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**Report IV(1)**

# **Promotional framework for occupational safety and health**

**Fourth item on the agenda**

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# Introduction

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1. At its 91st Session (2003), the International Labour Conference held a general discussion based on an integrated approach on “ILO standards-related activities in the area of occupational safety and health.”<sup>1</sup> The resulting “Conclusions concerning ILO standards-related activities in the area of occupational safety and health – A global strategy” (Conclusions)<sup>2</sup> provide that a new instrument establishing a promotional framework in the area of occupational safety and health (OSH) should be developed on a priority basis. As a follow-up thereto, the Governing Body decided in November 2003 to place this item on the agenda of the 93rd Session (2005) of the International Labour Conference.
2. Due to the timing of this decision, the calendar for the preparatory stages prior to the discussion on the new instrument has been fixed pursuant to the schedule proposed to the Governing Body in November 2003.<sup>3</sup> Governments are requested to send their replies to the present report and questionnaire to reach Geneva not later than 15 October 2004. The Office will then examine these replies and prepare the second report for dispatch to governments in March 2005.
3. Because of the limited time available, this report has been prepared on the basis of existing sources at the ILO, as well as material provided by member States in reply to past surveys, including the OSH survey carried out in 2002 in preparation for the general discussion. Given the available up-to-date information on national law and practice, the main focus of this report is to review recent national OSH programmes and good practices in the area of OSH. Any further information from member States that would contribute to a more comprehensive overview of such national initiatives in this area would be most welcome.
4. Chapter I of this report considers some of the challenges for tackling OSH and Chapter II reviews the main structure and substantive content of recent national responses to these challenges in the form of national OSH programmes. These programmes are outlined in more detail in Annex I. Chapter III examines this practice in the light of the Conclusions adopted at the International Labour Conference in 2003, in particular those relating to the development of a promotional framework for OSH through national OSH programmes and systems. Chapter IV then discusses the elements of a possible future ILO instrument in this area.
5. There follows a questionnaire, the purpose of which is to request member States to provide the Office with their views concerning the scope and content of the possible instrument. On the basis of the information received, the Office will draft a second report

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<sup>1</sup> ILO: *ILO standards-related activities in the area of occupational safety and health*, Report VI, International Labour Conference, 91st Session, Geneva, 2003.

<sup>2</sup> See Annex II.

<sup>3</sup> GB.288/2/1, para. 20.

summarizing the views expressed and indicating the main issues the Conference may wish to consider.

6. The attention of governments is drawn to the recommendation addressed to them by the Governing Body at its 183rd Session in June 1971, on the basis of the resolution concerning the strengthening of tripartism in the overall activities of the International Labour Organization, adopted by the International Labour Conference at its 56th Session (1971), that they “consult the most representative organisations of employers and workers before they finalise replies to ILO questionnaires relating to items on the agenda of sessions of the General Conference”. Governments are requested to indicate in their replies which organizations have been so consulted.

# Chapter I

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## Decent work – SafeWork

7. The protection of workers against sickness, disease and injury related to their work environment, as embodied in the Preamble to the Constitution of the ILO, has been a central issue for the ILO since 1919 when three of six Recommendations directly related to occupational safety and health (OSH) were adopted by the International Labour Conference. As succinctly put by the Director-General of the ILO, Juan Somavia, in referring to the Decent Work Agenda recently, “Decent Work must be Safe Work, and we are a long way from achieving that goal”.<sup>1</sup>

8. Based on the data available from various sources, the ILO estimates the worldwide fatality level from work-related injuries and diseases to be about 2 million annually. While annual rates of such injuries and diseases are declining slowly in most industrialized countries, they are on the increase in developing countries. The overall annual rate of occupational fatal and non-fatal accidents is estimated at 270 million and some 160 million workers suffer from work-related diseases. The related economic costs due to compensation, lost working time, interruption of production, training, medical expenses and the like are estimated routinely to amount to 4 per cent of annual global GDP, thus representing in 2001 the enormous figure of some US\$1,250,000 million.<sup>2</sup>

9. Concerns have been expressed that the globalization of the economy may exacerbate some of the factors contributing to casualties and ill health at work. Factors related to globalization, such as the acceleration and liberalization of world trade and the spread of new technology, are generating new types of work organization and thereby new patterns of exposure to the risks of occupational accidents and disease. Some parts of the globe clearly benefit from more opportunities and new and better workplaces. Indeed, globalization can generate pressure to improve safety and health. However, some other parts of the globe are conscious of the negative consequences.

10. While large multinational enterprises continue to merge into a smaller number of global conglomerates to create the driving force of the global economy, small and medium-sized enterprises (SMEs) are recognized as the engines of local economy and the major source of present and future employment in all countries. In response to the demands for flexibility arising from globalization, many large companies concentrate on a few specialized core areas and abandon others. It is the outsourcing and subcontracting of such activities which has contributed to high numbers of SMEs, micro-enterprises and self-employed workers.

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<sup>1</sup> ILO: *Safety in numbers: Pointers for a global safety culture at work*, Geneva, 2003, p. 21.

<sup>2</sup> For a detailed analysis of work-related accidents and diseases and the related economic costs see ILO: *Decent Work – Safe Work*, Introductory report to the XVIth World Congress on Safety and Health at Work, Vienna, May 2002 (Geneva, 2002).

11. Occupational hazards and risks are recognized to be more widespread in SMEs than in large enterprises. SMEs have limited resources and technical capacity, and also limited awareness of the existence of occupational safety and health standards, or how to comply with them without undermining business performance. There is a reluctance to seek advice associated with inspection. In developing countries most SMEs are not yet properly covered by safety and health legislation and a large number of SMEs operate in the informal economy beyond any coverage by the formal OSH or inspection services. This changing face of employment in both developed and developing countries presents the ILO with fresh challenges, not least in the area of OSH, which its tripartite nature makes it uniquely suited to meet.

12. The ILO's work in standard setting on OSH has already evolved considerably in terms of its basic underlying principles. This evolution can be seen in the move towards the prevention of occupational accidents and diseases, as opposed to the prescription of protective measures to deal with specific hazards.

13. In 1975 the International Labour Conference adopted a resolution<sup>3</sup> that called for national policies as well as policies at the enterprise level. This was a first step towards a management systems approach to OSH and is reflected in the Occupational Safety and Health Convention, 1981 (No. 155), which, although dealing in a comprehensive manner with OSH and the working environment, is largely a policy rather than a prescriptive instrument. It gives priority to the formulation, implementation and periodic review of a national policy to prevent accidents and injury to health arising out of, linked with or occurring in the course of work. It seeks to minimize, so far as is reasonably practicable, the causes of hazards inherent in the working environment. With the exception of the instruments relating to asbestos and construction, all OSH Conventions adopted after Convention No. 155 include a provision calling for a national policy on the subject matter they regulate. None, however, elaborate further on the substance of the policy, turning rather to protective measures.

14. In terms of OSH, a major reason for the trend away from Conventions laying down protective measures towards more policy-oriented and preventive instruments was undoubtedly the realization that substances and processes, as well as techniques for dealing with them, are constantly changing. It is thus necessary to have international standards that are sufficiently flexible to adapt to change and that provide for the periodic review of national policy, as well as measures adopted at the national level in the light of current technical progress and advances in scientific knowledge. The foundation for this approach laid down in Convention No. 155 requires that the situation regarding OSH and the working environment shall be reviewed at appropriate intervals, either overall or in respect of particular areas, with a view to identifying major problems, evolving effective methods for dealing with them and priorities of action, and evaluating results.

15. In summary, the scope and coverage of OSH provisions has evolved from a focus on industrial safety to one on workplace safety and health, from protection to prevention and assessment of risks. Modern standards reflect not only collective responsibilities to workplace safety and health but also the respective roles, rights, responsibilities and areas for cooperation of and between employers, workers and their representatives.

16. The level of ratification of Conventions concerned with OSH, *prima facie* a cause for concern, is generally recognized to be an incomplete measure of their impact, in that

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<sup>3</sup> ILO: *Resolution concerning future action of the International Labour Organisation in the field of working conditions and environment*, International Labour Conference, 60th Session, Geneva, 1975.



non-ratified Conventions and Recommendations are used as models for national legislation, as a source of reference and as a gauge for establishing a national consensus. A survey conducted prior to the preparatory report for the general discussion at the International Labour Conference in 2003 gave firm support to the conclusion that non-ratification does not necessarily hinder implementation of ILO standards.

17. The adoption of the International Programme for the Improvement of Working Conditions and Environment (PIACT) in 1976 can be said to have anticipated and prepared for developments in the ILO's approach to OSH. It constructed a comprehensive model for an OSH policy, in this respect anticipating Convention No. 155. It also prepared the ground for ILO support for the concept of a "safety culture" which emerged in the aftermath of the Chernobyl nuclear disaster in 1986. The development of a safety culture not only within enterprises but also nationally is now seen as key to effective preventive action. From an organizational point of view the development of a safety culture translates into the implementation of a management systems approach embodying the principles set out in the ILO *Guidelines on occupational safety and health management systems, ILO-OSH 2001*.

18. The InFocus Programme on Safety and Health at Work and the Environment (SafeWork) is the focal point for the ILO's work on OSH and has the fundamental task of promoting relevant standards. However, the range of activities and measures in which the ILO is engaged in order to carry out its mission has multiplied both centrally and in the field. Different standards-related activities under the broad headings of development, supervision, promotion, technical assistance and cooperation are functionally separated within the Office, making it sometimes difficult to avoid the fragmentation of action and the dispersion of resources.

19. It was against this background that the Governing Body decided at its 279th Session (November 2000) to choose OSH as the first subject for an experimental application of a new integrated approach to ILO standards-related activities to increase their coherence, relevance and impact. This approach aims to develop a consensus among the tripartite constituents of the ILO on a plan of action in a specific subject area. This item was included on the agenda of the International Labour Conference at its 91st Session (2003). On the basis of the preparatory report, the general discussion held resulted in the adoption, by consensus, of a set of conclusions which, inter alia, call for a new instrument establishing a promotional framework in the area of OSH, which is the object of this report.

20. One of the key issues addressed, and about which there was a particularly clear consensus, was the need for an increased general awareness of the importance of OSH. There was also a high level of political commitment for effective implementation of national OSH systems. Efforts to tackle OSH problems, whether at national or international levels, are often dispersed and fragmented and as a result do not have the level of coherence necessary to have effective impact. It was thus agreed that there was a need to give higher priority to OSH at international, national and enterprise levels and to engage all social partners in initiating and sustaining mechanisms for a continued improvement of national OSH systems.

21. As will be outlined in further detail below, the fundamental pillars of the adopted plan of action include the building and the maintenance of a national preventive safety and health culture and the introduction of a systems approach to OSH management. This approach should build on the systems approach to OSH management at the enterprise level that was recently developed in the ILO *Guidelines on occupational safety and health management systems*.

22. In adopting the Committee report the International Labour Conference concluded that a new instrument establishing a promotional framework in the area of OSH should be developed on a priority basis, and agreement was reached on certain key features concerning the proposed instrument that will be examined below. As the ensuing examination of recent national initiatives to adopt national OSH programmes will reveal, the International Labour Conference Conclusions closely reflect recent developments in several member States aimed at meeting present-day challenges in the area of OSH. While individual member States articulate their national strategies in different ways, a common thread runs through them. This indicates an acceptance that improvements to OSH require the involvement of society at large. All safety and health considerations are affected by commonly held beliefs, values, attitudes and behaviour that may be strongly influenced by national culture.

23. In an occupational context the approach to developing a safety culture – a dynamic, progressive process – has much in common with that needed to develop an effective organization. The leadership of top management is crucial. Large organizational differences in status and power that result in limited access to persons having authority may tend to inhibit consultations between management and workers over safety and health problems. The proposed new instrument establishing a promotional framework for OSH has such a scope and is intended to set in motion a progressive development in pursuit of the objective of a safe and healthy working environment.

## Chapter II

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### The pillars of a global strategy for occupational safety and health

24. The International Labour Conference concluded that the building and maintenance of a national preventative safety and health culture and the introduction of a systems approach to OSH management at the national level were the fundamental pillars of a global OSH strategy. Both these concepts have evolved over the past two decades and appear to be firmly engrained, in particular at the enterprise level. As indicated in the Conference report, and as further demonstrated in the national practice outlined in this report, these concepts are also increasingly embraced as guidelines for how to handle OSH at the national level, and they are reflected in the increasing number of formally adopted national OSH programmes.

25. The main emphasis of these concepts is on the development and adoption of methods and tools rather than on the elaboration of details and defined prescriptions. One of the main tools proposed for making these concepts operational is the development, adoption and implementation of national OSH programmes. They rely on undertakings to strive towards shared objectives, while recognizing that not only the manner but also the pace at which inroads can be made towards improvements will differ from country to country.

### Safety culture

26. The first basic concept is what the International Labour Conference referred to as a “national preventative safety and health culture”. According to the Conclusions:

A national preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels, where governments, employers and workers actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority. Building and maintaining a preventative safety and health culture require making use of all available means to increase general awareness, knowledge and understanding of the concepts of hazards and risks and how they may be prevented or controlled.

Such a safety culture has thus several components where prevention is the key.

27. The terms “safety culture”, “prevention culture” and other variants have all been used in many countries as an important aspect of promoting OSH. The various terms convey similar meanings, though emphasizing different aspects of the concept. While noting the above discussion at the International Labour Conference in 2003, the term “safety culture” has been used in this report to reflect current practice in member States.

28. The concept of “safety culture” came into international usage following a report by the International Atomic Energy Agency (IAEA) in 1991, after the Chernobyl accident.

Since then a number of organizations and researchers have developed the concept, applying it more widely to non-nuclear industries and linking it to the need for preventative approaches to OSH and to human and behavioural aspects of effective OSH management. Several recent inquiries and reports into major incidents, such as the inquiry into the Columbia space shuttle disaster, have also considered weaknesses in safety culture as an underlying issue when trying to establish the causes of the incidents.

29. In terms of definitions, in 1991 the IAEA considered that a safety culture was “that assembly of characteristics and attitudes in organizations and individuals which establishes that, as an overriding priority, nuclear plant safety issues receive the attention warranted by their significance”. According to another definition developed by the United Kingdom’s Health and Safety Commission in 1993, “The safety culture of an organization is the product of individual and group values, attitudes, perceptions, competencies and patterns of behaviour that determine the style and commitment to, and proficiency of, an organization’s health and safety management.” Several other definitions of safety culture have also been put forward that stress the attitudes, beliefs, perceptions and behaviours of an enterprise, or of society in general. For example, a recent publication by the New Zealand Government defines a positive safety culture as “a shared set of beliefs, attitudes, values and ways of behaving that support the prevention of injury”.

30. Although the definitions vary, there is general agreement that a positive safety culture involves strong leadership and a fundamental commitment to the “safety ethic”, and that it involves communication and consultation with the whole workforce and their active participation in preventing accidents and ill health at work. Safety-conscious attitudes and behaviours are also key ingredients, at all levels of an enterprise.

31. It follows that a safety culture is not a prescriptive formula, but that it is a method which rests on a common set of characteristics and practices that will generate improvements and progress such as:

- **Strong leadership and visible commitments to high OSH standards.** OSH needs to be a real priority – in practice as well as in theory – so that such standards are not compromised by competing expectations and demands.
- **Generalized safety consciousness.** OSH awareness and consciousness should be a shared or common responsibility and OSH responsibility should not be functionally confined or attributed to specific units.
- **An openness to build on lessons learned** throughout the enterprise, when accidents do occur. Individual accountability should be coupled with a willingness also to consider broader issues of responsibility.

32. This notion has evolved in an enterprise context and appears to be firmly engrained at this level. It is a notion that is transferable and that could be applied to the development of safety cultures in society at large. In recent years the ILO has advocated a more generalized application of this notion. For instance, the theme of the World Day for Safety and Health at Work in April 2003 was “Safety Culture at Work.” The ensuing review of national practice reflects that this notion has been introduced and is applied at national levels in a significant number of cases. The Conclusions adopted confirm that safety culture is a notion that is equally relevant at both the enterprise and the national level.

33. However, it should be recalled that the development of a safety culture, whether at the enterprise or national level, is a dynamic and progressive process that evolves over

time. It is a conscious and continual search for improvement, where shared experiences from different contexts pave the way for progress.

## A management systems approach

34. The other main pillar for the global strategy adopted by the International Labour Conference is the application of a management systems approach to OSH at the national level. A model for such an approach at the enterprise level has been developed in the ILO *Guidelines on occupational safety and health management systems*. As suggested in the Conclusions, the application of this management systems approach at the national level, as proposed below, builds on this concept and related methodology.

### At the enterprise level

35. The systems approach to the management of OSH at the enterprise level developed in the ILO *Guidelines on occupational safety and health management systems* is based on the concept of continual improvement of performance through the application of the PDCA cycle (“plan-do-check-act”). The *Guidelines* include five sections, namely Policy, Organizing, Planning and implementation, Evaluation, and Action for improvement.

- “Policy” is the basis of the OSH policy management system and sets the direction for the organization to follow.
- “Organizing” provides guidance on management structures and the allocation of responsibility and accountability for delivering the policy.
- “Planning and implementation” gives guidance on initial review, system planning, development and implementation, OSH objectives and risk control.
- “Evaluation” describes how to monitor and measure performance and carry out audits and reviews, identifying areas for improvement.
- “Action for improvement” addresses arrangements for taking preventive and corrective action and for continual improvement of performance through various measures.

36. These *Guidelines* have been successfully applied at enterprise level. In the following section, an attempt is made to describe a model for a management systems approach to OSH at the national level.

### At the national level

37. Based on the above, the main steps in developing such a management approach at the national level include the following:

- Firstly, *national policy* on OSH should be formulated in consultation with representative organizations of employers and workers, as laid down in the Occupational Safety and Health Convention, 1981 (No. 155). Other concerned parties may also be consulted as appropriate.
- Secondly, a *national OSH system* should be developed which contains the infrastructure to implement the policy. More detail on this is given later in this chapter.
- Thirdly, a *national OSH programme* should be developed, based on the analysis of the OSH situation, which preferably should be summarized as a *national OSH profile* and implemented over a specific period of time.

- Finally, at its conclusion, such a programme should be reviewed, and be replaced by a new OSH programme.

38. The following table compares the main elements of a systems approach at the enterprise and national levels.

**Table 2.1. Comparison of the main elements of a management systems approach to OSH at the enterprise and national levels**

Enterprise level	National level
Setting OSH policy within the enterprise	Setting national OSH policy
Establishing organization and responsibilities within the enterprise	Establishing and progressively developing a national OSH system
Planning and implementing the elements of an OSH management system	Formulating and implementing national OSH programmes
Evaluating and reviewing performance within the enterprise	Reviewing national OSH programmes
Taking action for continual improvement	Formulating new national OSH programmes for continual improvement

## National OSH programmes

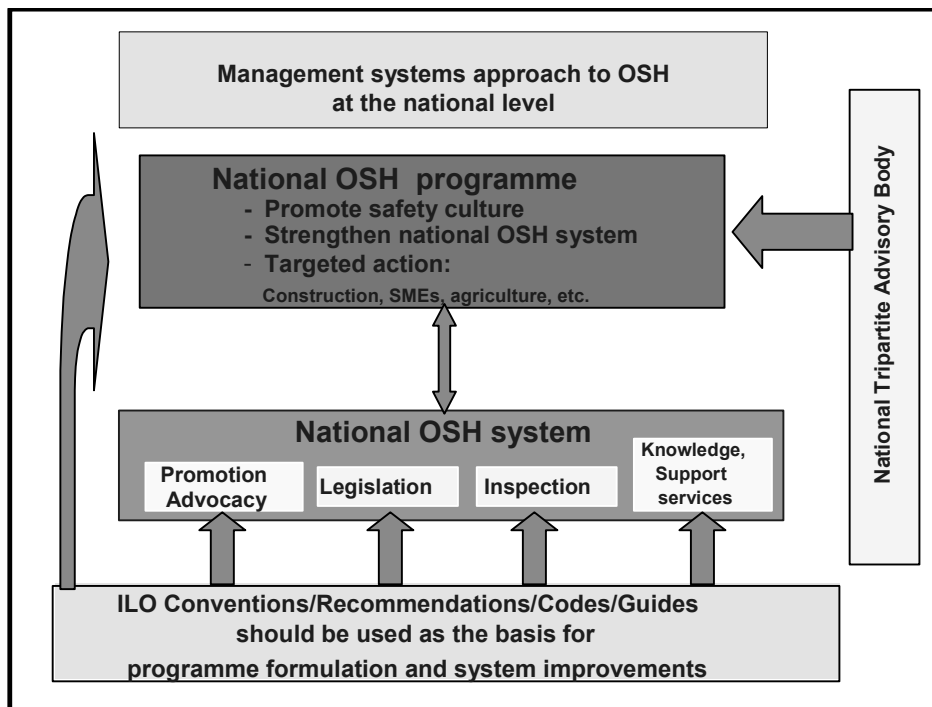
39. A key element in making a management systems approach operational at the national level is the formulation and development of national OSH programmes. These programmes are strategic time-bound programmes (e.g. lasting five years) that focus on specific national priorities for OSH, based on analyses of the situations in the countries concerned, which should preferably be summarized as national OSH profiles (see below). Each programme should be developed and implemented following tripartite consultation between government, employers and workers, and endorsed by the highest government authorities. While such programmes need clear objectives, targets and indicators, overall they should also aim to strengthen the national OSH system to ensure sustainability of improvements and to build and maintain a safety culture.

40. National OSH programmes should be developed with due regard to ILO OSH instruments (see Annex III). In addition, ILO OSH standards also comprise other instruments, including provisions on OSH concerns such as those relating to seafarers and fishermen.<sup>1</sup> For each Member, the instruments to take into account include, in the first instance, ratified ILO Conventions. In terms of a progressive improvement of national OSH systems, the target should be the effective implementation of the up-to-date Conventions and Recommendations, as well as of other instruments such as codes of practice and guidelines adopted in this area. Furthermore, member States should also give due regard to future OSH instruments that may be developed, including those developed as a follow-up to the Conclusions.

41. A conceptual diagram of the strategy for strengthening national OSH systems through national OSH programmes is shown in figure 2.1.

<sup>1</sup> Existing instruments in these latter two areas may be complemented or replaced with new instruments in the near future. As regards seafarers, a proposed new consolidated maritime labour Convention is to be considered at the 94th (Maritime) Session (2005) of the International Labour Conference, and as regards the fishing sector, a comprehensive standard (a Convention supplemented by a Recommendation) on work in the fishing sector will be considered at the 92nd and 93rd Sessions of the International Labour Conference (June 2004 and June 2005, respectively).

Figure 2.1. The management systems approach to OSH at the national level



Source: ILO.

42. In order to ensure a coherent and effective use of scarce resources and to coordinate efforts better, the development of a national OSH programme should include a number of logical steps:

- national tripartite agreement to establish a national OSH programme;
- establishment of coordination mechanisms for the elaboration and implementation of the programme;
- preparation of a national OSH profile;
- analysis and identification of strong and weak points in the country's OSH system, using the national OSH profile;
- identification of priorities for national action to improve OSH;
- development of action plans in a national OSH programme on agreed priorities, including indicators of success;
- launch of the national OSH programme with the endorsement of the highest national authorities (to ensure OSH is placed high on national agendas);
- establishment of sustainable mechanisms for review, updating of data and continual improvements in effectiveness;
- eventual designation of new priorities for action through the establishment of a new national OSH programme based on an updated national OSH profile.

### National OSH profiles

43. Once the government, employers and workers reach a consensus to formulate a national OSH programme, the first technical step is to carry out a review of the national OSH situation. In order to carry out this review systematically, the preparation of a

national OSH profile is suggested. A national OSH profile summarizes the existing OSH situation, including national data on occupational accidents and diseases, high-risk industries and occupations, and the description of national OSH systems and capacity. National OSH profiles also facilitate a systematic review of the improvements in national OSH systems and programmes. Possible elements of a national OSH profile are listed in Annex IV.

44. A national OSH profile should:

- be prepared at the country level through a process that involves all the national competent and other designated authorities concerned with the various aspects of OSH, and more importantly the most representative organizations of employers and workers;
- include basic data on all the parameters that may affect the sound management of OSH, at both the national and enterprise levels, including available legislative framework, enforcement and implementation mechanisms and infrastructures, workforce distribution, human and financial resources devoted to OSH, OSH initiatives at the enterprise level and level of protection;
- provide practical information on ongoing activities at the country level (e.g. activities related to the implementation of international agreements, ongoing and planned technical assistance projects);
- enable a country to identify gaps in and needs for further development of existing legal, institutional, administrative and technical infrastructure related to the sound management of OSH, taking into account relevant ILO Conventions, Recommendations and codes of practice;
- provide a means for improved coordination among all parties interested in OSH. The process of preparing the profile itself may serve as a starting point for improved coordination and should facilitate communications and an improved understanding of the potential problems and activities being undertaken within the country.

### Placing OSH high on national political agendas

45. A major challenge in the Conclusions is the call to place OSH high on national political agendas. There is general agreement that the protection of workers is of great importance and that OSH is a priority issue, but it is a fact that OSH has not been given sufficient attention in practice in many countries. The Conclusions refer to the adoption of national OSH programmes as a means to solve this problem by stating that “[t]he endorsement and launching of a national OSH programme by the highest government authority, for example by the Head of State, government or parliament, would have a significant impact on strengthening national OSH capacities and mobilization of national and international resources”. Several national OSH programmes launched in recent years by member States have, in fact, been signed or endorsed by parliament, deputy prime ministers or other high authorities in national governments.

### ILO technical cooperation and assistance for national OSH programmes

46. The Conclusions also highlighted the importance of providing technical advisory and financial support to, in particular, developing countries and countries in transition for the timely strengthening of their national OSH capacities and programmes. Priority should be given to countries where the assistance is most needed and where the



commitment for sustained action is obvious. The launch of national OSH programmes was mentioned as one example of demonstrating national commitment. Properly formulated national OSH programmes have clear priorities for action based on tripartite consultation and a review of the national OSH situation. Thus, technical cooperation activities to support the implementation of national OSH programmes are ensured success in view of their relevance and sustainability. While the launch of national OSH programmes is a good criterion for providing technical and financial support, many developing countries require technical support in formulating a national OSH programme. Thus, the formulation of a national OSH programme could be an area for ILO technical cooperation if there is a tripartite commitment to OSH in the country.

## National OSH systems

47. National OSH systems are infrastructures in the area of OSH that provide the main framework for the implementation of national OSH programmes. In turn, one of the main aims of national OSH programmes should be to strengthen national OSH systems.

48. For the competent authority, it is not enough just to establish OSH legislation and to make arrangements for its enforcement. While tripartite collaboration, inspection and enforcement are still vital components of any national OSH system, there is a need to develop other elements of the system covering specific functions – either within or in collaboration with key players such as labour inspectorates. For example, most employers, particularly those of small enterprises, need various supports just to comply with the legislation, such as providing OSH training to workers handling hazardous substances, conducting technical inspection of dangerous machines and carrying out medical surveillance. Further support and services are required to promote good practice covering many other aspects of OSH, which are outside the legal sphere. Although national OSH systems can vary from one country to another, they should have many elements in common, and the purpose of this section is to examine these common features.

## Tripartite consultation mechanism or body

49. An essential component in any national OSH system is a national mechanism or body comprising the government's competent authorities and the most representative organizations of employers and workers, for consultation, coordination and collaboration on key OSH issues. Such tripartite collaboration is a prerequisite for finding practical ways of improving working conditions and environments. Where appropriate, consultations should also involve other concerned parties such as professional associations for OSH specialists, OSH training providers, manufacturers and designers, industry trade associations and other business groups. Active discussions should take place at all stages of policy and programme development and implementation as well as at the review stage. The usual national arrangements for this are to establish a tripartite national OSH commission or committee that acts as a decision-making or advisory body to the competent authorities.

50. Although one government ministry may have prime responsibility for OSH, in practice several ministries often have responsibilities and interests in this area, since OSH also impinges on their areas of concern. For example, ministries of health, trade and education all have some concerns with OSH and there should therefore be good inter-ministerial cooperation on relevant topic areas. The above OSH consultation mechanism or body could integrate this role of inter-ministerial cooperation.

## Government policy and commitment

51. A fundamental basis for national OSH programmes and systems is the national OSH policy and the government's commitment to implement it. The Occupational Safety and Health Convention, 1981 (No. 155), calls for the formulation and periodical review of the national OSH policy by the member States in consultation with the most representative organizations of employers and workers. The abovementioned OSH consultation mechanism is the forum to facilitate this consultation. Governments need to be fully committed to implementing a national OSH policy as the basis for national programmes and systems. This means providing sufficient resources to ensure that the national OSH system operates effectively, including the enforcing authorities, and for the proper development and implementation of the national programme. Within the government, the humanitarian, economic and business benefits of promoting high OSH standards need to be widely recognized, so that OSH is given the high priority it deserves.

## OSH legislation

52. A legal framework is one of the pillars of a national OSH system for the realization of national OSH policy. It is important that OSH legislation covers all workers in all economic activities and also clarifies the responsibilities of employers and the rights and duties of workers. Placing duties upon the designers, manufacturers, importers and suppliers of products and substances is another important aspect of modern OSH legislation. Such legislation should also ensure that there is necessary collaboration on OSH matters between employers and workers at the enterprise level. There are many relevant ILO Conventions, Recommendations and codes of practice on OSH, and when the legislation is reviewed, these ILO instruments should be examined with a view to their full application and possible ratification.

## Designated OSH authorities

53. One of the key structures for OSH promotion at the national level is the government authority or authorities responsible for OSH. Such authorities should be designated and known to the public. It is usually the government OSH department and inspectorates that are responsible for the enforcement of key OSH legislation. All other relevant government authorities that play a substantial role in OSH promotion should be designated and made known to everyone. It is also important that there is a mechanism to ensure coordination among these authorities. The leading OSH authority should also ensure appropriate consultations with representative employers' and workers' organizations.

## Inspection systems and ensuring compliance

54. Ensuring compliance with OSH legislation is a major challenge for all countries, and multiple approaches are required, including enforcement and self-compliance. The task of enforcement falls to the labour inspectorates or to specialist OSH inspectorates whose functions are described in the Labour Inspection Convention, 1947 (No. 81), and the Labour Inspection (Agriculture) Convention, 1969 (No. 129). Inspectors gain much valuable expertise about risks and how to avoid them through the inspection and investigation of accidents. They are thus in a good position to share that expertise with others through their educational and promotional activities and by giving practical advice on preventive measures. Inspectorates may also have the duty to carry out statutory technical examinations of workplace equipment, such as pressure vessels. Such

tasks could be delegated to private organizations such as insurance companies and designated companies.

55. In addition to the enforcement activities of government inspectorates, it is important to arrange other means to promote compliance with OSH legislation. One of the recent means to support this is to encourage the establishment of an OSH management system at each enterprise. The management systems approach ensures the systematic planning and organization of preventive actions at workplaces as a collaborative effort of employers and workers. Compliance with OSH legislation is a basic requirement in the implementation of an OSH management system. Thus, active promotion of the ILO *Guidelines on occupational safety and health management systems* will be very useful for ensuring compliance. Innovative incentives to encourage the application of the *Guidelines* are important.

### Information and training

56. The provision of basic and specialist OSH information and training is another key element of a national OSH system. Multiple channels should be established for this purpose. Government OSH departments and inspectorates may be able to provide this, but in practice employers and workers often look to other sources to meet such needs. Whether this information and training is sought from national or local information centres, professional institutions or commercial service providers, all employers and workers should have reasonable access to it and it should be of good quality. In order to enable all employers to comply with the laws and regulations governing training, a network of training institutions needs to be established covering all parts of the country.

57. National OSH information centres may be part of the national authorities themselves or be free-standing and independent of them. Regardless of their organization, it is important to provide practical information on OSH risks and how they may be effectively controlled. Such centres often produce national databases of OSH literature, research and other information which is readily available to employers and workers either through printed materials (brochures, magazines) or via electronic means, such as web sites. Further interactive information services, such as inquiry services, may be considered.

58. Many educational and training establishments now provide practical courses on a wide range of OSH topics, either at national or local level. Some large companies also provide specific and general OSH training in-house for their own staff, and occasionally such in-house training courses are being opened to others such as contractors and suppliers – an approach which is to be encouraged.

### OSH services

59. Professional OSH institutions and other services now exist in many countries and provide valuable support to their members on OSH matters. Their members will be qualified in general or specific areas; for example, they may be occupational physicians, occupational hygienists or general safety and health practitioners. Such people often work in one or more local enterprises or through a centre within the community, making their expertise available to employers, workers and others at the local level. They may provide advice or they may provide specialist services, such as working environment monitoring and health surveillance of workers exposed to physical, chemical or biological hazards. These services could be funded privately, but it is important that fees charged are reasonable so that small enterprises in particular can afford them.

## Collection and analysis of data on the national OSH situation

60. Data on accidents and diseases and other relevant labour-related information is needed for the setting of OSH policies, priorities and programmes. To this end, adequate mechanisms for the collection of accident and disease data are necessary so that OSH risks can be prioritized by sectors, groups of workers and types of hazard, and to help formulate short-term and long-term objectives.

61. The collection of such data is usually based on national legislation that requires employers and others to report specified work-related accidents and diseases as well as dangerous occurrences. Although the details of national laws on the reporting of accidents and diseases vary, the essential elements remain the same. Such legislation is an important component of the national legal framework for OSH. Another useful mechanism for data collection on work-related accidents and diseases is worker injury insurance schemes.

62. Further useful information to analyse the national situation includes the prevalence of hazardous work, results of working environment monitoring, health surveillance of workers and results of government inspections and investigations. Information on OSH training, such as numbers of workers, supervisors and specialists trained, is also valuable for evaluating OSH capacity at the enterprise level.

## Awareness raising and promotion of safety culture

63. The level of safety and health awareness or consciousness among employers and workers is a critical factor in securing safe and healthy workplaces. Thus, creating and promoting safety culture as a corporate culture, family culture or community culture is important. There is a growing acceptance that OSH relates to many aspects of working life – from employment and skills training to trade and economics and to general public health – and a wider range of organizations are now interested in preventing work-related accidents and diseases. It is also recognized that some workplaces and workers, notably women and children and those in the informal economy, are hard to reach and influence through traditional mechanisms, so wider partnerships for raising OSH awareness are being developed.

64. In order to mobilize multiple channels, partnerships need to be developed with organizations such as business and employment creation groups, particularly to make OSH information available to those who would not receive such information from other sources. Non-governmental organizations are also well placed to raise OSH awareness. The media, local and national television and radio can be extremely effective in raising awareness among large sections of society, and could be engaged as partners in national or regional awareness-raising campaigns, for example. Such campaigns could consist of national safety days or weeks, industry-based days or local OSH events, and need to be organized strategically to reflect national or local priorities, possibly in alliance with initiatives such as the World Day for Safety and Health at Work (28 April) organized by the ILO.

## OSH research institutions

65. OSH research centres are also an important part of national OSH systems, working on technical and scientific topics in order to improve the understanding of particular risks and how they may be effectively controlled. Research topics should cover a wide range of technical and other subjects, such as effective information dissemination and ways to promote safety culture. Universities and technical colleges are often involved in

such research, alongside state-funded centres for OSH research. Such centres should join international networks and groups, sharing their work and results for the better use of limited resources.

### Links with worker injury insurance schemes and institutions

66. Insurance schemes for occupational accidents and diseases need to be properly developed to cover all workers, ensuring the protection of workers suffering from occupational injuries and diseases. While national OSH systems focus on preventive policies and action, it is important to integrate insurance schemes into them or establish a close link with them, depending on national practice.

67. Regardless of national practice, however, it is essential to fully utilize the accident and disease data available from insurance schemes for prevention. When the national coverage for such insurance schemes is high, the total number of accidents and diseases registered is usually much higher than those reported to the authorities based on the requirements of OSH legislation. Accordingly, the data from the insurance scheme will provide a better basis to analyse the national OSH situation. Another important link between insurance schemes and prevention programmes is financial support from prevention programmes. As the insurance schemes benefit from the reduction in the number of accidents and diseases, it is logical and morally correct to spend the collected premiums on prevention rather than compensation. In keeping with this logic, serious consideration could be given to insurance schemes financing prevention programmes.

## Chapter III

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### National occupational safety and health programmes in practice

68. In recent years a number of member States have launched national OSH programmes.<sup>1</sup> These are strategic medium-term national plans for OSH. While the titles of the programmes vary, these programmes have a number of common features in terms of the purpose they serve, their structure and their substantive content.

#### Purpose

69. Many industrialized countries have reached a plateau in the reduction in occupational accident rates and have perceived a need for strategic action to revitalize national efforts to improve the levels of OSH further. On the other hand many developing countries are experiencing an increase in occupational accidents and diseases as a result of rapid industrialization and they require the reinforcement of national prevention efforts. There is also a trend towards expecting government agencies to demonstrate the cost-effectiveness of their programme and budget in order to be accountable to tax payers. The development of medium-term strategic plans is one response to such demands. The formulation of national programmes, such as a five-year plan for industrial accident and disease prevention, is required by law in some countries, for example China and Japan, as a government commitment to a strategic approach.

70. Significant OSH improvements at the national level cannot be made in one year although national fiscal planning usually spans such a period. Thus, a medium-term plan is a natural development in strategic planning. The involvement of the social partners and other stakeholders is the key to achieving practical and effective strategies and plans. An active dialogue during both the planning and implementation of the national programme facilitates the participation of all concerned and mobilizes human and financial resources.

#### Structure

##### High-level endorsement

71. In many countries, parliaments or high-level government authorities have endorsed recent national OSH programmes. The endorsement or approval of the programme by parliament or at a similar level implies a strong commitment and an assurance of financial resources during the programme period. It also provides a strong basis for negotiation with finance ministries by the OSH authorities and others involved. High-

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<sup>1</sup> For details concerning the national OSH programmes referred to, see Annex I.

level endorsement of the programme also promotes greater visibility of the programme with more media attention.

72. In Australia, the National OHS Strategy 2002-12 was launched with the Statement of Commitment signed by the Federal Minister for Employment and Workplace Relations, the Chief Executive of the Australian Chamber of Commerce and Industry, the Secretary of the Australian Council of Trade Unions and eight provincial ministers responsible for OSH in their states or territories. In Denmark, the Clean Working Environment 2005 project was presented to the Danish Parliament by the Minister of Labour and received broad support from Parliament. In the United Kingdom, the Revitalising Health and Safety initiative was announced by the Deputy Prime Minister in 1999. In Hungary, the Parliament resolved by unanimous vote to adopt the National Programme of Occupational Safety and Health 2001. The South African Occupational Health and Safety Accord, 2002 was signed by the Minister of Labour on behalf of the Government.

### Duration

73. Recently launched national OSH programmes have a duration ranging from four to ten years. For those with a duration of ten years, most countries have set mid-term targets of four to five years with a planned review of progress. If subprogrammes in a ten-year strategy are considered as national programmes, the duration of four to five years is most common for national programmes. Such a period is sufficiently long to measure the progress of the OSH situation at the national level and the review provides a good basis for continual improvement by reinforcing successful approaches and modifying those with limited success. After four to five years, a number of factors and conditions affecting national OSH systems and programmes may change. It is useful after such a period to summarize the improvements in the OSH situation together with information on the national OSH system. Such a summary should be shared widely among all parties concerned, and could take the form of a national OSH profile as discussed above.

74. The Australian strategy has a ten-year programme, as do those of Denmark and the United Kingdom, although both Australia and the United Kingdom set mid-term targets. Denmark has annual surveillance reports, as does New Zealand whose first formal review is due after five years. The European Community strategy is for a five-year period, as are the programmes of Hungary, Japan, the Republic of Korea, Mongolia, Thailand and the United States.

### Goals and targets

75. National OSH programmes seek to clarify visions, goals, objectives and targets. Some programmes start with a policy statement as well as a description of the national OSH situation. Visions, goals and objectives establish commitments, principles and longer term directions. Many programmes set out the targets in the form of the reduction in the occupational accident and disease figures to be achieved by the end of the programme period. Some programmes avoid specific references to figures in the targets to be achieved.

76. Thus, Australia seeks to sustain a significant, continual reduction in the incidence of work-related fatalities, with a reduction of 10 per cent to be achieved by 2007 and a reduction of at least 20 per cent by 2012, as well as a reduction in the incidence of workplace injury of at least 40 per cent by 2012, with a reduction of 20 per cent by 2007. Denmark lists seven areas where adverse consequences should be minimized or eliminated. Japan sets a target to reduce occupational accidents by more than 20 per cent,

setting no specific figures for occupational diseases. The Republic of Korea's objective is to reduce industrial accidents by at least 15 per cent by 2004, and the accident rate from 0.74 per cent to 0.61 per cent with a longer term aim of 0.5 per cent by 2010. The United Kingdom has introduced targets intended to be reached by 2010. These are to reduce working days lost from work-related injury and ill health by 30 per cent, the incidence rate of fatal and major injury accidents by 10 per cent, and the incidence rate of cases of ill health by 20 per cent; half the improvement under each target is to be attained by 2004. The United States aims to reduce fatal accidents in construction by 3 per cent and in general industry by 1 per cent over a five-year period, and work-related injury and illness by 4 per cent.

77. Some programmes include other indicators of success. For example, the Australian National OHS Strategy indicators include: workplace parties recognizing and incorporating OSH as an integral part of their normal business operations; increased OSH knowledge and skills in workplaces and the community; government authorities developing and implementing more effective OSH interventions; research, data and evaluations providing better and more timely information for effective intervention. None of these indicators are expressed in numerical terms.

## Consultations

78. A majority of the national programmes are the product of joint consultations between government and employers' and workers' organizations. Such consultations may occur through permanent tripartite bodies established to regulate OSH such as the Danish Working Environment Council, the Occupational Safety, Health and Environment Committee in Thailand, and the Health and Safety Commission in the United Kingdom. In Finland, the national programme has been formulated in consultation with insurance companies and research institutes as well as the social partners. In other member States there is reference to consultation by government at some stage before the finalization of the programme. In Hungary, the programme is stated to have the full support of the social partners and in Japan the Government sought the opinion of the Central Labour Council. In New Zealand the implementation plans for the strategy announced by the Government were developed in collaboration with stakeholder reference groups. In the United Kingdom, the consultation process was fully open from the earliest stage of programme formulation, with the general public invited to comment on the discussion document.

## Substantive features

### Safety culture and self-regulation

79. As noted above, there has been increasing recognition of the importance of fostering a safety culture, and this features prominently in the national strategies and programmes of member States summarized in this chapter. In the Australian strategy it will be seen as an indicator of success that workplace parties recognize and incorporate safety and health as an integral part of their normal business operations, recognizing safety culture as a part of organizational culture. The European Union, in its Community strategy, refers directly to strengthening and consolidating a culture of risk prevention. Hungary understands OSH as calling for an extensive consideration of human factors, a philosophy in accordance with the interests of society as a whole. A basic policy of the Japanese five-year plan is to promote a safety culture which makes companies and individuals prioritize safety and establish self-sustaining mechanisms for the promotion of OSH measures. A priority for the Republic of Korea in its strategic plan is to raise



safety awareness among employers and workers, in part by a lifelong training system linking school, the home and society. In pursuit of its vision to become an industrialized country, Malaysia will make persistent efforts to create a culture of safety throughout the nation. The promotion of a safety culture is inherent in the New Zealand Injury Prevention Strategy for society at large, and not only at work. Similarly, South Africa is trying to make OSH a way of life. Malaysia seeks the promotion of a safety culture as an essential basis for all OSH activities and priorities to develop various types of awareness programmes. It will also seek to promote self-compliance. In the United Kingdom, the recent Revitalising Health and Safety initiative is intended to bring about a real change in workplace culture and a principal aim of the Health and Safety Commission is to develop new ways to establish and maintain an effective safety culture in a changing economy. In enterprises where this is achieved the need for inspection will be reviewed. The United States seeks, in its five-year plan, to make greater progress towards creating a deeply ingrained culture that values and fosters safe and healthy enterprises, encouraged by the marked success of enterprises that participate in the self-regulation programme.

### Focus on high-risk industries and factors

80. The Australian national strategy makes the reduction of high incidence/severity risks the first priority in the ten-year national programme, recognizing that by targeting hazards, injuries, industries and occupations where the incidence of injury and fatal accidents is particularly high, a significant improvement can be made in OSH performance and in turn progress in achieving the targets set. This emphasis on high-risk industries – there is general agreement that construction ranks among the highest – is reflected in other national programmes. Thus, Japan's five-year plan considers particularly the issues which arise in promoting the prevention of accidents in construction (which accounts for nearly 40 per cent of all fatal accidents), manufacturing and land freight transportation. Malaysia intends to focus special programmes and new approaches for priority industries such as construction and chemicals, as does New Zealand for what are classified as priority areas. The strategic management plan of the United States pays particular attention to high-risk industries and factors. First, there is a general intention to focus resources on the areas that provide maximum return on investment and, following this, recognition that the fatal accident rate in the construction industry, which is three times that seen in general industry, calls for new strategies for hard-to-reach transient employers and workers.

81. The emphasis on high-risk activities is also to be found in other national programmes, such as that outlined in the United Kingdom. The consultative document prepared by the Health and Safety Commission reveals that it is almost 17 times more dangerous to work in agriculture, fisheries and forestry, and over 14 times more dangerous in construction, than to work in the service sector. The average days lost per worker per year as a result of work-related illness is highest in the nursing sector, followed by coalmining and construction. These comparisons help to decide where efforts should be targeted, notwithstanding the significant differences in the nature of employment between sectors. Comparisons within sectors point to the significant improvements that could be made by bringing the worst performing workplaces closer to the better performers.

### OSH management systems approach

82. Another important feature is unqualified support for the introduction of OSH management systems as a means of reducing risks at the workplace. For example, the

United Kingdom consultative document *Revitalising Health and Safety* begins by setting out the business case for a proactive approach to health and safety management. The basic policies of the tenth five-year plan of the Japanese Government include the promotion of OSH management systems to establish self-sustaining mechanisms for the promotion of OSH measures and the reduction of risks. The five-year national programme of Finland contains a risk-management module as one of four priority topics. Australia similarly identifies as one of the five priorities of the national occupational health and safety strategy the development of the capacity of business operators and workers to manage safety and health effectively. The aim is to build both the motivation and the ability of employers to manage risks, and that of workers to work more safely and participate in consultation. The Republic of Korea promotes the establishment of autonomous safety and health management systems within workplaces. The Thai OSH Master Plan also includes a sub-plan to formulate regulations on OSH management systems in line with the ILO *Guidelines on occupational safety and health management systems*.

### Strengthening capacity for situation analyses

83. There is recognition in several national programmes that better and more timely OSH data is necessary for effective prevention measures. This is seen acutely in relation to newly emerging occupational diseases such as those of a psychosocial nature. As succinctly expressed in the Australian programme, such data analysis helps to identify which government interventions have the greatest chance of success, what works and what does not, and what the best options for prevention are. Better data and analyses contribute to the setting and assessment of targets. Implementation of the Protocol to the Occupational Safety and Health Convention, 1981 (No. 155), would in itself contribute significantly to better data collection and analysis. Effective data collection and analysis is inherent in the United States intention to analyse and revise the areas of emphasis of its programme each year based on the results of operations and new issues demanding attention. The need for, and pressures upon, government inspection services if legislation is to be properly enforced are touched on in several country reports. Thailand emphasizes the urgent need for more appropriate and efficient inspection and enforcement, quoting the small percentage of registered enterprises that are inspected, and the difficulties created by a diffusion of responsibilities when safety inspectors are required to deal with other labour matters.

## Chapter IV

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### Main features of a possible international instrument

#### Design concepts

84. The Conclusions give several indications regarding the purpose and content of the proposed new instrument.<sup>1</sup> Its main purpose should be “to ensure that a priority is given to OSH in national agendas and to foster political commitments ... in a tripartite context ... for the improvement of OSH”. It should have a promotional rather than prescriptive content and it should be based on two fundamental concepts: a preventative safety and health culture and the management systems approach. The key operational element is the development of national OSH programmes which should be endorsed “by the highest government authority, for example by the Head of State, government or parliament”. Such national OSH programmes would thus “have a significant impact on strengthening national OSH capacities and mobilization of national and international resources”. National OSH programmes should be developed on the basis of analysis of the achievements and needs of each country and should have practical objectives.

85. The following concepts should thus be taken into account in the design of the instrument. The instrument should:

- promote a continuous improvement of national OSH systems;
- contribute to placing OSH higher on national agendas;
- be implemented by most countries within a short period of time (if the new instrument takes the form of a Convention, it should be simple and easy to ratify);
- avoid duplications with provisions in existing OSH instruments;
- place the management systems approach in focus at the national level, inter alia, by providing for the formulation, implementation and review of national OSH programmes;
- contribute to the promotion of the application of up-to-date OSH instruments (Conventions, Recommendations and codes of practice); and
- provide for a mechanism for reporting on achievements and progress, including an international exchange of good practices in the area of OSH.

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<sup>1</sup> In particular paras. 6 and 10-13.

## Proposed features

### Promoting a management systems approach at the national level

86. On the basis of the analysis in Chapter III of how to transpose the management systems approach from the enterprise to the national level, the proposed instrument is centred around a general undertaking by member States to improve and further develop their national OSH systems through the formulation, implementation and successive review of national OSH programmes. The instrument is thus designed to promote progress, and the main tool proposed for this is national OSH programmes. The instrument should also support the application of the management systems approach at the enterprise level.

### Promoting a safety culture

87. As examined above, the Conclusions highlighted the importance of building and maintaining “a national preventative safety and health culture” as one of the fundamental concepts for the global strategy for OSH promotion. Taking into account the Conclusions and other existing definitions,<sup>2</sup> a short definition of this notion could be “the assembly of beliefs, values, attitudes and patterns of behaviour in organizations and individuals according to which prevention is given the highest priority”.

88. The terminology used to denote this concept varies. The terms used in the Conclusions convey important notions of this concept, i.e. that it is both a national and a preventive concept, but with a view to making the term more embracing and simple, particularly in the light of the objective to promote this concept globally, the use of a shorter term would seem to be preferable. Against this background the notion could be termed “safety culture”.

### Structure and type of instrument

89. It follows from the Conclusions that what is expected is a promotional framework for OSH. Such a framework should facilitate the establishment of mechanisms for a systematic and continual improvement of national OSH systems and programmes. In order to facilitate a wide application of this instrument it should not include prescriptive details as to how this progressive improvement should be achieved. It is therefore particularly important to focus on the identification and selection of the core elements that should be included and the steps that all countries would be required to take. The framework should be flexible and applicable to all countries, while facilitating and encouraging tripartite dialogue to find practical ways to improve OSH. Additional supportive guidance and practical models could be developed in the form of codes of practice, guidelines and other technical documents.

90. The new instrument could take the following forms:

- (a) a Convention;
- (b) a Recommendation;
- (c) a Convention supplemented by a Recommendation; or
- (d) a Declaration.

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<sup>2</sup> See in more detail under Chapter II “Safety culture”.

91. The Constitution regulates not only the adoption process but also the legal effects of Conventions and Recommendations. Contrary to the latter form of instrument, Conventions are intended to create legal obligations, and member States have to report on their implementation of ratified Conventions at regular intervals. While the reporting mechanisms are discussed further below, it should be noted here that if the instrument were to take some other form than a Convention, it follows from the Conclusions that such an instrument should include provisions for a specific follow-up mechanism in order to promote the implementation of the instrument, the sharing of good practice and to monitor progress in member States.

92. Another possible form that the instrument could take would be a declaration. The ILO has used this form of instrument only on a few occasions. The instruments adopted by the International Labour Conference in the form of a declaration include: the Declaration concerning the aims and purposes of the International Labour Organisation, 1944 (Declaration of Philadelphia), the 1975 Declaration on equality of opportunity and treatment for women workers, and the 1998 Declaration on Fundamental Principles and Rights at Work and its Follow-up (the “1998 Declaration”).<sup>3</sup> The use of this form of instrument rests entirely on practice and ad hoc procedures, as neither the Constitution nor the Standing Orders of the International Labour Conference provide any guidance regarding the adoption process and legal effects of declarations.

### National OSH programmes

93. According to the Conclusions, the formulation, implementation and review of national OSH programmes would be a key element of the proposed instrument. National OSH programmes would facilitate discussions at the national level, and through the endorsement of these programmes by the highest authorities they could also serve the purpose of placing OSH high on national agendas. National OSH programmes should be formulated through a consultation process with representative employers’ and workers’ organizations as well as other parties concerned, with a view to ensuring their involvement and commitment. National OSH programmes would be time-bound, targeted to meet specific needs and successively replaced when they have been implemented. Such a structured development of national OSH programmes would represent the introduction of the systems approach to the management of OSH at the national level. National OSH programmes should be developed with due regard to relevant ILO instruments on OSH, including any future instruments that may be developed in this area.

### National OSH systems

94. The national OSH system is the infrastructure that ensures that the overall national OSH policy and programmes are properly implemented. It includes all the various elements relevant for handling national OSH concerns. The national OSH system remains in place over time and is important for the sustainability of actions initiated by the national OSH programmes. National OSH systems should be progressively developed and enhanced with additional elements, such as those resulting from the implementation of national OSH programmes. By clearly linking national OSH programmes with national OSH systems, it becomes possible to achieve the continuous improvement of national OSH systems and performance.

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<sup>3</sup> The 1977 Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy was adopted by the Governing Body.

95. A national OSH system should, in particular, include the establishment and maintenance of adequate structures to help enterprises take relevant OSH actions. Without such support, most enterprises, particularly small and medium-sized enterprises, will have practical difficulties in meeting legal requirements in such areas as OSH training, and medical and environmental monitoring.

### Reporting and follow-up mechanisms

96. The Conclusions underscored the importance that the instrument include a reporting mechanism. More specifically, it was stated that “In order to enable an exchange of experience and good practice on OSH in this respect, the instrument should include a mechanism for reporting on achievements and progress.” Such a reporting mechanism would be a key element in the follow-up and implementation of this instrument, and thus in its impact. Through an active exchange of information between the ILO and its member States, the ILO would be able to collect good practices, i.e. positive experiences, progress achieved and lessons learned, and share them through its various information channels, including ILO web sites and national and international meetings organized by the ILO or other organizations. Furthermore, such a reporting mechanism would also enable the ILO to identify areas in need of ILO technical cooperation support. It would also help the ILO to evaluate the need for information, guides and other support materials.

97. It should be recalled that the choice of form of instrument will have implications with respect to the reporting and follow-up mechanisms. The Constitution provides for certain tools in this respect. Pursuant to article 22 of the Constitution, ratified Conventions are subject to regular supervision. As regards non-ratified Conventions and Recommendations, in accordance with article 19 of the Constitution, member States can – at appropriate intervals as requested by the Governing Body – be called upon to report on the position of their law and practice in regard to the matters dealt with in the Convention or Recommendation. The follow-up to the 1998 Declaration is also partially based on article 19. Moreover, it should be recalled that, pursuant to article 10 of the Constitution, the Office is empowered to collect and to disseminate information relating to the international regulation of “industrial life and labour”.

### Awareness raising

98. Finally, the Conclusions also strongly support the need for continued awareness raising. Safety culture is a notion that should be fostered and promoted globally through various activities, campaigns and special events, such as the World Day for Safety and Health at Work celebrated on 28 April each year, the World Congress on Safety and Health at Work, and other international events. It was also concluded that while certain groups in society required more advanced OSH education and training, it was essential to promote a safety culture at all levels of education and to provide education to raise awareness of OSH issues to all, starting from schools and other educational and training institutions.

## Questionnaire

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In accordance with article 39 of the Standing Orders of the International Labour Conference, governments are requested to send their replies to the following questionnaire, indicating their reasons for each reply, **so as to reach the International Labour Office in Geneva by 15 October 2004 at the latest**. The attention of governments is drawn to the recommendation in the introduction to this report concerning the consultation of the most representative organizations of employers and workers.

Article 39 of the Standing Orders of the Conference, pursuant to which the following questionnaire has been drawn up, prescribes the procedure for the adoption by the International Labour Conference of Conventions and Recommendations. As the Conclusions adopted by the Conference refer to the adoption of an instrument establishing a promotional framework in the area of occupational safety and health without specifying which type of instrument, it has been deemed necessary at this stage to maintain the widest possible choice. Therefore, if the replies to question 2 of this questionnaire indicate a preference in favour of the adoption of an instrument other than a Convention or a Recommendation, the substance of the replies received regarding the content of the instrument could be used as guidance for the development of such other instrument within the framework of the appropriate procedure.

### Form of the instrument

1. *Do you consider that the International Labour Conference should adopt an instrument to promote occupational safety and health?*
2. *If so, do you consider that the instrument should take the form of:*
  - (a) *a Convention;*
  - (b) *a Recommendation;*
  - (c) *a Convention supplemented by a Recommendation (if you choose this alternative please indicate, in your comments on the questions regarding the content of the instrument, which elements of the question concerned should be dealt with by a Convention or a Recommendation); or*
  - (d) *a Declaration?*

### Preamble

3. *Should the instrument contain a Preamble referring to:*
  - (a) *the provision in article III(g) of the Philadelphia Declaration which provides that the International Labour Organization has the solemn obligation to*

- further among the nations of the world, programmes which will achieve adequate protection for the life and health of workers in all occupations?*
- (b) the pursuit of the objective of a safe and healthy working environment?*
  - (c) the conclusions on occupational safety and health adopted following the general discussion on ILO standards-related activities in the area of occupational safety and health at the 91st Session (2003) of the International Labour Conference, in particular, the need to ensure that priority is given to occupational safety and health in national agendas?*
  - (d) the importance of the promotion of a “safety culture”, which is defined as the assembly of beliefs, values, attitudes and patterns of behaviour in organizations and of individuals, wherein prevention is given the highest priority?*
  - (e) the Occupational Safety and Health Convention, 1981 (No. 155), and the Occupational Safety and Health Recommendation, 1981 (No. 164)?*
  - (f) other relevant ILO instruments on occupational safety and health?*

## Definitions

- 4. *Should the instrument include the following definitions:*
  - (a) “national programme on occupational safety and health” which means time-bound national programmes that include set objectives, priorities and means of action in the area of occupational safety and health?*
  - (b) “national system for occupational safety and health” which means the national infrastructure in the area of occupational safety and health which provides the main framework for the implementation of national programmes on occupational safety and health?*
  - (c) other definitions? Please specify.*

## National programmes

- 5. *Should the instrument provide that each Member should seek to progressively develop a safer and healthier working environment through national programmes on occupational safety and health with due regard to relevant ILO instruments on occupational safety and health?*
- 6. *Should the instrument provide that each Member should:*
  - (a) formulate, publicize and implement national programmes on occupational safety and health?*
  - (b) seek the endorsement and launching of these national programmes by the highest government authorities?*
- 7. *Should the instrument provide that such national programmes should be formulated and reviewed on the basis of an analysis of the national situation on occupational safety and health, including the national system for occupational safety and health?*
- 8. *Should the instrument provide that such national programmes should be formulated and reviewed:*



- (a) *in consultation with representative organizations of employers and workers?*
  - (b) *as appropriate, in consultation with other concerned parties? <sup>1</sup> Please specify.*
9. *Should the instrument provide that such national programmes should:*
- (a) *seek to promote the development of a safety culture?*
  - (b) *include targets and indicators of progress?*
  - (c) *when applicable, be associated with other national programmes and plans, such as those relating to economic development?*

## National system

10. *Should the instrument provide that each Member should establish and develop a national system for occupational safety and health?*
11. *Should the instrument provide that such a national system should be established and developed:*
- (a) *in consultation with representative organizations of employers and workers?*
  - (b) *as appropriate, in consultation with other concerned parties? <sup>2</sup> Please specify.*
12. *Should the instrument provide that such a national system should include, as appropriate:*
- (a) *legislation on occupational safety and health?*
  - (b) *designated authority or authorities for occupational safety and health?*
  - (c) *mechanisms for ensuring compliance with legislation on occupational safety and health, including systems of inspection?*
  - (d) *information and advisory services on occupational safety and health?*
  - (e) *occupational safety and health training?*
  - (f) *occupational safety and health services?*
  - (g) *a mechanism for the collection and analysis of data on occupational accidents and diseases?*
  - (h) *collaboration with (an) employment injury insurance scheme(s)?*

## Awareness raising

13. *Should the instrument provide that each Member should, in the promotion of a safety culture, seek to raise public awareness on occupational safety and health through national campaigns linked to international initiatives?*
14. *Should the instrument provide that each Member should, in the promotion of a safety culture, seek to introduce hazard, risk and prevention concepts in basic education and vocational training curricula?*

<sup>1</sup> Such as those described in para. 49, Chapter II.

<sup>2</sup> *ibid.*

## Management systems approach

15. *Should the instrument provide that each Member should promote the management systems approach to occupational safety and health based on the ILO Guidelines on occupational safety and health management systems, ILO-OSH 2001?*

## National profile

16. *Should the instrument provide that national programmes should be formulated and reviewed on the basis of current information of the national situation (see question 7, above) collected in the form of a national profile on occupational safety and health?*
17. *Should the instrument provide guidance on the information on the national situation that a national profile could contain? Please specify.*

## Exchange of information

18. *Should the instruments provide that the International Labour Organization should facilitate an international exchange of information on national programmes on occupational safety and health, including good practices and innovative approaches thereto?*

## Special considerations

19. *Are there any particularities of national law or practice which are liable to create difficulties in the practical application of the instrument as conceived in this questionnaire? If so, please state the difficulties and suggest how they might be resolved.*
20. *Are there any other issues not addressed in this questionnaire which ought to be taken into consideration in the preparation of the instrument? Please specify.*

# Annex I

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## Recent national OSH programmes – Summary overview

### Australia

In May 2002 the Federal Ministry of Employment and Workplace Relations, on behalf of the Workplace Relations Ministers' Council, which is representative of all states and territories, released the National Occupational Health and Safety Strategy 2002-12, in which it outlines its commitment to improving Australia's occupational safety and health performance, with targets to:

- (i) sustain a significant, continual reduction in the incidence of work-related fatalities with a reduction of at least 20 per cent by 2012, and with a reduction of 10 per cent by 2007; and
- (ii) reduce the incidence of workplace injury by at least 40 per cent by 2012, with a reduction of 20 per cent by 2007.

The Strategy sets out the basis for nationally strategic interventions that are intended, over the decade, to foster sustainably safe and healthy work environments and to reduce significantly the number of people hurt or killed at work.

Five national priorities have been identified in the Strategy to bring about short- and long-term OSH improvements, as well as longer-term cultural change. They are to:

- (i) reduce high incidence/severity risks. By targeting hazards, injuries, and industries and occupations where the incidence of injury and/or number of deaths is particularly high, significant improvements can be made to OSH performance;
- (ii) develop the capacity of business operators and workers to manage OSH effectively. An aim is to build the motivation and ability of employers to manage OSH risks effectively and of workers to work more safely and participate in consultations;
- (iii) prevent occupational diseases more effectively. The aim is to develop the capacity of authorities, employers, workers and other interested parties to identify old and new risks to occupational health and to take practical steps to eliminate or otherwise control them;
- (iv) eliminate hazards at the design stage. This aims to build awareness and observance of this approach in a wide range of parties, including designers, manufacturers and suppliers, and give them the practical skills to recognize design issues and ensure safe outcomes;
- (v) strengthen the capacity of governments to influence OSH outcomes. Governments are major employers, policy-makers, regulators and purchasers of equipment and services, and the aim is to sharpen their effectiveness in securing better OSH outcomes and in providing examples of good practice.

The Strategy has been formulated because although there have been significant improvements in OSH performance in recent years, it is accepted that there is considerable scope for further progress. For example, workers' compensation records show that although there was a 20 per cent reduction in the incidence of work-related injuries in the five years from 1995/96, there were, nevertheless, 120,000 accepted workers' compensation claims requiring five or more days off work in 1999/2000, and 205 compensated fatalities in 1999/2000 resulting from work-related injuries, compared to 267 in 1995/96. Although no reliable data exists on deaths arising from occupational

disease, it has been estimated that over 2,000 people die per year from past occupational exposures to hazardous substances.

Some general indicators of success in implementing the Strategy will be:

- workplace parties recognize and incorporate OSH as an integral part of their normal business operations: businesses that recognize and incorporate OSH as part of their normal operations, and act to involve employees in such issues, are better able to control risk to their workers, businesses and livelihoods;
- increased OSH knowledge and skills in workplaces and the community that are vital for ensuring a better capacity to address current and emerging OSH issues;
- governments develop and implement more effective OSH interventions by identifying and applying best practice interventions that include the best mix of information, assistance, regulation, compliance, enforcement and incentives;
- research, data and evaluations provide better and more timely information for effective prevention by identifying which interventions have the greatest chance of success, what works and what does not, and what are the best options for prevention.

The first of the five national priorities, that is to reduce high incidence/severity risks, is expected to contribute immediately to achieving the national targets. For example, risks in a nominated industry sector may require priority attention nationally where it has a relatively high incidence of work-related injuries compared to other industry sectors or where it accounts for a high proportion of work-related deaths each year.

Some elements of the other four priorities will assist with short-term outcomes. However, they are expected to contribute primarily to achieving longer-term, sustainable results. Each of the national priorities will be periodically evaluated to assess its ongoing relevance and effectiveness. They will be refined or replaced by new priorities in light of these assessments. Evaluation methods, benchmarks, milestones and other indicators to measure progress will be developed in the initial stages of implementing the National Occupational Health and Safety Strategy. Ministers have asked the National Occupational Health and Safety Commission, representative also of employers and workers, to report annually on progress made in implementing the Strategy and to ensure that it is regularly reviewed and refined.

## Denmark

In 1995, in cooperation with the social partners on the Danish Working Environment Council, the Government drew up an action programme for a clean working environment by 2005. Agreement was reached for the first time on an integrated plan for strengthening OSH with a view to achieving the general vision of safe, healthy and inspiring workplaces, to the benefit of the workers and the competitiveness of the enterprises. The programme was formulated because, while in comparison with many countries Denmark has a high level of safety and health at work, there was a concern that standards were not high enough and an awareness that general working environment problems ought to be subject to continual improvement. The programme was presented to the Parliament and received broad support.

The action programme underlines the principle of the Danish Working Environment Act that enterprises must solve their working environment problems themselves, with cooperation between the management and workers as a vital element of preventive health and safety work. Guidance and supervision are provided by government sources, the Sector Safety Council and employers' and workers' organizations.

In pursuit of the general vision that all enterprises should provide a safe, healthy, inspiring framework for creativity, quality and productivity, as a competitive basis for sustainable development centred on human beings, the Government has set up seven cross-sectoral objectives, or visions, the aim of which is to minimize or avoid altogether:

- fatal accidents caused by working environment factors;
- occupational exposure to carcinogenic chemicals and occupational brain damage due to exposure to organic solvents or heavy metals;

- occupational injuries to children and young people;
- injuries caused by heavy lifting and occupational diseases due to monotonous, repetitive work;
- damage to health caused by psychosocial risk factors at work;
- diseases or serious problems caused by a poor indoor climate at the workplace;
- damage to hearing due to noisy work.

It recognized that it is impossible to guarantee that the visions will have been realized by 2005, but they must be objectives.

In all these priority objectives, and generally, the action programme recognizes the importance of research-based knowledge and documentation of when and in which sectors OSH activities are needed, and it is government policy to strengthen research. Importance is also attached to international cooperation specifically within the European Union and globally with the ILO. Since 1999, progress has been reviewed annually.

## Finland

In 2000, after discussion with employers' and workers' organizations, the Ministry of Social Affairs and Health prepared an action policy entitled "Vision zero approach to accidents" for the prevention of occupational accidents. This led to preparations for a national five-year programme for 2001-05 entitled "Prioritizing occupational safety". The objective of this occupational accident prevention programme is steadily to reduce the number and severity of occupational accidents, in order to promote people's health and functional capacity, improve the results, productivity and quality of workplaces, and increase national well-being. The core idea of the programme is to promote the adoption of a high standard of safety culture and the "vision zero" approach in all sectors of working life. In practice, achieving the goal presupposes continuous improvements in occupational safety, both by means of effective measures at the workplace level and by intensive national action in support of workplaces.

The principle of safety has been noted as a factor of productivity in all activities of organizations. It has been considered important for the reputation and productivity of both public and private organizations and for the quality of products and services. These factors strengthen companies' national and international competitiveness. The national programme for the prevention of occupational accidents emphasizes the importance of occupational safety as a key element in the quality of working life and the well-being of citizens. The programme also introduces the best workplace practices for promoting a high-standard safety culture. In this programme, a high-standard safety culture means a work community's established forms of behaviour which are based on the values of the workplace and which put great emphasis on safety and health in the workplace.

The background to the programme is that studies in 2000 and 2001 had shown that improvements in working conditions in Finland, and in Europe in general, had not been as rapid or positive as anticipated. Poor working conditions were seen as the reason for the annual premature death of some 1,800 persons, and in 2000 there were about 120,000 occupational accidents and diseases that resulted in compensation. About 60 per cent of work accidents resulted in more than three days' absence from work and nearly 10 per cent in more than one month's absence. When looking at the costs of occupational accidents and the losses they entail for workplaces, the direct costs of accidents are only 20-50 per cent of the total cost. Indirect costs include: replacing absent staff with overtime or substitutes; other personnel costs such as rescue, repairs and cleaning; stoppage of production and delayed deliveries; loss of property; and higher insurance premiums. In 2000 insurance companies paid a total of €500 million in compensation for occupational accidents and diseases.

The programme comments on OSH problems arising from the changes in work patterns and relationships. Most of the operations at a workplace are now carried out by subcontractors, which means that there are now many workplaces where there are employees from several employers or self-employed persons working simultaneously. Installation, maintenance and repairs performed by subcontractors may often only last for a short time and so workers at the workplace frequently change. This situation is very challenging for the coordination and control of work operations and for the flow of information. The study of fatal accidents has established that some element in the organizational

procedures has been the cause of the accident or a contributory factor in almost 50 per cent of accidents at work.

The programme, which functions alongside programmes on the ageing worker and well-being at work, will be implemented in four modules, namely exposure assessment, health-risk assessment, risk management and education and information.

- The exposure assessment module aims to evaluate occupational exposure to chemical, physical and biological factors and to develop models to identify risks in different working environments; also to establish methods and models for assessing exposure conditions and occupational hygiene, for the use of companies, health-care specialists and competent authorities.
- The health-risk assessment module aims to advance risk management programmes for specialists, and to develop risk assessment methods for occupational diseases, especially skin and other diseases with an immunological mechanism.
- The risk management module aims to advance occupational hygiene in industrial production and product development, to develop risk assessment and management programmes for experts, to promote the application of research-based control technology in industry, and to promote the use of appropriate protective equipment at work.
- Finally, the education and information module aims to offer expert training in occupational hygiene and toxicology, to create a work environment profile for the use of enterprises, authorities and consumers, to develop training in risk assessment and to develop a data network on risk management.

## Hungary

In 2001 the Parliament, with the full support of the social partners and by a unanimous vote, resolved to adopt the National Programme of Occupational Safety and Health. On the basis of this five-year programme the Government will draw up detailed yearly action plans determining tasks, responsibilities and the necessary means and resources. A report about the execution of the programme will be prepared for Parliament within six months of its completion at the end of 2005.

The estimated financial loss resulting from absence from work indicates to Parliament that, in addition to human considerations, effective labour protection is also a profitable long-term investment for both the State and for enterprises. OSH is not confined to the prevention of accidents and ill health at work. It has a place and a role even in the design of work equipment and workplaces, and covers the general well-being of people at work. Since a very significant part of human life is spent at work, mental and physical well-being at work are of fundamental importance. OSH calls for the humanization of the working environment and for an extensive consideration of human factors. This philosophy is in accordance with the economic interests of the employers and the State, the interests of the workers and their families, and the interests of society as a whole.

The Third Ministerial Conference on Environment and Health (London, 1999) and its recommendations, adopted by Hungary, have had a significant impact on modern OSH thinking. The Conference reviewed practices employed in the areas of OSH and the environment, and proposed the establishment of mechanisms and conditions at the national level that can continuously facilitate the creation of conditions for safety and health at work with the active contribution of the social partners, applying, among other things, the principle of multidisciplinary and the minimization of environmental risk factors.

Although there has been a marked decrease in the number of occupational accidents reported, from 45,230 in 1992 to 28,688 in 1998, with the rate per 1,000 dropping from 12.27 to 8.75, it is accepted that the reduction of high-risk work in heavy industry and unemployment have contributed to this decrease and there is still significant under-reporting, estimated to be at least 25 per cent. The number of accidents to the self-employed is not known. Over the three years for which figures are quoted (1996-98), the number of occupational diseases per 10,000 employees remained virtually unchanged at three, although comparison with other countries is not possible because of the differing definitions of disease. Hungary was the first country to require notification of increased exposure to toxic substances. It is estimated that 1,200 to 1,400 people die in Hungary each year of cancers of

occupational origin. There are considerable financial consequences of absence from work due to accidents and work-related diseases, estimated to average US\$300 per day. A strategic approach was taken to improving OSH through the National OSH Programme.

The strategy of the National Programme is based on four equal and interconnected principles:

- (1) *The principle of sustainable development.* Modernization, the growth of performance in manufacture and the provision of services should be pursued in a sustainable manner. Measures taken to protect safety and health at work and to minimize workplace risks are strategic elements of sustainable development.
- (2) *The principle of prudence.* When the possibility of serious or irreversible impairment to health cannot be excluded, applying the principle of prudence should minimize risks, that is, when in doubt, prepare for the worst possible outcome and for the highest conceivable risks and their prevention or management. Typical examples are the risks arising from dangerous chemicals and biological hazards.
- (3) *The principle of prevention.* OSH in every area and at every level should aim chiefly at the timely prevention of hazards as opposed to the subsequent management of their effects.
- (4) *The principle of partnership.* The partnership, while based on precisely demarcated responsibilities, should involve the efficient and continuous cooperation of government bodies and authorities and the representative organizations of employers and workers. Related areas connected to OSH and the world of work, such as fire protection, environmental protection, public health, social security, product safety and consumer protection should also be involved.

The strategic goals of the programme are to ensure that short- and long-term risks to safety and health at work do not exceed socially acceptable levels. To reach these goals it is necessary to reduce the number and severity of occupational accidents, to reduce the extent and severity of ill health caused by or related to work or the working environment, and to establish a working environment conducive to physical and psychological well-being.

The National Programme lists over thirty proposals for action during a five-year period although no targets are quoted for the reduction of occupational accidents, injuries and diseases. Actions envisaged include giving employers a more direct financial stake in safety and health at work through changes to the insurance system, changes which would include the following: extending the classification of occupational diseases and applying it to the self-employed; coming into line with international and European Union legislation; improving the system of OSH training; promoting occupational rehabilitation; strengthening research; creating a public information system for OSH, with special regard to small and medium-sized enterprises, so as to provide quick, relevant, professional and inexpensive information to employers and workers; and, finally, raising the level and efficiency of labour inspection.

## India

In 2001 the Government of India set up a Working Group on Occupational Safety and Health under the chairmanship of the Secretary of the Ministry of Labour. Its terms of reference were: to review the existing system for OSH; to assess its weaknesses and suggest ways to improve it; to suggest ways to improve occupational safety standards for the large segments of the workforce not covered by existing legislation; to examine the efficiency of the state governments' administrative machinery; and to suggest measures necessary to ensure the occupational safety and health of agricultural workers and unorganized non-agricultural organizations.

The working group divided into three economic sub-groups to cover the mining sector, the industry and port sector and the unorganized sector, and their reports were subsequently consolidated into a final report, issued in December 2003, which contains a draft National Policy on Safety, Health and Environment at the Workplace. The fundamental purpose of the policy is to reduce the incidence of work-related injuries, diseases and fatalities and so to preserve human resources. In its preamble, the report of the Working Group recognizes that the policy cannot be implemented by the Government alone but must involve the social partners with whom there is a need to develop cooperation. It acknowledges that social justice requires safe and healthy working conditions and that they are fundamental to economic growth.

The report recognizes the problems created by changes in work patterns, such as a move towards greater self-employment, subcontracting, mobility of the workforce and migrant labour. Similarly, new hazards arise with the increasing use of chemicals and biological agents and with the transfer and adoption of new technologies, the indiscriminate use of agrochemicals and agricultural machinery and equipment, and stress at work. Particular attention needs to be paid to hazardous occupations and major accident risks. Work-related hazards and occupational diseases in small-scale industries are likely to increase as the OSH services are out of reach in these occupations.

The draft policy sets out the principal goals, which are to: provide a statutory framework in respect of all sectors of economic activity; provide administrative and technical support services; establish the research and development capability in emerging areas of risk; promote a system of skill development and a system of incentives for employers and workers; focus prevention efforts and monitor performance through an improved data collection system on work-related injuries and diseases.

The stated objectives are: to achieve a continuous annual reduction in the incidence of injuries and diseases; to increase community awareness of OSH matters, that is to develop a safety culture; and to integrate the OSH policy into the national economic plan.

The draft policy document then sets out an action programme under the broad headings of enforcement, national standards, compliance, awareness, research and development, development of OSH skills, data collection, practical guidance and incentives (financial and otherwise). Finally, there should be a periodic review of progress.

The report recognizes that at present there is comprehensive OSH legislation only for four economic sectors, namely factories, docks, mines and construction, all of which are highly specific. Although there has been a decline in accidents in mines, there was concern that a plateau had been reached in the number of fatal accidents during the past two decades, although there was again a decline in 2000. The causes of accidents have tended to repeat themselves in a disturbing manner.

In the industries sector, there was a downward trend in injuries during the period 1994-99 despite an upward trend in the number of registered factories during the same period. The reductions in injuries were estimated at 6.8 per cent per annum on average. There is a downward trend in both the frequency and incidence rates of industrial injuries. However, these rates are high when compared with those of developed countries. Regarding occupational diseases, very few cases have been reported in factories.

The number of reportable accidents in major ports from 1995-96 to 1999-2000 decreased from 402 to 250, a decrease of about 38 per cent. However, the number of fatal accidents during the same period remained almost the same. Although a major percentage of the total workforce is engaged in the unorganized sectors, such as agriculture, construction, eating places, shops and office establishments, home work and waste management, no authentic statistics are available at the national level on accidents and occupational diseases. Construction is one of the highly hazardous industries, and the rate of fatal accidents is four to five times that in the factories sector.

It was recognition of the need for OSH legislation for workers employed in all sectors of the economy, irrespective of the numbers employed, which caused the Government to set up the high-level Working Group.

## Japan

The Japanese Government has been formulating five-year national Industrial Accident Prevention Plans since 1958. When the Industrial Safety and Health Act was enacted in 1972, it became the responsibility of the Minister of Labour, now the Minister of Health, Labour and Welfare, after hearing the opinion of the tripartite Central Labour Policy Council, to establish an Industrial Accident Prevention Programme. The tenth five-year plan covers the years 2003-07.

While, from a long-term perspective, occupational accidents have decreased, about 550,000 workers still fall victim to accidents each year, and injuries causing absence from work for four or more days account for 130,000 of these. While the number of fatal accidents fluctuated at over 2,000 for 17 years from 1981, in 1998 it was less than 2,000. In 2001 the number was in the 1,700-1,800 range. Over 90 per cent of occupational accidents take place at small and medium-sized enterprises



with fewer than 300 employees, which account for at least 80 per cent of the workforce. Workplaces with less than 50 employees account for over 70 per cent of occupational accidents.

There are, moreover, new challenges. The social and economic system that has supported the economic development of the past, is now confronted with significant reform in the future in the context of dramatic changes at home and overseas. Companies are reviewing all aspects of their business operations, including business sectors, management models, and personnel and labour management, in order to adapt to the new economic environment. In the labour market there is diversification of working patterns, including an increase in temporary and part-time work, and greater mobility in employment. As a result of such changes, new circumstances may arise in the OSH field. Therefore, it is necessary to carefully assess the impact of these changes on safety and health and the form that future safety and health strategies should take.

The targets set out in the five-year plan are as follows:

- (i) to reduce the number of workers killed in occupational accidents, setting a target of significantly below 1,500 deaths annually;
- (ii) to reduce the overall number of occupational accidents during its term by more than 20 per cent;
- (iii) to reduce cases of serious occupational diseases, such as pneumoconiosis and occupational cancers, and eradicate anoxia and carbon monoxide poisoning, which often result in fatal accidents;
- (iv) to reduce work-related diseases such as health disorders caused by excessive work or stress in the workplace.

The focus of the present five-year plan may be summarized as follows:

- (a) *The eradication of fatal accidents.* The plan will seek to consolidate the decrease in the number of fatal accidents since 1998.
- (b) *Securing safety and health at small and medium-sized enterprises.* The incidence rate for occupational accidents at small and medium-sized enterprises is high in comparison to large-scale enterprises. The plan will ensure the implementation of measures regarded as minimum standards and will provide assistance for promoting voluntary safety and health activities.
- (c) *Promotion of occupational health strategies to tackle increasing psychological and physical burdens at work.* In recent years the rate of abnormal findings in regular medical examinations, as well as the proportion of workers who feel severe anxiety or stress in their working lives, has increased. The number of applications for workers' compensation insurance because of cerebrovascular disease and ischaemic heart disease caused by excessive work, or mental illness caused by psychological burdens at work, as well as the number of authorized compensations, has also increased. The plan will seek not only to prevent occupational diseases but also to be more active in securing occupational health at the workplace.
- (d) *Promotion of OSH management systems.* Although the present economic environment remains severe, it is necessary to promote a safety culture that makes companies and individuals prioritize safety and establish self-sustaining mechanisms for the promotion of OSH measures. For this purpose, the plan will promote the application of OSH management systems.
- (e) *Responding to the diversification of working patterns and the increase in employment mobility.* A variety of reforms have been promoted to facilitate the diversification of working patterns and employment mobility. The prerequisite for such reforms is the establishment of a system that enables all workers to work in a safe and healthy environment regardless of the working patterns they choose, with improvements in supporting legislation where necessary.

The plan goes on to consider in more detail the issues that arise in promoting the prevention of occupational accidents in the high-risk industries of construction (which accounts for nearly 40 per cent of all fatal accidents), manufacturing and land freight transportation. There is reference to the tertiary industries, particularly the provision of services. It similarly discusses the size of businesses, the age and gender of workers, foreign workers and types of accident, such as falls from heights.

In the area of health, the plan examines the incidence of occupational diseases and of health disorders caused by chemical substances, excessive work and stress. It considers the importance of promoting a comfortable working environment as a contribution to well-being at work. It looks at the

response to regulatory reform and to the globalization of the economy. The need for trained safety and health personnel and for adequate funding is also stressed.

The preventive strategies that the plan aims to use in promoting both safety and health form its conclusion, with examples of the treatment of specific risks, such as dangerous machinery and occupational diseases such as pneumoconiosis. A broader strategy is a commitment to health promotion in the workforce in general.

## Korea, Republic of

In 2000 the Government of the Republic of Korea began to implement a five-year strategic plan for occupational accident and disease prevention to meet the challenges of the twenty-first century. The plan has three objectives:

- (1) The reduction of occupational accidents and the promotion of workers' health.
- (2) To increase safety and health awareness among workers and employers and, by so doing, to create a climate for the better observation of safety and health legislation.
- (3) To establish an effective prevention mechanism for all the stakeholders.

The plan was formulated following previous plans for accident prevention which operated from 1990 to 1999. Although under these the occupational accident and disease frequency rate declined from 3.02 per cent in 1981, when the principal OSH legislation was enacted, to less than 1 per cent in 1993, there was concern that the death rate was notably higher than that in developed countries such as Germany, Japan and the United States. Moreover, ongoing changes and developments in industrial enterprises, together with those in forms of employment, such as increases in small worksites often characterized by poor work environments, are expected to present fresh challenges.

The target set for the plan is to reduce occupational accidents by at least 15 per cent by 2004, and the accident and disease rate from 0.74 per cent to 0.61 per cent.

Priorities for action during the plan period include the following:

- (i) reduce hazards by providing maximum support to small and medium-sized worksites and enhancing intervention to high-hazard worksites;
- (ii) improve the overall OSH system at the workplace to respond to emerging safety and health issues effectively;
- (iii) promote a safety and health culture among employers and workers;
- (iv) maximize government intervention and private consulting by sharing roles among them;
- (v) ensure OSH regulations reflect effective OSH practices and promote self-management of OSH at the workplace.

## Latvia

The labour protection system of Latvia, in common with the other Baltic States, historically developed according to what may be described as a vertical approach, with prescriptive legislation regulating in great detail how tasks were to be performed and equipment used in specific industries. Implementation and control was, however, subordinated to production, and the consequences of accidents and ill health were compensated for by additional privileges. Beginning with the ratification of a number of ILO Conventions, including Convention No. 155, in the last decade there has been a radical change in approach to horizontal legislation applying to industry as a whole, represented by the Labour Protection Act that came into force in 2002.

Although there was a decrease in reported accidents, from 1,422 in 1999 to 1,314 in 2001, there was an increase in fatal accidents in the same period, from 64 to 68, and an increase in occupational diseases, from 211 to 323. These statistics, in tandem with changes in the economy involving a decrease in the number of large enterprises and a substantial increase in the number of small and medium-sized enterprises and farms in which working conditions were unsatisfactory, demonstrated the need for a new approach.

An action plan was developed by the Ministry of Welfare and adopted by the Government through the Cabinet of Ministers in 2001 to come into effect in 2002. An essential feature of the new labour protection system is closer cooperation between the employer and worker, the involvement and consultation of workers on OSH issues, and cooperation between public institutions and organizations of employers and workers within the framework of the National Tripartite Labour Protection Council. The structure of the State Labour Inspectorate has been improved, specifying its rights and functions as well as its place and role in the system of state supervision and control of OSH. There is seen to be a need for a national institute to carry out research and training. To summarize the effect of the recent changes on future programmes, there has been a fundamental move from the principle of compensation to the principle of prevention.

## Malaysia

The Government of Malaysia is considering the recommendations of a UNDP/DOSH (Department of Occupational Safety and Health) project for the protection of the safety and health of workers in the pursuit of its vision to become an industrialized country by 2020. The development of a strategic medium-term national programme called “SafeWork Malaysia” is one of the key planned outputs of an ongoing project financed by the UNDP. A draft programme was prepared as part of the project activity and was presented to the National Council for Occupational Safety and Health. It is believed that the goal of industrialization can and should be achieved without compromising the safety and health of the workers, and it is their safety, health and well-being that are considered to be the prerequisites for quality and productivity improvements. For this reason, persistent efforts will be made to create a culture of safety throughout the nation.

A major step toward this objective was taken in 1994 with the Occupational Safety and Health Act, which extends the protection of workers to all sectors of economic activity and provides a legal basis for protecting workers. The Act established the National Council for Occupational Safety and Health as a tripartite forum in which the Government, employers and workers could develop and review strategies and practical programmes. There had been growing concern about the number of reported industrial accidents: in 1997 there were 86,589 accidents, causing 1,473 fatalities. The programmes aim to promote workers’ health and well-being and to prevent or reduce fatalities due to occupational accidents, injuries and diseases.

To achieve these aims, a national SafeWork programme will be developed using multiple communication channels linked closely with the National Five-Year Economic Plan. Concerted efforts to mobilize maximum resources will be made by the relevant government institutions and social partners under the coordination of the Ministry of Human Resources.

The proposed programme covers actions in the following ten areas:

- (1) *To promote a safety culture.* This is an essential basis for all OSH activities. The steps to be taken will include launching an annual national safety week campaign to promote the sharing of successful experiences and the development of various types of awareness programmes, including the expansion of the Road Show, which was started in 2001.
- (2) *To improve the legal framework for OSH and related fields.* While a number of regulations and codes of practice were issued under the Occupational Safety and Health Act of 1994, further action will be taken to complete the legal framework, as well as to review and improve the existing legislation, taking into account relevant ILO Conventions, Recommendations, codes of practice and guidelines.
- (3) *To improve compliance with OSH legislation.* Steps will include promoting self-compliance and more efficient and effective enforcement.
- (4) *To improve the collection and analysis of data on occupational accidents and diseases.* Better use of available information and improvements in data collection will be carefully examined as a collaborative effort by the Department of Occupational Safety and Health (DOSH) and the Social Security Organization. Other sources of information will also be utilized, such as insurance companies.

- (5) *To improve systems for identifying and preventing occupational diseases.* Steps to strengthen the system will include launching awareness campaigns on health hazards, accelerating the training of experts and publishing guides on practical preventive measures.
- (6) *To launch focused special programmes and new approaches to improve OSH.* This is particularly important for priority industries such as construction and chemicals and will include developing a national framework for promoting OSH management systems in line with the ILO *Guidelines on occupational safety and health management systems*. Consideration will also be given to new hazards such as workplace violence and stress.
- (7) *To reinforce the OSH programmes of both employers' and workers' organizations.*
- (8) *To expand OSH training and information services.* This is to be done by mobilizing both government and private institutions and making full use of information technology to expand information services.
- (9) *To strengthen the National Institute for Occupational Safety and Health.* Its role will include further developing and providing training programmes, providing information and advisory services and conducting practical research. It has become fully operational with the inauguration of its own building in 1996.
- (10) *To expand OSH coordination and alliances among authorities and institutions.*

## Mongolia

The Government has adopted a national five-year programme (2001-05) for the improvement of OSH conditions. During the previous programme (1997-2000) the country ratified the Occupational Safety and Health Convention, 1981 (No. 155).

The objectives of the programme are to develop the legal environment, management, organizational structure, inspection regime and information system in place for OSH. The activities necessary to achieve these objectives include the development of OSH institutions at the central and local levels. Although by the end of 2000 there had been reductions in the number of occupational deaths and injuries, the OSH situation had not necessarily improved. This was because of the decline in major industries, a radical decrease in national production and the non-reporting of industrial accidents in the dominant public sector.

## New Zealand

In June 2003, on behalf of the Government, the Minister for the Accident Compensation Corporation (ACC) published the New Zealand Injury Prevention Strategy for society at large with the vision of "a safe New Zealand, becoming injury free", a vision not only confined to workplace injuries and occupational diseases. The stated goals were to achieve a positive safety culture and to create safe environments. The concern for society at large is in part a product of the unique no-fault system of compensation for injury by accident. The Strategy contains ten key objectives:

- (i) to raise awareness and commitment to injury prevention;
- (ii) to strengthen injury prevention capacity and capability;
- (iii) to design and develop safe environments, systems and products;
- (iv) to maintain and enhance the legislative and policy framework supporting injury prevention;
- (v) to integrate injury prevention activity through collaboration and coordination;
- (vi) to advance injury prevention knowledge and information;
- (vii) to develop and implement effective injury prevention interventions;
- (viii) to ensure appropriate resource levels for injury prevention;
- (ix) to develop, implement and monitor national injury prevention strategies for priority areas;
- (x) to foster leadership in injury prevention.

The New Zealand Injury Prevention Strategy is an expression of the Government's commitment to working with organizations and groups in the wider community to improve the country's injury prevention performance. The Strategy provides a strategic framework for injury prevention activity in society generally, not only in the workplace. The framework is a guide for action by a range of government agencies, local government, non-government organizations, communities and individuals.

The ACC has led the development of an Implementation Plan for the Strategy in collaboration with other government agencies and a stakeholder reference group. The first Implementation Plan, to take effect from 1 July 2004, was launched by the Minister for ACC in October 2003, and sets out the key activities and result areas for each of the Strategy's objectives. The Minister for ACC, who is responsible for the Strategy, will be monitoring progress against the Implementation Plan and will report annually to the Government, with the first formal review of the Strategy to take place after five years.

Traditionally OSH legislation was, as in most developed countries, drafted in prescriptive terms, stating the measures to be taken to minimize risk in relation to defined hazards, whether mechanical, electrical, physical or chemical. In 1992 prescriptive legislation was replaced by a principal statute requiring employers to take all practicable steps to eliminate or minimize risks without defining the measures to be taken. The emphasis became, within the framework of tripartite consultation in particular industrial sectors, the preparation of codes of best practice and guidelines. Whilst what is practicable depends, to some degree, on the size and nature of an enterprise, the onus of proof is upon the employer, should circumstances so require, that the preventive measures taken are equally effective as those in the code of practice.

The Health and Safety in Employment Amendment Act 2002 extended the 1992 legislation in scope to explicitly include volunteer workers, mobile workers and crew working aboard ships and in aircraft, and to deal with issues such as stress, work-related fatigue and impairment of health from alcohol, drugs and traumatic shock. In enterprises with more than 30 employees there is a default employee participation system for the management of safety and health, with paid leave for representatives to attend approved training courses. It is recognized that at present the injury prevention workforce is diverse, often isolated and has limited access to training opportunities. There is also a recognized need for better, more accessible and improved dissemination of injury data information.

In 2003, work commenced on the development of a Workplace Health and Safety Strategy, aligned with the New Zealand Injury Prevention Strategy. The Strategy will provide a strategic framework for policy development and service delivery activities in workplace health and safety in New Zealand. The Strategy will comprise a vision, principles, a set of outcomes and priorities for action. A programme of action will be outlined in a supporting Implementation Plan. It is expected that the final Strategy will be launched by June 2005 following extensive public consultation.

## Slovakia

In 2002, the Government adopted the Occupational Safety and Health State Policy Strategy ("the Policy Strategy") to replace a similar strategy, which it had first adopted in 1994. It was influenced to do so by what it saw as a new approach and attitude to OSH throughout the world and, in particular, by the European Union's adoption of a new Community Strategy on Health and Safety at Work 2002-06. Prior to its submission to the Government, the Policy Strategy was discussed by a working group on OSH issues established within the tripartite Economic and Social Agreement Council.

The Policy Strategy reviews the progress made in implementing the 1994 strategy and lists the tasks completed and those left uncompleted in whole or in part. The Minister of Labour, Social Affairs and Family (MOLSAF) is charged with implementing the new strategy, first to produce a national programme to this effect and subsequently to produce annual evaluation reports for government debate, the first in 2004. Both employers' and workers' organizations are asked to participate in the realization of the programme together with other state and private organizations.

The national programme defines specific duties for MOLSAF, with dates for their implementation – where appropriate, no later than 2005. Organizational arrangements for the implementation of the Policy Strategy include developing social awareness and motivating the public,

by way of media campaigns, publications and information distribution systems, to increase their involvement in OSH issues. Special mention is made in this connection of the need to promote the ILO *Guidelines on occupational safety and health management systems*. Other specified duties relate to: law enforcement and state supervision; education and training; science and research; legislation; external cooperation, in which particular reference is made to greater cooperation with the ILO; and financial provision. No occupational accident and disease statistics are given in respect of either the 1994 or 2002 policy strategies.

## Thailand

Under the auspices of the Department of Labour Protection and Welfare (DLPW), and advised by the ILO, the Committee on Occupational Safety, Health and the Environment has formulated a five-year Master Plan for the period 2002-06. This is intended to provide guidelines for the implementation of safety programmes and reflects the vision of the DLPW as the main body in Thailand for setting up efficient and effective labour standards. Occupational safety, health and environment (OSHE) policy is to be incorporated into the Ninth National Economic and Social Development Plan. The Plan is a response to a 4.4 per cent increase in occupational injury cases in 2000 compared to 1999 – 179,466 to 171,997. The high economic growth and industrial expansion common to most Asian countries during the 1980s and 1990s, together with improved reporting systems, produced an almost threefold increase in reported accidents between 1990 and 1997, with 230,376 accidents in 1997. The DLPW is concerned that the overall improvement achieved between 1997 and 1999 should be maintained, although major accidents had even then continued to occur. In September 1999, a chemical explosion in northern Thailand killed 36 workers.

The problems faced in improving OSH performance are as follows:

- the lack of comprehensive national legislation covering all sizes and categories of enterprise, regulations at present being made under a general Labour Protection Act which fails to provide adequate information for employers and workers to implement OSH programmes effectively;
- the lack of inspection manpower in relation to the 318,660 registered enterprises, of which only 18,000 are inspected annually. There is urgent need for more appropriate and efficient inspection and enforcement, and for the development of information systems to provide data to help plan preventive and control measures for workplace accidents and diseases;
- the constraint imposed by the requirement that safety inspectors also deal with labour inspection matters unrelated to OSH and that labour inspectors also deal with OSH issues;
- the application of a labour protection bargaining system to OSH protection has led to poor compliance by some employers, to non-cooperation and neglect of some critical safety matters, and to a loss of working direction and goals by enforcement authorities;
- although enterprises with 50 or more employees are required to appoint safety committees and safety officers, which has led to some improvements, a large number of safety officers and committees do not adequately fulfil their legal functions. This is partly because of a lack of commitment and support from senior management and partly because of inadequate knowledge and experience among safety officers.

A large number of enterprises have downsized their workforce by subcontracting hazardous work to home-based workers, while the agricultural sector has mechanized and has introduced more chemicals in crop production. These evolving conditions have resulted in a rapid increase in reported work accidents.

The Master Plan has nine subsidiary major plans for dealing with the problems outlined and, by so doing, for achieving national OSHE goals. In summary these are to:

- (i) promulgate and revise occupational safety, health and environment laws and to promote the ratification of ILO Conventions;
- (ii) develop appropriate models for safety and health inspection, which are strictly and fairly enforceable in different types of enterprises, including an audit and certification system;
- (iii) establish a new department or bureau responsible for OSHE to facilitate smooth management and accommodate current technology and socio-economic conditions;

- (iv) extend OSHE protection to home-based and agricultural workers;
- (v) provide training to increase competency and use of resources in both the government and private sectors, to include safety officers and committees;
- (vi) establish an effective information network and systems;
- (vii) promote research and development leading to the development of regulations and an effective inspection system;
- (viii) implement accident- and work-related disease prevention and control programmes;
- (ix) launch a campaign, including a national safety week, to raise awareness among employers, workers and government officials and to encourage their participation in various OSHE programmes.

## United Kingdom

Twenty-five years after the 1974 Health and Safety at Work etc. Act, which for the first time required employers in all sectors to keep workplaces safe and healthy, in 1999 the Deputy Prime Minister launched a fresh initiative to promote OSH, entitled *Revitalising Health and Safety*. It was a strategic appraisal of the safety and health framework, what might be called the safety profile, and was intended to bring about a real change in workplace culture. A consultation document was issued by the Government and the Health and Safety Commission seeking views on what more could be done to make the Government's vision of higher standards of safety and health a reality. Following the many responses a strategy statement was published in 2000 setting out the objectives for the following ten years.

This fresh initiative was seen as necessary because although there had been a marked decline in the number of reported accidents (for example, the number of fatal accidents in 1999 was a quarter of the 1971 level), the number of deaths at work had recently risen and the cost of health and safety failures was estimated to be £18 billion annually. Some 40 million working days were lost to occupational ill health and injury in 2001-02. Deaths from occupational diseases now present a greater problem than occupational fatal accidents and it is believed that about 6,000 workers die every year in the United Kingdom from cancer caused by exposure to harmful substances. Workers complain increasingly of illness caused by poor working conditions or practices.

The *Revitalising Health and Safety* strategy sets out the Government and Health and Safety Commission objectives for the national health and safety system. These are: to reduce the number of working days lost per 100,000 workers from work-related injury and ill health by 30 per cent by 2010; to reduce the incidence rate of fatal and major injury accidents by 10 per cent by 2010; to reduce the incidence rate of cases of work-related ill health by 20 per cent by 2010; to achieve half the improvement under each target by 2004.

By concentrating on incidence rates, the targets recognize that simple figures for deaths and injuries that show an apparent decrease may be misleading because of a drop in numbers employed, for example in agriculture and some high-risk industries such as shipbuilding.

*Revitalising Health and Safety* contains an action plan which sets priorities and focuses, in particular, on what more the Government can do in the short- to medium-term to support the Health and Safety Commission's programme of work. The plan includes measures: to motivate employers by emphasizing the benefits to industry of a good health and safety regime; to engage small firms more effectively, recognizing that over 90 per cent of the 3.5 million or so businesses employ fewer than ten people; to promote coverage of occupational health and the relevance and importance of rehabilitation provisions; to secure greater coverage of risk concepts in educational curricula.

In September 2003 the Health and Safety Commission published a further strategy document for renewed discussion. One of its principal aims is to develop new ways to establish and maintain an effective health and safety culture in a changing economy, so that all employers take their responsibilities seriously, the workers are fully involved and risks are properly managed. A further aim is to achieve higher levels of recognition and respect for safety and health as an integral part of a modern, competitive business and public sector and as a contribution to social justice and inclusion.

## United States

The Occupational Safety and Health Administration (OSHA) has developed a Strategic Management Plan for the period 2003-08. It presents OSHA's approach for supporting the goals of the Department of Labor Strategic Plan, which are to have a prepared workforce, a secure workforce and quality workplaces. OSHA's vision is that, by implementing its strategic goals every employer and employee will recognize that occupational safety and health add value to American businesses, workplaces and workers' lives.

OSHA's goals, as set out in the Plan, will reflect the following themes:

- focus OSHA resources on the areas that provide maximum return on investment by strengthening its strategic surveillance capabilities;
- make greater progress, using both direct intervention and cooperative approaches, in creating a deeply ingrained culture that values and fosters safe and healthy workplaces;
- ensure that OSHA has the expertise and capabilities to carry out its national leadership responsibilities for workplace safety and health.

The programme represented by the OSHA Strategic Plan has come about because of what is perceived as a fivefold challenge to the continuing improvement of OSH:

- (1) *The large and diverse population of employers and workers.* Safety and health hazards exist in varying degrees and forms throughout the population. Some occupations and industries, such as construction and manufacturing, are inherently more hazardous than others. At the same time, less obvious hazards, such as injuries caused by ergonomic factors and exposure to dangerous substances, pose threats in a wide cross-section of occupations and industries.
- (2) *Changes in the characteristics of the workforce and the changing nature of work.* Over several decades, the workforce has become more diverse in terms of age, gender, race and nationality. There is the need to address workers in service industries, small firms and temporary jobs, as well as older workers and immigrants. These demographic shifts require proper reflection in OSHA programmes and strategies.
- (3) *New occupational health and safety issues need to be addressed.* Work-related motor vehicle accidents and workplace violence together account for 45 per cent of occupational fatalities. Each year more workers die in the construction industry than in any other sector and the fatality rate remains high. This situation calls for new strategies.
- (4) *Emerging issues in health, safety and emergency preparedness need to be addressed.* Health issues include occupational asthma, while the terrorist attacks on 11 September 2001 and the subsequent anthrax incidents called for hazard evaluation monitoring and decontamination, which will require continued attention.
- (5) *The need to understand the effectiveness of programme strategies.* A systemic intelligence-gathering process is required in order to analyse trends, emerging issues and programme strategies.

OSHA has developed two performance goals that will be tracked and reported to the Department of Labor. These two goals set specific targets: by 2008 to reduce the rate of workplace fatalities by 15 per cent and the rate of workplace injuries and illnesses by 20 per cent. To better demonstrate the linkage between its activities and the very broad outcomes of reducing fatalities, injuries and illnesses, OSHA will also track results in specific priority areas over the planning period. These OSHA areas of emphasis will be analysed and revised each year based on the results of operations and new issues that demand attention.

OSHA has long carried out programmes designed to save lives, prevent injuries and illnesses, and protect the health of workers. These include:

- developing guidance and standards for OSH;
- inspecting places of employment and working with employers and employees;
- offering consultation services to small businesses;



- providing compliance assistance, outreach, education and other cooperative programmes for employers and employees;
- providing matching grants to assist states in administering consultation projects and approved OSH enforcement programmes; and
- fostering relationships with other agencies and organizations in order to address critical safety and health issues.

Consistent with the Department of Labor's emphasis on managing for results, the OSHA Strategic Management Plan focuses on serious hazards and dangerous workplaces. The Plan includes strategies that emphasize:

- exercising strong, fair and effective enforcement;
- expanding partnerships and voluntary programmes; and
- expanding outreach, education and compliance assistance.

Since the development of its last Strategic Plan, OSHA's programmes have expanded to include an emphasis on compliance assistance and cooperative programmes, such as partnerships and alliances, and a significant increase in achievement recognition programmes. The expansion of these programmes demonstrates recognition among safety and health professionals of the need to expand prevention efforts and focus attention on the root causes of persistent problems.

In order to achieve the targets of the 2003-08 Strategic Management Plan, OSHA has established three specific supporting goals to guide its efforts over the next several years. They are:

- to reduce occupational hazards through direct intervention;
- to promote a safety and health culture through compliance assistance, cooperative programmes and strong leadership; and
- to maximize OSHA effectiveness and efficiency by strengthening its capabilities and infrastructure.

For the reduction of occupational hazards, OSHA's success, in many respects, depends on one-to-one interactions with employers and their employees. These interactions include inspecting workplaces, consulting with employers and providing assistance, training and recognition programmes. While direct interventions will always be necessary, at the same time lasting solutions will come about because employers, workers, and many others embrace a safety and health culture in the workplace. From OSHA's perspective, the resources devoted to realizing this goal have the potential to multiply the agency's effectiveness – by instilling safety and health values among the broad population and enlisting them in pursuing the same goals. Achieving this goal will require a concerted effort, enhancement of OSHA's compliance assistance skills, innovation and continued dedication to safety and health ideals.

To maximize OSHA's effectiveness and efficiency, OSHA specifically needs to: improve its intelligence gathering, analytical and evaluation capabilities; ensure that OSHA staff have the requisite knowledge, skills, diversity and abilities to address emerging health and safety issues; examine its approaches to addressing occupational health issues; and improve the agency's use of information technology.

## The European Union

In 2002 the European Union set out a Community strategy for the period 2002-06 to raise standards of safety and health, this as part of the social policy agenda.

Creating more and better jobs was the objective the European Union set itself in 2000 and, clearly, health and safety are essential elements in terms of the quality of work. Although within the European Union the incidence of occupational accidents fell by 10 per cent between 1994 and 1998, the absolute figures remain high, with over 5,000 deaths and 4.8 million accidents resulting in three or more days off work during the period. Moreover, a return to a rising scale of accidents in some member States and in some sectors has been evident since 1999. In that year, 500 million working days were lost as a result of accidents or health problems. In the European Union almost 350,000

people have been forced to change jobs or their place of work, or to reduce their working time, because of occupational injuries or ill health.

The new Community strategy has three novel features:

- It adopts a global approach to well-being at work, taking account of changes in the world of work and the emergence of new risks, especially of a psychosocial nature. As such, it is geared to enhancing the quality of work, and regards a safe and healthy working environment as one of the essential components.
- It is based on strengthening and consolidating a culture of risk prevention, on combining a variety of political instruments – legislation, social dialogue, progressive measures and best practices, corporate social responsibility and economic incentives – and on building partnerships between all the players, including workers, on the safety and health scene.
- It points out the fact that an ambitious social policy is a factor in the competitiveness equation and that, conversely, being without a policy engenders costs which weigh heavily on economies and societies.

The strategy goes on to discuss the factors to be taken into account in developing policies and plans of action to put it into effect, beginning with changes in the world of work. These include the transition of Europe to a knowledge-based economy, an increasingly feminized society, an ageing active population, changes in forms of employment with particularly strong growth in temporary employment relationships, and changes in the nature of risk, such as the emergence of illnesses like stress and anxiety.

Finally, it is recognized that Community policy on safety and health at work must link up with work being done by international organizations such as the ILO and the WHO.

## Annex II

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### **Conclusions concerning ILO standards-related activities in the area of occupational safety and health – A global strategy**

1. The magnitude of the global impact of occupational accidents and diseases, as well as major industrial disasters, in terms of human suffering and related economic costs, have been a long-standing source of concern at workplace, national and international levels. Significant efforts have been made at all levels to come to terms with this problem, but nevertheless ILO estimates are that over 2 million workers die each year from work-related accidents and diseases, and that globally this figure is on the increase. OSH has been a central issue for the ILO ever since its creation in 1919 and continues to be a fundamental requirement for achieving the objectives of the Decent Work Agenda.
2. In addition to established measures to prevent and control hazards and risks, new strategies and solutions need to be developed and applied both for well-known hazards and risks such as those arising from dangerous substances, machinery and tools and manual handling as well as for emerging issues, such as biological hazards, psychosocial hazards and musculo-skeletal disorders. Furthermore, as OSH is an intrinsic part of social relations it is affected by the same forces of change that prevail in national and global socio-economic contexts. The effects of demographic factors and dynamics, employment shifts and work organization changes, gender differentiation, the size, structure and life cycles of enterprises, the fast pace of technological progress, are examples of the key issues that can generate new types of patterns of hazards, exposures and risks. The development of an appropriate response to these issues should rely on and make use of the collective body of knowledge, experience and good practice in this area. Safety and health measures are undertaken to create and sustain a safe and healthy working environment; furthermore, such measures can also improve quality, productivity and competitiveness.
3. Although effective legal and technical tools, methodologies and measures to prevent occupational accidents and diseases exist, there is a need for an increased general awareness of the importance of OSH as well as a high level of political commitment for effective implementation of national OSH systems. Efforts to tackle OSH problems, whether at international or national levels, are often dispersed and fragmented and as a result do not have the level of coherence necessary to produce effective impact. There is thus a need to give higher priority to OSH at international, national and enterprise levels and to engage all social partners to initiate and sustain mechanisms for a continued improvement of national OSH systems. Given its tripartite participation and recognized global mandate in the area of OSH, the ILO is particularly well equipped to make a real impact in the world of work through such a strategy.
4. The fundamental pillars of a global OSH strategy include the building and maintenance of a national preventative safety and health culture and the introduction of a systems approach to OSH management. A national preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels, where governments, employers and workers actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority. Building and maintaining a preventative safety and health culture require making use of all available means to increase general awareness, knowledge and understanding of the concepts of hazards and risks and how they may be prevented or controlled. A systems approach to OSH management at the enterprise level has recently been developed in the ILO *Guidelines on occupational safety and health management*

*systems, ILO-OSH 2001*. Building on this concept and related methodology, the global OSH strategy advocates the application of a systems approach to the management of national OSH systems.

## An ILO action plan for the promotion of safety and health at work

### I. Promotion, awareness raising and advocacy

5. The fostering and promotion of a preventative safety and health culture is a fundamental basis for improving OSH performance in the long term. Multiple approaches could be taken for this purpose. Since the promotion of such a preventative culture is very much a leadership issue, the ILO has to play an advocacy role with regard to different initiatives. Therefore the ILO should:
  - endorse the establishment of an annual international event or campaign (world day or a safety and health week) aimed at raising widespread awareness of the importance of OSH and promoting the rights of workers to a safe and healthy working environment. Such an initiative should respect the workers' commemoration event organized since 1984 on 28 April;
  - seek ways to raise visibility of the ILO and its OSH instruments;
  - launch a global knowledge and awareness campaign focused on promoting the concept of "sound management of safety and health at work" as the most effective means for achieving strong and sustained preventative safety and health culture at both the national and enterprise levels;
  - strategically use international meetings to promote a preventative safety and health culture including the triennial World Congress on Occupational Safety and Health organized jointly by the ILO and the International Social Security Association;
  - internally implement its own guidelines on OSH management systems;
  - encourage the launching of national OSH programmes by the highest government authorities.

### II. ILO instruments

6. A new instrument establishing a promotional framework in the area of OSH should be developed on a priority basis. The main purpose of this instrument should be to ensure that priority is given to OSH in national agendas and to foster political commitments to develop, in a tripartite context, national strategies for the improvement of OSH based on a preventative safety and health culture and the management systems approach. In its function as an overarching instrument with a promotional rather than prescriptive content, it would also contribute to increasing the impact of existing up-to-date ILO instruments and to a continual improvement of national OSH systems including legislation, supporting measures and enforcement. Such a practical and constructive instrument should promote, inter alia, the right of workers to a safe and healthy working environment; the respective responsibilities of governments, employers and workers; the establishment of tripartite consultation mechanisms on OSH; the formulation and implementation of national OSH programmes based on the principles of assessment and management of hazards and risks at the workplace level; initiatives fostering a preventative safety and health culture; and worker participation and representation at all relevant levels. It should strive to avoid duplication of provisions which are in existing instruments. In order to enable an exchange of experience and good practice on OSH in this respect, the instrument should include a mechanism for reporting on achievements and progress.
7. As regards revisions, priority should be given to the revision of the Guarding of Machinery Convention, 1963 (No. 119), and the Guarding of Machinery Recommendation, 1963 (No. 118), and the revision of the Lead Poisoning (Women and Children) Recommendation, 1919 (No. 4), the White Phosphorus Recommendation, 1919 (No. 6), the White Lead (Painting) Convention, 1921 (No. 13), the Benzene Convention, 1971 (No. 136), and the Benzene Recommendation, 1971 (No. 144), in a consolidated manner by a Protocol to the Chemicals Convention, 1990 (No. 170).

8. With a view to increasing the relevance of ILO instruments, the development of new instruments in the areas of ergonomics and biological hazards should be given the highest priority. Priority should also be given to the development of a new instrument on the guarding of machinery in the form of a code of practice. Consideration should also be given to work-related psychosocial hazards for further ILO activities.
9. OSH is an area which is in constant technical evolution. High-level instruments to be developed should therefore focus on key principles. Requirements that are more subject to obsolescence should be addressed through detailed guidance in the form of codes of practice and technical guidelines. The ILO should develop a methodology for a systematic updating of such codes and guidelines.

### III. Technical assistance and cooperation

10. It is important to provide technical advisory and financial support to developing countries and countries in transition for the timely strengthening of their national OSH capacities and programmes. This is of particular importance in the context of rapid changes in global economy and technology. In developing technical cooperation programmes, priority should be given to the countries where the assistance is most needed and where the commitment for sustained action is obvious, for example in the form of initiated national OSH programmes. The formulation and implementation of technical cooperation projects, beginning with a needs assessment at the national, regional and international levels, are the effective ways in this regard. Where possible, these projects should have a multiplier effect at the regional level and be self-sustaining in the long term. Together with its constituents, the ILO should make special efforts to seek the support of donor countries and institutions as well as innovative funding sources for such purposes along with increasing OSH experts in the regions. Experiences gained through technical cooperation projects should be widely shared, particularly at the regional level.
11. The formulation of national OSH programmes, which has been promoted by the ILO in recent years, is an effective way to consolidate national tripartite efforts in improving national OSH systems. The endorsement and launching of a national OSH programme by the highest government authority, for example by the Head of State, government or parliament, would have a significant impact on strengthening national OSH capacities and mobilization of national and international resources. It is essential to ensure the active participation of employers, workers and all relevant government institutions in the formulation and implementation of the programme. The programme should be developed on the basis of the achievements and needs of each country aiming at the improvement of national OSH systems and their capacity and OSH performance.
12. National OSH programmes should cover key aspects such as national policy, high-level commitment and vision that are publicly expressed and documented, national strategy that would include the development of a national OSH profile, targets, indicators, responsibilities, resources, and government leadership. Such programmes would strengthen national government departments and their OSH inspection and enforcement systems, OSH service structures, employers' and workers' organizations focused on OSH, information centres and networks, cross-cutting education and training systems, research and analytic structures, occupational injury and disease compensation and rehabilitation systems that include experience rating and incentives, voluntary and tripartite programmes and structures, as well as advocacy and promotion.
13. In developing methodologies to assist in the establishment and implementation of national OSH programmes, consideration should be given to the elaboration of appropriate and practical input, process and output indicators designed to provide a tool for the evaluation of progress by constituents, as well as a basis for periodic review and identification of future priorities for action in the prevention of occupational accidents and diseases.
14. The capacities and expertise of ILO field structures in the area of OSH should be strengthened to better address the needs of constituents in this area. The means of communication between ILO headquarters and its field offices should be streamlined and improved to ensure that available country data can be analysed and used effectively for planning and developing projects.

#### IV. Knowledge development, management and dissemination

15. In the field of OSH, adequate capacities to develop, process and disseminate knowledge that meets the needs of governments, employers and workers – be it international standards, national legislation, technical guidance, methodologies, accident and disease statistics, best practice, educational and training tools, research or hazard and risk assessment data, in whatever medium, language and format needed – are a prerequisite for identifying key priorities, developing coherent and relevant strategies, and implementing national OSH programmes. The ILO should continue to improve its means to assist constituents in developing their capacities in this area, and responding to their specific needs, particularly in the establishment or strengthening of the national and collaborating centres of the ILO's International Occupational Safety and Health Information Centre (CIS) and linking these centres through the Internet to form regional networks and a global OSH information exchange system that could also serve as the backbone for a global hazard alert system.
16. The ILO should foster research on particular priority subjects in the area of OSH, preferably in collaboration with other interested organizations, as a basis for decision-making and action.
17. Free access to ILO OSH information to all who need it should be granted through all available dissemination means and networks such as CD-ROM and the Internet. Assistance to constituents in the translation of key OSH documents and materials in local languages is vital. The ILO should collaborate with other interested organizations and bodies in integrating the ILO's information centres and networks into wider global OSH information networks designed to provide constituents with easy access to key quality and multilingual OSH information and databases, particularly in the areas of OSH legislation, technical and scientific guidance, training and education materials, and best practice. The sharing of successful experience and approaches among all those involved in safety and health is the most efficient way of facilitating the development of practical preventative measures for new and traditional problems. Access to such a body of knowledge would also facilitate the ILO's task of identifying key trends and updating its instruments accordingly.
18. The ILO should contribute to international and national efforts aimed at developing harmonized methods for the collection and analysis of data on occupational accidents and diseases. Methodologies should also be designed to assist constituents in the techniques of information collection, analysis, processing and dissemination, and on the use of reliable information in planning, prioritizing and decision-making processes.
19. It is essential to provide education to raise awareness of OSH issues to all starting from schools and other educational and training institutions. In addition, certain groups need more advanced OSH education and training, including management, supervisors, workers and their representatives, and government officials responsible for safety and health.
20. The ILO should develop practical and easy-to-use training materials and methods focused on the "train-the-trainer" approach on key aspects of safety and health at work and improve the capacities of the ILO field structures in the area of OSH information dissemination and provision of training, and in particular those of the ILO's training centres. The ILO should support developing countries in the establishment of relevant OSH training mechanisms to reach all workers and their representatives and employers. Training should focus on supporting preventative action and on finding practical solutions. Vulnerable workers and workers in the informal economy should be given special consideration. The ILO training package on Work Improvements in Small Enterprises (WISE) has been used in many countries resulting in concrete improvements at enterprises. WISE and other training materials should be further improved and made widely available at low cost. OSH education curricula should be developed at the appropriate level.

#### V. International collaboration

21. Collaboration with international organizations and bodies involved in various activities related to OSH, in particular with WHO, has proven to be a very effective way of ensuring that ILO values and views are taken into account and used as a basis for the development of technical standards and methodologies pertaining to OSH. This collaboration puts the ILO at the centre of global networks and alliances that are vital mechanisms for maintaining the currency of its

technical knowledge base as well as influencing other bodies. It is also very effective in ensuring complementarities of mandates and avoidance of duplication of efforts, and opens opportunities for employer and worker experts to bring their views to bear on outcomes outside the mandate of the ILO.

22. In taking action to further improve the visibility, streamlining and impact of the ILO's role in OSH, consideration should be given to a periodic review of activities in this context and reporting to the Governing Body of the ILO on key issues and outcomes. This type of collaboration should be further encouraged and strengthened, particularly in areas where common interests and mandates are shared between several organizations and where outcomes of activities are of benefit to the ILO's constituents, such as the work of the ILO/WHO Joint Committee on Occupational Health, the International Programme on Chemical Safety, the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) and the International Commission on Occupational Health (ICOH). Within the context of ongoing efforts by the United Nations Environment Programme, the Inter-governmental Forum on Chemical Safety and the IOMC in developing a strategic approach to integrated chemicals management, the ILO should contribute to this work and ensure the full participation of employers' and workers' organizations in this process so that their views and interests are duly taken into account. The final outcome of this process should be presented to the ILO decision-making bodies for consideration.

## General considerations

23. In developing and implementing the global strategy, the ILO should make special efforts in relation to countries with particular needs for assistance and willing to strengthen their OSH capacities. Other means that could be considered at a national level as part of strategies to improve working conditions at the enterprise level, including SMEs and informal economy undertakings, and for vulnerable workers, including young, disabled and migrant workers, and the self-employed, include: extending coverage of legal requirements, strengthening the capacities of enforcement and inspection systems, and focusing these capacities towards the provision of technical advice and assistance in the area of OSH; the use of financial incentives; initiatives to strengthen linkages between primary health-care systems and occupational health; the introduction of hazard, risk and prevention concepts in school curricula and educational systems in general (prevention through education) as an effective means to build strong and sustained preventative safety and health cultures on a continual basis. A further consideration is the need to take account of gender specific factors in the context of OSH standards, other instruments, management systems and practice. Within the Office, the mainstreaming of OSH in other ILO activities should be improved. Furthermore, the integrated approach should be progressively applied to all other areas of ILO activities. Finally, due consideration should be given to the provision of adequate resources to implement this action plan.

## Annex III

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### ILO OSH instruments – Ratifications and status

The following tables include a chronological list of Conventions, Recommendations and codes of practice, as well as the status of each Convention and Recommendation listed as decided by the Governing Body on the basis of the recommendations of the Working Party on Policy regarding the Revision of Standards of the Committee on Legal Issues and International Labour Standards (LILS/WP/PRS).

#### Conventions

<b>Instrument</b>	<b>Ratifications (as at 01.03.04)</b>	<b>Status</b>
White Lead (Painting) Convention, 1921 (No. 13)	62	To be revised
Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27)	65	To be revised
Underground Work (Women) Convention, 1935 (No. 45)	97	Interim status
Labour Inspection Convention, 1947 (No. 81)	130	Up-to-date instrument
Protocol of 1995 to the Labour Inspection Convention, 1947 (P. 81)	10	Up-to-date instrument
Radiation Protection Convention, 1960 (No. 115)	47	Up-to-date instrument
Guarding of Machinery Convention, 1963 (No. 119)	50	To be revised
Hygiene (Commerce and Offices) Convention, 1964 (No. 120)	49	Up-to-date instrument
Maximum Weight Convention, 1967 (No. 127)	25	To be revised
Labour Inspection (Agriculture) Convention, 1969 (No. 129)	41	Up-to-date instrument
Benzene Convention, 1971 (No. 136)	36	To be revised
Occupational Cancer Convention, 1974 (No. 139)	35	Up-to-date instrument
Working Environment (Air Pollution, Noise and Vibration) Convention, 1977 (No. 148)	41	Up-to-date instrument
Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152)	20	Up-to-date instrument
Occupational Safety and Health Convention, 1981 (No. 155)	41	Up-to-date instrument
Occupational Health Services Convention, 1985 (No. 161)	22	Up-to-date instrument
Asbestos Convention, 1986 (No. 162)	27	Up-to-date instrument
Safety and Health in Construction Convention, 1988 (No. 167)	17	Up-to-date instrument
Chemicals Convention, 1990 (No. 170)	11	Up-to-date instrument
Prevention of Major Industrial Accidents Convention, 1993 (No. 174)	9	Up-to-date instrument
Safety and Health in Mines Convention, 1995 (No. 176)	20	Up-to-date instrument
Safety and Health in Agriculture Convention, 2001 (No. 184)	3	Up-to-date instrument
Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (P. 155)	2	Up-to-date instrument



## Recommendations

<b>Instrument</b>	<b>Status</b>
Anthrax Prevention Recommendation, 1919 (No. 3)	To be revised
Lead Poisoning (Women and Children) Recommendation, 1919 (No. 4)	To be revised
White Phosphorus Recommendation, 1919 (No. 6)	To be revised
Prevention of Industrial Accidents Recommendation, 1929 (No. 31)	Interim status
Labour Inspection Recommendation, 1947 (No. 81)	Up-to-date instrument
Labour Inspection (Mining and Transport) Recommendation, 1947 (No. 82)	Up-to-date instrument
Protection of Workers' Health Recommendation, 1953 (No. 97)	Up-to-date instrument
Welfare Facilities Recommendation, 1956 (No. 102)	Up-to-date instrument
Radiation Protection Recommendation, 1960 (No. 114)	Up-to-date instrument
Workers' Housing Recommendation, 1961 (No. 115)	Up-to-date instrument
Guarding of Machinery Recommendation, 1963 (No. 118)	To be revised
Hygiene (Commerce and Offices) Recommendation, 1964 (No. 120)	Up-to-date instrument
Maximum Weight Recommendation, 1967 (No. 128)	To be revised
Labour Inspection (Agriculture) Recommendation, 1969 (No. 133)	Up-to-date instrument
Benzene Recommendation, 1971 (No. 144)	To be revised
Occupational Cancer Recommendation, 1974 (No. 147)	Up-to-date instrument
Working Environment (Air Pollution, Noise and Vibration) Recommendation, 1977 (No. 156)	Up-to-date instrument
Occupational Safety and Health (Dock Work) Recommendation, 1979 (No. 160)	Up-to-date instrument
Occupational Safety and Health Recommendation, 1981 (No. 164)	Up-to-date instrument
Occupational Health Services Recommendation, 1985 (No. 171)	Up-to-date instrument
Asbestos Recommendation, 1986 (No. 172)	Up-to-date instrument
Safety and Health in Construction Recommendation, 1988 (No. 175)	Up-to-date instrument
Chemicals Recommendation, 1990 (No. 177)	Up-to-date instrument
Prevention of Major Industrial Accidents Recommendation, 1993 (No. 181)	Up-to-date instrument
Safety and Health in Mines Recommendation, 1995 (No. 183)	Up-to-date instrument
Safety and Health in Agriculture Recommendation, 2001 (No. 192)	Up-to-date instrument
List of Occupational Diseases Recommendation, 2002 (No. 194)	Up-to-date instrument

## Codes of practice

- Occupational exposure to airborne substances harmful to health, 1980
- Safety in the use of asbestos, 1984
- Safety and health in coal mines, 1986
- Radiation protection of workers (ionising radiation), 1987
- Safety, health and working conditions in the transfer of technology to developing countries, 1988
- Prevention of major industrial accidents, 1991
- Safety and health in opencast mines, 1991
- Safety and health in construction, 1992
- Safety in the use of chemicals at work, 1993
- Management of alcohol- and drug-related issues in the workplace, 1996
- Recording and notification of occupational accidents and diseases, 1996
- Protection of workers' personal data, 1997
- Safety and health in forestry work, 1998
- Technical and ethical guidelines for workers' health surveillance, 1998
- Ambient factors in the workplace, 2001
- Guidelines on occupational safety and health management systems, 2001
- HIV/AIDS and the world of work, 2001
- Safety in the use of synthetic vitreous fibre insulation wools (glass wool, rock wool, slag wool), 2001
- Safety and health in the non-ferrous metals industries, 2003

## Annex IV

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### Possible elements of a national OSH profile

1. OSH legislative framework.
2. National policy review mechanisms.
3. Coordination and collaboration mechanisms (at the national and enterprise levels).
4. National competent bodies with OSH implementation responsibilities.
5. Mechanisms for ensuring compliance with OSH legislation, including systems of inspection.
6. OSH technical standards, guidelines and management systems.
7. OSH information and advisory services.
8. Educational, training and awareness-raising structures.
9. OSH services.
10. Workmen's compensation schemes or insurance schemes (occupational accidents and diseases).
11. OSH research institutes and OSH laboratories.
12. Specialized technical, medical and scientific institutions with linkages to various aspects of OSH.
13. Overall national level of human resources active in the area of OSH, such as government OSH inspectors and officers, occupational physicians and industrial hygienists.
14. Occupational accident and disease statistics.
15. Policies and programmes of employers' and workers' organizations.
16. Regular and ongoing activities related to OSH, including international collaboration.
17. General data: demographic data, literacy levels, types of sectors of economic activity and percentage of workforce employed, economic data.
18. Other relevant information.