

REPORTING ON PROGRESS ON IMPLEMENTING EU-OSHA STRATEGY 2025-2034

1 Introduction

This note aims to define the performance monitoring framework for the EU-OSHA Strategy 2025-2034. In December 2024, EU-OSHA's Management Board (MB) adopted EU-OSHA's strategy for the years 2025-2034. The new strategy stresses the importance of impact and identifies three Strategic Lines of Action (SLAs).

Figure 1: The three SLAs from EU-OSHA's Strategy 2025-2034



Providing evidence and knowledge

on new and emerging risks, and on current ones, on the impact on health and how the risks can be prevented to support policymaking and research.



Facilitating development of tools and resources

to empower the Agency's networks and partners to improve the prevention of occupational safety and health risks in the workplace



Raising awareness and networking

to enable the Agency and its stakeholders to foster a positive risk prevention culture at work

During Spring 2025 intervention logics were developed for the three SLAs and the draft intervention logics benefitted from the input from the MB during its meeting in June 2025. The intervention logics define the logical link between EU-OSHA's work and the desired impact. The framework for the performance monitoring framework presented in this note is defined by the intervention logics. The collated intervention logics are included below.

1.1 Involvement of the Executive and Management Boards in the development of the performance monitoring framework

Following the MB discussions of the intervention logics in June 2025, the performance monitoring framework was discussed with the Executive Board on 8 October 2025 and presented to the MB at a webinar on 10 November 2025. Finally, it was discussed at the 2025 December MB meeting. The framework is reflected in the Single Programming Document as from the 2026-2028 version.

Figure 2: Collated intervention logics for the three SLAs

	 RATIONALE	 OBJECTIVES	 INPUTS	PROJECTS	 OUTPUTS	 RESULTS
SLA 1	Providing evidence and knowledge on current, new and emerging risks regarding their impact on workplace safety and health and their prevention, to support policymaking and research	1. Collect data on occupational safety and health risks, prevention measures and outcomes in the EU 2. Provide sound analysis on occupational safety and health issues relevant for research and policy at EU and MS levels 3. Identify new, changing and emerging occupational safety and health challenges and opportunities 4. Engage relevant intermediaries and facilitate the use of the Agency's work in policy and research 5. Provide relevant (& timely) inputs to OSH policy priorities 6. Collaborate with EU bodies to mainstream OSH into broader policy areas	EU OSHA resources • Internal human (staff) and financial resources • Existing knowledge base of EU OSHA	• Primary and secondary research; • Networking; • Communication; • Promotion • Dissemination • Multilingualism	• Knowledge resources: • Datasets; • Expertise; • Data visualisations; • Information systems; • Engagement • Networking actions • Promotion actions	• Intermediaries and target audiences are aware of EU-OSHA's research and knowledge outputs. • Intermediaries and target audiences engage with the Agency's outputs • Intermediaries and target audiences understand the OSH issues being addressed by the Agency's work. • EU-OSHA's work is used by the intended intermediaries and target audiences as input to policy and research (priorities).
SLA 2	Promoting and facilitating the development of tools and resources to empower the agency's networks and partners to improve the prevention of safety and health risks in the workplace.	1. Identify, promote and encourage exchange of relevant and useful tools and resources for OSH risk prevention at workplaces across Europe among intermediaries 2. Maintain and support the development of relevant tools and resources for intermediaries 3. Facilitate access to OSH information among intermediaries	External (EU+MS) resources • External human resources (expertise) • Focal Points • Management Board members • Other networks	• Facilitation of tools exchange; • Development and support; • Applied research; • Networking; • Communication • Promotion • Dissemination • Maintenance of existing Agency tools and resources • Multilingualism	• (e-)tools; • Practical information resources (guidance, case studies); • Insights into how tools and resources are developed, used and promoted • Networking actions to promote learning, exchange and workplace-oriented action; • Engagement actions	• Awareness among intermediaries of tools and resources available • Intermediaries have access to the tools and resources to support employers in implementing OSH measures. • Intermediaries develop knowledge and capacity on how best to reach workplaces and meet their needs • The intended intermediaries use the Agency's tools and resources in their work with workplaces • Cooperation and knowledge-sharing within relevant networks.
SLA 3	Driving awareness-raising and networking actions to enable the agency and its stakeholders to foster a positive risk prevention culture at work	1. Engage Management Board members and other key stakeholders to create ownership around the Agency's vision and work 2. Enable networks and intermediaries to raise awareness among a broader group of beneficiaries and exchange information on specific OSH issues 3. Build capacity among EU-OSHA's Focal Points and intermediaries		• Campaigning; • Networking and capacity-building; • Awareness raising; • Communication • Promotion • Dissemination • Multilingualism	• Health Workplaces Campaigns; • Network actions focused on key stakeholders (Management Board, Focal Points); • Networking, promotion and engagement actions at national, EU and international level.	• The MB and the FOPs engage at national level to maximise the outreach to national intermediaries • Intermediaries actively engage with the Agency's awareness raising and networking actions. • Knowledge exchange and dissemination through networks and intermediaries. • Intermediaries' engagement of beneficiaries in awareness raising actions and networking actions is facilitated by the agency

2 Elements of EU-OSHA's strategic performance monitoring framework

For EU-OSHA's MB to monitor progress and decide on future actions, it is important that reliable and relevant information is provided on implementation in a broad sense (i.e. covering delivering the work programme but also going beyond that). The following measures will be in place to fulfil this need:

- Executive Director's Progress Report (EDPR): The EDPR provides a narrative account of the status of the implementation of the annual work programme for each MB meeting. The reporting focuses on the projects under each SLA and the SLAs themselves.
- Outputs report: The outputs report is provided together with the EDPR and provides information on the status of the deliverables (outputs) from the annual work programme.
- Key Performance Indicators (KPIs): A set of KPIs will allow to provide data on progress towards the specific objectives for the SLAs. A proposal for KPIs is included below.
- Stakeholder surveys: Stakeholder surveys allow the Agency to gather feedback from different groups of stakeholders on its work.
- Evaluations: Evaluations are evidence-based judgements of an ongoing or completed intervention, including its design, implementation, and results. A framework for evaluations is included below.
- Consolidated Annual Activity Report (CAAR): The CAAR is an annual account of the results EU-OSHA has achieved and draws on all the sources mentioned above. The CAAR is approved by the MB.

Each of these measures have a specific purpose and it is important not to see them in isolation. It is the combination of the different measures that gives an overview of the success of the Agency in implementing its strategy. The CAAR provides this synthesis to some extent but has its limitations as it follows an annual cycle. To complement and support the CAAR, a mid-term and ex-post evaluation of the Strategy is foreseen. The rest of this note will focus on the KPIs and the evaluations.

The importance of effective performance monitoring is stressed in the Financial Regulation of EU-OSHA and more recently was the object of a specific recommendation in the European Commission's evaluation of EU-OSHA, Eurofound, ETF and Cedefop.¹ The recommendation to the four agencies read:

While the four agencies' control mechanisms are effective and overall efficient, the agencies could review and significantly improve their monitoring systems, including KPIs, to properly assess the scale of success of their interventions, and to make the evaluations more useful in improving the agencies' performance. This could be achieved by: (i) defining SMART objectives; (ii) identifying meaningful KPIs to measure result achievement; (iii) systematically setting targets for all KPIs; (iv) filling data gaps (v) further harmonising and aligning indicators across the agencies; and (vi) better monitoring of services / outputs use at national level. Moreover, the agencies could further streamline monitoring processes and tools (streamlining of reporting) (see Section 1.1.2. and 4.1.2.3.).

¹ European Commission, Evaluation of EU Agencies: Eurofound, Cedefop, ETF and EU-OSHA Accompanying the document. Report from the Commission to the European Parliament, the Council and the European Economic and Social Committee, SWD/2024/2022 final, 27 September 2024, available here: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52024SC0222>

The recommendation is taken forward two ways: 1. By a working group involving the four agencies plus ELA. This work is still ongoing and the current proposal may be revised once the outcome of this working group is known; 2. In the action plan for EU-OSHA adopted by the MB, the Agency says it will revise its performance monitoring system during 2025 and include a revised framework in the Single Programming Document 2026-2028. This note is therefore also an important element of the follow-up to this recommendation in the evaluation of the four agencies.

2.1 The performance monitoring framework and EU-OSHA's 'accountability ceiling'

For a number of years, there has been a strong emphasis on 'impact' for public entities. As with other public entities, there is an expectation on EU agencies to have an impact on the wider society – and to demonstrate it. There are many definitions of 'impact' and a somewhat vague guideline is the intervention's *raison d'être*. In the Commission's guidelines for the Single Programming Document (SPD) a more precise definition is provided defining impacts as the indirect or long-term effects of an intervention on the EU or global society that are, at least partly, expected to be influenced by [the Agency's interventions].²

A common theme across different definitions of impact is that even though it defines a change resulting from an intervention, it is influenced by multiple intended and unintended factors. It will therefore be difficult to find a case where an impact can be attributed to EU-OSHA by establishing a direct link between the two. Other factors will contribute to any observed impact – and in many cases more significantly than EU-OSHA. Furthermore, in some cases, different factors may interact which additionally complicates any attribution.

This is no surprise as EU-OSHA works within an institutional structure where many other actors operate (social partners, governments, labour inspectorates, research institutes etc). Therefore, we may at best try to identify 'contributions' from EU-OSHA's work to any observed impact. However, as it is not possible to quantify the effect of external factors, any such contribution, if possible, is best identified through evaluations and not through, for example, KPIs.

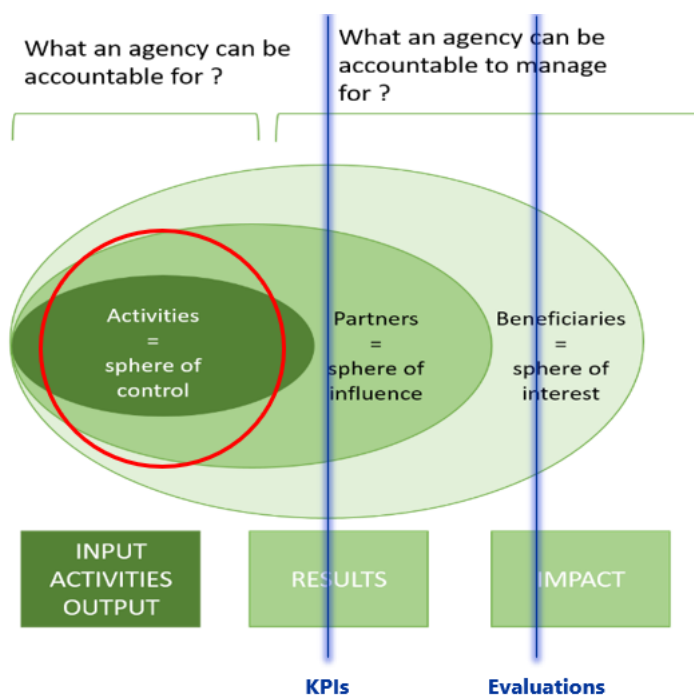
For EU agencies, an 'accountability ceiling' has been defined.³ This ceiling is defined as the upper limit in the intervention logic after which the Agency no longer controls the effects. In EU-OSHA's case, objectives, inputs, projects and outputs would fall under this ceiling as these are under the Agency's control. This operationalisation is in line with other agencies.

Figure 3 illustrates graphically this idea. EU-OSHA is directly accountable for what it controls, i.e. its objectives, inputs, projects and associated outputs. EU-OSHA can influence the results though achieving the results does not depend exclusively on EU-OSHA. So, whereas EU-OSHA has an influence on the results, whether an intermediary actually uses EU-OSHA's work goes beyond EU-OSHA's control. However, by providing relevant products and carrying out effective engagement actions, EU-OSHA can have an influence on these results. Finally, when it comes to impacts and what beneficiaries do, EU-OSHA's influence is very indirect.

² European Commission, Annex to the Communication from the Commission on the strengthening of the governance of Union Bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the Single Programming Document and the Consolidated Annual Activity Report, C(2020) 2297 (final), 20 April 2020.

³ EUAN Performance Development Network, What 'impact' can be expected from EU Agencies?, 12 February 2020

Figure 3: The accountability ceiling⁴



Reporting on strategy implementation focuses on tracking progress in carrying out planned actions and activities — it shows what has been done to deliver the strategy within the realm of actions for which the Agency can be held fully accountable, as well as the most immediate results. This is measured through key performance indicators (KPIs) and progress reports.

In contrast, reporting on strategy outcomes (i.e. results and impacts) assesses what difference those actions have made — the broader effects in the form of results, impacts, or value generated as a consequence of implementation. This takes into account the broader context and external factors. Such broader effects go beyond what the Agency can be held accountable for. These are best captured through evaluations, which make evidence-based judgements on effectiveness, efficiency, coherence, relevance, and added value, and conclude on the Agency's contribution to the observed effects.

⁴ Adapted from the document mentioned in the previous footnote.

3 Key Performance Indicators

3.1 Criteria for KPIs

The KPIs should meet the **RACER** criteria, cf. Financial Regulation article 28 (3):

- **Relevant**, i.e. closely linked to the objectives to be reached;
- **Accepted** (e.g. by staff, stakeholders). The role and responsibilities for the indicator need to be well defined.
- **Credible** for non-experts, unambiguous and easy to interpret;
- **Easy** to monitor (e.g. at low cost and with acceptable administrative burden);
- **Robust** against manipulation. For example, we should not achieve a target value for an indicator on number of reports by aiming at a lower quality.⁵

Other important criteria should also be considered. An indicator value should be ‘**attributable**’ to EU-OSHA’s work and in accordance with the accountability ceiling established during the intervention logic work, the KPIs therefore focus on what EU-OSHA can either control or have a significant influence on (see above). Therefore, developments and events which cannot be clearly attributed to EU-OSHA or where it cannot be clearly measured what EU-OSHA’s contribution was will not be measured by KPIs. Indicators that do not meet the ‘attributable’ criterion could at best be used for contextual information outside the official KPI framework.

A further criterion relates to the **data** which must be easily available and of good quality. It is indicated below where further work would be required in this respect.

In accordance with the definition of the accountability ceiling above, at a later stage, targets will be defined for the output indicators as these are under EU-OSHA’s control. However, for results indicators, targets will not be defined as the results do not depend exclusively on EU-OSHA. Instead, the evolution of the scores on the KPIs for results will systematically reviewed and analysed.

In accordance with the new activity structure, KPIs are developed for the Strategic Lines of Actions as these are now the activities. This does not mean that indicators will not be used for projects where it is relevant.

3.2 Data sources

The main data sources for the KPI data as suggested below will be:

- Surveys (stakeholders, post meeting surveys, FAST and MB/Focal Points etc)
- Citations search (to what extent is EU-OSHA’s work cited in work by others)
- Website statistics (statistics from EU-OSHA’s websites, social media and similar)
- Internal monitoring (e.g. FAST monitoring, feedback via Focal Points, OiRA data)

So far, EU-OSHA has relied on stakeholder feedback to a large extent. With the current KPIs, the aim is to increase the number of data sources with a view to triangulate information. However, it also means that some values are not known at this moment. Citations search plans have to be developed for example. There are also important considerations for website data where the increasing use of artificial intelligence means that EU-OSHA’s work may be consulted but not necessarily via a visit to EU-OSHA’s websites.

⁵ Definitions from Better Regulation Toolbox, Tool #43

3.3 Proposal for KPIs

In the following a proposal is presented. It is based on:

- The intervention logics developed and discussed with the MB in June 2025
- The experiences with the KPIs currently in place
- Exchanges with other agencies via the EU Agencies' Performance Development Network, e.g. work on the 'accountability ceiling'. This also includes ongoing work together with the employment agencies on exchange of practices and streamlining of performance measurement.
- Support from external experts

The proposal focuses on the three SLAs.

Some KPIs go across the three SLAs though the way they are measured may vary:

- Delivery of the annual work programme
- Volume of engagement actions
- Adequacy of prioritisation
- Engagement among intermediaries
- Uptake

For some of the KPIs below, the metrics and methods will be defined during Spring 2026. However, many of the data collection measures required are already in place.

Cross-cutting KPIs on e.g. budget implementation are not included in this note. However, these are harmonized and common to the agencies.

3.3.1 *Strategic Line of Action 1*

The KPIs in line with the criteria defined under 3.1 will measure the achievement of the specific objectives (SO) and results for the SLA – both defined in the intervention logic and also available below.

▪ **Specific objectives**

1. Collect relevant data on occupational safety and health risks, prevention measures and outcomes in the EU
2. Provide sound analysis on occupational safety and health issues relevant for research and policy at EU and MS levels
3. Identify new, changing and emerging occupational safety and health challenges and opportunities
4. Engage relevant intermediaries and facilitate the use of the Agency's work in policy and research
5. Provide relevant (and timely) inputs to OSH policy priorities
6. Collaborate with EU bodies to mainstream OSH into broader policy areas

▪ **Results**

1. Intermediaries are aware of the Agency's research and knowledge outputs
2. Intermediaries engage with Agency's outputs
3. Intermediaries understand the issues being addressed by the Agency
4. The Agency's work is used by the intended intermediaries as input to policy and research

▪ Intermediaries

For most of the KPIs it is important to define who the intermediaries are – i.e. who do we try to reach from the Agency. A preliminary list for SLA1 includes:

- MB
- Focal Points
- Members of the Focal Points network at MS level
- Commission (EMPL and beyond)
- European Parliament (EMPL and beyond)
- Other EU agencies (EMPL and beyond)
- Research community – for example PEROSH
- Specialised media partners
- In general, participants to seminars, workshops and events organised by the Agency under SLA 1
- Website users who consulted SLA 1 products

▪ KPIs on outputs

KPI	Description
Delivery of work programme ⁶	Percentage of outputs from annual work programme delivered
Reliability	% of intended intermediaries (researchers) in survey confirming reliability of research results. This covers dimensions such as transparency on methods used and application of sound research methods.
Relevance	% of intended intermediaries confirming relevance of research results/scenarios etc.
Timeliness	% of intended intermediaries confirming timeliness (delivered when needed) of Agency outputs
Adequacy of priorities	Extent to which respondents confirm that EU-OSHA addresses the most important needs with regards to supporting policy and research

▪ KPIs on results

KPI	Description
Awareness rate amongst intermediaries	% of intended intermediaries who are aware of at least one recent Agency output under SLA 1
Intermediary engagement	Measures on intermediaries' interaction with Agency outputs: web and social media statistics (specific aspects TBC), active contributions to external events by the Agency, number of attendees reached in events organised by the Agency or with Agency's support, number of requests for expertise answered

⁶ See section 2.3.5 for a definition of the categories.

KPI	Description
Use in Policy and Research	Number of references to Agency outputs in policy documents, research publications
Use in policy and research	% of intended intermediaries that have made use of the Agency's work
Mobilisation of focal points	Count of Focal Point actions taken to disseminate and create awareness around EU-OSHA's work (FAST and others) aimed at supporting policy and research.

3.3.2 Strategic Line of Action 2

The KPIs in line with the criteria defined under 3.1 will measure the achievement of the specific objectives (SO) and results for the SLA – both defined in the intervention logic and also available below.

▪ Specific objectives

1. Identify, promote and encourage exchange of relevant and useful tools and resources for OSH risks prevention at workplaces across Europe amongst intermediaries
2. Maintain and support the development of relevant tools and resources for intermediaries
3. Facilitate access to OSH information amongst intermediaries

▪ Results

1. awareness among intermediaries of tools and resources;
2. intermediaries have access to tools and resources to help employers implement OSH measures;
3. intermediaries have better knowledge on how to reach workplaces and their needs;
4. Agency's tools and resources are used by intermediaries in their work with workplaces;
5. there is cooperation and knowledge-sharing within relevant networks.

▪ Intermediaries

In order to understand if the work under SLA 2 is picked up by the intended intermediaries, a clear definition of these intermediaries is needed. A preliminary list includes:

- MB members and observers, in particular social partners
- Focal Points and national social partners
- OSH providers
- OiRA partners and IRAT network
- Specialist media partners
- Participants to seminars, workshops and events organised by the Agency or with Agency support through FAST under SLA 2
- Website users who consulted SLA 2 products

▪ KPIs on outputs

KPI	Description
Delivery of work programme ⁷	Percentage of outputs from annual work programme delivered (incl. delivery of new EU OiRA tools by the Agency)
Relevance of workplace resources	% of intended intermediaries confirming relevance of workplace resources
Quality of workplace resources and tools	% of intended intermediaries confirming quality of workplace resources
Adequacy of priorities	Extent to which EU-OSHA addresses the most important needs with regards to tools and resources

▪ KPIs on results

KPI	Description
Availability of tools	New and updated (OiRA) tools developed with EU-OSHA support
Awareness rate amongst intermediaries	% of intended intermediaries who are aware of at least one recent Agency output under SLA 2
Intermediary engagement	Measures on intermediaries' interaction with Agency outputs: web and social media statistics (specific aspects TBC), active contributions to external events by the Agency, number of attendees reached in events organised by the Agency or with Agency's support
Network sharing	% of intended intermediaries confirming that meetings and workshops organised by EU-OSHA or with EU-OSHA's support facilitate effective sharing of knowledge, experiences and good practices
Use of workplace resources	% intended intermediaries that have made use of the Agency's work
Use of tools	Initiated risk assessments carried out through OiRA tools
Mobilisation of focal points	Count of Focal point actions taken to disseminate and create awareness around EU-OSHA's work (FAST and others) aimed at supporting the objectives of SLA 2

3.3.3 Strategic Line of Action 3

The KPIs will measure the achievement of the specific objectives (SO) and results for the SLA – both defined in the intervention logic and also available below.

⁷ See section 2.3.5 for a definition of the categories.

▪ Specific objectives

1. Engage MB members and other key stakeholders to create ownership around the Agency's vision and work
2. Strengthen the Focal Points capacity
3. Enable networks and intermediaries to raise awareness among a broader group of beneficiaries and exchange information on specific OSH issues

▪ Results

1. The MB and the Focal Points engage at national level to maximise the outreach to national intermediaries
2. Intermediaries actively engage with the Agency's awareness raising and networking actions.
3. Knowledge exchange and dissemination through networks and intermediaries.
4. Facilitate intermediaries' engagement of beneficiaries in awareness raising, networking actions and exchange of knowledge and practices

▪ Intermediaries

There is a need to define who key intermediaries are under SLA 3. These can include:

- MB members
- Focal Points
- Other well-defined intermediaries such as campaign partners.
- Members of the Focal Points network at Member State level
- In general, participants to seminars, workshops and events organised by the Agency under SLA 3
- Specialist media partners

▪ KPIs on outputs

KPI	Description
Delivery of work programme ⁸	Percentage of outputs from annual work programme delivered
Adequacy of priorities	Extent to which EU-OSHA addresses the most important needs with regards to awareness raising and networking
Usefulness of resources	% of intended intermediaries confirming that awareness raising resources provided by EU-OSHA facilitate effective awareness raising actions

⁸ See section 2.3.5 for a definition of the categories.

▪ **KPIs on results**

KPI	Description
Awareness	Percentage of intermediaries who are aware of Agency actions under SLA 3
Ownership by key stakeholders	Extent to which MB members and Focal Points feel ownership for the successful delivery of the work programme
Engagement	Measures on intermediaries' interaction with Agency outputs : web and social media statistics (specific aspects TBC), active contributions to external events by the Agency number of attendees to events organised by the Agency or with Agency's support,
Strengthen the Focal Points	Extent to which EU-OSHA has contributed to strengthening the capacity among Focal Points
Mobilisation of intermediaries and Focal Points	Engagement actions of intermediaries and Focal Points in dissemination and awareness raising actions at Member State level. Possibly, particular focus on e.g. campaign partners.

4 Stakeholder surveys

Regular stakeholder surveys will be carried over the strategy period to gather feedback from stakeholders and intermediaries. So far, EU-OSHA has carried out a major stakeholder survey every two years. In line with the new Strategy, it is considered to revise the survey strategy and build surveys around the three SLAs. At the same time, the sample will be more focused on the intended target audiences for each SLA.

5 Evaluations

Evaluations are evidence-based assessments of the extent to which an intervention (e.g. a project, or an activity such as an SLA) is or was:

- **effective** in fulfilling expectations and meeting its objectives;
- **efficient** in terms of cost-effectiveness and proportionality of actual costs to benefits;
- **relevant** to current and emerging needs;
- **coherent**;
- of **added value**.

EU-OSHA's evaluation work is based on the EU Agencies' Evaluation Handbook⁹ and includes the following elements:

⁹ The EU Agencies Evaluation Handbook is available here: https://agencies-network.europa.eu/about-network/key-documents_en

- A governance framework which includes an organisational setup ensuring the respect of key principles such as impartiality but also relevance for the intended target audiences for the evaluation. Multi-annual evaluation planning and effective follow-up are other key elements of the governance framework.
- A clear approach to the implementation of evaluation based on the different phases for an evaluation and including quality assurance aspects such as inception reports with clear evaluation matrixes, requirements to data quality, triangulation of data and evidence-based conclusions and recommendations.

The focus of the evaluations will be on the SLAs. The Agency's evaluations are an important input to the evaluations the European Commission carries out of EU-OSHA every five years. However, other important criteria have to be considered as well. In particular the need to provide input for future decisions. The SLA evaluations may be complemented by thematic evaluations or, in specific cases, project evaluations.

The main aim of the evaluations is to assess the success of the work carried out. However, as described above under the 'accountability ceiling', in general even with evaluations it is challenging to reach conclusions on contributions to impacts and to ensure the robustness of the findings, the evaluations will often focus on results and where possible examples of observed impacts.

The preliminary plan for the first five years is as follows:

2026-2029: Three evaluations covering the three SLAs

2030: Mid-term evaluation of the EU-OSHA Strategy 2025-2034

The MB will be informed about the results of the evaluations and the follow-up to the evaluations. MB members and Focal Points will also be important for providing input to evaluations.