

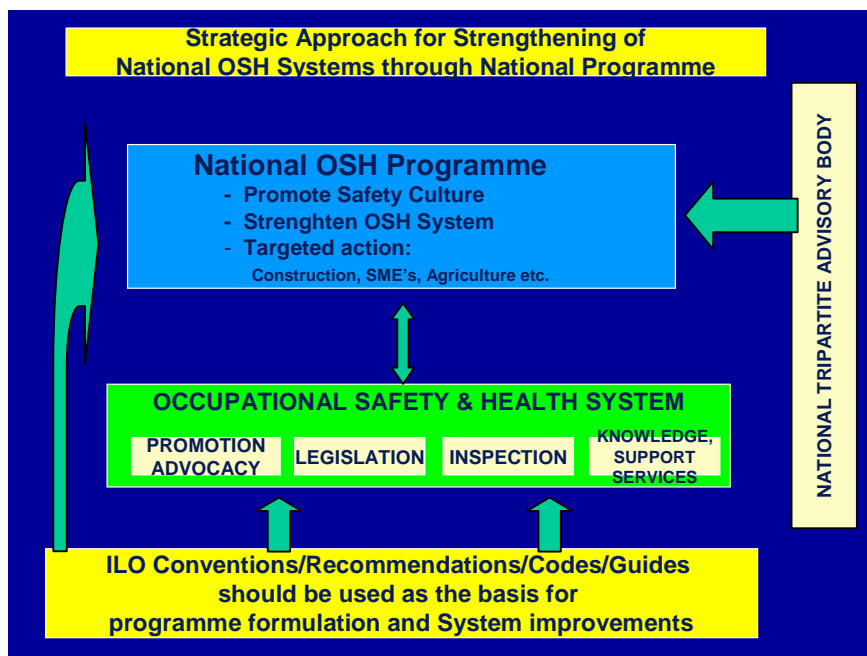


Guidance Note on the Preparation of National OSH Programmes and Profiles

Background

1. The ILO Promotional Framework for Occupational Safety and Health Convention, 2006 (No.187) promotes a systems approach to occupational safety and health at the national level. This Convention and its accompanying Recommendation (No.197) were developed based on the “Conclusions on Occupational Safety and Health” adopted at the 2003 International Labour Conference. The approach of National OSH Programmes was highlighted as a means to place occupational safety and health at high in the national agendas and as a framework for the systematic approach for continual improvements in the OSH performance and National OSH Systems.
2. A conceptual diagram on the strategic approach for the strengthening of National OSH systems through a National OSH Programme is shown below as figure 1. National OSH Programme, which is a strategic medium-term programme (e.g. 5 year programme) with focuses on priority areas based on the analysis of the situation in the country. National OSH Programme should be based on the tripartite consultation of government, employers and workers. While the programme needs to have priority areas and targets to be achieved, it should aim at strengthening of National OSH Systems with a view to ensuring sustainability of the actions taken. In a long run, the below described approach should strengthen, on a step by step basis, the National OSH System which integrates multiple elements. The ILO instruments, guides and manuals would serve as tools to strengthen national system elements.

Figure 1



3. In order to ensure a coherent and effective use of scarce resources, and also to better coordinate efforts, the National OSH Programme approach includes a number of logical steps to be followed before appropriate action is taken. The preparation of a National OSH Profile is an essential initial step in the process of building a good National OSH Programme. The National OSH Profile is an inventory of all the tools and resources available in a country to implement and manage OSH designed to provide the data necessary for setting national priorities for action aimed at progressive and continual improvement of National OSH System and workplace safety and health.
4. The following implementation steps envisaged for an adequate establishment of National OSH Programmes indicate the place of the National OSH Profile as well as the intended goal of National OSH Programmes:
 - a. Formal agreement with the recipient country to establish a national OSH programme;
 - b. Establishment of coordination mechanism for implementation of the programme;
 - c. *Preparation of a national profile on OSH(NP/OSH);***
 - d. Situation analysis to identify strong points and gaps in the country's OSH system/framework, using the National OSH Profile;
 - e. Identification of priorities for national action to improve level of OSH;
 - f. Development of National OSH Programme (action plans) for agreed priorities, including indicators of success I
 - g. Launching of the National OSH Programme with the endorsement of the highest national authority **(to ensure the placement of OSH high at National Agendas);**
 - h. Establishment of sustainable mechanisms for continual improvements including periodic review, updating of data, and eventual designation of new priorities for action through the establishment of a new National OSH Programme based on an updated national profile document.

Guiding principles for the preparation of a national OSH profile

5. A National OSH Profile should:
 - a. be prepared at the country level through a process which involves all the national competent and other designated authorities concerned with the different aspects of occupational safety and health, and more importantly the most representative organizations of Employers and Workers;
 - b. include basic data on all the parameters that may affect the sound management of occupational safety and health both at the national and enterprise levels, including available legislative framework, enforcement and implementation mechanisms and infrastructures, workforce distribution, human and financial resources devoted to OSH, OSH initiatives at the enterprise level, level of protection, etc.

- c. provide practical information on on-going activities at the country level (e.g., activities related to the implementation of international agreements, ongoing and planned technical assistance projects, etc.);
- d. serve as a basis for initiating a process by which a country will be able to identify gaps in the existing legal, institutional, administrative, and technical infrastructure related to the sound management of OSH;
- e. provide a means for improved co-ordination among all parties interested in OSH. The process of preparing the Profile itself may serve as a starting point for improved co-ordination and should facilitate communications and an improved understanding of the potential problems and activities being undertaken within the country.

Summary guidance on the preparation of a National Profile on OSH

- a. The outline below identifies the elements for which data or detailed information has to be provided and the format for presenting it. A number of key information sources and other useful references are provided in Annex 2.
- b. When adequate information is not available for a specific item of the profile, please indicate the obstacles or other reasons for the unavailability of the data (e.g. national mechanisms to collect this data are not in place, no legislation to require the collection of this type data, lack of resources, etc.)
- c. The outline proposed below is by no means comprehensive and the expert is at liberty to add any information elements he feels would add to the coherence and relevance of the profile. However, to the extent possible, he should not modify the proposed reporting structure and numbering. Additions should be included at the end of the report in a separate Annex, making reference to the related paragraph in the report. Annexes 1 and 2 are provided as references to assist in preparing Parts 6 and 7 of the Profile;
- d. All pertinent references to the sources of information used to prepare the National OSH Profile should be listed in a format allowing easy retrieval of the referenced document.

Outline of the National OSH Profile Report

1. OSH legislative framework

- 1.1. Inclusions of reference(s) to OSH requirements in the constitution of the country, if any.
- 1.2. ***This Section should identify only major laws, acts or regulations and, if necessary, provide for each a short summary indicating scope of coverage in terms of branches of economic activity and whether provisions for application through specific regulations or technical standards are included. The Survey Questionnaire in Annex 3 can be used to structure the data provided in this section. Highlight any gaps or areas covered which are not listed in the Questionnaire.***
- 1.3. Laws and regulations covering aspects related to OSH but issued under other Ministries (Health, Agriculture, Environment, Industry, Transport, etc.)
- 1.4. ***This section should include a summary of the ILO Survey Questionnaire response to Part I indicating the level of correspondence between provisions in ILO OSH instruments and in national OSH legislation).***

2. National policy review mechanisms

Indicate the existence of any national policy related to OSH. Describe any existing national OSH Councils, Commissions, Boards, Committees or other bodies with the responsibility of reviewing periodically national legislation, policies and actions in the area of OSH. Indicate the extent to which national Employer and Worker organizations are involved or consulted in the functions of these bodies.

3. Coordination and collaboration, including collective bargaining agreements

This section should provide information on all existing mechanisms established to ensure coordination, cooperation and collaboration among all the social partners with responsibilities in the implementation and management of OSH systems at the national and enterprise levels such as inter-agency/ministry National Boards or Committees, Mechanisms for Employers' and Workers' organizations collaboration and participation.

3.1. At the national level

For each mechanism include information on scope, membership and powers (advisory, etc.) lines of communication (to which minister or ministry). Special attention should be given to the level of participation of employer and worker organizations in these mechanisms. Describe any existing structures related to provincial or other territorial jurisdictions.

3.2. At the enterprise level

Provide information on any OSH requirements included in collective bargaining agreements with particular reference to the establishment and function of joint safety or safety and health committees. Indicate whether this inclusion is regulated or only part of the collective bargaining process.

4. OSH technical standards, guidelines and management systems

- 4.1. Provide information on the implementation of OSH Management systems at the enterprise level and any national regulatory or promotional action to apply these systems, including incentives. Indicate if the ILO Guidelines on OSH Managements are or have been used as basis for action in this area. Indicate if any OSHMS certification schemes have been established, and if so, describe in some details the mechanism and relation if any to regulatory systems.
- 4.2. Provide information on technical standards used or applied either under existing regulations or on a voluntary basis. Indicate the type and source of the standard (national specialized institution, industry, etc.). As in 4.1., provide examples and relation if any to regulatory systems.
- 4.3. Provide information on the use of ILO Codes of practice (See List in Annex I of the Survey Questionnaire) by national competent authorities, Industry and Trade Unions.

5. OSH System implementation means and tools

This section should present an inventory of infrastructures, human and economic resources, and other available elements of the national OSH System in a concise manner. In the case of institutional infrastructures, provide where possible the name, address and affiliation (linkage to specific ministry, or organization) of each institution and body and general scope of activity. Only institutions with major OSH related powers and activities should be listed.

5.1. National competent bodies with OSH implementation responsibilities

In this section, information elements should also include, if available, human and economic resource data (number of staff, budget levels, etc.) for each system, agency, competent authority or bodies:

5.1.1. Inspection and enforcement Systems

List and describe any inspectorate or inspection system having a significant role in the application of national OSH laws and regulations such as labour inspectorates, factory inspectorates, occupational health inspectorates, etc. For each inspection system, include the following information elements if available:

- scope of sectoral coverage (health, chemicals, transport, construction, mines, technical equipment, etc.);
- scope of enforcement powers and their relation to an existing law or regulation if any;
- related ministry or responsible body or administration;

- Structure and geographic distribution if applicable;
- Level of human resources (number of inspectors) and distribution of skills (general conditions of work, OSH, training, awareness raising, investigation or auditing, etc.);
- Total number of enterprises and undertakings covered by each inspection system;
- Any other pertinent information, if available, to characterize the inspection workload (number and types of inspections carried out per year, number of prosecutions, etc.).
- Level and type of participation of inspectors in training and advisory services, if any.

5.1.2. **OSH Research Institutes and OSH Laboratories**

Include key national or designated bodies responsible for carrying out OSH related research and analytical or assessment work related to the determination of worker exposure to various occupational hazards (analysis of air samples, biological samples, audiometry testing, etc.). Provide information on level of technical capabilities if possible.

5.1.3. **OSH Information Centres**

Include any national information centre devoted to the production and/or dissemination of OSH information such as newsletters, data sheets, brochures, pamphlets, databases, etc. Indicate any linkage (national or collaborating centre) to ILO International OSH Information Centre (CIS) network if any. Provide data on level of technical capacities such as capacity to disseminate information via the Internet, publication levels, etc.

5.1.4. **Occupational Health Services**

Include any national system, agency or body having regulatory responsibility for, or involved in environment/exposure monitoring, the medical examination and surveillance of worker health, and advisory services. Indicate any existing integration of such services with national primary health care systems.

5.1.5. **Workmen's compensation services or insurance schemes (occupational accidents and diseases).**

Describe any existing compensation or occupational accident insurance schemes including extent of coverage and the agencies or bodies responsible for the administration of such schemes. Indicate linkages to or involvement in the collection and treatment of statistics of occupational accidents and diseases. Indicate if any financial support is provided by the compensation bodies for the implementation of prevention programmes.

5.1.6. **Poison control centres**

List existing Poison control centres and indicate any participation in the INTOX Programme of the International Programme on Chemical Safety (IPCS) (see

Internet address in Annex 2); links with occupational health services if any and level of human and financial resources devoted to poison control centres.

5.2. **Educational, training and awareness raising structures**

- 5.2.1. University and College courses related to OSH (Indicate existence, type such as degree in public health, OSH or occupational medicine; OSH technician diplomas and number of graduates per year in each category);
- 5.2.2. Training structures run by Employers' or Workers' organizations (identity and training capacities in persons per year);
- 5.2.3. Institutions conducting legally required training for OSH specialists such as Safety Officers, Safety Committee Members, or for the delivery of certification in specific skills such as Scaffold building, operating special equipment such as cranes or earth moving equipment, etc. Provide, if available, a list of the skills requiring certification training and information on the institutions providing this type of training (number of persons trained per year, etc.);
- 5.2.4. National Safety Councils and Associations.

5.3. **Specialized technical, medical and scientific institutions with linkages to various aspects of OSH**

- 5.3.1. Standardizing Agencies
- 5.3.2. Institutions specialized in hazard and risk assessment (chemical safety, toxicology, epidemiology, product safety, etc.)
- 5.3.3. Emergency preparedness, warning and response services (Civil Defense, Fire brigades, chemical spill responders training to deal with major emergencies, etc.)
- 5.3.4. Non-Governmental bodies involved in OSH related activities such as Professional associations with activities directly linked to aspects of OSH (OSH specialists, occupational physicians, chemists, safety engineers, etc.)

5.4. **Overall national level of human resources active in the area of OSH**

If these data have been included partially in the sections above, summarize them in tabular form under this section. To the extent possible include information on legal and educational requirements to qualify for each profession.

- 5.4.1. Number of occupational health physicians.
- 5.4.2. Number of occupational health nurses.
- 5.4.3. Number of Occupational Hygiene specialists, including safety engineers and technicians.
- 5.4.4. Number of inspectors ***(Include numbers given in 5.1.1.)***
- 5.4.5. Number of environmental protection specialists.

6. Statistics of occupational accidents and diseases

- 6.1. Estimated number of occupational fatalities per year for the last five years (total and per sector of economic activity).
- 6.2. Estimated number of occupational injuries per year for the last five years (total and per sector of economic activity).
- 6.3. Estimate of under-reporting as % range (provide summary description of calculations or other reasoning used to arrive at the proposed figure).

7. Policies and Programmes of Employers' and Workers' Organizations

7.1. Employers' Organizations

- 7.1.1. OSH Policy statement
- 7.1.2. Structure for policy implementation (OSH Unit, OSH Committee)
- 7.1.3. Programmes: training, information for members
- 7.1.4. OSH elements in the collective bargaining
- 7.1.5. Participation in the national tripartite dialogue

7.2. Workers' Organizations

- 7.2.1. OSH Policy statement
- 7.2.2. Structure for policy implementation (OSH Unit, OSH Committee)
- 7.2.3. Programmes: training, information for members
- 7.2.4. OSH elements in the collective bargaining
- 7.2.5. Participation in the national tripartite dialogue

8. Regular and ongoing activities related to OSH

- 8.1. Regular activities at the national level to improve level of prevention and protection:
 - 8.1.1. National initiatives such as awareness raising campaigns, Safety Days (Week), media campaigns, etc. (indicate only if these means are used and their periodicity)
 - 8.1.2. Industry initiatives (such as responsible care programmes or product Stewardship, implementation of OSH management system approaches, ISO 9000 and 14000, certification schemes, etc.).
 - 8.1.3. Trade Union OSH activities and initiatives

- 8.2. International capacity building, technical cooperation activities directly related to OSH such as environment, chemical safety management, public health, introduction of cleaner/safer technologies (indicate IGO involved such as ILO, WHO, UNEP, FAO, UNIDO, UNITAR, OECD, UNDP, etc. and general area of activity).

9. General data

9.1. Demographic data

- 9.1.1. Total population

- 9.1.2. Total economically active population (employed persons in all sectors)
 - 9.1.2.1. Men workers (in millions or % of number in 1.1.2)
 - 9.1.2.2. Young men workers (14 to 18 year old)
 - 9.1.2.3. Women workers (in millions or % of number in 1.1.2)
 - 9.1.2.4. Young women workers (14 to 18 year old)
- 9.1.3. Estimated percentage of economically active population considered to be active in the informal economy and therefore not or marginally covered by any social protection measures or schemes (social security, accident insurance, workmen's compensation, etc.)

9.2. **Literacy levels**

- 9.2.1. Whole population (% of population with at least elementary school level of ability to read and write national language)
- 9.2.2. Labour force (% same as 1.3.1)

9.3. **Types of sectors of economic activity and % of workforce employed** (Use Annex I and provide if possible a % estimate of men, women and young workers employed in each sector)

9.4. **Economic data**

- 9.4.1. Gross Domestic Product (GDP)
- 9.4.2. Annual Per Capita Income
- 9.4.3. Economic weight of each sector in relation to overall GDP (use Annex I)
- 9.4.4. Estimated overall level of resources (in USD or as % of GDP) devoted to OSH preventive and protective measures and enforcement of legislation (**Note: Even crude estimates based on the totaling of approximate or average incomes of human resources and budgets of institutions and bodies are welcome. Please specify in any case the basis used for the estimate if one is given.**).

10. Other relevant information

The expert should provide the ILO with any national or other reports relevant to OSH issues such as annual reports produced by national institutions responsible for the implementation of the various aspect of OSH. Copies of the texts of the main OSH laws and regulations should also be provided if possible.

11. Elements for input in the situation analysis

In this section, the expert should provide a preliminary analysis of the collected data and summarize key points and elements which may be useful in undertaking a situation

analysis to identify priorities for action to be considered for action under the national programme. This would include mainly strong points, weaknesses and gaps related to systems, methodology, infrastructures, skills, capacities, economic and other aspects affecting the implementation of an OSH system in the country.

Annex I

International Standard Industrial Classification (short version)

Code	Description
A	Agriculture, farming of animals, hunting and forestry
B	Fishing
C	Mining, quarrying, oil and natural gas extraction
D	Manufacturing
15	food products and beverages
16	tobacco products
17	Textiles
18	wearing apparel; dressing and dyeing of fur
19	Tanning and dressing of leather; manufacture of luggage, handbags, saddlery, harness and footwear
20	wood and of products of wood and cork, except furniture; manufacture of articles of straw and plaiting materials
21	paper and paper products
22	Publishing, printing and reproduction of recorded media
23	coke, refined petroleum products and nuclear fuel
24	chemicals and chemical products
25	rubber and plastics products
26	other non-metallic mineral products
27	basic metals
28	fabricated metal products, except machinery and equipment
29	machinery and equipment.
30	office, accounting and computing machinery
31	electrical machinery and apparatus
32	radio, television and communication equipment and apparatus
33	medical, precision and optical instruments, watches and clocks
34	motor vehicles, trailers and semi-trailers
35	other transport equipment
36	furniture; manufacturing
37	Recycling
E	Electricity, gas and water supply
F	Construction
G	Wholesale and retail trade; repair of motor vehicles, motorcycles and personal and household goods
H	Hotels and restaurants
I	Transport, storage and communications
60	Land transport; transport via pipelines
61	Water transport
62	Air transport
63	Post and telecommunications
J	Financial intermediation
K	Real estate, renting and business activities

L	Public administration and defense; compulsory social security
M	Education
N	Health and social work
O	Other community, social and personal service activities
P	Private households with employed persons
Q	Extra-territorial organizations and bodies

Annex II

Readily available information on demographic data and country profiles

Employment and other statistics

<http://www.ilo.org>

CIA fact book:

<http://www.cia.gov/cia/publications/factbook/indexgeo.html>

The Economist

<http://www.economist.com/countries/>

World Bank

<http://www.worldbank.org/data/countrydata/countrydata.html>

WB information on Health, Nutrition and Population

<http://devdata.worldbank.org/hnpstats/AAGselection.asp>

News agencies, ABC, BBC, etc.

http://news.bbc.co.uk/1/hi/english/world/europe/country_profiles/default.stm

<http://abcnews.go.com/sections/world/DailyNews/geography.html>

Geographic sites

http://www.atlapedia.com/online/a-z_index/a.htm

United Nations Statistics Division: Common databases

http://unstats.un.org/cgi-bin/uncdb.exe/cdb_country_prof_select

UN Website on National Information on Sustainable Development

<http://www.un.org/esa/agenda21/natinfo/>

Specialized sites

<http://www.ilo.org/safework>

<http://www.who.int/ipcs/intox>