



Sixth item on the agenda: ILO standards-related activities in the area of occupational safety and health: An in-depth study for discussion with a view to the elaboration of a plan of action for such activities

(general discussion based on an integrated approach)

Report of the Committee on Occupational Safety and Health

1. The Committee on Occupational Safety and Health met for its first sitting on 3 June 2003. Initially, it consisted of 146 members (65 Government members, 29 Employer members, 52 Worker members). To achieve equality of voting strength, each Government member was allotted 116 votes, each Employer member 260 votes and each Worker member 145 votes. The composition of the Committee was modified eight times during the session, and the number of votes attributed to each member was adjusted accordingly.¹
2. The Committee elected its Officers as follows:

Chairperson: Mr. A. Békés (Government member, Hungary).

¹ The modifications were as follows:

- (a) 3 June: 146 members (65 Government members entitled to vote with 116 votes each, 29 Employer members with 260 votes each and 52 Worker members with 145 votes each);
- (b) 4 June: 177 members (87 Government members entitled to vote with 32 votes each, 32 Employer members with 87 votes each and 58 Worker members with 48 votes each);
- (c) 5 June: 178 members (93 Government members entitled to vote with 592 votes each, 37 Employer members with 1,488 votes each and 48 Worker members with 1,147 votes each);
- (d) 6 June: 176 members (95 Government members entitled to vote with 1,628 votes each, 37 Employer members with 4,180 votes each and 44 Worker members with 3,515 votes each);
- (e) 7 June: 176 members (95 Government members entitled to vote with 1,628 votes each, 37 Employer members with 4,180 votes each and 44 Worker members with 3,515 votes each);
- (f) 12 June: 164 members (101 Government members entitled to vote with 986 votes each, 34 Employer members with 2,929 votes each and 29 Worker members with 3,434 votes each);
- (g) 13 June: 150 members (101 Government members entitled to vote with 594 votes each, 27 Employer members with 2,222 votes each and 22 Worker members with 2,727 votes each);
- (h) 17 June: 152 members (104 Government members entitled to vote with 189 votes each, 27 Employer members with 728 votes each and 21 Worker members with 936 votes each).

Vice-Chairpersons: Ms. A. Knowles (Employer member, New Zealand) and Mr. D. Bennett (Worker member, Canada).

Reporter: Ms. J. Nouthé (Government member, Cameroon).

3. At its fifth sitting the Committee appointed a Drafting Group to draw up a draft resolution and draft conclusions based on views expressed during the plenary discussions, for consideration by the Committee. The Drafting Group was composed as follows: Mr. M. Boisnel (Government member, France), Mr. C. Chavalitnitikul (Government member, Thailand), Mr. N. Freitas, (Government member, Brazil), Mr. F. Muchiri (Government member, Kenya) and Mr. J. O'Neill (Government member, Canada); Ms. A. Knowles (Employer member, New Zealand), Mr. C. Lotter (Employer member, South Africa), Mr. K. de Meester (Employer member, Belgium), Mr. L. Miksche (Employer member, Germany), Ms. R. Ssenabulya (Employer member, Uganda); Mr. D. Bennett (Worker member, Canada), Mr. B. Erikson (Worker member, Norway), Ms. L. Jenkins (Worker member, United Kingdom), Mr. M. Leemans (Worker member, Belgium), Mr. M. Wright (Worker member, United States); and *ex officio* Mr. A. Békés in the Chair and Ms. J. Nouthé as Reporter.
4. The Committee held 13 sittings.
5. The Committee had before it Report VI, entitled *ILO standards-related activities in the area of occupational safety and health*, prepared by the Office on the sixth item of the agenda of the Conference: "ILO standards-related activities in the area of occupational safety and health: An in-depth study for discussion with a view to the elaboration of a plan of action for such activities" (general discussion based on an integrated approach).
6. To facilitate the discussion, the representative of the Secretary-General proposed a reorganization of the selected points of discussion that had been included in Report VI, reducing their number from eight to six. The proposal was adopted by the Committee and is reflected in the headings of this report.

Introduction

7. In his opening statement, the Chairperson thanked the Committee for honouring him and his country with its confidence. The task the Committee had before it was to assess the state of safety and health at work as well as current ILO tools and means of action, and propose conclusions that could serve as a basis for a plan of action for the ILO and its constituents. He hoped that the discussion would proceed in a constructive manner and that out of the diverse views expressed, a common concern for occupational safety and health would emerge.
8. The representative and deputy representative of the Secretary-General introduced the Office report. They noted that the protection of workers against work-related illness, disease and injury was a matter of high priority for the ILO. Decent work must be safe work. In the area of occupational safety and health (OSH), the ILO's mission to develop, promote and supervise an international regulatory framework in the form of international labour standards was complemented by the development of other instruments such as codes of practice and technical guidelines. This mission also included sustained efforts to render these instruments operational by assisting ILO constituents through the dissemination of relevant information, as well as through technical assistance and cooperation.

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9. With the ultimate aim to increase the impact of these activities, the present discussion marked the first application of a new integrated approach thereto and the objective of the present discussion was to develop a plan of action to direct future OSH standards-related activities. Such a plan of action would become an important tool in this area, particularly if it would rest on a strong level of consensus on key problems to resolve, an appreciation of available means to resolve them and the priorities for action at national and ILO levels.
 10. International labour standards were an essential tool to improve OSH as they set the objectives to achieve in this area. The relevant OSH and labour inspection instruments included 19 Conventions, 2 Protocols and 26 Recommendations, 35 of which were up to date and should be promoted. The OSH instruments also included some 37 codes of practice and technical guidelines. The levels of ratification of the up-to-date Conventions were, however, rather modest, and in spite of indications of actual implementation at the national levels, the impact of the current instruments did not seem to match the importance of this subject area. One of the elements contributing thereto appeared to be the relative lack of coherence that these instruments – taken as a whole – displayed. Each instrument responded to particular regulatory needs, and offered partial solutions to the problems at issue. What seemed to be lacking was a framework instrument that would outline all the basic building blocks required for sound management of national OSH systems and that would increase the impact of the standards and related activities in this area. In terms of substance, current standards appeared by and large to be relevant. The need to develop new or updated instruments in certain areas had been identified by the Working Party on Policy regarding Revision of Standards of the Governing Body, by analysing current trends in OSH, and by the concerns recorded in the replies to the survey undertaken for this report. These areas are chemicals, biological hazards, maximum weight, ergonomics, machinery guarding and psychosocial risks. Codes of practice seemed to have significant impact: some 64 member States had reported using codes of practice as models for national law and practice. They could have even broader impact if they could be made available in more languages. There also seemed to be a need for systematic development and updating of codes of practice, guides and training materials. The key to transforming rules into reality was the consensus of all parties concerned with political will and commitment. Through the establishment of periodic review and benchmarking systems, progress towards the reduction of occupational accidents and diseases could be properly managed and monitored. Knowledge management was a key factor here and in providing support to promotional efforts. At the international level, inter-agency cooperation could contribute greatly to the promotion of ILO values; the recent adoption of a Globally Harmonized System for the Classification and Labelling of Chemicals was one example. ILO values were also transmitted through technical cooperation programmes; progress was being made in streamlining the ILO's activities in this respect and there was a new focus on developing national OSH programmes based on more effective country data collection.
 11. The representative and deputy representative of the Secretary-General concluded by stating that the most effective means of achieving strong and sustained safety culture at both the national and enterprise levels were sustained promotion of the concept of sound management of safety and health at work. The ILO would implement such a strategy by developing: (1) a new framework instrument and updated standards as promotional tools; (2) complementary new and updated codes of practice; (3) tools for the self-identification of national needs and technical cooperation priorities; and (4) a system for monitoring the progress of national law and practice.
 12. The Employer Vice-Chairperson thanked the Chairperson for his willingness to help guide the Committee through this first attempt at developing a new integrated approach to the ILO's Conference work. The Employer members wanted to help make the ILO's programme more relevant to its constituents. She congratulated the Office on the thought

and work that had gone into producing a report with discussion points that would enable a wide-ranging discussion to explore every means possible for the ILO to raise awareness of the importance of sound health and safety management. She stressed the importance of strengthening the ILO's ability to deliver what it already had in terms of policies and instruments.

- 13.** Two principles would inform the approach of the Employers' group. First, one workplace death was one death too many. The Employers' group was committed to establishing a true health and safety culture in the workplace. Second, the Employers' group wanted the integrated approach to work, because it had become increasingly clear that the tripartite consensus, which enabled the establishment of international standards, did not automatically lead to their ratification. Updating of instruments had not necessarily made them more ratifiable: the Maternity Protection Convention, 2000 (No. 183) was even more prescriptive than its predecessor of 1952, and in the three years since its adoption, only four countries had ratified it. The Employer members favoured a holistic approach that would integrate and associate existing instruments more closely with technical cooperation, promotion and education. The outcome of the Committee's work should be a blueprint, a plan of action that could be adopted at a national level, supported by ILO technical programmes. A truly integrated approach to OSH would involve closer integration with all ILO policies and programmes, especially in terms of technical cooperation. This Committee had the opportunity and responsibility to devise a means of ensuring that a healthy and safe workplace became a reality for all.
- 14.** The Worker Vice-Chairperson saluted the successful cooperation that the Worker members enjoyed with the Employer members on the basis of their mutual respect. He called for cooperation from the Government members in reaching substantive conclusions in the Committee. This first opportunity to have a general discussion on ILO standards-related activities in the area of OSH was equally an opportunity to put the matter at the centre of the agendas of the ILO and its national tripartite partners. It was an excellent opportunity, too, to respond to the changes that were occurring in the world of work. Globalization and free trade had adversely affected the safety, health and well-being of workers. Many workers failed to come under governments' regulatory frameworks for protection. The integrated approach meant that standard setting was integrated with programme development and implementation; it involved not just SafeWork but all departments with an interest in workplace safety and health. At the national level, it meant that implementation of standards was not the affair of labour inspectorates alone.
- 15.** Report VI not only pointed to the changing conditions of work and the need for updated standard-setting procedures, but also charged the Committee to examine the question of revision of a number of Conventions and Recommendations in terms of their coherence and the extent to which they reflected preventative policies and measures. Four areas required new standards. The first area was biological hazards including infectious diseases; for example, health-care workers had recently been exposed to great biological hazards. The second was workplace stress, not only from human relationships at the workplace but also from changing working conditions; stress could also affect family life. The third was musculo-skeletal injuries, which occurred on an epidemic scale, even though appropriate ergonomic solutions were known. The fourth area was a new promotional instrument for OSH.
- 16.** There was strong support from amongst Government members for the new integrated approach to ILO standards-related activities. Many of them thanked the ILO for initiating this important debate.

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17. Several Government members spoke of the importance of effective implementation of national legislation adopted in conformity with existing standards. Assistance was needed from the ILO and from national institutions in such implementation. The informal and rural sectors, which now represented a very significant part of national economies, posed a particular challenge when it came to implementing and promoting such legislation, and it was felt that these sectors needed special attention. Technical cooperation programmes for such sectors were becoming increasingly valued.
 18. Other Government members said there was a need for an ILO action plan that included promotion of a preventative OSH culture and awareness raising. The participation of employers and workers was especially important for the promotion of a preventative culture. The help of other organizations should be sought, such as the WHO and ILO regional offices. Research should also be further promoted to improve the prevention of work-related accidents and ill health. Two Government members specifically mentioned awareness raising amongst school children and college students, such as through educational packages, which would serve to heighten their general awareness of OSH. Good use should be made of modern technology including CD-ROMs, the Internet and telecasting.
 19. Several Government members thought that a future framework instrument, supported by codes of practice, could be the way forward to address these needs. A strategic framework was also needed for gender-sensitive programmes, and to deal with increasing types of occupational disease such as occupational cancer and cardio-vascular disease. Specific emerging risks, such as biological and ergonomic risks, violence and other psychosocial risks, could then be dealt with through particular instruments. Several Government members also believed that many existing ILO Conventions and Recommendations needed to be reviewed and updated.
 20. Some Government members, in explaining why OSH standards varied, pointed out the gap between industrialized and developing countries. Labour inspectors were poorly resourced in some developing countries, for example. A Government member referred to the specific situation of small islands, where economic concerns seemed to prevail over concern for OSH.
 21. The WHO representative welcomed the ILO's initiative and looked forward to continuing collaboration between the two organizations, as had been the case recently, for example, on chemical control banding and silicosis. More collaboration was needed at national level, however, especially between ministries of labour and of health, as well as between the two international organizations. The representative for the International Commission on Occupational Health (ICOH) introduced the Commission. He agreed with much of what had already been said about the need for an integrated approach to standards-related activities, adding that the main need now was not for more standards but for better implementation of them. Only 15 per cent of the workers of the world had access to OSH, for example, and there was an increased need for such services. He favoured a move towards combining prevention with promotion, which – as studies had shown – improved productivity as well as workers' health and safety. As part of its contribution to the new ILO strategies, ICOH had proposed and promoted the "Global Action for Basic Occupational Health Services for All" joint initiative with the ILO and WHO. The representative for the International Association of Labour Inspection (IALI) introduced the Association. He thought that the discussion based on an integrated approach was very timely for labour inspectorates, who were now facing considerable challenges in promoting compliance with relevant standards because of many factors, not least from the great changes in work patterns over recent years, which necessitated a change in traditional approaches. Inspectorates also faced a shortage of resources from within their own

organizations, and growing pressures to meet greater public expectations. Partnerships were crucial in improving effectiveness and promotion of better standards, as was better training of inspectors.

Current occupational safety and health trends and problems

Point (a) In developing a plan of action for future ILO standards-related activities in the area of occupational safety and health, what are the major trends, developments and other elements that should be taken into account and the main objectives to be achieved?

22. The Employer Vice-Chairperson expressed the view that current trends in OSH needed to be analysed in relation to the objectives, problems and solutions that the Employer members were facing. The objective was identical with that of SafeWork's: workplaces free of death, injury and disease. Problems existed at the level of the ILO and at the national level. The ILO needed to find out why there was such poor uptake of its instruments. Even without a formal study, it seemed clear that they were too complicated, too prescriptive and too numerous. Furthermore, ILO standards said what to do but not how to do it; that is, they took a regulatory approach rather than a performance-based or outcome-oriented one. Another problem at the ILO level was that its wealth of OSH information was not reaching the people who needed it most. Finally, the ILO was not sufficiently visible to people in business and elsewhere who were not directly concerned with labour issues but who did have a role in OSH; this was as true for the industrialized world as for developing countries. There seemed to be four types of national-level problem. First was the lack of a preventative safety culture in both industrialized and developing countries, and a correspondingly low position of OSH on public agendas. Second was a lack of awareness among policy-makers of the real shop-floor problems to be addressed (a problem not unknown to policy-makers at the ILO level, either). Third, large portions of the economy were not represented in international forums: the self-employed, small and medium-sized enterprises, and participants in the informal economy. Fourth, resources for ensuring workplace safety and health were limited, regardless of the level of economic development of any given country. The ILO should provide proper responses to the needs of developing countries.
23. Current trends could be named with seven familiar labels: strategic planning, integration, multidisciplinary, the information technology revolution, globalization, corporate citizenship and worker mobility. Strategic planning held out the promise of better resource allocation. At the enterprise level, "integration" would mean the inclusion of OSH considerations in business decision-making; at the ILO level, it would mean the inclusion of OSH considerations in the work of all programmes, not just SafeWork. Prevention of workplace accidents and work-related diseases was inherently multidisciplinary, requiring the expertise of a wide range of professions. Information technology could facilitate the dissemination of information, but carried the risk of information overload. Globalization offered the benefit of worldwide application of high standards by multinational corporations, but also the possibility of hazardous work being exported to places where workers enjoyed little protection. "Corporate citizenship" expressed the growing recognition of the ethical dimension of doing business. Like information technology and globalization, increased mobility of workers had both positive and negative aspects.
24. The Worker Vice-Chairperson put his remarks in the context of the model of OSH that had been developed in the second half of the twentieth century. In much of the world, societies had aimed at full employment and job security for workers. Unions had fought for and won recognition for themselves and rights for their members. Governments provided a wide

range of services for workers and other citizens, including OSH infrastructure with inspection systems based on standards. Employers assumed an obligation to meet minimum requirements. All three social partners recognized their mutual responsibilities. This “liberal consensus” had begun to break down in the 1990s under the influence of globalization and free trade.

- 25.** The erosion of social protection was a very important trend in today’s world of work. Outsourcing, downsizing, the informalization and intensification of work, the establishment of triangular relationships among principal employers, subcontractors and workers, the recruitment of workers with no training in safety – all were expressions of this trend. The ILO had documented their consequences. ILO standard setting had to take trends into account, but should not assume that they would continue forever. Even if workers had recently lost recognition and power, their achievements in the last century showed that unfavourable situations could be overcome. There were seven things the ILO could do to facilitate this: extend standards to vulnerable workers; increase the impact of its standards; empower workers by continued insistence on the right to organize; strengthen the link between public health and occupational health; restore tripartite consultation at all levels, especially the national; promote sound OSH management systems with full worker participation; and work for the establishment of safety culture.
- 26.** Several Government members welcomed the concepts within the integrated approach and felt that the ILO’s report covered the subject very well. A number of themes emerged in discussion of the report, which they thought provided a good basis for future action plans. However, the gap between industrialized and developing countries had to be recognized, as such differences would lead to different problems being faced, and action plans had to take into account cultural differences. Some Government members also admitted that OSH was often not given a high priority by their own governments.
- 27.** A common theme amongst Government members was the need for preventative programmes in the workplace in which worker training and education featured strongly. Moreover, OSH issues were often influenced by the broader issues of globalization, trade, quality of work and sustainable development, therefore preventative OSH programmes had to be related to their wider context. The growth of the informal economy in this context was also important for such programmes, as were the trends to employ more casual labour in the formal sector. The need for obligations on importers and exporters also needed to be considered. In such a situation, the economic benefits of accident and ill health prevention programmes also had to be better recognized.
- 28.** Many Government members spoke of the need constantly to improve well-being at work, and to address issues relating to the working environment generally – including working time, rest and holidays. Some also mentioned the need to address stress-related and other psychosocial risks that led to ill health and sometimes even suicide, and the need to consider vulnerable groups more generally. A number of Government members stated that their main objective was the constant improvement of well-being at work along with the continuing reduction of occupational accidents and ill health.
- 29.** Comments were made by several Government members about the role of the ILO and its own action plan. In its standards setting, there was a need for some flexibility in the ILO’s approach, but there was also a need for standards that were both coherent and relevant. One Government member recalled that in the 1970s the ILO had started a programme that dealt with the working environment and working conditions together, and he thought that this important holistic concept seemed to have disappeared. He also said that the ILO should increase its range of interlocutors, strengthen and increase the number of national OSH information centres, develop strategies for the transfer of expertise from developed to

developing countries, develop sector-specific as well as risk-specific projects and implement a system of follow-up for such projects. Other Government members called for the development of tools that enabled the effectiveness of action plans to be measured, and suggested that in researching ideas the ILO could refer more often to the action plans and programmes of their own members, by visiting their web sites etc.

Strategy to place occupational safety and health higher on national agendas

Point (b) What promotional activities and tools should the ILO develop as effective means for ensuring continuous awareness of the importance of occupational safety and health?

30. The Employer Vice-Chairperson referred to the low levels of ratification of ILO Conventions on OSH. Although the number of ratifications per se was not the only indicator of impact, ratification represented a political statement and it committed ratifying governments to implementation and to reporting to the ILO on such matters. She said that the challenge for the ILO was to produce standards that were as relevant to developing countries as they were to industrialized ones, to small as well as to large enterprises.
31. She proposed six ideas for a global strategy. First, a World Day (or Week) on Safety and Health at Work would promote OSH more widely within whole communities, rather than confining such to workplaces. Second, better networking was needed between the ILO and other international organizations with an interest in OSH. Third, better networking was needed within the ILO between SafeWork and other programmes with an interest in OSH. Fourth, the ILO needed better to promote its own instruments and other guidance. Many did not know about key instruments, such as the ILO Guidelines on Occupational Safety and Health Management Systems. Fifth, the ILO should promote better sharing of country information through databases and the Internet, for example to exchange information about what has worked well in some countries. Last, the ILO should promote safety and health awareness through educational curricula. Although national curricula varied widely, the ILO could develop frameworks to promote children's awareness of risks at an early age.
32. At national levels, successful techniques in tackling HIV/AIDS and child labour had been developed, and lessons learned there could be adapted for safety and health action plans. The ILO could help developing countries specifically by providing technical assistance, drawing up training packages and helping in the training of national trainers, with the greatest impact being achieved by carrying forward good ideas from industrialized countries.
33. The Worker Vice-Chairperson stressed the fundamental rights of workers to safe, healthy, clean and stress-free working environments, a right that was reflected in the ILO's Decent Work Agenda. Many workers still fell outside the scope of protection to which they were entitled, therefore a future ILO instrument needed to have authority, something akin to that of the Declaration on Fundamental Principles and Rights at Work and its Follow-up. He agreed with the Employer Vice-Chairperson about the importance of having a World Day on Safety and Health at Work, an idea that workers had initiated, but it was important to respect national differences on this theme.
34. He noted that a future ILO action plan needed to address the poor implementation of OSH standards to date and consider how such standards, including codes of practice, might be developed. He stressed the principle of prevention, which was important to workers, as was that of accountability. He quoted approvingly from paragraph 94 of Report VI. Finally he commended the ILO Guidelines on Occupational Safety and Health Management

Systems as a valuable instrument, agreeing with the Employer Vice-Chairperson about their importance as a link with future OSH programmes.

- 35.** Several Government members spoke of the global importance of OSH and magnitude of the social and economic impact of occupational accidents and diseases. One Government member suggested that the ILO organize a “World OSH Summit” and invite Heads of State to attend in order to increase the subject as a national priority. He thought that this could become a regular event, occurring every three or so years, and be held in different countries on a rotating basis.
- 36.** Several Government members stressed that access to information needed to be encouraged and simplified. Emphasis needed to be put on awareness-raising and risk prevention schemes within a culture of prevention, starting at school and continuing through to vocational training programmes, and OSH needed to be integrated into business management functions. The exchange of best practices and information between members should also be promoted and a central information system be developed.
- 37.** The need to promote a preventative OSH culture was taken up by several Government members. Many activities could help to promote such a culture, including the special safety and health days and the promotional campaigns mentioned above, but also the ILO supervision and technical assistance. There was still a strong belief that prevention programmes were too costly, and such an attitude had to be overcome. The Worker Vice-Chairperson later reminded the Committee that costs of occupational accidents and ill health were actually borne by the wider community, and globally amounted to 4 per cent of the world’s gross domestic product.
- 38.** Several Government members reiterated the need to structure and update ILO standards, starting with a framework Convention that should be foundational and simple to ratify. Basic guidelines and codes of practice should be concrete to complement the system of the Convention. The ILO should also develop model methodologies that would facilitate the diagnosis and setting of national priorities for OSH based on the framework Convention. Some others proposed that the ILO should launch a campaign to promote OSH along the lines of that which had been done for child labour, with a framework instrument as a focal point for the campaign.
- 39.** Several Government members stated that an emphasis on the informal economy and on small and medium-sized enterprises (SMEs) was important, as these enterprises provided people with most jobs and were crucial to national economies. There were serious problems in reaching out to these sectors for several reasons, such as the lack of resources for labour inspection. Simple, inexpensive and effective approaches were needed, therefore, using good examples from other countries where appropriate. It was especially important to promote the participation of workers and employers and to improve OSH awareness levels.
- 40.** Several Government members spoke of their national campaigns, many of which included widespread publicity and programmes aimed at young people and the informal economy. A number of factors had to be considered in drawing up such campaigns, including literacy levels, the availability of technical assistance and the involvement of the media. One Government member described the recent experience of his country in which national groups of social partners were involved in setting policy for implementation of standards and particular groups had been targeted. A number of valuable lessons about communicating safety and health messages had been learned.

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41. Finally, some Government members reiterated the value of networking between different countries so as to learn from each other, although simply “borrowing” legislation from another neighbouring country would not always be appropriate. Regional groups could be a valuable means of exchanging useful information, and the ILO should have better contacts with such groups in order to increase its influence.

Tools and measures for the implementation of an efficient strategy

Point (c) Should a plan of action for occupational safety and health include the development of standards (including revisions) and other instruments aimed at raising occupational safety and health in national priorities and programmes and responding to national concerns in specific occupational safety and health-related areas? Would the development of methodology and criteria for the elaboration, updating and promotion of codes of practice and guidelines improve their impact and usefulness to the constituents of the ILO?

42. The Worker Vice-Chairperson expressed support for the development of a new instrument for the promotion of safety and health at work. Such an instrument should not replace existing instruments, but complement them. It should recognize safety and health at work as a fundamental human right, consolidating and extending the expressions of rights in several Conventions. (The best articulation of the rights of workers was found in the Safety and Health in Mines Convention, 1995 (No. 176) and Safety and Health in Construction Convention, 1988 (No. 167), the Labour Inspection Convention, 1947 (No. 81), the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Health Services Convention, 1985 (No. 161) and the Safety and Health in Agriculture Convention, 2001 (No. 184).) The most important extension would be to assert the right to compensation and medical care for work-related injuries and diseases. The new instrument should also promote tripartism at the national level and bipartism in the workplace. It should promote the ratification of all standards dealing with social protection, not just ILO standards, and assert that employers should assume their responsibilities towards their employees. It should deal with the relations between employer and employee. It should encourage capacity building, both in human terms by education and training, and in terms of institutional development. It should include a reporting mechanism to enable assessment of the effectiveness of the instrument. Such a promotional instrument would raise the visibility of the ILO, be a powerful tool for conducting campaigns and form the core of safety and health curricula in schools that would inculcate the idea that safety and health were responsibilities of society as a whole. In recognition of this, the ILO should provide a budget for its implementation.
43. The Employer Vice-Chairperson recalled that the goal of the integrated approach was to increase the coherence, relevance and impact of OSH standards and to incorporate technical cooperation activities, international collaboration and information dissemination into a single strategy. Rather than advocating a new Convention, the Committee should look to existing programmes, such as those done within the framework of the Decent Work Agenda concerning child labour and HIV/AIDS. The collection and dissemination of OSH-related data represented another important tool. A promotional framework instrument was acceptable in principle, although the one suggested by the Worker Vice-Chairperson seemed more prescriptive than promotional which would defeat its objective. Real impact would be achieved by guidelines that were easy to read, understandable and comprehensive so that member States could use them to develop their own national plans of action, to train those involved in OSH and to encourage tripartism.

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44. The Worker Vice-Chairperson replied that the Worker members had no set idea as to what form the promotional instrument should take. He agreed with the Employer Vice-Chairperson that tools other than standards were needed, but that these needed to have a focal point which would be the promotional instrument. He reassured the Employer Vice-Chairperson that this should not entail new obligations.
 45. One Government member re-emphasized that the governments in many developing countries did not pay sufficient attention to OSH. He agreed that there was a need for a framework instrument which included key principles. However, in order to stimulate interest in OSH the instrument should be able to be easily ratified by most countries within a short period of time. It should integrate the PDCA cycle (“plan, do, check, act”). Overlap with existing standards had to be avoided, and the Occupational Safety and Health Convention, 1981 (No. 155) and the Occupational Health Services Convention, 1985 (No. 161) needed to be promoted.
 46. A great number of member States supported the idea of an action plan and stated that the development and revision of standards should be included in that plan. Most felt that a framework instrument containing the main principles should be used as a basis. Two cited the Worst Forms of Child Labour Convention, 1999 (No. 182) as an example of a successful framework Convention. Some felt that there was a great need for standards, particularly in the developing world. However, they needed to add value and be useful for the end users, government policy-makers, enterprises and workers. A major challenge was to convince member States that the ratification of standards was in their interest. Member States were heavily influenced by international organizations and a major obstacle to putting OSH higher on national agendas was that the ILO did not do this itself. Furthermore, a mechanism should be developed to keep standards up to date without full formal revision by the International Labour Conference.
 47. In addition, codes of practice needed to be used as a tool for implementation of updated standards. The codes should be up to date, be specific to sectors, activities or risks and be addressed to labour inspectors, safety and health specialists and all other persons involved in making work safer and healthier. Criteria should be set for the selection of subjects and a methodology for their updating developed. Risks should be identified and analysed on the basis of scientific information, to give clear and specific guidance.
 48. One Government member recalled the success of a framework directive on OSH in the European Union [Council Directive 89/391/EEC of 12 June 1989 on the introduction of measures to encourage improvements in the safety and health of workers at work]. He acknowledged that it could not simply be taken over as an ILO instrument, but felt that it was a good example of a general instrument on which many specific directives had been based. The challenge was to develop an instrument with sufficient political and legal impetus to bring about a true commitment from governments, employers and workers without being too prescriptive or detailed, given the cultural, legislative and economic differences between countries.
 49. Another Government member asserted that the transfer of equipment and technology was a priority. He reported that his country had recently hired 400 inspectors and had developed a plan to establish 15 OSH research and training centres; four had been already set up. He requested the ILO’s assistance in equipping these centres.
 50. One Government member would answer “yes” to both questions posed in Point (c), but in reverse order: a plan of action required clear criteria. OSH legislation in his country had been in a single performance-based framework since 1992, and four conclusions could be drawn from 11 years of experience: a performance-based framework would work only

when the social partners and the public were aware of the importance of OSH; some employers were not interested in giving workers the health and safety they deserved, so the framework had to permit the imposition of sanctions; the active participation of workers in hazard identification was necessary; OSH was an inseparable part of the employment relationship and called for good faith and social dialogue.

- 51.** Scepticism towards a new Convention was expressed by one Government member, who felt that the lack of general acceptance of Conventions was due to their failure to take account of national priorities. He suggested that the ILO should cooperate with all the stakeholders in countries and assist them in drawing up national action plans.
- 52.** The Employer Vice-Chairperson welcomed the responses of the Government members, which appeared to support the principle-based approach of the ILO's Guidelines on Occupational Safety and Health Management Systems, and a promotional instrument on that basis would indeed be useful for awareness raising and advancement of OSH on various agendas. She felt that it would be useful to talk about what process would be followed after an action plan for the ILO was established.
- 53.** The Worker Vice-Chairperson likewise expressed satisfaction with the Government members' interventions. He reminded the Committee that a truly integrated approach would relate OSH to all programmes of the ILO, which would encourage the ratification and application of standards in general.
- 54.** The Chairperson noted the consensus in favour of a framework instrument, and asked if the Committee wished to discuss its structure and scope. The Employer Vice-Chairperson felt that that could lead to a long argument, as many issues remained to be clarified. If a Convention were a possible outcome, it would not be a rapid response when urgent action was called for. The representative of the Secretary-General reminded the Committee that the Governing Body postponed the decision to fix the agenda of the 2005 Conference until November 2003. This gave the possibility to the Governing Body to consider placing an item relating to OSH on the Conference agenda if deemed appropriate.
- 55.** Two Government members and the Worker Vice-Chairperson enquired whether it would be possible to get a framework instrument recognized as one of the ILO's core instruments, given that the right to safe and healthy working conditions was a fundamental right.
- 56.** The Worker Vice-Chairperson considered the first part of Point (c) to be pivotal, given the Committee's charge to consider what the ILO should be doing to increase its impact in the area of OSH. The Employer members wished to propose a new name for the object of the present discussion: "promotional framework". The promotional framework had six elements. First, each country should develop its own national health and safety plan of action. Second, the plan of action should be developed on a tripartite basis. Third, initiative should focus on fostering a preventative culture. Fourth, the plan of action should recognize the principles of hazard identification and management for application at workplace level. Fifth, worker participation should be an essential element of OSH at the workplace. Sixth, an effective enforcement regime should be implemented and maintained. These six points were felt to reflect what had been said in the Committee so far.
- 57.** The Chairperson recalled that the four types of instrument recognized by the ILO were Declarations, Conventions, Recommendations and codes of practice, and asked if the Employer members were indeed proposing a new type. The Employer Vice-Chairperson affirmed that this was the case. The Governing Body had asked for new ideas, so the Employer members sought something that was not a Convention but was more than a code of practice or guideline.

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- 58.** The Worker Vice-Chairperson welcomed the Employer members' suggestions as a basis for practical discussion. Many Government members had expressed support for a new Convention, while the Worker members felt that there seemed to be no consensus yet on its content. They were concerned that a framework Convention would provide an excuse for national governments to claim that there was no need for other Conventions. On the other hand, there did seem to be agreement that a tool was needed to raise the profile of OSH, to promote ratification of existing Conventions and to promote workers' rights.
- 59.** The Chairperson requested the Committee to clarify its position concerning a hierarchy of standards, with some sort of framework instrument at the top of the pyramid. The Employer Vice-Chairperson affirmed that the promotional framework advanced by the Employer members would overlie everything else. She repeated her proposal that the Committee call for the creation of a working party that would report to the Governing Body in 2005.
- 60.** The Worker Vice-Chairperson objected that the Governing Body had wanted a report from the Committee at the end of the present Conference, and that it was not appropriate to extend the work of the Committee beyond the Conference. The Employer Vice-Chairperson replied that the proposed working party would not be an extension of the Committee, but a part of the plan of action that had been requested as an output of the Committee.
- 61.** With the support of several Government members, a Government member took the position that the Committee should work with the existing types of instrument. He felt that a top-level promotional instrument should call for four things: a commitment of governments to OSH; a national tripartite consultation mechanism for OSH; the establishment and continuous improvement of national OSH infrastructure; establishment of a medium-term (for example, five-year) strategic OSH programme.
- 62.** Three Government members expressed the view that the framework instrument should be a Convention. It would conform to the existing ILO system of instruments. It would be binding, yet by being limited to a few guiding principles it would not be in conflict with existing instruments but rather make those instruments more coherent and comprehensible. It could balance the traditional and promotional approaches to standards-related activities. One of them stated that in the area of OSH the greatest possible use should be made of non-binding instruments, in order to permit rapid reaction to changes in the world of work.
- 63.** Two Government members supported the Employer members' approach. They pointed to the low levels of ratification of OSH Conventions, and doubted that another Convention could improve this record. A third Government member was willing to agree to a Convention as a framework document, while preferring the operational advantages of the Employer members' promotional framework and their proposal of a working party to work with the ILO on the elaboration of the action plan to which the Committee had said "yes". Another Government member expressed reluctance to recommend a new Convention, and asked if the Occupational Safety and Health Convention, 1981 (No. 155) were not sufficiently close to a framework Convention to be amenable to revision in that sense.
- 64.** The Legal Adviser reiterated that from a legal point of view the ILO disposes of four types of instrument. He pointed out that the Committee was mandated to develop a plan of action in OSH. That action plan could include proposals for an instrument. While the Committee was entitled to do so, it was not required to specify the form of such an instrument. Furthermore, it was up to the Governing Body, possibly but not necessarily at the invitation of the Committee, to put the examination of an instrument on the agenda of an International Labour Conference.

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- 65.** The Worker Vice-Chairperson noted that the Governing Body document that defined the Committee's tasks included the words "proposals for potential new or revised standards including their form". The Chairperson concluded that the Legal Adviser's remarks meant that the Committee had the power but not the duty to recommend the form of an instrument, so it was not necessary for the Committee to reach agreement before the end of its deliberations.
- 66.** The Worker Vice-Chairperson referred to the mandate conferred by the Governing Body to revise ten standards. In the area of chemical safety Report VI suggested that a Protocol to the Chemicals Convention, 1990 (No. 170) be developed, especially concerning the revision of Benzene Convention, 1971 (No. 136) and Benzene Recommendation, 1971 (No. 144). The Worker members supported this suggestion. Regarding ergonomics, there was no general ILO instrument on the topic, and the revision of the Maximum Weight Convention, 1967 (No. 127) and the Maximum Weight Recommendation, 1967 (No. 128) would be an opportunity to rectify the situation. Revision of the Anthrax Prevention Recommendation, 1919 (No. 3) would be a similar opportunity for a general treatment of biological hazards, including HIV/AIDS. He supported the suggestions reported in paragraph 175 of Report VI regarding the desirability of instruments targeting psychosocial hazards, and of a preliminary review of law and practice in this area. He suggested that a timetable be set by the Governing Body for the revision of the Guarding of Machinery Convention, 1963 (No. 119) and the Guarding of Machinery Recommendation, 1963 (No. 118).
- 67.** Several Government members proposed postponing discussion of the form of a framework instrument until the content of the action plan had been discussed. The first priority was to fix objectives, then agree on the content of the plan, and only then address issues of form.
- 68.** The Employer Vice-Chairperson agreed. Each country should be able to determine its own needs, and determine what it needed from the ILO. She expected that some Government members who had expressed themselves would rather see the ILO use its resources to help them build capacity in their countries rather than using the resources for the elaboration of a Convention on psychosocial factors. Priority should be given to promoting hazard identification and management. The best way forward was for the Committee to recommend the establishment of a working party that would work with SafeWork to implement whatever action plan the Committee proposed. SafeWork should not shoulder the whole burden of implementation, and meetings of experts were too limited in scope to meet the needs documented in Report VI. The working party would be able to develop recommendations to the Governing Body regarding possible instruments.
- 69.** A Government member referred to the fact that it was much easier to update codes of practice than to revise Conventions, and asked if countries could not report to the ILO on their use of codes of practice. Another asked if the Committee should not be talking about reform rather than revision, looking towards an enabling instrument rather than a typical prescriptive one. One Government member suggested that codes of practice be developed and revised by the countries with the technical support of the ILO. This would make them more relevant to specific country situations.
- 70.** The Worker Vice-Chairperson asserted that standards were an essential element of any action plan and that activities under that plan had to be based on those instruments. He felt that the promotional framework proposed by the Employer members was both practical and constructive, although some of the points it contained should be included in the plan of action and not in a promotional instrument. It was clear from the remarks of the Legal Adviser that there was no obligation on the Committee to specify the form of the instrument, but he felt that the best way to ensure that the instrument was an effective

promotional tool was for it to be a Convention. The national action plans suggested by the Employer Vice-Chairperson would be a good method of implementing such an instrument. They should not be part of the promotional instrument but rather linked to it.

- 71.** The Employer Vice-Chairperson agreed that there was a need for a promotional tool, but insisted that it was necessary to move away from the prescriptiveness of existing standards. Any form of instrument would be acceptable to the Employer members as long as it promoted OSH and avoided prescription and details. What was needed was practical guidance, acceptable to all parties and developed on a tripartite basis.
- 72.** The Worker Vice-Chairperson noted that affirmation of Point (c) implied that there needed to be more discussion of the revision of standards, the development of new standards and criteria and methodology for codes of practice. The Employer Vice-Chairperson agreed. She suggested that the revision of standards be left to a working party or committee of experts. The revision of these standards was important, and at the same time criteria and methodology for revision could be developed not only for codes of practice, but also standards. The criteria for developing codes of practice should be based on research by the ILO as well as other relevant organizations. It was not for this Committee to go into detail concerning criteria; they should rather be contained in the plan of action and SafeWork should determine the approach that needed to be taken and let the Governing Body decide based on their recommendations. She remarked that the Working Party on Policy regarding the Revision of Standards had already identified the standards that were up to date, those that were obsolete and those in need of revision. The form that such revision was to take now needed to be addressed. In conclusion, she stated that the plan of action should recommend a management-system approach.
- 73.** The Worker Vice-Chairperson recalled that Report VI dealt with the revision of standards in detail and should be considered by the Committee. The Governing Body had requested the Committee to look at this issue, so it seemed inadmissible to report back with no clear answer. The Government members of one regional group suggested adopting paragraphs 179-183 of Report VI, which proposed revision of the instruments mentioned earlier by the Worker Vice-Chairperson, as conclusions of the Committee. They were supported by one other Government member.
- 74.** A Government member reminded the Committee that there was an amendment to the ILO Constitution that provided for the abrogation of obsolete Conventions, but that it required more ratifications in order to come into force. He felt that the mandate of the Committee did not entitle it to make suggestions that would imply changes in the Constitution. Stressing the importance of the follow-up of standards, he noted that follow-up procedures for Conventions, Recommendations and Declarations already existed, but that codes of practice did not have any. He also stressed the need for an updating mechanism of codes of practice.
- 75.** Concerning the question of the revision of ten standards, the Employer Vice-Chairperson noted that the question was only on how this review should be done, not on the Governing Body's decision on the need of revision. Her proposal was to have the review done by a group of experts instead of the traditional ILO way. The Worker Vice-Chairperson pointed out that such a group would require resources.
- 76.** The Chairperson then asked the Committee how far they should go into detail in the areas of priorities and process. The Worker Vice-Chairperson replied that not much detail was needed. He said that there was no time for too much detail and that the issue could be quickly resolved either by using short questions (for example, "Should there be an

instrument on ... ?”) or by using a checklist system. Either method would make priorities evident.

- 77.** Regarding process, the Employer Vice-Chairperson recalled her experience as a Vice-Chairperson of the Conference Committee that had discussed the Maternity Protection Convention, 2000 (No. 183). Six years had been necessary for it to be placed on the agenda of the Conference, a further two years to discuss and adopt the Convention, and now three years on, it had only been ratified by four countries. The process did not result in better protection for women. She compared the process to the work of the technical committees that update the standards of the International Organization for Standardization (ISO). She asserted that they manage to pool expert knowledge to update standards quickly. She proposed that a review mechanism be included in all new instruments. The Chairperson pointed out that ILO review procedures were established in formal ways, and that the Committee had no mandate to change, for example, the Standing Orders of the Conference. The Employer Vice-Chairperson replied that it was not her intention to change ILO procedures, but to make the point that OSH was a dynamic field and that instruments in the area needed a review and updating mechanism that was more efficient and effective than was currently the case.
- 78.** The Chairperson observed that the two questions in Point (c) had been answered in the affirmative, but that the issue of revision of standards was retarding progress. He asked if the Committee would prefer to leave the formulation of conclusions on this matter to the Drafting Group, or for the Employer and Worker members of the Committee to meet informally to agree on wording that could be proposed to the Committee before the Drafting Group was convened. The latter course would ensure that the text appeared in the report of the Committee’s work. Several Government members endorsed the second alternative.
- 79.** The Worker Vice-Chairperson, with the agreement of the Employer Vice-Chairperson, reported to the Committee their consensus that the highest priority for topics of new instruments should be given to ergonomics and to biological hazards; a Protocol to the Chemicals Convention, 1990 (No. 170) should have first priority in the revision of standards. One Government member argued for an approach more like that followed by the European Union in the drafting of its framework directives. The essential principle was that lower level instruments should remain within the framework of binding instruments while providing one or more options to comply with the binding instrument. Several Government members felt that the Employer and Worker members’ priorities might not be their own. The Chairperson reassured the Committee that the Drafting Group would be capable of reflecting these concerns in its draft conclusions, and the consensus statement was referred to the Drafting Group.

Point (d) How could the means and methodologies to assist member States in the context of the establishment and progressive implementation of national occupational safety and health programmes be further improved and promoted?

- 80.** The Employer Vice-Chairperson proposed three points of action. First, the ILO should undertake an audit of its current means and methodologies and then evaluate them. Second, it should refocus and prioritize on developing countries. Third, it should consult developing countries on what they needed and what form of assistance they required.
- 81.** The Worker Vice-Chairperson began by emphasizing the importance of a promotional instrument in focusing attention on OSH and in placing it higher on national agendas. Assistance with capacity building was also very important, through training, technical

cooperation and the provision of information. He also stressed the need for preventative campaigns to target specific sectors such as construction, mining, agriculture and the informal economy, and on work-related diseases such as dermatitis, deafness, and musculo-skeletal disorders, as there was almost total invisibility of work-related ill health. Campaigns should also be mounted on the Occupational Safety and Health Convention, 1981 (No. 155) and the Occupational Health Services Convention, 1985 (No. 161), with focus on promotion of policy and legislation in practical terms. Prevention methodologies had been articulated well in recent years and the Workers' group supported the continued promotion of the ILO's Guidelines on Occupational Safety and Health Management Systems.

- 82.** He suggested that subregional or country groups could be used to help build national profiles, identify national priorities and develop action plans. The ILO should also start a dialogue with governments about effectively involving informal economy workers in OSH programmes; there was a real need to find appropriate tools such as cartoons and videos instead of long text-based material and to train trainers to work with them. Alliance building was also needed within the ILO, such as between SafeWork and the Bureau for Workers' Activities (ACTRAV), and between the ILO and other international organizations, researchers, the media, universities and NGOs. He thought that intergovernmental groups tended to focus on labour inspection, but national authorities for employment, trade and industry, health, social security and education also needed to be engaged in OSH issues.
- 83.** He proposed that national infrastructures, mechanisms and frameworks should include the following: national policy, legislation, enforcement mechanisms, health and safety services, systems for information collection and dissemination, references to compensation systems for occupational ill health and injuries, systems for the collection and analysis of occupational accident and ill health data, and campaigns. Safety and health committees with full workers' representation should also be promoted, and support be given to cooperative efforts to implement industry agreements and programmes on labour standards, product stewardship and social responsibility.
- 84.** He added that tripartite groups in each country should discuss the action plan, which could include the following: how to strengthen tripartite participation in national legislative and policy agendas, how to promote ILO standards at national levels, how to develop partnerships between employers' and workers' organizations actively to promote standards and prevention strategies in workplaces, how to improve the practical application of standards in workplaces, how to improve the protection of workers in the informal economy, how to use promotional instruments, and what promotional activities could be planned and undertaken in the short and medium term.
- 85.** Government members agreed with many of the above points, commenting mainly on the need for better awareness, information, education and training. Training for capacity building was essential for many countries to enable them to develop effective national organizational structures for OSH. The dissemination of information about good practice was also important for several members, as was the need for technical assistance, especially where there were no ILO regional OSH experts. One Government member thought that the capacity of the Turin Training Centre should be strengthened and the availability of financial assistance increased; alternative sources of funding for training could also be investigated. It was also suggested that ILO training materials and information should be free for national training centres.
- 86.** Other Government members stressed that countries should be free to determine their action plans in accordance with their own needs and priorities, but that it would be helpful if the

ILO provided some guidance on how this should be done. One Government member thought that the economic benefits of good OSH practices should continue to be promoted, especially amongst small and medium-sized enterprises.

- 87.** One Government member questioned whether the ILO was itself giving a high enough priority to OSH, saying that the present level of resources for it was inadequate. He was concerned about the lack of regional OSH experts and the level of resources for SafeWork. He suggested various remedies and concluded that the ILO could not ask member States to place OSH high on their national agendas when the ILO was itself cutting the budget of the SafeWork programme.
- 88.** The Worker Vice-Chairperson concluded that he thought that some consensus had been reached on the following four areas, as follows: the development of a promotional instrument, the need to focus ILO efforts on developing countries, the need for national plans of action to be developed on a tripartite basis, and the need for capacity building especially including the training of worker representatives and labour inspectors.
- 89.** The Employer Vice-Chairperson agreed, elaborating seven points that she considered to have a broad consensus of the Committee, as follows: the development of a promotional instrument, the need for technical and other assistance to implement the promotional instrument, the need to revise the ten Conventions identified in Report VI, the need to plan an international day on OSH, the need to strengthen the collaboration between international organizations involved in OSH, the need to set up a working party to develop the first and third points above and lastly the need to allocate sufficient resources for the whole process.
- 90.** The Worker Vice-Chairperson agreed with this list and made two further points. First, it was important for the ILO to convince employers and governments to regard OSH training of workers as an investment, with social and economic benefits as well as health and safety ones. He thought that the ILO should promote capacity building by providing technical and financial assistance to national institutions, focusing such help on those countries that most needed it. Second, proper follow-up of capacity-building programmes was important, and the ILO should make sure that this was in place. The Chairperson commented as a Government member that most countries now agreed that improving the skills of the workforce increased national competitiveness.
- 91.** A Government member thought that ILO member States should legally require employers to provide adequate OSH training and supervision. He also gave the example of his own country where investments in health and safety capacity building were tax exempt.
- Point (e) With the goal of assisting constituents in improving their capacities to access and use globally available occupational safety and health information, should greater emphasis be placed on strengthening and developing national occupational safety and health information centres, ILO knowledge management and dissemination capacities and related methodologies? Would increased focus on the development of training methods and research in selected areas of occupational safety and health improve ILO's effectiveness in responding to the needs of its constituents?
- 92.** The Worker Vice-Chairperson answered both questions in the affirmative. Workers had a right to information and training that was as basic as their rights to participation and

representation, to enjoy a safe and healthy working environment and to refuse dangerous work. He stated that national capacity building should be part of the action plan for the ILO that the Committee was called on to propose, as should a tripartite assessment of needs. He noted that national OSH information centres represented many different types of institution, and that there were wide disparities in their levels of development. There was a real need for potential beneficiaries of their services (among which safety-and-health representatives and members of enterprise safety-and-health committees should have high priority) to know how to use them. Materials also had to be adapted to their audiences. The Worker Vice-Chairperson remarked that the ILO itself suffered from deficiencies in the dissemination of information in some areas. For example, information on worker representation in agriculture would have been as useful as information on chemical hazards during the examination of the Safety and Health in Agriculture Convention, 2001 (No. 184). It was important to remember that a culture of prevention required the participation of employers and governments as well as of workers; governments had to involve all the departments with an influence on the workforce, such as immigration authorities, as well as health and safety departments or labour inspectorates.

93. The Employer Vice-Chairperson likewise answered “yes” to both questions. ILO information collections and databases held a large amount of high-quality information, largely aimed at specialists. This was not wrong, because specialists needed to keep up to date in their fields, but others needed to be served as well. The purpose of upgrading national information centres was to advance the implementation of national action plans. Every effort should be made to exchange experience among members of the information community at the ILO, national and international levels. Within the ILO, for example, SafeWork, the InFocus Programme on Child Labour (IPEC) and ILO/AIDS should use each other’s successful methodologies. At the national level, the ILO and other international organizations should not hesitate to use each other’s networks of focal points. At the regional level, the ILO experts of ACTRAV, The Bureau for Employers’ Activities (ACTEMP) and SafeWork in subregional offices should communicate more. At all levels, people needed to share information on what was effective in making workplaces safer and healthier. Effective communication depended on brevity and simplicity, so the ILO should place more emphasis on fact sheets and practical material. Finally, there were member States far from the major sources of information, and the ILO should make an effort to see that smaller or more remote countries were not at a disadvantage.
94. All the Government members who spoke gave a positive response to the two questions of Point (e). A number of them (and the Employer Vice-Chairperson) noted that the information available in the world, particularly on the Internet, was highly variable in quality, and called for clear guidelines for assessing the quality of data. Several also mentioned the importance of harmonized statistics as a basis for policy-making and asserted that access to information was essential if the goals of policy were to be attained.
95. Several Government members supported the Employer members’ view. The national focal points of the ILO’s International Occupational Safety and Health Information Centre (CIS) were particularly deserving of help. The high price of some information products was a handicap, as was the limited availability of information in the languages of people who needed it. (The Government of Spain was saluted for translating the ILO *Encyclopaedia of Occupational Health and Safety* into Spanish and making it available at modest cost.) The training of employers was no less important than the training of workers. There was no escaping the fact that training was expensive. The ILO could help its constituents by ensuring that its training centres in Turin and Montevideo receive resources and tripartite support. The *African Newsletter on Occupational Safety and Health* published with support from a Finnish/ILO technical cooperation project was cited as an effective tool for the exchange of information among specialists in the region. It was felt that a simplified

version of the *Newsletter* would be useful for communicating with a broader audience, and that the specialists would benefit from periodic technical meetings in the region, especially if other relevant organizations such as the WHO could be involved.

- 96.** The Worker Vice-Chairperson and several Government members mentioned the ILO's Work Improvement in Small Enterprises programme as an example of successful methodology.
- 97.** A number of Government members recommended that the ILO improve its Internet resources, with particular attention to the different needs of various regions. They felt that it was important for information-seekers to find what they needed in their own languages. Statistics and economic information should be included in compilations aimed at the safety and health community. The European Agency for Safety and Health at Work had an extensive web site with a lot of information on good practice in the Member States of the European Union and other countries.
- 98.** A Government member noted that the problem in many countries was the lack of experts, awareness and training in this area. Greater emphasis should be placed on strengthening and developing OSH information centres, supported by the ILO through the provision of information and technical assistance. Training on standards would also be useful and programmes should be designed to assist employers and workers to translate these into measures that would improve the safety of the workplace. The usefulness and impact of employers' and workers' organizations would be enhanced if they compiled annual reports on OSH.
- 99.** One Government member reminded the Committee that training was a key component of any OSH system. Promoting health and safety in schools was essential for building safety culture. More attention should be paid to distance learning and other applications of information technology. The Worldwide Web enabled the dissemination of publications without the costs of printing and shipping, and Web content could be compiled on compact discs for distribution in areas where Internet connectivity was poor. Several Government members called on the ILO to facilitate access to databases and other information sources.
- 100.** A Government member cited the ASEAN OSHNET initiative of the Association of Southeast Asian Nations, an institutional network that aimed to narrow the differences in OSH performance among the ten members of ASEAN. It focused on information, training, research and the harmonization of standards. The speaker suggested that the ILO include such regional institutions in its information exchange network. She felt that the research and the development of training methods called for in Point (e) should focus on the needs of vulnerable groups such as child labour and small enterprises.
- 101.** Other Government members agreed with the principle that research and training should be focused on selected areas, but suggested alternative areas such as good OSH practice and its economic benefits, integration of OSH into employment relations and the effective management of hazardous substances. One Government member remarked that developing countries were virgin territory for research in many areas of OSH, and that findings about their situations would be very useful for the characterization of problems and the identification of solutions.

Point (f) Would the regular review of international collaboration activities in the area of occupational safety and health improve overall ILO action in this area?

- 102.** The Employer Vice-Chairperson thought that a review was needed both to improve the ILO's visibility in the area of OSH and to improve the exchange of information with other international organizations with interests in OSH. From a brief web site search, she had identified 17 such organizations with whom the ILO could usefully establish links. Regular international collaboration would also enable the ILO and other organizations to be better informed of each other's work. Collaboration on research would also help to target activities better and enable the ILO to gain better access to workers in the informal economy.
- 103.** The Worker Vice-Chairperson agreed that such a review was needed, adding that evaluation of such activities as are referred to in Annex VII of Report VI would help to prioritize them better. He stressed that collaboration with the WHO should be strengthened in the area of prevention of work-related ill health. Early detection was the key to prevention and collaboration on targeted preventative campaigns could help achieve that, for example by the training of primary care doctors and other health professionals to recognize cases of work-related ill health. Other important instances of collaboration involved the United Nations Institute for Training and Research and the Inter-governmental Forum on Chemical Safety.
- 104.** Several Government members agreed with the points made by the Vice-Chairpersons, adding that the ILO had a major role to play in promoting OSH through collaboration with international organizations such as the UNDP, UNICEF and the WHO. Such collaboration served as a focal point to draw international organizations and countries together to address both common and emerging hazards, making the most efficient use of limited resources. One Government member also suggested that this should lead to the adoption of uniform standards, for example regarding cancer and chemicals. Successful inter-agency collaboration, such as the establishment of the Globally Harmonized System for Classification and Labelling of Chemicals and international chemical safety cards, could be replicated. Another Government member pointed out, however, that the formulation and supervision of standards and other labour-related issues should be the sole responsibility of the ILO, and she stressed that any assistance to member States should be based on requests from the countries concerned.

Discussion of the draft resolution and conclusions concerning occupational safety and health

Resolution concerning occupational safety and health

- 105.** The Government member of Lebanon introduced an amendment to replace the text of subparagraph (b) of paragraph 2 of the proposed resolution with the text: "to request the Director-General to give them priority when implementing the present and the 2004-05 programmes, when allocating such resources as may be available during the 2004-05 biennium and when preparing future strategic plans and programmes and budgets, in particular for the 2006-07 biennium.". The Employer members agreed that this put the ILO's budgeting periods in their proper temporal sequence. The Worker members supported the amendment and it was accepted.
- 106.** The resolution was adopted as amended.

Conclusions concerning ILO standards-related activities in the area of occupational safety and health – A global strategy

Paragraph 1

- 107.** The Employer members introduced an amendment to replace the words “diseases, and globally” with “diseases and that globally”, in order to link the statement “globally this figure is increasing” with the words “ILO estimates are that” earlier in the sentence. The Worker members supported the amendment and it was accepted.
- 108.** The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d’Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe introduced an amendment to replace the word “increasing” with “on the increase”, in the interest of clarity. The Government members of Gabon and Uganda associated themselves with the amendment. The Employer and Worker members supported the amendment, and it was accepted.
- 109.** Paragraph 1 was adopted as amended.

Paragraph 2

- 110.** The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela submitted an amendment to replace the words “as well as for emerging issues, such as biological hazards and musculo-skeletal disorders” with “biological hazards and psychosocial hazards”. They immediately proposed a subamendment to reintroduce “, musculo-skeletal disorders” after “biological hazards”. They felt that such phenomena as stress and sexual harassment occurred so often in the workplace that the general category of psychosocial factors deserved inclusion. The Government member of Argentina also recognized the agreement of Committee members to see the words “as well as for emerging issues, such as” in the text, although it seemed wrong to characterize biological hazards as emerging issues, when they had been known for more than 200 years. The Employer Vice-Chairperson opposed the amendment, on the grounds that the limited resources available for the protection of workers’ safety and health should be applied first and foremost to fighting the causes of the 2 million annual fatalities estimated by the ILO. While respecting the concerns of the Government members who had proposed the amendment, the Employer members felt that psychosocial problems were largely the problems of individual workers; their definition was unclear and so they were more difficult to address with the ILO’s means of action than concrete issues of the working environment. The Worker members welcomed the amendment as subamended. It was likewise supported by the Government members of Ecuador, Greece (on behalf of the Government members of the Committee Member States of the European Union), Guatemala and Zimbabwe (on behalf of the Africa group²). The Government member of

² Off the floor of the Committee, the Government members of several African member States authorized the Government member of Zimbabwe to speak on their behalf. This “Africa group” comprised Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d’Ivoire, Democratic Republic of the Congo, Egypt, Gabon, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, Sierra Leone, South Africa, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe, not all of whom were present at all sittings. The members of the Africa group remained free to intervene individually.

Switzerland asked if there might be a term other than “psychosocial hazards” that would be acceptable to all the members of the Committee, but none was forthcoming. Put to a vote, the amendment as subamended was accepted by 153,816 votes in favour, 95,700 votes against and 4,930 abstentions.

111. As a result of the inclusion of psychosocial hazards by the preceding amendment, the Worker members withdrew an amendment to insert the words “, work-related stress” after “biological hazards”.
112. The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d’Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe introduced an amendment to replace the words “to create and sustain”, referring to a safe and healthy working environment, with “to ensure the health of workers and”. The Government members of Gabon and Uganda associated themselves with the amendment. They wished to recognize workers as individuals, not just their working environment. The Worker members supported the amendment, but the Employer members objected that the working environment was shared by employers, contractors and others besides the workers mentioned in the amendment. The Government members of Côte d’Ivoire and Kenya pointed out that there were welfare issues such as medical monitoring of workers’ health that did not seem to be included in the concept “working environment”. The Government members of 28 member States opposed the amendment, whereupon the Worker members withdrew their support and the amendment was withdrawn.
113. Paragraph 2 was adopted as amended.

Paragraph 3

114. The Worker members introduced an amendment to replace the words “a general” by “increased”, referring to awareness of the importance of OSH; they felt that it clarified the text by reflecting the Committee’s desire to enhance the visibility of OSH. The Employer members concurred with this sentiment, but felt that there was room for both the original and new words, and subamended the proposal to give a phrase reading “an increased general awareness”. The Worker members welcomed the subamendment and the amendment was accepted.
115. The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela introduced an amendment to insert the words “and corresponding systems at the enterprise level” after the word “systems” that referred to national OSH systems. The Government member of Argentina explained that the intention was to make explicit the links between the national and enterprise levels. The Employer members objected to the amendment, asserting that the paragraph referred to a global strategy, which made the reference to the enterprise level out of place and potentially confusing. The Worker members supported the amendment on the grounds that the object of a global strategy was to improve OSH at the enterprise level. The amendment was supported by Government members of a number of African member States as well as by the Government members of Fiji and Guatemala, but the Government members of 25 European and Asian member States opposed the amendment. The Worker members withdrew their support and it was withdrawn.
116. Paragraph 3 was adopted as amended.

Paragraph 4

- 117.** The Worker Vice-Chairperson introduced an amendment to add after the words “OSH management.” in the third line the following text: “A national preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels; where government, employers and workers actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority.”. He noted that there had been much discussion of terminology, the result of which was “preventative safety and health culture”. The Worker members had been asked to come up with a definition of what this meant, and the present amendment was their response. The Employer Vice-Chairperson stated that it was true that there had been a very long discussion, but she did not remember the Worker members having been asked to do this; rather they put this forward on their own initiative. In any event, the amendment struck the right balance between duties, rights and obligations of all parties, so she was able to support the amendment. The Government members of Argentina, India, Islamic Republic of Iran and Switzerland likewise supported the amendment. The Government member of Ecuador pointed out an inconsistency in the punctuation of the English text relative to the French and Spanish versions, and proposed a subamendment to replace a comma with a semi-colon after the last “and” in the amendment. This was not supported, but a subamendment by the Employer members to resolve the inconsistency by replacing the semicolon after “levels” with a comma received broad support. The amendment was accepted as subamended.
- 118.** The Employer members introduced an amendment to insert after the word “risks” the words “and how they may be prevented or controlled”. They asserted that this increased the clarity of the paragraph. The Worker members found the amendment constructive and offered their support. The amendment received wide support from Government members and was accepted.
- 119.** The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d’Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe introduced an amendment to replace the word “preventative” with “preventive” in this and succeeding paragraphs, on the grounds that it was better English. The Government members of Gabon and Uganda associated themselves with the amendment. The Employer and Worker members opposed the amendment. After the Chairperson reminded the Committee that the Drafting Group had already discussed the matter and favoured “preventative”, the amendment was withdrawn.
- 120.** Paragraph 4 was adopted as amended.

Paragraph 5

- 121.** The Worker members introduced an amendment to insert the word “international” after the word “annual”, referring to events or campaigns in the first bullet point. They felt that, as the Committee was producing an action plan for the ILO, the word “international” deserved to be present. There being no objection from the Employer or Government members, the amendment was accepted.
- 122.** The Worker members then introduced an amendment to add the words “and promoting the rights of workers to a safe and healthy working environment” after the words “the importance of OSH” in the first bullet point. They held this to improve the consistency of

the paragraph with other parts of the conclusions. The Employer members did not share this view: they had agreed to an earlier amendment citing workers' rights to a safe and healthy working environment, but felt that the emphasis of the current paragraph was on the promotion of OSH events, not on their content, and thus the amendment was out of place. A number of European Government members supported the amendment. The Africa group, while supporting the original amendment, offered a subamendment to insert the words "and to promote productivity, product quality and the competitiveness of enterprises" after the reference to workers' rights. This was supported by the Employer members, who felt that it provided balance if the Committee insisted on including an enumeration of themes in the paragraph. It was opposed by the Worker members on the grounds that it was inappropriate in the present paragraph and repeated text that occurred elsewhere in the conclusions. After 23 Government members opposed the subamendment, it was withdrawn. After ten more Government members expressed support for the Worker members' original amendment, the Employer members withdrew their opposition and the amendment was accepted.

123. The Government member of Zimbabwe withdrew an amendment submitted by the Africa group to delete the words "on 28 April" from the first bullet point.
124. The Worker members introduced an amendment to replace the words "and its instruments" in the second bullet point with the words "to promote the ratification and application of its OSH Conventions and give due effect to OSH Recommendations and other instruments". They felt that this would add clarity. The Employer members opposed the amendment on the grounds that it narrowed the focus of the paragraph; in their opinion, the goal of the Committee was conclusions of the broadest scope. After 21 Government members expressed opposition to the amendment, it was withdrawn.
125. The Government members of Argentina, Brazil, Chile, Uruguay and Venezuela introduced an amendment to insert after the word "instruments" the sentence "in particular through establishing links with the legislative and judicial authorities" in the second bullet point. This was motivated by earlier discussions of the desirability of the ILO's strengthening its links with national authorities. The Employer members opposed the amendment, observing that the proposed links might be incompatible with national systems in some member States. The original text of the conclusions did not exclude the possibility of such links where they were appropriate. The Worker members were sympathetic to the aims of the amendment, but felt that the possible consequences of such a provision were so complex that they could not support it. The amendment was withdrawn.
126. The Employer members introduced an amendment to insert the acronym "OSH" before the word "instruments" in the second bullet point. The Worker members supported the amendment and it was accepted.
127. Paragraph 5 was adopted as amended.

Paragraph 6

128. The Government member of Côte d'Ivoire introduced an amendment to delete the words "with a promotional rather than prescriptive content" when describing the instrument establishing the promotional framework. He explained that even though the focus of the framework would be on promotion, some prescriptive measures might be needed and the possibility for this should be left open for future discussion. The Employer Vice-Chairperson could not accept this amendment since the intention of the promotional framework was specifically to move away from prescription, so this needed to be clearly

stated. Many Government members agreed with the Employer Vice-Chairperson, and the Government member from Côte d'Ivoire withdrew the amendment.

- 129.** The Government member of New Zealand on behalf of the Government members of Australia, Canada, Denmark, Japan, Netherlands, Norway, Spain, Switzerland, Turkey and the United States introduced an amendment to insert the words “, supporting measures” after the words “national OSH systems including legislation” and before “enforcement”. His reason was to make it clear that in national OSH systems there were several measures available for promotion, not only legislation and its enforcement. The Employer Vice-Chairperson fully supported this amendment, as did the Worker Vice-Chairperson and several Government members, and it was accepted.
- 130.** The Worker Vice-Chairperson introduced an amendment to insert the words “and representation” after the words “worker participation” since this would ensure that workers would be fully involved in how health and safety was conducted at the workplace. The Employer Vice-Chairperson could not accept the amendment since the Employers’ group believed that the term “representation” opened up far too wide a range of other issues such as collective bargaining, which would detract from OSH issues. One Government member asked for clarification of the ILO’s normal usage of the term “representation”, to which the secretariat replied that “representation” has a specific purpose and the two terms are not interchangeable in the ILO instruments. The majority of Government members then expressed their support for the amendment and it was accepted.
- 131.** Paragraph 6 was adopted as amended.

Paragraph 7

- 132.** The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe, introduced an amendment to invert the word order of the sentence in this paragraph, thus making the revision of the Guarding of Machinery Convention, 1963 (No. 119) and the Guarding of Machinery Recommendation, 1963 (No. 118) the first priority; especially in developing countries, many serious accidents were still being caused by badly guarded machinery, so revision of ILO standards on machinery guarding should be given priority over the work on chemicals. The Government member of Gabon associated himself with this amendment. The Employer and Worker Vice-Chairpersons both supported the amendment, as did many Government members. The Worker Vice-Chairperson then proposed a subamendment to add words “preferably accompanied by a new code of practice” after the words “Guarding of machinery Recommendation, 1963 (No. 118)”. The Employer Vice-Chairperson did not support the subamendment because she felt that it would take too long to develop a new code of practice on machinery guarding, if it had to be tied to the revision of the existing Convention and Recommendation. After some discussion, the Worker Vice-Chairperson agreed and withdrew the subamendment. The amendment as originally proposed was accepted.
- 133.** The Government members of Australia, Canada, Denmark, Japan, Netherlands, New Zealand, Norway, Spain, Switzerland, Turkey and the United States introduced an amendment to insert the words “in a consolidated manner” before the words “by a Protocol” in the already amended paragraph 7. The Employer Vice-Chairperson, the Worker Vice-Chairperson and Government members supported the amendment and it was accepted.

134. Paragraph 7 was adopted as amended.

Paragraph 8

135. The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe introduced an amendment to include a code of practice on machinery guarding in the list of matters to be given highest priority. The Government member of Zimbabwe, on behalf of the Africa group, then offered a subamendment, to add a new sentence to the end of the draft text of the paragraph, as follows: "Priority should also be given to the development of a new instrument on the guarding of machinery in the form of a code of practice.". The Employer Vice-Chairperson and the Worker Vice-Chairperson both agreed with the amendment as subamended, no Government members objected to it, and it was accepted.

136. The Worker Vice-Chairperson introduced an amendment to insert the words " , work-related stress" after "ergonomics" in the list of matters to be given highest priority; he said that the subject was already regulated in some countries and should be addressed by the ILO. The Government member of Argentina introduced a subamendment, replacing the words "work-related stress" with "psychosocial hazards", so as to be in line with the wording in the Report as well as in the draft conclusions. The Worker Vice-Chairperson supported the subamendment. The Employer Vice-Chairperson did not support either the subamendment or the amendment, stating that the subject was still new and being researched and was also very broad, whereas the Committee's focus had to be on issues that would have most impact in reducing occupational accidents and diseases. The Government member of Greece, on behalf of the Committee Member States of the European Union, with the exception of the United Kingdom and Ireland, supported the subamendment, as did the Government members of Fiji, Norway and Switzerland. The Government members of Australia, New Zealand, Mexico, United States and Zimbabwe (on behalf of the Africa group) did not support the subamendment. After informal consultations between the Employer Vice-Chairperson and Worker Vice-Chairperson, the latter proposed a subsubamendment to introduce a new sentence at the end of the paragraph as follows: "Consideration should also be given to work-related psychosocial hazards for further ILO activities". Although not convinced that this topic was a priority, the Employer Vice-Chairperson supported the amendment as subamended, which was then accepted.

137. Paragraph 8 was adopted as amended.

Paragraph 9

138. The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela introduced an amendment to delete the words "that should stand the test of time", which related to the principles on which high-level instruments should be adopted. The Employer Vice-Chairperson had no strong views on the amendment, the Worker Vice-Chairperson accepted it, and the Government member of Fiji spoke in favour of it. The amendment was accepted.

139. The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela introduced an amendment to replace the word "such" with "standards," in the final sentence of the paragraph, so that, like codes and guidance, standards should be included in the matters covered by the methodology for systematic updating. The Worker

Vice-Chairperson supported the amendment. The Employer Vice-Chairperson did not support it on the grounds that this paragraph was intended to promote the use of codes and guidelines because they could be easily updated in response to changing circumstances. The ILO Standing Orders of the Conference imposed a cumbersome procedure for revising standards, so it was inappropriate to refer to them here. The Government member of Greece on behalf of the Government members of the Committee Member States of the European Union in alignment with Cyprus and the Czech Republic, and the Government members of Canada and the United States spoke against the amendment. The Worker members withdrew their support for it, and the Government member of Argentina withdrew the amendment.

140. Paragraph 9 was adopted as amended.

Paragraph 10

141. The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela introduced an amendment to insert after the word “regard.” the sentence “These projects should have a multiplier effect at the regional level and be self-sustaining in the long term.”. They wished to reinforce the message of the preceding sentence. The Employer members found the amendment undesirably prescriptive and restrictive. The needs assessment projects cited in that preceding sentence, for example, were not supposed to be self-sustaining. The Worker Vice-Chairperson felt that a text that said “should” rather than “shall” was hardly prescriptive and supported the proposed amendment. The Chairperson asked if a multiplier effect were not something to be assessed in the retrospective evaluation of a project, not something that could be measured at the design stage. The Government member of Argentina replied that although the magnitude of the effect could only be measured retrospectively, projects should be designed with the multiplier effect and sustainability as specific goals; he had seen many unsuccessful projects that owed their failure to the absence of these elements in their design. The amendment was supported by the Government members of Australia, Côte d’Ivoire, Ecuador, Fiji, Japan, New Zealand and the United States. The Employer Vice-Chairperson agreed with the Government member of Fiji that sustainability was intimately associated with the feeling of ownership that beneficiaries should have toward a project, but she still felt it too restrictive to support. The Worker Vice-Chairperson pointed out that the Committee was not examining a Convention but simply making recommendations to the ILO’s Governing Body; common sense suggested that needs assessment projects would not be blocked by the Committee’s desire to set goals for technical cooperation projects. The Government member of Barbados proposed a subamendment to insert the words “Where possible,” before “These projects”. The Government member of Argentina accepted the subamendment on behalf of the proposers of the original amendment. The Worker and Employer members agreed to the subamendment, and the amendment was accepted by the Committee as subamended.

142. The Government members of Australia, Denmark, Japan, Netherlands, New Zealand, Norway, Turkey and the United States submitted an amendment to replace the words “advisory and financial support” with “assistance”, on the grounds that “financial support” was not clear in its scope and could create unjustified expectations on the part of potential beneficiaries. The Employer members supported the amendment; the Employer Vice-Chairperson observed that advice and money could be provided at long distance, whereas the term “assistance” implied closer involvement with project activities. The Worker members opposed the amendment, as did the Government members of the Africa group and Argentina. The Employer members withdrew their support, and the Government member of Japan withdrew the amendment on behalf of the proposers.

143. Paragraph 10 was adopted as amended.

Paragraph 11

144. Paragraph 11 was adopted without change.

Paragraph 12

145. Two amendments were submitted, one by the Employer members and one by the Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe. They proposed that the word "labour" should be deleted from the reference to "labour inspection" in this paragraph, and they were discussed as a single amendment.

146. The Employer Vice-Chairperson spoke to the amendment, explaining that the word "inspection" included medical and other inspection and was a more appropriate term in the field of safety and health than "labour inspection", which was too restrictive. The Worker Vice-Chairperson opposed the amendment, saying that the term "labour inspection" had special significance since several ILO Conventions mentioned it and that it was important to retain the concept here.

147. The Government member of Zimbabwe, speaking on behalf of the Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Gabon, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, Sierra Leone, South Africa, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe then submitted a subamendment replacing the phrase "labour inspection" with "OSH inspection". The Employer Vice-Chairperson accepted the subamendment but the Worker Vice-Chairperson opposed it, reiterating the importance of the term "labour inspection". The Government members of Islamic Republic of Iran, Lebanon and Switzerland opposed the subamendment because they too wished to retain "labour inspection", the Government member of Switzerland adding that labour inspection was a profession according to the Labour Inspection Convention, 1947 (No. 81) and thus the word "labour" was indispensable. The Government member of Fiji supported it because he believed that "OSH inspection" covered labour inspection.

148. The Government member of Zimbabwe, speaking on behalf of the Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Gabon, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, Sierra Leone, South Africa, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe then submitted a subsubamendment replacing the phrase "labour inspection and enforcement systems" with "and their OSH inspection and enforcement systems". The Worker members supported this subsubamendment, as did the Employer members. There was no disagreement to this from Government members and the amendment, as subamended and subsubamended, was accepted.

149. The Government members of Australia, Japan, Norway, Turkey and the United States introduced an amendment to replace the whole of paragraph 12 with the following text:

National OSH programmes should cover key aspects such as national policy, high-level commitment and vision that are publicly expressed and documented and national strategies that would include the development of a national OSH profile. Such programmes would be aimed at strengthening national government departments; labour inspection and enforcement

systems; and provide for the participation of employers' and workers' organizations focused on occupational safety and health.

The reason for the amendment was to make the paragraph shorter and simpler, leaving the detailed content to a later discussion.

- 150.** The Employer Vice-Chairperson supported the amendment as it allowed countries more flexibility in how they implemented their national programmes. The Worker Vice-Chairperson opposed it because of the loss of useful detail. The Government members of Canada, Greece (speaking on behalf of the Government members of the Committee Member States of the European Union, Cyprus and the Czech Republic) and Zimbabwe (speaking on behalf of the Africa group) also opposed the amendment, and the Employer Vice-Chairperson withdrew her support for it.
- 151.** The Government member of the United States then proposed a subamendment, replacing “would” in the third and fourth lines of the original text with the word “could”. The Worker Vice-Chairperson did not support the subamendment, as it would weaken the original text. The Employer Vice-Chairperson supported the text for the same reasons she supported the original amendment. The Government members of Australia, Iceland, Japan, Netherlands, New Zealand, Norway, Russian Federation and the United Kingdom supported the subamendment. The Government members of Greece (speaking on behalf of the Government members of Austria, Belgium, Cyprus, Czech Republic, Finland, France, Germany, Greece, Italy and Luxembourg), Switzerland and Zimbabwe (speaking on behalf of the Africa group) did not support the subamendment. As the majority did not support the subamendment, the Government member of the United States withdrew it. The principal amendment was also withdrawn.
- 152.** The Government member of Côte d'Ivoire introduced an amendment to insert the words “and training” after the words “cross-cutting education” in the seventh line of the text, because there was a lack of specialists trained in the different areas of OSH in developing countries. The Worker Vice-Chairperson supported the amendment. The Employer Vice-Chairperson did not support it as there was a difference between education and training and there was no clear idea of what cross-cutting training meant. The Chairperson asked the Government member of Côte d'Ivoire to clarify the notions of cross-cutting education and training. In light of the explanation given, the Government members of Australia, Barbados, Brazil, Chile, Ecuador, Gabon, Greece (on behalf of the Government members of the Committee Member States of the European Union, Cyprus and the Czech Republic), Islamic Republic of Iran, Lebanon, Mexico, Russian Federation, Switzerland, Uruguay and Venezuela supported the amendment. The Employer Vice-Chairperson withdrew her opposition to the amendment, which was then accepted.
- 153.** The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe introduced an amendment to insert the words “and rehabilitation” after the word “compensation” because of the importance of rehabilitation in this context. The Employer Vice-Chairperson, the Worker Vice-Chairperson and Government members all supported the amendment and it was then accepted.
- 154.** Paragraph 12 was adopted as amended.

Paragraph 13

155. The Worker Vice-Chairperson introduced an amendment to replace the phrase “reducing the levels” with the words “the prevention” in the context of occupational accidents and diseases. He said that this amendment would clarify the conclusions, which were formed around a policy of prevention. The Employer Vice-Chairperson supported this, as did the Government members. The amendment was accepted.

156. Paragraph 13 was adopted as amended.

Paragraph 14

157. Paragraph 14 was adopted without change.

Paragraph 15

158. Paragraph 15 was adopted without change.

Paragraph 16

159. Paragraph 16 was adopted without change.

Paragraph 17

160. Paragraph 17 was adopted without change.

Paragraph 18

161. Paragraph 18 was adopted without change.

Paragraph 19

162. The Government member of Lebanon submitted an amendment to insert the words “and training” after the word “educational”, since training was very important in the area of OSH and it might be neglected if only education was specified in this text. The Employer Vice-Chairperson said that whole sentence was about raising awareness within educational systems, so the focus of the paragraph was on education and not training, but she was able to accept the amendment. The Worker Vice-Chairperson supported the amendment and no Government members expressed views against it. The amendment was accepted.

163. The Employer Vice-Chairperson introduced an amendment to add the acronym “OSH” before the word “education”, to clarify the type of education and training to be provided. The Worker Vice-Chairperson supported the amendment and there were no objections from Government members, so the amendment was accepted.

164. Paragraph 19 was adopted as amended.

Paragraph 20

165. The Worker Vice-Chairperson introduced an amendment to insert the sentence “Vulnerable workers and workers in the informal economy should be given special

consideration.” after the words “practical solutions.”, saying that in the context of OSH training it was very important for such workers to be considered. The Employer Vice-Chairperson objected to the amendment on the grounds that the paragraph dealt with training at the national level and countries should be allowed to decide on whom to focus their efforts. Several Government members spoke in support of the amendment. The Employer Vice-Chairperson then withdrew her objections to it and the amendment was accepted.

166. The Government members of Algeria, Angola, Benin, Botswana, Burkina Faso, Cameroon, Chad, Congo, Côte d’Ivoire, Democratic Republic of the Congo, Egypt, Guinea, Kenya, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Niger, Nigeria, South Africa, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe submitted an amendment to add a new sentence at the end of the paragraph as follows: “OSH curricula for all levels of education should be developed at the national level.”. The Government member of Zimbabwe then proposed a subamendment to the text by adding the words “with tripartite participation” at the end of it. The Worker Vice-Chairperson supported the subamendment, but the Employer Vice-Chairperson did not do so on the grounds that national education curricula were not formulated on a tripartite basis. There was no support for the subamendment from Government members and it was withdrawn.

167. The principal amendment was discussed. The Worker Vice-Chairperson supported it, while the Employer Vice-Chairperson said that she would like to hear Government members’ views on it. The Government members of Chile (speaking on behalf of Chile, Ecuador and Paraguay), Fiji, Guatemala, Indonesia, Norway, Russian Federation, Thailand and Turkey spoke in favour of the amendment. Greece (on behalf of Government members of the Committee Member States of the European Union) and the United States did not support it. The Worker Vice-Chairperson then submitted a subamendment, proposing the text: “OSH education curricula should be developed at the appropriate level.” instead of the proposed amendment. There was general support for this, and the amendment was accepted as subamended.

168. Paragraph 20 was adopted as amended.

Paragraph 21

169. The Government members of Australia, Canada, Denmark, Japan, Netherlands, New Zealand, Norway, Spain, Switzerland, Turkey and the United States submitted an amendment to insert, after the words “related to OSH”, the words “, in particular with WHO,” to give direction to the sentence. The Employer members supported the amendment, noting that the World Health Organization was the other key organization besides the ILO working for OSH in the informal economy, especially in those countries where safety and health were the responsibility of different authorities. The Worker members supported the amendment for the same reason, and it was accepted.

170. Paragraph 21 was adopted as amended.

Paragraph 22

171. The Employer Vice-Chairperson introduced an amendment to insert the acronym “(ICOH)” after the written-out name of the International Commission on Occupational Health, because like other bodies named in the paragraph it was well known by its acronym. The amendment was supported by the Worker members and was accepted.

172. Paragraph 22 was adopted as amended.

Paragraph 23

173. The Employer Vice-Chairperson, with the agreement of the Worker Vice-Chairperson, requested that three amendments be discussed together because of their interdependence. Two of the amendments had been submitted by the Employer members, one to delete the sentence “Attention should be given to gender mainstreaming in an OSH context.” from an early position in the paragraph and another to reinsert the same sentence at a later position. The third amendment, submitted by the Worker members, had been to replace the same sentence with one that read “A further consideration is the need to take account of gender specific factors in the context of OSH standards, other instruments, management systems and practice.”. The Employer and Worker members had reached agreement that, as far as the term “gender mainstreaming” had meaning, it was opposite to the meaning of “gender specific factors”, and that it was this latter focus on the specific needs of working men and women that deserved emphasis in the present context. As a result, the Employer members wished to withdraw their amendments, and the Worker members wished to subamend their amendment to insert the text at the point designated in the second amendment of the Employer members. This solution met with the approval of the Government members, and the amendment was accepted as subamended.
174. The Government members of Indonesia, Japan, Republic of Korea and Thailand submitted an amendment to insert the sentence “Consideration should be given to cultural differences in member States.”. In introducing the amendment, the Government member of the Republic of Korea pointed out by way of example that people in some member States were not used to speaking out in groups, which meant that discussion-based training techniques might not be appropriate in implementing the ILO’s global strategy in some countries. The Worker Vice-Chairperson expressed uncertainty about the potential consequences of the proposed amendment and asked the secretariat if references to cultural differences figured in any ILO instruments. The Legal Adviser replied that the Indigenous and Tribal Peoples Convention, 1989 (No. 169) was the only example. He noted that the relevance of cultural factors depended on whether one were addressing the development of a global strategy or its implementation, because the strategy itself should be universal by definition, whereas its implementation in specific cases would have to take account of local situations. The Government member of the Republic of Korea withdrew the amendment on behalf of its proposers.
175. The Government members of Argentina, Brazil, Chile, Mexico, Uruguay and Venezuela submitted an amendment to reformulate the sentence beginning “Other means that could be considered at a national level as part of strategies to improve working conditions at the enterprise level ...”. Neither the Employer nor the Worker members supported the amendment, and it was withdrawn.
176. The Employer members introduced an amendment to delete “and the self-employed” from the aforementioned sentence on the objectives and beneficiaries of national-level strategies, citing particular concern with the suggestion to extend coverage of legal requirements. They held that the self-employed were neither employers nor employees, and thus fell outside the ILO’s tripartite mandate. Furthermore, the Employers had no mandate to speak for them. The Worker Vice-Chairperson opposed the amendment, asserting that the self-employed could be seen as both employers and employees. He pointed out that, in any case, many of them were members of trade unions and so entitled to representation in the ILO, and that accidents and diseases struck people without regard to their terms of employment. The Committee’s goals of building and promoting a preventative safety and health culture had to be as inclusive as possible. The Government

member of Iceland strongly opposed the amendment, citing statistics that showed occupational accidents and diseases to be more frequent among the self-employed than among workers in other employment relations. He was joined in opposition by the Government members of the Africa group, Canada, Chile, Denmark, Fiji, Finland, France, Germany, Guatemala, Islamic Republic of Iran, Italy, Luxembourg, Mexico, Netherlands, New Zealand, Spain, Sweden, Turkey, United Kingdom, Uruguay and Venezuela. The Government members of Australia, Austria, Greece, Portugal and the United States supported the amendment, two of them noting that the structure of their legislation made the proposed language problematic. In view of the numbers of Government members opposing the amendment, the Employer members felt constrained to withdraw it; they pledged to monitor the protection offered to the self-employed by the member States that had opposed the amendment.

- 177.** The Employer members introduced an amendment to replace the words “hazard and risk” with “hazard, risk and prevention” as concepts to be taught in schools. This was supported by the Worker members and accepted by the Committee.
- 178.** The Government members of Australia, Canada, Denmark, Japan, Netherlands, New Zealand, Norway, Spain, Switzerland, Turkey and the United States submitted an amendment to insert, after the words “vulnerable workers” the words “such as young, disabled and migrant workers”. The Government member of Japan, in introducing the amendment, stated that its object was to give prominence to particularly vulnerable categories of workers by way of example. The Worker Vice-Chairperson expressed concern that the amendment narrowed the scope of the text, and proposed a subamendment to replace “such as” with “including”. This was acceptable to the proposers of the amendment. The Employer members supported the amendment as subamended, and it was accepted by the Committee in that form.
- 179.** The Worker Vice-Chairperson introduced an amendment to replace the sentence “Furthermore, the integrated approach should be progressively applied to all other areas of ILO activities.” with “Furthermore, the Governing Body could consider whether the integrated approach might be progressively applied to other areas of ILO activities.”. He felt that the original formulation of the paragraph went beyond the mandate of the Committee. The Employer members preferred the original wording established by the Drafting Group. They pointed out that the Governing Body had already put an integrated approach to the issue of migrant workers on the agenda of the International Labour Conference, which indicated that the Governing Body was already progressively applying the integrated approach, and that this Committee, being the first to discuss it, should support it more fulsomely. The Government members of the Africa group, Australia, New Zealand and Switzerland likewise opposed the amendment and it was withdrawn.
- 180.** Paragraph 23 was adopted as amended.
- 181.** The resolution and conclusions were adopted as amended.
- 182.** The Committee was congratulated by Mr. Assane Diop, Executive Director of the Social Protection Sector, on behalf of Mr. Juan Somavia, Director-General of the ILO, and Mr. Kari Tapiola, Executive Director of the Standards and Fundamental Principles and Rights at Work Sector. He felt that the Committee’s work had provided the ILO with all the necessary elements for the formulation of a global strategy and for the integration of its means of action. The strategy and the means of action would be powerful tools for the promotion of occupational safety and health and the mobilization of constituents. The ILO would meet the call for better statistics as a basis for policy-making. Fears that the sensitivity of the questions to be discussed and the differences of opinion of the members

would threaten the success of the Committee had happily proved unfounded. Mr. Diop thanked the members of the Committee, the secretariat and the interpreters for collaborating on the successful outcome.

- 183.** The Worker Vice-Chairperson thanked Mr. Diop for his good wishes. He likewise saluted the members of the Committee, particularly its Drafting Group, and the members of the secretariat. The Worker members had initially been sceptical of the outcome of the Committee's deliberations, but their doubts had vanished and they were quite satisfied with the proposal to be put forward to the Governing Body. They extended special thanks to the Chairperson of the Committee for his skilful and good-humoured management of the sessions, and to the interpreters for dealing patiently and skilfully with the difficult terminology of the debates.
- 184.** The Employer Vice-Chairperson echoed the thanks of the Worker Vice-Chairperson to all persons concerned. She expressed gratitude to the Employer members of the Committee for their patience in always letting another person speak for them.
- 185.** The Government member of Switzerland hoped, as the representative of the host country of the International Labour Conference, that the effects of the nearby summit meeting at the beginning of the Conference had not unduly disturbed the members of the Committee, and was pleased to see that the consensus so important to his country, had been so conspicuously displayed by the Committee.
- 186.** The Government member of Cameroon, on behalf of the Africa group, thanked the Office, the Employer members and the Worker members for the supportive, good-humoured atmosphere in which the Committee had worked. She reminded the Committee that, while the Government members of Africa might expect a lot of their colleagues, their colleagues could expect a lot of them.

Consideration and adoption of the report

- 187.** The Director-General saluted the work of the Committee. He found the process of analysis and the conclusions particularly impressive. He acknowledged that it was hard to do new things; the idea of an "ILO toolkit" was excellent, with its image of practical work, and would surely help advance decent work country programmes. The systems approach cited by the Committee was very important, and it was clear that the ILO had to become the knowledge base of the preventative approach. The promotional framework was another good idea. The Committee had achieved an extraordinarily intelligent balance between the historical values of the ILO and its future orientation. It had produced an excellent synthesis of what the integrated approach was all about and had responded to the member States' desire to see better integration of the ILO's activities. He pledged his personal commitment and that of the Office to the hard work that lay ahead. In his own report to the Conference, he had stressed the power of tripartism to solve world problems; if something could be agreed on in the ILO's tripartite discussions, it had a good chance of being effective in the world. The Organization was the biggest pluralistic network in the world today. The ability of the ILO to address global issues depended on the work of committees like this one, and the members of the Committee should appreciate the contribution that they were making in this larger context. In thanking the Committee for its work, the Director-General called on them to remember the key role of the Office's support services, whose 24-hour-per-day work during the Conference provided them with materials in a timely fashion.

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- 188.** The Reporter presented the report of the Committee's deliberations, with the annexed resolution and conclusions as amended by the Committee. She expressed satisfaction that the members had truly addressed the challenge of raising the profile of OSH at the national and international levels. OSH was not a specialist field – it concerned all society. The proposed global strategy promised to substantially reduce the number of occupational fatalities and accidents and to place OSH at the heart of national and international action. Having reviewed the contents of the report, she hoped it would be an excellent example of how collective will in a tripartite setting could obtain radical change on a global basis.
- 189.** The Government member of Lebanon wished to know why statements were not attributed to the specific Government members who had made them. The deputy representative of the Secretary-General explained that this practice had already been followed in two preceding committees in order to focus on substance and to make the reports more readable. Such reports were expected to be more easily used for follow-up. Nevertheless all the opinions and concerns expressed during the discussion were reflected in the report and interventions regarding amendments to texts being examined were still fully attributed. The Government member of the United States asked for a better balance between grouping by subject and specific statements made by member States in future committee reports.
- 190.** Corrections to specific paragraphs were submitted by several members to rectify the remarks attributed to them in the report.
- 191.** At its 13th sitting, the Committee unanimously adopted its report, as amended.
- 192.** The Government member of Greece, on behalf of the Government members of the Committee Member States of the European Union, saluted the successful and well-balanced discussions that could not fail to raise the profile of OSH at the national level. The Government member of France noted that OSH was an essential component of decent work. He felt that the Committee should feel pleased to have been the first to discuss an integrated approach to standards-related activities, and looked forward to taking up the issue again at the 2005 Conference. The Government member of Switzerland likewise expressed satisfaction at the successful outcome of the Committee's work. While recognizing that services other than labour inspectorates could work for safety and health in the workplace, his Government would interpret the word "inspection" in paragraphs 12 and 23 of the conclusions as referring to labour inspection in conformity with the Labour Inspection Convention, 1947 (No. 81). The Government member of Japan, on behalf of the Government members of the Committee member States of the Group of Industrialized Market Economies (IMEC), complimented the Committee on the comprehensiveness and high quality of the debate. The Government members were unanimous in thanking the secretariat and interpreters, and especially the Chairperson for his guidance during the discussions.
- 193.** The Worker Vice-Chairperson strongly supported the report and thanked the secretariat and all parties, in particular the Reporter. He looked forward to the practical application of the Committee's work.
- 194.** The Employer Vice-Chairperson thanked the Chairperson, the Worker members, the Government members, interpreters and technical operators. She commended the collaboration of Standards Policy Branch and SafeWork in the secretariat, and expressed pleasure at being able to support the report.
- 195.** The representative of the Secretary-General thanked all the participants, and reminded the members of the Committee that the responsibility for moving forward did not lie

exclusively with the ILO, but also with them and with those whom they should mobilize at the national level.

196. In his closing remarks, the Chairperson emphasized three things: the consensus that had characterized the Committee; the Committee's unanimity about the importance of raising OSH on the national, international and ILO agendas; and the potential usefulness of the Committee's outputs. He felt that it had been a privilege as well as a pleasure to contribute to those results.

197. The report of the Committee, its conclusions and the text of a resolution inviting the Governing Body to take account of the conclusions in programme planning and implementation are submitted to the Conference for consideration and adoption.

Geneva, 17 June 2003.

(Signed) A. Békés,
Chairperson.

J. Nouthé,
Reporter.

Resolution concerning occupational safety and health

The General Conference of the International Labour Organization, meeting at its 91st Session, 2003,

Having undertaken a general discussion based on an integrated approach on the basis of Report VI, *ILO standards-related activities in the area of occupational safety and health*;

1. Adopts the following conclusions;
2. With a view to increasing the impact, coherence and relevance of ILO standards-related activities in the area of occupational safety and health (OSH), invites the Governing Body of the International Labour Office:
 - (a) to give due consideration to these conclusions in planning future ILO standards-related activities in the area of OSH, noting that the opportunity exists for placing an item relating to OSH on the agenda of the 93rd Session (2005) of the International Labour Conference if agreed by the Governing Body in November 2003;
 - (b) to request the Director-General to give them priority when implementing the present and the 2004-05 programmes, when allocating such resources as may be available during the 2004-05 biennium and when preparing future strategic plans and programmes and budgets, in particular for the 2006-07 biennium.

Conclusions concerning ILO standards-related activities in the area of occupational safety and health – A global strategy

1. The magnitude of the global impact of occupational accidents and diseases, as well as major industrial disasters, in terms of human suffering and related economic costs, have been a long-standing source of concern at workplace, national and international levels. Significant efforts have been made at all levels to come to terms with this problem, but nevertheless ILO estimates are that over 2 million workers die each year from work-related accidents and diseases, and that globally this figure is on the increase. OSH has been a central issue for the ILO ever since its creation in 1919 and continues to be a fundamental requirement for achieving the objectives of the Decent Work Agenda.
2. In addition to established measures to prevent and control hazards and risks, new strategies and solutions need to be developed and applied both for well-known hazards and risks such as those arising from dangerous substances, machinery and tools and manual handling as well as for emerging issues, such as biological hazards, psychosocial hazards and musculo-skeletal disorders. Furthermore, as OSH is an intrinsic part of social relations it is affected by the same forces of change that prevail in national and global socio-economic contexts. The effects of demographic factors and dynamics, employment shifts and work organization changes, gender differentiation, the size, structure and life cycles of enterprises, the fast pace of technological progress, are examples of the key issues that can generate new types of patterns of hazards, exposures and risks. The development of an appropriate response to these issues should rely on and make use of the collective body of knowledge, experience and good practice in this area. Safety and health measures are undertaken to create and sustain a safe and healthy working environment; furthermore, such measures can also improve quality, productivity and competitiveness.
3. Although effective legal and technical tools, methodologies and measures to prevent occupational accidents and diseases exist, there is a need for an increased general awareness of the importance of OSH as well as a high level of political commitment for effective implementation of national OSH systems. Efforts to tackle OSH problems, whether at international or national levels, are often dispersed and fragmented and as a result do not have the level of coherence necessary to produce effective impact. There is thus a need to give higher priority to OSH at international, national and enterprise levels and to engage all social partners to initiate and sustain mechanisms for a continued improvement of national OSH systems. Given its tripartite participation and recognized global mandate in the area of OSH, the ILO is particularly well equipped to make a real impact in the world of work through such a strategy.
4. The fundamental pillars of a global OSH strategy include the building and maintenance of a national preventative safety and health culture and the introduction of a systems approach to OSH management. A national preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels, where governments, employers and workers actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority. Building and maintaining a preventative safety and health culture require making use of all available means to increase general awareness, knowledge and understanding of the concepts of hazards and risks and how they may be prevented or controlled. A systems approach to OSH management at the enterprise level has recently been developed in the ILO Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001).

Building on this concept and related methodology, the global OSH strategy advocates the application of a systems approach to the management of national OSH systems.

An ILO action plan for the promotion of safety and health at work

I. Promotion, awareness raising and advocacy

5. The fostering and promotion of a preventative safety and health culture is a fundamental basis for improving OSH performance in the long term. Multiple approaches could be taken for this purpose. Since the promotion of such a preventative culture is very much a leadership issue, the ILO has to play an advocacy role with regard to different initiatives. Therefore the ILO should:

- endorse the establishment of an annual international event or campaign (world day or a safety and health week) aimed at raising widespread awareness of the importance of OSH and promoting the rights of workers to a safe and healthy working environment. Such an initiative should respect the workers' commemoration event organized since 1984 on 28 April;
- seek ways to raise visibility of the ILO and its OSH instruments;
- launch a global knowledge and awareness campaign focused on promoting the concept of "sound management of safety and health at work" as the most effective means for achieving strong and sustained preventative safety and health culture at both the national and enterprise levels;
- strategically use international meetings to promote a preventative safety and health culture including the triennial World Congress on Occupational Safety and Health organized jointly by the ILO and the International Social Security Association;
- internally implement its own guidelines on OSH management systems;
- encourage the launching of national OSH programmes by the highest government authorities.

II. ILO instruments

6. A new instrument establishing a promotional framework in the area of OSH should be developed on a priority basis. The main purpose of this instrument should be to ensure that a priority is given to OSH in national agendas and to foster political commitments to develop, in a tripartite context, national strategies for the improvement of OSH based on a preventative safety and health culture and the management systems approach. In its function as an overarching instrument with a promotional rather than prescriptive content, it would also contribute to increasing the impact of existing up-to-date ILO instruments and to a continuous improvement of national OSH systems including legislation, supporting measures and enforcement. Such a practical and constructive instrument should promote, inter alia, the right of workers to a safe and healthy working environment; the respective responsibilities of governments, employers and workers; the establishment of tripartite consultation mechanisms on OSH; the formulation and implementation of national OSH programmes based on the principles of assessment and management of hazards and risks at the workplace level; initiatives fostering a preventative safety and health culture; and worker participation and representation at all relevant levels. It should

strive to avoid duplication of provisions which are in existing instruments. In order to enable an exchange of experience and good practice on OSH in this respect, the instrument should include a mechanism for reporting on achievements and progress.

7. As regards revisions, priority should be given to the revision of the Guarding of Machinery Convention, 1963 (No. 119), and the Guarding of Machinery Recommendation, 1963 (No. 118), and the revision of the Lead Poisoning (Women and Children) Recommendation, 1919 (No. 4), the White Phosphorus Recommendation, 1919 (No. 6), the White Lead (Painting) Convention, 1921 (No. 13), the Benzene Convention, 1971 (No. 136), and the Benzene Recommendation, 1971 (No. 144), in a consolidated manner by a Protocol to the Chemicals Convention, 1990 (No. 170).
8. With a view to increasing the relevance of ILO instruments, the development of new instruments in the areas of ergonomics and biological hazards should be given the highest priority. Priority should also be given to the development of a new instrument on the guarding of machinery in the form of a code of practice. Consideration should also be given to work-related psychosocial hazards for further ILO activities.
9. Occupational safety and health is an area which is in constant technical evolution. High-level instruments to be developed should therefore focus on key principles. Requirements that are more subject to obsolescence should be addressed through detailed guidance in the form of codes of practice and technical guidelines. The ILO should develop a methodology for a systematic updating of such codes and guidelines.

III. Technical assistance and cooperation

10. It is important to provide technical advisory and financial support to developing countries and countries in transition for the timely strengthening of their national OSH capacities and programmes. This is of particular importance in the context of rapid changes in global economy and technology. In developing technical cooperation programmes, priority should be given to the countries where the assistance is most needed and where the commitment for sustained action is obvious, for example in the form of initiated national OSH programmes. The formulation and implementation of technical cooperation projects, beginning with a needs assessment at the national, regional and international levels, are the effective ways in this regard. Where possible, these projects should have a multiplier effect at the regional level and be self-sustaining in the long term. Together with its constituents, the ILO should make special efforts to seek the support of donor countries and institutions as well as innovative funding sources for such purposes along with increasing OSH experts in the regions. Experiences gained through technical cooperation projects should be widely shared, particularly at the regional level.
11. The formulation of national OSH programmes, which has been promoted by the ILO in recent years, is an effective way to consolidate national tripartite efforts in improving national OSH systems. The endorsement and launching of a national OSH programme by the highest government authority, for example by the Head of State, government or parliament, would have a significant impact on strengthening national OSH capacities and mobilization of national and international resources. It is essential to ensure the active participation of employers, workers and all relevant government institutions in the formulation and implementation of the programme. The programme should be developed on the basis of the achievements and needs of each country aiming at the improvement of national OSH systems and their capacity and OSH performance.
12. National OSH programmes should cover key aspects such as national policy, high-level commitment and vision that are publicly expressed and documented, national strategy that

would include the development of a national OSH profile, targets, indicators, responsibilities, resources, and government leadership. Such programmes would strengthen national government departments and their OSH inspection and enforcement systems, OSH service structures, employers' and workers' organizations focused on OSH, information centres and networks, cross-cutting education and training systems, research and analytic structures, occupational injury and disease compensation and rehabilitation systems that include experience rating and incentives, voluntary and tripartite programmes and structures, as well as advocacy and promotion.

13. In developing methodologies to assist in the establishment and implementation of national OSH programmes, consideration should be given to the elaboration of appropriate and practical input, process and output indicators designed to provide a tool for the evaluation of progress by constituents, as well as a basis for periodic review and identification of future priorities for action in the prevention of occupational accidents and diseases.
14. The capacities and expertise of ILO field structures in the area of OSH should be strengthened to better address the needs of constituents in this area. The means of communication between ILO headquarters and its field offices should be streamlined and improved to ensure that available country data can be analysed and used effectively for planning and developing projects.

IV. Knowledge development, management and dissemination

15. In the field of OSH, adequate capacities to develop, process and disseminate knowledge that meets the needs of governments, employers and workers – be it international standards, national legislation, technical guidance, methodologies, accident and disease statistics, best practice, educational and training tools, research or hazard and risk assessment data, in whatever medium, language and format needed – are a prerequisite for identifying key priorities, developing coherent and relevant strategies, and implementing national OSH programmes. The ILO should continue to improve its means to assist constituents in developing their capacities in this area, and responding to their specific needs, particularly in the establishment or strengthening of the national and collaborating centres of the ILO's International Occupational Safety and Health Centre (CIS) and linking these centres through the Internet to form regional networks and a global OSH information exchange system that could also serve as the backbone for a global hazard alert system.
16. The ILO should foster research on particular priority subjects in the area of OSH, preferably in collaboration with other interested organizations, as a basis for decision-making and action.
17. Free access to ILO OSH information to all who need it should be granted through all available dissemination means and networks such as CD-ROM and the Internet. Assistance to constituents in the translation of key OSH documents and materials in local languages is vital. The ILO should collaborate with other interested organizations and bodies in integrating the ILO's information centres and networks into wider global OSH information networks designed to provide constituents with easy access to key quality and multilingual OSH information and databases, particularly in the areas of OSH legislation, technical and scientific guidance, training and education materials, and best practice. The sharing of successful experience and approaches among all those involved in safety and health is the most efficient way of facilitating the development of practical preventative measures for new and traditional problems. Access to such a body of knowledge would also facilitate the ILO's task of identifying key trends and updating its instruments accordingly.

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18. The ILO should contribute to international and national efforts aimed at developing harmonized methods for the collection and analysis of data on occupational accidents and diseases. Methodologies should also be designed to assist constituents in the techniques of information collection, analysis, processing and dissemination, and on the use of reliable information in planning, prioritizing and decision-making processes.
 19. It is essential to provide education to raise awareness of OSH issues to all starting from schools and other educational and training institutions. In addition, certain groups need more advanced OSH education and training, including management, supervisors, workers and their representatives, and government officials responsible for safety and health.
 20. The ILO should develop practical and easy-to-use training materials and methods focused on the “train-the-trainer” approach on key aspects of safety and health at work and improve the capacities of the ILO field structures in the area of OSH information dissemination and provision of training, and in particular those of the ILO’s training centres. The ILO should support developing countries in the establishment of relevant OSH training mechanisms to reach all workers and their representatives and employers. Training should focus on supporting preventative action and on finding practical solutions. Vulnerable workers and workers in the informal economy should be given special consideration. The ILO training package on Work Improvements in Small Enterprises (WISE) has been used in many countries resulting in concrete improvements at enterprises. WISE and other training materials should be further improved and made widely available at low cost. OSH education curricula should be developed at the appropriate level.

V. *International collaboration*

21. Collaboration with international organizations and bodies involved in various activities related to OSH, in particular with WHO, has proven to be a very effective way of ensuring that ILO values and views are taken into account and used as a basis for the development of technical standards and methodologies pertaining to OSH. This collaboration puts the ILO at the centre of global networks and alliances that are vital mechanisms for maintaining the currency of its technical knowledge base as well as influencing other bodies. It is also very effective in ensuring complementarities of mandates and avoidance of duplication of efforts, and opens opportunities for employer and worker experts to bring their views to bear on outcomes outside the mandate of the ILO.
22. In taking action to further improve the visibility, streamlining and impact of the ILO’s role in OSH, consideration should be given to a periodic review of activities in this context and reporting to the Governing Body of the ILO on key issues and outcomes. This type of collaboration should be further encouraged and strengthened, particularly in areas where common interests and mandates are shared between several organizations and where outcomes of activities are of benefit to the ILO’s constituents, such as the work of the ILO/WHO Joint Committee on Occupational Health, the International Programme on Chemical Safety, the Inter-Organization Programme for the Sound Management of Chemicals (IOMC) and the International Commission on Occupational Health (ICOH). Within the context of ongoing efforts by the United Nations Environment Programme, the Inter-governmental Forum on Chemical Safety and the IOMC in developing a strategic approach to integrated chemicals management, the ILO should contribute to this work and ensure the full participation of employers’ and workers’ organizations in this process so that their views and interests are duly taken into account. The final outcome of this process should be presented to the ILO decision-making bodies for consideration.

General considerations

23. In developing and implementing the global strategy, the ILO should make special efforts in relation to countries with particular needs for assistance and willing to strengthen their OSH capacities. Other means that could be considered at a national level as part of strategies to improve working conditions at the enterprise level, including SMEs and informal economy undertakings, and for vulnerable workers, including young, disabled and migrant workers, and the self-employed, include: extending coverage of legal requirements, strengthening the capacities of enforcement and inspection systems, and focusing these capacities towards the provision of technical advice and assistance in the area of OSH; the use of financial incentives; initiatives to strengthen linkages between primary health-care systems and occupational health; the introduction of hazard, risk and prevention concepts in school curricula and educational systems in general (prevention through education) as an effective means to build strong and sustained preventative safety and health cultures on a continuous basis. A further consideration is the need to take account of gender specific factors in the context of OSH standards, other instruments, management systems and practice. Within the Office, the mainstreaming of OSH in other ILO activities should be improved. Furthermore, the integrated approach should be progressively applied to all other areas of ILO activities. Finally, due consideration should be given to the provision of adequate resources to implement this action plan.

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