

Safe and healthy workplaces

Making decent work a reality

The ILO Report for World Day for Safety and Health at Work
Geneva, 2007

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Introduction

On 28 April, the ILO World Day for Safety and Health at Work will be celebrated. Governments, employers and workers will together raise awareness of the benefits of safe, healthy and decent work. Ministers will make speeches, experts will discuss best practices and many people will participate in public events. They will all be promoting the importance of safe, healthy and decent work.

Safe work is at the heart of the ILO's Decent Work Agenda. The Agenda represents the ILO's strategy for governing globalization, promoting sustainable development, eradicating poverty, and ensuring that people can work in dignity and safety. Safe and healthy work¹ is essential to achieving all four of the strategic objectives that make up the Decent Work Agenda:

1. International labour standards and fundamental principles and rights at work
2. Decent employment
3. Social protection for all
4. Tripartism and social dialogue

Many of the *international standards* created since the ILO was founded in 1919 address issues related to occupational safety and health. *Work* can only be decent if it is safe and healthy. Occupational safety and health falls squarely into the category of *social protection*. And successful *social dialogue* is one of the key tools in making work safe and healthy. This report will go on to develop in more detail the place of occupational safety and health in the realization of the Decent Work Agenda, related to each of these four objectives in turn.

In 2005 it was estimated that, globally, about 2.2 million people die every year from occupational accidents and diseases,² representing approximately a ten per cent increase on previous estimates. Some 270 million workers suffer serious non-fatal injuries and another 160 million workers suffer from short or long term illness from work-related causes. The total costs of such accidents and ill health have been estimated by the ILO to amount to approximately four per cent of the world's gross domestic product, an amount that is over 20 times greater than official development assistance. Meanwhile, there are also areas of improvement. For example, in Thailand the accident rate fell from 40 per 1,000 workers in 1997 to 29 accidents per 1,000 in 2004.³

Most accidents, however, are preventable. Sound prevention, supported by appropriate reporting and inspection practices and guided by ILO Conventions, Recommendations and Codes of Practice on occupational safety and health, needs to be implemented systematically at the national and enterprise level. It is this systematic approach that the ILO has developed in a new Convention adopted by the International Labour Conference in June 2006. The Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) establishes a framework within which

¹ The term "healthy work" is used in this paper in the sense as defined in the Occupational Safety and Health Convention, 1981 (No. 155): "(e) the term health, in relation to work, indicates not merely the absence of disease or infirmity; it also includes the physical and mental elements affecting health which are directly related to safety and hygiene at work".

² *Introductory Report: Decent Work - Safe Work*, ILO: Geneva, 2005.

³ See Chavalitnitikul, Chaiyuth: "Development of occupational safety and health management system in Thailand", in *Asian-Pacific Newsletter on Occupational Safety and Health* 2 (12), July 2005: National occupational health and safety programmes and labour inspection.

occupational safety and health can be promoted. Its objective is to foster political commitments to develop, in a tripartite context, national strategies:

- to promote continuous improvement of occupational safety and health to prevent occupational injuries, diseases and deaths;
- to take active steps towards achieving progressively a safe and healthy working environment; and
- to periodically consider what measures could be taken to ratify⁴ relevant occupational safety and health Conventions of the ILO.

It also stresses the importance of the continuous promotion of a preventative safety and health culture, defined in the Convention as one 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.”

Together with the ILO Global Strategy on Occupational Safety and Health, adopted by the International Labour Conference in 2003, this new Convention is a key tool in reducing work-related accidents and ill-health and thus contributing to the realization of the ILO’s Decent Work Agenda.

1. International labour standards and fundamental principles and rights at work

International labour standards on occupational safety and health provide essential tools for governments, employers, and workers to establish practices that provide for improved safety at work. Standards are legal instruments, which may take the form of Conventions or Recommendations, drawn up by the ILO’s constituents (governments, employers and workers) setting out basic principles and rights at work. The ILO has adopted more than 40 standards and over 40 Codes of Practice specifically dealing with occupational safety and health. In addition to the Occupational Safety and Health Convention, 1981 (No. 155) and the Occupational Health Services Convention, 1985 (No. 161) that cover core concepts of occupational safety and health, there are Conventions on protection against specific risks as well as Conventions on health and safety in particular branches of economic activities. There is a list of ILO Conventions relevant to occupational safety and health in Annex 1.

To oversee the application of ILO labour standards, there is a system of supervisory bodies consisting of the Committee of Experts on the Application of Conventions and Recommendations, and the Conference Committee on the Application of Standards. They regularly examine the application of international labour standards in ILO member States. Representation and complaints procedures can also be initiated against states that fail to comply with conventions they have ratified.

⁴ ILO member states are required to submit any Convention adopted at the International Labour Conference to their national competent authority for the enactment of relevant legislation or other action, including ratification. Ratification is a formal procedure whereby a state accepts the Convention as a legally binding instrument. Once it has ratified a Convention, a country is subject to the ILO’s regular supervisory system responsible for ensuring that the Convention is applied.

A promotional framework for occupational safety and health

In June 2006, the International Labour Conference adopted the Promotional Framework for Occupational Safety and Health Convention (No. 187). As a framework Convention, it is designed to provide for a coherent and systematic treatment of occupational safety and health. The Promotional Framework may also serve to promote recognition of existing Conventions, such as those mentioned above.

The new Convention requires member States to promote continuous improvement of occupational safety and health in order to prevent occupational injuries, diseases and deaths. It foresees three main tools to achieve this aim:

1. a national policy;
2. a national system;
3. a national programme.

According to the Convention, the national *policy* should serve to promote a safe and healthy working environment. Its delivery is ensured by an infrastructure known as the national *system* for occupational safety and health. The system should consist of institutional mechanisms, such as laws, regulations and responsible authorities, as well as activities such as the provision of both tripartite and technical information and advice, training and education, occupational health services, research, and the collection of data on accidents and diseases. Against this background, a national *programme* should be developed, consisting of a predetermined time frame, priorities and means of action formulated to improve occupational safety and health, and crucially some means of assessing progress.⁵

Policy, system and programme need to be developed in consultation with the most representative organizations of employers and workers and should take into account the principles set out in ILO standards. The accompanying Recommendation to the new Convention (the Promotional Framework for Occupational Safety and Health Recommendation, 2006 (No. 197)) contains more specifications on national policies, systems, programmes and profiles.⁶ It also calls on member States to take into account the ILO instruments relevant to the Promotional Framework for Occupational Safety and Health as listed in the Annex of the Recommendation.⁷

The right to organize and form employers' and workers' organizations is naturally the prerequisite for sound collective bargaining and social dialogue. Respect for the principles of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) are thus preconditions for successful consultation with the social partners.

Many countries already have elements of the systematic approach outlined in the Convention, showing that the suggested measures build on previous experience (see the boxes on Singapore and Kazakhstan). By systematizing occupational safety and health at the national level in this way, countries will be able to have a more coherent response to occupational safety and health issues and to use scarce resources in a more effective way.

⁵ For more details on these tools, please see the full text of the Convention in Annex 2. It can also be found on the ILOLEX database, available at <http://www.ilo.org/ilolex/index.htm>.

⁶ The full text of the Recommendation is in Annex 3. It can also be found on the ILOLEX database, available at <http://www.ilo.org/ilolex/index.htm>.

⁷ This list features as Annex 1 of this report.

The net improvement in occupational safety and health services will contribute to making decent work a reality, meaning more workers doing their jobs in safety.

Good practice in Singapore

Singapore's Ministry of Manpower has recently formulated a new occupational safety and health framework, with the ultimate aim of eliminating work-related deaths. In the shorter term, it hopes to first reduce deaths attributable to work by a third in five years, and then by half within a decade, or sooner. To achieve this, it has passed a new Workplace Safety and Health Act (March 2006), which obliges companies to establish an occupational safety and health management system, identify and manage risks at work, and to foster a preventative safety and health culture. As well as reinforcing the Labour Inspectorate, Singapore has set up a Workplace Safety and Health Advisory Committee comprising leaders from across major industry sectors, unions and academia to strengthen industry self-regulation. Singapore also celebrates National Occupational Safety and Health Week at the end of April each year, to coincide with the ILO's World Day for Safety and Health at Work on 28 April.

Implementing Convention 187 in Kazakhstan

Inspired by the ILO systematic approach, Kazakhstan asked for consultation and advice on modernising its occupational safety and health law and the development of its labour inspectorate. A new occupational safety and health law was adopted by the parliament in March 2004. Based on a national occupational safety and health profile, the national occupational safety and health programme for 2005-07 was approved after tripartite consultations. The programme aims to implement an occupational safety and health management system (ILO-OSH 2001) in enterprises to decrease the level of occupational accidents by 3 % and the loss of working hours by 5 % before 2007. The ILO was invited to perform a Labour Inspection Audit in 2005, the recommendations of which are being implemented. Kazakhstan has, jointly with the ILO, invited the countries of Central Asia to annual tripartite seminars to share experience. The most recent one of these, held in November 2006, focused on the Safety and Health in Construction Convention, 1988 (No. 167), which Kazakhstan aims to ratify in the first part of 2007. Ratification of the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) is in the pipeline. Kazakhstan is actively promoting the World Day for Safety and Health at Work on 28 April with country-wide events, TV clips and safety videos in both Kazakh and Russian.

Labour inspection

However well standards, policies, systems and programmes may be drafted, without proper implementation, they remain just pieces of paper. Labour inspection plays a role in the application of standards, policies, systems and programmes, as it can either confirm that action on the ground is taking place as foreseen, or identify shortfalls and means of resolving any problems. It can also, as appropriate, use sanctions to enforce correct implementation.

Both employers' and workers' representatives agree that effective labour inspection is good for the safety and health of workers. It is an indispensable component of a national occupational safety and health system, and works best as part of a tripartite approach to labour relations and in this way contributes to the Decent Work Agenda.

2. Decent employment

Working out of poverty is a key component of the ILO's Decent Work Agenda, and improving working conditions can contribute to this. Many of the world's poorest workers endure the most unhygienic and least safe working conditions. Improving this situation will improve their lot, and can also lead to leaps in productivity. This section explores the benefits that safe, healthy and decent work can have for the individual and for the local and national economy.

The relationship between safety and health and different forms of employment

Recent growth in a variety of forms of employment, such as working from home, outsourcing or short-term employment contracts, has brought with it differences in working conditions. In terms of safety and health, it may mean poorer provisions and higher accident rates.⁸ However, with adequate training, higher awareness of workers' rights and good occupational safety and health management systems in place, improvements in the current situation may be possible.

Three main groups of workers may be highlighted: workers in precarious employment, in informal employment, and in small and medium enterprises (SMEs). Many of these workers are at the lower end of the income scale. In some cases, however, 'hazard pay' is practised. When a hazard is present at work, the priority should be to remove it, where possible. In the case of hazard pay, instead of the hazard being removed, workers are compensated for unsafe working conditions with extra pay. In such cases, if it is not possible to remove the hazard, it is important that workers are sufficiently protected and trained to deal with the hazards.

Workers in these three groups are often at higher risk than their colleagues in other forms of employment. This is often due to lack of training, not knowing about risks, unawareness of rights and is compounded by the general absence of safety awareness in society. Among informal workers, it is also a result of widespread poverty, since generally unhealthy and unsanitary living conditions (which are also often working conditions) are additional risk factors.

Three ILO programmes provide guidance and training on improving working conditions for these workers: Work Improvements in Small Enterprises (WISE), and its sister programmes Work Improvement in Neighbourhood Development (WIND) for agricultural communities, and Work Improvements for Safe Homes (WISH) for homeworkers. In small and medium sized enterprises, the use of occupational safety and health management systems, including the key role attributed to trade unions, can help improve the situation.

The relationship between safety and health and productivity

The ILO has long held the belief that safe and healthy work is one way to improve productivity, and therefore to contribute to the development aim of reducing poverty.

⁸ See Dorman, Peter: *The Economics of Safety, Health, and Well-Being at Work: An Overview*. Geneva, 2000.

Poor occupational safety and health conditions detract from productivity because work-related accidents or diseases are very costly and can have many serious direct and indirect effects on the lives of workers, their families and employers. These costs are summarized in the following table:

Examples of direct and indirect costs of occupational accidents and ill-health at enterprise level

Direct costs

- Disruption to business and ongoing lost production from worker absence
- Worker's lost wages and possible costs of retraining for a different job
- First aid, medical and rehabilitation costs
- Insurance costs and possibly higher future premiums
- Costs of compensation
- Any fines or legal proceedings following the accident/case of ill-health
- Replacing or repairing any damaged equipment

Indirect costs

- Management time in subsequent investigation, perhaps jointly with the enforcing authority (e.g. labour inspectorate) and other administrations
- Costs of retraining someone else for the job, and possible recruitment of replacement worker
- Poorer long-term worker employability because of injury
- "Human costs" – loss of quality of life and general welfare
- Lower motivation to work and workforce morale, increased absenteeism
- Poorer enterprise reputation and client and public relations
- Damage to the environment (e.g. from chemical incidents)⁹

Conversely good occupational safety and health provisions are beneficial for productivity, both at the enterprise level and at the national level. A study by the Health and Safety Executive (HSE), the United Kingdom's tripartite occupational safety and health institution, was able to demonstrate productivity benefits in 20 major enterprises. The results of the study are summarized in the following table:

The business of health and safety – Case studies, Health and Safety Executive, United Kingdom: Summary of benefits.

By taking positive steps to prevent accidents and ill-health, several business benefits were gained over periods of one or more years, including:

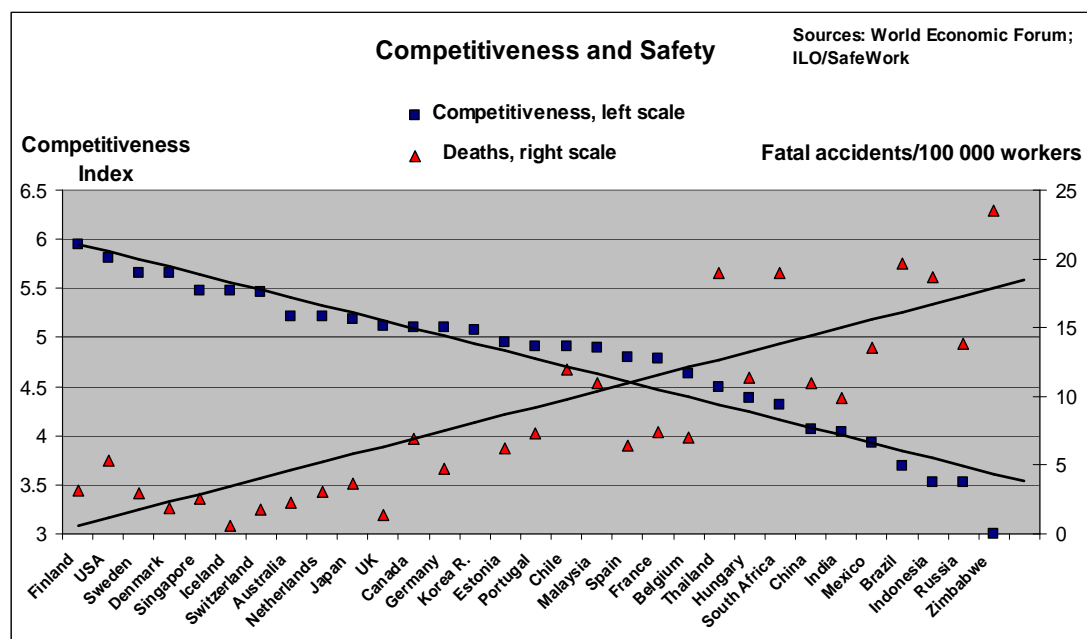
- Absenteeism rates were greatly reduced
- Productivity was improved
- Significant sums of money were saved through better plant maintenance
- Compensation claims and insurance costs were considerably reduced
- Client and supplier relationships were improved and company "image" and reputation were enhanced
- Contract pre-qualification scores were increased
- Employees were happier, with higher levels of morale, motivation and concentration at work
- Employee retention was improved¹⁰

⁹ From the ILO's Governing Body Paper GB.295/ESP/3, March 2006: Occupational safety and health: Synergies between security and productivity.

¹⁰ Based on a table in the ILO's Governing Body Paper GB.295/ESP/3, March 2006: Occupational safety and health: Synergies between security and productivity.

While this study covered larger companies, productivity in smaller enterprises and the informal economy can be increased through the introduction of simple and inexpensive measures related to occupational safety and health. These may include measures such as involvement and consultations with workers and their representatives, and providing improvements such as workshop lighting, good housekeeping and ergonomics.¹¹

At the national level, a comparison of national competitiveness and levels of safety at work clearly shows that better occupational safety and health conditions mean better national productivity. The graph below shows that the most competitive economies have the best occupational safety and health records, and vice versa.



Good occupational safety and health therefore contributes to the Decent Work Agenda by improving productivity at the national level as well as in individual enterprises or organizations.

3. Social protection for all

The ILO takes a very broad perspective on social protection. For the ILO, social protection corresponds to a set of tools, instruments, policies which, through government action and constant social dialogue, aim at ensuring that men and women enjoy working conditions which are not only not harmful, but as safe as possible, which permit access to adequate social and medical services and allow for adequate compensation in case of lost or reduced income, whether it be due to sickness, unemployment, maternity, invalidity, loss of breadwinner or old age. As such, occupational safety and health occupies a central position within the scope of social protection.

¹¹ From the ILO's Governing Body Paper GB.295/ESP/3, March 2006: Occupational safety and health: Synergies between security and productivity. The ILO's WISE and WIND programmes have been very successful in providing practical assistance for improving occupational safety and health in SMEs and the informal economy. See their websites for more information:
<http://www.ilo.org/public/english/protection/condtrav/workcond/wise/wise.htm>
<http://www.ilo.org/public/english/protection/condtrav/workcond/agriwork/agricult.htm>

National preventative safety and health culture

Providing good occupational safety and health measures is an integral part of social protection. A good way of ensuring that measures are not only in place, but that they are respected, is to install a national preventative safety and health culture as defined in the Introduction.

Building and maintaining a “national preventative safety and health culture” means increasing general awareness, knowledge and understanding of the concepts of hazard and risk, starting from the age of basic education and continuing throughout working life. Such a culture requires the development of practices that contribute to the prevention and control of risks at all levels. It should include the promotion of safety consciousness in general and an openness to build on lessons learned. It can be significantly enhanced by strong leadership and visible commitments to high standards of occupational safety and health. Such a culture can make a contribution to creating decent work by encouraging respect for workers’ safety and dignity.

The Promotional Framework for Occupational Safety and Health Recommendation (No. 197) suggests that in promoting a national preventative safety and health culture governments, and employers’ and workers’ organizations should seek to raise workplace and public awareness of occupational safety and health through national campaigns, by promoting education and training, exchanging health statistics, facilitate cooperation, promoting joint safety and health committees and designating workers’ safety and health representatives as well as addressing constraints of micro-enterprises and small and medium sized enterprises in the implementation of safety and health policies.

ILO-OSH 2001

In order to achieve a safe and healthy work environment in all working circumstances, the ILO has developed the Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001). The guidelines provide employers with a systematic tool to help protect workers from hazards and eliminate work-related injuries, ill health, diseases, accidents and deaths. They reflect ILO values such as tripartism and relevant international standards on occupational safety and health. The Management System Guidelines include five key steps: Policy, Organizing, Planning and implementation, Evaluation and Action for improvement.



In the new Convention, these steps are transposed to the national level, to form the Convention’s three main tools: national policy, national system and national programme. The following table shows how the elements of the management systems approach compare with the national approach in the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187):

Comparison of the main elements of a management systems approach to occupational safety and health at the enterprise and national levels

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

Education, training and information

Education, training and information are fundamental elements in the promotion of occupational safety and health. Coupled with appropriate and adequate information, education and training in occupational safety and health should lead to positive changes in the working environment for the benefit of all - workers, enterprises and society as a whole.

Moving from theory to practice is a critical step in making workplaces safer and healthier. Based on appropriate information and designed for continual improvement, education and training efforts need to focus on the integration of safety and health practice into all activities throughout an enterprise. Positive practices need to be reinforced. New or revised practices, which benefit the workers and the enterprise or organization, may need to be established, reflecting up-to-date information and good practices.

Governments, employers and workers should commit themselves to address the issues of education, training and lifelong learning - governments by investing and creating the conditions to enhance education and training at all levels; enterprises by training their employees; individuals by making use of education, training and lifelong learning opportunities.

Governments, employers and workers should play a direct role in structuring goals, objectives and methods of learning. Cultural, social, economic and environmental factors need to be integrated into education and training designs. The outcome of this process will determine whether the information presented will be transformed into action that will create safer and healthier workplaces.

The ILO-OSH 2001 Guidelines highlight the need for training and education in occupational safety and health. In particular they point out that all members of an organization or enterprise should receive appropriate training, and that this training needs to be refreshed at regular intervals. As research and technology progress, information and practices from previous training can become outmoded, or simply forgotten. The Guidelines also recommend that training should be provided to all participants at no cost and that the training should take place during working hours, where this is possible. Employers have a duty to provide adequate training, and workers should attend the training and apply what they learn.

As far as information is concerned, access to good quality information in an appropriate form is in many cases a prerequisite for safe and healthy practices, measures

and policy. The most important kinds of information on occupational safety and health needed by workers, management and safety practitioners are as follows:

- National and supranational legislation, international labour standards, and guidance documents on the implementation of all of these
- Guidance documents on good occupational safety and health practice, technical standards, data sheets
- Accident and disease statistics at the national and international level
- Guidance on risk assessment techniques
- Research papers and reports on risks present in the enterprise
- Relevant educational and training tools

The Internet can also be a useful resource for locating information on occupational safety and health matters. However, not all information on the Internet is of equal validity or thoroughness and access to such new technology is not equitably distributed.

The best approach is to go to national occupational safety and health information institutions. The ILO International Occupational Safety and Health Information Centre (CIS)¹² hosts an international network of over 140 institutions, known as CIS Centres. These Centres collect, process and disseminate useful information on occupational safety and health relevant to governments, employers and workers in all sectors of the economy.

¹³

4. Tripartism and social dialogue

Social dialogue between employers, workers and governments has been shown to be one of the key tools in making work safe and healthy. Studies have repeatedly shown that successful social dialogue makes work safer. One researcher even concluded that “Injury rates can be reduced by allowing for co-determination regarding health and safety, even in situations where industrial relations may be otherwise characterized as adversarial”.¹⁴ Respect for the principle of freedom of association and the effective recognition of the right to collective bargaining is a core ILO value,¹⁵ as stated in the ILO Declaration on Fundamental Principles and Rights at Work.¹⁶ Through the contribution that social dialogue can make to improving occupational safety and health, it is an important part of the Decent Work Agenda.

¹² CIS is the acronym from the French name: Centre international d’informations de sécurité et de santé au travail.

¹³ See www.ilo.org/cis which is both a portal to OSH information centres around the world and a genuine source of useful information itself.

¹⁴ Litwin, Adam Seth: *Trade unions and industrial injury in Great Britain*. London School of Economics (LSE) discussion paper DP0486. LSE Centre for Economic Performance: London, 2000.

¹⁵ It is particularly enshrined in the following ILO Conventions: the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).

¹⁶ The text of the Declaration can be found on the following web site: www.ilo.org/declaration.

Effective management of occupational safety and health

Effective management of occupational safety and health issues can best be achieved by a systematic approach, as recommended in ILO-OSH 2001. An effective safety and health system requires joint commitment between the competent authority, employers, workers and their representatives. As stipulated in the Occupational Safety and Health Convention, 1981 (No. 155), the overall responsibility for providing a safe and healthy working environment rests with the employer, while at the same time workers have a duty to cooperate with the employer in implementing the occupational safety and health programme, and in respecting and applying procedures and other instructions designed to protect them and others present at the workplace from exposure to occupational hazards. Employers should demonstrate commitment to occupational safety and health by putting in place a documented programme. This programme, available to workers and their representatives, should address the principles of prevention, hazard identification, risk assessment and control, information and training.

There are many different models for ensuring the participation of workers and their representatives in occupational safety and health systems. They may vary from safety and health committees to union representatives to works councils, or other joint structures. Worker participation, as well as being an underlying ILO principle, is particularly effective when it comes to prevention in the field of occupational safety and health. This is because the workers doing the job, through their practical experience of the activity itself, are often in the best position to identify hazards and solutions.

ILO-OSH 2001 puts the participation of workers and their representatives at the heart of a systems approach to occupational safety and health management. It clearly identifies the employer's responsibility to ensure that workers are consulted, informed and trained on all aspects of occupational safety and health. It also requires the employer to enable full and effective worker participation, by ensuring that workers have sufficient time and resources to do so. While other models are possible, the Guidelines particularly recommend joint safety and health committees as a mechanism for worker participation in the management of occupational safety and health.

Corporate social responsibility and social dialogue

Many employers recognize that good worker relations and good occupational safety and health are essential and interlinked components of their company's policy as well as its image and business success. They are seen as integral to successful corporate social responsibility (CSR).

The ILO Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy¹⁷ calls for the highest national standards on occupational safety and health to be applied in multinational enterprises and for matters relating to safety and health to be included in agreements with the representatives of the workers and their organizations, where appropriate.

More recently, international framework agreements are being made between management and worker representatives which fulfil both parties' interests in improving working conditions and improving business prospects while at the same time promoting socially responsible actions. Occupational safety and health is often part of these agreements, such as in the Agreement on Corporate Social Responsibility and International Industrial Relations signed between the Lafarge Group and the international

¹⁷ Accessible at <http://www.ilo.org/public/english/employment/multi/tripartite/declaration.htm>

trade union federations IFBWW, ICEM and WFBW.¹⁸ Its health and safety clause reads: “A safe and healthy working environment shall be provided (ILO Convention 155). Best occupational health and safety practices shall be followed and shall be in compliance with the ILO Guidelines for Occupational Health Management Systems. All workers shall be given training on occupational hazards and shall have the means of preventing them.”¹⁹

5. Conclusion

On 28 April this year, many thousands of representatives of governments, employers and workers will be celebrating the ILO’s World Day for Safety and Health at Work. They will be considering how to make their contribution to the Decent Work Agenda by improving working conditions and making work in their areas safe and healthy. One course of action open to all is to promote the ratification of the new Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and other ILO standards related to occupational safety and health. Governments may contribute by taking the first steps towards ratification. With this legal framework in place, a systematic, coherent and tripartite approach to occupational safety and health will be part of the way forward towards decent work.

¹⁸ The International Federation of Building and Wood Workers, the International Federation of Chemical, Energy, Mine and General Workers’ Unions, and the World Federation of Building and Woodworkers’ Unions respectively.

¹⁹ See the full text of the agreement at <http://www.bwint.org/default.asp?Index=75&Language=EN>

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7. Annex 1: ILO Instruments relevant to the Promotional Framework for Occupational Safety and Health

The full text of the Conventions and Recommendations is available on the Internet at:
<http://www.ilo.org/ilolex/english/index.htm>

I. CONVENTIONS

Labour Inspection Convention, 1947 (No. 81)
Radiation Protection Convention, 1960 (No. 115)
Hygiene (Commerce and Offices) Convention, 1964 (No. 120)
Employment Injury Benefits Convention, 1964 (No. 121)
Labour Inspection (Agriculture) Convention, 1969 (No. 129)
Occupational Cancer Convention, 1974 (No. 139)
Working Environment (Air Pollution, Noise and Vibration) Convention, 1977 (No. 148)
Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152)
Occupational Safety and Health Convention, 1981 (No. 155)
Occupational Health Services Convention, 1985 (No. 161)
Asbestos Convention, 1986 (No. 162)
Safety and Health in Construction Convention, 1988 (No. 167)
Chemicals Convention, 1990 (No. 170)
Prevention of Major Industrial Accidents Convention, 1993 (No. 174)
Safety and Health in Mines Convention, 1995 (No. 176)
Protocol of 1995 to the Labour Inspection Convention, 1947 (No. 81)
Safety and Health in Agriculture Convention, 2001 (No. 184)
Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (No. 155)

II. RECOMMENDATIONS

Labour Inspection Recommendation, 1947 (No. 81)
Labour Inspection (Mining and Transport) Recommendation, 1947 (No. 82)
Protection of Workers' Health Recommendation, 1953 (No. 97)
Welfare Facilities Recommendation, 1956 (No. 102)
Radiation Protection Recommendation, 1960 (No. 114)
Workers' Housing Recommendation, 1961 (No. 115)
Hygiene (Commerce and Offices) Recommendation, 1964 (No. 120)
Employment Injury Benefits Recommendation, 1964 (No. 121)
Labour Inspection (Agriculture) Recommendation, 1969 (No. 133)
Occupational Cancer Recommendation, 1974 (No. 147)
Working Environment (Air Pollution, Noise and Vibration) Recommendation, 1977 (No. 156)
Occupational Safety and Health (Dock Work) Recommendation, 1979 (No. 160)
Occupational Safety and Health Recommendation, 1981 (No. 164)
Occupational Health Services Recommendation, 1985 (No. 171)
Asbestos Recommendation, 1986 (No. 172)
Safety and Health in Construction Recommendation, 1988 (No. 175)
Chemicals Recommendation, 1990 (No. 177)
Prevention of Major Industrial Accidents Recommendation, 1993 (No. 181)
Safety and Health in Mines Recommendation, 1995 (No. 183)
Safety and Health in Agriculture Recommendation, 2001 (No. 192)
List of Occupational Diseases Recommendation, 2002 (No. 194)

8. Annex 2: Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)

The General Conference of the International Labour Organization,
Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Ninety-fifth Session on 31 May 2006,
Recognizing the global magnitude of occupational injuries, diseases and deaths, and the need for further action to reduce them, and
Recalling that the protection of workers against sickness, disease and injury arising out of employment is among the objectives of the International Labour Organization as set out in its Constitution, and
Recognizing that occupational injuries, diseases and deaths have a negative effect on productivity and on economic and social development, and
Noting paragraph III(g) of the Declaration of Philadelphia, which provides that the International Labour Organization has the solemn obligation to further among the nations of the world programmes which will achieve adequate protection for the life and health of workers in all occupations, and
Mindful of the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-Up, 1998, and
Noting the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Safety and Health Recommendation, 1981 (No. 164), and other instruments of the International Labour Organization relevant to the promotional framework for occupational safety and health, and
Recalling that the promotion of occupational safety and health is part of the International Labour Organization's agenda of decent work for all, and
Recalling the Conclusions concerning ILO standards-related activities in the area of occupational safety and health - a global strategy, adopted by the International Labour Conference at its 91st Session (2003), in particular relating to ensuring that priority be given to occupational safety and health in national agendas, and
Stressing the importance of the continuous promotion of a national preventative safety and health culture, and
Having decided upon the adoption of certain proposals with regard to occupational safety and health, which is the fourth item on the agenda of the session, and
Having determined that these proposals shall take the form of an international Convention;
adopts this fifteenth day of June of the year two thousand and six the following Convention, which may be cited as the Promotional Framework for Occupational Safety and Health Convention, 2006.

I. DEFINITIONS

Article 1

For the purpose of this Convention:

- (a) the term ***national policy*** refers to the national policy on occupational safety and health and the working environment developed in accordance with the principles of Article 4 of the Occupational Safety and Health Convention, 1981 (No. 155);
- (b) the term ***national system for occupational safety and health*** or ***national system*** refers to the infrastructure which provides the main framework for implementing the national policy and national programmes on occupational safety and health;
- (c) the term ***national programme on occupational safety and health*** or ***national programme*** 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 means to assess progress;
- (d) the term ***a national preventative safety and health culture*** refers to 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.

II. OBJECTIVE

Article 2

1. Each Member which ratifies this Convention shall promote continuous improvement of occupational safety and health to prevent occupational injuries, diseases and deaths, by the development, in consultation with the most representative organizations of employers and workers, of a national policy, national system and national programme.
2. Each Member shall take active steps towards achieving progressively a safe and healthy working environment through a national system and national programmes on occupational safety and health by taking into account the principles set out in instruments of the International Labour Organization (ILO) relevant to the promotional framework for occupational safety and health.

3. Each Member, in consultation with the most representative organizations of employers and workers, shall periodically consider what measures could be taken to ratify relevant occupational safety and health Conventions of the ILO.

III. NATIONAL POLICY

Article 3

1. Each Member shall promote a safe and healthy working environment by formulating a national policy.
2. Each Member shall promote and advance, at all relevant levels, the right of workers to a safe and healthy working environment.
3. In formulating its national policy, each Member, in light of national conditions and practice and in consultation with the most representative organizations of employers and workers, shall promote basic principles such as assessing occupational risks or hazards; combating occupational risks or hazards at source; and developing a national preventative safety and health culture that includes information, consultation and training.

IV. NATIONAL SYSTEM

Article 4

1. Each Member shall establish, maintain, progressively develop and periodically review a national system for occupational safety and health, in consultation with the most representative organizations of employers and workers.
2. The national system for occupational safety and health shall include among others:
 - (a) laws and regulations, collective agreements where appropriate, and any other relevant instruments on occupational safety and health;
 - (b) an authority or body, or authorities or bodies, responsible for occupational safety and health, designated in accordance with national law and practice;
 - (c) mechanisms for ensuring compliance with national laws and regulations, including systems of inspection; and
 - (d) 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.
3. The national system for occupational safety and health shall include, where appropriate:
 - (a) a national tripartite advisory body, or bodies, addressing occupational safety and health issues;
 - (b) information and advisory services on occupational safety and health;
 - (c) the provision of occupational safety and health training;
 - (d) occupational health services in accordance with national law and practice;
 - (e) research on occupational safety and health;
 - (f) a mechanism for the collection and analysis of data on occupational injuries and diseases, taking into account relevant ILO instruments;
 - (g) provisions for collaboration with relevant insurance or social security schemes covering occupational injuries and diseases; and
 - (h) 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.

V. NATIONAL PROGRAMME

Article 5

1. Each Member shall formulate, implement, monitor, evaluate and periodically review a national programme on occupational safety and health in consultation with the most representative organizations of employers and workers.
2. The national programme shall:
 - (a) promote the development of a national preventative safety and health culture;
 - (b) contribute to the protection of workers by eliminating or minimizing, so 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;
 - (c) be formulated and reviewed on the basis of analysis of the national situation regarding occupational safety and health, including analysis of the national system for occupational safety and health;
 - (d) include objectives, targets and indicators of progress; and
 - (e) be supported, where possible, by other complementary national programmes and plans which will assist in achieving progressively a safe and healthy working environment.
3. The national programme shall be widely publicized and, to the extent possible, endorsed and launched by the highest national authorities.

9. Annex 3: Promotional Framework for Occupational Safety and Health Recommendation, 2006 (No. 197)

The General Conference of the International Labour Organization,
Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Ninety-fifth Session on 31 May 2006,
Having decided upon the adoption of certain proposals with regard to occupational safety and health, which is the fourth item on the agenda of the session, and
Having determined that these proposals shall take the form of a Recommendation supplementing the Promotional Framework for Occupational Safety and Health Convention, 2006 (hereinafter referred to as "the Convention");
adopts this fifteenth day of June of the year two thousand and six the following Recommendation, which may be cited as the Promotional Framework for Occupational Safety and Health Recommendation, 2006.

I. NATIONAL POLICY

1. The national policy formulated under Article 3 of the Convention should take into account Part II of the Occupational Safety and Health Convention, 1981 (No. 155), as well as the relevant rights, duties and responsibilities of workers, employers and governments in that Convention.

II. NATIONAL SYSTEM

2. In establishing, maintaining, progressively developing and periodically reviewing the national system for occupational safety and health defined in Article 1(b) of the Convention, Members:

(a) should take into account the instruments of the International Labour Organization (ILO) relevant to the promotional framework for occupational safety and health listed in the Annex to this Recommendation, in particular the Occupational Safety and Health Convention, 1981 (No. 155), the Labour Inspection Convention, 1947 (No. 81) and the Labour Inspection (Agriculture) Convention, 1969 (No. 129); and

(b) may extend the consultations provided for in Article 4(1) of the Convention to other interested parties.

3. With a view to preventing occupational injuries, diseases and deaths, the national system should provide appropriate measures for the protection of all workers, in particular, workers in high-risk sectors, and vulnerable workers such as those in the informal economy and migrant and young workers.

4. Members should take measures to protect the safety and health of workers of both genders, including the protection of their reproductive health.

5. In promoting a national preventative safety and health culture as defined in Article 1(d) of the Convention, Members should seek:

(a) to raise workplace and public awareness on occupational safety and health through national campaigns linked with, where appropriate, workplace and international initiatives;

(b) to promote mechanisms for delivery of occupational safety and health education and training, in particular for management, supervisors, workers and their representatives and government officials responsible for safety and health;

(c) to introduce occupational safety and health concepts and, where appropriate, competencies, in educational and vocational training programmes;

(d) to facilitate the exchange of occupational safety and health statistics and data among relevant authorities, employers, workers and their representatives;

(e) to provide information and advice to employers and workers and their respective organizations and to promote or facilitate cooperation among them with a view to eliminating or minimizing, so far as is reasonably practicable, work-related hazards and risks;

(f) to promote, at the level of the workplace, the establishment of safety and health policies and joint safety and health committees and the designation of workers' occupational safety and health representatives, in accordance with national law and practice; and

(g) to address the constraints of micro-enterprises and small and medium-sized enterprises and contractors in the implementation of occupational safety and health policies and regulations, in accordance with national law and practice.

6. Members should promote a management systems approach to occupational safety and health, such as the approach set out in the Guidelines on occupational safety and health management systems (ILO-OSH 2001).

III. NATIONAL PROGRAMME

7. The national programme on occupational safety and health as defined in Article 1(c) of the Convention should be based on principles of assessment and management of hazards and risks, in particular at the workplace level.

8. The national programme should identify priorities for action, which should be periodically reviewed and updated.

9. In formulating and reviewing the national programme, Members may extend the consultations provided for in Article 5(1) of the Convention to other interested parties.

10. With a view to giving effect to the provisions of Article 5 of the Convention, the national programme should actively promote workplace prevention measures and activities that include the participation of employers, workers and their representatives.

11. The national programme on occupational safety and health should be coordinated, where appropriate, with other national programmes and plans, such as those relating to public health and economic development.

12. In formulating and reviewing the national programme, Members should take into account the instruments of the ILO relevant to the promotional framework for occupational safety and health, listed in the Annex to this Recommendation, without prejudice to their obligations under Conventions that they have ratified.

IV. NATIONAL PROFILE

13. Members should prepare and regularly update a national profile which summarizes the existing situation on occupational safety and health and the progress made towards achieving a safe and healthy working environment. The profile should be used as a basis for formulating and reviewing the national programme.

14. (1) The national profile on occupational safety and health should include information on the following elements, as applicable:

- (a) laws and regulations, collective agreements where appropriate, and any other relevant instruments on occupational safety and health;
- (b) the authority or body, or the authorities or bodies, responsible for occupational safety and health, designated in accordance with national law and practice;
- (c) the mechanisms for ensuring compliance with national laws and regulations, including the systems of inspection;
- (d) 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;
- (e) the national tripartite advisory body, or bodies, addressing occupational safety and health issues;
- (f) the information and advisory services on occupational safety and health;
- (g) the provision of occupational safety and health training;
- (h) the occupational health services in accordance with national law and practice;
- (i) research on occupational safety and health;
- (j) the mechanism for the collection and analysis of data on occupational injuries and diseases and their causes, taking into account relevant ILO instruments;
- (k) the provisions for collaboration with relevant insurance or social security schemes covering occupational injuries and diseases; and
- (l) 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.

(2) In addition, the national profile on occupational safety and health should include information on the following elements, where appropriate:

- (a) coordination and collaboration mechanisms at national and enterprise levels, including national programme review mechanisms;
- (b) technical standards, codes of practice and guidelines on occupational safety and health;
- (c) educational and awareness-raising arrangements, including promotional initiatives;
- (d) 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;
- (e) personnel engaged in the area of occupational safety and health, such as inspectors, safety and health officers, and occupational physicians and hygienists;
- (f) occupational injury and disease statistics;
- (g) occupational safety and health policies and programmes of organizations of employers and workers;
- (h) regular or ongoing activities related to occupational safety and health, including international collaboration;
- (i) financial and budgetary resources with regard to occupational safety and health; and
- (j) data addressing demography, literacy, economy and employment, as available, as well as any other relevant information.

V. INTERNATIONAL COOPERATION AND EXCHANGE OF INFORMATION

15. The International Labour Organization should:

- (a) facilitate international technical cooperation on occupational safety and health with a view to assisting countries, particularly developing countries, for the following purposes:
 - (i) to strengthen their capacity for the establishment and maintenance of a national preventative safety and health culture;
 - (ii) to promote a management systems approach to occupational safety and health; and
 - (iii) to promote the ratification, in the case of Conventions, and implementation of instruments of the ILO relevant to the promotional framework for occupational safety and health, listed in the Annex to this Recommendation;
- (b) facilitate the exchange of information on national policies within the meaning of Article 1(a) of the Convention, on national systems and programmes on occupational safety and health, including on good practices and innovative approaches, and on the identification of new and emerging hazards and risks in the workplace; and
- (c) provide information on progress made towards achieving a safe and healthy working environment.

The World Day for Safety and Health at Work is held on 28 April each year, a date that was first recognized by the ILO in 2001. The World Day for Safety and Health at Work internationally promotes ways of creating and sustaining a preventative safety and health culture at work. The focus of the World Day 2007 is on the prevention of work-related accidents and ill-health through decent and safe work.

The concept of having a World Day for Safety and Health at Work is rooted in the Workers Memorial Day, which was started by workers in 1989 in order to commemorate dead and injured workers annually on 28 April. The International Confederation of Free Trade Unions and Global Union Federations (now International Trade Union Federation) made this into a global event, expanding its scope to embrace the notion of sustainable work and workplaces.

World Day for Safety and Health at Work is now observed in over 100 countries. On 28 April 2007, governments, and employers' and workers' organizations are encouraged to conduct awareness-raising activities within their areas of influence on the theme of decent, safe and healthy work. Meanwhile, everyone engaged in the world of work is encouraged to examine their working practices and to consider where preventative action could avoid injuries and ill health, not only on 28 April but throughout the year.

We invite you to join with us in promoting this important day.

XVIII World Congress on Occupational Safety and Health

in Seoul, Korea

29 June – 2 July 2008

The XVIII World Congress on Occupational Safety and Health is a unique opportunity for decision-makers, safety and health professionals, employers' and workers' representatives and experts from social security to learn from each other and to exchange information with their peers from around the world.

The objectives of the Congress are:

- to provide a forum for the exchange of new information and practices with the aim of promoting safety and health at work worldwide.
- to reinforce and build networks and alliances while laying the groundwork for cooperation and strengthening relationships among all concerned
- to provide a platform for the development of knowledge, strategies and practical ideas that can be adapted to local conditions and immediately put into use.

Safety and Health Summit: Selected world leaders in safety and health at work will be invited to reflect on safety and health at work as a basic human right and as a means for economic growth and development.

There will also be an International Film and Multimedia Festival, technical visits, cultural excursions and social events.

COME AND MEET US IN SEOUL IN 2008!

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The World Congress is organized by International Labour Organization (ILO), International Social Security Organization (ISSA) and Korea Occupational Safety and Health Agency (KOSHA)