



**Ministry of Labour**



**ILO**

**Report on the Regional Tripartite  
Workshop on**

**National Occupational  
Safety and Health  
Programmes**

**ILO Regional Office for Asia and the Pacific  
Ministry of Labour, Thailand**

**Bangkok, Thailand  
16-19 May 2005**

## Introduction

1. At the 91<sup>st</sup> Session of the International Labour Conference (ILC) in 2003, the International Labour Organization (ILO) adopted a new Global Strategy on Occupational Safety and Health (OSH). To implement the new Strategy, formulating national OSH programmes is a key element at the national level. The national OSH programmes are strategic time-bound programmes that focus on specific national OSH priorities. The ILO has been supporting its member countries in Asia and the Pacific to develop their national OSH programmes. For example, Thailand launched a 5-year Master Plan for Occupational Safety, Health and Working Environment for the period of 2002 – 2006 and prioritized national OSH action areas.
2. According to ILO estimates, every year more than 2 million workers around the world lose their lives due to work-related diseases and accidents. Other figures show that workers suffer more than 250 million accidents, and more than 160 million workers fall ill each year due to workplace hazards. Although human suffering is not quantifiable, economic losses due to poor working conditions, accidents and diseases and unacceptably low levels of protection are estimated to be more than 4% of the world's Gross National Product. However, in many countries a low priority is given to occupational safety and health (OSH) and investments in this area are often seen as an added cost rather than an added value. Some of the reasons are the lack of accurate statistical figures on occupational accidents and diseases and the fact that the costs are often borne by individuals and their families (rather than the enterprises or the State). Reflecting the national legislation and the ILO International Standards on OSH, national policies and programmes need to be further upgraded.
3. The ILO is working to support countries in developing their capacity to deal with OSH. It includes three main concepts: the National Policy on OSH, the National OSH System (national infrastructure in the area of OSH which provides the main framework for the implementation of national programmes on OSH) and the National OSH Programme (time-bound national programmes that include set objectives, priorities and means of action in the area of OSH). Effective planning at national level requires the consideration of various principles (preventive approach, social partners' participation, institutional co-ordination, etc.), and the undertaking of various actions (promotion, training, compliance and law enforcement, research, information gathering, etc.). The experience of various countries demonstrates that securing an appropriate administration, and organization and integration of these principles and actions into a framework with a common philosophy and goals could enhance its efficiency and impact on improving safety, health and working conditions, and reducing occupational injuries and diseases.
4. With the aim of providing participants (government officials and representatives from employers' and workers' organizations) with information and guidance needed for the improvement and development of OSH policies and programmes, this Regional Tripartite Workshop was held in Bangkok on 16-19 May 2005. The Workshop was organized by the ILO in collaboration

with the Ministry of Labour of Thailand and had participants from Australia, Cambodia, China, Fiji, India, Indonesia, Islamic Republic of Iran, Japan, Lao PDR, Malaysia, Mongolia, Pakistan, Philippines, Singapore, Sri Lanka, Thailand and Vietnam. In total 53 participated, of whom 17 represented Governments, 14 employers and 13 workers. The Workshop had 9 observers. 20 of the participants were women.

5. More specifically, the objectives of the Workshop were: to establish a common understanding on the ILO approaches to the national OSH programme, such as the process of formulation, ownership or content, with a view to encouraging the launching of national OSH programmes in the participating countries; to share the practical experiences in developing and implementing the national OSH programmes among the countries in the region.
6. Additionally, relevant ILO instruments, particularly the Occupational Safety and Health Convention, 1981 (No. 155) and the ILO Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001), were promoted as means to support policies, programmes and systems.
7. As part of the experience sharing, the Workshop programme featured a number of presentations on the current situation on OSH in the countries. The Workshop Programme and list of Participants are attached as annex 1 and 2.

#### **[Inaugural sessions]**

8. **Mr. Shinichi Hasegawa**, ILO Regional Director, welcomed the participants and expressed his gratitude to the Thai Ministry of Labour for co-hosting the workshop. He mentioned that, on the World Day for Safety and Health at Work this year, the ILO was honoured to have the Thailand Prime Minister's video message.
9. He stressed the ILO's strong concern to protect workers against occupational injuries and diseases in the era of globalization. Responding to the emerging safety and health needs, the ILO adopted a global strategy on occupational safety and health at the 91<sup>st</sup> Session of the International Labour Conference in 2003. Building and implementing effective national occupational safety and health programmes is a main pillar of the strategy. At the 93<sup>rd</sup> International Labour Conference in June 2005, further discussions would be made on the development of promotional frameworks for OSH as the major follow-up to the global strategy adopted at the 91<sup>st</sup> Session.
10. He noted that the region faced a growing safety and health challenge despite its serious efforts for improvements. The effective implementation of national OSH programmes, the strengthening of national OSH systems and ratification and application of OSH Conventions will be of particular importance. He concluded his speech by mentioning that this workshop was an essential step towards improving occupational safety and health in the region.

11. **Mr. Akrapol Vanaputi**, Deputy Permanent Secretary, Ministry of Labour of Thailand, began his opening speech by introducing the success of the 19<sup>th</sup> National Safety Week of Thailand, which had been conducted the previous week in Bangkok with more than 300,000 participants. Occupational safety and health (OSH) was one of the major concerns of Thailand, especially the urgent need for decreasing occupational accidents and injuries. The Thai government strongly supported safety and health prevention policies and OSH promotion at both policy and workplace levels.
12. Next, he mentioned the OSH Master Plan 2002-6, which had been developed in 2001 by the Ministry of Labour with technical support from the ILO. Based on the Master Plan, many practical OSH activities had been implemented with priorities such as formulating new regulations and guidelines for further protection of workers, national campaigns to promote safety culture, strengthening of labour inspection systems, wider application of OSH management systems, promotion of practical risk assessment models for hazardous occupations, improvements in OSH reporting systems, and developing and practicing participatory training programmes for informal economies. Absorbing the practical experiences in the first Master Plan, the second Master Plan, which should launch in 2007, was being drafted. Together with the ILO's instruments such as the Safety and Health Convention, 1981 (No.155) and ILO Guidelines on Occupational Safety and Health Management Systems (ILO-OSH 2001), the ILO's global strategy had been referred to in strengthening the OSH system and programme of Thailand.
13. He expressed his appreciation of the growing collaborative ties in OSH within the region. A number of bilateral and multi-lateral technical collaboration networks had been a forum for actively exchanging OSH experiences and learning from each other.
14. Employers and workers were increasingly aware that OSH was an essential element for the country's socio-economic development in the era of globalisation. There were many success stories in which both employers and workers had shared benefits through OSH improvements and enhanced their constructive relationships. Despite these positive developments, governments, workers and employers still faced common challenges in OSH development, and effective implementation of national OSH programmes would be the key to address these problems. He ended his speech with his sincere hope that the discussion in the four-day workshop would help the participating countries design and implement practical national OSH programmes to provide adequate OSH protection for all workers.
15. **Mr. Seiji Machida**, Coordinator, Occupational Safety Cluster, ILO-Geneva addressed the opening on behalf of SafeWork Programme of the ILO and thanked the Ministry of Labour, Thailand for collaboration in the organization of the workshop. He underlined the relevance of discussing national OSH programmes in the workshop, referring to the recent launching of national OSH programmes in the region as well as on-going preparation of national programmes in a number of countries. He also explained that the launching of national OSH programmes had been included in the indicators of the ILO

SafeWork Programme since 2000.

16. He also mentioned that the Global Strategy for Occupational Safety and Health adopted in 2003 included the national OSH programme as a means to improve national OSH systems and performance systematically with tripartite collaboration. The Strategy suggested the endorsement of national OSH programmes by the highest national authority in order to place OSH high on national agendas. National programmes were also considered as one of the criteria to prioritise technical cooperation support with a view to using limited resources effectively. Further he informed the participants that the International Labour Conference to be held the following month in Geneva would discuss a new instrument to establish a promotional framework for occupational safety and health and that the reports prepared for the Conference underlined the importance of the national OSH programme as a key element of the promotional framework.

**[Workshop objectives and introduction of participants]**

17. **Mr. Tsuyoshi Kawakami**, OSH specialist, ILO Subregional Office for East Asia briefly explained the objectives of the workshop, after which all the participants introduced themselves.

**[Conclusions of 91st ILC (2003): ILO Global OSH strategies and promotional frameworks]**

18. **Mr. Machida** described the Global Strategy on OSH adopted by the 2003 International Labour Conference as a result of discussing an integrated approach to ILO standard-related activities in the field of OSH. Fundamental principles of the strategy included building and maintenance of Preventative Safety and Health Culture, Systems Approach to OSH Management and tripartite collaboration. Key elements of the strategy were :
  - Promotion, Awareness, Advocacy
  - ILO Instruments (Standards, codes)
  - Technical Assistance and Cooperation
  - Knowledge development/management
  - International Collaboration
19. The need for developing a new instrument to establish a promotional framework for occupational safety and health was underlined in the Strategy. The ILO took an action to initiate the process immediately upon the adoption of the Strategy. In November 2003, the Governing Body decided to place this item on the 2005 International Labour Conference agenda. The promotional framework was expected to promote the creation of a preventative safety and health culture and a systems approach to OSH at the national level, to place OSH high on national agendas, and to increase the impact of existing ILO OSH standards.

20. **Ms. Anne Knowles**, Senior Specialist on Employers' Activities, ILO Subregional Office for East Asia, who had served as the employer vice-chairperson at the OSH Committee of the 2003 International Labour Conference, provided supplementary explanation on the Global Strategy. She referred to the limited ratification of OSH Conventions, including the Occupational Safety and Health Convention (No.155), as evidence of a need to an innovative new approach to promote OSH. She underlined the need for a new promotional framework for OSH which should secure the commitment of all member States for OSH promotion through the development of National OSH Programmes.
21. **Mr. Machida** introduced the proposed concept of the promotional framework for OSH as described in the ILO Report IV(1) prepared for the 2005 ILC. The key element of the promotional framework should be National OSH Programmes, which were time-bound strategic action plans with concrete and practical goals and targets to be endorsed by the highest national authorities. National OSH Programmes should also target the strengthening of National OSH Systems. The existing ILO OSH standards should be used in elaborating National OSH Programmes and in reinforcing National OSH Systems.

**[Developing national OSH programmes- Concepts and procedures to strengthen national OSH systems-]**

22. **Mr. Machida** described the steps for developing National OSH Programmes based on the ILO Report IV(1) for the 2005 International Labour Conference. The steps were:
- Tripartite decision to develop National Programme
  - Preparation of National OSH Profile
  - OSH performance and OSH system analysis
  - Identify priority actions including application of ILO instruments
  - Draft National OSH Programme
  - High level endorsement and official launching
  - Review/evaluation → New Programme
23. He also discussed the different backgrounds for launching National OSH Programmes in various countries. Some industrialized countries, such as the United Kingdom, had chosen to revitalize their national plans of action to prevent occupational accidents and diseases; other countries, such as the United States, were required to demonstrate the effective use of government budget through the formation of logical strategic plans for OSH. Many developing countries needed to reinforce national action for OSH as a national commitment, while other countries had provisions for the formulation of National OSH Programmes in their OSH Laws.
24. He explained the concept of the National OSH Profile as an important tool for developing National OSH Programmes. National OSH Profiles should include a summary of the national OSH situation with data on occupational accidents and diseases and other information as well as a summary of National OSH System. National OSH Profiles would also serve as benchmarks for the evaluation of the progress made by National OSH Programmes. National OSH

Profiles would also facilitate nation-wide discussions for identifying priorities as well as international technical cooperation.

**[Developing and implementation of national OSH programme – Experience of Thailand-]**

25. **Mr. Chaiyuth Chavalitnitikul**, Deputy Director-General of Department of Labour Protection and Welfare, the Ministry of Labour, Thailand presented the experiences of development and implementation of the Thai OSH Master Plan 2002 – 2006 (national OSH programme of Thailand). The Department of Labour Protection and Welfare had begun the development procedures in response to the proposal from the tripartite OSH advisory body in 2001. The proposal reflected workers' and employers' grave concerns on high occupational accident rates, economic loss by accidents, international trade pressures and human rights development.
26. In the process of the development of the OSH Master Plan, the 9th national economic and social development plan 2002 – 2006 and the 2nd labour and social welfare development plan 2002 – 2006 were referred to. The OSH tripartite committee had been fully consulted in developing the Master Plan. The DLPW, with the cooperation from the ILO, had organized three workshops to discuss and draft the Master Plan.
27. In 2002, the Thai Master Plan was approved by the Cabinet. Nine major areas included in the Master Plan were: (1) developing standards, (2) law enforcement, (3) establishing a new department for OSH and an autonomous organization on OSH, (4) extending OSH protection to home workers and agricultural workers, (5) human resource development including safety officers, OSH committees, and performance evaluation; (6) OSH information technology; (7) research and development; (8) prevention and control of work accidents and diseases, and (9) OSH campaigns.
28. He summarized the progress of the implementation of the Master Plan citing a draft Occupational Safety and Health Act submitted to the parliament, occupational safety and health management systems draft regulations, strengthened inspection to high risk enterprises and agriculture and home-based sectors, and on-going feasibility studies of the OSH autonomous organization. At the time, the Department was developing the Second OSH Master Plan that should commence in 2007.

**[Group Work (1)]**

29. In **Group Work (1)**, the participants discussed the definition of the 4 keywords: 1) OSH policies, 2) OSH systems, 3) OSH programmes and 4) OSH profiles in three groups. They were requested to clarify the differences in the concepts with concise explanation. The representative of each group presented their conclusion (Annex 3). In the general discussion, the relationship between OSH policy and OSH legislation was discussed.

**[Achievements and practical experiences of national OSH programmes]**

30. **Ms. Louise McSorley** (Australia/Government) presented the Australian experience in the implementation of the national OSH strategy. Australia had a 10 million workforce and over 2000 people were killed by work-related injuries and diseases annually. The National OSH Strategy was launched in 2002 with a vision of Australian workplaces free from death, injury and disease. For the current strategy, the targets of injury reduction by 40% and fatality reduction by 20% over 10 years were set. She elaborated on the following five areas of action:

- Reduce high incidence/severity of risks - the construction industry was one of the focuses;
- Improve the capacity of business operators and workers to manage OHS effectively through fostering safety culture;
- Prevent occupational diseases more effectively such as asbestos-related diseases, MSD, stress-related diseases, noise-induced deafness and occupational cancers;
- Safe design to promote control in supply chain;
- Strengthen the capacity of the government to influence OSH outcomes.

31. The strategy focused on improving OSH in four of the industries that had the worst OSH performance, namely transport, building and construction, manufacturing and health and community services. About fifty per cent of all work-related fatalities and non-fatal injuries in Australia were happening in these industries.

32. National data was of high quality, but Employment Injury Insurance (EII) data was limited. Efforts were made to collect data in the informal sector through medical practitioners. Differences in OSH legislation between the States were causing difficulties in compliance for both employers and workers.

33. A triennial review of Australia's *National OHS Strategy 2002-2012* had recently been completed. A number of issues were raised in the review, including:

- the low profile of OSH within society generally and the National Strategy specifically;
- the costly burden of complicated and inconsistent OSH regulatory requirements; and
- the difficulties in identifying baseline data or benchmarks against which programs can be evaluated

Feedback from stakeholders had led to agriculture being added to the list of priority industries for future work focus. Further work on strategic enforcement and improvement in OSH data and OSH research was considered important.

34. Preliminary indications from the data indicated the following trends:

- Reduction of fatalities on track with the targets set out in the National Strategy;
- Reduction of injuries was slightly behind the targets.



The review found that the National Strategy had established a framework encouraging the development of new relationships between governments, businesses and employees. Implementation of the Strategy at the local level had involved all Australian OSH authorities modelling their own business plans or strategies on the National Strategy. The review identified that the National Strategy was achieving its aims of cooperative national efforts to improve Australia's OHS performance and achieving minimum national targets for reducing the incidence of workplace deaths and injuries.

35. **Mr. Kuniomi Sasaki** (Japan/Government) began his presentation, "Overview of Industrial Accident Prevention Plan in Japan", with the history and background of the programme. In 1961, when Japan had the worst record for fatal occupational accidents, the first plan was begun on the prime minister's initiative. The latest 10<sup>th</sup> plan, started in 2003, was aimed at reducing risks in the workplace and ensuring the safety and health of all workers. The legal basis of the plan was the Industrial Safety and Health Law. He revealed the main targets of the plan which were the reduction of occupational accidents, death, injuries and work-related diseases, especially focusing on those in small and medium enterprises (SMEs), and mental and physical stress at work. Also, promotion of safety and health management systems, response to diversification of working patterns and the increase in employment mobility were keys of the current plan.
36. Next, he mentioned the procedures for formulating the current plan. The baseline survey in several companies was started in late 2001, followed by discussion and consultation in the ministry and agencies concerned. In November 2002, the first draft was developed, and after consultation with the agencies concerned, the central labour policy council (which had a tripartite mechanism) and other related ministries, the plan was finalized in February 2003. Finally, he introduced the mechanism of implementation shared by the ministry, OSH organizations and employers' and workers' organizations. Annual administrative strategy was one of the implementation measures developed by the ministry including the national safety week and industrial health week to promote OSH. Another important player was Japan Industrial Safety and Health Association (JISHA).
37. After his presentation, Mr. Sasaki was asked for further clarification on Central Labour Council, workers' involvement in the process of formulating the national OSH programme, promotion of OSH MS in SMEs, and OSH for migrant workers in Japan.

**[Panel discussion: Developing effective national OSH tripartite bodies and mechanisms]**

38. Three speakers representing governments, employers and workers presented their experiences in the panel discussion. As a government representative, **Ms. Melba Y. Sacro** (Philippines/Government) commenced her presentation "tripartism in OSH policy development and implementation: the Philippines experience" by defining that tripartism involved consultation and participation of the tripartite social partners in the formulation and application of national policies. Then she described the constitutional and legal framework as well as

mechanism of tripartism in the Philippines. In the Philippines, Tripartite Industrial Peace Council (TIPC) served as a sounding board for social and economic issues at both the national and local levels. Among others, TIPC was responsible for formulating tripartite views, recommendations and opinions and for advising the Secretary of Labour on the policy formulation and decision making processes. During 2004, TIPC endorsed issuance of various Department Orders relevant to OSH, including DO 57-04 on labour standards enforcement framework. The Industry Tripartite Council (ITCs) was established for each major industry. It complements TIPC in more industry specific activities. Ms. Sacro concluded that, in the Philippines, tripartism had brought positive results in industrial relations and has increased the openness of tripartite partners as instruments in consensus building.

39. The employer representative on the panel, **Mr. Daniel Elisha** (Fiji/Employers) concluded initially that, in terms of OSH, some countries had reached quite an advanced stage, while others were still working on the more basic aspects. He also raised the point that OSH was typically a shared responsibility among ministries, however sometimes without much coordination. He therefore, on behalf of the employers, requested that tripartite bodies be formed in the countries to deal with OSH. This formation should take place in consultation with stakeholders. Employers were generally not in favour of prescriptive legislation but would rather recommend codes of practice or similar instruments. He stressed that it was necessary to be aware of the cost of the provisions of legislation as well as a management system. Furthermore, both workers and employers should pay attention to the preventive aspects.
40. In terms of inspection, the inspectors should be capable and also be consistent in their enforcement. Moreover, the employers found that inspectors needed to be aware of economic business conditions and he suggested that different sector guidelines could be an effective tool. The “one-fit-all” approach did not work in terms of OSH and there was a need for adaptation and flexibility in each country. National Action Plans should be time-bound and their implementation should be the responsibility of all parties. Overriding principles should be developed by ILO. He also mentioned the need to develop and encourage incentives. Finally, he referred to the system in New Zealand in which workers also paid towards OSH development in the country.
41. **Mr. Balasubramaniam Alagu** (Malaysia/Workers) began his statement by mentioning that many workers were not covered by adequate OSH protection schemes. OSH legislation needed to be reviewed to respond to new and changing OSH risks.
42. He mentioned that, in Malaysia, tripartite mechanisms had functioned well in OSH development since the enactment of the OSH Act 1994. The national tripartite OSH committee had functioned well and workers’ representatives had provided comments and reviewed new regulations and rules. Workers’ representatives were also among the board members of the National Institute of Occupational Safety and Health and also of the Social Security Organization which provided the funds for OSH training and awareness activities. The Government of Malaysia had celebrated the Workers’

Occupational Victims Memorial Day on 28 April this year. This was the first time the government had done so.

43. In spite of the progress, he said that we needed to pay increasing attention to hazards and risks to which workers were exposed. For example, workers in the tobacco industry in Malaysia were exposed to poor quality indoor air. Working in prolonged standing postures had been a problem in some manufacturing industries. In Sri Lanka, port workers were handling materials without knowing their hazards.
44. Tripartite systems do not work without government support. The ILO's contribution is also very important. The ILO can use their position to push governments to realize better tripartite cooperation.
45. **In the discussion**, the necessity of a tripartite consultation mechanism on OSH issues was raised. All the panellists agreed that the mechanism was really useful and the only solution to promote OSH effectively. Also, future collaboration with NGOs was thought to be important. The Indonesia representative pointed out the lack of coordination among different ministries due to fragmented responsibility for OSH. National OSH Council, worker's participation, documentation, and setting up the appropriate framework were listed as measures to counter the problem. The national OSH programme could also help the coordination by avoiding the possible influence of political changes on national OSH policy. Representation of the informal economy should be ensured for practical coordination.
46. **Mr. Machida**, the chair, summarized the session. The importance of a tripartite mechanism in discussion and formulation of OSH measures was agreed, but the situation was different in each country. Malaysia, where only one trade union existed, had successfully established the national OSH council by law with an effective consultation mechanism. Many other countries with more than one trade union had difficulties in coordinating the unions. In addition, further involvement of NGOs and collaboration of different ministries could be a key to make the national OSH committee function well. Employers and Workers should accelerate and promote governments to set up better mechanisms for OSH issues.

#### **[Overview of the development of national OSH programmes in some countries in Asia]**

47. **Mr. Kawakami** presented a summary of the questionnaires on the national OSH programmes from the participating countries. Nine of the eleven countries which had responded to the questionnaire had launched or prepared national OSH programmes. In addition, there were unique efforts for effective programme implementation. For example, Australia had carried out a triennial review of National OSH Strategy 2002-2012 to monitor the progress. Indonesia had linked OSH issues to manpower development through its Manpower Law. Japan and Singapore had placed special emphasis on reduction of occupational diseases and work-related diseases.

48. Mr. Kawakami explained the progress of national OSH programme development and the experiences of the ILO's technical cooperation in countries under his responsibility. Thailand had launched and effectively implemented its OSH Master Plan 2002-06. A New Master Plan from 2006 is planned. Mongolia, based on their tripartite discussions, has launched its national OSH programme in 2005. China and Malaysia had drafted their national OSH programmes. In China, an inter-ministerial, tripartite taskforce had taken the lead in collecting OSH information and analyzing the OSH situation to come up with China National OSH Profile. Lao PDR and Vietnam had organized national tripartite workshops for national consensus to develop national OSH programmes, and had launched their taskforces to prepare the programmes. Cambodia had planned its national tripartite workshop to discuss the programme in 2005.

49. The national OSH programmes in Asia had commonly covered the following areas: strengthening legislative frameworks, strategic inspection services, special programmes for high-risk occupations, extending protection to small enterprises and rural and informal economies, strengthening occupational injury and disease reporting systems, promoting voluntary OSH activities in enterprises, supporting OSH activities of workers' and employers' organizations, human resource development in OSH, training and campaigns. It was hoped that the positive experiences to develop and implement national OSH programmes of different countries would be actively exchanged.

**[Panel discussion: Efforts and new initiatives in Asia towards the development of national OSH programmes]**

50. The panel discussion featured experience from a number of countries.

51. **Mr. Lin Yisheng** (China/Government) introduced the Chinese experience in formulating a national OSH programme. China had been facing various socio-economic challenges including the increasing number of accidents. SAWS with 160 staff and State Administration of Coal Mine Safety with 48 staff had developed a policy on safety including chemical and fire safety. SAWS and SACMS provided guidance to provincial authorities which were responsible for OSH. The Work Safety Law was promulgated in 2002 and SAWS was upgraded to ministry level in February 2004. China ratified C167 and C170 and now the ratification of C155 was in progress.

52. In 2004 there were 16,497 fatalities in industries and mines. The following factors were identified as challenges in the effort to reduce occupational accidents:

- Diversification of ownership made work safety more difficult to control
- Rapid growth of coal industry and modern transportation, accelerated development of regional economies added pressure on work safety
- Migration of workers from rural areas to cities: safety problems
- Transfer of high-risk Industries was a concern: 1) from developed to developing countries, 2) from urban to rural areas, 3) from state-owned to township enterprises, and 4) from eastern to western regions

53. Work Safety: 5 elements included Safety Culture, Legal System, Science and Technology, Safety Funding and Safety Responsibility. Based on these key intervention principles, 10 actions were identified:
- Coordinate Work Safety and Economic Development
  - Enhance Law enforcement : the Rule of Law
  - Sharpen Safety Improvement Campaigns
  - Improve Safety in Coal Mines: Gas Control
  - Improve Monitoring and Control of Major Hazards
  - Strengthen Occupational Health Inspection
  - Tighten Market Entry of Enterprises: Safety Standard
  - Formulate Economic Incentive for Safety
  - Build a Sound Emergency Rescue System
  - Enhance International Exchanges and Cooperation
54. In his introduction, **Mr. Sudhir Kumar Saxena** (India/Government) stated that occupational safety, health and environment (OSHE) should adapt to changes due to globalization and IT and that the harmonization of standards in the globalized world would be a powerful tool for self-regulation in OSHE by industries. India was experiencing rapid development in several industries, and in terms of OSHE, there was a need for changing the mindset from compensation to prevention. The number of reported accidents was declining, but the figures could be unreliable due to some under-reporting. Silicosis, environmental health and ergonomics, as well as OSHE in the informal economy, were some of the areas needing attention in India.
55. Mr. Saxena informed the workshop that a national policy on safety, health and environment at workplaces was in the final stage of drafting in accordance with the 10<sup>th</sup> five-year development plan. The policy, with salient features derived from the Constitution, envisaged an OSHE programme for its implementation. A National Board on OSH was likewise planned. The current activities under the current five-year plan, preparing for the policy, included conduct of national studies, development of new or revised legislation or standards, and reinforcing the OSH management system along with an accompanying certification system. Moreover, DGFASLI was involved in building up a national OSH inventory, creation of databases, setting-up information systems, translation of International Chemical Safety Cards into Hindi, and providing research and training.
56. Future developmental areas included education, training and research, but also enforcement, labour reforms, management information system, labour standards and OSH system and insurance. These were being facilitated through major commitment of the Government of India concerning, inter alia, promotion of public-private partnerships, creation of a national fund for OSHE at workplaces and the setting up of a Regional Labour Institute in Faridabad near Delhi. The many initiatives would lead to a well-educated and well-informed workforce, safety and health being a business factor, also for export and import of goods and more environmentally friendly business.

57. In her presentation on “National policy and programmes of OSH on Indonesia”, **Ms. Zulmiar Yanri** (Indonesia/Government) portrayed the social and economic background of the Indonesian situation with particular reference to Human Development Index (HDI), which was used as a key indicator by the National Development Board. Ms. Yanri raised a query on the source of fatality rates for Indonesia used by the ILO paper (the data used in the paper appeared to be much higher than the experiences of compensation data).
58. Indonesia had adopted a national OSH strategic plan for the period 2004-2009, the outline of which Ms. Yanri provided. In particular, the recently passed Manpower Act (Law 13 of 2003, article 87) stipulated that all establishments should implement OSH-MS, although its regulation had not yet passed. To date, only 100 companies (mostly large ones) had conducted OSH-MS audits although the number showed an increasing trend. Depnaker had undertaken advocacy activities in OSH month (Jan-Feb) but the general awareness of OSH was low. The number of OSH specialists was increasing rapidly. Depnaker had signed MOUs with several universities which provided degrees on OSH (there were 29 such universities at that time).
59. She mentioned that 2% of the profit of state-owned enterprises was used for community development and that a similar mechanism could be applied for OSH. In her concluding remarks, she called for more technical and financial assistance from ILO to Indonesia.
60. **Ms. Tsagaanlam Batnasan** (Mongolia/Government) explained the recent development of the National OSH Programme of Mongolia. During the implementation period of the previous National OSH Programme from 1997 – 2004, progress was made in occupational safety and health legal frameworks, OSH management and monitoring systems and awareness raising amongst employers and workers. The ILO Safety and Health Convention, 1981 (No.155) was ratified and the Labour Code, article No.6 “Work conditions, occupational safety and health standards” was enacted in line with the principles of the ILO Convention No.155.
61. To further advance OSH protection in Mongolia, the National Programme on Improving Occupational Safety and Health and Working Environment 2005-2010 was developed in collaboration with the government authorities concerned at all levels, workers’ and employers’ organizations, non governmental organizations, and the ILO. The main goals of the new Programme were to build and maintain a preventative safety and health culture; decrease work injuries and diseases; identify and manage OSH risks; establish a strengthened OSH legal framework; and promote social protection and tripartism.
62. Though the national OSH profile was still in the process of formulation, **Mr. Vu Nhu Van** (Vietnam/Government) revealed the urgent necessity of OSH measures in Vietnam with some country statistics for labour and OSH. The major OSH problems of Vietnam had included the lack of OSH management and poor working conditions. He put stress on the importance of OSH in agriculture and handicraft industries, which were the two main industries

leading the national economic growth.

63. Next he introduced the legal framework of the national OSH programme. Currently, with technical and financial support of the ILO, the Vietnamese government had been developing the national OSH programme for 2006-10. He mentioned briefly the general objectives, specific targets and 4 main strategies of the programme. It was being drafted by the steering committee, chaired by MoLISA. Lastly, he showed the ongoing stages for developing the national OSH programme. The draft of the programme would be submitted to the government in November 2005.
64. **Ms. Soudabeh Soleimani** (Islamic Republic of Iran/Government) explained that the Islamic Republic of Iran had a 20-year vision as regards OSH policies and plans. Recent and current activities had encompassed training of labour inspectors, OSH professionals and safety experts. The country was also in the process of establishing 12 new regional RTCOSH with designated specialties. A new law would require enterprises with more than 25 workers to engage a safety expert and a health expert. Compliance and enforcement were two important issues in the country, and to that end, checklists for the inspectorates, a monthly reporting system as well as accident investigation had been developed. Measures were also taken to address safety aspects already in the design stage. The country had not yet written a national programme, but two chapters in the Labour Law outlined the direction for safety and health issues. Finally, Ms. Souleimani referred to the linkage between health and wealth in the workforce.
65. Concerning the national OSH system in Pakistan, **Mr. S. H. A. Bukhari**<sup>1</sup> (Pakistan/Government) stated that the government was the responsible agency for the development of legislation. He also stated that every employer had to contribute to social security. The legislation was enforced by a general inspectorate as well as designated OSH inspectors, both operational at provincial level. Mines inspectors were there as well. Currently, a Labour Protection Policy and a Labour Inspection Policy were under development. The country also had OSH advisory service centres. CIWC & E in Lahore was providing training and advisory services to enterprises, etc. The Centre had also carried out research and generated and disseminated information. A similar centre had been established in Karachi, though the activities currently were of a lesser scale. The country also had a Mine's Centre in Baluchistan.

**[National OSH systems and their elements I: OSH Legislation. Legal and technical standards]**

66. **Mr. Machida** stated that OSH legislation was one of the core elements of a National OSH System. In response to his question "What provisions should be in OSH legislation?" participants listed a number of key areas to be addressed in the legislation. These included requirements for safety committees, control of hazards, workers' rights, government inspection, and penalties. Mr. Machida explained that the new dimensions of legislation included

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<sup>1</sup> For logistic reasons this presentation was deferred to the last day of the Workshop.

clarification of government responsibilities to formulate national OSH programme, establishment of national tripartite advisory body and OSH promotion framework such as health promotion and supporting small enterprises.

67. Another role of legislation was to mobilize non-government institutions through the establishment of an autonomous OSH Institution (Semi-governmental body) and the establishment of sub-systems for tasks to be delegated to others (accreditation and registration). Such sub-systems included those for safety officer training and technical inspection of machinery. In elaborating the role of legislation in designing sub-systems, Mr. Machida highlighted the importance of OSH training in order to develop enterprise capacity to manage risks by training OSH Officers, Worker Safety Representatives and managers. These arrangements would also be a vehicle to ensure compliance.
69. In conclusion, he underlined the role of legislation to support an OSH System by providing a legal background to ensure the functioning of a National OSH System, particularly a training network, other service networks (machine inspection, medical surveillance, environment monitoring, etc. ) and financial support for preventive measures from a workers compensation fund.
71. **Mr. Go Heng Huat** (Singapore/Government) presented the new OSH framework being developed in Singapore. With a plateau in the reduction of occupational accident rates, it was considered necessary to develop a new framework to further reduce the accidents, based on a holistic approach. With the target of halving the occupational fatality rate by 2015, the new framework emphasized the changing mindset and culture. The following principles were clarified:
- Reduce risk at source by requiring all stakeholders to minimise or eliminate risks which they create
  - Industry will be required to take greater ownership of safety outcomes
  - Prevent accidents through higher penalties for poor safety management
72. The new legislative framework was designed to support these principles. Key aspects of the legislative framework were:
- Make those who create risks accountable to manage & reduce those risks
  - Craft liability in goal-setting terms but provide for prescriptive standards where appropriate
  - Strengthen personal accountability
  - Enhance the responsibilities & powers of Safety Officers
  - Institutionalize risk assessments, safety management systems and safety & health plans
  - Enhance penalty for poor safety management

**[National OSH systems and their elements II: Awareness raising, training and promotion of safety culture]**

73. **Mr. Kawakami** explained common elements of preventative safety and health



culture, such as the safety first concept, self-regulated and self-sustaining OSH activities, and lifelong learning in OSH. As a strong example to enhance nationwide safety and health awareness, he showed the video message of Mr. Thaksin Shinawatra, Prime Minister of Thailand, to the ILO's World Day for Safety and Health at Work. Mr. Kawakami explained other examples of awareness raising in OSH, such as ILO's World Congress on OSH at international level; national safety week campaigns, TV and radio programmes at national level; training and information dissemination, OSH committee activities, and tool box meetings at workplace level.

74. To organize effective OSH training, Mr. Kawakami pointed to the importance of carefully considering purposes, impact, scale and coverage, tools and methods, cost-effectiveness, participant recruitment, and networking and sustainability. Citing safety officer training systems of Thailand as a good model, he stressed practical strategies to train OSH personnel who could work in smaller enterprises to increase OSH service coverage.
75. Mr. Kawakami also introduced the ILO's OSH training experiences of home workers in Cambodia as an example to extend OSH training to the informal economy workplaces. In collaboration with the representatives of the government, trade unions, employers' organizations, and other non-governmental organizations, more than 300 home workers had been trained in 3 months. Clues to the success of covering hard-to-reach home workers were: identifying and mobilizing people's own networks, applying practical, easy-to-use training methods, training local OSH trainers, and having national policy support.
76. Following this, some country representatives had introduced their experiences in OSH promotion. **Mr. Van** (Vietnam/Government) talked about his experiences in **Vietnam**. The 7<sup>th</sup> National Safety Week was conducted in March 2005 with attendance of the Vice Prime Minister at the opening ceremony. It was organized by the national steering committee in collaboration with employers' organization, workers' organization and other concerned OSH agencies. The main topic of 2005 was OSH in hazardous occupations, such as mining and construction. In preparation, an information meeting had been held in December 2004 in the same city as the next year's National Safety Week. The National Safety Week activities had included the award to enterprises with good OSH practices, a TV programme on safety culture, several OSH workshops, and an exhibition of concerned agencies with involvement of the government and all social stakeholders. Mr. Kawakami said the unique features of Vietnam's National Safety Week were 1) the change of the host province every year, 2) the selection of the specific topic for each year, and 3) variety of sub-activities during the Week.
77. Next, **Mr. Peter Wansapura Arachchige** (Sri Lanka/Government) explained that the National Safety Week in **Sri Lanka** was conducted in October every year. The National Safety Week activities in Sri Lanka had made a significant contribution to the OSH development of the country and had full support from workers and employers.

78. **Ms. Karnchana Karnviroj** (Thailand/Government) introduced the OSH promotion activities in **Thailand**. The first National Safety Week had been held in 1986, organized by the tripartite preparatory committee which had been established in June 1985. In 1997, the cabinet had approved conducting the NSW in May, which included the 10<sup>th</sup> – the memorial day of the big OSH accident in Thailand. The workmen compensation fund had allocated 2 million Baht to the NSW activities. The recent NSW activities had included both an exhibition and a 2-day seminar with involvement of SMEs. It had been free of charge for SMEs, workers' and employers' organization to join the NSW.
79. **Mr. Lin** introduced the Work Safety Month in **China** held in June every year. The host province changed every year and about 10,000 participants travelled by bus to attend the Work Safety Month activities. These activities included an OSH seminar targeting high-ranking officials, several workshops on OSH, provision of OSH information through the media, seminars on safety culture, and international exchange of experience.
80. In **Islamic Republic of Iran**, the Safety Exhibition Center played a central role in OSH promotion. **Ms. Soleimani** said that a lot of visitors, including university and high school students, visited the center. In addition, there were various OSH activities such as training in different provinces by experts, and an obligation of safety education in schools with knowledge transfer to their family members. Workers were asked for a donation to establish the OSH training facilities.
81. Other than exhibitions and seminars, the unique activities for OSH promotion in **Malaysia**, such as safety and health award and OSH game, had been introduced by **Mr. Saiful Azhar Mohd Said** (Malaysia/Government). The participants of the game were asked simple questions regarding OSH. Also, an annual national conference/seminar on OSH had been conducted. Employers had fully supported the OSH promotion campaign for 15 years.
82. According to **Mr. Saxena**, OSH promotion activities were carried out with involvement of workers' families in **India**. In 1996, the Best OSH Performance Award in each industry was started. It was upgraded to a national-level award by the name of Prime Ministry in 2004. Other activities included the permanent OSH exhibition targeting students and the provision of OSH training.
83. **Mr. Go** introduced the activities of the Safety Innovation Team in **Singapore**. The Team, with workers' participation, had developed the Safety Innovation Convention.

**[National OSH systems and their elements III: Enforcement and ensuring compliance]**

84. After explaining briefly what is understood by compliance and enforcement, and the linkage between them, **Ms. Ingrid Christensen**, Senior OSH specialist, SRO-New Delhi mentioned the Conventions governing the two elements. These included the Occupational Safety and Health Convention (C

- 155) as well as the Labour Inspection Convention (C 81) and its Protocol. Specific Conventions had been developed for inspection concerning agriculture and seafarers.
85. As regards compliance, several means were of importance. First and foremost, awareness of employers, supervisors and workers, as well as knowledge on identification of risks and their prevention were key factors. This was closely linked to the development of a preventative safety and health culture and availability of OSH information and OSH services through information centres, occupational health services, advisory services, etc. Incentives such as higher productivity, attractive working conditions, market access, improved image, reduced insurance fees or tax were other means encouraging compliance that could be further developed. Ms. Christensen also mentioned the “smiley-system” recently introduced in Denmark. The application of an OSH management system, e.g. the ILO-OSH 2001, inclusion of OSH requirements in supply-chain contracts (sub-contracts) and introduction of third party inspection were other measures. Special considerations might be needed for OSH management at small enterprises and/or in the informal economy. Finally, she mentioned the importance of social dialogue and the role of social partners in ensuring and encouraging compliance.
86. As the last resort to ensure compliance, enforcement would be needed. This was usually carried out by designated government agencies (inspectorates) and might take various forms. Ms. Christensen referred to some of the challenges that most enforcement agencies were facing, such as the broadening scope of hazards/problems, the particular challenges of reaching out to the most hazardous workplaces and/or the informal economy often combined with limited resources. Demands for higher efficiency and effectiveness as well as good governance and more public transparency were other challenges which enforcement agencies were increasingly facing. Strengthening of the inspection system, possibly as part of a national OSH programme, could entail further training (including training in communication, social dialogue, business development, etc.), streamlining of tools and procedures, strengthening of the back-up system and application of quality management. Apart from the strengthening, further introduction of compliance encouraging means and outsourcing of certain functions accompanied by an appropriate accreditation system could be considered. Sub-regional cooperation could be a forum for discussing possible solutions.

**[National OSH systems and their elements IV: Workers’ compensation schemes and institutions]**

87. **Mr. Kenichi Hirose**, Social Protection Specialist, SRO-Manila opened his presentation by defining workers’ compensation or employment injury benefits as social security. The risk of employment injury came from occupational accidents and diseases. Facing this risk, there were two complementary approaches: one was a proactive approach (OSH programmes) which focused on prevention and enforcement for compliance; the other was a reactive approach (workers’ compensation) which focused on treatment, compensation and rehabilitation.

88. Workers' compensation was one of the most widely adopted branches of social security. Compensations for employment injury were made on the no-fault basis. Funding was the employer's legal responsibility. Benefits comprised medical care and cash benefits. The types of financing for workers' compensation consisted of employer's liability (the insurance taken out could be either voluntary or compulsory) and social insurance with risk pooling in a common fund.
89. Regarding the relevant ILO Conventions, particular mention was made to Social Security (Minimum Standards) Convention (C.102), and Employment Injury Benefits Convention (C.121) and its accompanying Recommendation (R.121), as well as Protocol of 2002 to the Occupational Safety and Health Convention (No. 155, 1981) on the strengthening of recording and notification procedures for occupational accidents and diseases. From the point of view of ILO standards, employers' liability schemes provided limited protection as compared to social insurance schemes. In particular, employer's liability schemes generally did not provide periodical payments, commuting accidents and extensive rehabilitation services. Some countries had moved towards covering non work-related accidents (but at the same time requiring additional resources other than employers' contributions).
90. Mr. Hirose's presentation concluded that both OSH and workers' compensation should be provided for all workers and suggested that the link between prevention and compensation should be strengthened. Specifically, (1) Data on occupational accidents and diseases from workers' compensation schemes should be fully utilized for OSH policy development and monitoring and evaluation of national OSH situation (it should be noted that workers' compensation primarily concerned the workers with employer-employee relationship and it was a challenge to extend the coverage to the self-employed workers and workers in the informal economy); and, (2) Workers' compensation schemes should also give focus on prevention and could support prevention activities in collaboration with OSH institutions. In Japan, Korea, Malaysia and Thailand, the workers' compensation legislation permitted the institution to transfer some resources for cooperation with the main OSH authority. In Australia and Thailand (As well as Argentina and Zimbabwe), organizational harmonization between OSH and Workers' compensation was on the agenda.
91. In the following Q&A session, questions were raised from **Mr. Saxena** (India/Government) concerning the adjudication of occupational diseases long after the exposure of risk, and the cases in which a worker had been exposed to risk with several employers. Regarding the first question, the key issue was whether or not it was possible to establish the causality between the work risk and the occupational disease. Regarding the second question, it was pointed out that such a problem had not occurred under the social insurance scheme, which showed another advantage of social insurance schemes over employer's liability schemes.
92. **Mr. Alagu** (Malaysia/Worker) proposed that each employer should provide a certificate for the working environment when a worker terminated his/her

contract. In developing countries, the delay in medical reports was one of the causes of a backlog of cases. Such information would facilitate speedy diagnosis of occupational accidents and disease cases.

93. An enquiry was made by **Mr. Elisha** (Fiji/Employer) on the voluntary insurance system in Fiji. The Workmen's Compensation Act of Fiji had a Section on compulsory insurance but the said Section had not been invoked yet. In practice, many employers have already taken out workers' compensation insurance with private insurers. This was one of the issues in the reform of workers' compensation in Fiji.
94. **Ms. McSorley** (Australia/Government) referred to the availability of additional information of the Workcover programmes in Australia.

#### [Group Work (2)]

95. In the second Group Work, the participants discussed the training system for safety officers in the setting of a case study (Annex 4) presented by **Ms. Yuka Ujita**. The discussion points included the coverage of industries, size of enterprise, legal frameworks, safety officer system, training curriculum and training plan. The results of the discussion were presented by each group. In summary, the groups had discussed
- Determination of the target group (priority)
  - Expected impact of training
  - How many to be trained in the country
  - Duration for training
  - Training Provider (government, accreditation?)
  - Time required to train enough numbers to satisfy legislation (1-3 years)
96. As an example of the impact of various training approaches, **Mr. Machida** referred to Thailand. From 1987 to 1997 the country trained some 10,000 safety officers, while after outsourcing to multiple training providers, this number rose more than 30 times. The quality was monitored and controlled through an accreditation scheme.

#### [Monitoring and evaluating national OSH programmes]

97. **Mr. Machida** underlined the importance of monitoring and evaluating national OSH programmes as a key step to ensure the continual improvement of performance of national OSH programmes and systems. A core element of evaluation was to check if the defined targets were achieved. Common targets included in the existing national OSH programmes were reduction in occupational accidents (fatalities and injuries) and reduction in accident rates. The numbers and rates of occupational diseases were seldom used as targets since correct data was difficult to collect.
98. Another area of evaluation was to review the performance of national OSH systems by looking into each sub-system such as inspection, training, awareness campaigns and information services. For example, in the field of inspection, the number of inspectors, improvement in capacity of inspectors

through substantial training, number of inspections carried out, number of notices issued, and enterprise level improvements after inspections could be examined. For a high quality evaluation at the end of the national OSH programme implementation, it was important to consider the evaluation at the time of planning. Without proper planning, quality evaluation could not be carried out. It was also highlighted as important to develop mechanisms to monitor the progress regularly (e.g. monthly, quarterly, annually) by collecting relevant data without waiting for the completion of the programme.

99. **Ms. Christensen** shared the information on how the progress of the implementation of the Danish OSH Programme “A Clean Working Environment by the Year 2005” was measured. In addition to the annual statistics of reported work-related accidents and diseases, a surveillance report focusing on the targets of the Programme and taking into account other information, such as recent research, surveys, etc., was produced every year. Approximately every 5 years, an exposure survey was conducted. As regards the authority/inspectorate, annual performance monitoring supplemented by impact assessment of some campaigns, as well as client surveys, were carried out. Annual reports of occupational health services centres, social partners and occupational medicine clinics were also used for measuring general OSH progress in the country.

#### **[Group Work (3)]**

100. In the third Group Work, participants discussed the national OSH programme in Thailand in 3 groups. Each group listed three good points in the current version and three points to be considered for the next Master Plan. The strong assets of the current Plan included OSH promotion, legislation framework, research and development, and human resource development, while points to be considered for the next Plan entailed monitoring and evaluation systems and coordination mechanism with other ministries and agencies. These were conveyed to the Thai participants, who thanked them for their input (Annex 5).

#### **[Group Work (4)]**

101. In the last Group Work, participants divided into their country groups and discussed the development or implementation of a national OSH programme in their own country. They listed 5 important steps for developing or implementing a national OSH programme and the 3 priority areas of the programme. The presentations are attached as Annex 6.

#### **[Closing session]**

102. As the representative of employers, **Mr Tileshwar Nath Tiwari** (India/Employer) thanked the ILO for organizing and Thailand for hosting this workshop. The contents of the workshop had been very concise and of good quality, and had provided an opportunity to create new framework for OSH. From employers’ viewpoints, the ILO must have a fresh look at the poor ratification status of conventions. To accelerate the ratification process, country-specific problems should be understood and taken into account. For

more effective OSH promotion, flexibility would be important. In addition, accountability by tripartite participation should be ensured with focus on more involvement of workers in informal sectors. An integrated approach and coordination by all concerned agencies including government, employers, workers, and NGOs was needed. Workers' initiatives and the trade union's role were important for better OSH management at the workplace.

103. For **Mr. Khalil-Ur-Rehman** (Pakistan/Workers), this workshop was a good opportunity to experience a true tripartite mechanism for establishing OSH culture. The workshop, which had provided a forum to learn various OSH topics from experts and to raise a lot of discussion and intervention from the floor, had been very constructive and productive. He highlighted the following prominent matters in his conclusion: 1) the need of capacity building and its effect on OSH promotion, 2) the importance of statistical knowledge and research in OSH which reflected real situation and was beneficial from a practical perspective, and 3) the appreciation for the technical assistance provided to worker's organization by the ILO.
104. The government representative, **Ms. Karnviroj** of Thailand thanked the ILO and its staff. That which the participants had learned through the workshop should be useful when they shared their experiences and information.
105. In his closing remark, **Mr. Machida** thanked all participants for joining the workshop and learning a lot from each other. All were reminded of the importance of OSH. There was a shared view in the region that decent work should be safe work. An OSH system and programme needed to be improved continuously. Although OSH resources were limited, Mr. Machida requested the positive participation of participants in the ILC on their initiatives. The theme of the ILC this year would be very much relevant to this workshop and the discussion in this workshop could be continued in the ILC. He closed the workshop with the hope that the participants would keep in touch with each other and OSH in each country would be further promoted.

**ANNEX 1**  
**Workshop programme**

**Day 1 (Monday 16 May 2005)**

08:30 – 09:00 Registration

09:00 – 10:00 Inaugural sessions

Mr Shinichi Hasegawa, ILO Regional Director  
Mr Akrapol Vanaputi, Deputy Permanent Secretary,  
Ministry of Labour, Thailand  
Mr Seiji Machida, ILO SafeWork

10:00 – 10:20 *Coffee/Tea Break*

10:20 – 10:50 Workshop objectives and introduction of participants

10:50 – 12:00 Conclusions at 91st ILC (2003): ILO Global OSH Strategies and promotional frameworks

12:00 – 13:00 *Lunch Break*

13:00 – 13:45 Meetings of Tripartite Groups: Governments, Workers and Employers

13:45 – 14:30 Developing national OSH programmes – Concepts and procedures to strengthen national OSH systems –

14:30 – 15:20 Development and implementation of National OSH Programme  
- Experiences of Thailand -

15:20 – 15:40 *Coffee/Tea Break*

15:40 – 17:00 Group work: Clarifying concepts and purposes: OSH policies, strategies, systems, programmes and profiles

18:30 - Welcome reception: Co-hosted by Ministry of Labour, Thailand, and ILO Regional Office for Asia and the Pacific

**Day 2 (Tuesday 17 May 2005)**

08:30 - 10:00 Achievements and practical experiences of national OSH programmes

10:00 – 10:20 *Coffee/Tea Break*

10:20 – 12:00 Panel discussion: Developing effective national OSH tripartite bodies and mechanisms

Government representative  
Employer representative  
Worker representative



12:00 – 13:00 *Lunch Break*

13:00 – 14:30 Overview of the development of national OSH programmes in some countries in Asia

14:30 – 14:50 *Coffee/Tea Break*

14:50 – 17:00 Panel discussion: Efforts and new initiatives in Asia towards the development of national OSH programmes

### **Day 3 (Wednesday 18 May 2005)**

08:30 - 10:10 National OSH systems and their elements I: OSH Legislation. Legal and technical standards

10:10 – 10:30 *Coffee/Tea Break*

10:30 – 12:00 National OSH systems and their elements II: Awareness raising, training and promotion of safety culture

12:00 – 13:00 *Lunch Break*

13:00 – 14:10 National OSH systems and their elements III: Enforcement and ensuring compliance

14:10 – 15:20 National OSH systems and their elements IV: Workers' compensation schemes and institutions

15:20 – 15:40 *Coffee/Tea Break*

15:40 – 17:00 Presentation and exercise: OSH policies, strategies, systems, programmes and profiles

### **Day 4 (Thursday 19 May 2005)**

08:30 – 09:20 Meetings of Tripartite Groups: Governments, Workers and Employers

09:20 - 10:20 Monitoring and evaluating national OSH programmes

10:20 – 10:40 *Coffee/Tea Break*

10:40 – 12:00 Case Study: Analyzing a national programme

12:00 – 13:00 *Lunch Break*

13:00 – 14:30 Group work: Identifying strategies to formulate and implement national OSH programmes

14:30 – 14:50 *Coffee/Tea Break*

14:50 – 16:20 Group presentation and discussion

16:20 – 16:40 Evaluation questionnaire

16:40 – 17:00 Closing ceremony

**ANNEX 2**  
**List of participant**

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## **ANNEX 3**

### **Group Work (1)**

**Task:** Define the 4 keywords – 1) OSH policies, 2) OSH systems, 3) OSH programmes and 4) OSH profiles

Clarify the difference of the concept with concise explanation

#### **Group 1**

##### **OSH POLICY**

- Profile current status of national OSH
- Development of OSH Vision & Mission
- Framework to achieve the goal
- Development of systems & programmes to achieve national goals
- Eg. Decent Work – Safe Work

##### **OSH SYSTEMS**

- Infrastructure such as
  - Enforcement
  - OSH Legislation
  - Tripartite mechanism
  - Training, Information Advocacy

To implement the OSH Policy

##### **OSH PROGRAMMES**

- Implement OSH Policy
- Job & Activity
- Capacity Building of Workers, Inspectors
- Process of Systems
- Business Plan - Work Plan
- Actions to be taken

##### **OSH PROFILES**

- Reducing Accident
- Index of awareness of OSH
- Evaluation of the Current OSH status
- To produce good results on OSH

#### **Group 2**

##### **OSH POLICY**

- Legislation
- Intention
- Written commitment to give OSH direction

##### **OSH SYSTEMS**

- Structure organization
- Procedure to implement policy
- Programme to achieve the goal

##### **OSH PROGRAMMES**

Time-bound plans  
Tools  
Arrangement  
Activities

#### OSH PROFILES

- Set of data
- Parameter
- Information
- OSH situation

### **Group 3**

#### OSH POLICY

General statement of intents to protect workers on OSH in all segments of economic activities  
Safety culture  
Longer term

#### OSH SYSTEMS

Infrastructure to implement the OSH policies (guidelines)  
Longer term

#### OSH PROGRAMMES

Refer to propose structure, duration, consultation and targets  
Strategic activities (plans of actions) to achieve the targets (tripartite inputs) and goals of OSH  
Medium term

#### OSH PROFILES

Current situation of OSH in the country (data collection, overview)  
Tools for national OSH programme  
Shorter term (yearly)

## ANNEX 4

### Group Work (2): Case Study-Planning Safety Officer training system-

Country Situation:

Industry	Establishments with 100 workers or more	Establishments with 50-100 workers	Establishments with less than 50 workers	Total number of workers	Fatal accidents
Construction	500	1,000	10,000	2 million	200
Manufacturing	8,000	30,000	800,000	15 million	300
Agriculture	100	1,500	8,000	1 million	30
Commerce	200	3,000	100,000	5 million	30
Others	500	6,000	200,000	4 million	40

A training unit was established within the OSH Department with 15 staff and you were appointed as the Director. A New OSH Act was enacted covering all sectors, and OSH training is considered as an important element of OSH promotion under the new Act. Based on the study of other countries, Safety and Health Officer Training has been considered by the National Tripartite OSH Council:

**TASK:** Discuss in the group and elaborate conclusions on the following questions:  
to define target enterprises for competent Safety and Health Officer to be appointed  
to propose training system to ensure training is done properly covering all target enterprises with a reasonable quality

#### Group 1

1. Definition of target enterprises
  - 1) Construction
  - 2) Agriculture
  - 3) Manufacturing

This addresses severity of risk and the most number of workers

2. Proposal of training system

Develop National training plan

Govt defines structure of training – what is in the training curriculum based scientific and research based

Training delivery outsourced to private sector (must be 3 month course, different modules for different industries and size)

Govt approves/defines who can be trainer

Govt decides who can be safety officer - could be people with safety qualifications or practical experience or completed the training course from private sector



Training system has three approaches

Large enterprises: pre- employment training will include theoretical training, practical training then post-employment training, regularly on the job, continuous

Medium – shared training officers between enterprises

Small – private sector programs for small groups joined together

FINALLY – EVALUATION & REVIEW

## Group 2

### 1. Definition of target enterprises

Things to consider in defining target

- Severity of the fatality rate: per million workers. (highest will be priority NO 1)
- Which establishments need more attention and why?
  - a. > 100 workers
  - b. 50 < workers < 100
  - c. < 50
- All or only %age of total of establishments need SHO?

Ranking by Industry based on fatality rate

	Fatality Rate	Ranking
construction	100/million	1
agriculture	30/million	2
manufacturing	20/million	3
others	10/million	4
Commerce	6/million	5

Targets

	Target Establishment	Target Trainees (5 years)
construction	50+ workers (1500 estabs.)	500 for first year 250/year
agriculture	100+ workers (100 estabs)	40 for 1st year 15/year
manufacturing	100+ workers (8,000 establishes)	1000 for 1st year 1,750/year
Total		10,000 trainees

## 2. Proposal of training system

### Things to consider: COMPETENCY

- Level of competency required (CBT) and expectation
- Any specialization? SHO on construction, Manufacturing etc?
- Ref to any code, any standard, any regulation internationally?
- Training Module (based on Occupational Skill Standard?)

### Things to consider: TRAINING

- Who do the training & how about facility?
  - Own staff? ( Problem with nos and staff competency)
  - Set up special Institute on OSH?
  - Authorizing training provider?
  - Assessment and certification of trainers?
- Duration of Training ( total no of hours required to run the module)
  - Full time
  - Part Time (on week end)
- Fees involve? Any fund from any agency (HRDF)

### Things to consider: ENTRY LEVEL

- No of years in OSH?
- Paper Qualification?
- Combination of paper qualification and years in OSH?
- Any exemption?

### Things to consider: OTHERS

- SHO Certification procedure
- Retraining (CEP)
- Auditing on Module ( is improvement required to suit latest situation?)
- Auditing on trainer (capability and facility)

Well, members of the council!

Don't just sit there, start thinking

### Group 3

#### Country situation

Industry	Est. with 100 or more workers	Est. with 50 to < 100 workers	Est. with < 50 Workers	Total No. of workers	No. of Fatal Accidents
Construction	500	1,000	10,000	2 x 10 <sup>6</sup>	200
Manufacturing	8,000	30,000	800,000	15 x 10 <sup>6</sup>	300
Agriculture	100	1,500	8,000	1 x 10 <sup>6</sup>	30
Commerce	200	3,000	100,000	5 x 10 <sup>6</sup>	30
Others	500	6,000	200,000	4 x 10 <sup>6</sup>	40

Other information

- A 15-staff training unit was formed in the OSH Department
- A new OSH Act was enacted to cover all sectors
- National Tripartite OSH Council has considered training of Safety and Health Officers

The task

- Define target enterprises for competent Safety & Health Officer to be appointed
- Propose a training system to ensure training is done properly covering all targeted enterprises with a reasonable quality

Targeted enterprises

- Our Approach
  - Pragmatic approach - Focus on the most problematic industry
  - Compute the Fatality Rate of each industry
  - Prioritize industry that requires the employment Safety & Health Officers based on degree of severity - the Fatality Rate
- We are mindful of our small setup – 15 staff

Targeted enterprises

Industry	Number of workers	Number of Fatal Accidents	Fatality Rate (Number of fatal accidents per million workers)
Construction	2 million	200	100
Manufacturing	15 million	300	20
Agriculture	1 million	30	30
Commerce	5 million	30	6
Others	4 million	40	10

Target at Construction Industry

Construction	Establishment with 100 or more workers	Establishment with 50 to < 100 workers	Establishment with < 50 workers
	<b>500</b>	<b>1,000</b>	<b>10,000</b>

- We further prioritize the requirement of safety officers based on the size of establishments within the construction industry – At least one safety officer for each establishment with 50 or more workers or **1,500** Safety & Health Officers
- Justification - Bigger size worksites are complex and have financial capability of employing safety & health professional

#### Training system

- Training/competency requirements
  - Training is done with reasonably quality
  - Versatile – could be deployed to other industries
  - Course Curriculum - Core competency and functional competency
  - Training duration of at least 3 months
  - Examination
- Training provider
  - Leveraging on external training service providers
  - Accreditation of service providers is needed
  - Moderation of examination by authority

#### Summary

#### **OSH System Planning Design Training System**

**Mr. Seiji Mahcida**

#### Planning of OSH training

- Define target groups: priority
- Expected impact of training
- How many to be trained in our country
- Duration for training (6 weeks, 1 week?)
- Training Provider (government, accreditation?)
- Time required to train enough numbers to satisfy legislation (1-3 years)

#### Thailand

- 1987 - 1997      10,000 trained
  - 180 hours course
  - National Institute
- 1997 - 2004    300,000 trained
  - Several level
  - Institutions accredited

## **ANNEX 5**

### **Group Work (3) Case study: Analyzing a national programme**

#### **Task:**

1. to point out 5 good points
  2. to point out 5 suggestions
- for the OSH Master Plan of Thailand, specifically focusing on its 9 major plans (page 7-10).

#### **Group 1**

##### 5 good points

- Development of OSHE Standards
- Law Enforcement
- Human Resource Development
- OSHE Research and Development
- Promotion Campaign

##### 5 suggestions

- Recommendation incentives and rewards for accident free workplace
- Set up mobile OSH Exhibition center for OSH awareness
- Monitor, evaluate and review of OSH programme
- Mentorship concept between big and small companies
- Review of training quality and adequacy
  - Training programme for workers

#### **Group 2**

##### 5 good points

1. Research and Development (#7)
2. Dev't of OSH and WE Standards (#1)
3. Promotion (#9)
4. HRD (#5)
5. Law Enforcement (#2)

##### 5 suggestions

1. Strengthen, ensure Enforcement (through the OSHE Acts by providing penalties for violations and incentives for compliance, viz. #2)
2. Provide support services for OSH (e.g.
3. Provide for performance indicators for each of the 9 plans, for purposes of monitoring and evaluation
4. Provide mechanism for inter-agency coordination
5. Specify tripartism in all OSH activities (from planning to implementation)

Whole Document (Master Plan) is good.

#### **Group 3**

##### 5 good points

1. OSH framework contains essential elements for continuing OSH improvements
2. Clear in terms of plan and elements with justification of the necessity and proposals

3. Platform for tripartite cooperation – fit tripartite concept
4. Emphasis on prevention
5. Wide coverage of OSH protection

5 suggestions

1. OSH research should cover the wide areas of OSH concerns (chemicals, biological, psychological...)
2. Prevention of accidents should be in more details
3. Time frame should be clearer
4. Clear articulation of involvements of other stakeholders and social partners
5. More realistic with achievable targets (prioritise)
6. Clear articulation of self – regulation

## **ANNEX 6**

### **Group Work (4) Country Group Work**

#### **Identifying strategies to formulate and implement national OSH programmes**

##### **Task:**

To develop the future action plan of formulating or implementing national OSH programmes in your country.

- to indicate 5 important steps
- to prioritize 3 key areas

##### **Australia**

Though the programme exists, there are points to be considered

Ensure Workers and employers consultation mechanisms

Commitment of government to take actions

##### **3 priority areas:**

1. more focus on safety design and diseases, putting guards, OSH issues. Smart ways
2. use scarce resources, think smart, focusing on hazardous occupations
3. collecting data from health and environmental department and other existing department for policy development

##### **Cambodia**

###### **5 important steps:**

1. national tripartite workshop
2. taskforce setting
3. collecting data for national profile
4. drafting national programme
5. approval and official launch

###### **3 priority areas:**

1. high level political commitment
2. law enforcement
3. HR training & structure for implementation

##### **China**

###### **5 important steps:**

1. national OSH programme drafting
2. consultation and coordination with ministries in charge
3. official approval from national people's congress next year in tripartite mechanisms
4. implementation-5 steps:
  - 1) safety culture
  - 2) legal system
  - 3) social responsibility
  - 4) science and technology
  - 5) safety investment
5. monitoring and evaluation improvements

###### **3 priority areas:**

1. Enforcement
2. Improve safety in coal mining and dangerous chemicals

3. Build sound emergency rescue system

## **Fiji**

### **5 important steps:**

1. Promoting and implementing equitable policies on OSH
2. Encouraging labour management relations in the workplace
3. Fostering self-reliance regulation
4. Strengthening proactive risk management service
5. Implementation of OSH compliance standards

### **3 priority areas:**

1. Encouraging labour management relations in the workplace
2. Fostering self-reliance regulation
3. Strengthening proactive risk management service

## **India**

### **5 important steps:**

1. National policy
2. National board on OSH (NBOSH)
3. Awareness programme
4. OSH MS
5. Upgrading laboratories to reference labs

### **3 priority areas:**

1. Construction
2. Agriculture
3. Small and medium-sized enterprises

## **Indonesia**

### **5 important steps:**

1. Setting up the national tripartite plus OSH council – 10 government officials, 10 employers, 10 workers and 2 OSH professional
2. Identify existing OSH systems, legislation and inspection
3. Collecting developing OSH profile
4. Workshop to develop OSH programme consist on vision, mission, strategy, programme-5years, activities
5. Implement the national OSH programme through presidential decree

### **3 priority areas:**

1. Human resource department: labour inspector, OSH officers, operators
2. Empowerment industrial phase and professional organization-OSH committee, council, standardization
3. Development of information sector



## **Islamic Republic of Iran**

### **5 important steps:**

1. Foundation of our new research center of OSH
2. Holding tripartite meeting workshop on OSH
3. Training to workers, employers, and inspectors and safety officers
4. Update the OSH standards
5. Increasing the number of inspectors

### **3 priority areas:**

1. Promotion of the protective safety culture
2. Strengthen the enforcement
3. Improvement of management system

## **Japan**

### **5 important steps:**

1. Review the achievement until the middle of 10<sup>th</sup> IAPP (05)
2. Identify the priorities to be done 06-07
3. Draft the action plan
4. Consultation with social partners, OSH organization and other ministries
5. Official announcement and publication

### **3 priority areas:**

1. How to keep the trend of reduction of fatalities (key sectors, key types of accidents...)
2. Promotion of OSH MS
3. Reduction of work-related diseases caused by mental & physical stress at work

## **Laos**

### **5 important steps:**

1. Tripartite meeting fir OSH national master plan including MOL, MOH, MOI, MOA, LFTU, and LNCCI
2. Draft national plan of OSH
3. Each party have to review the draft again
4. Send for approval by the government
5. Disseminate to each party for training and workshop

### **3 priority areas:**

1. Construction sectors
2. Manufacturing and SMEs
3. Mining sectors

### **+ 3 key issues for tripartite:**

1. Promotion and development OSH culture
2. Providing OSH system on the private sectors and SMEs
3. Improvement of working condition

## **Malaysia**

### **5 important steps:**

1. Establish tripartite body on national policy
2. Draw up a master plan
3. Seek expert advice – public comments
4. Launching
5. Implementation & review

### **Key areas:**

National OSH policy  
OSH culture  
General public awareness  
Promotion & publicity  
Strategic alliance with various bodies  
Political commitment  
Effective strategic enforcement  
Training and education  
Research and development

### **3 priority areas:**

1. National policy on OSH
2. Effective and strategic enforcement
3. OSH culture-wider scope

## **Mongolia**

### **5 important steps:**

1. Improving OSH legal environment
  - ratification of ILO convention No 81 and 161
  - National separated law on OSH
2. Improvement of the national OSH organization structure, management, and monitoring systems
3. To raise awareness on OSH employers, workers and public
4. Develop effective cooperation on government and non
5. Establishing OSH training and advocacy

### **3 priority areas:**

1. Improve working condition of SME
2. Expanding OSH research
3. Improve working condition in informal sector such as female, youth, and disabled workers

## **Pakistan**

OSH should be a part of Labour Protection Policy which are submitted to the stakeholders for their comments.

### **5 important steps:**

1. Awareness rising on OSH among employers, workers, and public
2. OSH programme implementation through consultation mechanisms
3. Public awareness creation on occupational diseases etc. through media
4. Training safety officer and labour inspector

### **3 priority areas:**

Construction  
Chemicals  
Mines

### **Philippines**

#### **5 important steps:**

1. *Development challenge*: OSH in poverty alleviation through decent work
2. *NOSH vision*: safe and healthy workplace for all
3. *Developing objectives*: globally compliance to OSH standards, effective enforcement, improved prevention, compensation and rehabilitation
4. *Three prolonged direction*: (1)social integration, (2)rural development, (3)global competitiveness
5. *Key result areas*: reduced fatality rates, reduced permanent incapacity rate, reduced temporary incapacity rate, cohered national OSH programme
6. *Strategies*: legislation and agreements, research and ICT, life-long learning, competency-based training, incentives, social dialogue, advocacy and standard setting
7. organization competence and financial capability, result-oriented action plans

### **Singapore**

#### **5 important steps:**

1. Consult stakeholders and address their concerns
2. Prepare stakeholders and their capabilities
3. Dialogue with stakeholders to solicit feedback
4. Monitor Key Performance indicators
5. Review and refine the Act

### **3 priority areas:**

1. New OSH Legislation - Workplace Safety and Health Act
2. Setting up of Workplace Safety & Health Council
3. Systemic -approach Enforcement

### **Sri Lanka**

#### **5 important steps:**

1. Development of National Policy on OSH
2. Extension of existing laws on OSH to cover all workplaces following ILO instruments
3. Conducting awareness programmes, training of government officials, employers and workers on OSH
4. Improving research and training on OSH to eliminate workplace hazards
5. Improving data collection systems on occupational accidents and diseases

### **3 priority areas:**

1. Construction Industry
2. Agriculture and Plantations
3. Use of Chemicals in all sectors and workplaces

## **Thailand**

### **5 important steps:**

1. Review current situation and conduct needed analysis in consultation with the national tripartite OSH committee which is chaired by permanent secretary and composed of 7 from Employers, 7 from Workers and representatives from other government agencies
2. SWOT analysis
3. Draft the plan
4. Public hearing
5. Submit to cabinet for endorsement

### **3 priority areas:**

1. Strong enforcement
2. Human resource development
3. Promotional campaign with incentive

## **Vietnam**

### **5 important steps:**

1. Establishment of coordination mechanism for implementation of the programme
2. OSH profile
3. Identification of priorities
4. Drafting National OSH programme
5. Government's endorsement

### **3 priority areas:**

1. Awareness raising
2. Training including labour inspectors
3. Reconstruction of compensation and insurance schemes