GLOBAL PROJECT UNDER THE SWEDISH PARTNERSHIP PROGRAMME

Linking safety and health at work to sustainable economic development: from theory and platitudes to conviction and action

1. Background and Justification

Area/Sector analysis

Safe work is Decent Work! Almost everyone says safety and health at work is important, that they are committed to improving working conditions. The Declaration on Social Justice for a Fair Globalisation, adopted in 2008, recognises the importance of safety and health at work and its interrelatedness with other domains such as employment, fundamental principles and rights at work, and promotion of social dialogue and tripartism. In November 2007, the Governing Body expressed commitment to strengthening promotion of the Promotional Framework for Occupational Safety and Health Convention (No. 187) as one of the four priority Conventions. Likewise, at the March 2008 Governing Body the TC Committee heard many affirmations on the part of the constituents of commitment to occupational safety and health. Perhaps most relevant of all is the priority given to safety and health at work in the country programme outcomes in the 2008-09 P&B.

BUT, the big problem remains: is this stated commitment being translated into real practice, with high-level conviction and action at national and enterprise level?

The estimates speak for themselves:
Each year there are:
- 2.3 million work-related deaths,
- 337 million occupational accidents,
- 160 million new cases of occupational disease,
- More than 5,500 workers die every day, of which 1,000 go out to work and don't return home because they die in an accident at work,
- 4% global GDP lost to work-related accidents and diseases.

These are huge losses – twice as many people die because of their work as die in wars and conflicts. There is a war on terror, where is the corresponding war on workplace accidents and diseases?

A country can show commitment to quality of life through its national occupational safety and health system and programme. Attempts to prevent the number of occupational accidents and diseases can help avoid a downward spiral where workplace accidents lead to disability. This disability can lead to an increased reliance on benefits and early retirement, which in turn lead to exclusion from the labour market and may even result in death. Creating a safe and healthy working environment will therefore help prevent such exclusion of workers from the labour market, the human suffering and

economic costs to both employers and governments. Improving OSH measures is a relevant tool to maintain employability and ultimately the creation of quality, safe, jobs and productive work. But all too frequently OSH concerns do not get the priority they deserve and problems continue, even to the extent that occupational accidents and diseases are rising in some countries.

The underlying problems are many and varied: outmoded legislation in a changing world of work which requires new approaches to OSH reflected in updated legislation; weak and under funded labour inspection services, which also requires new approaches to inspection; a high rate of the working population in the informal economy with a corresponding lack of OSH infrastructure and a higher vulnerability to accidents and diseases; a lack of commitment on the part of some governments and employers, who may look on OSH improvements as entailing costs; a lack of trade unions in workplaces (the presence of trade unions has been equated with improved workplace safety); but above all, perhaps, changes in the characteristics of employment relations and work organisation and in the workforce (increase in women workers, older workers, migrants…). All these issues have implications for OSH conditions, the infrastructure to deal with them and the outcomes measured in terms of occupational accidents and diseases.

They are also expected to continue and may be aggravated by the present financial crisis. The number of occupational accidents and diseases may rise as some companies and governments may be tempted to ignore OSH standards. Lay-offs may result in increased ill-health due to unemployment, and increase pressure on remaining personnel. Management changes in this period may lead to reduced management of hazards and risks, especially in SMEs which traditionally lack the resources and know-how to manage OSH. A decrease in public spending may also compromise the capacities of labour inspection and OSH services in the light of the financial crisis. It therefore becomes even more necessary to consider, and factor in, the costs of occupational accidents and diseases and make people aware of the important gains to be derived from mainstreaming OSH into national and business plans.

Many of these issues have been raised by constituents and field specialists and defined in the DWCPs and country priority outcomes in the Programme and Budget 2008-09. In fact, where OSH concerns are raised in DWCPs they mainly relate to the need to take up the principles and provisions in C.187, that is to develop national programmes of action on OSH and implement action at the workplace. In detail, according to these and country priorities raised in P&B 2008-09, the main areas of concern include:
- The need to integrate OSH into national employment and economic development plans.
- Capacity-building of constituents, mainly employers' organisations and trade unions, for joint management of safety and health.
- Design of **PRACTICAL** guidance on how to implement new OSH policies and management systems;
- Strengthening access to OSH information and awareness-raising;
- Incorporation of a gender-based approach into OSH policies;

- Improvement of information systems on occupational accidents and diseases, including recording and notification for preventive purposes and its link to workers' compensation schemes.

SafeWork has always been concerned with prevention of occupational accidents and diseases and the improvement of OSH for all workers. In recent years it has focused on the promotion of C.187 (A Promotional Framework for Occupational Safety and Health)[1] and thus the need for a national systematic approach to OSH which mobilises and responsibilises the government and social partners to work together to develop and implement a national policy and strategy on OSH. In this it is guided by the Global Strategy for Occupational Safety and Health, which aims to strengthen constituents' capacity to reinforce their OSH policies and to implement the principles and rights embodied in ILO Standards to promote better safety and health at work. This strategy, on which SafeWork bases its priorities, concerns itself with awareness-raising of the importance of OSH; promotion of ILO instruments for this; technical assistance; knowledge development and dissemination; and international collaboration. The Global Strategy itself was designed to respond to the above-mentioned problems, namely that OSH is seldom considered a priority and there is a great lack of awareness concerning occupational hazards and risks and preventive measures. Because OSH is often not considered a priority then government and the social partners should give it more priority on the national agenda in order to get resources allocated and turn commitment to action. Secondly, because of the lack of awareness then there is the need to build or maintain a preventive OSH culture that becomes an integral part of wider societal culture and economic development.

A major part of this strategy so far has been in raising the visibility of OSH through the annual World Day for Safety and Health at Work and the triennial World Congress on Safety and Health at Work. Raising visibility necessarily means highlighting the statistics and the burden of death and disability on the national economy and on businesses as well as on families. Whilst some effort has been put into this on the part of SafeWork, more needs to be done to actively turn it into a practical and motivational tool, to help countries and enterprises determine the true costs of occupational accidents and diseases and thus act to prevent them – both through development of national strategies and through improved OSH management at the workplace.

SafeWork has also been promoting the development of national programmes according to the provisions of C.187. The first step has been in the development of national OSH profiles in several countries to ascertain the gaps and needs for priority action in any one country. Some countries have further developed OSH profiles and programmes in response to this. But the process would be greatly encouraged and better coordinated with the development of practical guidance for countries on how to go about the process from profile to policy to programme and implementation.

Concerning the development of a safety culture at the workplace level, SafeWork has been promoting its Guidelines on Occupational Safety and

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[1] C.187 is a relatively new Convention, adopted in 2006, ratified by 11 countries.

Health Management Systems. The Guidelines have even been adopted as a Standard in 11 CIS countries. However, it is apparent that practical guidance and training on how to implement OSH management systems at the workplace are needed if they are to be implemented widely. Many training tools in this respect, aimed at employers' and workers' organisations and their members, are available and some have been used by SafeWork and field specialists in training of trainers courses. A standard training package based on the more effective methods would greatly aid constituents and specialists develop training for local level.

The project therefore proposes development of products to address the issues and gaps identified by the constituents and field specialists as outlined above, whilst being guided by the experience over the past few years in promoting C.187 and the Global Strategy. In this respect, two basic areas of action are identified: guidance and motivational tools developed for governments and the social partners to take OSH seriously and implement strategies for improvement; and practical tools and guidance developed for governments and social partners to promote action at the workplace.

2. Strategy and Logical Framework

The project strategy is fully aligned with the ILO Strategic Policy Framework (SPF) 2010-2015 and the Programme and Budget 2010-11. It contributes to achieving the Strategic Objective on social protection, more specifically to the Outcome 6, "workers and enterprises benefit from improved safety and health conditions at work ". The project outcomes and outputs are linked to paragraph 211, on knowledge and tools and paragraphs 214 and 215 on communication and technical cooperation in addition to others.

2.1   Description of the Project Strategy

The focus of the project will be on developing global products to support national and local level actions to help prevent human suffering, exclusion from the labour market, and economic costs to employers and governments. Guided by the provisions of C.187 and priorities identified by constituents in the framework of DWCPs and country priority outcomes, the project will support efforts in creating a preventive safety and health culture and a systems approach to OSH. This takes on added importance in the present global crisis, which could undermine any efforts in the OSH field.

Decision makers, including Ministries of Labour and of Finance, tend to look at the costs of implementing new laws and policies, or focus on what they feel are "more important" issues such as employment and wages. OSH may often be seen as a technical area which entails costs, but the benefits of improving safety and health at work are rarely taken into consideration, both on a national and workplace level. To this end, this project will result in products addressing the

needs of governments and social partners, including advocacy tools to convince decision makers of the necessity to take action on OSH.

National level commitment must be backed up by commitment and action at the workplace, where the realities of risk are actually encountered. This entails employer commitment to improving OSH, and worker participation as a requisite input into improvements. Employers will be more motivated to act if improvements are inexpensive, readily available, and can be linked with increased productivity. Participation by workers and their representatives is also crucial to improved safety and health at work, as indicated by several studies on the subject.

The core of the strategy will therefore be to deliver quality information on the priorities outlined above, identifying recent trends and developing guidance and effective policies to guide the content of national programmes. Practical guides and training materials will be developed and pilot tested in close collaboration with the Turin Centre, in order to help build the capacity and confidence of national constituents to develop, adapt and implement policies and strategies themselves.

This is in line with the ILO Programme and Budget 2010-11 strategy, outcome 6: Workers and enterprises benefit from improved safety and health conditions at work.

Efforts will therefore focus on developing commitment and motivation for OSH improvements through:
- Research and compilation of best practices in the areas identified, particularly on the changing conditions and organisation of work and the workforce and links with the financial crisis; estimates of work-related accidents and diseases (methodology reviewed and new figures calculated) ; national systems of recording and notification and their link to insurance schemes on occupational accidents and diseases;
- Development of policy advice, guidance and motivational tools on the above areas as well as on the development of national OSH policies and strategies;
- Development of training modules on how to develop national OSH strategies, in collaboration with the ILO-ITC, and piloting of these;
- Practical tools and training packages will be developed particularly for employers and workers and their organisations in dealing with risk management and participation for improvements at the workplace level.

The guidance and policy tools will necessarily address the means, or the "how", of developing policy and strategy in a national and local context, particularly in the context of promoting tripartite development of action plans. Training for workplace level OSH improvements will focus on identification of hazards, evaluation of risks and developing solutions together, employers and workers and their representatives. OSH is often seen as the domain of experts, but the project strategy will focus on tools aimed at responsibilising and mobilising constituents to develop and implement actions themselves. These will outline the

responsibilities of the different partners, as well as discuss best practices in fostering social dialogue for OSH improvements.

The feasibility and effectiveness of the products and of the implementation of improvements of some measures will be evaluated by a number of locally-based projects as defined as priorities by constituents in the above-mentioned pilot trainings.

The project will also work in close cooperation with an EC-funded project which will soon be started in SafeWork and which looks at a couple of related areas, among other things, to motivate governments to take OSH on board at the highest political agenda. In this case, the project will benefit from research and guidance on the true extent of occupational accidents and diseases and their costs to the economy of a country.

The project is a global one aimed at supporting field efforts to promote OSH improvements. In this respect, priorities have been identified, and close cooperation will be continued, between field specialists and HQ, both in the development of the tools and guidance and to promote them afterwards. A wider peer review group of specialists and selected constituents with OSH expertise will be called on to review the tools to ensure correctness and usability. Choice of countries for pilot testing of products will be made in consultation with field offices, and the field offices would also be involved in promoting and reporting on development and implementation of national programmes. Criteria for selection of pilot countries will be based on consultation with ILO field offices and will include lower middle income countries that have demonstrated commitment to improving OSH through the DWCPs. A geographical spread of countries would also be required.

Information, policy advice, basic guidance and advocacy on OSH will not only support the development of national commitment and OSH programmes, but the above-mentioned research and tools will also be used to widely promote the methods and best practices in approaching recent challenges in such fora as the triennial World Congress on OSH and for the annual World Day for Safety and Health at Work.

They will also provide important inputs in advancing the achievement of all four strategic objectives of the ILO for the implementation of the Decent Work Agenda. Linking occupational accidents and diseases with poverty highlights the economic incentives for ensuring that workers remain employable and businesses remain productive. Likewise, they will also contribute to tripartite commitment, participation and social dialogue in the development of national OSH strategies and their implementation at workplace level. Ratification and implementation of relevant instruments, particularly the Occupational Safety and Health Convention, 1981 (No. 155) and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), help restrict unsustainable development practices. This is essential in order to promote a fair globalisation. Analysing the gender dimension in OSH has implications for policy-making and preventive strategies. Recognition of difference and diversity is essential in promoting safer workplaces and healthier outcomes for all workers

and will help ensure that due weight is given to analysing risks to women workers and developing relevant policy and preventive measures.

In this respect the project will necessarily entail close collaboration with other units of the ILO, particularly the Gender Bureau, SECSOC, ACTEMP and ACTRAV.

2.2 The Logical Framework

See log frame at the end of this document.

2.2.1 Development Objective/Expected Impact

The overall objective to which the project will contribute is the improvement of safety and health conditions at work. This is in accordance with the strategic objectives of the P&B to 2015, namely that workers and enterprises benefit from improved safety and health conditions at work.

In order to improve safety and health conditions at work and reduce occupational accidents and diseases two areas are required – commitment and implementation. The project therefore has two immediate objectives/outcomes, one aimed at national-level action, the other at workplace-level action.

2.2.2 Immediate Objective/Project Outcome

Immediate objective 1: Governments and social partners are better equipped to strengthen national commitment for improving OSH

By the end of the project, practical tools on OSH will be available for governments and the social partners to develop and adopt, or at least consider developing, policies and strategies to improve OSH. The outputs will be developed in a way to provide the governments and social partners with the know-how and assistance to improve OSH in a manner adapted to their needs. The different research and guidelines will also be used as advocacy tools to raise the OSH profile in these countries and promote informed action. Therefore, in the medium- and long-term, the global tools developed through this project will help pave the way for governments and social partners to be able to implement all or some of the following:
- Adoption of a national policy, OSH profile or action plan targeted at improving OSH in line with the provisions of ILO Conventions;
- Establishment or strengthening of tripartite mechanisms for consultation on OSH at national level;
- Mainstreaming of gender considerations into OSH policies and strategies at both national and workplace level, as well as in data collection and analysis concerning occupational accidents and diseases;
- Establishment or improvement of a system of recording and notification of occupational accidents and diseases, including a national-level register and analyses, with sex-disaggregated data;

- Consideration to establishing or improving occupational accident and disease insurance schemes;
- Possible allocation of more resources to national action plans to improve implementation of OSH measures.

Immediate objective 2: Workplaces are better equipped with effective tools to strengthen bipartite dialogue and OSH

By the end of the project, training packages and guidelines on how best to foster a climate change towards an organizational safety culture, will be available for employers and workers and their organisations. The aim of developing such tools is that they will be used eventually to strengthen employer commitment to OSH and promote worker participation in OSH at the workplace, leading to safer and healthier workplaces. The tools will be developed in a way that their proper use will help:

- employer and worker organizations establish locally-based OSH information and training structures;
- employers and workers to explore new or improved mechanisms for bipartite collaboration at the workplace;
- enterprises to develop OSH policies based on risk management, while taking into consideration the needs of vulnerable workers such as women and older workers;
- enterprises, including in the informal economy, to carry out risk assessments and implement preventive measures.

2.3 Outputs and Activities

I.O.1: Governments and social partners are better equipped to strengthen national commitment for improving OSH	
Outputs	**Activities**
1.1: Guidelines on how to develop and implement national programmes on OSH	1.1.1:Collect, analyze and summarize existing national programmes on OSH and the steps taken to develop the programme (in this process special attention will be paid to the aspects of OSH and gender, migrant workers, and informal economy)
	1.1.2: Draft guidelines on the development of national programmes on OSH.
	1.1.2: Finalise and publish guidelines (print and web-based).
	1.1.3: Translate the guidelines into selected languages.
1.2. Training package on national programme on OSH	1.2.1: Develop draft training package on national programme on OSH in collaboration with the ILO-ITC (building on 1.1)
	1.2.2: Conduct pilot training courses at ILO-ITC or national level in selected countries
	1.2.3: In-country activities in pilot countries, including

	development of OSH profile, dialogue to identify priorities and strategy, adoption of programme.
	1.2.3: Finalize training package on national programme on OSH
1.3: Motivational tool on the benefits of improving OSH	1.3.1 Collect and analyze studies on economic aspects of OSH, including possible impact of the economic crisis, as well as promotional materials/tools on economic aspects of OSH
	1.3.2: Peer review of draft tool and finalisation of product.
	1.3.3: Develop publicity for promotion of the finalised tool to calculate the costs to the economy of occupational accidents and diseases.
1.4 Global report on OSH summarizing the recent developments including estimates of work-related accidents and diseases (methodology reviewed and new figures calculated)	1.4.1. Review current methodology for calculating global estimates of work-related accidents and diseases and document the reviewed methodology clarifying the key parameters
	1.4.2. Develop the new estimates of work-related accidents and diseases
	1.4.3 Collect information on the recent developments on OSH focusing on major progress and key challenges
	1.4.4. Publish summary of the latest developments and new estimates for the release at the 2011 World Congress on Safety and Health at Work
1.5: Guidance on Improvement of information systems on occupational accidents and diseases, including recording and notification for preventive purposes and its link to workers' compensation schemes.	1.5.1: Conduct comparative study on different systems of recording and notification of occupational accidents and diseases and insurance systems as well as the analysis of the background and steps taken in the countries where national systems for insurance were adopted recently.
	1.5.2: Workshop to develop guidance/policy advice for countries which have yet to develop or improve national systems for recording and insuring against occupational accidents and diseases (in collaboration with SECSOC)
	1.5.3: Development and review of policy for simple insurance schemes against occupational accidents and diseases.
	1.5.4: Final publication of policy and recommendations based on above procedure.
	1.5.5 National workshops to inform the government and social partners on the guidance tools developed
1.6: Policy guidance on the gender dimension of OSH	1.6.1: Develop research guidelines to map gender dimension of OSH (with GENDER Bureau)
	1.6.2: Conduct desk research on gender dimension of OSH, and surveys in selected countries
	1.6.3: Development and review of policy on the gender dimension of OSH, including case studies and recommendations for action
	1.6.4: Finalisation for publication and publicity campaign

I.O.2: Workplaces are better equipped with effective tools to strengthen bipartite dialogue and OSH	
2.1: Basic OSH guidance and motivational tools for the enterprise level including risk assessment and risk management at the enterprise.	2.1.1: Develop a practical guide to establishing OSH management systems at the workplace (a "how to" manual based on the ILO-OSH 2001 Guidelines on occupational safety and health management systems)
	2.1.2. Conduct pilot training courses on the guide
	2.1.3: Peer review and publish guide
2.2: Training packages for employers, workers and trainers dealing with OSH, including training to reinforce worker participation in OSH at the workplace.	2.2.1: Compile and review existing training packages on OSH, particularly on risk assessment and management, for employers and their organisations
	2.2.2: Compile existing training materials used by trade unions and other institutions for the training of trade union officials and workers (OSH Committee members)
	2.2.3. Develop guidelines to adapt the materials to national situations
	2.2.4. Conduct pilot training courses for employers and workers with a view to testing the training material in national situations
	2.2.5 Develop final products (in collaboration with ACTEMP and ACTRAV)
	2.2.6 Workplace level workshops to inform employers and workers about the new tools and their use

2.4   Indicators

See log frame at the end of the document for indicators associated with each outcome and output, as well as the means of verification

2.5   Assumptions

The most substantial risk associated with getting commitment to OSH developments is the political will on the part of governments and the supportive climate on the part of the social partners, to want to strengthen OSH improvements. The global financial and economic crisis may severely undermine any recent and potential commitment to OSH in many countries. The risk then is in delivering a product to a country that the stakeholders will not use. The project aims specifically to address this through the development of motivational tools which aim precisely at sensitising key actors as to the necessity of implementing OSH measures, spelling out the high costs of occupational accidents and diseases, and the gains to be derived from improving OSH conditions. It will ensure quality through peer review. It will also try to incorporate good practices and examples from different regions as well as from "high-performing" countries to allow a sense of attainability ("if a neighbouring country has achieved this, so can we").

In order to produce the suggested global products, it is assumed that good practices from around the world will be available to inform these tools and allow flexibility and adaptability to different contexts. It is also assumed that there will be full coordination on behalf of the governments and social partners in order to best understand their needs and be able to tailor the guidelines and training packages to the practical level desired.

A review of existing tools and a needs assessment can only be successful with the full cooperation of the target groups to best respond to the gaps and offer helpful and informed guidance.
It is also assumed that once these tools are piloted and validated, they can be applied and adapted to different countries although empirical data on which they are based may not be as representative as hoped due to varying levels of documentation and development in this field across the globe.

3. Monitoring and Evaluation

A detailed project monitoring and evaluation plan will be developed during project start-up in line with ILO requirements and in consultation with the cross-cutting components under the Sweden/ILO Partnership Programme. SafeWork will be responsible for preparing progress reports, based on regular monitoring of progress by the advisory working group. An independent final evaluation will be undertaken at the end of the project, and resources have been allocated from the project budget (BL 16.50) to that effect.

4. Gender Mainstreaming

Analysing the gender dimension in OSH has implications for policy-making and preventive strategies, and recognition of the difference and diversity is essential in promoting safer workplaces and healthier outcomes for all workers. Gender-sensitive approaches make the differences more visible and thus help to identify and address the problems. Due weight has to be given to analysing risks in women-dominated occupations as well as risks to women in male-dominated sectors and developing guidance accordingly. This is applicable to policy making, gathering of sex-disaggregated OSH statistics and analysis, and, of course, implementation at the workplace. In all stages, only by ensuring that women as well as men participate in the decisions affecting their safety and health at work will positive changes come about.

The project will closely coordinate its interventions with the Sida-funded project on gender mainstreaming, ensuring that specific gender concerns will be integrated in the preparation, implementation, monitoring and evaluation of the project. SafeWork will consult and coordinate the preparation and delivery of the outputs with the Bureau of Gender Equality and the SafeWork Gender Focal Point as appropriate. This is linked to the ILO programme and budget 2010-2011, Para. 210 on the gender dimension of OSH and its implications for policy-making

and preventive strategies because recognizing the difference and diversity is essential in promoting safer and healthier workplaces and healthier outcomes for all workplaces.

5. **Knowledge management and sharing**

Knowledge sharing remains a specific project output as well as a strategy for implementation of project activities. In particular, the project will undertake knowledge management of the different approaches adopted to promote OSH under this Partnership to allow ILO and its constituents to further expand their knowledge base of mechanisms to address OSH issues in the world of work. Data will be generated on a number of OSH related research areas needed to inform policy and practice. New ways to collect, document and analyse this data will be ventured. New knowledge will be disseminated via SafeWork's communication arm, the CIS centres network increasing ILO visibility and global impact. Products and the knowledge generated in their development will be promoted as part of the world-wide events which take place annually on World Day for Safety and Health at Work. The final stages of the project also coincide with the holding of the World Congress for OSH in Istanbul in September 2011. This will provide an excellent platform for discussion and promotion of the products amongst a large audience from all over the world.