8%	8.7%	0.0%
It facilitated trans-national cooperation	13.0%	39.1%	43.5%	0.0%	4.3%
It raised the profile of your organisation	17.4%	30.4%	26.1%	17.4%	8.7%

Table 12: FOP survey, “Please rate the impact which the participation of the EU level Social Partners had in your country”

	1 is the least and 5 is the greatest. % - % respondents				
	1	2	3	4	5
Increased the visibility of EW2004	25.0%	31.3%	25.0%	18.8%	0.0%
Involved their affiliated organisations in EW2004	37.5%	25.0%	25.0%	12.5%	0.0%
Helped reach more workplaces	33.3%	46.7%	13.3%	6.7%	0.0%
Facilitated trans-national cooperation	35.7%	35.7%	28.6%	0.0%	0.0%

The Agency undertook several initiatives during the EW2004 to further increase its profile among European social partners. This included a presentation on EW to **Social Dialogue Committee**. The Agency is also forging closer links with the Social Dialogue Committee by involving them in the planning of future Agency's activities. European level social partners are also becoming more active in the promotion of the Agency's work. For example, FIEC and EFBWW are planning to translate into several EU languages the good practice manual produced with the financial support of the Agency under its first SME Funding Scheme. The funding for translation will be potentially secured from the European Social Dialogue budget.

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The Agency is making good progress in integrating its work into the broader **EU legislative framework and wider EU Policies**. One of the key objectives in Agency's Annual Work Programme for 2005 is systematic co-operation with the European Commission which focuses on consolidating co-operation with DG Employment through the Agency's antenna in Brussels. The Agency provides support and input to the Commission in its policy development, with a special focus on mainstreaming safety and health into other policy areas. The Agency is also developing its co-operation, in line with its activities, with other Commission DGs.

3.6 Effectiveness in achieving the Campaign's objectives

The Agency set out to achieve a number of ambitious objectives in EW2004. At the same time, the EW budget remained at a comparable level as in the previous campaigns. Nevertheless, it can be said that most of the basic EW2004 objectives were achieved:

- The analyses in the above sections demonstrate that involving and committing the European social partners played an important role in achieving this at a European level;
- However, there was a weaker performance in achieving the objectives aimed at raising awareness and sharing practical solutions at the workplace level, particularly in terms of involving SMEs;
- The objective of stimulating exchange of expertise between the countries seems to be the one that was fulfilled to the least extent.

The findings from the FOP survey were largely confirmed through interviews with FOPs, social partners and external officials.

Table 13: FOP survey - the extent to which EW2004 objectives were reached, where 1=lowest value and 5=greatest value

	1 is the least and 5 is the greatest value. % of respondents selecting a value				
	1	2	3	4	5
Focus on SMEs	11.8%	23.5%	41.2%	17.6%	5.9%
Awareness raising at workplace level (both SMEs and larger companies)	5.9%	17.6%	29.4%	47.1%	0.0%
Best practice promotion at workplace level (both SMEs and larger companies)	0.0%	23.5%	41.2%	35.3%	0.0%
Awareness raising among wider public and at the political level	0.0%	23.5%	17.6%	47.1%	11.8%
Involving and committing the Social Partners	5.9%	5.9%	11.8%	58.8%	17.6%
Exchange of expertise between member states	11.8%	41.2%	47.1%	0.0%	0.0%

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Raising awareness and promoting best practices at the workplace level is the ultimate objective of the European Week campaigns. Focusing on a single sector made it easier to reach the workplaces during the EW2004 in comparison with previous EWs since the target companies were well defined.

Similarly, the exchange of expertise between member states and promoting European best practices is one of the key factors in increasing the Community added value. Therefore, one of the key challenges for future European Weeks will be to identify the most effective ways of making an impact at the workplaces and sharing Europe-wide expertise, given the modest funding available. We make some suggestions on how this could be potentially achieved in the Section 5.

Table 14: FOP survey, “Has the focus on a single sector made EW2004 organisation easier in comparison with previous EWs in terms of the following:”

	Much easier	Easier	The same	Less Easy
	% respondents			
Reaching SMEs	12.5	31.3	56.3	0.0
Reaching workplaces in large private companies	18.8	31.3	50.0	0.0
Reaching workplaces in large public companies	20.0	31.3	31.3	12.5

This is confirmed through a related question where a slight majority of the surveyed FOPs agree that more workplaces were reached in EW2004 than through previous campaigns.

Table 15: “Please rate how does the EW2004 compare to previous EWs in terms of the number of workplaces reached”

	Much/Somewhat higher	The same	Much/Somewhat lower
	% respondents		
The number of workplaces reached within SMEs	47.1	41.2	5.9
The number of workplaces reached within large public sector companies	41.2	29.4	17.6
The number of workplaces reached within large private sector companies	52.9	23.5	17.6

It is hard to precisely estimate the number of the organisations reached through the campaign as there is no such data available at the national level. We have therefore arrived at a broad based approximation of the SMEs reached either directly or indirectly through EW2004.

European Dimension

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This calculation is based on the estimates given by the surveyed FOPs for their countries, which was used as a proxy measure for the total number of SMEs reached in the EU25. Based on this source, we estimate that around 80,000 SMEs were reached through EW2004 which is comparable with the estimate made in the evaluation of the EW2002. Given that there are around 12 million workers in the construction sector within the EU15 alone, this indicates that future EWs which address sectors with similar labour structure need to target the SME sector more closely (some of our suggestions on how this can be achieved in the future are presented in the Section 5).

3.7 Summary – European dimension

Below, we provide a summary of the key findings and recommendations from the evaluation of the European dimension of European Week 2004:

Conclusions	Recommendations
Efficiency of the EW2004 organisation by the Agency	
<ul style="list-style-type: none"> • There was a high overall degree of satisfaction amongst the FOPs in relation to the Agency's coordination of the EW2004. The exchange of experience between the FOPs could be strengthened; • The EW2004 timetable was largely considered as appropriate. More time is needed to check the translations of the campaign materials and to publish the GPA guide and call earlier; • The parallel launch and the October Week had a positive impact on the organisational effort involved in EW2004 activities at national level. This also helped to promote the EW2004 better by increasing its visibility; • The campaign materials were relevant to the key audiences and the factsheets were regarded as the most useful material. There is a need to target the campaign materials more closely to the sub-groups within the construction sector and to provide them in a more pictorial format in order to help overcome language barriers. 	<ul style="list-style-type: none"> • The events where the FOPs gather could be used to organise workshops specifically devoted to the exchange of experience, particularly on the topics such as organisation of GPA, involvement/partnership of NSPs and promotion of EW; • The timetable regarding the production of the campaign materials should be brought forward to ensure that they are all available at the start of the campaign. The materials related to GPA, such as application forms and fliers in national languages, should be made available at the time of the publication of the GPA Call. The Call could be published at the very beginning of the year; • The campaign materials could be targeted more closely to particular groups within a sector being addressed by the European Week. There is also a need to create easy to follow instruction materials that can be used by the workers; • More audio-visual or materials in the pictorial format will need to be provided both to overcome the language barriers within the enlarged EU as well as to reach the immigrant workers.

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Promotional effectiveness at the EU level	
<ul style="list-style-type: none"> • Running media campaigns at the national level is a costly activity both in terms of production of adverts and advertising space. The Agency could have an important role in helping to achieve economies of scale ; • The website remains the key promotional tool for the Agency but the level of access to the internet varies across different countries. This should be taken into account during EW promotion; • The data gathered on organisations through the Online Charter, SME Funding Schemes and any other data held by the Agency could be further utilised for the promotion of the EW. 	<ul style="list-style-type: none"> • The Agency could produce a generic visual advert, following the concept similar to NAPO DVD, in order to reduce the advertising costs in the member states and help them increase media coverage; • The data which is gathered on the Online Charter signatories should be used by the Agency and/or the FOPs to send them further information about the European Week; • The promotion of EW should be done as per the current model, i.e. using both the online and offline channels to accommodate different levels of internet usage across the MS; • In order to maximise the impact of a modest European Week budget even further, the activities should be concentrated in an even shorter period of time. One way of achieving this would be to launch the European Week in September, rather than in April. This would not disrupt usual preparatory activities such as work with the FOP network and the materials distribution as they could still go ahead as per the established schedule.
Community added value	
<ul style="list-style-type: none"> • Community added value is at a medium level and although the EW2004 was mainly recognised as a European campaign at the national level, there is some scope to further increase its European identity and to achieve greater synergies with other European campaigns such as SLIC as this could increase the overall impact. EU programmes, such as EW, can particularly add Community value by strengthening the sharing of the best European OSH practices; • The European social partners mainly helped to increase the visibility of the EW2004 and their involvement created a strong potential for further follow-up action; 	<ul style="list-style-type: none"> • European Added Value can be increased by disseminating more European best practices on a given EW topic and through closer cooperation with other EU campaigns addressing similar topics as EW. Improved dissemination of European best practices is linked with the proposal on the changes to the FOP subsidy model and it will be addressed in the Section 5.1; • The focus of the sector specific EU level social partners follow-up work through Bilbao Declaration should be on influencing change in working practices through their associated organisations; • Political impact of the EW can be further increased by exploring how the health and safety issues could be further integrated within a broader policy framework such as Lisbon

European Dimension

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<ul style="list-style-type: none"> The Agency is taking steps in the right direction to forge even stronger relationships within a wider policy framework of the European Social Dialogue. 	<p>Agenda and Social Dialogue.</p>
<p>Relevance of the sectoral focus and achievement of the objectives</p>	
<ul style="list-style-type: none"> The topic of the EW2004 and the activities organised were very relevant to the health and safety needs in Europe and the needs of the construction sector; The objectives of the campaign were largely reached. The workplace reach and exchange of expertise between the member states was somewhat weaker; Focusing on a single sector made it easier to identify campaign partners and to reach the workplaces since the target group was well defined. 	<ul style="list-style-type: none"> The future European Weeks should alternate between the horizontal and vertical topics, preferably on an annual basis, as both types of risk need to be addressed. Future EW activities should be targeted more closely at the workplaces. Focusing on spreading the European good practices among the workplaces will increase the European Added Value of the Week. Further suggestions on how this could be achieved are presented in the section 5.1

National Dimension

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We now turn to the organisation of European Week 2004 at a national level examining a similar range of issues as in the previous section.

4.1 Types of European Week 2004 activities

A number of different activities were undertaken as part of EW2004 both at the national level and by the Agency at the EU level. This study aimed to provide some tentative insights into the relative effectiveness and efficiency of different activities.

No ex-post evaluations were carried out at the national level to assess the impact of the EW2004. It is therefore difficult to provide insights to the ‘ideal’ mix of activities that is likely to make the strongest impact at the workplace level. These types of insights would be invaluable in increasing the efficiency of future European Weeks. It would be therefore very helpful to allocate a part of the budget in the future to national evaluations, at least in a sample of countries.

However, in order to derive some learning points at this stage which can be applied in the future European Weeks, this evaluation has sought to examine through the FOP and NSP surveys which activities were most successful in fulfilling the ultimate objective of European Weeks, i.e. making an impact at the workplace level.

In this context, effectiveness is measured in terms of the extent to which different activities helped raise awareness and/or promote good practice at the workplace level. Efficiency is measured in terms of cost efficiency involved in organising different types of activities. Ideally, the effectiveness of the events would be assessed by obtaining the feedback from final beneficiaries, i.e. representatives from the workplaces who participated in the events or the workers who used the campaign materials. However, due to a limited scope of this evaluation, the findings are second-hand, i.e. based on surveys and interviews with the FOPs and national social partners.

Both the surveyed FOPs and national social partners indicated that face-to-face interaction through seminars was the most effective way to raise awareness and promote good practices at the workplace level. The tables on the next page indicate that the key audiences for these events were intermediaries such as OSH specialists, labour inspectors and social partners rather than the workplaces.

However, both the FOPs and the national social partners considered that raising awareness of the intermediaries via seminars is an effective way of ensuring that key messages reach the workplaces. Moreover, it was pointed out that receiving training on a particular theme of EW is essential in enabling them to approach the workplaces with

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clear messages. However, one of the objectives of the EW2004 was to target the workplaces more directly, so there needs to be further action taken in this respect.

Table 16: FOP survey - “Which activities do you think have been most effective in raising awareness/promoting good practice at workplace level?”

	1 is the least and 5 is the greatest. %=% respondents						
	1	2	3	4	5	N/A	No response
Regional seminars/training events	0.0%	0.0%	23.5%	52.9%	5.9%	11.8%	5.9%
National seminars/training events	0.0%	5.9%	11.8%	58.8%	11.8%	5.9%	5.9%
Conferences, fairs, exhibitions	11.8%	11.8%	23.5%	35.3%	0.0%	17.6%	0.0%
Campaign materials distribution	0.0%	11.8%	29.4%	41.2%	17.6%	0.0%	0.0%
Workplace visits	0.0%	11.8%	11.8%	23.5%	17.6%	29.4%	5.9%
Media coverage	5.9%	23.5%	11.8%	41.2%	11.8%	0.0%	5.9%
Agency EW 2004 website	17.6%	5.9%	47.1%	23.5%	5.9%	0.0%	0.0%
National EW 2004 website	5.9%	0.0%	41.2%	52.9%	0.0%	0.0%	0.0%

Table 17: NSP survey - “Which activities have been most effective in raising awareness/promoting good practice at the workplace level?”

Activity category	1 is the least and 5 is the greatest. %=% respondents						
	1	2	3	4	5	N/A	No response
Regional seminars/training events	0.0%	4.2%	25.0%	33.3%	25.0%	4.2%	8.3%
National seminars/training events	0.0%	16.7%	12.5%	41.7%	16.7%	8.3%	4.2%
Conferences, fairs, exhibitions	0.0%	12.5%	29.2%	25.0%	25.0%	4.2%	4.2%
Campaign materials	0.0%	12.5%	45.8%	29.2%	12.5%	0.0%	0.0%
Workplace visits	0.0%	4.2%	25.0%	25.0%	16.7%	20.8%	8.3%
Media coverage	0.0%	41.7%	33.3%	20.8%	0.0%	0.0%	4.2%
Agency EW2004 website	0.0%	41.7%	16.7%	33.3%	8.3%	0.0%	0.0%
National EW2004 website	4.2%	29.2%	16.7%	41.7%	8.3%	0.0%	0.0%

The picture remains similar when the FOPs were asked to rank the activities according to their cost-effectiveness. The distribution of campaign materials, followed by the national seminars emerge as the most cost-effective activity, while media campaigns and conferences were the least cost-effective.

Table 18: FOP survey - “Which activities have been most cost-efficient to run?”

	1 is the least and 5 is the greatest. %=% respondents						
	1	2	3	4	5	N/A	No response
Regional seminars/training events	0.0%	11.8%	35.3%	35.3%	0.0%	11.8%	5.9%
National seminars/training events	0.0%	17.6%	17.6%	52.9%	0.0%	5.9%	5.9%
Conferences, fairs, exhibitions	17.6%	17.6%	11.8%	29.4%	0.0%	17.6%	5.9%
Campaign materials distribution	5.9%	17.6%	11.8%	41.2%	17.6%	0.0%	5.9%
Workplace visits	5.9%	11.8%	17.6%	29.4%	5.9%	23.5%	5.9%
Media coverage	0.0%	23.5%	29.4%	29.4%	5.9%	5.9%	5.9%
Agency EW 2004 website	17.6%	0.0%	35.3%	23.5%	17.6%	5.9%	0.0%
National EW 2004 website	5.9%	5.9%	23.5%	29.4%	29.4%	5.9%	0.0%

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Further analysis of the survey feedback refines the categories of the intermediaries which were most successfully reached through the EW2004 activities. These include employee and employer organisations, OSH specialists, labour inspectors and construction industry associations.

Table 19: FOP survey - “How would you rate the extent to which different audiences in your country have been reached by the EW activities (this includes both the activities organised at the national and the EU level)?”

	1 is the least and 5 is the greatest. %=% respondents					
	1	2	3	4	5	No response
General public	11.8%	35.3%	35.3%	17.6%	0.0%	0.0%
Employee organisations	5.9%	11.8%	23.5%	47.1%	11.8%	0.0%
Employer organisations	0.0%	5.9%	29.4%	41.2%	23.5%	0.0%
Workplaces in large public companies	5.9%	29.4%	35.3%	23.5%	0.0%	5.9%
Workplaces in large private companies	0.0%	23.5%	47.1%	29.4%	0.0%	0.0%
Workplaces in SMEs	5.9%	23.5%	47.1%	17.6%	5.9%	0.0%
Health and safety at work specialists	0.0%	11.8%	5.9%	64.7%	17.6%	0.0%
Labour inspectors	0.0%	23.5%	11.8%	23.5%	41.2%	0.0%
Construction industry associations	5.9%	11.8%	17.6%	47.1%	17.6%	0.0%
Other	0.0%	5.9%	5.9%	0.0%	5.9%	82.4%

The surveyed national social partners confirmed the FOPs’ opinions as indicated in the table below.

Table 20: NSP survey - “To what extent have the different audiences in your country been reached by EW activities?”

Audience category	1 is the least and 5 is the greatest. %=% respondents					
	1	2	3	4	5	No response
General public	16.7%	66.7%	12.5%	4.2%	0.0%	0.0%
Employee organisations	0.0%	4.2%	16.7%	58.3%	12.5%	8.3%
Employer organisations	0.0%	4.2%	20.8%	62.5%	12.5%	0.0%
Workplaces in large public companies	12.5%	20.8%	16.7%	37.5%	0.0%	12.5%
Workplaces in large private companies	0.0%	12.5%	37.5%	37.5%	4.2%	8.3%
Workplaces in SMEs	8.3%	29.2%	29.2%	25.0%	0.0%	8.3%
OSH specialists	0.0%	0.0%	16.7%	54.2%	20.8%	8.3%
Labour inspectors	0.0%	4.2%	0.0%	37.5%	50.0%	8.3%
Construction sector associations	0.0%	8.3%	12.5%	41.7%	33.3%	4.2%

The survey feedback indicates that FOPs considered the above mentioned intermediaries as more effective in disseminating information to the workplaces than the participants from the workplaces themselves. Labour inspectors were identified as a particularly effective communications channel since they tend to visit a large number of workplaces and are therefore able to promote EW related information widely.

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Table 21: FOP Survey - “How effective were the different categories of participants in EW2004 activities in communicating EW messages to the workplaces (e.g. by disseminating EW information, sharing insights from the events, organising their own events, etc)?”

	1 is the least and 5 is the greatest. %=% respondents						
	1	2	3	4	5	N/A	Don't know
Employee organisations	0.0%	23.5%	11.8%	47.1%	11.8%	0.0%	5.9%
Employer organisations	0.0%	5.9%	41.2%	47.1%	0.0%	0.0%	5.9%
Participants from large public companies	11.8%	23.5%	35.3%	11.8%	0.0%	5.9%	11.8%
Participants from large private companies	0.0%	11.8%	35.3%	29.4%	5.9%	0.0%	17.6%
Participants from SMEs	0.0%	23.5%	41.2%	17.6%	0.0%	0.0%	17.6%
Health and safety at work specialists	0.0%	5.9%	5.9%	70.6%	5.9%	0.0%	11.8%
Labour inspectors	0.0%	18.8%	6.3%	31.3%	37.5%	0.0%	6.3%
Construction industry associations	0.0%	11.8%	11.8%	47.1%	11.8%	11.8%	5.9%

The above findings provide some guidance for future EW activities at the national level with regard to the activities which combine strong attributes of both effectiveness and cost efficiency. Given that from the FOP and national social partner perspectives, seminars and distribution of the campaign materials had both the greatest impact at workplace level and are most cost-efficient to run, these activities should feature prominently on the future EW agendas.

These research findings need, however, to be interpreted cautiously. Firstly, although the FOPs and the NSPs do have a good understanding of the workplaces in their countries, the opinions of the direct beneficiaries would need to be examined to arrive at some more definitive conclusions regarding the effectiveness of different EW activities. Secondly, the findings should also be linked with a broader issue of the efficient use of the FOP subsidy when organising EW activities. This analysis indicates that the workplace reach can be extended more effectively by running different types of activities in parallel with the seminars targeted at the intermediaries. Section 5 considers this issue in more detail.

The case study below provides an illustration of how EW seminars can be organised at a local level to target the workplaces directly. Around seventy seminars were organised and financed using national resources. These mainly included the FOP's/social partners' budget and other funding available at the local level. Since national circumstances vary significantly in terms of the resources available, it could be a useful exercise to discuss best practices in raising funding at the national level at one of the meetings with the FOPs. This could help generate some ideas for the countries which find it harder to find the funding at the national level.

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Case study 3: Tailoring the seminars to the needs of local participants - Denmark

The Danish FOP focused on stimulating activities, mainly in the form of regional seminars and training, across the country. The key benefit of this approach was the ability to focus on the construction health and safety issues which are pertinent to particular regions. The issues varied from one region to another due to the factors such as the structure of activities, the frequency of accidents or some other local conditions.

In order to identify what the specific local conditions and issues were, the Danish FOP used the established system of local cooperation between the individual regional inspectorates and the representatives from the local organisations. This system ensures that the local organisations participate in the planning and implementation of local activities, including the European Week. The structure and organisation of the seminars, as well as the content of local information campaigns and the related strategies for information dissemination, were determined through regular bi-monthly meetings. In result, the seminars tackled local issues and they were targeted at specific sub-groups within the construction sector. For example, one of the seminars targeted bricklayers, construction site workers and apprentices addressing the issues such as ergonomics/heavy lifting, assembly and transportation of windows, plasterboards and scaffolding, falls from heights, working environment at small construction sites and asbestos. Some of the events in other regions were targeted at engineers, designers and architects. A series of training courses covering different construction related topics were organised in another district during the October Week itself.

Although it will take some time for the organisers of the activities to gauge their practical impact, the previous experience in Denmark demonstrates that fostering close cooperation at the local level between the local authorities and social partners generates activities which significantly help to reduce accidents.

4.2 EW2004 co-ordination at national level

All FOPs organised the EW2004 activities in partnership with the national social partners. Some FOPs involved organisations or companies outside the official FOP network. The extent and the type of the involvement of the social partners varied and it was mainly influenced by the national traditions of cooperation between the government bodies and social partners.

Overall, there was a high degree of satisfaction with the co-operation on the part of both the FOPs and national social partners. Although the national social partners were willing to get involved even further in the EW activities, resource constraints were the key obstacle to this.

The FOPs identified the involvement of the national social partners in the planning stage of the campaign as one of the areas that could be improved. The tables below provide further insights into the various aspects of co-operation.

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Table 22 FOP survey, “How satisfied are you with the involvement of national social partners in the planning and implementation of EW2004 activities at the national level?” %=% respondents

	Highly satisfied	Very satisfied	Satisfied	Not very satisfied	Not satisfied at all	No response
Involvement in planning	11.8%	29.4%	29.4%	29.4%	0.0%	0.0%
Involvement in implementation	5.9%	29.4%	47.1%	11.8%	0.0%	5.9%
Involvement in general in comparison with previous EWs	11.8%	29.4%	41.2%	11.8%	0.0%	5.9%

Table 23: NSP survey, “How satisfied are you with the support you have received from your FOP in relation to EW2004 matters, with overall EW2004 timetable AND with your involvement as well as the involvement of other social partners in EW2004 national activities?”

	1 is 'not satisfied at all' and 5 is 'very satisfied'. %=% respondents					
	1	2	3	4	5	No response
FOP support	0.0%	8.3%	16.7%	33.3%	41.7%	0.0%
Overall EW2004 timetable	4.2%	4.2%	20.8%	50.0%	16.7%	4.2%
Your involvement/involvement of other social partners	4.2%	8.3%	20.8%	33.3%	33.3%	0.0%

Some of the interviewed national social partners indicated that they would have liked to have been more involved in the planning stages of EW2004 to be able to better influence the shape of the EW activities, for example the media campaign or the recruitment of Good Practice Award nominees. Encouraging the national social partners' involvement at the GPA nominations would be particularly useful as most of the FOPs who have used the national social partners to identify entrants for the GPA found their involvement helpful.

Involving national social partners in the planning stages of the campaign is extremely important in order to motivate them to contribute to the subsequent events. The interview feedback indicates that it is quite hard to mobilise the national social partners due to the lack of resources on their part despite their desire to carry out more EW related activities. The FOPs also indicated that they could greatly benefit from good practice exchange with other FOPs on the techniques for gaining national social partner support. Some of the national social partners that were interviewed indicated that they required more information on different activities involved in European Week, such as Good Practice Award, to be able to promote key activities more effectively among their associated organisations.

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The case studies below provide some examples of successful efforts to engage national social partners.

Case study 4: Early involvement of partner organisations – the Netherlands

The NSPs in the Netherlands were involved in the organisation of EW2004 from the very beginning. They are represented on the Working Group which is tasked with organising EWs and a project plan for EW2004 has been discussed with the Working Group and prepared already in January 2004.

The FOP also decided to involve some of the organisations outside the social partner network in order to further stimulate EW2004 activities. At the beginning of 2004, they organised a meeting with several organisations from the construction sector such as those related to scaffolding or roofing, contractors, research-institutes, construction trade union, employers' organisation in construction etc. The purpose of the meeting was to present the aims of EW2004 and to propose the scope of the EW2004 activities in which social partners/organisations could take part.

The cooperation with and the early involvement of both of the NSPs and organisations outside the formal network is considered as crucial for their subsequent involvement. It proved to be a successful strategy as a number of the organisations got involved in EW2004. Some of these organisations published the information about the EW2004 in their magazines or on their websites. Others organised their own activities during the Week. A lot of the organisations were represented on the National Conference during the October Week (with a stand or they delivered speakers on the conference).

Case study 5: Improving the functioning of the national social partner network - Slovenia

The Slovenian FOP has undertaken active steps to improve the cooperation with and between the national social partners following the joint implementation of EW2004 related activities.

In January 2005, a survey was conducted among the members of national social partner network in order to assess the activities organised within the Network and to elicit proposals for the improvement of the functioning of the Network. The assessment of the activities organised within the network included the questions about the quality of information provided by the Agency and the FOP to the Network members; the quality of information provided by other Network members; the cooperation between the FOP and the rest of the Network; and the cooperation between the members of the Network. The proposal for improvement of the functioning of the Network included the proposals regarding the organisation of EW campaign and GPA scheme.

The survey feedback was discussed in a follow-up meeting and most of the suggested improvements will be implemented in 2005.

Apart from national social partners, there could be some potential to further engage organisations outside the national tripartite network to organise EW activities. The table below gives a more detailed overview. The analysis indicates that there could be some scope particularly for further engagement of insurance organisations, business associations and sector specific organisations.

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Table 24: FOP survey, "Please indicate by ticking appropriate boxes which organisations outside the official tripartite network have participated in organisation of EW activities/might be interested to participate in the future."

	Participated	Might be interested	Not interested	No response
	% respondents			
Government institutions	64.7	11.8	11.8	11.8
OSH expert organisations	52.9	41.2	0.0	5.9
Expert organisations working with construction sector	35.3	52.9	5.9	5.9
Business associations	29.4	52.9	5.9	11.8
Statutory Accident Insurance Organisations	23.5	47.1	0.0	29.4
Private companies	29.4	29.4	23.5	17.6

Note: The percentage figures refer to the percentage of FOPs who have indicated whether the organisations were involved or not, rather than to the percentages of, for example, government institutions which were involved.

Insurance companies became involved in the EW in several countries by either organising their own events or participating in the events organised by the FOPs and national social partners. Their key contribution was in raising awareness of the costs incurred through poor health and safety practices. Since insurance companies have an interest in raising health and safety standards to reduce the amount of compensation paid out, the relationship with them should be further fostered by the FOPs in the future. Their participation could be explored also at the EU level with the Agency contacting some of the large European statutory insurance organisations to discuss the ways in which they could participate in future EWs.⁷

Another way of involving a larger number of workplaces in the EW activities is to strengthen the EW promotion through supply chains. For example, a closer involvement of the FOPs with large private companies, which usually have considerable health and safety budgets, could secure greater involvement of smaller companies within their supply chains. One option for implementing this approach would be to target training activities on the subject of EW and significance of EW promotion through supply chains at large companies. Another option would be to involve large companies in organising EW activities. This would secure not only a greater participation on the part of the workplaces, but it would also help the FOPs reduce their costs in organising EW related activities. The case study below outlines

⁷ One such organisation is the European Forum of Insurances against Accidents at Work and Occupational Diseases. It provides a platform for exchanging information and experiences between the national organisations which are responsible for the statutory insurance against occupational accidents and occupational diseases. A similar organisation operating at an international level is International Social Security Association.

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how this was done in Poland and what were the key motivations of the large companies to engage in EW activities.

Case study 6: Involving private companies in EW2004, Poland

Several types of activities were organised in Poland during the EW2004, but an event which was particularly successful in reaching the workplaces was a picnic, during which the activities aimed at raising awareness of health and safety in construction were presented. The picnic was targeted directly at the workers and their families in Ilawa region and it successfully attracted a large number of attendees. This region was selected for the picnic as it has the highest rates of construction related accidents in the country. The picnic consisted of awareness raising presentations and fun competitions with prizes on the theme of work on the building sites. The FOP produced also some interesting gadgets which were distributed to the workers such as badges with the EW2004 logo and colours/, mascots of building workers in the colours of EW2004, ballpoint pens and balloons.

Although the event involved organising a number of different activities, the cost for the FOP was significantly reduced through strong co-operation with the local authorities and companies. Companies were even more involved than the local authorities. Good relations between local enterprises were a crucial factor for a success of this undertaking. The biggest building enterprise (the member of the Safety Work Leader Forum) was able to engage its partners and contractors and contact relevant local authorities. The companies provided support to the picnic in various ways. Some of them arranged an area for OSH posters exhibitions, organised their own shows or constructed the events stage.

One of the motivating factors for the companies and for the local authorities to get involved was to demonstrate to the wider public that they follow European standards following the recent accession of Poland into the EU. The companies were keen to get involved for a number of other reasons as well. Some companies found the picnic a good opportunity to encourage their employees to participate in the event. Participation in the event also improved the companies' image in their relations with labour inspectors and the local society and helped them gain some publicity. For example, there was a company which arranged a show on the theme of safety scaffolding, using their equipment displaying the company's logo.

4.3 Promotional effectiveness at national level

Although the EW activities were primarily focused on organising events (see Section 3.1), the EW was also visible in the media, particularly in the specialist press.

Over half (57%) of the surveyed FOPs and almost a third (32%) of the surveyed national social partners considered that the EW2004 activities were promoted more or significantly more effectively than in the previous European Weeks. The following diagrams provide an analysis.

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Figure 7: FOP survey, “Have the EW activities been more/less extensively covered in the media more than in the previous years?”

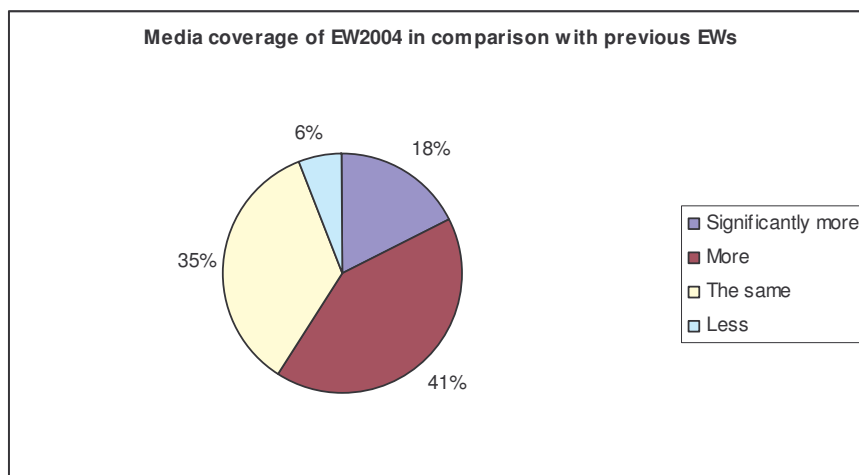
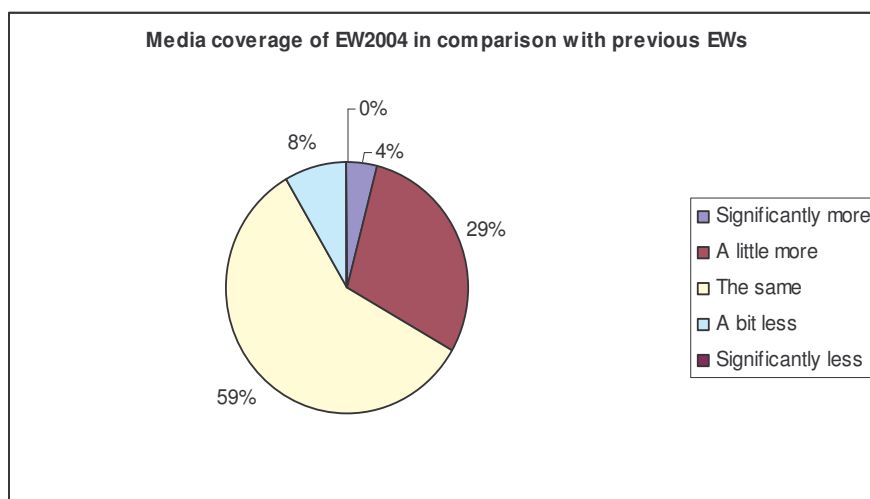


Figure 8: NSP survey, “Do you think that EW2004 activities have been more/less extensively covered in the media than in the previous years?”



Generally, promoting EW is costly as indicated in the FOP survey (see Section 4.3) and does not make as strong impact at the workplace level. Some countries such as Italy, Cyprus, Finland and Lithuania ran vigorous media campaigns in 2004 but there has not been any follow-up evaluation to measure the impact of the promotional

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activity. Anecdotal evidence suggests, however, that extensive media coverage on television, radio and press did help to increase the visibility of the European Week. These countries have not however relied on media coverage as the main method of raising awareness about the EW2004 but have instead combined advertising with other events.

Several arguments therefore lead to a conclusion that promotion should be a secondary activity unless resources can also be secured for other EW activities. These findings therefore support a suggestion made in the Section 3 that the Agency could provide a common EW TV advert for EU-wide use which would help reduce the cost of advertising at the national level. A pilot project which the Agency is running during the EW2005 whereby the EW promotion at the national level is outsourced to an external public relations agency is a good way forwards in this respect.

Experience in Cyprus, Lithuania and Finland indicates that EW promotion is more effective if agreements or at least more formal links are established with the media to ensure coverage of the EW activities.

The case study below illustrates a systematic approach to promotion adopted in Finland and the way in which media can be used not only to promote the European Week but also to ensure the sustainability in the future. This aspect of using the media could be potentially further explored in other countries.

Case study 7: Increasing promotional effectiveness and using media to ensure sustainability – Finland

EW Public Relations (PR) are handled through a PR group formed by the FOP in order to ensure that the EW is adequately promoted. The PR group including the representatives from OSH network and it works to promote the EW through three key channels: magazines, broadcasting companies (radio, TV) and through the OSH network's own PR tools and activities. Finnish Institute for Occupational Health for example ensures that the information is distributed to relevant organisations through their own internet portal. Regional labour inspectors are also key to spreading the information and awareness of EW activities. Their representative sits at the PR Group and is in charge of communications with the regions.

PR programme is planned every year and the links are established with various magazines, which ensures press coverage of EW activities. The FOP made also a deal with broadcasting companies to ensure TV and radio coverage of EW theme. In 2004, this also included creation of 4 multimedia programmes on theme which can be accessed by anyone, at any time to ensure the coverage of EW2004 theme during as well as beyond 2004. The multimedia programmes are audio-visual information programmes on safety in construction and they can be accessed from a key media website in Finland.

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4.4 Summary - national level

Key findings:

- The level and type of EW2004 activities varied between countries and was influenced by a variety of factors such as availability of resources and national political-cultural traditions;
- Of the several different types of activities which were organised during the EW2004, seminars and distribution of campaign materials were considered as both most effective in making an impact at the workplaces and most cost-effective to organise. It should be noted that this finding is based on the feedback by the events organisers and their partners (FOPs and NSPs) and although it provides valuable insights for organisation of EW, further research would be required to gauge the opinions of the workplaces who benefited from EW activities;
- The EW2004 activities were more successful in reaching intermediaries such as industry specialists, OSH practitioners, labour inspectors and employer/employee associations than the workplaces. The FOPs and NSPs considered it better to use the resources to target the events at the intermediaries since they could distribute the information to a large number of workplaces. However, one of the objectives of the EW2004 was to target the workplaces more directly rather than the intermediaries which was the case in the previous EWs;
- The FOPs and NSPs are largely satisfied with their cooperation at national level. One of the key factors of successful co-operation is involvement of the NSPs at the early stages of EW;
- There is potential for greater involvement of private companies and insurance companies in EW activities, with statutory insurance organisations being more involved also at the EU level;
- The promotion of EW2004 activities was higher than in the previous EWs but promotion through the media is generally a secondary activity at the national level due to high costs involved.

Recommendations:

- Seminars aimed at intermediaries and the distribution of the campaign materials should be treated as the most effective ways to reach the workplaces at the national level as this is the conclusion of the FOPs and their partners who are close to the workplaces in their countries. It should be also borne in mind that these activities proved to be the most effective and efficient according to the existing model of running the EWs, where a certain amount of subsidy is granted to the FOPs to organise EW related activities. We therefore explore whether it is possible to ensure even greater impact of the intervention through a different EW model, focusing on a different set of activities. Further recommendations made in the Section 5.1 of this report;
- Given the heterogeneity in the levels of cooperation with the social partners across different countries, an exchange of experience in activating social partners should be facilitated;
- Insurance companies, statutory insurance companies and private companies should be more involved in the activities of the future EWs, both at the national and at the EU level. By working with the insurance companies at the national level and statutory insurance companies at the national and EU level, the visibility of the costs incurred by neglecting health and safety issues would be further increased. Training larger companies to promote EW within their supply chain would help reach a larger number of smaller workplaces such as sub-contractors. There is also a potential for greater involvement of large companies in organising EW related events;
- Structuring the PR activity at the national level and making deals with the media companies before the EW start would increase promotional effectiveness. The Agency's current pilot scheme where the PR activities of several member states are outsourced to an external PR agency is a positive step towards reducing the promotional costs at the national level.

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The final section of the report examines a number of specific issues – the role of the FOP subsidy, Good Practice Award Scheme, Online Charter and Closing Summit/Bilbao Declaration.

5.1 National focal point subsidy

The key purpose of evaluating the FOP subsidy is to assess how efficient this facility was used by FOPs in organising the EW2004 activities. As such, questions of additionality and process efficiency need to be closely examined.

The conclusions and recommendations for future improvements should not be made on the basis of the efficiency criteria alone without taking into consideration the reasons for the establishing the existing FOP model in the first place. The evolution of the FOP subsidy model up to date will therefore be briefly examined first.

5.1.1 Previous FOP subsidy arrangements

The model for financing the European Week activities has changed three times since 2000.

In 2000, the Agency followed the mechanism inherited from the Commission by co-financing EW activities through an open call for proposals published in the Official Journal which resulted in 37 projects being co-funded. At an initial stage, each FOP was asked to select at least two national projects, each for a maximum total co-funding by the Agency of €25,000. The results of the national selections were then reviewed by the EW Group Members at the EU level.

This mechanism faced a number of problems: insufficient publicity as many potential activity organisers were not aware of the possibility to receive any funding; the inconvenient timing of the call for proposals as it was published at the end of the year; some inequality in allocations of funds between countries; possible conflicts of interest at the national level between project promoters and project selectors; and an overall heavy administrative burden especially for the Agency.

The funding mechanism for the EW 2001 was fundamentally different in that no EW projects were co-funded at the EU level and all. The Agency's financial contributions were concentrated on the parallel SME Funding Scheme. No separate 'seed money' was provided to the Member States for the European Week activities at this stage. One of the major drawbacks of this approach was a practical lack of initiatives in certain countries to organise EW activities and a certain neglect of the EW as such.

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It was decided to organise the EW 2002 through ‘seed’ financing. A total €700,000 financing grants, out of a € 1.25 million overall campaign budget, was allocated to the EW 2002 and distributed to the FOPs in the form of ‘seed money’ to provide 50% co-financing for the organisation and encouragement of activities at a national level. In this model, the Agency provided grants to the FOPs who were in turn responsible for the distribution of funds within their countries. The key perceived advantages of this model at the time when it was recommended were the following:

- Helping to obtain the commitments at the national level towards the EW activities both by policy makers and national social partners and therefore secure participation in EW;
- Distinguishing the EW activities from the SME Funding Scheme and to run EW as an awareness raising campaign, rather than a financing project;
- Ensuring a more equal distribution of resources among EU Member States to help ensure that all countries developed at least a minimum level of activity;
- Increasing the impact of EW in regions that would otherwise be excluded from the campaign.⁸

This model was also adopted in 2004. Up to 25% of total subsidy could have been used for sub-contracting of various tasks to third parties who needed to be identified through open tender at the national level. A total of €940,000 was set aside for the subsidy out of the overall EW2004 budget of €1.55 million. The overall budget therefore remained at an approximately the same level as in 2002 and 2003, despite the increase in the number of countries funded due to EU enlargement in May 2004.

In 2004, the FOP subsidy eligibility criteria were further refined with a distinction with regard to eligible activities being made between website development activities and EW activities. This categorisation was carried out as the Agency’s discussions with the FOPs and their host organisations pointed out that in some countries there was a need for co-funding of European Week activities while other countries had a greater needs for subsidies for web-site management. A third group of countries preferred to use the subsidy for both tasks.

The table below gives a more detailed overview of the eligible activities in 2004.

⁸ Evaluation of the Europe Week 2002, Economisti Associati

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Table 25: The activities eligible for the subsidy

Website management	National EW Activities
<ul style="list-style-type: none"> • Editorial content development, publication, maintenance on FOP website • Electronic newsletters • Special web features development • Promotion of FOP website and services • Surveys of website users and related market research and evaluation 	<ul style="list-style-type: none"> • National/regional/local information activities regarding risk prevention in Construction • National GPA schemes • Information/publicity campaigns involving media • Targeted info material regarding risks prevention in construction • Participation in relevant exhibitions/fairs • Workshops/seminars re good practice in construction • Ex-post evaluations

5.1.2 Additionality of FOP subsidy

Additionality is a concept specifying that EU support should not be used as a substitute for national funding. Therefore, in the context of the EW, this means that the FOP subsidy should not be substituting support that would otherwise be provided at a national level. Assessing additionality involves exploring what would have happened if the EU support had not been provided.

In 2004, the Agency adapted the FOP subsidy model to accommodate EU enlargement. A fixed amount of subsidy to be allocated to each Member State was agreed in accordance with a formula that favoured the new Member States during a transition period⁹. The following table gives an overview of individual countries' allocations.

Table 26: National subsidy allocations for EW2004

Country	euro
Poland, Germany, France, UK, Italy, Spain	50,000
Netherlands, Belgium, Greece, Portugal, Hungary, Czech Republic, Lithuania, Slovakia	40,000
Sweden, Austria, Denmark, Finland, Ireland, Malta, Estonia, Cyprus, Slovenia, Latvia	30,000
Luxembourg	20,000

⁹ The positive discrimination of Accession Countries means that Accession Countries which would have been group 3 countries (EUR 30.000) become group 2 countries (EUR 40.000) and Accession countries which would have been group 4 countries (EUR 20.000) become group 3 countries (EUR 30.000).

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An analysis of the 2004 FOP subsidy indicates that:

- Around 25% of the total subsidy budget was not allocated to the FOPs either because some of them did not apply for the subsidy, or did not request the maximum grant amount foreseen because some activities were not eligible or full co-funding was not secured at the national level;
- In one of the EU10 countries, the national budget is fixed every two years, so they could not absorb the full amount of the subsidy;
- Taken together, the EU10 requested around 70% of the allocated budget, and EU 15 around 77%. The remaining funds were subsequently utilised by the Agency for developing other activities of the work programme 2004.

Given that some of the major reasons for introducing the FOP subsidy were to stimulate activities at the national level and to ensure that the funds are distributed fairly between the countries, the proportion of subsidy not requested by some countries seems relatively high.

Further examination of the extent of additionality suggests that the subsidy may not be as critical to the stimulation of national activities as initially expected. Overall, our research suggests that the FOP subsidy demonstrates a low-medium level of financial additionality.

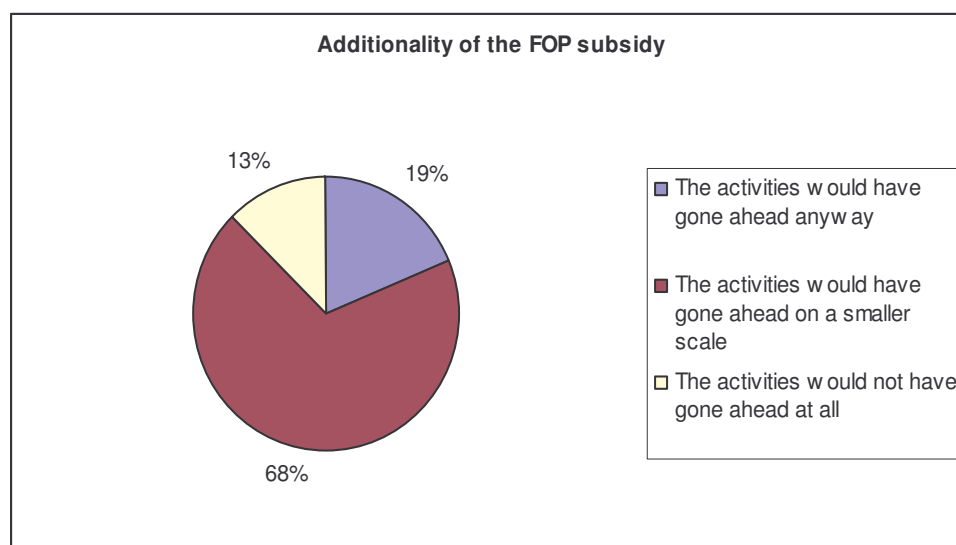
The activities would not have happened at all without the subsidy in only a very small number of the EU member states. In most of the member states, the activities would have gone ahead on a smaller scale had the subsidy not been provided. This means that it is likely that the number of the events which were organised or the geographic coverage would have been lower, but some activity would still take place.

The following table provides an overview of the answers given by the FOPs to the question of what would have happened with the EW2004 activities if the FOP subsidy had not been granted.

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Figure 9: FOP survey, "If there was no FOP subsidy, what do you think would have happened with the activities which were co-funded through the subsidy?"



The additionality demonstrated by the EW2004 FOP subsidy contrasts sharply with the other initiatives organised by the Agency. For example, the evaluation of the 2002-03 SME Funding Schemes indicates that over half (56%) of the projects would not have gone ahead at all if the funding had not been provided.

Securing participation of the social partners and providing incentives for organising additional activities at the national level were also important considerations in introducing the FOP subsidy.

However, the subsidy does not seem to have played a particularly significant role in generating additional funding or additional projects for EW related activities at the national level. Therefore, project multiplier effect of the FOP subsidy also appears to be weak. The surveyed FOPs were asked whether the FOP subsidy helped them to secure funding for additional activities or whether it led to additional activity at the national level. Most of the FOPs responded negatively or they did not know. The table below illustrates the response into some more detail.

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Table 27: FOP survey - “Please tell us if the fact that the FOP subsidy was granted helped you or your Social Partners to win some funds for additional activities at the national level or if it has spurred additional activity at the national level (e.g. complementary activities by players outside the tripartite network such as private enterprises or other government bodies)?”

	Yes %	No %	Don't know/no response %
Funds for additional activities won by FOP	23.5	64.7	11.8
Funds for additional activities won by social partners	11.8	64.7	23.5
Independent activities started outside tripartite network	17.6	47.1	35.3

The picture is broadly similar when it comes to the potential of the subsidy to generate co-financing from non-EU sources. This further leads to a conclusion that the activities would have gone ahead, albeit on a reduced scale, had the subsidy not been provided. The FOPs were asked to rate on a scale 1-5 the most sources of co-financing (where 5=most important). The table below provides a closer overview of the funding sources at national level.

Table 28: FOP survey – “What have been the sources of co-financing at the national level?”

Sources	1 is the least value and 5 is the greatest. % = % respondents				
	1	2	3	4	5
Government bodies	23.1%	7.7%	23.1%	7.7%	38.5%
FOP budget	8.3%	16.7%	23.1%	15.4%	33.3%
Employer associations	33.3%	11.1%	33.3%	22.2%	0.0%
Employee associations	25.0%	25.0%	50.0%	0.0%	0.0%
Private enterprises	62.5%	12.5%	0.0%	12.5%	12.5%

The results of the national social partner survey also indicate that the additionality of co-funding is at a low-medium level. Just under a half (46%) of the surveyed social partners provided an element of the co-financing for EW2004 activities which they organised with their FOP (the co-funding element from the FOP side could have been provided either through the Agency’s subsidy or from the FOP’s national budget). All of the national social partners who co-funded the activities stated that the activities would have gone ahead anyway at national level, albeit on a smaller scale, if the co-funding element from their FOP had not been provided.

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In summary, the key insights into the financial efficiency of the FOP subsidy indicate that both the extent of additionality and multiplier effects demonstrated are relatively low while a substantial portion of the budget was not granted to the intended beneficiaries, i.e. certain national FOPs.

In order to complete the picture of the existing subsidy model, the study also focused on assessing the subsidy financing criteria and the overall efficiency of the process.

5.1.3 Suitability of the 2004 subsidy financing criteria

In 2004, the FOP subsidy was provided as a co-funding arrangement, with the Agency funding up to a maximum of 50% of the total estimated cost of the activities. At the same time, sub-contracting to third parties was limited to up to 25% of the total estimated budget.

Although the Agency is bound to set limits to the FOP subsidy by the EC regulations¹⁰, the research feedback suggest that both limits were somewhat low and increasing them could potentially stimulate more EW activity at the national level. For example, one of the EU Member States withdrew their application because the proposed project exceeded sub-contracting limits.

The sub-contracting limit is considered particularly low as the FOPs often do not have sufficient human resources to organise the activities themselves. The interviewed FOPs favoured the Agency's decision to increase the financing limits for EW 2005 (the Agency is co-funding up to 75% of the total cost, while the sub-contracting can represent up to 50% of the total estimated budget). The feedback from the interviews with several FOPs indicates that increasing the sub-contracting limit further would be desirable. An alternative way of addressing the resource constraints among the FOPs would be to allow the FOPs to use the subsidy to hire temporary personnel for the purposes of organising EW activities.

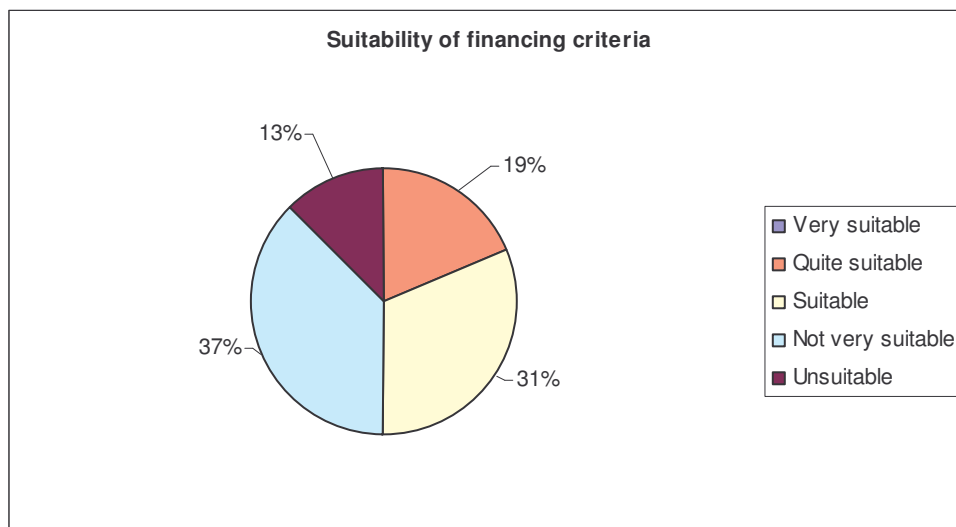
The overall satisfaction level of the surveyed FOPs with the financing model of EW2004 subsidy is quite low as indicated in the table below.

¹⁰ Council Regulation (EC, Euratom) No 1605/2002 on the Financial Regulation applicable to the general budget of the European Communities and its implementing rules, the 'Commission Regulation (EC, Euratom) No 2342/2002. Under Article 142 of the Financial Regulation applicable to the general budget of the European Communities, Community bodies with legal status must adopt financial rules incorporating, as far as possible, the provisions of the general Financial Regulation. See also Agency regulation and implementing rules.

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Figure 10: FOP survey- “How suitable do you find the financing model for FOP subsidies (50% co-financing requirement, 25% sub-contracting limits)?”



5.1.4 The efficiency of the FOP subsidy process

The application deadlines for the FOP subsidy in 2004 were set in February for the website development activities only and in May for applications covering both EW activities and website development or for EW activities only. The FOPs needed to submit detailed applications, including description of the planned activities and detailed estimated budget.

Several FOPs pointed out that the process needs to be more flexible with regard to the level of detail submitted in the application form and deviations from the approved application. For example, they considered beginning of the year is too early to provide full details of a seminar which takes place in October. Given the time gap between the application form and the occurrence of an event, it is almost inevitable that the modifications to the plan will occur during the year. Some of the FOPs felt that it is quite difficult to get an approval from the Agency to implement the changes.

Our impression, however, is that the Agency does have a relatively simple procedure for accommodating changes with FOPs being only required to send a brief description of the required change to the Agency prior to the scheduled date of the event, rather

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than afterwards. It seems that the perceived difficulties in this area stem from a lack of familiarity with the procedure rather than the procedures themselves. This is an issue that could therefore be resolved in one of the future communications with FOPs.

In terms of the EW2004 reporting requirements, the FOPs were required to submit two reports: Firstly, a report on **national European Week activities** by mid-December 2004. This report included the details of activities organised by the FOPs which received an FOP subsidy as well as activities organised by the FOPs using national resources only and activities organised by other national bodies/organisations. The purpose of this report was for the Agency to have an overview of all EW activities taking place at a national level with view to promoting them further. The information from this report is also valuable for external evaluations.

Secondly, by February 2005, the FOPs had to report back to the Agency on the use of the **FOP subsidy**. This is a standard requirement of any EU grant scheme. The purpose of the report is to obtain evidence of sound management of EU funds prior to paying the last instalment of the grant. This report consists of several parts - details of the activities which were undertaken using the FOP subsidy and a financial statement of all the real costs which were incurred in relation to the activities organised using the subsidy.

Finally, the FOPs were also required to submit physical evidence of the activities which were undertaken, e.g. copies of the seminar programmes, invitations, press clippings, audio-visual recordings. The Agency provided templates to the FOPs to help them prepare both reports.

The overall level of satisfaction of the FOPs with the subsidy process, and reporting requirements, is at a moderate level. The table below gives some more details regarding the key components within the process where the FOPs were asked to rate the process on a scale 1-5 (where 5=the highest score).

There are no major issues with the process timelines and there is a medium level of satisfaction with the overall application procedure. It is apparent from the analysis below, however, that the reporting requirements score somewhat lower than other aspects of the process. EW reporting requirements have also emerged as one of the key issues in several interviews with the FOPs.

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Table 29: FOP survey, “Please rate on a scale of 1-5 how efficient is the FOP subsidy process”

	1 is the least value and 5 is the greatest. % respondents selecting a certain value.				
	1	2	3	4	5
Application procedure	6.3%	12.5%	50.0%	25.0%	6.3%
Timelines (application deadline, length of approval and payment procedures, etc)	12.5%	6.3%	37.5%	37.5%	6.3%
Clarity of activity eligibility criteria	18.8%	6.3%	12.5%	37.5%	25.0%
Clarity of cost eligibility criteria	18.8%	6.3%	12.5%	43.8%	18.8%
Reporting requirements	12.5%	25.0%	25.0%	25.0%	12.5%

Some of the FOPs considered that the reporting arrangements are cumbersome in comparison to a relatively small amount of the subsidy granted. This seems to be particularly demanding for FOPs with a small number of staff. Several FOPs mentioned that this might affect their decision to apply for the co-funding in the future. They felt that the various reports ask for similar information and that they could be streamlined.

If the subsidy model remains the same in the future, consideration should be given to combining the two reports into one. This would help reduce the amount of reporting without jeopardising the Agency’s compliance with the EC Financial Reporting Regulations. A streamlined report could have a section that outlines only the activities implemented through national resources, a section outlining the activities implemented through co-funding, a financial section relating to the co-funded activities and a section related to the website activities. This would eliminate the duplication of similar information across different reports and it would make it easier for external readers to distinguish between the activities which were co-financed from the ones financed purely by national resources.

It is worthwhile also re-thinking how to further streamline the reporting templates in order to avoid repeating similar questions. The existing templates contain mainly open-ended questions so the format and detail of the responses can vary quite significantly in terms of style, length of the text and subject matter coverage. While this helps to elicit qualitative information about the EW, similar questions were asked again through a survey using the ‘tick-box’ method in order to produce some comparable quantitative data. As this adds yet another layer of reporting, it would be worth considering how some of the questions from the existing FOP survey questionnaire might be integrated into the reports in order to generate response in a single, more uniform, quantifiable format.

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The FOPs also argued that it would be desirable to re-consider what sort and level of detail should be provided as evidence on implemented activities as the collation of this documentation is a very time consuming exercise. This is particularly labour intensive for the FOPs who use the subsidy to finance extensive media campaigns. Some minimum reporting thresholds could be defined. For example, if the FOP uses the subsidy to finance media campaign, it could be agreed that a certain number of the published articles should be sent to the Agency, rather than all of them.

5.1.5 Potential future modifications of the FOP subsidy model

The research findings in the above sections highlight several key issues with the existing subsidy model:

- The level of additionality and project multiplier effect are relatively low at the national level;
- At the same time, a substantial proportion of the subsidy budget was not claimed by the FOPs in 2004;
- Moreover, the administrative burden of reporting is considered quite high in relation to the level of funding provided and some of the FOPs are considering whether it is worth applying for the subsidy in the future.

These findings raise some questions as regards the allocation of the budget. They also make it necessary to reconsider the type of activities which should be supported at a national level in the future.

One of the insights provided in Section 4.1 is that organising seminars for intermediaries is considered as one of the most effective ways of ensuring that the workplaces are reached. Given the limited amount of funds provided by the Agency, one option would therefore be to invest this money in seminars aimed at intermediaries and to focus on reaching the workplaces directly through the campaign materials.

However, there are two key issues that indicate that the subsidy could be utilised more effectively than this. Firstly, some of the FOPs have commented that it can be hard to ensure that the information filters down to the workplace level through the seminar participants. Secondly, there is a low-medium level of additionality demonstrated by the events aimed at intermediaries (most would be organised even without the FOP subsidy on at least a reduced scale). Therefore, it is necessary to consider whether better results could be achieved by combining seminars and the dissemination of

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materials with some other type of activities. In addition to this, one of the objectives of the EW2004 was to target the workplaces more directly. Any modifications need, however, to take into account a small number of countries in which the activities would not have taken place at all if the subsidy had not been provided.

Bearing these considerations in mind, there are several key options for allocation of the budget in the future.

Option 1(short term) - keep the existing subsidy model and modify processes. The first option would involve retaining the current FOP subsidy system but improving procedures with regard to the way in which financial allocations are made, with regard to co-financing and sub-contracting limits, and with regard to reporting.

Given that the EU10 participated fully in the EW for the first time in 2004, there is an argument in favour of continuity, at least in the short term, to ensure minimum disruption to fully integrating of the EU10 countries into the Agency's activities. If the changes suggested below to the existing system lead to greater efficiency and effectiveness, then this would also be an argument against more radical change.

In the final section of this report we argue that if the current FOP subsidy model is retained, more emphasis should be placed at application stage on four factors – (1) financial additionality; (2) targeting and impacts on the workplace; (3) innovation and scope for replication; and (4) value for money. The detailed reasons for these suggestions are set out in Section 6.4 but, in summary, greater financial additionality could be achieved by making the subsidy eligibility criteria more stringent and, in particular, requiring FOPs to demonstrate that the activities could not be implemented without the subsidy. This should lead to a more efficient allocation of resources. Secondly, estimates should be required with regard to the number of workplaces that are likely to be reached by the EW campaign. Thirdly, applications demonstrating innovation and the capacity for replicating approaches to campaigning that are proven to be highly effective should be prioritised. Last but not least, applications that demonstrate good value for money (a combination of the other criteria) should be given priority over those that do not.

Adoption of criteria along the lines suggested above implies that the FOP subsidy might not be allocated to all countries or at least that the amounts awarded are likely to vary to a greater extent than at present.

Taking other possible changes to the current FOP subsidy system, if increasing of the co-financing and sub-contracting limits results in more activity at the national level and

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better targeting of the workplaces, then this could be an additional reason for keeping the existing model. Low sub-contracting limits are one of the existing barriers to higher levels of activity at national level as some of the FOPs do not have sufficient human resources to organise the activities themselves. However, the limits cannot be set too high because of the EC Financial Regulations and sound financial management of EU funding. An alternative way of addressing the resource constraints among the FOPs could be to allow the FOPs to use the subsidy to hire temporary personnel for the purposes of organising EW activities. Finally, if financial aspects of the current model remain unchanged, some procedures could nevertheless be streamlined. As discussed in the earlier sections, there is scope in particular for simplifying the application and reporting requirements.

Option 2 (medium term) - discontinue the subsidy and focus on trans-national European Week projects

Under this model, the FOP subsidy would be discontinued and the Agency would publish a call for the trans-national EW awareness raising/best practice sharing schemes at an EU level. We believe that this is the preferred solution in a medium term after the integration of the EU10 is fully completed. Implementing projects on a trans-national basis would create economies of scale in designing and implementing EW activities and therefore minimise repetition and duplication of effort across different countries. It would also ensure that the knowledge is shared across countries, which has been a weaker point of European Weeks so far. Eligible projects would be aimed at raising awareness of the European Week and the promotion of the best practices. As discussed in the previous section, sharing the best practices is one of the key ways of increasing the Community added value of the European Week and trans-national projects would be ideally placed to fulfil this task.

The projects should also have a clear workplace orientation which would make them complementary to the activities currently organised by the FOPs that are mainly targeted at raising awareness amongst intermediaries of EW matters. Making the workplace reach across the EU as one of the criteria in project proposals would ensure that the activities are truly additional to those implemented at the national level. The analysis in the previous sections demonstrates that current levels of the workplace reach, especially with regard to the SMEs, could be improved in the future.

Option 2 could also help create synergies with the Agency's objectives regarding the projects previously financed under the SME Funding Schemes. The SME Funding Schemes, which were run in the past by the Agency from 2001 to 2004 were organised on a similar basis to this model without being linked to the European Week. The SME

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Funding Schemes seemed to have been more successful in reaching a larger number of SMEs than European Weeks.¹¹ The Agency's short to medium term goal is to focus on the dissemination of the results of the projects which were financed under the Schemes. Some of the European Week trans-national awareness raising projects could be linked to this dissemination exercise. The outputs of the past SME Funding Scheme projects could be adapted to the context of the European Week and disseminated to the EW target groups. This would of course depend on whether the topics of any of the SME projects coincide with the theme of the European Week and whether the project outputs can be used in the context of an information campaign.

From the perspective of the EW organisation, this approach would remove the administrative burden and human resource constraints from the FOPs. As per the existing model, the Agency would continue to support the FOPs by supplying promotional and campaign materials. Funding could be also set aside for the FOPs who wish to implement national Good Practice Award schemes.

This model differs significantly from the project financing approach to EW activities which was discontinued in 2001. The 2000 model was run by the FOPs at the national level and it generated a modest level of interest from potential project organisers. The model proposed here would be managed by the Agency on a trans-national basis. Given the popularity of the SME Funding Schemes, we do not envisage significant issues with regard to generating interest for the call for proposals.

Option 3 (medium term) - combine trans-national projects and the FOP subsidy

Any changes to the FOP subsidy model would need to take into account the needs of a small number of FOPs who would not be able to implement European Week activities without the subsidy.

Therefore a hybrid model of providing the FOP subsidy only to these countries but otherwise concentrating on trans-national projects could be considered in the medium-term. This would allow the Agency to gradually phase out the FOP subsidy for all

¹¹ It is hard to estimate with great precision how many end beneficiaries were reached through the SME Funding Schemes and through the EW2004, since there is no reliable statistics. The figures in both cases were based on the estimates given by the organisers of the event, but they are the closest indication of the numbers of SMEs reached that is available. The evaluation of the 2002-03 SME Funding Schemes estimated that around 700,000 SMEs were reached through the projects in which Agency's funding amounted to €7 million. Therefore, for an investment of €940,000 (current level of FOP subsidy) the Agency could expect to reach around 100,000 SMEs as opposed to 80,000 which is an estimate for EW2004 and EW2002.

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countries and it would meanwhile give an opportunity to the FOPs to identify alternative sources of funding. However, running two models in parallel, even if for a short period of time, could be administratively onerous and that it could increase the resource cost to the Agency. We envisage that in practice the process could be implemented in the following way:

- The Agency could ask the FOPs, prior to the publication of the call for trans-national awareness raising projects, to indicate whether they are going to apply for the subsidy or not;
- If they decide to apply for the subsidy, their country would not be included in the trans-national projects and as they would be expected to organise such activities themselves;
- If this approach is taken, the eligibility criteria would need to be made more rigorous and the subsidy disbursed only in the cases where the activities would not go ahead at all without Agency's support.

Either way, the feasibility of further tightening of the eligibility criteria should be further investigated. In the meantime, an exchange of information on the alternative sources funding between the FOPs who manage to secure substantial amount of external funding and those who are less successful could be facilitated. This could provide some ideas for the latter as to how to reduce their reliance on the FOP subsidy.

On balance, we believe that the Agency should re-direct its support towards financing of trans-national EW projects in the medium term. Given the potential administrative complexity involved in implementing the Option 3, our preference is for Option 2. Since this model is based on trans-national projects, it would ensure that the activities are organised even in those countries which rely on the FOP subsidy to run the EW related events. A final decision regarding the most suitable model should be preferably reached through a small working group consisting of the Agency's and FOP representatives. The working group could develop further innovative approaches to organising the national EW activities. This would ensure that a future model both achieves the aims of the Campaign, particularly the workplace reach, increases the Community added value and financial additionality and takes into account any specific national circumstances.

In the short term however, the Agency should preserve the existing model, as changing the model radically could disrupt the integration of EU10 with the Agency's activities.

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Summary of the key findings and recommendations on the FOP subsidy model

Key findings:

- The FOP subsidy may not be as critical to initiating activities at the national level since 25% of the FOP budget was not granted to the FOPs;
- Additionality of the FOP subsidy is at a low-medium level and in a majority of the countries the EW2004 activities would have been implemented without the FOP subsidy, although on a reduced scale;
- The FOP subsidy in EW2004 did not stimulate any significant development of additional activities at the national level within or outside the tripartite network;
- The EW2004 financing rules whereby the Agency co-finances up to a maximum of 50% of the project costs and 25% of the subsidy can be utilised for sub-contracting were too rigid and could have reduced the activity at the national level;
- The reporting requirements are the key issue in the efficiency of the FOP subsidy process and several FOPs pointed out that they could influence their decision to apply for the subsidy in the future. The number of the reports which need to be completed and the amount of 'evidence' that has to be sent to the Agency are the key elements which cause difficulties;
- The procedure for changing the approved project specifications due to changing circumstances during the course of the year does not seem to be clear enough.

Key recommendations:

- Seminars and distribution of the campaign materials, which were identified by the FOPs and NSPs as the most effective activities in reaching the workplaces and the most efficient ones, could be supported from the national resources. Given that the current level of additionality of the FOP subsidy is at the low-medium level, it is likely that these activities will be implemented without the subsidy, on a reduce scale;
- The Agency should consider alternative models to the FOP subsidy in order to stimulate the activities which would not be otherwise implemented at the national level and which would make a greater impact at the workplace level;
- We believe that the existing model (Model 1) should be preserved in the short run to minimise the disruption to the integration of the EU10 within the Agency's framework. In medium term, we propose two alternative models which focus on the establishment of trans-national awareness raising/best practice sharing projects. The Model 2 would be implemented exclusively via the transnational projects, while the Model 3 contains the elements of both the FOP subsidy and the transnational projects with view to phase-out the FOP subsidy gradually. The key benefits envisaged in moving away from the existing FOP subsidy model include a full utilisation of the EW budget aimed at stimulating activities at national level, minimisation of duplication of the activities across countries and increased workplace reach. We would recommend moving onto the Model 2 in the future as it is administratively more simple, but it would ensure at the same time that the activities take place even in a small number of countries which rely heavily on the FOP subsidy. A final decision on the way forward should be preferably reached through a small working group consisting of both the Agency's and FOP representatives;

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- Even if the same model is preserved, the FOP subsidy process should be streamlined. The reporting can be simplified by amalgamating some of the reports into a single one. The reporting templates should also contain some tick-box questions to aid the completion and to enable quantification of the responses. A minimum required amount of project ‘evidence’ that the FOPs need to send to the Agency should be agreed with the FOPs;
- The procedure for changing the specifications of the approved project should be communicated to the FOPs at the beginning of the EW campaigns as it is currently perceived as, or it is expected to be, too complex.

5.2 Good Practice Award Scheme (GPA)

Before moving onto the presentation of research findings in relation to the GPA, we will briefly outline the GPA procedure in 2004.

An EU level public call for GPA nominations was launched in February 2004 and the nominations were initially filtered through the national FOPs. The Agency also provided the GPA guidelines and fliers in early February in order to extend the application timelines.

The Agency’s deadline for receiving the nominations was set for early July for the nominations in languages other than the English language and for early August for English language nominations. The application deadlines at the national level were set individually by the FOPs. The FOPs at national level and the panel judging entries at an EU level were looking for a number of things – evidence of risks being tackled through good management, successful implementation in the workplace leading to real improvements in health and safety, sustainability over time, transferability, etc. The businesses wishing to participate in the award scheme either applied directly to the FOP in response to the call, or more commonly, nominations were identified with the help of the FOP network. In most of the countries, social partners and labour inspectors also helped identify the potential nominees.

The interviews with several FOPs, social partners and a business which was involved in organising the activities related to the EW confirmed that providing examples of good practices is extremely valuable. The good practices indicate how the OSH solutions can be implemented at the firm level and it would be useful to provide even more such examples.

5.2.1 GPA - organisational efficiency

The surveyed FOPs were satisfied with the clarity of the GPA eligibility criteria (82% of them assigned a rating 4 or 5 to this question. The question was asked on a basis of a 1-5 scale, 1 being the least satisfied and 5 most satisfied). Similarly, the surveyed GPA

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participants were asked whether the application criteria were clear, suitable and easy to understand. They all agreed that they were.

The results of the FOP survey also indicate that they are generally satisfied with the timelines involved in the GPA process, as illustrated in the tables below.

Table 30: FOP survey-, Satisfaction with the timing of the delivery of the GPA guidelines/flier

	1 is the least score and 5 is the highest. % = % respondents					
	1	2	3	4	5	No response
Were the GPA guidelines/the flier made available to FOPs in sufficient time?	11.8%	5.9%	23.5%	29.4%	23.5%	5.9%

Table 31: FOP survey, Satisfaction with the timing of the GPA Call

	1 is the least score and 5 is the highest. % = % respondents					
	1	2	3	4	5	No response
Has the publication of GPA Call been timely and has it allowed sufficient time for companies to prepare applications?	11.8%	11.8%	23.5%	23.5%	23.5%	5.9%

We also tested the suitability of the timelines in the GPA survey and all of the respondents stated that they had enough time to complete the application.

While it is very useful to get positive feedback from the companies who actually completed the application process, the answer should be taken with some caution. Given that these firms did participate in the GPA, they are not representative of the firms who decided not to apply.

The interviews with the FOPs indicate that there were companies who did not apply because they thought that completing the application would take too much of their time. This was not strictly related only to the application form, but to the compressed timelines for identifying suitable candidates and meeting the application deadlines. Some of the FOPs suggested that it would be desirable to publish the Call even earlier since it takes time to identify the suitable firms and to motivate them to fill in the application form. An issue that was raised by several FOPs relates to the timing of the applications and fliers in national languages. In 2004, they were received in some cases quite late, compressing the application and recruitment timelines into a six – eight week period. This is particularly relevant as the applications deadlines coincide with summer holidays when companies have even less time to fill in the application.

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Some of the FOPs also commented on the language used in the applications, guides and fliers. For example, one FOP commented that it would be useful to distribute some of these materials in English also to the non-English speaking countries since some GPA applicants would prefer to complete their application in English. Currently, the English language applications are provided only in Ireland, the UK and Malta and contain the contact details of the FOPs in these countries. Also, it would be helpful if the contact information field was left blank as the FOPs can quite easily produce some labels and put them on the materials. The importance of national languages should not be neglected, however, as firms struggle if they do not have any options but to complete the application form only in English.

The selection process of the GPA winners at the EU level needs to be made clearer as only just over a half of the surveyed GPA participants agreed that the process was clear and transparent. In comparison, almost all of them found the process at the national level clear. It would also be helpful if the Agency sends a letter to the unsuccessful candidates following the announcement of the winners outlining its selection criteria in some more detail than currently available within the GPA call.

Table 32: GPA survey - “Do you think that the selection process at the national and EU level was clear and transparent?”

	National level	European level
	%	%
Yes	93.8	57.1
No	0.0	7.1
No response	6.3	35.7

Limiting a number of nominations to one per country has not lead to significant efficiency gains at the national level as illustrated in the below table. Indeed, most (70%) of FOPs considered that there should be more than one nomination per country. As this could potentially motivate more firms to apply, this option should be considered providing that it does not create too heavy an administrative burden for the Agency which would outweigh the benefits of increasing the participation.

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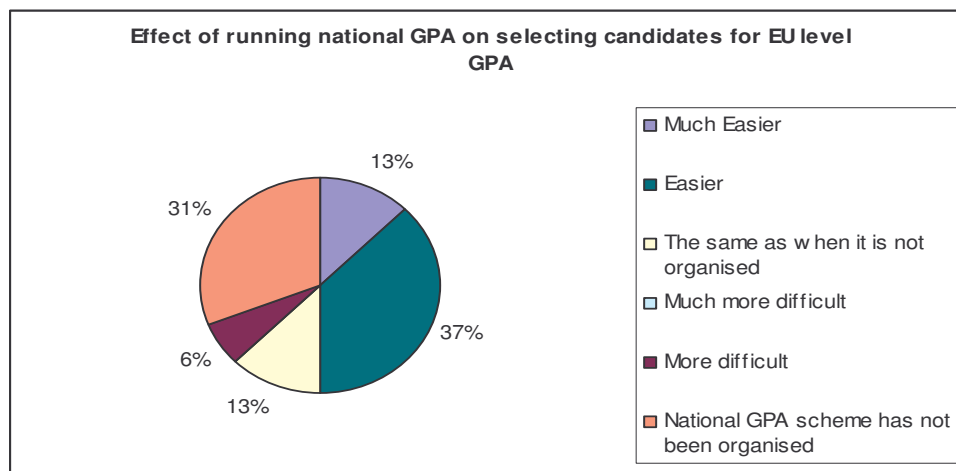
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Table 33: FOP survey- Impact that limiting the number of nominations to one per country had on cost-efficiency at national level

	1 is the least score and 5 is the highest. % = % respondents					
	1	2	3	4	5	No response
The number of nominations was limited to one per country. Has this increased cost-efficiency for you as an FOP?	35.29%	17.65%	17.65%	11.76%	0.00%	17.65%

Two thirds of the surveyed FOPs organised the national GPA and a majority of them agreed that this made it easier to nominate the good practices for European level competition. One FOP commented that organising a national GPA made it easier to identify the companies for the EU level competition. Although the three prizes which were given during the national competition were only symbolic in value, a national GPA was a good opportunity for companies to gain publicity.

Figure 11: FOP survey- “If a national GPA scheme has been organised, has it made it easier to nominate projects for the Agency’s EW2004 GPA scheme?”



As with the feedback regarding the level of trans-national good practice sharing, a majority of the surveyed FOPs argued that there should be more sharing of experience with regard to the GPA. They were asked to rate on a scale 1-5 (1 being the lowest score and 5 the highest), their satisfaction with the trans-national exchange of experience regarding organisation/promotion of GPA and well over half (60%) assigned relatively low 1-2 scores.

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5.2.2 GPA – promotional effectiveness

The promotion of the GPA at national and EU levels is considered as moderately more successful than in the previous years, according to the feedback by the FOP respondents. The table below table gives a more detailed breakdown of the survey responses. A third of the FOPs also considered that the 2004 GPA helped to increase the profile of the European Week more than was the case with previous GPAs, while just over a half argued that this remained at the same level.

Table 34: FOP survey - “Please tell us what you think about the following:”

	Yes	The same	Less than in previous years
	% respondents		
Has the promotion of GPA 2004 at the EU level been more active than in the previous Europe Weeks?	13.3	80.0	6.7
Has the promotion of GPA 2004 at the national level been more active than in the previous Europe Weeks?	40.0	53.3	6.7

The FOPs who used a variety of channels to recruit the GPA participants such as media, campaign materials, labour inspectors and social partners, found that the labour inspectors and social partners were most effective in identifying good practices in firms. More generally:

Table 35: GPA survey- “How did you hear about the European Good Practice Award Scheme (GPA)? You may select as many answers as applicable.”

Information sources	% respondents
EW2004 Website	56.3
National GPA scheme	25.0
EW2004 publications	31.3
EW2004 event (eg. Conferen	12.5
A government body	18.8
Labour Inspector visit	12.5
Specialist press	37.5
GPA official Call	0.0
TV	0.0
Radio	0.0
Daily press	6.3
EW2004 National Launch	18.8
EW2004 EU level launch	12.5
Other	6.3

- Most (81%) of the respondents to the GPA survey heard about the GPA following the publication of the Call in February 2004;
- The most successful promotional channels according to GPA participants were the EW2004 website, specialist press and EW2004 publications;
- Their feedback indicates that there is further scope for promoting the GPA via labour inspectors during their visits to businesses since only a few (about 18%) of the surveyed GPA participants heard about the GPA through them.

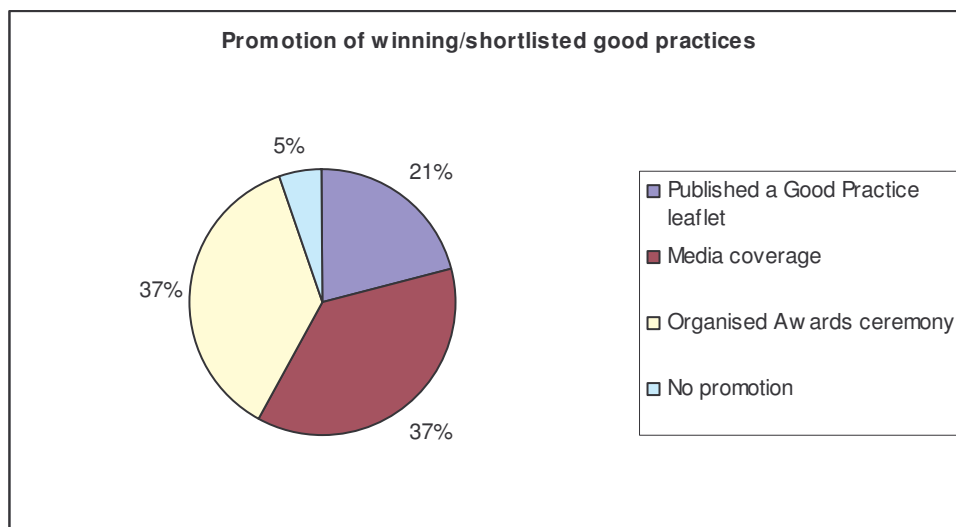
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An interesting insight is that none of the respondents heard about the GPA through the official call for competitions, which further highlights the importance of other promotional channels.

Most of the FOPs disseminated the information about the winning/short-listed good practices to the workplaces in their countries. The awards ceremony and media coverage were the most popular methods of dissemination. The diagram below gives an overview of the degree to which the FOPs utilised different promotion methods.

Figure 12: FOP survey, “How were the winning/short-listed good practices at the national level/EU level disseminated to other workplaces?”



Some of the FOPs, social partners and a GPA participant commented that practical examples of how to improve health and safety standards in the workplace are very useful.

The Good Practice Award material published by the Agency demonstrates how good practices can be implemented at the level of the ‘real companies’. This material could have a greater impact if it was translated in different national languages sooner than it is the case at present as the 2004 GPA publication will be made available

Table 4.15: GPA survey, “Do you think that the winners of the European GPA awards should be announced before the EW2004 Closing Event?”

	% respondents
Yes	25.0
No	37.5
Does not matter when	37.5

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in autumn 2005.

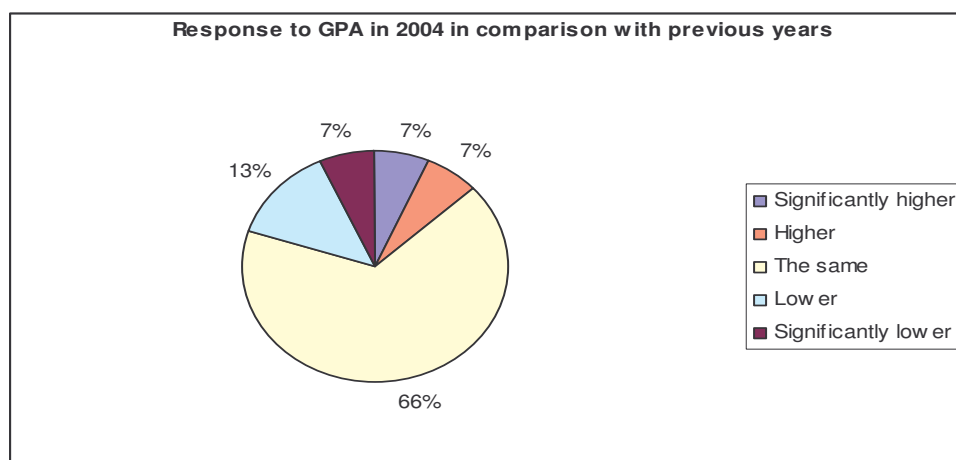
It has also been suggested that the publication should contain more details of how exactly the companies implemented the good practices in terms of the processes that were introduced or changed. One European social partner and a Bilbao Declaration signatory also commented that practical examples are invaluable for SMEs. It has been suggested that the GPA examples should be sourced from SMEs only, and not from larger companies, as this would be more useful for smaller companies.

Most of the surveyed GPAs did not consider it necessary to announce the winners of the European GPA Awards prior to the EW2004 Closing Event.

5.2.3 GPA participation rates and companies' incentives to apply for the scheme

An initial analysis of the response to the GPA call in 2004 indicated that the response was quite weak. This evaluation has sought to clarify whether the response to the GPA call in 2004 was lower in comparison with previous years and to explain its causes.

Figure 13: FOP survey, "How does the response of the SMEs to the GPA Call in EW2004 compare to previous EWs in your country?"



The feedback from the surveyed FOPs indicates that the level of the response remained pretty much the same as in the past. Since the above diagram indicates that the perceived low response is actually a standard trend, it is important to give some further thought to the methods that can help increase participation.

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The key obstacle seems to be related to a perceived lack of benefits from participation. The table below gives some further insights into the weighting given to a range of potential causes.

Table 36: FOP survey, “Preliminary data indicates that the response of SMEs to the GPA Call in EW2004 has been generally quite low. Please rate the following factors that may have caused it in your country”

	1 is the least important factor and 5 is the most. % = % respondents					
	1	2	3	4	5	No response
Low OSH standards in construction	35.3%	23.5%	11.8%	11.8%	11.8%	5.9%
Weak GPA scheme promotion	23.5%	23.5%	23.5%	17.6%	5.9%	5.9%
GPA scheme timetable was unsuitable	29.4%	23.5%	35.3%	0.0%	5.9%	5.9%
The cost of participation is high for SMEs	35.3%	5.9%	29.4%	23.5%	5.9%	0.0%
The SMEs do not see the benefits in participation	5.9%	5.9%	23.5%	29.4%	35.3%	0.0%

One of the key points raised by the FOPs is that they need more guidance on how best to promote the GPA and to motivate firms to apply. Since firms often do not seem to recognise the benefits of participation, any future promotional strategy should focus on this issue. Similarly, the cost of participation could be reduced by allowing more time to complete the applications as mentioned earlier.

Based on the interview feedback from FOPs and national social partners, the key motivating factor for firms to participate in the GPA scheme is its potential to raise their profile through media coverage and official recognition. Therefore, wider media coverage of the winners both at the European and national level should be considered in the future.

One of the GPA winners at the national level was also interviewed and they stated that participation in the GPA helped them to improve the company’s image with potential clients. Being able to demonstrate that the company is committed to ensuring good health and safety standards helps the company to win business from the clients. It would be useful to include a section ‘Why you should participate in the Good Practice Award in the future GPA guides/Calls containing this kind of promotional information. Potentially, some testimonies from the winners in the past awards could be included in order to highlight the key selling points of GPA.

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Summary of the key GPA findings and recommendations

Key findings:

- The GPA organisational model is well established. An area that needs to be improved is the timing of the publication of the Call and application form in national languages to allow more time for companies to apply;
- The eligibility criteria and application criteria are clear, but the selection process at the EU level is not as transparent;
- Limiting the number of nominations to one per country has not significantly increased the cost-efficiency at national level and 70% of surveyed FOPs would like to see more than one nomination per country;
- Organising national GPAs made identification of the nominees for the EU level competition easier. Exchange of transnational experience would be particularly beneficial on the organisational aspects of GPA and recruitment of the nominees;
- The most successful promotional channels according to the surveyed GPA participants were the EW2004 website, specialist press and EW2004 publications;
- Sharing examples of pan-European good practices is extremely useful to the workplaces as they provide practical examples of how health and safety issues can be tackled at the workplace level;
- The response to the GPA is generally weak and the EW2004 has not been an exception and attracting more companies to apply in the future is the key improvement area;
- The key causes of the weak response are the lack of perceived benefits of participation among the companies. The key benefits that companies seek when applying for the GPA is publicity and improved company image.

Key recommendations:

- The copies of the Call and application forms should be provided in the national languages at the same time when the Call is published (February 2004 in the case of EW2004) in order to allow more time for completion of the applications;
- The Agency should send a letter to the unsuccessful EU level nominees following the announcement of the winners outlining the selection criteria in some more detail than indicated within the Call in order to improve transparency;
- A stronger exchange of experience between the FOPs with respect to the organisational aspects of GPA should be facilitated;
- The Good Practice booklet which is published by the Agency following the announcement of the winners should be translated in national languages, since the content is highly relevant to the workplaces. The case studies should be outlined in some more detail than it is the case currently;
- More than one nomination for the EU level GPA competition should be allowed providing that the administrative effort at the Agency level would not outweigh the benefits. This would be particularly useful as one of the key motivating factors for the companies to participate in the GPA is promotion and visibility that can be achieved by participating in a European level event;
- Promotion of participating companies both at the EU level and at the national level should be strengthened in order to provide more incentives for the companies to apply for the competition;
- The quotes/testimonies from the past GPA winners should be included within the GPA call and promotional material to highlight the benefits that participation in GPA brought to their organisations.

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5.3 Online Charter

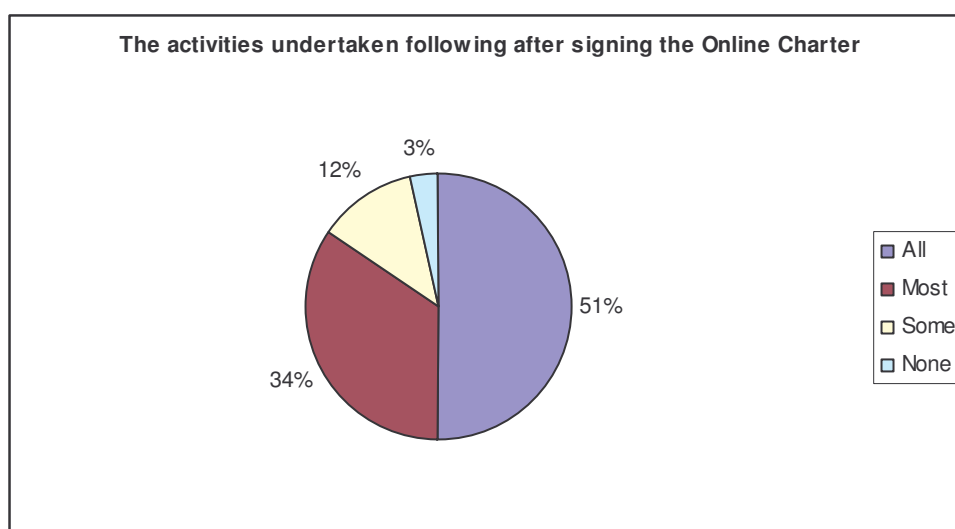
A separate working paper which analyses the responses from the survey of the Online Charter signatories was submitted by CSES to the Agency in March 2005. This report therefore includes only the key highlights from the working paper and some new insights elicited through the survey of FOPs, GPA participants and the beneficiaries of the SME Funding Schemes related to the construction sector. Further information was obtained through interviews with FOPs and national social partners.

5.3.1 Impact of the Online Charter on signatory organisations

When signing the Online Charter, organisations were asked to indicate which activities they were going to implement in their workplace in order to promote health and safety at work. In order to sign the Charter, the organisations had to commit to undertaking at least one activity.

The survey indicates that the Online Charter successfully acted as a catalyst in promoting activities in the workplace. Most (85%) of the organisations stated that they have implemented either all or most of the activities which they committed themselves to doing, while very few (only 3%) has not implemented any. The high degree of the activity among the signatories could also be due to the factors external to the Online Charter so it cannot be asserted with absolute certainty that this is attributable solely to the Charter. The diagram below gives a full overview of the results.

Figure 14: Implementation rates of H&S activities which the organisations committed to undertake when they signed the Online Charter



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Over-two-thirds (69%) of signatories indicated that they have used the Online Charter certificate in some way and a similar proportion (65%) argued that the certificate will help their organisation raise its profile. The qualitative feedback indicates that most of signatories have organised several types of activities.

5.3.2 The Online Charter – promotional effectiveness

The Online Charter was advertised through a number of channels in different EU Member States. The surveyed FOPs were given a multiple choice question which asked them to specify the various promotional channels they used to market the Charter.

The most frequently used channels were national websites, partner websites and campaign materials.

The table opposite gives a more detailed overview of utilisation of different promotional tools. The EW2004 website was quoted by the surveyed Charter signatories as the primary source of information about the Charter. Several respondents noted that the Charter needs to be further promoted if it is to be a success in the future.

Figure 15: FOP survey, “How was the Online Charter promoted in your country?”

	% respondents
National EW2004 website	64.7
Press	17.6
Partner websites	47.1
TV	0.0
Specialist press	23.5
Radio	0.0
Campaign materials dissemination	41.2
Other methods	23.5

Other EW2004 publications and specialist press could be further developed as sources of information as their current ranking shows some scope for further improvement. One of the respondents noted that the Charter ‘requires further promotion in industry press’. Given that the FOPs are usually represented by national government bodies, further efforts could be made also to promote the Online Charter through the FOPs and their network. There is some evidence of this already happening in 2004 with two respondents stating that they heard of the Online Charter through OSH advisers.

The signatories themselves could be further encouraged to pass on the information about the Online Charter to their affiliated organisations by, for example, implementing a functionality on the Online Charter pages through which they can send the link to their partners.

It was shown in Section 2.5.1 how the data obtained on the Online Charter signatories can be used to promote other EW activities to them. Similarly, there is some scope for cross-marketing of the Online Charter to the firms whose data the Agency collects through other projects, such as GPA or the SME Funding Schemes. The survey of

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GPA participants indicates that more than half of them were either not aware of the Charter or were aware of it, but did not sign it. Half (50%) of the surveyed SME funding scheme beneficiaries were not aware of the Charter.

Table 37: GPA participants, Has your company signed the Online Campaign Charter?

	% respondents
Yes	37.5
We were aware of it, but haven't signed	25.0
This is the first time we hear about it	31.3
No response	6.3

There were some technical difficulties when the Online Charter first went 'live' on the EW2004 website which prevented firms from signing it in the first few weeks. The number of the signatories could have been therefore higher if there had been no technical problems.

Nevertheless, the FOP and national social partner interviews indicate that in order to strengthen the marketing efforts through FOPs and their networks, the benefits of signing the Online Charter need to be very clearly defined. According to the FOPs, the organisations want to have a clear answer to the question of 'what's in it for me'. In other words, a stronger sales pitch needs to be set out in order to increase the Online Charter take-up.

One of the ways to increase the credibility of the Online Charter in the future could be to use signatories' quotes on the benefits of the Charter in the promotional materials which were obtained through the survey of signatories for this evaluation. Several quotes are available in our working paper on the survey of Online Charter signatories. At the same time, several surveyed signatories also commented that they expected to be better promoted after signing the Charter. The FOPs and national social partners also consider that firms seek to obtain a greater visibility by signing the Charter. Therefore, offering the signatories to use their quotes on the promotional materials could be a way to provide the desired publicity.

Some of the respondents also suggested that the names of the signatory companies should be displayed on the Agency's website. Since this appears to be an important incentive to attract signatories, it should be given further consideration from legal perspective in order to make sure that the Agency does not run into difficulties if the signatories subsequently breach health and safety regulations. Potentially, a disclaimer could be displayed on the website protecting the Agency against liability in case of signatories' default in health and safety, but further legal advice should be sought on the viability of this approach.

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The vast majority of the survey respondents cited raising awareness on health and safety in their workplace as the key reason for signing the Online Charter. A significant number of organisations saw the Charter as beneficial to the wider stakeholder public as well. They saw the Charter as a tool which demonstrates their commitment to health and safety to their contractors, suppliers, clients and general public. The respondents from larger companies, with offices in different locations, expressed their appreciation of the Online Charter as a tool to further integrate health and safety policies across the different sites. Several respondents emphasised the importance of the Online Charter as an international initiative.

Providing some immediate, tangible ‘rewards’ at the end of the Online Charter registration process could also attract more signatories. This could be, for example, a web-based risk assessment tool that was developed in one of the projects funded through the SME Funding Schemes and which could be replicated at the Agency’s website.

Efforts should be focused also on explaining the ‘Charter’ concept across the EU-25 as the research suggests that different cultural interpretations of the meaning of a Charter also hindered take-up. Almost half of the signatories in 2004 were from the UK. One reason why UK firms were more willing to sign the Charter is that a similar scheme was implemented by the Health and Safety Executive (HSE) in the UK until 2004 under which firms were issued a certificate for participating in the HSE’s activities. Since the HSE was not issuing the certificates in 2004, many firms were keen to sign a European Charter to demonstrate their commitment to health and safety. On the other hand, the concept of Charter is quite alien in many other countries.

5.3.3 Proposed changes to the Online Charter

Apart from the need to better promote the concept of the Online Charter and the signatories themselves, several other modifications should be considered.

Firstly, some signatories were unable to display the certificate in their organisations either because they did not receive it or because the quality of the printout was low (personalised certificates were emailed to the signatories after they signed it, so that they can print it.). One company even suggested paying for a better quality certificate in the future rather than just being able to print it out. It is assumed that some of the companies did not receive the certificate due to the technical problems with the Online Charter website in May.

Secondly, several respondents to the Online Charter survey suggested that there should be more space on the Online Charter form to specify the activities which would be

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carried out in their organisation. They felt that the selection of activities offered was too narrow, while the space for entering free text with regard to other activities was too limited. Thirdly, it was suggested that the comment at the bottom of the Online Charter form which states that the signatories could be contacted in the future in relation to the details of their campaign activities could act as a deterrent for companies to sign the Charter. However, the possibility of the follow-up by the Agency could act as an additional incentive for the companies to actually follow up on their commitments.

The Online Charter is a purely web based product. However, the suitability of internet as the only medium for signing the Charter requires some consideration as internet usage varies across countries and across sectors. The construction industry, for example, is dominated by small businesses which are generally not frequent internet users, at least in some countries. The possibility of de-centralising the Online Charter to the FOPs and disseminating it also in paper format should be further considered.

Summary of the key findings and recommendations related to the Online Charter

Key findings:

- A majority of the organisations which have signed the Online Charter are quite large (they have over 500 employees).
- The key promotional channel for the Online Charter was the EW2004 website;
- A great majority of the respondents have implemented either all or most of the activities they committed to undertake when signing the Online Charter and they would sign the Online Charter again in the future;
- The key obstacle in attracting more signatories to sign the Online Charter is that the companies do not recognise the benefits that signing the Charter would bring them;
- The surveyed signatories see the Online Charter mainly as a way of promoting health and safety amongst their workforce, as well as a way of demonstrating their commitment to health and safety to their partners in the supply chain. The respondents value also the international dimension of the Online Charter since it helps to integrate their health and safety efforts across their international sites and demonstrate the international extent of workplace health and safety issues.
- The key requests regarding the future changes to the Online Charter revolve around providing more visibility to the signatories. The concept of the ‘Charter’ is also quite alien within some national cultures;
- The internet usage varies across the countries, especially among the SMEs, so purely ‘online’ nature of the Charter may not be suitable.

Key recommendations:

- Smaller companies would need to be targeted more during the Online Charter promotion to ensure balance in terms of the size of the workplaces being reached;
- Promotional channels such as professional press, other EW campaign materials and FOP network could be developed further in order to market the Charter more strongly. The Charter

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should be cross-marketed to the companies whose data the Agency obtained through other programmes such as GPA or SME Funding Schemes;

- To ensure that the potential signatories respond to the promotional efforts, the benefits of signing the Online Charter must be clearly defined. This needs to be strongly emphasised both in the promotional materials and in communication with the FOPs;
- Further efforts should be made to ‘de-mystify’ the concept of the ‘Charter’ across different national settings and to perhaps adapt its title in MS to more acceptable concepts;
- The Agency should consider mailing a paper copy of the Charter to the signatories, as the print quality of the copy emailed to the signatories is low;
- The possibilities for providing the Charter in both online and offline formats should be investigated as this can potentially remove the barrier that low internet users face.

5.4 Closing Summit and Bilbao Declaration

The Closing Summit was organised in November 2004 in Bilbao and industry representatives from across Europe attended the event. The Bilbao Declaration was signed by six representatives of European construction associations during the Summit.

5.4.1 Bilbao Declaration

Our research confirms that the Bilbao Declaration was an important step since this kind of formal dialogue did not exist previously with regard to safety and health. A follow up Summit will be organised in 2006. Apart from being a very useful instrument to developing co-operation within the construction sector, the Bilbao Declaration follow-up actions should ensure sustainability of the European Week in the long run. This is also understood at the ‘on the ground’ as the Declaration should ensure that the construction issues remain in the focus even after the EW2004.

So far, the key success of the Bilbao Declaration has been in starting the dialogue between the different parties and facilitating the identification of the key health and safety issues affecting the construction sector that need to be addressed. At the follow up forum with the Declaration signatories in May 2005 several practical actions were agreed on how key issues could be tackled. The key steps that will need to be undertaken by the Declaration signatories in order to contribute to the change of working practices will be to develop a strategy on how to disseminate the results of their work at the national level.

The feedback from the FOP and national social partner surveys which was analysed in an earlier section indicates that the involvement of the European social partners achieved only a low-medium impact at the national level so far. Similarly, the feedback

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from the FOP survey indicates that the Construction Summit and Bilbao Declaration have had only a medium-low impact at national level, as shown in the table below.

Table 38: How much do you think the Construction Summit and Bilbao Declaration have contributed to raising the profile of EW2004 in your country?

	1 is the least and 5 is the greatest				
	1	2	3	4	5
Construction Summit	6.3%	43.8%	43.8%	0.0%	6.3%
Bilbao Declaration	6.3%	62.5%	25.0%	6.3%	0.0%

Given that the Summit was a European level event, it would be unrealistic to expect that it would have a direct impact at the national level. However, the Bilbao Declaration has a considerable potential to deliver practical changes at the national and workplace level. It has already had some positive externalities as a similar initiative was undertaken in the French speaking region of Belgium. According to the research, this could have been inspired by the Bilbao Declaration. Potentially, this kind of activity could also be encouraged by the signatories in other countries and regions.

5.4.2 Closing Summit

The Agency conducted an evaluation of the Closing Summit through a survey of the attendees. Generally, the level of satisfaction with the organisation of the Summit was high and the only significant area for improvement related to the structure of the sessions. The survey respondents commented that they could benefit more from the discussion-type sessions rather than a series of formal speeches. The sessions could therefore be more structured as workshops and not as presentations.

It might also be helpful to involve sector-specific social partners in drafting the Summit programme. As one of interviewee pointed out, this would help to focus the programme even more on the issues which need to be addressed within a sector. The Summit did, however, raise the visibility of a whole range of health and safety issues in construction. The research suggests that it was very useful to learn more, for example, about issues such as the scale of ‘informal’ working in construction and the implications for the ‘formal’ sector, lack of regulation at the design phase in comparison projects compared with the building phase, and pressures on prices during procurement process and the potential impact of this on health and safety.

Overall, the Summit was important in bringing together key players at the European level and raising their awareness of the issues that need to be addressed.

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The overall conclusion of this evaluation is positive, namely that European Week 2004 achieved its main objectives, at least to the extent that outcomes can be assessed. Overall, the Agency's role in organising European Week 2004 demonstrates considerable Community added value - without the Agency, it is highly unlikely that there would have been a coordinated campaign with a strong European character. This European character, in turn, helped to reinforce national efforts to promote improved safety and health practices in the construction sector.

Looking to the future, the research suggests that the workplace reach and the exchange of trans-national experience on the organisational aspects of the European Week are the key areas that need to be improved. These were identified as areas for improvement also in the previous evaluations. One of the key conclusions of this evaluation is also that modifying the existing FOP subsidy model would result in the more efficient use of resources and help to strengthen trans-national cooperation.

6.1 Overall Conclusions

Below, we summarise overall conclusions from the evaluation of European Week 2004. We start with conclusions relating to the role of the Agency/organisation of the campaign at the EU level and organisation of the campaign at the national level. We then move on in Section 6.2 to conclusions on specific aspects such as the FOP subsidy.

1. The activities organised during the EW2004 were very relevant to the needs of the construction sector. The research feedback suggests that, in general, the sector focus of EW 2004 was helpful in maximising impacts. Focusing on a single sector also made it easier to identify campaign partners and to reach the workplaces since the target group was well defined.

2. The Agency's coordination of the EW2004 was carried out efficiently. The evaluation findings indicate good overall levels of satisfaction with the way the Agency undertook its role and with regard to the interaction with FOPs. The parallel launch and parallel October Week had a positive impact on the organisational effort involved in EW2004 at the national level and helped to increase the visibility of the campaign. There were, however, some criticisms of the overall campaign timetable. In particular, more time was needed to check the translations of the campaign materials. Similarly, the feedback suggests that the GPA Call and translations needed to be published earlier. We make recommendations on this and other conclusions in the next sub-section.

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3. *The EW2004 campaign materials produced by the Agency were relevant to the key target groups, the fact sheets being considered as the most useful in this respect.* The materials could, however, have been targeted more closely at the sub-groups within the construction sector with the contents of the materials being customised accordingly. Giving the campaign materials a more pictorial format would help overcome language barriers amongst certain groups (e.g. immigrant workers) and also reduce translation costs.

4. *Promotion of the EW 2004 could have been more effective by using information on the participants of other Agency's initiatives to expand the target group.* This could, for example, have been achieved by utilising the data that the Agency has gathered on organisations through related initiatives such as the SME Funding Schemes or through the Online Charter registration process.

5. *The visibility of the European Week could also have been further improved by reducing the time lag between the launch date and the October Week.* This assumes that all of the preparatory activities would have been carried out as normal, from the beginning of the year. The website is the key promotional tool but Internet usage varies across countries, particularly in the SME sector.

6. *The level and mix of European Week 2004 activities at a national level varied, but seminars and the distribution of the campaign materials were considered by the FOPs as the most effective and cost efficient methods for reaching workplaces.* Intermediaries, rather than the workplaces, were the primary target audience of the national EW 2004 activities. FOPs and national social partners considered it more effective to focus on targeting intermediaries as they have access to a large number of workplaces and can therefore more effectively disseminate the EW information. It should be noted that this is based on the feedback by the FOPs and their social partners and that the FOPs did not carry out ex-post evaluations of national level activities that explored the issue of effectiveness and efficiency of different types of activities into greater detail, for example by examining the opinions of end-beneficiaries. At a national level, the EW2004 promotion through the media was generally a secondary priority due to high costs involved although there were several examples of exceptions to this where a lot of emphasis was put on media campaigns.

7. *The involvement of European social partners helped to increase the visibility and the impact of EW 2004 and has created a strong potential for follow-up action and multiplier effects.* The involvement of the sector specific European social partners was a particularly important feature of European Week 2004. In theory, it meant that the campaign had stronger backing, could be targeted more effectively and efficiently, and

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was more likely to achieve multiplier effects. The research feedback from social partners themselves and other sources suggests that these aims were generally achieved. The input of European social partners also helped, through the Bilbao Declaration and other activities, to raise the profile of European Week 2004. There is considerable potential for follow-up actions by the social partners to ensure that commitments made at a European level are translated into actions in the construction sector across different countries.

8. *At a national level, cooperation between FOPs and their national social partners was largely satisfactory.* However, there is further scope for involving insurance companies and private companies in the EW activities.

6.2 Conclusions - specific aspects of EW2004

9. *The research feedback suggests that there are a number of ways in which the existing FOP subsidy model could be improved.* The key issues raised by the existing FOP subsidy model relate to reporting, co-financing and sub-contracting limits and procedures for changing project specifications. Co-financing and sub-contracting limits were generally considered as being too inflexible. These arrangements are, however, in line with the European financial regulations and there is very limited scope for the Agency to introduce further changes that would go beyond the significant increase made in 2005. The perception of overly complex reporting requirements was a key issue for many FOPs, in particular the need to report on national activities which in some cases were not supported financially by the Agency's subsidy. Here, requirements could certainly be simplified. The procedure involved in changing the specifications of approved activities, due to the unforeseen developments during the course of the year, was also criticised although our understanding of the Agency's procedures suggests that the requirements are not unreasonable.

10. *Overall, the FOP subsidy demonstrated only very limited financial additionality.* The research suggests that FOP subsidy is not critical to initiating activities at a national level since a significant proportion – around a quarter of the total budget for FOP subsidy – was not requested by the FOPs. Even where it was used, the financial additionality of the FOP subsidy is judged by us to be at a low-medium level as most of the activities would have gone ahead anyway, albeit on a reduced scale. As such, the FOP subsidy did not stimulate any significant development of additional activities at the national level. In the next sub-section, we give recommendations on the future of the FOP subsidy.

11. *The existing GPA scheme is well established and is one of the key elements of European Week.* According to our research, the GPA scheme is particularly useful to

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the workplaces in providing practical examples of how health and safety issues can be tackled. The research confirms that the GPA is a valuable activity and should be continued. The response to the 2004 GPA Call was generally poor, but it was at a similar level as in previous years which indicates that this question needs to be addressed in the future. A key cause of the weak response was the lack of perceived benefits from participation. The key benefits that firms seek when applying for the GPA are publicity and improved image and in the next sub-section we make recommendations on how this might be achieved.

12. While the GPA organisational model is well established, some aspects could be improved. Key sources of information on GPA were the EW2004 website, specialist press and EW2004 publications. Organising national GPAs made the identification of the nominees for the EU level competition easier. However, in some countries, the GPA Call and national versions of the application form were only provided several weeks after the publication of the official Call at a European level which made it harder to market the GPA to firms and did not allow enough time for them to complete the application procedures. The transparency of the selection process at the EU level was not very clear. An exchange of experience between FOPs on the organisational aspects of GPA and identification of the nominees would be a worthwhile initiative and we expand on this in the next sub-section.

13. The Online Charter succeeded in making an impact at the workplace level as a majority of the signatory organisations claim that they implemented the actions they committed themselves to taking when signing the Charter. Feedback from the signatories indicates that they saw the Charter as a tool that helps demonstrate their commitment to health and safety to a wide range of stakeholders. Although there was a good overall response to the Online Charter with almost a thousand firms or organisations signing it, an analysis of the signatories shows a strong bias towards one particular country. An obstacle to securing wider participation and more signatories is that neither the companies nor the intermediaries seem to fully understand the benefits of signing the Online Charter. This is coupled with different cultural sensitivities with regard to the concept of a ‘Charter’ which also hindered take up. Levels of internet usage also vary across countries, especially among SMEs, so a charter in a purely online format may not be the best way of promoting the idea.

14. The Closing Summit and Bilbao Declaration were good ways of strengthening the dialogue between the social partners from the construction sector and raising the visibility of health and safety issues among the relevant European level players. There is also considerable potential for the Bilbao Declaration follow-up activities to bring about change in the working practices at a national level. An aspect of the Closing

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Summit that could be improved is the working sessions, which are currently structured as formal speeches.

15. Overall, the Agency's role in European Week 2004 demonstrated considerable Community added value. Without the Agency, it is highly unlikely that there would be a coordinated campaign with a strong European character. The European character of the event, in turn, helps to reinforce national efforts. There is some scope to further increase the European identity of European Week and to achieve greater synergies with other European campaigns such as SLIC.

Below, we provide a summary of the evaluation findings in relation to each of the specific European Week 2004 objectives and activities.

Figure 16: Summary of European Week 2004 Conclusions

EW2004 objectives	Key events	Overall conclusions
1. Raise awareness of occupational risks in the construction sector	<ul style="list-style-type: none"> • Online charter • Campaign materials • EW2004 website • Press releases/other media coverage 	EW2004 was undoubtedly successful in raising awareness. In addition to over 400 EW2004 events (conferences, seminars, etc), awareness was raised through extensive media coverage (there were over 23,000 media items) and the distribution of campaign materials. Over 900 organisations signed the on-line charter and there were many EW2004 website hits.
2. Increase the political profile of the health and safety issues in construction sector	<ul style="list-style-type: none"> • EW launch • Closing summit • Bilbao declaration and follow up 	Our evaluation suggests that the coordinated launch of EW2004 combined with the engagement of European social partners from the construction sector, and major EU-level events, in particular the Closing Summit and Bilbao Declaration did increase the profile of health and safety issues in a way that would have been difficult to achieve through uncoordinated national campaigns..
3. Promote and support practical solutions at workplace level to reduce health and safety risks	<ul style="list-style-type: none"> • Case studies and other good practice material • National EW04 events (conferences, workshops, media advertising, etc) • Good practice award scheme 	<p>EW2004 involved over 400 national and regional events across Europe. The impact of these and other activities such as the GPA is difficult to judge since feedback from final beneficiaries (construction workplaces) on the actions taken as a result of awareness raising is not available. Moreover, any actions taken at the workplace level will take time to have positive effects on health and safety practices. General conclusion is that there is scope to increase workplace reach in the future as well as the exchange of expertise and best practices between the Member States.</p> <p>However, the evaluation of EW2004 'results' is generally very positive and it can be imputed from this that impacts are also likely to have been extensive.</p>
4. Facilitate the exchange of information on good safety and health practices		

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6.3 Recommendations – future European Week campaigns

In this final section, we draw on the evaluation findings to set out recommendations for ways in which future European Week campaigns could be improved.

16. There should be more emphasis on targeting workplaces directly. Various ways of achieving this have been highlighted in this report – more emphasis on trans-national initiatives (here, the SME Funding Scheme provides good examples), working with large companies to disseminate good practices via supply chains, improved promotional material (including material that can be used in different countries), etc.

17. Further exchange of experience between the FOPs with respect to organising the EW should be facilitated. The Agency's meetings with FOPs or events such as the Closing Summit could be used to organise workshops devoted to exchange of experience between the FOPs, particularly in the areas such as mobilisation of national social partners, reaching workplaces, and the process of obtaining GPA nominees and general promotion of EW. We understand that an exchange of experience along these lines was offered to FOPs in the past and this opportunity should be looked into again.

18. The European Week promotional materials should be delivered before the start of the campaign. The national language versions of the GPA call and the application form should be made available at the same time when the official call is published. The Call should be published at even earlier in the year (if possible in January instead of February). The campaign materials should be targeted more closely at the particular sub-groups within the construction sector and more audio-visual or materials in pictorial format should be provided in order to overcome language barriers.

19. Promotional effectiveness of EW could be strengthened at the EU level by implementing some changes to the existing practices. The Agency could use the data on organisations gathered through the SME Funding Schemes and the Online Charter to advertise EW activities such as the GPA. Promotion of the EW should be continued as with the existing model, i.e. using both the off-line methods and the website in order to accommodate different levels of internet usage. With regard to the timetable, if possible, the EW launch should be organised closer in time to the October Week rather than in April. Concentrating the activities in a shorter period time would help increase the visibility of the EW as there is no large budget available to support a high level of activity over a period of several months.

20. Community added value and the impact of the EW could be reinforced through increased dissemination of European best practices, closer cooperation with other EU campaigns such as SLIC and further involvement of European social partners. Improved dissemination of European best practices is linked to the proposal on the changes to the FOP subsidy model (see below). There is a strong potential for sector-

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specific social partners to enhance Community added value through the follow-up actions related to the Bilbao Declaration. When a sectoral theme is addressed by the EW in the future, sector-specific social partners should be even more closely involved in the design of the EW activities to ensure that even more of the key sector-specific issues are addressed.

21. The impact of the EW could be enhanced by ensuring more coherence with EU policies. In particular, consideration should be given how health and safety issues could be further integrated into the Lisbon Strategy and the European social dialogue (see Recommendation 22).

22. In addition to European social partners from the particular sector targeted by European Week, statutory insurance companies and private companies should be more involved in the future EW activities, both at the national and the EU level. This would help ensure more workplaces are targeted and, in the case of insurance companies, raise the visibility of the costs incurred by neglecting health and safety issues. Strengthening links with the European network of insurance companies would be a sensible first step.

23. EW promotional effectiveness at the national level could be increased through further support from the Agency and some changes in the promotional strategy at the national level. The Agency could, for example, produce a common EU advert which would reduce the costs of advertising at the national level. Structuring the PR activity at the national level and making deals with the media companies with regard to the coverage of EW activities would also help increase promotional effectiveness. The Agency's current pilot project under which PR activities in several countries are outsourced through an external Agency is a positive contribution towards reducing the cost and increasing the visibility of the EW at the national level.

24. If the current FOP subsidy model is retained, steps should be taken to improve procedures. In particular, the reporting arrangements could be simplified by combining some of the reports into a single document and by including more 'tick-box' questions in the templates so that the responses are easier to quantify for analytical purposes. The existing procedure for changing project specifications should be communicated to the FOPs again as the current perception is that the process is too complex.

25. Although it may not be appropriate to change the FOP model in the short-term, consideration should be given to alternative arrangements in the longer term. In the short-term, the existing FOP subsidy model should be maintained since any change could make it more difficult to secure the engagement of EU10 countries. However, in the medium-term, alternatives to the current FOP subsidy model should be considered. The justification for this lies in the overall low level of FOP subsidy additionality and the fact that a large proportion of the subsidy budget was not claimed by FOPs. But

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any alternative arrangements need to take into account the needs of a small number of countries who would not be able to organise any EW related activities without the Agency's support. In the medium-term, we recommend that the subsidy should be replaced by more emphasis on supporting trans-national projects aimed at awareness raising/best practice sharing at the workplace level. Targeting the workplaces directly through trans-European projects and increasing the emphasis on the sharing of best practices would further help increase the Community added value of the EW. This approach would ensure that the intermediaries are still being targeted from the national resources while at the same time increasing the workplace reach through European activities. A final decision on the way forward should be preferably reached through a small working group consisting of both the Agency's and FOP representatives.

26. The recruitment of the GPA nominees could be increased through some changes to current processes and promotional messages. The copies of the GPA Call and application form in national languages should be provided at the same time when the official call is published (February 2004 in the case of EW2004) in order to allow more time for completion of the applications. A stronger exchange of experience between the FOPs with respect to the organisation of GPA and recruitment of nominees should be facilitated. More than one nomination per country for the EU level competition should be allowed providing that the administrative cost for the Agency does not outweigh the benefits. This would be particularly useful given that one of the main motivating factors for the companies to participate is publicity.

27. GPA participants should be given more publicity both at the EU level and national level. The existing publicity material on the GPA should contain stronger promotional messages with regard to the benefits of participation. This could include quotes/testimonies from the past GPA winners highlighting the benefits of participation to their organisations. In order to increase the transparency of the EU level selection process, the Agency should send a letter to all the EU level GPA nominees, after the winners are announced, explaining the selection criteria in some more detail.

28. The good practice demonstration value of GPA should be further exploited. Given the high practical value of the good practice examples, the booklet which outlines the good practices nominated at the EU level should be translated into different national languages. It should also include some further details on the good practices.

29. The attractiveness of the Online Charter could be increased by more clearly defining 'key selling points' and by diversifying marketing channels. The benefits of the Online Charter must be clearly defined in order to attract the signatories and to make it easier for the intermediaries to 'sell' the concept. The key selling points need

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to be strongly emphasised both in the promotional materials and in communication with the FOPs and intermediaries.

30. The possibility of providing a web-based tool at the end of the Online Charter registration process, such as risk assessment tool, should be considered. This would be a way of attracting more signatories and to make the exercise more useful to them. The outputs of the SME Funding Schemes should be reviewed to try to identify any tools that can be adapted for this purpose.

31. The possibility of providing the Charter in both online and offline formats should be investigated to lower the barrier faced by low internet users. Promotional channels such as professional press, other EW campaign materials and FOP network could also be developed further in order to market the Charter more effectively. The Charter should also be cross-marketed to the companies whose data was collected through other programmes such as the GPA and SME Funding Scheme. Given that the Charter is often displayed in businesses as a way of demonstrating their commitment to safety and health, the Agency should provide a hard copy of the certificate since the print quality of the copy which is emailed to the participants is low.

32. Initiatives similar to the Bilbao Declaration should become a regular feature of the future Summits. This will help ensure that the results of the European Weeks are sustained at the EU level by committing the key players to continuing actions. In order to sustain the momentum and impact of signing the Bilbao Declaration, the work of the follow-up Forum should continue to focus on identifying key problem areas and ways to address them. The Commission's financial instruments in support of European social dialogue could be used to help support follow-up actions.

33. Steps should be taken to improve the way in which European Week is monitored and evaluated. This is important both from the ex ante perspective as a way of ensuring that the Agency's resources are deployed in the most efficient and effective way, and from an ex post perspective in demonstrating accountability and the positive results achieved. Earlier in the report (Section 2) we outlined a performance measurement framework setting out key objectives and the desired 'outputs', 'results' and 'impacts' (the terminology used by the European Commission to assess programme effects).

Consideration should be given in the future to introducing a framework of this sort, including an improved quantification of European Week objectives, so that the success of the campaign can be more precisely assessed. Any performance measurement framework that is developed should, however, be made known to FOPs and other key European Week partners well in advance of the campaign so that steps can be taken to put the necessary data collection procedures in place. It is clearly important to strike a balance between what is desirable in theory and what can realistically be achieved in

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practice. Conducting case study-based evaluations at the national level, at least in a sample of member states, would also be invaluable in helping to determine the impact of different types of activities and the numbers of companies reached through the European Week. The suggested approach to both future EW evaluations and the FOP subsidy appraisal process is developed in Section 6.4 below.

6.4 Recommendations – EW Performance Measurement

In this section we present suggestions with regard to European Week performance measurement – at an EU level and then at a national level including links with the FOP subsidy.

6.4.1 An overall performance measurement framework

As argued earlier, an important aim of future EW campaigns should be to improve the way in which activities are monitored and evaluated. The diagram below, which is a modified version of the framework set out in Section 2, provides a list of high-level performance indicators. We have assumed that the basic objectives of European Week (first column) will not change in future years.

Evaluation Framework for European Week

EW2004 objectives		Activities/Outputs →	Results →	Impacts
1. Raise awareness of occupational risks in the targeted sector(s)	↑ FOP subsidy ↓	<ul style="list-style-type: none"> • Online charter • Campaign materials • EW website • Press releases/other media coverage 	<ul style="list-style-type: none"> • Number and type of online charter signatories, campaign materials distributed, website hits, press releases, etc 	<ul style="list-style-type: none"> • Actions taken by social partners in the targeted sector(s) to promote improved safety and health at work • Actions taken by workplaces in the targeted sector(s) to improve safety and health leading to reduced rates of accidents, absenteeism, illness, etc
2. Increase the political profile of the health and safety issues in the targeted sector(s)		<ul style="list-style-type: none"> • Sector specific EU level social partners • EW launch • Closing summit • Final declaration and follow up 	<ul style="list-style-type: none"> • Number and type of social partners and other political actors engaged in/reached by EW activities 	
3. Promote and support practical solutions at workplace level to reduce health and safety risks		<ul style="list-style-type: none"> • Good practice award scheme • Case studies and other European good practice material • National EW events (conferences, workshops, media advertising, etc) 	<ul style="list-style-type: none"> • Number of workplaces reached by material designed to promote good practices 	
4. Facilitate the exchange of information on good safety and health practices		<ul style="list-style-type: none"> • Number of GPA participants • Number of events and participants 		

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The existing scope of the EW evaluations and the monitoring information available is insufficient to assess ‘impacts’. It mainly allows the assessment of ‘activities/outputs’ and but only to estimate some ‘results’. The performance measurement framework shown in the above diagram is designed to capture the full range of EW outputs, results and impacts at a European level that are attributable to the Agency’s support.

6.4.2 Performance measurement at national level

At a national level, a case study approach focusing on a sample of 3-4 countries is almost certainly the only way of investigating EW ‘impacts’ in any detail. If this approach is adopted, future EW evaluations might place less emphasis on some EU-wide aspects of the campaign. Apart from examining organisational issues (e.g. the approach adopted to the EW campaign), the case studies could focus on assessing EW impacts by obtaining feedback from final beneficiaries. This might, for example, involve interviews with social partners as well as follow-up surveys of those who participated in EW events or who received information to obtain their views on its usefulness in raising awareness and stimulating actions to improve safety and health.

One way of obtaining feedback from the participants in the EW events which are organised using the FOP subsidy would be to get the participants to fill in a short questionnaire immediately after the event(s) in question. All FOPs should use the same basic set of questions and send the results back to the Agency. The questionnaire should be short and aimed at eliciting key information related to the expected extent and nature of workplace reach.

Table 39: Suggested survey questions for participants in national EW events financed through the FOP subsidy

<ul style="list-style-type: none"> ▪ Organisation name ▪ How relevant has this event been to addressing the needs of the workplaces in general and SMEs in particular? Please rate on a scale 1-5, 1 being lowest and 5 greatest value. 					
	1	2	3	4	5
Workplaces in general	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SMEs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<ul style="list-style-type: none"> ▪ Are you aware of other EW activities/materials available? Yes <input type="checkbox"/> No <input type="checkbox"/> ▪ How many workplaces do you estimate that your organisation is going to inform about the Europe Week? ▪ To what extent do you think that the practices in the workplaces who hear about the Europe Week will change as a result of information provided to them through Europe Week? Please rate on a scale 1-5, 1 being lowest and 5 greatest value. 					
	1	2	3	4	5
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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6.4.3 Integrating the FOP subsidy criteria with performance measurement

The FOP subsidy plays a key role in European Week campaigns and there is a need for more stringent criteria that can be used both to help determine financial allocations at the application stage and to evaluate the outcomes subsequently achieved. Key criteria or performance indicators that might be used are:

- **Financial additionality** - how important is the requested FOP subsidy in making it possible for planned activities to go ahead?
- **Targeting and impact on workplaces** - how many workplaces are likely to be reached directly or indirectly by the planned EW activities?
- **Innovation, trans-national dimension and scope for replication** - to what extent does the planned use of the FOP subsidy demonstrate an innovative approach to promoting the EW campaign?
- **Value for money** - does the FOP subsidy represent acceptable value for money given the likely/actual outcomes achieved?

The above suggestions combine criteria/performance indicators than can be quantified (and subsequently evaluated in the ways suggested earlier) with others where a more qualitative approach to assessing them is needed.

Taking the first of the above points, it is clearly important that the Agency's resources are used as far as possible to support EW activities that are unlikely to go ahead without the FOP subsidy, at least on the same scale. One way of testing financial additionality at the application stage would be to ask FOPs whether they have investigated other sources of funding for the planned activities and, if so, what the likelihood of securing alternative funding is/was.

The way in which EW activities are targeted and the extent of the (likely) impact on workplaces is clearly of critical importance as it is the key aim of the campaign to maximise these impacts. Both this and previous evaluations have highlighted the need for more priority to be given to reaching final beneficiaries. FOPs should be asked, at the application stage, to provide some estimate – preferably quantified – of the number of workplaces that are likely to benefit from the EW campaign. Quantified estimates can of course be based partly on estimates regarding the number of activities (conferences, seminars, mail-shots, etc) and assumptions regarding the likely number of beneficiaries at these events. Similarly, where the EW campaign focuses on intermediaries and these intermediaries are membership based (e.g. trade unions and

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employer federations) and have dissemination methods in place, it should again be possible to estimate the number of workplaces that are likely to be reached. From an ex-post evaluation perspective, we have suggested above that a combination of case studies and the scaling up of results should be adopted as a way of measuring impacts.

The third point above – the extent of innovation, trans-national dimension and scope for replication – is important for a number of reasons. However, above all, these factors offer scope for demonstration and multiplier effects, thereby helping to maximise the impacts achieved by EW campaigns. Although national EW campaigns do not have a trans-national dimension built into them, mechanisms exist for know-how and experience to be shared. The sharing of practices that demonstrate a high degree of effectiveness is clearly helpful in avoiding having to ‘reinvent the wheel’ in different countries and in ensuring the greatest overall EW impacts. The extent to which the FOP subsidy is used for activities that demonstrate innovation and have the potential for wider replication should therefore be one of the factors assessed at the application stage and subsequently evaluated.

Last but not least, value for money should be a factor that is considered both at the application stage for the FOP subsidy and in subsequent evaluations. Although some indication could be gained from developing benchmarks based on the second performance indicators (e.g. number and type of beneficiaries per €1,000 of FOP subsidy), any assessment is likely to be essentially of a qualitative nature. For example, in the case of the third performance indicator, an application that demonstrates an innovative way of EW campaigning, the wider potential relevance of the approach and also how experience will be shared is likely to score more highly than an application for the FOP subsidy that does not.

In some cases, the criteria/performance indicators suggested above are already (partially) included in the FOP subsidy application form. However, there is scope for their importance in deciding on the allocation of resources to be further emphasised. Similarly, these factors should, in addition to the specific performance indicators set out in the earlier diagram, be assessed in future EW ex post evaluations.