

0

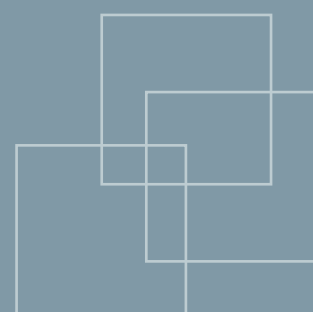


International
Labour
Office
Geneva



ILO Training Package on Development of a National Programme of Occupational Safety and Health

Module 0
Trainer's guide



ILO Training Package on Development of a National Programme of Occupational Safety and Health

Module 0 Trainer's guide



Copyright © International Labour Organization 2012

First published 2012

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to ILO Publications (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland, or by email: pubdroit@ilo.org. The International Labour Office welcomes such applications.

Libraries, institutions and other users registered with reproduction rights organizations may make copies in accordance with the licences issued to them for this purpose. Visit www.ifrro.org to find the reproduction rights organization in your country.

ILO Training Package on Development of a National Programme of Occupational Safety and Health

ISBN: 978-92-2-126958-8 (print)
978-92-2-126959-5 (web pdf)
978-92-2-126960-1 (CD-ROM)

ILO Cataloguing in Publication Data

occupational safety / occupational health / national level

13.04.2

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.

ILO publications and electronic products can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org

Visit our website: www.ilo.org/publns

TABLE OF CONTENTS

1. CONTENT AND OBJECTIVES OF THE PACKAGE	1
1.1 Content and objectives of Module 1	2
1.2 Content and objectives of Module 2	3
1.3 Content and objectives of Module 3	5
1.4 Content and objectives of Module 4	6
2. PROPOSED TRAINING CURRICULA	8
2.1. Workshop on a National OSH Profile	9
2.2. Workshop on a National OSH Policy	10
2.3. Workshop on a National OSH Programme (strategic plan)	11
2.4. Workshop on the National OSH Programme (action plan)	13
3. PARTICIPATORY ACTIVITIES	16
✎ Exercise 1: Clarifying concepts and purposes for OSH governance	16
✎ Exercise 2: The contents of a National OSH Policy	18
✎ Exercise 3: Drafting of statements for a National OSH Policy	20
✎ Exercise 4: Case study: Analyzing the situation in a country	21
✎ Exercise 5: Analyzing your country's OSH system	25
✎ Exercise 6: Identification of key points and gaps in the national OSH situation	27
✎ Exercise 7: Identifying causes and effects	29
✎ Exercise 8: Setting priorities	31
✎ Exercise 9: Starting a National OSH Programme	33
✎ Exercise 10: Becoming familiar with the action planning	34



This training material was produced under the Swedish International Development Cooperation Agency (SIDA) funded project “Linking safety and health at work to sustainable economic development: from theory and platitudes to conviction and action“. The project promotes the improvement of occupational safety and health for all workers through the development of global products addressing the methodological and informational gaps in this field and through the mobilization of national stakeholders towards the implementation of practical measures at national, local and enterprise levels. The outputs of the project include training materials, practical tools and policy guidance to reinforce national and local capacities in occupational safety and health and to help constituents design and implement occupational safety and health policies and programmes.



Design and printing by the International Training Centre of the ILO, Turin – Italy

1. CONTENT AND OBJECTIVES OF THE PACKAGE

This training package has as its purpose to support training activities aimed at promoting the ILO's strategic approach to **Occupational Safety and Health (OSH)**. It provides inputs for the development of a National OSH Programme, as well as for the drawing up of a National OSH Policy and a National OSH Profile.

This Module 0 is for the exclusive use of the trainer. It puts tools in his/her hands for the organizing of various training activities and for the delivery of training sessions.

Modules 1, 2, 3 and 4 are for the trainees. They can be used as a handbook to supplement the delivery of training sessions, and to expand their knowledge before or after the training activities. While planned primarily as teaching aids, they can also be used as reference materials by specialists or by tripartite decision makers who are responsible for national governance of OSH.



1.1. Content and objectives of Module 1

Module 1 addresses the need and rationale for the promotional framework on OSH, which is that of enhancing OSH governance by means of improved national OSH policies, systems, programmes and action plans.

This module has been developed using the following ILO Standards: the Occupational Safety and Health Convention, 1981 (No. 155) and its Recommendation (No. 164); the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and its Recommendation (No. 197); the Conclusions adopted by the International Labour Conference at its 91st Session in 2003 (Global Strategy on Occupational Safety and Health); and the Report IV(1) of the International Labour Conference, 93rd Session, 2005 (Promotional Framework for Occupational Safety and Health).

The aim of the module 1 is to enable trainees to understand the ILO's strategic approach to national OSH development. At the end of the module the trainee will be able to:

- describe the ILO's key instruments and guidelines and the main concepts regarding national OSH governance;
- explain the benefits of developing a framework approach to dealing with OSH, as well as its advantages in comparison to the traditional approach;
- motivate the need for adoption of a National OSH Policy, as well as its purpose and content;
- identify the steps for the development of a National OSH Programme;
- describe the roles of the main stakeholders in national OSH development.
- The content of module 1 is as follows:

1 Introduction to the ILO's strategic approach

- 1.1. The ILO's strategic approach to OSH and its concepts
- 1.2. How are the different concepts related?

2. ILO standards and guidelines for OSH development

- 2.1. ILO Conventions and Recommendations
- 2.2. ILO instruments for guiding policies for action

3. Why a promotional framework on OSH?

- 3.1. A national preventive safety and health culture
- 3.2. The management system approach
- 3.3. Advantages of the ILO's strategic approach

4. National OSH Policy

- 4.1. The elements of a National OSH Policy

5. Process for the development of a National OSH Programme

6. The role of the main stakeholders

- 6.1. The role of governments
- 6.2. The role of social partners



1.2. Content and objectives of Module 2

Module 2 covers the National Occupational Safety and Health System, its main components, functions and organization, and any potential problems from an international standpoint. It does not describe each country's system, but rather provides trainees with background information on the generic components of a National OSH System, as well as on the relevant government institutions – and the operational and organizational options for their various functions in relation to OSH at national level. It also offers information on the most common problems with the various components of the National OSH System.

This module is based on the working document “Introductory Guide to National Occupational Safety and Health Systems”.

The aim of Module 2 is to strengthen trainees' knowledge of the various structures and functions of a National OSH System. At the conclusion of the module trainees will be able to:

- describe the content of the main components of a National OSH System;
- explain the purpose and relevance of the functions performed in the management of OSH at national level;
- enumerate the potential challenges faced by the main components of a National OSH System, and propose practical solutions;
- perform a critical analysis of the capacity and performance of a National OSH System.

The contents of Module 2 are as follows:

1. The National System of Occupational Safety and Health

2. Competent authorities

3. National tripartite body

4. Laws and regulations

- 4.1. Scope and coverage of regulations
- 4.2. Organization of the regulatory framework
- 4.3. Changing approach in the regulatory framework

5. Mechanisms for ensuring compliance

- 5.1. Ensuring compliance
- 5.2. Dissemination of legislation
- 5.3. Promoting compliance with OSH regulations
- 5.4. Labour Inspection
- 5.5. Inspectors' powers and duties
- 5.6. Organization of the inspectorate
- 5.7. The sanctions scheme

6. Occupational Safety and Health Information



7. Advisory Services on Occupational Safety and Health

- 7.1. The role of public authorities
- 7.2. Models of OSH Advisory Services

8. Bipartite cooperation mechanisms at the level of the enterprise

9. Education and Training

- 9.1. OSH in the education system
- 9.2. Specific training on OSH

10. Collection and analysis of information

- 10.1. Information sources
- 10.2. Notification of occupational accidents and diseases
- 10.3. Research on occupational safety and health

11. Employment Injury Schemes

- 11.1. Coverage
- 11.2. Benefits
- 11.3. Insurance institutions and financing

12. Strategic mechanisms for supporting enterprises

- 12.1. Safety requirements: Prohibitions, restrictions and certification systems
- 12.2. Schemes for OSH Management Systems
- 12.3. OSH promotional schemes for micro and small-scale enterprises



1.3. Content and objectives of Module 3

Module 3 provides guidance on the essential contents of a National Profile of Occupational Safety and Health (National OSH Profile), potential information sources and the process for collecting information. The module also provides guidance on the process of analyzing the information collected and on the setting of national priorities in occupational safety and health.

This module has been developed mainly on the basis of ILO Recommendation 197 and the ILO Outline for Compiling a National Profile of Occupational Safety and Health.

The aim of Module 3 is to increase the knowledge and competencies of the OSH specialists and tripartite decision makers involved in drawing up a National OSH Profile, in analyzing the information and in formulating national priorities for OSH. At the conclusion of the module trainees will be able to:

- enumerate the most relevant items of information to be collected for the undertaking of a National OSH Profile;
- identify the sources of OSH information at national level;
- analyze the information in order to set out a clear picture of the national situation in regard to OSH;
- formulate OSH priorities at national level;
- use the National OSH Profile as a tool for continuous improvement.

The contents of Module 3 are as follows:

1. Introduction

2. A National Profile of Occupational Safety and Health

2.1. Purpose and aims

3. Preparation of the National OSH Profile

3.1. Content

3.2. Information collection

3.3. Review of documentation, records and databases

3.4. Surveys

3.5. Enquiries and interviews

4. Analysis of the local situation

4.1. Stakeholder meetings

4.2. Identification of key points

4.3. Causes and effects

5. Setting of priorities

5.1. What are the key priorities?

5.2. Criteria for the setting of priorities

5.3. Types of national priorities in OSH



1.4. Content and objectives of Module 4

Module 4 provides guidance on the concepts, content and methodology for the drawing up of a National OSH Programme, as well some guidance on the processes of its launching, implementation, monitoring, evaluation and reporting.

For development of this module, reviews and comparative analysis of national strategies and OSH programmes in a number of countries were taken into account.

The aim of Module 4 is the upgrading of the competencies of OSH specialists and tripartite decision makers, in order to enable them to draw up, implement and evaluate a National OSH Programme. At the conclusion of the module trainees will be able to:

- describe a practical approach for the drawing up, implementation, monitoring, evaluation and review of a National Occupational Safety and Health Programme;
- define the most relevant concepts used in the planning, monitoring, evaluation and review processes;
- participate in the collaborative process for the setting of goals, activities, resources, timelines and so on for the drafting a National OSH Programme;
- monitor implementation and evaluate the National OSH Programme.

The contents of Module 4 are as follows:

1. Introduction

- 1.1. Why a National OSH Programme?
- 1.2. International initiatives

2. The planning of a National OSH Programme

- 2.1. Strategic and action plans
- 2.2. National and regional planning
- 2.3. Duration of the programme
- 2.4. The planning process

3. Strategic planning

- 3.1. Concepts of strategic planning
- 3.2. Setting goals and targets
- 3.3. Setting out priorities and general strategies
- 3.4. Provisions for performance measurement

4. Action planning

- 4.1. Concepts on action planning
- 4.2. Setting expected outcomes
- 4.3. Setting activities and outputs
- 4.4. Setting out resources, responsibilities and timeframes



- 5. Launching and communication**
- 6. Implementation of the activities**
- 7. Monitoring and evaluation**
 - 7.1. Monitoring the Programme
 - 7.2. Evaluation parameters
- 8. Review and continuous improvement of the national programme**



2. PROPOSED TRAINING CURRICULA

The training package can be used to support different training curricula for different audiences and purposes. The following four curricula complement each other in relation to the purpose of national governance, and can be delivered as a package:

1. Workshop on a National OSH Profile
2. Workshop on a National OSH Policy.
3. Workshop on a National OSH Programme (strategic plan).
4. Workshop on a National OSH Programme (strategic plan and action plan).

In addition, the materials in this package can be used for shorter interventions of varying duration, for example for delivering presentations to raise awareness on the promotional framework for OSH among various audiences (OSH specialists, workers' representatives, employers' representatives, policymakers, government officials and the general public).



2.1. Workshop on a National OSH Profile

Overall objective: Drafting of a National OSH Profile.

Duration: One day.

Target group: Task force in charge of preparing a National OSH Profile and key tripartite informants.

Prerequisites: The members of the task force should already have been selected.

Lesson plan

Duration	Sessions	Resources
90 minutes	Opening remarks --- Presentation: The ILO's strategic approach to OSH --- Working group exercise: Clarifying concepts and purposes	<i>Slides for Module 1: The ILO's strategic approach to OSH (slides 1–17 and 23–34) --- Exercise 1: Clarifying concepts and purposes for OSH governance</i>
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH System	<i>Slides for Module 2: National OSH System</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Presentation (continued): National OSH System Working group exercise: Analyzing the OSH system of your country	<i>Exercise 5: Analyzing the OSH system of your country</i>
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Profile Closing remarks	<i>Slides for Module 3: National OSH profile</i>



2.2. Workshop on a National OSH Policy

Overall objective: Drafting a National OSH Policy.

Duration: One day.

Target group: Tripartite decision makers

Pre-requisites: A copy of the most relevant regulations and documents in reference to OSH (labour law, OSH policy, OSH Law, codes of practice, provisions of the most relevant documents)

Lesson plan:

Duration	Sessions	Resources
90 minutes	Opening remarks - - -	<i>Slides for Module 1:</i> <i>The ILO's strategic approach to OSH</i> <i>(slides 1–17 & 23–34)</i> - - -
	Presentation: The ILO's strategic approach to OSH - - -	
	Working group exercise: Clarifying concepts and purposes	<i>Exercise 1: Clarifying concepts and purposes for OSH governance</i>
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Policy - - -	<i>Slides of Module 1:</i> <i>The ILO's strategic approach to OSH</i> <i>(slides 18–22)</i>
	Working group exercise: The contents of a National OSH Policy	<i>Exercise 2: The contents of a National OSH Policy</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Working group exercise: Drafting of statements for a National OSH Policy	<i>Exercise 3: Drafting of statements for a National OSH Policy</i>
30 minutes	<i>Break</i>	
90 minutes	Plenary discussion: Statements on a National OSH Policy - - -	
	Working group exercise: Analyzing your country's OSH system - - -	<i>Exercise 5: Analyzing your country's OSH system</i>
	Closing remarks	



2.3. Workshop on a National OSH Programme (strategic plan)

Overall objective: Drafting a National OSH programme, including the strategic planning process.

Duration: Three days.

Target group: Tripartite decision makers.

Pre-requisites: National OSH Profile prepared. The participants should be familiar with the Profile.

Lesson plans:

Day 1

Duration	Sessions	Resources
90 minutes	Opening remarks - - - Presentation: The ILO's strategic approach to OSH	<i>Slides for Module 1: The ILO's strategic approach to OSH</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Clarifying concepts and purposes - - - Presentation: National OSH System	<i>Exercise 1: Clarifying concepts and purposes for OSH governance</i> - - - <i>Slides for Module 2: National OSH System</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Presentation (continued): National OSH System - - - Working group exercise: Analyzing your country's OSH system	<i>Slides for Module 2: National OSH System</i> - - - <i>Exercise 5: Analyzing your country's OSH system</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Case study – Analyzing the situation in a country	<i>Exercise 4: Case study – Analyzing the situation in a country</i>



Day 2

Duration	Sessions	Resources
90 minutes	Presentation: The National OSH Profile of a country	<i>Ad hoc presentation on the document "National OSH Profile of the country"</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Identifying key points and gaps in the OSH situation	<i>Exercise 6: Identifying key points and gaps in the OSH situation.</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Working group exercise: Identifying causes and effects	<i>Working group exercise: Identifying causes and effects</i>
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Profile - - - Working group exercise: Setting priorities	<i>Slides for Module 3: National OSH profile (slides 21–25)</i> - - - <i>Exercise 3: Setting priorities</i>

Day 3

Duration	Sessions	Resources
90 minutes	Report-back and plenary discussion: Setting priorities	
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Programme	<i>Slides for Module 4: National OSH Programme (slides 1–25)</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Presentation: Starting a National OSH Programme: goals, baselines and strategies	<i>Exercise 8: Starting a National OSH Programme: goals, baselines and strategies</i>
30 minutes	<i>Break</i>	
90 minutes	Plenary discussion: goals, baselines and strategies - - - Closing remarks	



2.4. Workshop on the National OSH Programme (action plan)

Overall objective: Drafting a National OSH programme, including both strategic planning and action planning processes.

Duration: Four days.

Target group: Tripartite decision makers.

Pre-requisites: National OSH Profile completed.

Lesson plan:

Day 1

Duration	Sessions	Resources
90 minutes	Opening remarks - - - Presentation: The ILO's strategic approach to OSH	<i>Slides for Module 1: The ILO's strategic approach to OSH</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Clarifying concepts and purposes - - - Presentation: National OSH System	<i>Exercise 1: Clarifying concepts and purposes for OSH governance</i> - - - <i>Slides for Module 2: National OSH System</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Presentation (continued): National OSH System - - - Working group exercise: Analyzing your country's OSH system	<i>Slides for Module 2: National OSH System</i> - - - <i>Exercise 4: Analyzing your country's OSH system</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise – Case study: Analyzing the situation in a country	<i>Exercise 5 – Case study: Analyzing the situation in a country</i>



Day 2

Duration	Sessions	Resources
90 minutes	Presentation: The National OSH Profile of the country	<i>Ad hoc presentation on the document "National OSH Profile of the country"</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Identifying key points and gaps in the OSH situation	<i>Exercise 6: Identifying key points and gaps in the OSH situation.</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Working group exercise: Identifying causes and effects	<i>Exercise 7: Identifying causes and effects</i>
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Profile Working group exercise: Setting priorities	<i>Slides for Module 3: National OSH profile (21–25)</i> - - - <i>Exercise 8: Setting priorities</i>

Day 3

Duration	Sessions	Resources
90 minutes	Report-back and plenary discussion: Setting priorities	
30 minutes	<i>Break</i>	
90 minutes	Presentation: National OSH Programme	<i>Slides for Module 4: National OSH Programme (slides 1–25)</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Presentation: Starting a National OSH Programme: goals, baselines and strategies	<i>Exercise 9: Starting a National OSH Programme: goals, baselines and strategies</i>
30 minutes	<i>Break</i>	
90 minutes	Plenary discussion: goals, baselines and strategies	



Day 4

Duration	Sessions	Resources
90 minutes	Presentation: National OSH Programme Plenary exercise: Becoming familiar with action planning	<i>Slides for Module 4: National OSH Programme (slides 26–35) Exercise 9: Becoming familiar with action planning</i>
30 minutes	<i>Break</i>	
90 minutes	Working group exercise: Becoming familiar with action planning	<i>Exercise 10: Becoming familiar with action planning</i>
90 minutes	<i>Lunch break</i>	
90 minutes	Report-back and plenary discussion: Setting priorities	
30 minutes	<i>Break</i>	
90 minutes	Presentation: Launching, evaluation and review of the National OSH Programme	<i>Slides for Module 4: National OSH Programme (slides 36–50)</i>



3. PARTICIPATORY ACTIVITIES

Exercise 1

TITLE	Clarifying concepts and purposes for OSH governance
AIMS	Define and understand the main concepts of OSH governance at national level and their usefulness for your country
TASK	<p>The participants will meet in small working groups. Each group should nominate a speaker.</p> <p>Through discussion in the group, prepare a definition of the following concepts, distinguishing their varying meanings and purposes:</p> <ul style="list-style-type: none"> • National Occupational Safety and Health Policy. • National Profile of Occupational Safety and Health. • National Occupational Safety and Health System. • National Occupational Safety and Health Programme. <p>As you understand it, what would the benefit be for your country of documenting the OSH system and producing an OSH profile, an OSH policy, and an OSH programme?</p> <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 30 minutes for this exercise. The speaker for each group should take no more than five minutes to present the group's conclusions.



Table: Definition of concepts and purposes for OSH governance

CONCEPT	DEFINITION	PURPOSE
National OSH Policy		
National OSH Profile		
National OSH System		
National OSH Programme		



Exercise 2

TITLE	The content of a National OSH Policy
AIM	Identify the principles and content that should be included within a National OSH Policy document.
TASK	<p>The participants will meet in working groups. Each group should nominate a speaker.</p> <p>Through assessment of the table below and discussion in the group, select the points that should be included in a draft National OSH Policy. Select no more than ten items.</p> <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 30 minutes for this exercise. The speaker of each group should present the conclusions of the group in 5 minutes..



Items that could be included a National OSH Policy document

- Prevention (as the preferred main approach to OSH practices, instead of treatment, rehabilitation and compensation)
- Main spheres of action for OSH
- Assessing occupational risks or hazards
- Combating occupational risks or hazards at source
- Workers covered by the policy
- Rights and duties of workers and employers
- Roles of the different authorities in relation to OSH
- Tripartite consultation at national level and bipartite consultation at enterprise level
- Types of action (regulation, inspection, promotion and support, training or others), that should be developed and implemented
- Development of skills
- Commitment
- Evaluation and continuous improvement
- Management of OSH
- Preventive principles
- Safety culture
- Integration of OSH into the structure of the business
- Other items



 **Exercise 3**

TITLE	Drafting of statements for a National OSH Policy
AIMS	Formulate a national OSH policy.
TASK	Participants will meet in working groups. Each group should nominate a speaker. Bearing in mind the items that you chose in the previous exercise that are to be included in a National OSH Policy, draft at least five statements. Please write down your group's conclusions for the report-back.
TIME	You will have 45 minutes for this exercise. The speaker for each group should present the conclusions of the group in 10 minutes.



Exercise 4

TITLE	Analyzing the situation in a country
AIMS	Assess the capacity to identify problems, analyze a complex situation and propose measures for improvement.
TASK	<p>Participants will meet in small working groups (of five people). Each group should nominate a speaker.</p> <p>Read and analyze the case study below.</p> <ul style="list-style-type: none"> • Identify and prioritize the existing functional problems. • Draw up a plan, proposing solutions for improving the present situation. <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 1 hour for this exercise. The speaker for each group should present the conclusions of the group in 5 minutes.

CASE STUDY

General information on the country.

- Population: 10 million (workforce: 6 million)
- Percentage in the informal economy: 33 per cent
- Number of enterprises: 100,000 (100 workers or more: 1,000 enterprises; 50–100 workers: 2,500 enterprises).
- Percentage of unionized workers: 30 per cent of workers in formal employment.

Industry	Enterprises with 100 workers or more	Enterprises with 50 to 100 workers	Enterprises with less than 50 workers	Number of workers in formal employment	Fatal Accidents
Construction	5	100	2 500	150 000	100
Manufacturing	600	1 600	48 500	2 500 000	150
Agriculture	45	100	4 000	300 000	45
Commerce	150	300	25 000	600 000	20
Others	200	400	16 500	450 000	30
TOTAL	1 000	2 500	96 500	4 000 000	345



Labour inspection

Number of labour inspectors: 130

Profile: Generalist inspectors (addressing a wide range of employment and labour issues, including OSH): 80 with a university degree (mainly lawyers), and 35 without a university degree but with more than 20 years of experience as inspectors. The other 15 inspectors have a university degree in a technical field, mainly in engineering and chemistry. They make up an internal OSH department for the inspectorate. Two years ago this OSH department was made up of 45 OSH inspectors who carried out routine OSH inspections, but a very large proportion of them left the inspectorate to work in the private sector. At present the OSH Department is mainly in charge of the carrying out of accident investigations, machinery inspections (for example lifts and pressure vessels) and the measurement of physical and chemical risks, whenever these are required by the other inspectors.

Labour inspectors think they are badly paid, but during the past year they have improved their situation with a productivity bonus based on the number of visits they carry out and the amounts of the fines levied. The operational resources of the inspectorate have been reduced, and in June the inspectors stopped using their private cars because of delays in reimbursement of their transportation expenses.

In the year 2006, 53,000 visits to enterprises were carried out and 88,000 sanctions were applied (of which 2,000 related to breaches of OSH legislation, 1,900 of which were not serious and 100 serious). The range of monetary sanctions for breaches in regard to OSH issues is as follows:

- Not serious breaches: 100–249 US\$
- Serious breaches: 250–999 US\$
- Very serious breaches: 1,000–3,500 US\$

Other governmental institutions involved in OSH

There is also an OSH training institute. It carries out OSH training courses and has four professional and four administrative staff. Last year it carried out one six-month course for OSH technicians, and seven one-week courses of supplementary training for OSH specialists. During the last two years six professionals have left the OSH institute to work in the private sector. There is only one university in the country, which provides a postgraduate course with OSH specialization for safety engineers, as well as another specific postgraduate course for occupational physicians.

The Ministry of Health has a service called the Occupational Health Division, with 60 professionals (occupational physicians) who are well qualified and are paid to carry out free medical examinations of workers (although most spend only half of the day working for the OH division, as they have other jobs in the afternoon).

There are 30 other inspectors in the Social Security Administration (15 lawyers and 15 occupational physicians) who visit enterprises, mainly to check on Social Security payments into the workers' compensation scheme, to carry out accident investigations and to determine the degree of disability of injured workers for the purposes of compensation. The Social Security Administration also prepares national statistics on occupational injuries and diseases.



There are 200 occupational physicians, 270 safety engineers and 1,700 OSH technicians in the country. (The new OSH Law of 2004 requires all enterprises with more than 100 workers to have an occupational physician, a safety engineer and an OSH technician on staff. The law also requires enterprises with between 50 and 100 workers to have an OSH technician on staff. Smaller enterprises may use OSH technicians, or contract the services out to outside OSH companies.)

The opinions of the stakeholders

The employers see the Labour Inspectorate as no more than a body to collect fines that provides no technical aid to the enterprises, and moreover always visits the same enterprises (those nearest the largest cities), rather than concentrating their efforts on enterprises they should visit more frequently (those of the informal sector and the businesses with the greatest risks). In any event, they find it difficult to find qualified staff for implementation of the OSH Law promulgated in 2004. (They think it is a good law, but that additional effort should be made to promote its implementation.)

The workers maintain that there is often no adequate followup by the Labour Inspectorate to unionized workers' OSH complaints. (Normally the complainants are asked to provide more accurate data on potential breaches.) They also think that it is necessary for there to be more professional OSH inspection visits (not just to review documents) and a greater number of inspectors. According to them, the data provided by the Social Security Administration are not very reliable. They think the accident rate is growing. They would like the OSH Institute to provide free OSH training to their union delegates, rather than merely training courses aimed at updating the competencies of the OSH technicians. They also complained that although the Tripartite National OSH Committee worked very well in the drawing up of the OSH Law of 2004, it possesses neither operational competence nor political influence, and therefore cannot influence the policy of the public OSH institutions.

Labour inspectors said that even though resources are decreasing, the numbers of visits and sanctions have increased over the previous year by 30 per cent and 125 per cent respectively. It is true that the number of OSH inspections has been reduced, but this is due to a reduction in the staff of technical inspectors for OSH and to the political guidelines received (to reduce the pressure on enterprises in regard to OSH issues over the three years following promulgation of the law). However, more than two years since the adoption of the OSH Law, it has still not been implemented in most enterprises. The inspectors also complain that union representatives do not help them more, and that when the latter present complaints they neither back them up adequately, nor do they provide evidence of the breaches, which would help save time. They think it is necessary for there to be more technical inspectors for OSH, better salaries and more resources for the inspectors' activities.



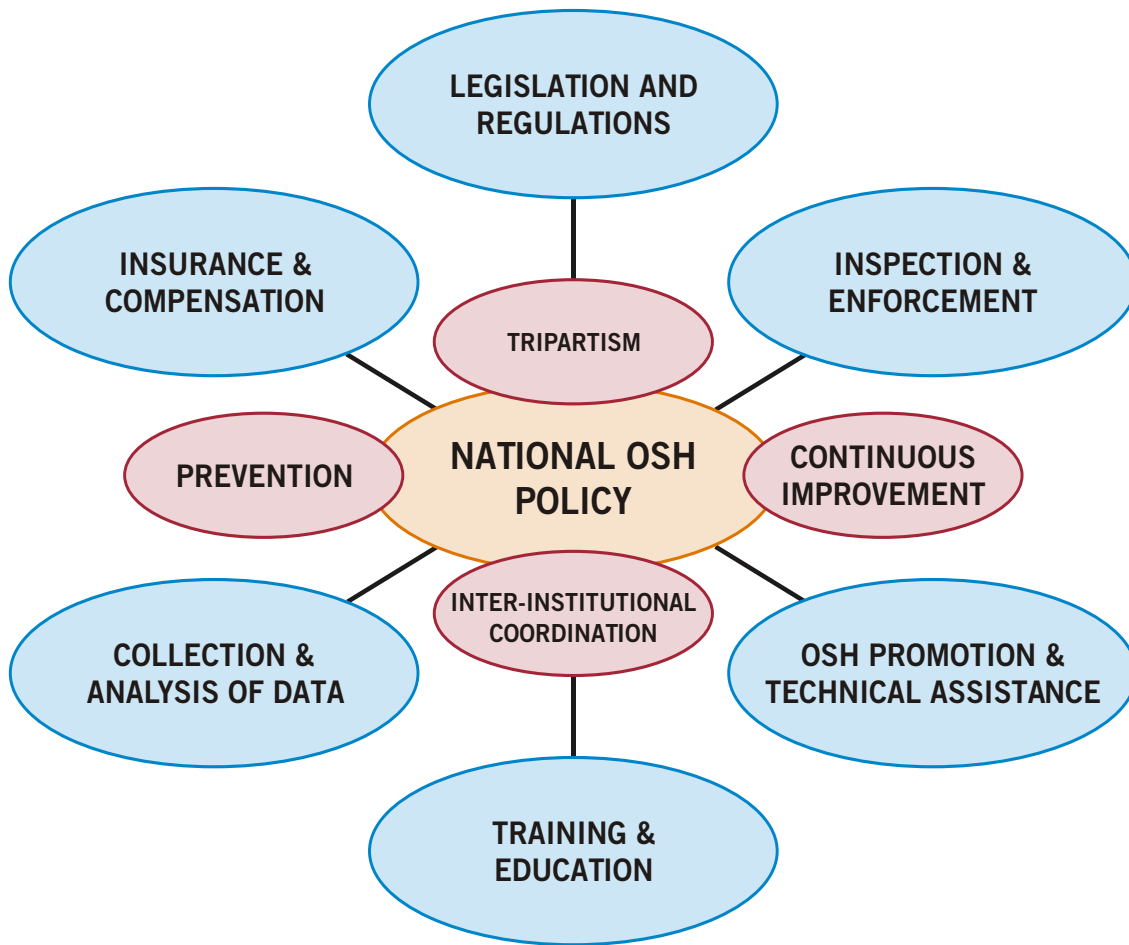
PROBLEMS	SOLUTIONS



 **Exercise 5**

TITLE	Analyzing your country's OSH system
AIMS	Identify to what extent the necessary principles, elements and functions of a National OSH System exist in your country, indicating where appropriate the institution(s) responsible for the various duties or elements.
TASK	<p>Participants will meet in small working groups (of around five people). Each group should nominate a speaker.</p> <ul style="list-style-type: none"> • Identify the degree of presence of the necessary principles, elements and duties within the National OSH System. • Identify the institutions, organizations and structures relating to each of the duties or elements. • Identify any problem. <p>Please write down your group's conclusions in the diagram below.</p>
TIME	You will have 30 minutes for this exercise. The speaker for each group should present the conclusions of the group in 5 minutes.





 **Exercise 6**

TITLE	Identification of key points and gaps in the national OSH situation
AIMS	Analyze the current OSH situation in your country, including the existing structures and resources for addressing OSH, and identify the strong points and gaps.
TASK	<p>Participants will meet in working groups. Each group should nominate a speaker.</p> <p>Based on the National OSH Profile and the related group discussion, prepare two lists:</p> <ul style="list-style-type: none"> • one identifying the strong points of the system in your country for the addressing of the local OSH situation (including regular activities and recent achievements), and also indicating why in your opinion the strong points exist; • a second list identifying the weak points and gaps in your country's system for the addressing of the local OSH situation, distinguishing the various gaps and giving your opinion as to the causes of each. <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have one hour for this exercise. The speaker for each group should take no more than five minutes to present the group's conclusions.



TABLE OF STRONG POINTS AND WEAK POINTS/GAPS

Strong points (elements that could provide a basis and support for improvements)	Causes

Weak points and gaps (areas in which intervention is necessary)	Causes

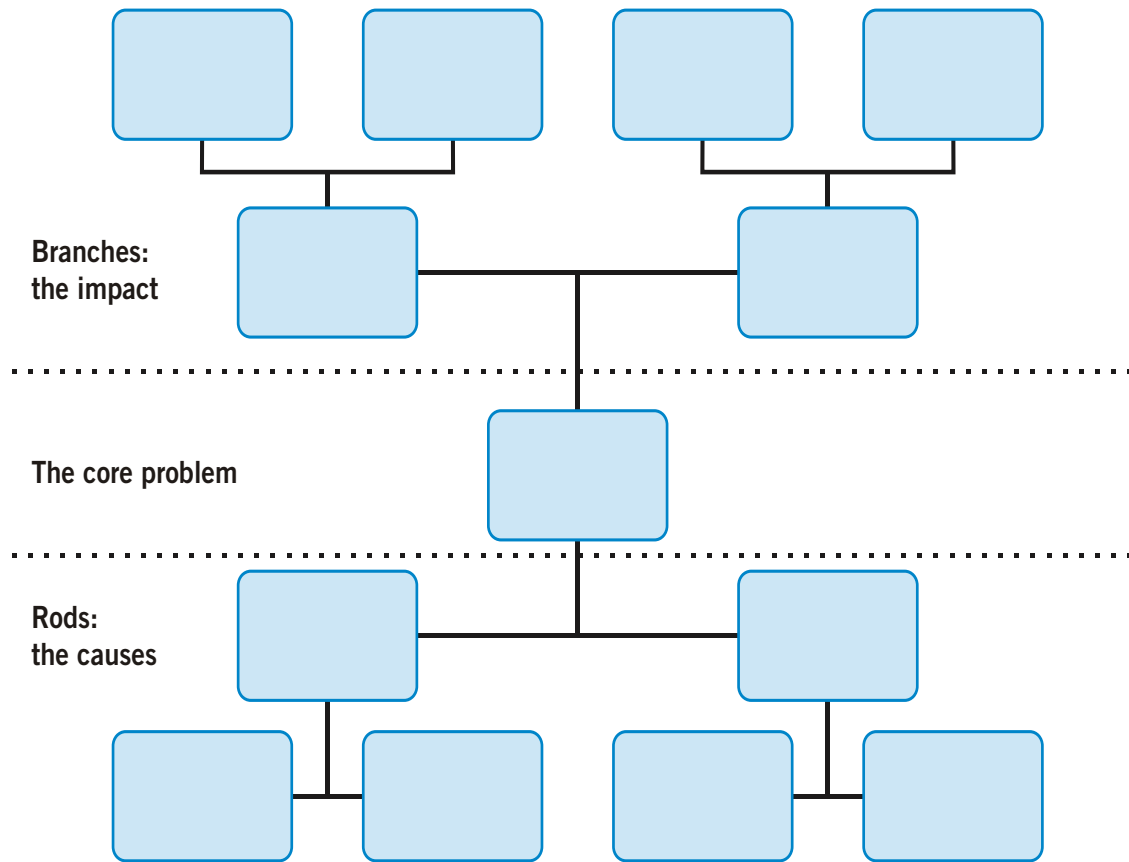


 **Exercise 7**

TITLE	Identifying causes and effects
AIMS	Analyze a weak point, identifying its causes and effects.
TASK	<p>The trainer will select one of the weak points previously identified.</p> <p>Participants will meet in working groups. Each group should nominate a speaker.</p> <p>The group should build a problem tree on the weak point, identifying its causes and effects</p> <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 30 minutes for this exercise. The speaker for each group should take no more than five minutes to present the group's conclusions.



Model of a problem tree



 **Exercise 8**

TITLE	Setting priorities
AIM	Identify and decide the areas in which improvements in OSH are most necessary and urgent.
TASK	<p>Participants will meet in working groups. Each group should nominate a speaker.</p> <p>Based on the National OSH Profile and on the identified weak and strong points and their causes, discuss which priorities should be included in a National OSH Programme.</p> <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 30 minutes for this exercise. The speaker for each group should take no more than five minutes to present the group's conclusions.



TABLE OF PRIORITIES

PRIORITIES Areas in which improvements are necessary and urgent.
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.



 **Exercise 9**

TITLE	Starting a National OSH Programme: Goals, baselines and strategies
AIMS	Formulate the goals, baselines and overall strategies for each priority identified.
TASK	<p>Participants will meet in small working groups (five people). Each group should nominate a speaker.</p> <p>In line with the priorities identified for improving the OSH situation in your country, the group should formulate:</p> <ul style="list-style-type: none"> • GOALS: to be reached for each priority, within a defined timeframe. • BASELINES: data or information that identify or describe the present situation or performance in relation to each objective. • STRATEGIES: Overall methods or interventions for achieving the goals. <p>Please write down your group's conclusions in the table below.</p>
TIME	You will have 1 hour for this exercise. The speaker for each group should use no more than five minutes to present the group's conclusions.



 **Exercise 10**

TITLE	Becoming familiar with action planning
AIM	Identification of the activities and expected results for a short-term OSH action plan for your country, including resources, responsibilities and timelines.
TASK	<p>In the plenary the presenter will select a goal or objective. The trainer will work with the group, formulating the following for the selected objective:</p> <ul style="list-style-type: none"> • EXPECTED OUTCOMES: results to be produced by the action plan for achievement of the goals. • OUTPUTS: brief, clear, specific statements that describe the intended or desired results or consequences of the actions. • ACTIVITIES: the actions by which outputs are generated, if necessary indicating individual steps. • RESOURCES: the human resources, equipment, materials and funds necessary for implementation. • RESPONSIBLE INSTITUTION AND PARTNERS: who has to do what. • TIMEFRAMES: by when the objective or goal has to be achieved. <p>Please write your group's conclusions in the table below.</p>
TIME	The discussion in plenary may take from 30 minutes to one hour (depending on the complexity of each objective and the duration of the discussions).



Action planning		Goal/objective:			
Expected Outcomes: Results that should be produced by the action plan for achievement of the goals.	Period: Outputs Brief, clear, specific statements that describe the intended/desired results of the activities.	Activities The actions by which outputs are generated; this could include individual action steps.	Resources/Inputs Human resources, equipment, materials, and funds necessary for implementation	Responsible Institution & Partners Who has to do what	Timeframes By when it has to be achieved



Strategic planning			
PRIORITIES	GOALS	BASELINES	STRATEGIES
	Goals or objectives to be reached for each priority, within a defined timeframe	Data or information that identify or describe the present situation or performance for each goal	Overall methods or interventions for achieving the goals.



International Labour Office
Employment Sector
4, route des Morillons
1211 Geneva
Switzerland

TEL. +41 22 799 7722
FAX +41 22 799 7562

www.ilo.org/employment

ISBN 978-92-2-126958-8



9 789221 269588