



International
Labour
Organization

INTRODUCTION

Improving OST for Young Workers: A Self-Training Package



SafeYouth@Work Project
Building a Generation of Safe and Healthy Workers

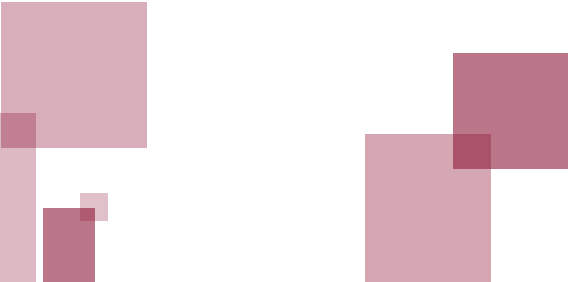




INTRODUCTION ■



*Improving OSH
for Young Workers:
A Self-Training Package*



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Table of Contents

Abbreviations	8
Foreword	9
Acknowledgments	10

Preface **11**

What is in the Package	12
Understanding the Icons Used in the Manual	14
How to Use the Self-Training Package	16
Gender and Young Workers	18

Introduction **19**

The Challenge of OSH for Young Workers	19
International Labour Standards	27
Child Labour Standards	28
OSH Standards	30

Summary	38
Quiz	40
Answers	43
Learning Journal	44
Glossary	46
References	56





Tables

Table of Activities

Activity: OSH Standards Relevant to My Profession36

Table of Info Boxes

Info Box: Additional ILO Information on Gender
Mainstreaming.....18

Table of Question Boxes

Who are young workers?20
Is youth participation important?24
What is child labour?29
What is hazardous work?29
Which International Labour Standards Has My
Country Ratified?32

Abbreviations

ILO	International Labour Organization
ILS	International Labour Standards
KAB	Knowledge, Attitude and Behaviour
NGO	Non-Governmental Organization
OSH	Occupational Safety and Health
PPE	Personal Protective Equipment
SME	Small and Medium-Sized Enterprises
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TVET	Technical and Vocational Education and Training

Credits

Page 11 © ILO

Page 19 Maxime Fossat © ILO



Foreword

According to the latest global estimates released by the International Labour Organization (ILO), the world's workforce sustains around 374 million non-fatal occupational injuries every year, a figure that would be much higher if reliable reporting existed. Young workers are particularly vulnerable to occupational harm. Several factors contribute to their increased OSH risks, including individual characteristics such as stage of physical, psychosocial and emotional development, working conditions and work organization and environment. Owing to the high number of young people entering the labour market every year and their particular vulnerabilities, they must become a priority target for building a culture of prevention on occupational safety and health (OSH).

In 2015, the ILO launched the SafeYouth@Work Project, funded by the U.S. Department of Labor. It is the first ILO project of its kind focussing on promoting OSH for young workers, with a particular focus on those aged above the minimum age of work to 24.

Building on four years of experience, the SafeYouth@Work Project has developed this self-training package to strengthen the capacity of ILO constituents - governments, employers and workers, including young workers - to assess and implement OSH strategies and actions focused on young workers at national and enterprise levels.

As a self-training package, the reader is encouraged to apply what they are learning through a range of activities, quizzes, a learning journal and action guides. All of these learning tools are designed to encourage the reader to develop and act on practical ways to improve OSH for young workers, and thereby ensuring safer and healthier work for all.

Vera Lucia Paquete-Perdigao

Director

Governance and Tripartism Department
International Labour Organization

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Important contributions were made by all those involved in the review process (listed alphabetically): Magdalena Bober (Relations Specialist, ACT/EMP, ILO); Beatriz Brondial (OSH Youth Champion, Youth Coordinator for Luzon Area, Philippine Independent Public Sector Employees Association); Nur Chariroh (OSH Youth Champion, Student, Yogyakarta State University, Indonesia); Adrienne Cruz (Gender Specialist, GED, ILO); Luisa De Simone (Junior Professional Officer, YEP, ILO); Duyen Nguyen Ngoc (National Project Coordinator, ILO CO-Hanoi); Benjamin Smith (Senior Technical Officer, Child Labour, FUNDAMENTALS, ILO); as well as Michael Watt (Technical Officer, ACTRAV, ILO). The self-training package also benefitted from comments by staff of the U.S. Department of Labor and the National Institute for Occupational Safety and Health.





Preface

As active contributors of labour markets worldwide, young workers (between the ages of 15 and 24) typically experience higher rates of occupational injuries than adult workers. Raising awareness of and ensuring compliance with occupational safety and health (OSH) standards for young workers can help reduce such injuries and ensure a healthier, safer work environment for everyone.

The overall objective of this self-training package is to strengthen the capacity of governments, employers, and workers (including young workers) and their organizations to improve OSH management for young workers through the assessment and implementation of strategies and actions through national OSH systems. Since each national context and group of stakeholders is unique, the information, learning tools, and examples included in this self-training package do not make up a “one-size-fits-all” model. As such, the reader needs to determine which sections are most relevant to their context. The section below, “How to Use This Self-Training Package,” guides the reader through this process.



Young worker



Occupational Safety and health (OSH)



Occupational injury



Worker



Employer



Informal employment



Employers'
organization



Workers' organization



International labour
standards



Hazard



Risk

What is in the Package

Even though this self-training package is focused on young workers, the content is relevant to all workers. The package is divided into five booklets: an introduction, three learning modules and appendices:

- The **Introduction** describes the importance of OSH issues as they pertain to young workers, as well as an overview of international labour standards on OSH for young workers.
- **Module 1: National OSH Framework Addressing Young Workers' Vulnerabilities** presents the different elements of the national OSH framework with a focus on young workers: national policy, system, profile, and programme.
- **Module 2: Strategy and Actions for the Protection of Young Workers** presents analytical tools to assess the national OSH context for young workers in order to develop a strategy to ensure and improve OSH for young workers at the workplace level.
- **Module 3: OSH Management at the Workplace: Addressing Young Workers' Needs** presents a basic framework for identifying hazards and managing workplace risks facing young workers.
- The **Appendices** contain additional information related to OSH for young workers, such as international labour standards and sector-specific risks and hazards to young workers.

In the Introduction and in each Module, the reader will find **Activities**, **Info boxes** and **Question boxes** to help



them focus on practical steps to ensure greater protection and promotion of OSH for young workers. There is also a **Summary** at the end of the Introduction and each Module, along with a **Quiz** to measure the reader's learning, a **Learning Journal** to write down the key learnings, a **Glossary** with OSH-related terminology and **References**.

At the end of each Module, there is an **Action Guide** to help the reader put into practice what they learned. Each Action Guide contains **Checklists** and **Worksheets** that are numbered for easy reference. In general, the activities in the Action Guides are oriented towards group work rather than individual learning. Because each module is self-contained, the purpose of each Action Guide is different:

- The **Action Guide for Module 1** focuses on all aspects of an OSH framework at the national level: OSH policy, system, profile, and programme. This Action Guide is especially useful for young workers' organizations, employers' organizations, and trade union representatives. It is also useful for government officials and tripartite members who want to make sure young workers are fully integrated into their national OSH framework. Most of the activities in this Action Guide are best completed as part of a group.
- The **Action Guide for Module 2** provides tools for assessing OSH for young workers at a national or enterprise level. The Action Guide provides a framework for identifying key actions to improve different aspects



When organizing group work, consider the following:

- Bipartite or tripartite representation
- Youth participation
- Gender balance



Young workers' organization

of OSH for young workers, such as improving data collection and research, OSH regulations, and raising awareness. The activities in this Action Guide are suitable for young workers' organizations, employers' organizations, and trade union representatives. The activities are best completed as part of a group.

- The **Action Guide for Module 3** is oriented towards enterprise-level change. The activities are useful for managers, workers' organizations, and young workers' organizations. Because the activities focus on specific hazards and risks encountered at the workplace, they can be completed either as part of a group or by individuals.

Understanding the Icons Used in the Manual

The main types of learning tools are the following (Table 1), which are indicated by icons throughout the manual:

Table 1 Icons used in this manual



Information boxes provide additional information or good practices on a topic presented in the manual.



Learning questions help the reader reflect on specific content in the manual.



Activities help the reader develop knowledge, strengthen skills, and shape attitudes in relation to OSH for young workers. Activities are in the Introduction and all three Modules. Most activities can be completed by the individual reader, while others are best completed as part of a group.



Indicates the suggested amount of time to complete an activity.



The group icon indicates that the activity is best completed as part of a group. For example, a young workers' organization or representatives of a trade union.



The individual icon indicates that the activity can be completed by an individual reader.



Indicates a term defined in the glossary.



Indicates a topic that addresses technical issues in depth.



Summaries at the end of each module to highlight the module's main learning points.



Checklists help the reader take stock of key information to assist them in strengthening OSH for young workers. Checklists are in the Action Guides at the end of each Module.



Worksheets help the reader identify practical ways to apply what they are learning from the manual. Worksheets are in the Action Guides at the end of each Module.

How to Use the Self-Training Package



Tripartite constituents are representatives of:

- Governments
- Employers
- Workers

This package is intended for all tripartite constituents, including young workers. Because of this diversity, most of the learning tools presented in this package are relevant to all groups. Whenever necessary, activities are identified for particular constituents; even in such instances, the reader is encouraged to consider action steps through the perspectives of the other constituents. Actions and strategies to improve OSH for young workers cannot happen in isolation; collaboration and cooperation between all constituents is a prerequisite for effective and sustainable progress. The package highlights the links between the roles and responsibilities of governments, employers' organizations and workers' organizations, as well as the need to directly involve young workers.

Because this is a self-training package, readers must assess their own learning needs and read the sections that are most relevant to them. Generally speaking, readers should dedicate a few hours a week to read and use the package alone and to periodically schedule time (say, during a meeting) to discuss the content or complete the Action Guides as a group. In order to facilitate this process, Table 2 helps readers identify which sections are most relevant to suit their learning needs.

Table 2 Choose Your Learning Path: Which Sections to Read

If you are **CURIOUS** about..

	Becoming an OSH youth advocate	Introduction	Module 1 Summary	Module 2	Module 3
	Learning about ILS on OSH	Introduction	Module 1 Summary	Module 2 Summary	
	Learning about national OSH framework	Introduction	Module 1		
	Learning about OSH strategies	Introduction	Module 1 Summary	Module 2	Module 3 Summary
	Learning about OSH hazards	Introduction			Module 3
	Becoming an OSH Champion	Introduction	Module 1	Module 2	Module 3

Gender and Young Workers

Achieving gender equality and women's empowerment is critical to ILO's decent work agenda for all women and men and has been at the heart of the ILO's mandate since its Constitution was adopted. According to the ILO's revised Policy on Gender Equality and Mainstreaming, gender equality is to be reflected in all ILO technical work, operational activities and support services.



Gender-responsive
approach

A gender-responsive approach is adopted throughout the self-training package to enable the reader to reflect on the different needs, perspectives, and contexts in which women and men work. In particular, the reader will examine the potential impact on both women and men of strategies and actions to ensure and improve OSH for young workers. Appendix 2 contains additional information on a gender-responsive approach.



Info Box: Additional ILO Information on Gender Mainstreaming

- Gender, Equality and Diversity Branch of the ILO (www.ilo.org/ged)
- Gender and Occupational Safety and Health (www.ilo.org/safework/areasofwork/gender-and-occupational-safety-and-health/)
- 10 Keys for Gender Sensitive OSH Practice – Guidelines for Gender Mainstreaming in Occupational Safety and Health (www.ilo.org/wcmsp5/groups/public/@ed_protect/@protrav/@safework/documents/publication/wcms_324653.pdf)



Introduction

Overview

The Introduction presents specific vulnerabilities affecting young workers, as well as the different international labour standards to help promote OSH for young workers.

The Challenge of OSH for Young Workers

According to the latest ILO estimates, 2.78 million workers die annually due to occupational accidents and diseases. Non-fatal workplace accidents are estimated to affect 374 million workers each year, meaning that over one million workers are injured at work every day¹. Many of these accidents have potentially serious long-term consequences on workers' health and well-being as well as on their earning capacity.



Occupational accident

¹ See Hämäläinen, P., Takala, J., & Boon Kiat, T. (2017). Global Estimates of Occupational Accidents and Work-related Illnesses 2017. XXI World Congress on Safety and Health at Work. Singapore: Workplace Safety and Health Institute.



Who are young workers?

The United Nations, for statistical purposes, defines “youth” as anyone between the ages of 15 and 24. On this definition, young workers account for almost 15% of the global labour force (in 2018 they numbered around 442 million).

Young workers fall into two major groups:

- adolescent workers above the minimum age of employment but under the age of 18 (these workers are considered “children” and have special legal protection in employment and working conditions);
- young workers between age 18 and 24 (these workers are considered adults and are generally covered only by the general labour laws and regulations).

Young workers can be students who work in their spare time; apprentices; interns; young people who have finished or left compulsory education. Some young workers are in family businesses; others are self-employed or are themselves employers.



Exposure

Young workers are a vulnerable group, at higher risk of occupational injury and exposure to substances and working conditions that can cause occupational disease and health problems later in life. Young workers experience higher rates of work injury than adult workers. In the United States, the risk that young workers aged 15-24 will suffer occupational injury is approximately twice as high as it is for workers aged 25 or older.² In Europe, the rate of non-fatal work accidents is more than



Occupational disease



40 per cent higher among young workers aged 18–24 as compared to older workers.³ Several factors contribute to increased OSH risks for young workers, including their individual characteristics, working conditions and work environment (see Table 3). Globally, 76.7 per cent of young workers are in informal jobs, compared with 57.9 per cent of adult workers. Workers in these situations are less visible and are deprived of bargaining power and effective representation, all of which make them more likely to find themselves in hazardous working conditions.⁴ The brain (particularly the cerebral cortex, which governs judgement and critical thought) and other parts of the neurological system are not fully mature until the twenties. For this reason, young workers may be more likely to take potentially dangerous decisions when faced with fast-paced or stressful situations in the workplace.



For more information on risks and hazards, see Module 3.

² See Centers for Disease Control and Prevention, CDC (2010). “Occupational Injuries and Deaths Among Younger Workers: United States, 1998–2007” in *Morbidity and Mortality Weekly Report (MMWR)*, vol. 59, no. 15, pp. 449–455, April 2010.

³ See European Agency for Safety and Health at Work, EU-OSHA (2007). *OSH in figures: Young workers - Facts and figures*. European risk observatory report. Luxembourg: Office for Official Publications of the European Communities.

⁴ See ILO (2017). *Global Employment Trends for Youth 2017: Paths to a better working future*.

Table 3 Factors that increase young workers' OSH risks

Factor	Increased OSH risks for young workers
Stage of physical development	Young workers, especially adolescents, are at higher risk of suffering occupational injury and disease because their bodies are still developing. Their reproductive and metabolic systems and brain functions are particularly susceptible to hazards that interfere with the organs involved. In addition, workstations, tools, machinery and equipment are usually designed primarily for adults, imposing higher demands on adolescent bodies.
Stage of psychosocial and emotional development	Young people in general have a low perception of risks, which they often take to be accepted by others. This attitude may be reflected at work, where young workers may be unaware of or may underestimate the OSH hazards and risks associated with their tasks. A worker's risk of harm in their first months in a job is higher than that of older and more experienced workers. Young workers may also be reluctant to speak up about difficulties in their work or about hazardous physical and psychological conditions.
Limited job experience	Young workers often lack the skills and experience for the work to which they are assigned, including an understanding of the OSH hazards associated with this work. A worker's risk of injury is four times greater during the first month in a new job than it is after 12 months. A young worker's risk of injury in their first months in a job is higher than that of older workers.

Nature of the work typically performed by young workers	A large number of young workers are in hazardous occupations. They are also over-represented in the informal economy, where they are more exposed to work hazards and have limited if any social protection coverage. Young workers are often contracted for temporary and seasonal jobs, with less access to OSH training and skill acquisition.
Work organization	Young people usually enter the workforce without familiarity of the tasks they must perform or the risks they will face. They also may not know how to identify and eliminate job hazards and risks. Poor supervision, lack of training and information, and inadequate safety measures may further increase their exposure to OSH risks.
Work environment	Physical, chemical, biological, mechanical and psychosocial hazards in the workplace impact all workers. However, the effects on young workers are generally worse. Workplace hazards can also affect young women and young men differently: for example, high temperatures may be specifically hazardous to the male reproductive system, while exposure to chemicals that interfere with hormonal balance may result in the reduction of the fecundity of young women.



Temporary
employment



Non-standard forms of
employment

Young workers under 18 are usually recognized as a vulnerable group in national laws and policies, gaining special protections under child labour and hazardous work prohibitions. The same protections are rarely extended to older youth between the ages 18 and 24, despite their still high risk of injury; they can legally be employed in almost any job without the restrictions that apply to child workers (e.g. tasks and hours).

Owing to the high number of young people entering the labour market and their particular vulnerabilities, they must become a priority target for national policies on OSH and for the strategies and programmes deriving from these policies.



Is youth participation important?

Yes!

There are several reasons why youth participation on OSH is vitally important in realizing safe and healthy work environments for all:

- All persons have the basic right to express their views and to be heard. Article 19 of the Universal Declaration of Human Rights states that “Everyone has the right to freedom of opinion and expression.”
- Youth under 18 years of age have the right to voice their opinions under Articles 12 and 13 of the UN Convention on the Rights of the Child.
- Youth 18 and older are generally considered adults and can participate as adults on public policy issues.



- Promoting and enabling youth participation prepares them to participate as adults on public policy issues.
- Participation empowers youth to have a greater say and control over conditions that shape their lives.
- Participation raises greater awareness of the importance of OSH for young workers.
- Young workers can join trade unions and participate in discussing OSH issues.
- Young workers can bring new ideas and perspectives to the workplace.

There are several ways in which young workers can participate in OSH discussions at different levels. For example, young workers can take part in joint committees, be active members of trade unions, and take part in awareness raising campaigns. Additional examples are presented in this package.

To design more effective policies, strategies and programmes to enhance OSH for young workers, a participatory approach is required, involving stakeholders at all levels. The ILO tripartite approach ensures the involvement of governments, organizations of workers and of employers. If present, young workers' organizations should also be directly engaged in this process, because of their unique concerns (see Figure 1).



Informal economy



Child labour

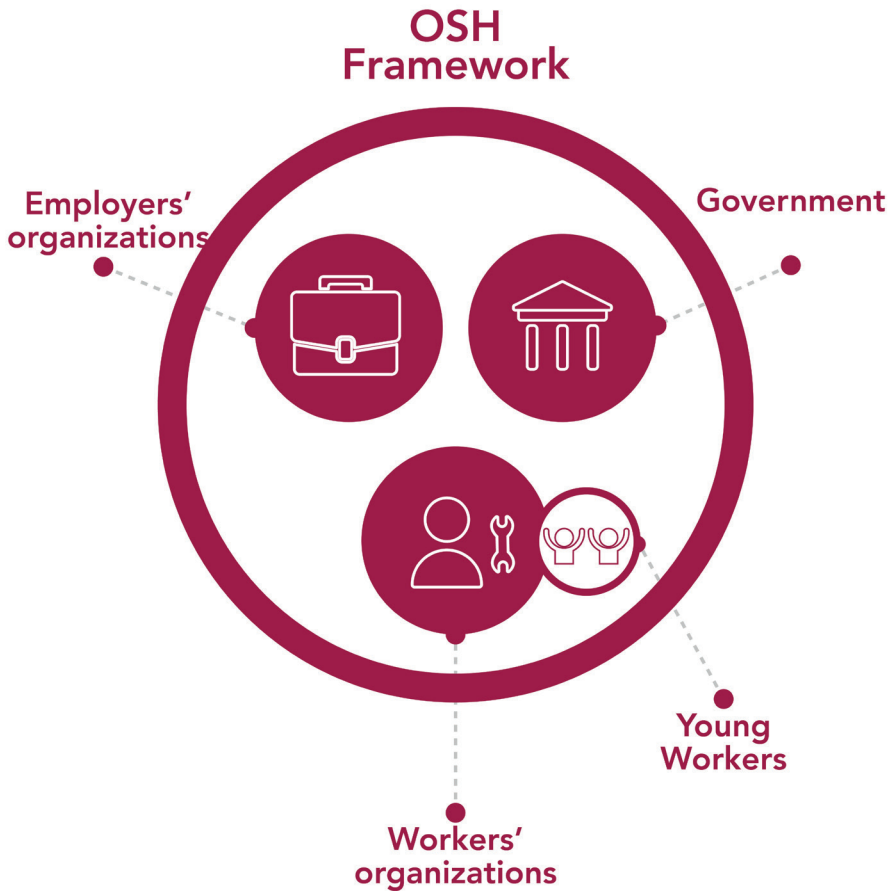


The SafeYouth@Work Action Plan (2018) presents five areas in which youth can get involved in ensuring OSH for young workers:

- Compliance
- Data and research
- Education and training
- Advocacy
- Networks

All Modules in this package offer concrete examples of youth engagement in these areas.

Figure 1 Young Workers within the Tripartite Structure



Adapted from National tripartite social dialogue: an ILO guide for improved governance / Social Dialogue and Tripartism Unit, Governance and Tripartism Department.

International Labour Standards

International Labour Standards (ILS) are legal instruments drawn up by the ILO's constituents (governments, employers and workers, and their representative organizations) setting out basic principles and rights at work.

There are different types of instruments:

- **Conventions:** legally binding international treaties, which lay down core principles to be implemented by countries that ratify them. Once it has ratified a Convention, a country is subject to the ILO's regular supervisory system responsible for ensuring that the Convention is applied.⁵
- **Recommendations:** non-binding international instruments which serve as guidelines to help member States formulate their policies at national level. Often they supplement an existing convention by providing detailed guidelines for its implementation.
- **Protocols:** international treaties which are linked to an earlier convention. They allow adaptation to changing conditions since the convention was adopted, making the convention's obligations more relevant and up-to-date.

In addition, ILS can be further complemented by ILO Codes of Practices. They are presented in the form of technical specifications and practical recommendations in legal terminology. They explain in detail the



Convention



Treaty



Ratification



Binding



Recommendation



Member State



Protocol



Adoption



responsibilities of governments, employers' and workers' organizations, as well as the specific prevention and control measures for the application of such standards. They are not legally binding instruments and are not intended to replace the provisions of national laws, regulations, or accepted standards.

Child Labour Standards



A young worker under the age of 18 is still considered a child and protected by child labour standards.

The Minimum Age Convention, 1973 (No. 138) sets out the minimum age for admission to employment, depending on the type of work and the country's level of development. The general minimum working age must be in line with the end of compulsory education and not less than 15 years of age (developing countries have the option of setting a minimum age of 14 as a transitional measure as they strengthen their education systems and economies). The minimum age for hazardous work is 18 years of age (an exception may be permissible from 16 years of age under strict conditions).

⁵ All ILO member states have an obligation to work towards realizing freedom of association; the elimination of all forms of forced or compulsory labour; the effective abolition of child labour; and the elimination of employment discrimination. This obligation exists even if they have not yet ratified the eight fundamental Conventions which embody these principles.



What is child labour?

Child labour refers to work that is mentally, physically, socially or morally dangerous and harmful to children and interferes with their schooling by:

- Depriving them of the opportunity to attend school;
- Obliging them to leave school prematurely; or
- Requiring them to attempt to combine school attendance with excessively long and heavy work.

Hazardous work is considered one of the worst forms of child labour (see the Worst Forms of Child Labour Convention, No. 182) and an urgent priority for national and international action. Hazardous work by its nature or the circumstances in which it is carried out is likely to harm the health, safety or morals of children. In general, no children should perform hazardous work.

The Convention requires that the national competent authority, in consultation with organizations of employers and workers, develop a national hazardous work list, taking into consideration the criteria provided in the Worst Forms of Child Labour Recommendation (No. 190).

What is hazardous work?

Hazardous work is work that, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children. In general, no children under the age of 18 should perform hazardous work.



Competent authority



The types of hazardous work are defined at national level through a hazardous work list. According to Recommendation No. 190, consideration should be given to the following:

- work that exposes children to physical, emotional or sexual abuse;
- work underground, under water, at dangerous heights or in confined spaces;
- work with dangerous machinery, equipment and tools, or that involves the manual handling or transport of heavy loads;
- work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes or to temperatures, noise levels, or vibrations damaging to their health;
- work under particularly difficult conditions such as work for long hours or during the night or work that does not allow for the possibility of returning home each day.

OSH Standards



See Appendix 1 for additional international standards that pertain to OSH and young workers.

The promotion of decent, safe, and healthy working conditions and environment has been a continuous objective of the ILO since its creation in 1919. The ILO Constitution (1919) established the principle that all workers should be protected from sickness, disease and injury arising from their employment. This basic principle was reaffirmed in the Philadelphia Declaration (1944), and later in the Seoul Declaration (2008), where it was spelled out that the right to a safe and healthy working

environment should be recognized as a fundamental human right, not only as a labour right.

The core ILO principles on OSH are embodied in the following standards:

- The Occupational Safety and Health Convention, 1981 (No. 155) and its accompanying Recommendation (No. 164) set out the basic principles for a national and enterprise level policy and strategy to promote OSH and to improve working conditions. The convention also defines employers' responsibilities, rights of workers and their representatives and requirements regarding information, education, and training. The Protocol of 2002 (No.155) incorporates specific provisions for the recording and notification of occupational accidents and diseases.
- The Occupational Health Services Convention, 1985 (No. 161) and its accompanying Recommendation (No. 171) provide for the establishment of enterprise-level occupational health services, which are responsible for advising the employers, workers and their representatives in the enterprise on maintaining a safe and healthy working environment.
- The Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) and its accompanying Recommendation (No. 197) aim at promoting a preventative safety and health culture, through the development and implementation of national policies, systems and programmes on OSH. According to Recommendation No. 197, the national



Workers'
representatives



Recording



Notification



Occupational health
services



OSH culture of
prevention

system should provide appropriate measures for the protection of all workers, particularly workers in high-risk sectors and vulnerable workers such as those in the informal economy and migrant and young workers.



Which International Labour Standards Has My Country Ratified?

Keep in mind that not all International Labour Standards may be ratified by your country. To check which conventions your country has ratified, visit the ILO website at www.ilo.org/dyn/normlex/en/.

In addition to the above-mentioned instruments, the ILO has adopted more than 40 ILS addressing OSH in specific branches of activities or specific risks. These instruments provide for the protection of all workers from occupational accidents and diseases, even if some specific measures for the protection of young workers under 18 years of age are sometimes included.

For example, in line with Conventions No. 138 and No. 182, the Safety and Health in Agriculture Convention, 2001 (No. 184) and the Work in Fishing Convention, 2007 (No. 188) establish 18 years as the minimum age for assignment to activities in agriculture and on-board fishing vessels respectively, which by their nature or the circumstances in which they are carried out are likely to jeopardize the health and safety of young persons. In addition, the Safety and Health in Agriculture Recommendation (No. 192) provides for the adoption of



health surveillance measures for young workers. The Work in Fishing Recommendation, 2007 (No. 199) includes a section on the protection of young persons, with provisions on training and working time.

Concerning specific risks, the Radiation Protection Convention, 1960 (No. 115) demands the adoption of appropriate limits of permissible doses of ionising radiation for workers aged 18 and over and for those under the age of 18. The Asbestos Recommendation, 1986 (No. 172) requires devoting special attention to the employment of young persons of less than 18 years of age in activities involving a risk of occupational exposure to asbestos.

Furthermore, the ILO adopted some instruments specifically addressing the protection of young workers' safety and health.

In 1946, a set of ILS was adopted, focused on medical examinations of young workers:

- Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77).
- Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78).
- Medical Examination of Young Persons Recommendation, 1946 (No. 79).

Conventions No. 77 and No. 78 require pre-employment medical examinations for children and young persons

under the age of 18 years, to check their fitness for the job in question; they also require medical supervision until workers reach the age of 18, with the repetition of medical examinations at intervals of not more than one year. In occupations with high health risks medical examinations and re-examinations for fitness for the job are required until at least the age of 21 years. The accompanying Recommendation No. 78 recognizes that in most cases the adolescent stage does not end at 18 years of age and there is consequently still a need for special protection. For this reason, it advises to extend compulsory medical examination until at least 21 years for all young workers employed in industrial or non-industrial occupations.

In 1965 two other instruments were adopted addressing the protection of young people performing underground work, namely the Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124) and the Conditions of Employment of Young Persons (Underground Work) Recommendation, 1965 (No. 125).

Convention No. 124 requires a thorough medical examination, and periodic re-examinations at intervals of not more than one year, for the fitness of persons under 21 years of age for employment in mines.

Recommendation No. 125 requires employers to inform young persons (under 18 years of age), both when engaging them and when giving them a

specific job underground, of the following: the risks of accident and hazards to health involved in the work; protective measures and equipment; and regulations regarding safety and first-aid methods. It also calls OSH representatives, OSH committees, inspection services and all internal bodies concerned with OSH to give particular attention to measures designed to safeguard the life and health of young persons working underground in mines, such as the following: actions to ensure prevention and correction of hazardous environmental and physical conditions; inspection; accident investigation and prevention; and supply and replacement of personal protective equipment (PPE). The recommendation also includes specific provisions on training programmes and resting time for young workers employed in underground work.

Finally, a specific instrument for young seafarers was issued in 1976, namely the Protection of Young Seafarers Recommendation, 1976 (No. 153). This recommendation includes provisions for the safeguarding of the health, morals and safety, and the promotion of general welfare of young persons under 18 employed in any capacity on board a sea-going ship. It includes provisions on vocational guidance, education and vocational training of young seafarers, as well as concerning working time (e.g. not to exceed eight hours per day and 40 hours per week, avoid overtime, allow 15 minutes rest after two hours of continuous work, etc.).



OSH committee



Personal protective equipment (PPE)



Domestic work



Labour inspection

Other ILS contain specific measures for the protection of the safety, health and wellbeing of young workers can also be found in instruments concerning labour inspection, working time, vocational guidance and training, employment, domestic work, among others.



Activity: OSH Standards Relevant to My Profession

This activity is mainly for young workers, workers, and employers.

As noted in this section, there are international labour standards addressing young workers' safety and health that are relevant to different professions. For example, the following are some of the relevant standards if you are working in...

- Agriculture: The Safety and Health in Agriculture Convention and Recommendation (2001)
- Fishing: The Work in Fishing Convention (2007) and the Protection of Young Seafarers Recommendation (1976)
- Mining: The Asbestos Recommendation (1986) and the Conditions of Employment of Young Persons (Underground Work) Recommendation (1965)

Read through the list of additional standards in Appendix 1, especially those that relate to your work, and answer the following questions:



- Were you aware of the provisions for young workers included in these standards?

-
- What did you learn from reviewing these standards?

-
- Are you aware of any local or national laws that also apply to these standards? If yes, how do they compare to these standards – are they equivalent, or do they offer more or less protection to young workers?





Summary

- The UN, for statistical purposes, defines young workers as those between 15 and 24 years of age. In 2018, there were around 442 million young workers, representing almost 15 per cent of the world's labour force.
- Several factors contribute to increased OSH risks for young workers, such as their individual characteristics, limited job experience and lack of OSH awareness.
- Young workers under the age of 18 are recognized as a vulnerable group under International Labour Standards (ILS) and in most national laws and policies, and are consequently provided with special protection under child labour standards and hazardous work prohibitions. The same special protections do not apply to young workers between the ages of 18 and 24, despite their increased risk of workplace accidents.
- The tripartite approach to social dialogue mandated by ILO standards brings together government officials and representatives of employers' and workers' organizations. In order to ensure that youth perspectives, opinions and experiences are addressed in the OSH framework, the tripartite approach should promote youth participation and representation within trade unions, as well as include youth organizations in the OSH policy debate, if appropriate.



Youth organization

- International labour standards are legal instruments that set out basic principles and rights at work. These include conventions, recommendations, and protocols. Many ILS on OSH apply to all workers in general; a few OSH standards provide specific protection for young workers.
- A young worker under the age of 18 is still considered a child and protected by child labour standards.
- Hazardous work is work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children. National authorities typically develop a hazardous work list.

Quiz

1. Fill in the blank:

For statistical purposes, the UN defines a young worker as being between _____ years old.

- a) 18 and 25
- b) 15 and 24
- c) 15 and 17
- d) 15 and 30

2. What is the name of the ILO approach that brings together government officials and representatives of employers' and workers' organizations?

3. What are some factors that increase young workers' OSH risks? Check all that apply.

- a) ☐ Young workers are more likely than adult workers to have jobs that are unstable.
- b) ☐ The equipment young workers use is not always suitable for them.
- c) ☐ Young workers do not always receive the training required to perform their work.
- d) ☐ Young workers in general have a low perception of risk.
- e) ☐ All of the above.

4. Read each statement and indicate if it is true or false.

- a) A country that has ratified an ILO Convention is



legally bound to comply with its principles.

☐ True ☐ False

b) Hazardous work is considered one of the worst forms of child labour according to Worst Forms of Child Labour Convention, No. 182.

☐ True ☐ False

c) The Convention on the Rights of the Child does not define the age of a child, each country has its own definition.

☐ True ☐ False

See the answers on page 43.



Answers

Quiz:

1. b. 15 and 24.
2. Tripartite approach to social dialogue.
3. e. All of the above.
4. a) True, b) True, c) False.

Learning Journal

This journal is a space in which you, the reader, can write down personal reflections on what you have learned throughout this self-training package. It is designed in the format of a “reflective journal,” which focuses on three types of questions:

What?

The “What?” question prompts you to write down anything new you have learned in the self-training package, or something you learned more about. Try as much as possible to identify things that are relevant to you and your work.

So What?

The “So What?” question asks you to reflect on the implications of what you learned. Based on your answer to the “What?” question, ask yourself “So what does this mean to me? What does this mean for my work?”

Now What?

The “Now What?” question asks you to reflect on practical ways you will apply what you have learned into your work. For example, you can ask yourself “Now that I know more about identifying risks and hazards, how will I better protect myself at work?”

Introduction

Reminder: Understanding the challenges of OSH for young workers, international labour standards (including child labour and OSH standards).

What?

So What?

Now What?

Glossary

A

Adoption

Formal act by which the form and content of a proposed treaty text are established.

B

Binding (or non-binding)

Imposing (or not) a legal obligation.

C

Child labour

Work that deprives children of their childhood, their potential and their dignity, and that is harmful to physical and mental development.

Competent authority

A ministry, government department or other public authority with the power to issue regulations, orders or other instructions having the force of law. Under national laws or regulations, the

competent authorities may be appointed with responsibilities for specific activities, such as for implementation of national policy and procedures for reporting, recording and notification, workers' compensation, and the development of statistics.

Continual improvement

Iterative process of enhancing the OSH management system to achieve ongoing improvements in overall OSH performance.

Convention

Legally binding international treaty. Once a convention is adopted, member States may ratify it, committing themselves to applying the convention in national law and practice and to report on its application at regular intervals.

D

Dangerous occurrence

Readily identifiable event as defined under national laws and regulations, with potential



to cause an injury or disease to persons at work or the public.

Disaggregated (data)

Data are broken down in order to show differences between various components. For example, data can be disaggregated by sex, age, ethnicity, migration status, disability, geographic location, income level, sector and/or occupation, employment status, etc.

Domestic work

Work performed in or for a household or households. The work may include cleaning, cooking, washing and ironing, taking care of children, elderly or sick members of a family, as well as household pets, gardening, guarding the house and driving for the family.

E

Employer

Any physical or legal person that employs one or more workers.

Employers' organization

Institution set up to organize and advance the collective interests of employers.

Epidemiologic study

Study measuring or assessing the relationship of exposure with a disease or an outcome. It usually compares two groups of people who are alike except for one factor, such as exposure to a chemical or the presence of a health effect; the investigators try to determine if any factor is associated with the health effect.

Exposure

The process of being exposed to something that is in the environment; exposure can affect people in a number of different ways.

Exposure routes

The way people come into contact with a hazardous substance. There are three routes of exposure: inhalation (breathing in), ingestion (consuming) and dermal contact (through the skin).

Exposure patterns

The frequency and duration people come into contact with the hazards, as well as the intensity of exposure.

F

Frequency rate

Indicates the number of new cases of injury occurring in relation to the amount of time during which workers in the reference group were “exposed to the risk” of being involved in an occupational accident.

G

Gender analysis

The process of systematically identifying and understanding the needs and concerns of both women and men before developing policies, determining strategies or planning interventions.

Gender-responsive approach

Gender norms, roles and inequalities are considered and measures are taken to actively

address them. Being gender-responsive means going beyond acknowledging gender gaps and really doing something to address the discrepancies.

H

Hazard

Any situation or agent with the potential to cause injury or damage to people’s health.

Hazard identification

Process in which the hazards of a workplace are identified within a system, procedure or equipment.

I

Incidence rate

Relates the number of new cases of occupational injury to the number of workers exposed to the risk of occupational injury.

Incident

An unsafe occurrence arising out of or in the course of work where no personal injury is caused.



Induction training

Training provided to new employees to help them become familiar with their new job task, work environment and the people working around them.

Informal economy

All economic activities by workers and economic units that are – in law or in practice – not covered or insufficiently covered by formal arrangements.

Informal employment

All remunerative work (i.e. both self-employment and wage employment) that is not registered, regulated or protected by existing legal or regulatory frameworks, as well as non-remunerative work undertaken in an income-producing enterprise. Informal workers do not have secure employment contracts, workers' benefits, social protection or workers' representation.

International Labour Standards (ILS)

International legal instruments drawn up by the ILO's tripartite constituents and adopted at the ILO's annual International Labour Conference. They set out basic principles and rights at work. They can be conventions, recommendations or protocols.

Interpretive study or interpretive research

Study or research that attempts to understand phenomena through accessing the meanings participants assign to them. Interpretive research focuses on analytically disclosing those meaning-making practices, while showing how those practices configure to generate observable outcomes.

K**Knowledge, Attitude and Behaviour (KAB) study**

Type of study that seeks to understand how participating individuals gained knowledge

on specific topics (for example, occupational safety and health), heightened their attitudes with respect to those topics, and the impact of knowledge and attitudes on their behavioural change.

L

Labour inspection

A government function carried out by specially appointed inspectors who regularly visit work sites in order to establish whether legislation, rules and regulations are being complied with.

M

Member States

Countries that belong to an international organization or federation.

N

Non-standard forms of employment

Different employment arrangements that deviate from standard employment. They include temporary employment;

part-time and on-call work; temporary agency work and other multiparty employment relationships; disguised employment; dependent self-employment.

Notification (of occupational accidents and diseases)

Procedure specified in national laws and regulations which establishes the ways in which: (i) the employer or self-employed person submits information concerning occupational accidents, commuting accidents, dangerous occurrences or incidents; or (ii) the employer, the self-employed person, the insurance institution or others directly concerned submit information concerning occupational diseases.

O

Obligation

Legal duty by which a person is bound to do or not a certain action. With respect to international standards in a

convention, ILO member States that have ratified the convention must fulfil obligations specified in the convention.

Occupational accident

An occurrence arising out of or in the course of work which results in fatal or non-fatal occupational injury.

Occupational disease

A disease contracted as a result of an exposure to risk factors arising from work activity.

Occupational exposure limits

Concentration in the air of a harmful substance which does not, as far as may be judged in the light of present scientific knowledge, cause adverse health effects in workers exposed for eight to ten hours a day and 40 hours a week. It is not an absolute dividing line between harmless and harmful concentrations but merely a guide for the prevention of hazards.

Occupational health services

Services entrusted with essentially preventative functions, responsible for advising the employer, the workers and their representatives in the workplace on: (i) the requirements for establishing and maintaining a safe and healthy working environment which will facilitate optimal physical and mental health in relation to work; and (ii) the adaptation of work to the capabilities of workers in the light of their state of physical and mental health.

Occupational injury

Death or any personal injury or disease resulting from an occupational accident.

Occupational Safety and Health (OSH)

The science of the anticipation, recognition, evaluation and control of hazards arising in or from the workplace that could impair the health and wellbeing of workers, taking into account

the possible impact on the surrounding communities and the general environment.

OSH committee

A committee with workers' OSH representatives and employer's representatives established and functioning at enterprise level according to national laws, regulations and practice.

OSH culture of prevention

A culture in which the right to a safe and healthy working environment is respected at all levels, where government, employers and workers actively participate in securing a safe and healthy working environment through a system of defined rights, responsibilities and duties, and where the principle of prevention is accorded the highest priority.

OSH management system

A set of interrelated or interacting elements to establish OSH policy and objectives, and to achieve

those objectives.

P

Personal protective equipment (PPE)

Equipment a worker wears as a barrier between himself or herself and the hazardous agent(s).

Protocol

Legally binding legal instrument which adds new provisions to an existing convention.

Q

Qualitative data

Data consisting of words and narratives; information that approximates or characterizes but that cannot actually be measured.

Quantitative data

Numerical data; information that can be measured and verified and is amenable to statistical manipulation.

R

Ratification

International act whereby a member State indicates its consent to be bound to a treaty if the parties intended to show their consent by such an act.

Recommendation

International legal instrument which serve as non-binding guidelines. Recommendations often supplement a convention by providing more detailed guidelines on how it could be applied, but can also be autonomous (i.e. not linked to any convention).

Recording (of occupational accidents and diseases)

Procedure specified in national laws and regulations which establish the means by which the employer or self-employed person ensures that information be maintained on: (a) occupational accidents; (b) occupational diseases; (c) commuting accidents; and (d) dangerous occurrences

and incidents.

Reporting (of occupational accidents and diseases)

Procedure specified by the employer in accordance with national laws and regulations, and in accordance with the practice at the enterprise, for the submission by workers to their immediate supervisor, the competent person, or any other specified person or body, of information on: (a) any occupational accident or injury to health which arises in the course of or in connection with work; (b) suspected cases of occupational diseases; (c) commuting accidents; and (d) dangerous occurrences and incidents.

Risk

A combination of the likelihood of an occurrence of a hazardous event and the severity of injury or damage to the health of people caused by this event.

Risk assessment

Process of evaluating the risks

to safety and health arising from hazards at work.

Risk control

Process of finding appropriate measures to eliminate or minimize an identified risk.

Risk management

Process of identification, assessment and control of risks, which aims at avoiding, minimizing or eliminating them.

S

Severity rate

Indicates the consequences of occupational injuries; it is measured as the amount of time lost in relation to the total amount of time worked.

T

Temporary employment

Workers are engaged only for a specific period of time; it includes fixed-term, project- or task-based contracts, as well as seasonal or casual work, including day labour.

Treaty

International agreement made by negotiation between two or more international actors (such as sovereign states and international organizations).

Tripartite constituents (ILO tripartite constituents)

Government, employer, and worker representatives.

W

Worker

Any person who performs work, either regularly or temporarily, for an employer.

Workers' health surveillance

Procedures and investigations to assess workers' health in order to detect and identify any abnormality. The results of surveillance should be used to protect and promote the health of the individual, collective health at the workplace, and the health of the exposed working population. Health assessment procedures may include, but are not limited

to, medical examinations, biological monitoring, radiological examinations, questionnaires or a review of health records.

Workers' OSH representative

Workers' representative elected or appointed in accordance with national laws, regulations and practice to represent workers' interests in OSH issues at the workplace.

Workers' organization (or trade union)

Democratic, self-organizing institution of working people wishing to advance their rights as workers and citizens.

Workers' representative

Any person who is recognized as such by national law or practice, whether they are trade union representatives (i.e. representatives designated or elected by trade unions or by members of such unions) or elected representatives (i.e. representatives who are freely

elected by the workers of the enterprise).

Work-related disease

A disease with multiple causal agents which may include factors in the work environment.

Y

Young worker

Worker between the minimum age for employment and 24 years of age.

Young workers' organization

Organization dedicated to improving working conditions for young workers.

Youth organizations

Organization established to provide activities and socialization for young people. A youth organization can be created and run by young people themselves or by interested adults.

Boy scouts are an example of youth organizations operating at local, national and international level.

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- ILO. National profiles on occupational safety and health. Available at: https://www.ilo.org/safework/areasofwork/national-occupational-safety-and-health-systems-and-programmes/WCMS_187981/lang--en/index.html

Workers of all ages have the right to a safe and healthy work environment. As active contributors of labour markets worldwide, young workers between the ages of 15 and 24 typically experience higher rates of work-related injuries than adult workers. Raising awareness of and ensuring compliance with occupational safety and health (OSH) standards for young workers can help reduce injuries and improve the working environment.

The ILO has prepared this self-training package in order to strengthen the capacity of governments, employers, workers (including young workers) and their organizations to improve OSH management for young workers through the assessment and implementation of strategies and actions through national OSH systems.

The Introduction	illustrates the OSH vulnerabilities faced by young workers and the International Labour Standards promoting OSH for young workers
Module 1	presents an overview of a national OSH framework (OSH policy, system, profile, and programme) and how such a framework can support OSH for young workers
Module 2	describes how to assess the national context and develop practical strategies and actions to improve OSH for young workers
Module 3	outlines a basic framework for identifying hazards and managing risks facing young workers in the workplace
The Appendices	contain additional information related to OSH for young workers

As a self-training package, the reader is encouraged to apply what they are learning through a range of activities, quizzes, a learning journal and action guides. All of these learning tools are designed to encourage the reader to develop and act on practical ways to improve OSH for young workers, and thereby ensuring safer and healthier work for all.



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