



International
Labour
Organization

MODULE 1

A National OSH Framework Addressing Young Workers' Vulnerabilities

*Improving OSH for
Young Workers:
A Self-Training Package*



SafeYouth@Work Project
Building a Generation of Safe and Healthy Workers



MODULE 1 ■

A National OSH Framework Addressing Young Workers' Vulnerabilities

*Improving OSH
for Young Workers:
A Self-Training Package*

Copyright © International Labour Organization 2019

First published 2019



This is an open access work distributed under the Creative Commons Attribution 4.0 International License (<https://creativecommons.org/licenses/by/4.0/>). Users can reuse, share, adapt and build upon the original work, as detailed in the License. The ILO must be clearly credited as the owner of the original work. The use of the emblem of the ILO is not permitted in connection with users' work.

The work must be cited as follows: International Labour Office, Improving OSH for Young Workers: A Self-Training Package, Geneva: International Labour Office, 2019.

In case of a translation of this work, the following disclaimer must be added along with the attribution: This translation was not created by the International Labour Office (ILO) and should not be considered an official ILO translation. The ILO is not responsible for the content or accuracy of this translation.

In case of an adaptation of this work, the following disclaimer must be added along with the attribution: This is an adaptation of an original work by the International Labour Office (ILO). Responsibility for the views and opinions expressed in the adaptation rests solely with the author or authors of the adaptation and are not endorsed by the ILO.

All queries on rights and licensing should be addressed to ILO Publishing (Rights and Licensing), CH-1211 Geneva 22, Switzerland, or by email to rights@ilo.org.

Improving OSH for Young Workers: A Self-Training Package

ISBN: 978-92-2-133878-9 (print)

ISBN: 978-92-2-133879-6 (web pdf)

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Information on ILO publications and digital products can be found at: www.ilo.org/publns.

Funding is provided by the United States Department of Labor under cooperative agreement number IL-26690-14-75-K-11. One hundred per cent of the total costs of the project is financed with federal funds, for a total of 11,443,156 dollars. This material does not necessarily reflect the views or policies of the United States Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.



This publication has been printed on recycled-content paper. Printed in Serbia.

Design: Future by Design
www.futurebydesign.studio

Table of Contents

Abbreviations	9
Understanding the Icons Used in the Manual	10
Overview	12

1.1 National Policy on OSH **13**

1.1.1 What Is a National Policy on OSH?	13
1.1.2 Key Elements of a National Policy on OSH	14

1.2 National System on OSH **24**

1.2.1 What Is a National System on OSH?	24
1.2.2 Legal Framework	26
1.2.3 Institutional Framework	28

1.3 National Profile on OSH **44**

1.3.1 What Is a National Profile on OSH?	44
1.3.2 Contents of a National Profile	45
1.3.3 The Collection of Information	47

1.4 National Programme on OSH **54**

1.4.1 What Is a National Programme on OSH?	54
1.4.2 The Development of a National Programme on OSH	56



Conclusion	66
Summary	67
Quiz	73

Action Guide **75**

Checklist 1: Key Elements of a National OSH Policy	75
Worksheet 1: Inclusion of Young Workers' Needs in National or Enterprise Level OSH Policies	77
Checklist 2: Key Elements of a National OSH System	82
Worksheet 2: Reaching Out to Relevant OSH Stakeholders	84
Checklist 3: Key Elements of a National OSH Profile	87
Worksheet 3: Building a National OSH Profile – National Legislation on OSH	90
Worksheet 4: Creating a Sample Programme	92
Answers	97
Learning Journal	98
Glossary	100
References	110

Tables

Table of Activities

Activity: Identifying the Key Elements of a National OSH Policy	21
Activity: Young Workers' Participation in Trade Unions	31
Activity: Labour Inspectors and OSH Conditions for Young Workers	35
Activity: Finding Reliable Data	52
Activity: Case Study – Selecting Priorities for a National OSH Programme	59

Table of Info Boxes

Info Box: Gender and the National OSH Policy	18
Info Box: OSH Policy at the Enterprise Level	20
Info Box: What are the functions of the labour inspection system?	32
Info Box: Good Practice – Boy Scout Merit Badges	38
Info Box: Examples of OSH Recommendations	40
Info Box: Criteria for Selecting Priorities	57
Info Box: Planning Process Steps	61

Table of Question Boxes

What is a culture of prevention on OSH?	16
---	----





Abbreviations

ILO	International Labour Organization
ILS	International Labour Standards
KAB	Knowledge, Attitude and Behaviour
NGO	Non-Governmental Organization
OSH	Occupational Safety and Health
PPE	Personal Protective Equipment
SME	Small and Medium-Sized Enterprises
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TVET	Technical and Vocational Education and Training

Credits

Page 13 © ILO

Page 24 © ILO






Page 44 Maxime Fossat © ILO

Page 54 © ILO

Understanding the Icons Used in the Manual

The main types of learning tools are the following (Table 1), which are indicated by icons throughout the manual:

Table 1 Icons used in this manual

	Information boxes provide additional information or good practices on a topic presented in the manual.
	Learning questions help the reader reflect on specific content in the manual.
	Activities help the reader develop knowledge, strengthen skills, and shape attitudes in relation to OSH for young workers. Activities are in the Introduction and all three Modules. Most activities can be completed by the individual reader, while others are best completed as part of a group.
	Indicates the suggested amount of time to complete an activity.
	The group icon indicates that the activity is best completed as part of a group. For example, a young workers' organization or representatives of a trade union.



The individual icon indicates that the activity can be completed by an individual reader.



Indicates a term defined in the glossary.



Indicates a topic that addresses technical issues in depth.



Summaries at the end of each module to highlight the module's main learning points.



Checklists help the reader take stock of key information to assist them in strengthening OSH for young workers. Checklists are in the Action Guides at the end of each Module.



Worksheets help the reader identify practical ways to apply what they are learning from the manual. Worksheets are in the Action Guides at the end of each Module.

Overview

Module 1 presents the four main aspects of a national OSH framework: the national policy on OSH (unit 1.1), the national OSH system (unit 1.2), the national OSH profile (unit 1.3), and the national OSH programme (unit 1.4).

The government has the primary responsibility for developing an OSH framework with the support of employers' and workers' organizations. This tripartite structure ensures that all parties are consulted and have the opportunity to present their concerns, needs, and issues.

Regardless of which tripartite group you are part of – including young workers' organizations that can be part of workers' organizations – understanding the process for formulating the OSH policy, system, profile and programme will enable you to identify how OSH for young workers can be strengthened throughout an OSH framework.

By the end of this module, you will be better able to:

- Describe the four main aspects of a national OSH framework: policy, system, profile, and programme;
- Recognize the opportunities, strengths, challenges, vulnerabilities and issues faced by young workers in relation to an OSH framework;
- Analyze existing mechanisms to promote young workers and OSH within a national OSH framework;
- Review the current context of OSH for young workers in accordance with a national OSH framework;
- Appraise the value of young workers contributing to a national OSH framework.





1.1 National Policy on OSH

This section describes the key elements that make up a national OSH policy along with special considerations for young workers' OSH. Government is responsible for formulating, implementing and periodically reviewing a coherent national policy on OSH, in consultation with the most representative organizations of employers and workers. Because of this, all constituents play a role in ensuring that young workers' needs are addressed in the policy, whether or not a policy needs to be created, or if an existing policy is to be reviewed.

1.1.1 What Is a National Policy on OSH?

A national policy on OSH is a specific and deliberate course of action that a government adopts (in consultation with the social partners) to fulfil its mandate on the prevention of occupational accidents and diseases and control workplace hazards.



Employers' organization



Workers' organization



Hazard



Occupational accident



Occupational disease

In developing the policy, social partners must be included to ensure broad tripartite agreement and endorsement at national level.



Tripartite constituents

Once drafted, the new policy should be presented to a national tripartite meeting to be discussed, finalized and adopted. Other concerned parties may also be consulted as appropriate. To ensure that the policy addresses the needs and concerns of young workers, it is important to involve youth and young workers' organizations in the consultation.



Checklist 1 in this Module's Action Guide helps you examine the OSH national policy in your country.

Once adopted, the policy should be given the strongest political support and be widely disseminated among all key stakeholders.

The policy should be periodically reviewed to identify major problems, evolve effective responses, set relevant priorities and evaluate the results of those actions.

1.1.2 Key Elements of a National Policy on OSH

OSH national policies vary from country to country, depending on several factors, including national socio-economic context, organizational structures and resources. However, ILO standards and tools call for common elements.



The Commitment of Public Authorities

A policy should include an explicit statement on the responsibility and will of the government authorities regarding OSH. This is the basis for the rest of the policy elements. The policy statement should be signed at a high political level in order to give guarantees on the government's commitment.

The Policy's Aim

The aim of a national OSH policy is to prevent accidents and injury to health arising from, linked with or occurring during the course of work, by minimizing, as far as is reasonably practicable, the causes of hazards inherent in the working environment.

The Principles Guiding Action on OSH

The principles that should guide a national policy on OSH include:

- developing a national preventative safety and health culture that includes information, consultation, training, and measurable indicators;
- adopting a proactive approach, through the assessment of occupational risks (also considering the characteristics of the workers, such as age and sex) and controlling them at source rather than the management of their effects;
- promoting active consultation between all interested parties: tripartite consultation at national level and bipartite consultation at enterprise level. Civil society organizations, including youth associations could also be



The ILO produced a training package that provides additional guidance and insight on the national OSH framework. The training package is available at https://www.ilo.org/safework/info/instr/WCMS_233860/lang--en/index.html.



Risk

included in the consultation according to the priorities established in the policy.



What is a culture of prevention on OSH?

A national culture of prevention on OSH 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 highest priority is accorded to the principle of prevention.

At the national level, building and maintaining a culture of prevention on OSH requires making use of all available means to increase general awareness, knowledge of hazards and risks, and an understanding of their prevention and control. Furthermore, a culture of prevention on OSH aims to reduce the instances of young worker injuries and illnesses. Tripartite national commitment and national action are essential in fostering lasting improvements in safety and health at work. Enabling the exchange of experience and good practice on OSH contributes to this purpose.

The Main Spheres of Action for OSH

According to Convention No. 155, a national OSH policy should consider the following main spheres of action in so far as they affect OSH and the working environment:

- design, testing, choice, substitution, installation, arrangement, use and maintenance of the material



elements of work (workplaces, working environment, tools, machinery and equipment, chemical, physical and biological substances and agents, work processes);

- relationships between the material elements of work and the persons who carry out or supervise the work, and adaptation of machinery, equipment, working time, organization of work and work processes to the physical and mental capacities of the workers;
- training, including necessary further training, qualifications and motivations of persons involved, in one capacity or another, in the achievement of adequate levels of safety and health;
- communication and co-operation at the levels of the working group and the undertaking and at all other appropriate levels up to and including the national level; and
- protection of workers and their representatives from disciplinary measures as a result of actions properly taken by them in conformity with the policy.

The Workers Covered by the Policy

A national OSH policy should address all workers, both women and men, irrespective of the size of enterprise or company, the type and form of employment or the economic sector.

The policy should seek to identify priority sectors or groups, based on available data. It can emphasize the need to address OSH for those groups of workers which experience higher rates of occupational accidents and



Workers'
representative



Informal economy

diseases, such as migrant and young workers, or workers in the informal economy.

Young workers can be addressed as a group, to which particular attention should be paid due to their specific vulnerabilities related to age and limited work experience. These workers can also be targeted if they are a significant presence in an occupation or sector.



Gender analysis

A gender analysis of the target groups is also needed for designing appropriate strategies.



Info Box: Gender and the National OSH Policy

Applying gender-responsive OSH principles is an important way of promoting gender equality. OSH policies should take into account the gender division of labour and the socio-economic and cultural contexts, since gender inequalities can have an impact on the safety and health of all workers. OSH policies should also recognize sex-related differences respecting risk assessment and management.

Key steps can be undertaken to address gender inequalities in OSH policy:

- The national OSH policy should reflect a multi-sectoral and gender-responsive approach which recognizes that women and men are exposed to different risks and may react differently to the same risks.
- The policy should take into consideration high risk

Gender-responsive approach

sectors/occupations, and sectors dominated by either women or men.

- Tripartite bodies need to consider the involvement of both women and men in the consultation, development and implementation of policies. This process can be aided through the use of gender-responsive OSH indicators based on sex-disaggregated data.

See also: *10 Keys for Gender Sensitive OSH Practice – Guidelines for Gender Mainstreaming in Occupational Safety and Health*. (2013). Geneva: ILO.



Disaggregated



“Disaggregated by sex” means that data are collected and tabulated separately for males and females.

The Types of Action and Infrastructure

It is the government’s responsibility to establish and maintain suitable infrastructures for OSH, including determining the design, construction and layout of undertakings; the safety of technical equipment; prohibiting certain work processes, substances and agents; mandating the notification of occupational accidents and diseases; and conducting investigations into work accidents and diseases.



Notification

Assignment of the Functions and Responsibilities of the Main Stakeholders

Article 6 of ILO Convention No. 155 states: “The formulation of the policy (...) shall indicate the respective functions and responsibilities in respect of occupational safety and health and the working environment of public authorities, employers, workers and others, taking

account both of the complementary character of such responsibilities and of national conditions and practice.”

The functions and responsibilities of all parties involved, particularly public authorities, should be clearly defined – stating which body is responsible for OSH; how often the policy will be reviewed; who will be involved in preparing national programmes; and establishing mechanisms for coordination and consultation with all interested parties.



Info Box: OSH Policy at the Enterprise Level

At the enterprise level it is highly advisable to adopt a written OSH policy which reflects the employer's commitment to protect the safety and health of all members of the enterprise.

Such a policy, developed through consultation with workers and their representatives, should be:

- specific to the organization and appropriate to its size and the nature of its activities;
- concise, clearly written, dated and made effective by the signature or endorsement of the employer or the most senior accountable person in the organization;
- communicated and readily accessible to all persons at their place of work;
- periodically reviewed and updated to ensure its effectiveness; and
- made available to relevant external interested parties, as appropriate.



Activity: Identifying the Key Elements of a National OSH Policy

Below are examples of key elements of a national OSH policy. Associate each example with the main element it represents.

Type of Element:

- A. Government's commitment
- B. The policy's aim
- C. The principles guiding action on OSH
- D. The main spheres of action for OSH
- E. The workers covered by the policy
- F. Recognition of vulnerable workers
- G. The types of action and infrastructure
- H. Assignment of the functions and responsibilities of the main stakeholders

Example of Key Element of OSH National Policy

1. OSH legislation must cover workers and employers in all sectors of the economy and in all forms of employment relationships. (South Africa)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

2. Governments are responsible for regulating and enforcing workplace health and safety. Employers must provide safe and healthy workplaces and safe systems of work; employees must work in as safe a manner as possible; and suppliers, designers and manufacturers must provide safe products and accurate information about the safe use of materials and equipment. (Australia)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

3. Government is committed to regulate all economic activities for management of safety and health risks at workplaces and to provide measures to ensure safe and healthy working conditions for every working man and woman in the nation. (India)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

4. As part of a culture building effort, outreach programmes will be extended to schools and educational institutes at all levels to inculcate an appreciation of safety and health values from a young age. (Singapore)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

5. Six categories of workers considered to be at increased risk: migrant workers; disabled workers; young workers; older workers; women; temporary workers. (European Union)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

6. The point of departure of the working conditions policy is to prevent risks from arising in the first place, preferably by tackling the actual source of the problem. Only if the risk cannot be eliminated at source may the employer consider other preventative solutions, such as providing all workers with personal means of protection and making it compulsory to use them. (The Netherlands)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

7. This policy aims at promoting better quality of life and workers' health, through a continuous coordination and integration of government actions in improving the work environment. (Brazil)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

8. The policy elaborates that: all relevant legislations shall be complied with, enforced and reviewed periodically; the employer shall be responsible for the safety and health at work of employees through safe systems of work; designers, manufacturers, importers and suppliers shall provide adequate information on the product for the user; specific measures shall be taken concerning physical, chemical, biological, ergonomic and psychosocial hazards at the workplace; action shall be taken to consolidate the consultative mechanism at national and enterprise level. (Mauritius)

A ☐ B ☐ C ☐ D ☐ E ☐ F ☐ G ☐ H ☐

See the answers on page 97.





1.2 National System on OSH

1.2.1 What Is a National System on OSH?

A national system on OSH is the infrastructure that provides the main legal and institutional framework for implementing the national policy, strategy and programmes on OSH.

According to Convention No. 187, the key elements of a national system are:

- national laws and regulations, collective agreements where appropriate, and any other relevant instrument on occupational safety and health;
- the authority or body, or authorities or bodies, responsible for occupational safety and health, designated in accordance with national law and practice;
- the mechanisms for ensuring compliance with national laws and regulations, including systems of inspection; and



Checklist 2 at the end of this Module helps you examine the OSH national system of your country.



- the arrangements to promote, at the level of the undertaking, cooperation between management, workers and their representatives as an essential element of workplace-related prevention measures.

In addition, other elements that should be included in such a system are:

- a national tripartite advisory body, or bodies, addressing occupational safety and health issues;
- information and advisory services on occupational safety and health;
- the provision of occupational safety and health training;
- occupational health services in accordance with national law and practice;
- research on occupational safety and health;
- a mechanism for the collection and analysis of data on occupational injuries and diseases, considering relevant ILO instruments;
- provisions for collaboration with relevant insurance or social security schemes covering occupational injuries and diseases; and
- support mechanisms for a progressive improvement of occupational safety and health conditions in micro-enterprises, in small and medium-sized enterprises (SMEs) and in the informal economy.



Occupational health
services

1.2.2 Legal Framework

The regulatory framework must protect all workers and cover all OSH-related risks to which workers may be exposed, irrespective of their age, sex, the job they do, the industry in which they work, or any other circumstances (e.g. employment status). However, OSH regulatory frameworks of many countries often have one or more of the following deficiencies:

- Disparate treatment of different worker groups: certain groups of workers (e.g. migrant workers, self-employed workers) or workers in certain sectors (e.g. agriculture, domestic work, the informal economy) are wholly or partly unprotected. This often adversely affects young workers (both women and men, with their specificities), who are well represented in these categories.
- Discrimination by risk: certain risks are not considered, are considered only for certain industries and groups (despite their presence in others) or are addressed superficially (despite the fact that other risks of equivalent significance are addressed in detail). For example, psychosocial risks or risks associated with particular forms of work such as domestic work are often overlooked. This adversely impacts young workers.
- Non-existent or ineffective enforcement: some countries may have adequate regulatory frameworks, but without enforcement they may not operate properly.



Domestic work



OSH laws and regulations should address the following issues:

- safety conditions that must exist in workplace facilities and services;
- physical, chemical and biological work environment;
- selection, installation and maintenance of work equipment;
- working procedures, especially those for performing potentially hazardous operations; and
- psycho-social and ergonomic risks.

An effective way to build an OSH legal framework is to adopt unified comprehensive regulations at the national level that serve as a platform for specific OSH regulations, setting down employers' general obligations and workers' rights and obligations. This basic regulatory framework may also require special consideration be given to workers in particular groups due to the nature of their circumstances, working conditions or form of employment.

In short, to improve OSH for young workers it is not enough that they be mentioned as a group in the laws; it is essential that the law specifically covers the sectors in which they are found (e.g. agriculture, domestic work and informal economy) and the forms of work which they often undertake (e.g. seasonal, temporary, internships, apprenticeships).



Temporary
employment

To be effective, legislation should:

- be clearly expressed and unambiguous, to make it understandable by all and minimize the potential for differing interpretations;
- be logically organized, coherent and consistent both internally and with other legal instruments;
- include sufficient and suitable provisions for enforcement, both in terms of powers assigned to inspectors and in terms of penalties that can be imposed;
- make available any necessary information to aid in their application at enterprise level; and
- be published and widely disseminated in the languages workers and employers speak.

1.2.3 Institutional Framework

Competent Authority

The competent authority, designated by the government, should assume overall responsibility for the policy, strategies and national programme on OSH.

In many countries OSH falls within the responsibilities of the ministries of labour and social affairs. In others, the competent authority is the ministry of health. Responsibilities are often shared between several government institutions and bodies with different duties in OSH, frequently involving social security institutions. In these cases, coordination is imperative; a central or inter-departmental coordination body is often put in place to



Competent authority

facilitate coordination and plan joint actions.

In addition to the ministries generally involved, to effectively promote OSH among young workers it is necessary to engage other ministries and agencies concerned with youth. For example, the institution responsible for promoting youth employment can integrate OSH issues in employment policies. Additionally, the ministry of education can ensure that OSH information and a culture of prevention is integrated in school curricula, particularly in vocational training.

OSH National Tripartite Advisory Body

The OSH national tripartite advisory body (sometimes named council or committee) is the main platform for dialogue by government, workers and employers and their representatives on national OSH governance. Such councils may also ensure the coordination of the different public authorities involved in OSH and can help clarify the need for relevant resource allocations.

The roles and functions of the OSH national tripartite bodies vary considerably from country to country, from a consultative role on the activities and projects of the main institutions to a decision-making role in the definition of national policies, priorities, and action plans, as well as in drafting laws and regulations, with responsibilities for development and implementation of strategy.



Reporting

Employers' and workers' participation in national OSH governance is an essential prerequisite for the system's effectiveness and legitimacy, as the viewpoints of the parties most directly concerned contribute to its sustainability.

Workers are often the first persons to identify OSH risks at the workplace and their regular reporting to their supervisors can prevent accidents and diseases. Unfortunately, young workers are under-represented in workers' organizations and often lack the experience to make their voices effectively heard. Unions in many countries face challenges in attracting young members and addressing their particular concerns. Additionally, trade unions do not always have youth participation strategies and are not as present in the informal economy (which has a significant share of young workers) as in the formal economy. Young trade union members are vital for the future of trade unions and have the potential to bring new ideas and energy to workers' organizations.

In many countries, representatives from outside institutions and experts from the academic world are involved with national OSH councils on a permanent or ad hoc basis, sometimes with restricted rights (voice but no vote).





Activity: Young Workers' Participation in Trade Unions



This activity is mainly for young workers, workers, and trade union members.

Young workers are often under-represented in trade unions due to a range of reasons. How could each group below increase young workers' participation in trade unions?

As a **representative of a trade union**:

- I would encourage young workers to participate in trade unions by...
- I would also ensure participation of women and men by...

As a **young worker**:

- I would encourage other young workers to take part in trade unions because...
- I would also ensure participation of women and men by...





Labour Inspection

Labour Inspection

A strong, transparent and professional inspection system is essential to ensure compliance with OSH legislation. Enforcement and sanctions are indispensable components of any labour inspection system, but they should be combined with a preventative approach (e.g. provision of technical advice) to help employers and workers avoid or eliminate the risk of occupational accidents and diseases.

In practical terms, the preventive role of the inspection services includes an emphasis on promotional activities, such as providing information and advice on compliance. However, such efforts must be complemented by enforcement-related activities, such as investigating complaints or accidents and imposing sanctions for OSH violations, so as to prevent recurrences.



Info Box: What are the functions of the labour inspection system?

According to the Labour Inspection Convention, 1947 (No. 81), the functions of the labour inspection system should be:

- to secure the enforcement of the legal provisions relating to conditions of work and the protection of workers while engaged in their work, such as provisions relating to hours, wages, safety, health and welfare, the employment of children and young persons, and other connected matters, as far as such provisions are enforceable by labour inspectors;

- to supply technical information and advice to employers and workers concerning the most effective means of complying with the legal provisions; and
- to bring to the notice of the competent authority defects or abuses not specifically covered by existing legal provisions.

To ensure compliance, labour inspectors should have powers as defined in Convention No. 81 (Art.12). They include:

- Supervision powers such as the right to enter freely and without previous notice at any hour of the day or night any workplace liable to inspection and to carry out any examination, test or enquiry which they may consider necessary; and
- Injunction powers such as ordering the enterprise to adopt necessary measures to remedy defects in accordance with labour legislation, imposing measures with immediate executory force in the event of imminent danger to the health or safety of workers, imposing penalties for violations of legal provisions and for obstructing labour inspectors in the performance of their duties, in accordance with national laws or regulations.

Labour inspectors also face the challenge of promoting OSH and ensuring compliance in workplaces that are difficult to inspect (e.g. informal economy, agriculture, small construction sites and SMEs), or where the employment relationship is unclear. To do this, the labour inspection system should have professional staff with the

necessary legal, technical, scientific knowledge and skills along with a complement of sufficient administrative, office communications and transport functions.



OSH management
system

In recent years, in addition to labour inspection, several mechanisms have been set up to contribute to compliance with OSH standards. For example:

- encouraging those at the top of the supply chain to use their purchasing power to raise OSH standards further down the chain;
- encouraging major customers to use their buying power to pressure their suppliers to adopt good labour standards and working conditions;
- promoting the voluntary adoption of OSH management systems in the enterprises (which can be audited to certify their successful implementation);
- including contract clauses requiring contractors to certify OSH compliance;
- providing benefits for good OSH performance (rewards, labels, reduction in contributions to accident insurance and so forth); and
- various types of public-private partnerships.

These mechanisms are well established in many countries and often make important contributions to OSH compliance at enterprise and sectoral levels.



Activity: Labour Inspectors and OSH Conditions for Young Workers

This activity is mainly for government officials, young workers, workers, and employers.

Suppose you are a labour inspector visiting the following different work sites. How would you make sure your visit takes into consideration OSH conditions for young workers at these sites?

Worksite 1 – At a small construction site:

I would look for....
For example: The OSH conditions of young workers.

Worksite 2 – In a textile factory employing a high concentration of young women workers:

I would look for....
For example: Adequate toilet facilities for women and men.

Worksite 3 – At a local farm employing young women and men, many of whom are migrant workers:

I would look for....
For example: Evidence of child labour or hazardous work.

I would ask
about...
*For example: Any
training young
workers may have
received.*

I would ask about...
*For example: Working
hours and break times.*

I would ask about...
*For example: Any injuries
young workers may have
sustained.*



OSH Information and Awareness

The availability of timely, relevant and accurate OSH information is necessary to support effective prevention measures. Information can be provided by governments or by other bodies, as well as by workers' and employers' organizations.



In the context of national action on OSH, information and awareness-related activities aim to:

- Raise awareness among employers, workers and the general population on the importance of OSH prevention, by organizing campaigns through the media, holding annual events such as an “OSH day” (or OSH week / month), awarding recognition for innovative prevention practices, and other methods. Such efforts raise awareness of OSH issues among the general population and can be effective for engaging groups that are otherwise hard to reach such as migrant workers, temporary or seasonal agricultural workers, and workers in the informal economy. The means of communication also depends on the target; to reach and inform young workers, it is necessary to know the information channels closest to them, the most familiar language, and the models and the methods that most easily draw their attention.
- Inform employers and workers about their respective OSH duties and rights. Wide dissemination of information on what OSH legislation requires – via national gazettes, publications, websites, factsheets and other means – is an important element of the overall strategy for promoting compliance. Specific tools on young workers’ rights, entitlements and responsibilities in the workplace, with special sections on OSH, can be effective for guiding them when they enter in the labour force.
- Support OSH specialists in accessing essential information and resources for developing action plans



The ILO has several tools to promote safety and health at work, see <https://www.ilo.org/global/topics/safety-and-health-at-work/>. If you are an employer, you can consult the ILO Bureau for Employers’ Activities: <https://www.ilo.org/actemp/>. If you are a worker, you can consult the ILO Bureau for Workers’ Activities: <https://www.ilo.org/actrav/>

and performing technical activities. Dissemination of technical information is mainly implemented through OSH congresses and conferences, specialized information centres and publications addressing key policy issues, sharing of technical advances and presentation of success stories on workplace prevention.



Info Box: Good Practice – Boy Scout Merit Badges

In December 2018, the Boy Scouts of the Philippines (BSP) launched scout merit badges on OSH. The BSP already has a safety badge, focused on personal safety, home safety fire emergency and road or railway crossing.

With the support of the ILO SafeYouth@Work Project, the BSP developed two OSH merit badges: the Safety and Health Merit Badge for scouts aged 9 to 12 years old and the Occupational Safety and Health Merit Badge for scouts aged 12 to 16 years old. The scouts earn these badges by achieving a set of tasks which introduce OSH know-how such as hazard identification and preventative measures.

Scouts receiving the OSH merit badges will also be encouraged to become OSH advocates to adults, particularly their parents and in their communities and be models to their peers willing to teach young workers or would-be workers how to be safe and healthy at the workplace.



An informed public is an important driver of sustainable progress on OSH. Civil society actors who elevate key issues related to OSH enforcement and compliance, protection for vulnerable workers and OSH training and education, can remind national stakeholders to respond to public concerns, and follow through on promised actions. An expanded national dialogue can therefore help considerably to sustain progress on OSH and the development of a culture of workplace prevention.

OSH Advisory Services

A large majority of enterprises, especially SMEs, need external technical advice to help them know the applicable OSH legislation and how to manage OSH, how to organize a workplace prevention policy and rules, or how to implement activities requiring specialized knowledge or resources, such as assessing the risks of exposure to noise or chemicals. Governments should therefore ensure that OSH advisory services are available in sufficient quantity and quality to give enterprises any needed guidance and technical assistance.

The ILO Convention on Occupational Health Services (No. 161) describes the Occupational Health Services as an integrated, comprehensive, multidisciplinary team entrusted with essentially preventative functions and responsible for advising employers, workers and their representatives in undertakings on:

- improving health at work;
- improving the working environment;



Exposure



See the Info Box in unit 3.2.4 for additional information on ILO Convention No. 161.

- promoting workers' health;
- adapting work to the physical and mental capabilities of workers; and
- the overall development of the structural and managerial aspects of the workplace needed for safety and health.



Info Box: Examples of OSH Recommendations

The following situations are examples that an OSH advisor could encounter upon visiting a work site. For each example, OSH recommendations to management are presented along with the type of recommendation in each case.

Situation Observed	OSH recommendation	Type of recommendation
An OSH advisor observes common toilet facilities in a work site that has both women and men.	Establish separate facilities for women and men.	Improving health at work (improving the overall health of women and men) as well as improving the working environment

Posters promoting workers' health are displayed throughout the work site and written in a foreign language or one that is difficult for young workers with less formal education to understand.

Information should be rewritten in easy and accessible language.

Promoting workers' health

An OSH advisor visits a work site where children are operating machinery designed for adults.

Children should be prevented from performing job tasks for which they are physically and mentally unsuited. However, if the children are involved in the worst forms of child labour, they should be removed from the hazardous work.

Adapting work to physical and mental capabilities of workers

An OSH advisor visits a work site and concludes that young workers are not part of regular consultative meetings on OSH.

Include a young workers' representative in consultative meetings on OSH in the workplace.

Improving the OSH management system

An OSH inspector notices a work environment that is very noisy, yet young workers, who mainly work there part-time, are not provided with proper equipment to protect their hearing, whereas older workers do have protection.	Reduce the noise levels and provide young workers with adequate hearing protection.	Improving the working environment (by reducing the noise) and improving health at work (by providing protection from the noise); all workers will benefit
--	---	---



Employment Injury Institutions

Insurance schemes need to be properly developed, ensuring protection for all workers suffering from occupational injuries and diseases. While national OSH systems focus on preventative policies and action, it is important to integrate insurance schemes into these systems.

Linking prevention to employment injury benefit schemes can result in effective mechanisms in reducing occupational accidents and diseases, as well as providing an incentive for employers to boost preventative activities in an enterprise, as it directly impacts on the contribution rate paid exclusively by the employer.

It is not only an ethical but also an economic concern, since successful prevention is beneficial to other social security schemes, such as pension and general health care systems.



Furthermore, young workers who suffer a long-term disabling injury may be discriminated and may see their chances to access decent and productive work significantly decreased for the rest of their working life. As a result, national spending on medical care and social protection may increase.

Coverage of employment injury benefit schemes often does not extend to a large number of young workers, because of their presence in sectors which are often excluded (e.g. domestic work, informal economy) and because of the nature of their work contracts (self-employed workers, seasonal workers and temporary and part-time workers). These gaps in coverage result in significant under-reporting and undermine the reliability of data and their effective use. Also, the unavailability of employment injury insurance shifts the cost of workplace harm from the employer to the worker.



1.3 National Profile on OSH

1.3.1 What Is a National Profile on OSH?

A national profile on OSH is a diagnostic document that summarizes the existing OSH situation, including national data on occupational accidents and diseases, high-risk industries and occupations, and a description of the national system for OSH and its current capacity.

Preparing an accurate national profile on OSH is an indispensable step for the development of an effective and feasible national programme on OSH. It allows for the systematic review and evaluation of the entire range of OSH instruments and resources available within the country. It allows the identification of gaps and opportunities for improvements to the existing legal, institutional, administrative, and technical infrastructure in relation to the OSH system. It is also essential for identifying the priority issues on which the national

programme on OSH will be built.

The national OSH profile is a tool for benchmarking the OSH performance and monitoring progress. Last but not least, it could be used as a promotional document to inform the public on the national situation on OSH and raise awareness of national initiatives.

The process of preparing a national profile on OSH can be an excellent opportunity to start a close collaboration between all the parties concerned, involving them in the process from the beginning.

1.3.2 Contents of a National Profile



Recommendation No. 197 provides guidance on the basic requirements for information that a national profile should include, namely:

- laws and regulations, collective agreements where appropriate, and any other relevant instruments on occupational safety and health;
- the authority or body, or the authorities or bodies, responsible for occupational safety and health, designated in accordance with national law and practice;
- the mechanisms for ensuring compliance with national laws and regulations, including the systems of inspection;
- the arrangements to promote, at the level of the undertaking, cooperation between management,



Checklist 3 at the end of this Module helps you identify the elements of a national OSH profile in your country.

workers and their representatives as an essential element of workplace-related prevention measures;

- the national tripartite advisory body, or bodies, addressing occupational safety and health issues;
- the information and advisory services on occupational safety and health;
- the provision of occupational safety and health training;
- the occupational health services in accordance with national law and practice;
- research on occupational safety and health;
- the mechanism for the collection and analysis of data on occupational injuries and diseases and their causes, taking into account relevant ILO instruments;
- the provisions for collaboration with relevant insurance or social security schemes covering occupational injuries and diseases; and
- the support mechanisms for a progressive improvement of occupational safety and health conditions in micro-enterprises, in small and medium-sized enterprises and in the informal economy.

In addition to the above-mentioned topics, a national profile on occupational safety and health shall include information on the following elements, where appropriate:

- coordination and collaboration mechanisms at national and enterprise levels, including national programme review mechanisms;
- technical standards, codes of practice and guidelines on occupational safety and health;

- educational and awareness raising arrangements, including promotional initiatives;
- specialized technical, medical and scientific institutions with linkages to various aspects of occupational safety and health, including research institutes and laboratories concerned with occupational safety and health;
- personnel engaged in the area of occupational safety and health, such as inspectors, safety and health officers, and occupational physicians and hygienists;
- occupational injury and disease statistics;
- occupational safety and health policies and programmes of organizations of employers and workers;
- regular or ongoing activities related to occupational safety and health, including international collaboration;
- financial and budgetary resources with regard to occupational safety and health; and
- data addressing demography, literacy, economy and employment, as available, as well as any other relevant information.

1.3.3 The Collection of Information



There are different ways of collecting information, the most common being the following:

- **Review of documents, records, statistics and data**, including OSH laws and regulations; national OSH policy and programme documents; surveys on working conditions in a country, region, sector, etc.; statistics on occupational accidents and diseases; other “indirect

data" on working conditions such as databases, registers and documentation on substances, exposure, tools, and so forth.

- **Surveys and questionnaires**, both general and by sector, collecting employers' and workers' opinions on certain critical aspects of the organization and implementation of OSH measures at national and enterprise level.
- **Interviews with key informants**, such as representatives of the social partners and relevant civil society organizations. This method is particularly useful in countries lacking publications with regularly updated information on many of the key issues.

Sometimes it can be difficult finding relevant OSH information on SMEs, informal economy workplaces, or agriculture. Many young workers are present in these sectors, but often little information is available. Here it may be useful to conduct targeted research on specialized OSH issues to ensure that the profile reflects national context.

It is important to know the limitations of the data and information obtained for analysis. Owing in part to the under-development of reporting systems, the hidden nature of occupational disease, and the disincentives that prevent young workers from reporting workplace injury, many accidents and diseases may not be covered by the data obtained. In such cases the analytical report should address the limitations of the available data and, in a constructive manner, propose concrete ways of improving



the reporting and data collection systems.

The profile should aim to capture an up-to-date picture of the national OSH context, based on which strategies, programmes and interventions are designed. The profile must be precise and reliable, to avoid unnecessary or unhelpful interventions. The quality of the data collected (including relevant disaggregation), and the care with which the data are reviewed, are fundamental prerequisites for a meaningful profile.

The Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (P155) defines requirements and procedures for the recording and notification of occupational accidents and diseases and for the publication of related annual statistics (see Figure 2).



Recording

Figure 2 Recording and Notification of Occupational Accidents and Diseases



Governments should establish and implement an effective National System for Recording and Notification of Occupational Accidents and Diseases. The system is essential for providing comprehensive and reliable data on the incidence of occupational accidents and diseases, which are vital to detect new and emerging hazards and risks, identify hazardous sectors, occupations, business models and practices, update hazardous work lists, develop policies, systems and programmes at all levels (international, national and enterprise), set priorities and measure progress.

The system should cover all sectors, enterprises and workers, regardless of employment status. Young workers are frequently engaged in informal employment and temporary work, two categories often not covered by this system. Other sectors often excluded are the domestic service and agriculture, that also employ large numbers of young workers.



Employers are responsible for recording occupational accidents and diseases and notifying the authorities. Employers who fail to comply with these recordkeeping requirements should face appropriate sanctions, as their non-compliance impairs the functioning of the entire national OSH system.





Workers can provide information about their individual health status and that of their co-workers. Workers have much to gain from a successful programme and it is they who lose the most if the programme fails. They also tend to know more than anyone else about potential hazards associated with their jobs.



Young workers should be encouraged to participate in the reporting of workplace accidents but also workplace incidents and near-misses. Due to their vulnerability (newly recruited, with precarious forms of contracts, often non-unionized) they tend not to report workplace injury for fear of losing their jobs. This perception jeopardizes the important contributions that they can make to OSH measures. All workers should be encouraged to freely report occupational accidents and diseases to the employer without incurring in retaliations.



Incidence rate



Activity: Finding Reliable Data

This activity is mainly for government officials and young workers interested in developing a national OSH profile.

Where to Find Data

In My Country:

1.National:

Are there available OSH reports/data in your country from:

- Ministry of labour?
- Other relevant ministries or offices?
- Employers' or workers' organizations?
- Non-governmental/civil society organizations?
- Research institutes or universities?

2.Sector specific:

Are there sector-specific studies that contain information on OSH relevant to young workers?

3.Regional:

Are there regional studies/research on OSH that contain information on young workers?

4.International:

Are there data sources (such as studies) from other countries that help to better understand OSH for young workers?

Finding reliable information on OSH can be challenging. Given the specific context of your country, what are some reliable sources that could help develop a national profile? As a reference, see the National OSH profiles on the ILO website: https://www.ilo.org/safework/areasofwork/national-occupational-safety-and-health-systems-and-programmes/WCMS_187981/lang--en/index.html.

What makes a source of data credible?

Most of us obtain our information online. When searching for information on OSH for young workers, keep in mind the following criteria to help you decide whether or not information is credible:

- Is the information from a government website (such as your country's website) or an established organization (such as the ILO)?
- Is the information well-documented? Does it provide dates, author names, and sectoral information? Does it cite sources on which it relies? Does it describe its methodology?
- Beware of bias. Biased information tends to present unfair or one-sided information that favours a particular stance or point of view.
- Verify the date. Try to find the most up-to-date information as possible.
- In the case of research findings, are the authors clearly listed? Do they cite reputable and verifiable sources in their research?
- Follow up by phone or email; ask for more information.





1.4 National Programme on OSH

1.4.1 What Is a National Programme on OSH?

A national programme on OSH refers to any national programme that includes objectives to be achieved in a predetermined time-frame, priorities and means of action formulated to improve occupational safety and health, and mechanisms to assess progress.



Checklist 4 at the end of this Module helps you examine the OSH national programme in your country.

According to Convention No. 187, a national programme on OSH shall:

- promote the development of a national preventative safety and health culture;
- contribute to the protection of workers by eliminating or minimizing, as far as is reasonably practicable, work-related hazards and risks, in accordance with national



law and practice, in order to prevent occupational injuries, diseases and deaths and promote safety and health in the workplace;

- be formulated and reviewed on the basis of analysis of the national situation regarding OSH, including analysis of the national system on OSH;
- include objectives, targets and indicators of progress; and
- be supported, where possible, by other complementary national programmes and plans which will assist in achieving progressively a safe and healthy working environment.

Convention No. 187 also indicates that the formulation, implementation, monitoring, evaluation and periodic review of the programme should be undertaken by the national authority in consultation with the most representative organizations of employers and workers. Recommendation No. 197 adds that in formulating and reviewing the national programme, consultations can be extended to other interested parties. This possibility opens the opportunity of integrating other stakeholders in the consultation, on a permanent or ad hoc basis, when interests of specific groups are discussed; for example, youth associations could be involved in the design and implementation of activities related to OSH for young workers.

The national programme shall be endorsed by the highest national authorities, widely publicized and effectively implemented.

The national programme on OSH is sometimes known as the national "strategy," "strategic plan," or "plan of action." Notwithstanding these differences they should all share common features in respect of the purposes they serve, their structure and content.



1.4.2 The Development of a National Programme on OSH

A national programme on OSH has the following steps: planning, implementation, monitoring and evaluation.



Quantitative data



Qualitative data

Planning

Planning is the act of formulating series of actions to produce desired results. It requires a prior analysis of the current situation – which in the case of a national programme on OSH is undertaken through the national profile – and the definition of priorities. Priorities are established considering high-risk sectors and occupations, as well as groups of workers with increased or peculiar OSH risks. The planning, with the actions and priorities that it entails, derives from the analysis undertaken in the profile; if the analysis does not contain quantitative and qualitative data (disaggregated by sex, age and other relevant criteria) these groups will be "invisible" and the planning will not be able to focus



the action on the groups that require greater and more urgent attention.

Info Box: Criteria for Selecting Priorities

The selection of OSH priorities is a decision-making process for reaching agreement between the government institutions and the social partners concerned.



Some relevant criteria for selecting priorities are:

Importance. It is related to its strategic dimension and its nature as an essential condition.

Durability or sustainability. Strategic issues have greater sustainable impact on the OSH situation of a country than actions that might have a quick but short-lived effect.

Efficiency. It is important to establish priorities that represent the most efficient use of the available resources. According to this criterion the most efficient priorities would be those which aim to reduce the most serious risks.

Effectiveness. Selecting as priorities those topics on the basis of their highest chance of success. This requires an accurate analysis of the situation and the available resources.

Equity. This criterion is focused on ensuring fairness in the distribution of attention and resources.

Coherence. It applies, rather than to a single priority, to the whole set of priorities selected and to the inter-relationships between them in order to avoid fragmented and dispersed initiatives. It should adopt a consistent, methodical and systematic approach.

Public concern. The interest of the public and the media at any specific moment may be influenced by a recent occurrence. This creates political interest among stakeholders in addressing this issue.

Desirability. It refers to the likelihood or otherwise that a policy option is "acceptable" to various interest groups.

Planning a national programme on OSH calls for a structured approach to the following questions:

- What needs to be done?
- What do we want to do?
- Who should be involved in the process?
- What can we do?
- What resources are required?

When formulating a national programme on OSH, some countries make use of two different but complementary and consecutive planning processes: strategic planning and action planning. Strategic planning works on what



is intended to be achieved in the future and the “big picture” steps towards the chosen goal. Action planning addresses more concrete tasks needed to achieve those goals.



Activity: Case Study – Selecting Priorities for a National OSH Programme



This activity is mainly for government officials, employers’ and workers’ organizations and young workers interested in developing a national OSH programme.

In a recent report on young workers’ knowledge, attitudes and behaviours, one of the findings indicated that “Labour inspectors [...] face resource constraints which reduce their ability to encourage improvement in OSH conditions and provide support through information and guidance.”

Some of the recommendations for addressing this finding were:

- Introduce new legislation and expansion of OSH regulations to additional sectors. This needs to take into consideration planning, capacity building for inspectors, training, and the existing organizational structure for labour inspectors.
- Monitor and improve engagement and morale among labour inspectors to motivate existing inspectors and attract new ones to the profession.
- Review the mechanism for penalties and incentives for

non-compliant businesses to mitigate any administrative barriers and to strengthen inspectors’ enforcement powers.

- Strengthen information collection and sharing within the labour inspectorate to increase resource efficiency.

Given the context of your country, if you could help the government improve the work of labour inspectors to improve OSH conditions, which recommendation would you prioritize and why? What additional recommendations would you recommend for improving OSH conditions for young workers?

Priority Recommendations	Justification
•	•
•	•
•	•
•	•





Info Box: Planning Process Steps

1. Defining goals and objectives

Goals refer to what an institution hopes to achieve in the future, even though it may take a long time. Goals describe the expected final impact on direct and indirect beneficiaries.

Example of a goal: “Improve the occupational safety and health of young workers (15- 24 years) in agriculture.”

Objectives are the specific changes that the programme is expected to bring about by its end, in the quality and quantity of the services provided, and/or in the way in which they are delivered. Objectives have to be SMART: Objectives should be described as (or be accompanied



by) one or more quantifiable targets to be achieved (results), rather than be stated as actions to be taken.

Example of an objective: “Comprehensive, relevant and quality data, disaggregated by sex, on occupational safety and health of young workers in agriculture are available and easily accessible.”

2. Setting expected outcomes, activities and outputs

Outcomes are directly related to the goals of the programme and can be considered as mid-term/ long-term results. Outcomes are usually not seen immediately after the end of an activity, but after some time, as they are the desired consequences of the national programme, the change(s) or the difference(s) generated in the OSH situation.

Example of an outcome: "The Occupational safety and health of young workers (15- 24 years) in agriculture is improved."

Activities are the action(s) undertaken to implement the national programme and to generate the expected results.

Example of an activity: "Organize tripartite consultations to develop a methodology for collecting data on OSH, with a focus on the situation of young workers in agriculture."

Outputs are the direct products generated immediately after implementing an activity. They are designed to achieve the desired outcomes. Outputs are tangible and can be measured or counted. For example, an output could be the actual number of enterprises visited during the course of an OSH campaign, number of people trained, etc.

Example of an output: "A methodology for collecting data on the OSH situation of young workers in agriculture is designed as result of tripartite consultations."



Activities and their outputs should be planned with the purpose of generating the outcomes. When planning activities, it is necessary to keep in mind the cause-effect relationships in the activities-outputs-outcomes sequence.

3. Allocating resources

To ensure success in implementation and sustainability, cost estimates of the actions and the necessary resources are required. It is necessary to evaluate the affordability and the feasibility of any planned action. Affordability implies assessing the overall expenditures and the available sources of funds, while feasibility refers to the availability of human, financial, technical, organizational and administrative resources needed for the implementation of the activities.

4. Responsibilities and timeframes

Explicit timeframes within which the activities will be implemented should be provided, including indications of responsibilities for their realization.

5. Monitoring and evaluation

Assessing what worked and what did not, by using qualitative and quantitative indicators.

Implementation

A National OSH Programme must specify clear institutional responsibilities, resources and timeframes for its implementation.

National institutions with lead responsibilities need to allocate critical resources for performing each activity. Managers of such institutions are responsible for coordinating and monitoring the activities.

Monitoring and Evaluation

Periodic reviews measuring progress against indicators and benchmarks of success of the national OSH programme should be conducted to check whether it is delivering the expected results, to identify the need for changing national priorities and actions in accordance with current and future challenges, and to detect failures and suggest remedial actions.

A national OSH programme should include provisions at the planning stage for how it will be monitored to track its implementation performance and how it will be periodically evaluated, in a participatory way with social partners. Targets and indicators need to be selected which are relevant to the desired goals, and measurable without requiring excessive additional time and resources.

Evaluation allows you to verify:

- the degree of generation of the expected programme outcomes (summative evaluation);



For more information about the ILO's approach to monitoring and evaluation, see <https://www.ilo.org/eval/Evaluationguidance/>.

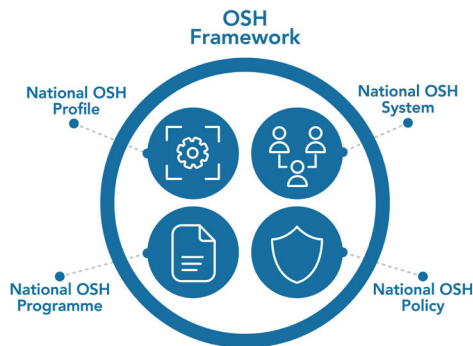
- the extent to which the programme operated as intended (process evaluation); and
- whether the programme actually fulfils the OSH goals (impact evaluation).

A comprehensive evaluation of a national OSH programme is a critical step in learning what worked and what did not, and in identifying priorities for the next programme.

Conclusion

This Module described the OSH framework promoted by the ILO (see Figure 3).

Figure 3 OSH Framework



It has been underscored that, if attention to young workers is not present at this initial stage – when policy, system, profile and programme are defined – they will not benefit from the subsequent implementation phases or will be considered sporadically for some specific actions but without a strategic and integrated alignment with the overall programme.

The next module will present how to carry out an assessment of the OSH situation in the country while considering young workers' needs. Following this, the module will examine how to prioritize and act on different strategies and actions to promote OSH for young workers.

Summary



Unit 1.1

- A national policy on OSH is a specific and deliberate course of action that a government adopts to fulfil its mandate for the prevention of occupational accidents and diseases and control workplace hazards.
- The national policy on OSH is typically a written statement and includes the government's commitment to preventing occupational accidents and diseases, principles guiding national action on OSH, a statement of the government's goals, spheres of actions on OSH, and the functions and responsibilities of the main stakeholders.
- The drafting of the policy should be in consultation with tripartite constituents. Young workers' organizations, part of workers' organizations, should be included in the process.
- A national OSH policy should have two aims: 1) to ensure the prevention of occupational accidents and diseases and control of workplace hazards, and 2) the promotion of working environments and conditions conducive to workers' health, including that of young workers.
- A national OSH policy should be reviewed regularly.
- All workers, regardless of age, should be covered by the national OSH policy.

- An OSH policy at enterprise level reflects the employer's commitment to protect the safety and health of all workers, and should be specific to the organization, clearly written, communicated to all persons at the place of work, and reviewed regularly.

Unit 1.2

- A national system on OSH is the infrastructure that provides the main legal and institutional framework for implementing the national policy, strategy and programmes on OSH.
- ILO Convention No. 187 lists key elements of a national system as laws and regulations, collective agreements, any other instrument on OSH, an authority responsible for OSH, mechanisms for ensuring compliance, and agreements to promote cooperation between management, workers and their representatives.
- OSH laws and regulations address safety conditions in workplace facilities and services; the physical, chemical and biological work environment; selection, installation and maintenance of work equipment; working procedures; and psycho-social and ergonomic risks.
- The competent authority of a country assumes political responsibility for the OSH policy and programmes. In many cases it is the ministry of labour. Other ministries are sometimes involved, especially when considering the rights of young workers.
- The national tripartite advisory body facilitates participation of all tripartite constituents (government,

employers and workers) in national OSH governance. The advisory body's role varies from country to country, but usually assumes a consultative or decision-making role.

- Young workers' voices are often under-represented in workers' organizations. For a variety of reasons, young workers tend to not join a union, and unions in many countries have not developed a strategy for integrating young workers who face specific challenges on the labour market. Young trade union members are vital for the future of trade unions and have the potential for innovation and for modernizing unions' structures and policies.
- The labour inspection system of a country is intended to secure the enforcement of the legal provisions relating to conditions of work and protection of all workers. The system should also supply technical information and advice to employers and workers on OSH, promote OSH protection practices, and report to the competent authority any aspects not covered by existing legal provisions.
- Availability of information on OSH is key to promoting and supporting prevention measures. Information activities aim to raise awareness on the importance of OSH practices, inform employers and workers of their rights and duties, and enable OSH specialists to access the current information in order to perform their technical activities.
- Many enterprises need technical advice on OSH practices. Occupational Health Services provide advice

to employers, workers and their representatives on improving health at work, the working environment, workers' health, adapting work to physical and mental capabilities of workers, and the overall structure and management of the workplace to ensure health and safety.

- While OSH systems focus on prevention policies and action, there is nonetheless the need for employment injury institutions that provide insurance. Coverage of employment injury benefits does not always extend to sectors where a large number of young workers are employed.

Unit 1.3

- A national profile on OSH is a document that summarizes the existing OSH situation in a country, including national data on occupational accidents and diseases, high-risk industries and occupations, and a description of the national OSH system.
- The national profile on OSH varies from country to country and can include information on some of the following elements: technical standards, educational and awareness raising initiatives, occupational injury and disease statistics, financial and budgetary resources on OSH, and any other relevant data.
- Information for a national profile on OSH is commonly collected in the following ways: through the review of documents, records, statistics and data; through research, surveys and questionnaires; and through



interviews with relevant people, such as representatives of social partner organization, OSH practitioners, and public officials.

- Governments should establish and implement a national system for recording and notification of occupational accidents and diseases. The system provides comprehensive and reliable data and cover all sectors and workers. It often happen that the system does not cover informal or temporary work, two categories in which there are many young workers.



Informal employment

Unit 1.4

- A national programme on OSH refers to any programme that includes objectives to be achieved, sets priorities and targets, and identifies actions to improve occupational safety and health.
- A national programme on OSH should help promote a national preventative safety and health culture; help protect workers by eliminating or minimizing hazards and risks; be formulated in accordance with the national system on OSH; and be supported by other programmes.
- The national programme on OSH could be referred to by another name, such as a strategy, strategic plan, or plan of action.
- When selecting priorities for the programme, relevant criteria include the identification of the importance of priorities, their sustainability, efficiency, potential effectiveness, equity, coherence with other initiatives,

public concern, and desirability.

- The national programme on OSH should specify institutional responsibilities, resources and timeframes for its implementation. There should also be periodic review of the programme.
- When formulating and reviewing the national programme, ILO Recommendation No. 197 calls for consultation with interested parties other than the tripartite constituents. This should include young workers' representatives wherever possible.



Quiz

1. Match each of the following with its definition:

a) Summarizes the existing OSH situation in the country.	1) National policy on OSH
b) Refers to the programmes to improve OSH.	2) National system on OSH
c) Infrastructure for implementing the national OSH policy.	3) National profile on OSH
d) Course of action the government adopts to fulfil its mandate for OSH prevention.	4) National programme on OSH

2. How should a national OSH policy address gender inequalities? Check all that apply.

- a) ☐ The policy should address women and men equally, with no distinction.
- b) ☐ The policy should recognize that women and men may react differently to the same hazards.
- c) ☐ The policy should not take into consideration sectors that are dominated by either women or men.

3. Read each statement and indicate if it is true or false.

- a) A strong regulatory framework to protect workers may be ineffective if there are no enforcement measures in place. ☐ True ☐ False

- b) To improve OSH conditions for young workers, laws should not only mention them as a group but also cover the sectors in which they work and the forms of work they undertake. ☐ True ☐ False
- c) In all countries, the Ministry of Labour is the national OSH competent authority.
☐ True ☐ False

4. The creation of a national OSH profile requires the collection of information. Name two ways of collecting such information.

5. Fill in the blank: Outcomes are directly related to the goals of a national OSH programme; _____ are directly related to activities.

6. Name two ways in which a young worker can participate in the discussion of developing a national OSH programme.

See the answers on page 97.



Action Guide

Checklist 1: Key Elements of a National OSH Policy

The checklist below lists the key elements that should be included in a national OSH policy. **To complete this checklist, your country needs to have a national OSH policy in place.**



This Checklist refers to Unit 1.1.

Does my country have a national OSH policy?

Yes ☐ No ☐

If your answer is yes, review the policy and see which elements below are included by checking "Yes", "No", or "Not sure."

If your answer is no, make sure the elements below are taken into consideration when a national OSH policy is formulated.

Key element of a national OSH policy:	Yes	No	Not sure
The commitment of public authorities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Do public authorities (Ministry of Labour, Ministry of Youth, Ministry of Agriculture, etc.) talk about the importance of OSH issues?</i>			
The policy's aim	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Is the policy's aim clearly stated?</i>			

Key element of a national OSH policy:	Yes	No	Not sure
The principles guiding action on OSH <i>Are OSH programmes and actions based on clear principles outlined in the policy?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The main spheres of action for OSH <i>Are the main spheres of action described in the policy? For example, does the policy talk about the importance of training, effective communication and protection of workers?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The workers covered by the policy <i>Are all workers covered by the policy? Is there any mention of young workers?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The types of action and infrastructure <i>Does the policy mention how the government develops and maintains infrastructure to support OSH?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sufficient allocation of resources <i>Is there sufficient allocation of resources? Is there any allocation of resources for young workers?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Assignment of the functions and responsibilities of the main stakeholders <i>Does the policy describe what different stakeholders can do to support OSH?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Identification of priority sectors or groups <i>Is there mention of priority sectors or groups? For example, migrant workers or workers in the informal economy, where young workers are at risk.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Inclusion of a gender-responsive approach that considers how OSH affects young men and women differently <i>Is there mention of a gender-responsive approach?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Worksheet 1: Inclusion of Young Workers' Needs in National or Enterprise Level OSH Policies

To complete this checklist, either review your country's OSH policy or, if it does not exist, review your enterprise's OSH policy. If neither policy exists, make sure you consider the elements in the table when such policies are being developed.

Does my national OSH policy address the needs of young workers?

Yes ☐ No ☐

Does my enterprise-level OSH policy address the needs of young workers?

Yes ☐ No ☐

If you answered yes to either question, review each element in the table below (the first column) and determine how well it is addressed by the policy. A description of each element is in the second column. In the third column, write down ideas on how to improve the policy.



This Worksheet refers to Unit 1.1.

Element the OSH policy should contain	Description
Address young worker OSH vulnerability	The policy should consider young workers' states of physical, psychosocial, and emotional development; the nature of the work; existing OSH compliance at the workplace; and the work environment.
Be gender-responsive	<p>The policy should indicate that both young women and young men may be exposed to different risks or react differently to the same risks.</p> <p>The policy should consider high risk sectors/occupations, as well as sectors dominated by either young women or young men, and to examine the impact on working in these sectors.</p>
Specific prevention measures consistent with international labour standards to improve OSH conditions for young workers	The policy should include prohibitions on assigning to young workers particular tasks, and ensure that young workers under 18 do not undertake hazardous work.
Engagement from young workers' organizations that are part of workers' organizations	The policy should explicitly state how young workers' organizations can participate in OSH consultations, as a group within workers' organizations.



How well does my national or enterprise-level OSH policy address young workers' needs?

What could be improved?

Element the OSH policy should contain	Description
Commit to a mechanism for young workers to access OSH services and secure their legal rights	The policy should indicate a mechanism for young workers to easily access information on OSH and learn about their rights as workers.
Commitment to enhance capacity of OSH institutions to address young workers OSH, including officers responsible for OSH (only at national level)	The policy should indicate how OSH institutions address young workers. The policy should mention particular sectors such as agriculture, transport, construction and fisheries to improve OSH conditions.
Identify work sectors that are not covered by OSH laws and regulations (only at national level)	The policy should specify unregulated work sectors and where young workers are overrepresented.
Strengthen compliance (only at national level)	The policy should establish incentive and support schemes, and impose appropriate penalties and sanction enforcement.

How well does my national or enterprise-level OSH policy address young workers' needs?

What could be improved?



Checklist 2: Key Elements of a National OSH System

How comprehensive is my country's national OSH system?

This Checklist refers to
Unit 1.2.

The checklist below lists the key elements that should be included in a national OSH system as per ILO Convention No. 187 (Promotional Framework for Occupational Safety and Health Convention, 2006). **To complete this checklist, your country needs to have at least some elements needed for a national OSH system.**

Review the elements below and see which are included in the current national OSH system of your country by checking "Yes", "No", or "Not sure".

Remember: each country is unique. The goal of this checklist is to take stock of the national OSH system and to identify its strengths and potential areas of improvement.

Key elements of a national OSH system:	Yes	No	Not sure
Laws and regulations on OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Collective agreements on OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Authority or body, or authorities or bodies, responsible for OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mechanisms for compliance with national laws and regulations, including systems of inspection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Arrangements to promote cooperation between management, workers and their representatives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A national tripartite advisory body, or bodies, addressing OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Information and advisory services on OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The provision of OSH training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Occupational health services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Research on OSH	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
A mechanism for the collection and analysis of data on occupational injuries and diseases	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provisions for collaboration with relevant insurance or social security schemes covering occupational injuries and diseases	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Support mechanisms for a progressive improvement of OSH conditions in micro-enterprises, in small and medium-sized enterprises and in the informal economy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Based on your answers above, what are the strengths of your country's national OSH system?			

What elements could be strengthened?



Worksheet 2: Reaching Out to Relevant OSH Stakeholders

Which stakeholders can contribute to ensuring OSH for young workers?

This Worksheet refers to Unit 1.2.

Ministries in charge of labour are typically responsible for occupational safety and health issues. However, it is important to establish links with other ministries and stakeholders (such as NGOs) that are responsible for youth, such as a ministry of education or an NGO working with youth.

Since each country has its own unique set of ministries and other stakeholders, there is no “one size fits all” approach to identifying them. In the diagram below, identify the main ministry responsible for OSH in your country in the centre circle of the map. In each outer circle, identify relevant ministries and other stakeholders and describe how they can contribute towards improved OSH for young workers. A sample map is provided on the following page.

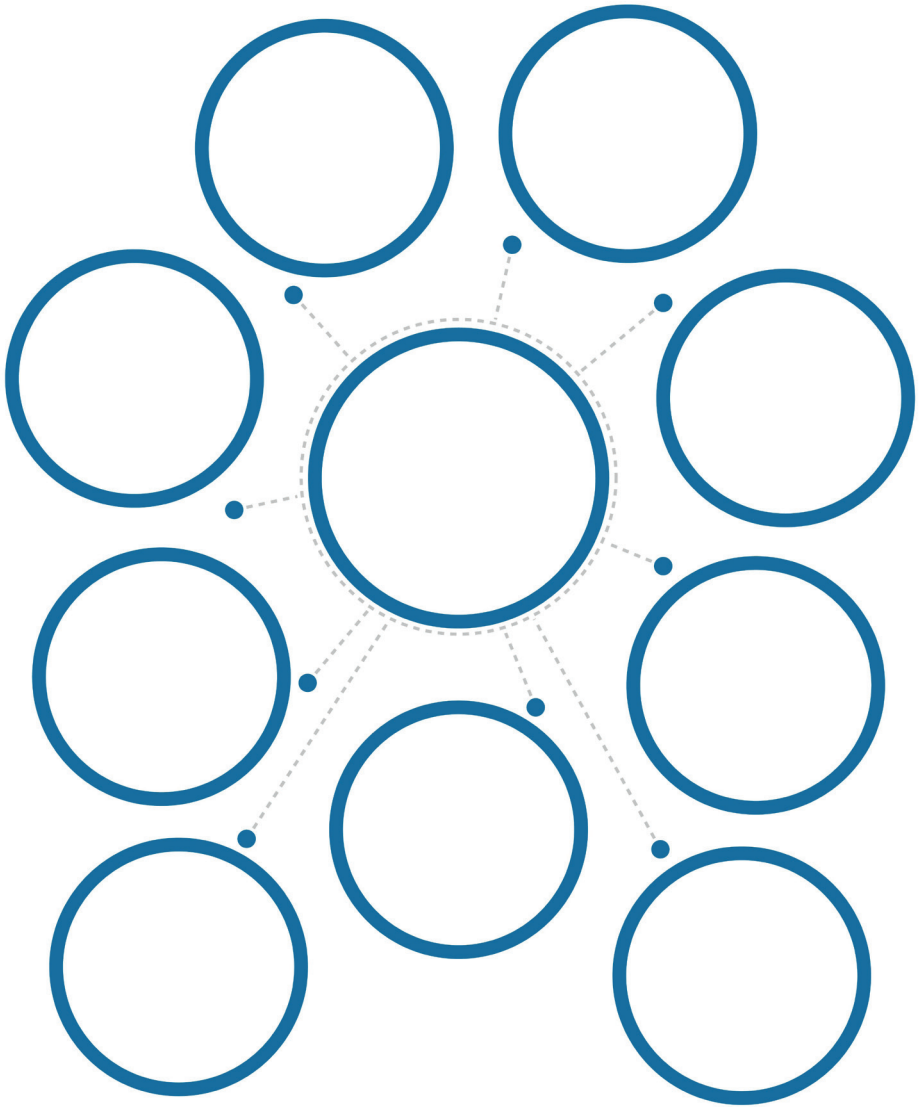
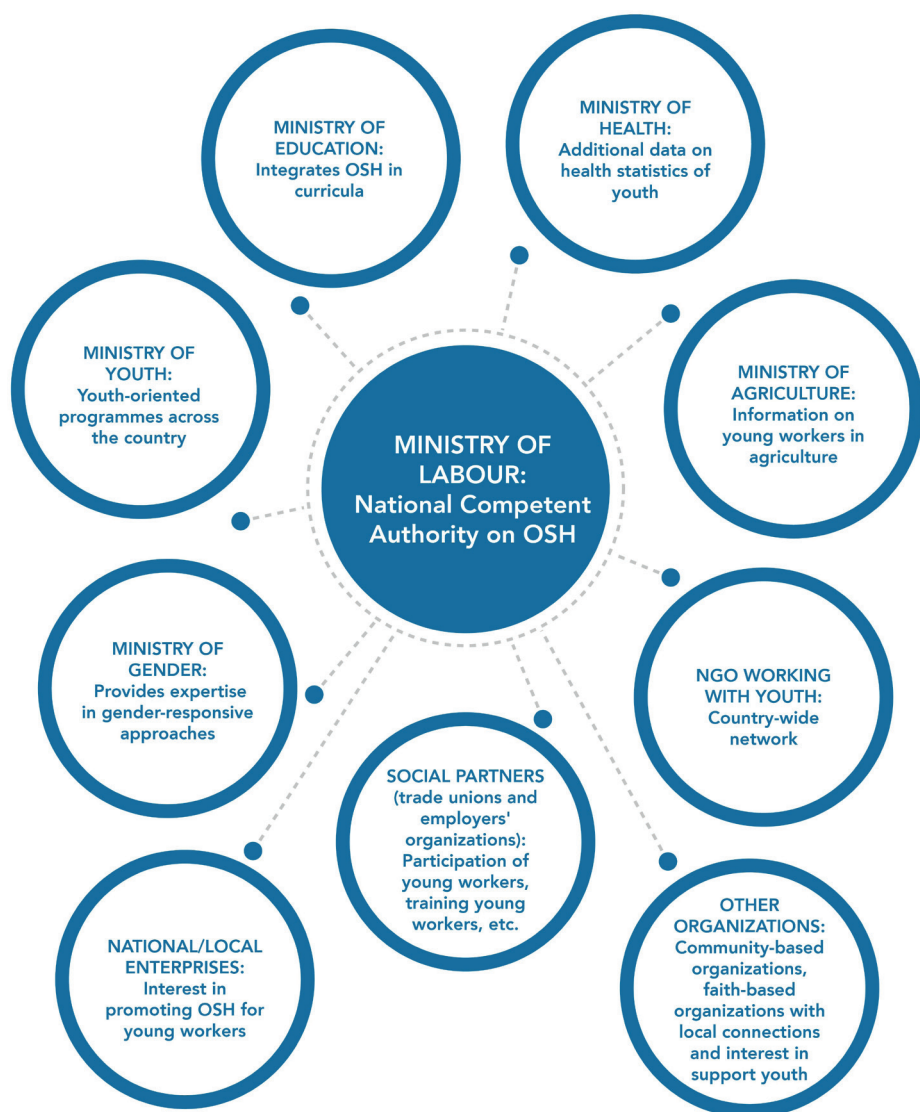


Figure 4 Sample Stakeholder Map



Checklist 3: Key Elements of a National OSH Profile



How comprehensive is my country's national OSH profile?

Part of the national OSH profile includes the assessment of the national OSH system ([see Checklist 2](#)).

The checklist below lists the additional elements that should be included in a national OSH profile as per ILO Recommendation No. 197 (Promotional Framework for Occupational Safety and Health, 2006).

Review the elements below and see which are included in the current national OSH profile of your country by checking "Yes", "No", or "Not sure".

Remember: each country is unique. The goal of this checklist is to take stock of the national OSH profile and to identify its strengths and potential areas of improvement.

This Checklist refers to Unit 1.3.

Key elements of a national OSH profile:	Yes	No	Not sure
Coordination and collaboration mechanisms at national and enterprise levels, including national programme review mechanisms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Technical standards, codes of practice and guidelines on occupational safety and health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Educational and awareness raising arrangements, including promotional initiatives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specialized technical, medical and scientific institutions with linkages to various aspects of occupational safety and health, including research institutes and laboratories concerned with occupational safety and health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Personnel engaged in the area of occupational safety and health, such as inspectors, safety and health officers, and occupational physicians and hygienists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Occupational injury and disease statistics	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Occupational safety and health policies and programmes of organizations of employers and workers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Regular or ongoing activities related to occupational safety and health, including international collaboration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial and budgetary resources with regard to occupational safety and health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Data addressing demography, literacy, economy and employment, as available, as well as any other relevant information	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Based on your answers above, what would be the main key elements that need to be addressed in order to have a complete national OSH profile?

What role does each tripartite constituent (including young workers as part of workers' organizations) have in ensuring these key elements are present?



Worksheet 3: Building a National OSH Profile – National Legislation on OSH

What are the laws and regulations on OSH in my country?

This Worksheet refers
to Unit 1.3.

This activity helps you identify the existing laws and regulations, collective agreements, and other relevant OSH instruments in the country. The information compiled in this activity will be used to support strategies and actions on improving OSH for young workers presented in Module 2.

Profile Element	Questions	In my country...
OSH legislation	<ul style="list-style-type: none"> • What is the key OSH legislation that currently exists? • Does OSH legislation cover all economic sectors? • Does the legislation address OSH for young workers? • Does a Hazardous Work list or any related legislation exist? 	

ILO OSH
conventions

- Which ILO OSH conventions has the country ratified?

Key challenges
to effective
OSH provision

- What are the main challenges to effective OSH provision for young workers?

Recent policy
developments

- What is currently being done to improve OSH for young workers?
 - What more needs to be done to improve OSH for young workers?
-



This Worksheet refers to Unit 1.4.

Refer to the Info Box "Planning Process Steps" in Unit 1.4 for guidance on this worksheet.

Worksheet 4: Creating a Sample Programme

What would an OSH programme look like?

Below are the planning process steps required to develop a national OSH programme, as presented in section 1.4. Using the table below and the example on the following page, create a sample OSH programme, which you can refer to in the **Action Guide in Module 2**.

Developing an OSH Programme

Issue to address

What needs to be addressed?

The issue is:

Programme goal

What is the goal?

The goal is:



Planning steps

The planning steps are:

What do you need to plan for?

Objectives

The objectives are:

What changes take place as a result of the programme?

Remember that objectives should be SMART – specific, measurable, achievable, relevant, and time-bound.

Outcomes

The outcomes are:

What are the mid-term/long-term results of the programme?

Try to describe how the situation will eventually change.

Activities

What activities will the programme undertake in order to achieve the results?

The activities are (indicate who is responsible for the activities):

Outputs

Outputs are the direct results achieved after implementing activities. They are designed to lead to the outcomes.
What would the outputs be for this programme?

The outputs are:



Sample OSH Programme

Issue to address	Young workers in the construction sector are either unaware or unconcerned about the longterm health risks associated with their work.
Programme goal	Increase awareness of long-term health risks associated with construction work among young workers in the sector.
Planning step	<ul style="list-style-type: none"> • Identify the long-term health risks of working in construction. • Develop a list of potential measures to address and reduce these risks. • Consider which measures would be most relevant for young workers. • Explore ways of reaching young workers to identify their learning needs.
Objectives	<p>The objectives are for young workers to:</p> <ul style="list-style-type: none"> • Describe international and national OSH standards relevant to their work. • Describe hazards and risks (including long-term risks) associated with their work in the construction sector. • Practice hazard recognition, assessment and control in the workplace. • Develop actions and practices to reduce long-term health risks in the workplace.
Outcomes	<p>The outcomes are:</p> <ul style="list-style-type: none"> • Reduced prevalence of long-term illnesses for workers in construction sites. • Improved OSH working conditions in construction sites.

Activities

The activities are:

- Conduct research on long-term health risks to young workers in the construction sector (OSH institute).
- Develop training modules for young workers and their employers on OSH standards in the construction sector (Ministry of Labour and Ministry of Education).
- Facilitate workshops for young workers and employers on OSH standards and long-term health risks (Ministry of Labour and social partners).
- Provide mentorship activities between more experienced workers and young workers on preventing hazards and risks in the workplace (trade unions).
- Strengthen or establish OSH committees in construction sites (trade unions and employers' organizations).

Outputs

The outputs are:

- Young workers and employers have increased awareness of long-term health risks in the construction sector.
 - Effective OSH committees in construction sites.
-

Answers

Activity: Identifying the Key Elements of a National OSH Policy:

1. E, 2. H, 3. A, 4. G, 5. F, 6. C, 7. B, 8. D.

Quiz:

1. 1.a. 3) National profile, b. 4) National programme, c. 2) National system, d. 1) National policy.
2. b) The policy should recognize that women and men may react differently to the same risks.
3. a) True, b) True, c) False.
4. Review of documents, records, statistics and data; surveys and questionnaires; key informant interviews.
5. Outputs.
6. They can ensure the development of activities related to OSH for young workers, including awareness raising, training, and the collection of data that includes young workers.

Learning Journal

This journal is a space in which you, the reader, can write down personal reflections on what you have learned throughout this self-training package. It is designed in the format of a “reflective journal,” which focuses on three types of questions:

What?

The “What?” question prompts you to write down anything new you have learned in the self-training package, or something you learned more about. Try as much as possible to identify things that are relevant to you and your work.

So What?

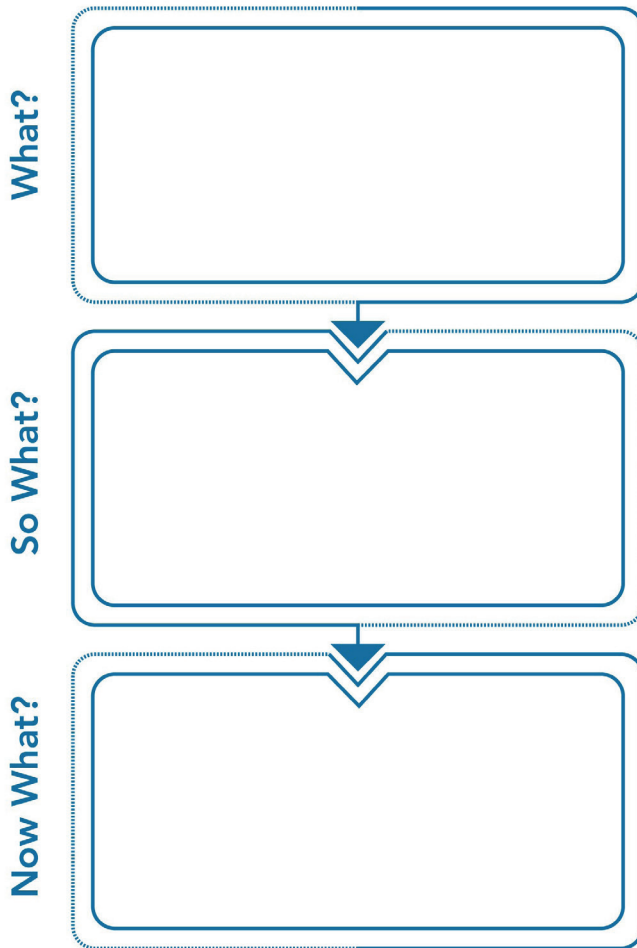
The “So What?” question asks you to reflect on the implications of what you learned. Based on your answer to the “What?” question, ask yourself “So what does this mean to me? What does this mean for my work?”

Now What?

The “Now What?” question asks you to reflect on practical ways you will apply what you have learned into your work. For example, you can ask yourself “Now that I know more about identifying risks and hazards, how will I better protect myself at work?”

Module 1: A National Framework Addressing Young Workers' Vulnerabilities

Reminder: Examining the elements of a national OSH framework: national policy, system, profile, and programme.



Glossary

A

Adoption

Formal act by which the form and content of a proposed treaty text are established.

B

Binding (or non-binding)

Imposing (or not) a legal obligation.

C

Child labour

Work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development.

Competent authority

A ministry, government department or other public authority with the power to issue regulations, orders or other instructions having the force of law. Under national laws or regulations, the

competent authorities may be appointed with responsibilities for specific activities, such as for implementation of national policy and procedures for reporting, recording and notification, workers' compensation, and the development of statistics.

Continual improvement

Iterative process of enhancing the OSH management system to achieve ongoing improvements in overall OSH performance.

Convention

Legally binding international treaty. Once a convention is adopted, member States may ratify it, committing themselves to applying the convention in national law and practice and to report on its application at regular intervals.

D

Dangerous occurrence

Readily identifiable event as defined under national laws and regulations, with potential



to cause an injury or disease to persons at work or the public.

Disaggregated (data)

Data are broken down in order to show differences between various components. For example, data can be disaggregated by sex, age, ethnicity, migration status, disability, geographic location, income level, sector and/or occupation, employment status, etc.

Domestic work

Work performed in or for a household or households. The work may include cleaning, cooking, washing and ironing, taking care of children, elderly or sick members of a family, as well as household pets, gardening, guarding the house and driving for the family.

E

Employer

Any physical or legal person that employs one or more workers.

Employers' organization

Institution set up to organize and advance the collective interests of employers.

Epidemiologic study

Study measuring or assessing the relationship of exposure with a disease or an outcome. It usually compares two groups of people who are alike except for one factor, such as exposure to a chemical or the presence of a health effect; the investigators try to determine if any factor is associated with the health effect.

Exposure

The process of being exposed to something that is in the environment; exposure can affect people in a number of different ways.

Exposure routes

The way people come into contact with a hazardous substance. There are three routes of exposure: inhalation (breathing in), ingestion (consuming) and dermal contact

(through the skin).

Exposure patterns

The frequency and duration people come into contact with the hazards, as well as the intensity of exposure.

F

Frequency rate

Indicates the number of new cases of injury occurring in relation to the amount of time during which workers in the reference group were “exposed to the risk” of being involved in an occupational accident.

G

Gender analysis

The process of systematically identifying and understanding the needs and concerns of both women and men before developing policies, determining strategies or planning interventions.

Gender-responsive approach

Gender norms, roles and

inequalities are considered and measures are taken to actively address them. Being gender-responsive means going beyond acknowledging gender gaps and really doing something to address the discrepancies.

H

Hazard

Any situation or agent with the potential to cause injury or damage to people's health.

Hazard identification

Process in which the hazards of a workplace are identified within a system, procedure or equipment.

I

Incidence rate

Relates the number of new cases of occupational injury to the number of workers exposed to the risk of occupational injury.

Incident

An unsafe occurrence arising out of or in the course of work where no personal injury is caused.



Induction training

Training provided to new employees to help them become familiar with their new job task, work environment and the people working around them.

Informal economy

All economic activities by workers and economic units that are – in law or in practice – not covered or insufficiently covered by formal arrangements.

Informal employment

All remunerative work (i.e. both self-employment and wage employment) that is not registered, regulated or protected by existing legal or regulatory frameworks, as well as non-remunerative work undertaken in an income-producing enterprise. Informal workers do not have secure employment contracts, workers' benefits, social protection or workers' representation.

International Labour Standards (ILS)

International legal instruments drawn up by the ILO's tripartite constituents and adopted at the ILO's annual International Labour Conference. They set out basic principles and rights at work. They can be conventions, recommendations or protocols.

Interpretive study or interpretive research

Study or research that attempts to understand phenomena through accessing the meanings participants assign to them. Interpretive research focuses on analytically disclosing those meaning-making practices, while showing how those practices configure to generate observable outcomes.

K**Knowledge, Attitude and Behaviour (KAB) study**

Type of study that seeks to understand how participating individuals gained knowledge

on specific topics (for example, occupational safety and health), heightened their attitudes with respect to those topics, and the impact of knowledge and attitudes on their behavioural change.

L

Labour inspection

A government function carried out by specially appointed inspectors who regularly visit work sites in order to establish whether legislation, rules and regulations are being complied with.

M

Member States

Countries that belong to an international organization or federation.

N

Non-standard forms of employment

Different employment arrangements that deviate from standard employment. They include temporary employment;

part-time and on-call work; temporary agency work and other multiparty employment relationships; disguised employment; dependent self-employment.

Notification (of occupational accidents and diseases)

Procedure specified in national laws and regulations which establishes the ways in which: (i) the employer or self-employed person submits information concerning occupational accidents, commuting accidents, dangerous occurrences or incidents; or (ii) the employer, the self-employed person, the insurance institution or others directly concerned submit information concerning occupational diseases.

O

Obligation

Legal duty by which a person is bound to do or not a certain action. With respect to international standards in a

convention, ILO member States that have ratified the convention must fulfil obligations specified in the convention.

Occupational accident

An occurrence arising out of or in the course of work which results in fatal or non-fatal occupational injury.

Occupational disease

A disease contracted as a result of an exposure to risk factors arising from work activity.

Occupational exposure limits

Concentration in the air of a harmful substance which does not, as far as may be judged in the light of present scientific knowledge, cause adverse health effects in workers exposed for eight to ten hours a day and 40 hours a week. It is not an absolute dividing line between harmless and harmful concentrations but merely a guide for the prevention of hazards.

Occupational health services

Services entrusted with essentially preventative functions, responsible for advising the employer, the workers and their representatives in the workplace on: (i) the requirements for establishing and maintaining a safe and healthy working environment which will facilitate optimal physical and mental health in relation to work; and (ii) the adaptation of work to the capabilities of workers in the light of their state of physical and mental health.

Occupational injury

Death or any personal injury or disease resulting from an occupational accident.

Occupational Safety and Health (OSH)

The science of the anticipation, recognition, evaluation and control of hazards arising in or from the workplace that could impair the health and wellbeing of workers, taking into account

the possible impact on the surrounding communities and the general environment.

OSH committee

A committee with workers' OSH representatives and employer's representatives established and functioning at enterprise level according to national laws, regulations and practice.

OSH culture of prevention

A culture in which the right to a safe and healthy working environment is respected at all levels, where government, 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.

OSH management system

A set of interrelated or interacting elements to establish OSH policy and objectives, and to achieve those objectives.

P

Personal protective equipment (PPE)

Equipment a worker wears as a barrier between himself or herself and the hazardous agent(s).

Protocol

Legally binding legal instrument which adds new provisions to an existing convention.

Q

Qualitative data

Data consisting of words and narratives; information that approximates or characterizes but that cannot actually be measured.

Quantitative data

Numerical data; information that can be measured and verified and is amenable to statistical manipulation.

R

Ratification

International act whereby a member State indicates its consent to be bound to a treaty if



the parties intended to show their consent by such an act.

Recommendation

International legal instrument which serve as non-binding guidelines. Recommendations often supplement a convention by providing more detailed guidelines on how it could be applied, but can also be autonomous (i.e. not linked to any convention).

Recording (of occupational accidents and diseases)

Procedure specified in national laws and regulations which establish the means by which the employer or self-employed person ensures that information be maintained on: (a) occupational accidents; (b) occupational diseases; (c) commuting accidents; and (d) dangerous occurrences and incidents.

Reporting (of occupational accidents and diseases)

Procedure specified by the employer in accordance with national laws and regulations, and in accordance with the practice at the enterprise, for the submission by workers to their immediate supervisor, the competent person, or any other specified person or body, of information on: (a) any occupational accident or injury to health which arises in the course of or in connection with work; (b) suspected cases of occupational diseases; (c) commuting accidents; and (d) dangerous occurrences and incidents.

Risk

A combination of the likelihood of an occurrence of a hazardous event and the severity of injury or damage to the health of people caused by this event.

Risk assessment

Process of evaluating the risks to safety and health arising from hazards at work.

Risk control

Process of finding appropriate measures to eliminate or minimize an identified risk.

Risk management

Process of identification, assessment and control of risks, which aims at avoiding, minimizing or eliminating them.

S

Severity rate

Indicates the consequences of occupational injuries; it is measured as the amount of time lost in relation to the total amount of time worked.

T

Temporary employment

Workers are engaged only for a specific period of time; it includes fixed-term, project- or task-based contracts, as well as seasonal or casual work, including day labour.

Treaty

International agreement made by negotiation between two or

more international actors (such as sovereign states and international organizations).

Tripartite constituents (ILO tripartite constituents)

Government, employer, and worker representatives.

W

Worker

Any person who performs work, either regularly or temporarily, for an employer.

Workers' health surveillance

Procedures and investigations to assess workers' health in order to detect and identify any abnormality. The results of surveillance should be used to protect and promote the health of the individual, collective health at the workplace, and the health of the exposed working population. Health assessment procedures may include, but are not limited to, medical examinations, biological monitoring, radiological examinations, questionnaires or a



review of health records.

Workers' OSH representative

Workers' representative elected or appointed in accordance with national laws, regulations and practice to represent workers' interests in OSH issues at the workplace.

Workers' organization (or trade union)

Democratic, self-organizing institution of working people wishing to advance their rights as workers and citizens.

Workers' representative

Any person who is recognized as such by national law or practice, whether they are trade union representatives (i.e. representatives designated or elected by trade unions or by members of such unions) or elected representatives (i.e. representatives who are freely elected by the workers of the enterprise).

Work-related disease

A disease with multiple causal agents which may include factors in the work environment.

Y

Young worker

Worker between the minimum age for employment and 24 years of age.

Young workers' organization

Organization dedicated to improving working conditions for young workers.

Youth organizations

Organization established to provide activities and socialization for young people. A youth organization can be created and run by young people themselves or by interested adults. Boy scouts are an example of youth organizations operating at local, national and international level.

References

- Alli, B. O. 2008. Fundamental principles of occupational health and safety. (Geneva: ILO).
- ILO. 1996. Recording and notification of occupational accidents and diseases. An ILO code of practice. (Geneva: ILO).
- ---. 2001. Guidelines on occupational safety and health management systems, ILO-OSH 2001. (Geneva: ILO).
- ---. 2008. Occupational injuries statistics from household surveys and establishment surveys, ILO manual on methods. (Geneva: ILO).
- ---. 2011. Labour administration and labour inspection. Report V. International Labour Conference, 100th Session, 2011. (Geneva: ILO).
- ---. 2012. Training Package on Development of a National Programme of Occupational Safety and Health. (Geneva: ILO).
- ---. 2013. Building a Preventative Safety and Health Culture. A guide to the Occupational Safety and Health Convention, 1981 (No. 155), its 2002 Protocol and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187). (Geneva: ILO).
- ---. 2013. Plan Safe, Plan Healthy: Guidelines for Developing National Programmes on Occupational Safety and Health. (Geneva: ILO).
- ---. 2013. 10 Keys for Gender Sensitive OSH Practice – Guidelines for Gender Mainstreaming in Occupational Safety and Health. (Geneva: ILO).



- ---. 2017. Challenges for the collection of reliable OSH data - Fact sheet. (Geneva: ILO).
- ---. 2017. Data Sources for Optimizing the Collection and Use of OSH data.
- ---. 2017. Towards Safety and Health for Young Workers: Knowledge, Attitudes and Behaviour of Young Workers in the Agriculture, Construction and Craft Villages Sectors in Selected Regions of Myanmar, the Philippines and Viet Nam. (Geneva: ILO).

Webpages:

- ILO. LEGOSH – Global Database on Occupational Safety and Health Legislation. Available at: <https://www.ilo.org/dyn/legosh/en/f?p=14100:1000:0::NO::>
- ILO. National profiles on occupational safety and health. Available at: https://www.ilo.org/safework/areasofwork/national-occupational-safety-and-health-systems-and-programmes/WCMS_187981/lang--en/index.htm

Workers of all ages have the right to a safe and healthy work environment. As active contributors of labour markets worldwide, young workers between the ages of 15 and 24 typically experience higher rates of work-related injuries than adult workers. Raising awareness of and ensuring compliance with occupational safety and health (OSH) standards for young workers can help reduce injuries and improve the working environment.

The ILO has prepared this self-training package in order to strengthen the capacity of governments, employers, workers (including young workers) and their organizations to improve OSH management for young workers through the assessment and implementation of strategies and actions through national OSH systems.

The Introduction	illustrates the OSH vulnerabilities faced by young workers and the International Labour Standards promoting OSH for young workers
Module 1	presents an overview of a national OSH framework (OSH policy, system, profile, and programme) and how such a framework can support OSH for young workers
Module 2	describes how to assess the national context and develop practical strategies and actions to improve OSH for young workers
Module 3	outlines a basic framework for identifying hazards and managing risks facing young workers in the workplace
The Appendices	contain additional information related to OSH for young workers

As a self-training package, the reader is encouraged to apply what they are learning through a range of activities, quizzes, a learning journal and action guides. All of these learning tools are designed to encourage the reader to develop and act on practical ways to improve OSH for young workers, and thereby ensuring safer and healthier work for all.



LEARN MORE