

**Plan of action to achieve widespread  
ratification and effective implementation of the  
occupational safety and health instruments  
(Convention No. 155, its 2002 Protocol and  
Convention No. 187), 2010**

***I. Background and justification***

1. The right to decent, safe and healthy working conditions and environment has been a central issue for the ILO since its creation, as reaffirmed in the 1944 Declaration of Philadelphia and the ILO Declaration on Social Justice for a Fair Globalization.<sup>1</sup> About half of all ILO Conventions and Recommendations are either wholly or partly concerned with issues related to occupational safety and health (OSH). The past 90 years have also witnessed the development of a significant body of laws and regulations at the national level, covering many areas relevant to OSH. Progress has been achieved in numerous countries and working conditions have improved significantly in many parts of the world.
2. Many problems persist, however, and there is general agreement that further sustained and coordinated action is needed at the international and national levels to reinforce mechanisms for continued improvement of national OSH systems. ILO estimates in 2008 (for 2003) indicate that about 358,000 fatal and 337 million non-fatal occupational accidents occurred in the world and that 1.95 million persons died from work-related diseases. The annual economic cost of major occupational accidents alone is estimated at US\$5 billion.<sup>2</sup> In the context of the current crisis, increased and more efficient focus on prevention to ensure sustainably safe workplaces appears to be of particular importance.
3. Since the articulation of the Decent Work Agenda in 2001 and the conclusion in 2002 of the review of international labour standards, based on the work of the Cartier Working Party, the ILO and its constituents have devoted a great deal of attention to improving the global OSH situation as well as to enhancing the relevance and impact of existing OSH-related tools and actions. The general discussion on standards-related activities in the area of OSH at the 91st Session (2003) of the International Labour Conference (ILC) resulted in a strong consensus that increased awareness of and attention to OSH concerns was needed globally. The adoption of the Global Strategy on OSH resulting from this discussion<sup>3</sup> and the development and adoption of the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), responded to these needs.

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<sup>1</sup> Adopted by the International Labour Conference at its 97th Session (2008).

<sup>2</sup> ILO: *General Survey concerning the Occupational Safety and Health Convention, 1981 (No. 155), the Occupational Safety and Health Recommendation, 1981 (No. 164), and the Protocol of 2002 to the Occupational Safety and Health Convention, 1981*, Report of the Committee on the Application of Conventions and Recommendations (articles 19, 22 and 35 of the Constitution), Report III (Part 1B), Geneva, 2009, paras 3 and 272–275.

<sup>3</sup> ILO: *ILO standards-related activities in the area of occupational safety and health*, Report IV, and *Provisional Record No. 22*, International Labour Conference, 91st Session, Geneva, 2003.

4. In 2008, based on contributions from over 100 countries, the Committee of Experts on the Application of Conventions and Recommendations concluded an article 19 General Survey on the application of the Occupational Safety and Health Convention, 1981 (No. 155), its 2002 Protocol and the Occupational Safety and Health Recommendation, 1981 (No. 164).<sup>4</sup> This General Survey, which was discussed at the 98th Session (June 2009) of the ILC, constitutes a comprehensive up to date analysis of the global situation regarding OSH and provides useful guidance on the application in practice of these instruments. The Conference Committee on the Application of Conventions and Recommendations (Conference Committee), when it discussed the General Survey, adopted a set of Conclusions which, inter alia, called on the Office to develop a plan of action and give guidance to this effect.<sup>5</sup> Based on these Conclusions, which also took account of recent developments, including the adoption of Convention No. 187, the Office took steps to develop a plan of action for the effective implementation and promotion of ratification of what are now considered the key instruments in this area – Convention No. 155, its 2002 Protocol and Convention No. 187. Following a discussion of this proposal as part of the ILO's plan of action for the implementation of the standards strategy,<sup>6</sup> the Governing Body decided at its 306th Session (November 2009) to invite the Office to submit such a plan of action. The present plan of action responds to this invitation and takes as its point of departure the nine points contained in the Conclusions adopted by the Conference Committee. It will initially be implemented within the limits of existing budgetary frameworks, but implementation of substantial parts of this plan of action will depend on additional extra-budgetary funding.
5. The strategy and activities proposed are particularly timely as there are several indications that efforts over recent years have created an important window of opportunity for high impact. As further detailed in the General Survey on OSH, in many countries, in all regions of the world, efforts are made to improve the OSH situation at the policy, legislative and operational levels. Since the adoption of the Global Strategy in 2003 on OSH, Convention No. 155, its 2002 Protocol and Convention No. 187 have together attracted 37 new ratifications.<sup>7</sup> According to information submitted in the context of reporting pursuant to article 19, ten new ratifications are in the process of being finalized.<sup>8</sup> Furthermore, 33

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<sup>4</sup> GB.300/LILS/6 and GB.300/13.

<sup>5</sup> ILO: Report of the Committee of Experts on the Application of Standards, Provisional Record No. 16 (Part One (Rev.)), International Labour Conference, 98th Session, Geneva, 2009, para. 209.

<sup>6</sup> GB.306/LILS/4(Rev.) and GB.306/10/2(Rev.), paras 1–44.

<sup>7</sup> **Convention No. 155:** 16 ratifications by *Albania, Algeria, Australia, Bahrain, Central African Republic, China, Fiji, Republic of Korea, Montenegro, New Zealand, Niger, Sao Tome and Principe, Seychelles, Syrian Arab Republic, Tajikistan and Turkey*; and **2002 Protocol to Convention No. 155:** seven ratifications by *Albania, El Salvador, Finland, Luxembourg, Slovenia, Sweden and the Syrian Arab Republic*; and **Convention No. 187:** 14 ratifications by *Czech Republic, Cuba, Cyprus, Denmark, Finland, Japan, Republic of Korea, Republic of Moldova, Niger, Serbia, Slovakia, Spain, Sweden and the United Kingdom*.

<sup>8</sup> **Convention No. 155:** *Belgium and Trinidad and Tobago*; **2002 Protocol:** *Portugal*; and **Convention No. 187:** *Austria, Belgium, Burkina Faso, Mongolia, Philippines, Portugal and Singapore*.

countries have reported their intention to ratify, or are considering ratification of, Convention No. 155, its 2002 Protocol and Convention No. 187.<sup>9</sup> It is thus timely to assist constituents in pursuing their efforts to bring their OSH systems in line with international standards.

## **II. Strategic goals**

6. The Strategic Policy Framework 2010–15 provides the context for the present plan of action, which aims at improving the OSH situation globally by motivating decision-makers and policy planners among the constituents, in government agencies and social partner organizations, to commit to improving the national OSH system through the development and implementation of national policies and action programmes in line with ILO standards. There is a general need for awareness raising to increase the understanding of the purpose and usefulness of the systems approach and the need for continuous attention to OSH, as well as of the three targeted OSH instruments. This plan of action aims at contributing thereto. Special attention will also be given to sectors of economic activity where OSH measures are particularly important. The challenges faced by small and medium-sized enterprises (SMEs) and the informal economy will also be addressed. This plan of action also includes a series of actions targeted at the specific needs of countries prior to as well as after ratification of Convention No. 155, its 2002 Protocol and Convention No. 187. The three instruments are complementary, but have certain distinctive features and focus which will be taken into account in the development of national strategies to improve OSH conditions.

### **1. Implementing partners**

7. With the Programme on Safety and Health at Work and the Environment (SafeWork) and the International Labour Standards Department (NORMES) as lead units, and in close cooperation with the Bureaux for Employers' and Workers' Activities, this plan of action aims at enhancing coherent Office-wide collaboration for its implementation. It is expected that this collaboration will involve headquarters, field offices, including OSH and standards specialists as well as other relevant specialists in the field, the Sectoral Activities Department, Industrial and Employment Relations Department, Labour Administration and Inspection Programme, and the Turin Centre.
8. The plan of action will seek synergies with other ILO activities that have an impact on the promotion of the target instruments, including the plan of action of the four governance instruments. Efforts will be made to ensure that action is taken to improve OSH in accordance with the three instruments – Convention No. 155, its 2002 Protocol and Convention No. 187 – in the follow-up to the Global Jobs Pact, the recurrent discussion on employment and the conclusions on promoting rural employment for poverty reduction. The plan of action also aims at ensuring, in consultation with the field offices concerned, that due account is taken in Decent Work Country Programmes of action to improve OSH in accordance with Convention No. 155, its 2002 Protocol and Convention No. 187.

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<sup>9</sup> **Convention No. 155:** Azerbaijan, Congo, Lebanon, Madagascar, Mali, Mauritius, Mozambique, Philippines, Syrian Arab Republic, Yemen and Zambia; **2002 Protocol:** Australia, Congo, Latvia, Lebanon, Malaysia, Mali, Mauritius, Mozambique, Namibia, Poland, Qatar, Romania and Thailand; and **Convention No. 187:** Brazil, Cameroon, Lithuania, Malawi, Peru, Seychelles, Syrian Arab Republic, Yemen and Zambia.

9. SafeWork and NORMES will work with all other relevant departments, in particular those dealing with social dialogue and labour inspection as well as with the Bureaux for Workers' and Employers' Activities, to provide advice when requested. Particular attention will be given to countries with significant gaps in organizational rights and collective bargaining as well as social dialogue practices so as to ensure that the technical advice provided can be effectively utilized by strong and independent workers' and employers' organizations and their representatives, particularly at the national and identified sectoral levels. Collaboration will include, for instance, the provision of technical advice on the design and implementation of technical cooperation programmes concerning OSH and regular and mutual exchange of information on technical assistance needs and projects.
10. With regard to capacity building, the existing partnership with the Turin Centre will be reinforced with a view to rationalizing and making the best possible use of human and financial resources, as most training activities will be planned and carried out at the Turin Centre or with its assistance and in the field. The plan of action will include, as an integral part, a major effort to train national officials, and workers' and employers' organizations on the provisions of Convention No. 155, its 2002 Protocol and Convention No. 187 so as to build national capacities for implementation and appropriate monitoring of the effectiveness of OSH measures.
11. The efforts to raise the visibility of the need for continuous improvements in the area of OSH in accordance with Convention No. 155, its 2002 Protocol and Convention No. 187 will be made in cooperation with other relevant international and regional bodies as appropriate, including the European Agency for Safety and Health at Work (EU-OSHA), Food and Agriculture Organization of the United Nations (FAO), International Atomic Energy Agency (IAEA), International Commission on Occupational Health (ICOH), International Maritime Organization (IMO), International Social Security Association (ISSA), the World Health Organization (WHO), United Nations Institution for Training and Research (UNITAR) and United Nations Environment Programme (UNEP). The plan of action will also seek to reinforce or promote synergies with public-private partnerships, where appropriate.

## 2. Strategy

12. Building on the momentum that has been created in recent years, and in line with the strategic objectives of the ILO as they relate to OSH and international labour standards, the plan of action has the following main objectives: creating a global environment increasingly aware of the importance of OSH standards; the need to place concern for OSH high on national agendas; and to improve the OSH situation at the workplace level.

### 2.1. *Promote and support the development of a preventative safety and health culture*

*Increase awareness of all the elements necessary for establishing and sustaining a preventative safety and health culture*

13. The fostering and promotion of a preventative safety and health culture is a fundamental basis for improving OSH performance in the long term. A preventative safety and health culture is one in which the right to a safe and healthy working environment is respected at all levels, where governments, employers and workers actively participate in securing a safe and healthy

working environment through a system of defined rights, responsibilities and duties. Since the promotion of such a preventative culture is very much a leadership issue, the ILO has to play an advocacy role. Building and maintaining a preventative safety and health culture requires making use of all available means to increase general awareness, knowledge and understanding of the concepts of hazards and risks and how they may be prevented or controlled, and introducing a systems approach to OSH management at national and enterprise levels and creating a high level of political commitment on the importance of OSH at the international and national levels.

14. The related advocacy and awareness-raising activities will include the organization of the annual global knowledge and awareness campaign: “World Day on Safety and Health at Work” (28 April) which is an effective means for the promotion of a preventative safety and health culture at the international, national and enterprise levels. The activities will also include strategic use of international meetings to promote a preventative safety and health culture in order to give higher priority to OSH at international and national levels and to engage all social partners to initiate and sustain mechanisms for a continuous improvement of national OSH systems. Attention will be given to incorporating follow-up to the promotion of the Seoul Declaration on Safety and Health at Work<sup>10</sup> adopted on the occasion of the XVIII triennial World Congress on Safety and Health at Work organized jointly by the ILO, ISSA and the Korea Occupational Safety and Health Agency. Efforts will be made to raise the visibility of the ILO’s OSH instruments through participation in other international congresses and events, elaboration of promotional materials and regular updating of relevant web sites.
15. In several aspects the present plan of action will depend on development of the knowledge base and capacity building in relation to OSH. The objective is to develop practical and easy-to-use training materials and materials for the dissemination of information to support OSH specialists in the field and improve capacities in those offices without an OSH specialist, in collaboration with the Turin Centre. The information material will include brochures on the content and approach of Convention No. 155, its 2002 Protocol and Convention No. 187, their complementarity and distinctive features.
16. Training tools will be developed which will focus on key principles of good practices regarding OSH and will complement the provisions of ILO standards in this field in order to contribute to their ratification through capacity building in ILO member States. In the field of OSH, adequate capacities to develop, process, disseminate and access knowledge that meets the needs of governments, employers and workers are a prerequisite for identifying key priorities, developing coherent and relevant strategies, and implementing national OSH programmes. Such knowledge includes: technical guidelines; methodologies for recording and notification of occupational accident and disease statistics; sharing of good practices and educational and training tools on OSH; and hazard and risk-assessment methods taking into account that OSH is an area which is in constant technical evolution. As part of these efforts support for the translation of the key instruments into local languages will also be promoted.
17. Targeted training programmes will be organized in cooperation with the Turin Centre. In supporting national implementation of OSH Conventions, the tools

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<sup>10</sup> The Seoul Declaration on Safety and Health at Work was adopted on 29 June 2008 by the Safety and Health Summit on the occasion of the XVIII World Congress on Safety and Health at Work in Seoul. See [www.seouldeclaration.org/](http://www.seouldeclaration.org/).

and methodologies developed will be used in relevant national training courses. Based on the experience of these courses, training methodologies and materials will be regularly reviewed. Training for ILO staff, with a view to improving the integration of OSH aspects in Decent Work Country Programmes, will also be organized on a stand-alone basis or as a part of courses with wider objectives. Integration of OSH elements, particularly OSH Conventions and Recommendations in the courses organized by the Turin Centre will be pursued, particularly those involving employers and workers. Efforts will be made to develop partnerships for the design of training tools with other relevant United Nations (UN) agencies within the framework of the UN reform process.

## **2.2. *Promote and support the ratification and implementation of key OSH instruments***

*Promote and support the ratification and effective implementation of Convention No. 155, its 2002 Protocol and Convention No. 187 taking into account the context of each country and the particular needs of its constituents*

18. Widespread ratification and implementation of Convention No. 155, its 2002 Protocol and Convention No. 187 is of particular strategic importance. It will trigger an important process which has the potential not only for an overall improvement in the area of OSH but also to boost the ratification of other instruments.<sup>11</sup> Countries selected for priority action should primarily include those that have demonstrated a political will to take action in this area and awareness raising should be addressed to the highest possible levels of government through high-level tripartite workshops or meetings to elicit national commitment to implement OSH policies or strategies. Efforts will also be made to use or establish national mechanisms to sustain high-level tripartite dialogue. Account must be taken of the fact that, in practice, overall country situations, the nature of problems and the national capacities to cope with OSH-related problems differ widely from country to country and a flexible approach is therefore required.
19. The basic rationale is to promote a systems approach to OSH at the national level which will help governments and social partners work together to develop a national programme and strategy to continuously improve OSH infrastructure and conditions. Support will be provided in the form of guidance material to develop, on a step-by-step basis, a national OSH profile, policy and programmes, and action plans to address targeted improvements in national OSH infrastructures and systems. The development of national OSH profiles – including a legislative gaps analysis – is important as the information collected will enhance the possibilities to provide targeted assistance to countries so that they can effectively implement the corresponding legislations once the Conventions have been ratified.
20. Policy guidance will be developed, through technical cooperation projects' workshops and OSH training networks, in such areas as OSH inspection, recording and notification of occupational accidents and diseases, and establishing or strengthening tripartite mechanisms for dialogue on OSH. The development of guidance material and model documents for the formulation of

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<sup>11</sup> Convention No. 187 specifically provides that ratifying parties shall carry out a periodical review of what measures could be taken to ratify relevant OSH Conventions. The instruments relevant for Convention No. 187 are listed in the annex to Recommendation No. 197.

national policies will also be considered. Such material will include guidance aimed at ensuring consultation and cooperation of workers and their representatives on OSH-related issues as well as at enhancing capacities of employers' and workers' organizations to provide support services to their members in OSH.

21. Available information on demonstrated political will to take action in this area will be used to select countries and to prioritize targeted action through technical assistance. This includes information concerning countries which have: (a) prepared or are in the process of preparing national OSH profiles; (b) developed or are in the process of developing a national OSH policy; (c) launched or are in the process of launching national OSH programmes; (d) requested ILO support in developing legislation relevant to OSH; and (e) declared ratification intents in the context of reporting under article 19 or in another form. Particular attention will be given to declared obstacles to ratification of Convention No. 155, its 2002 Protocol and Convention No. 187 in order to seek to remove these obstacles. Assistance will also be given to countries that have only ratified outdated OSH Conventions or where no OSH Conventions have been ratified. As part of general awareness-raising efforts, good examples of national OSH policies and programmes will be made available on the SafeWork web site to support countries considering ratification of Conventions Nos 155 and 187.
22. Office assistance will include support for the preparation of legislative gap analyses, research and development of tools to support action on OSH and to enhance the visibility of the benefits of improving OSH. Such tools could be used to convince policy-makers to consider OSH as an essential ingredient in development. They will include a methodology to determine more accurately the number of occupational accidents and diseases in a country, tools to enable countries to make their own estimate of the costs of occupational accidents and diseases to the national economy, templates for country profiles to support policy decisions regarding OSH and training courses for policy-makers on prioritizing OSH.
23. The ultimate aim of national OSH programmes and other action taken at the national level is to improve OSH at the workplace. Promotion of the provisions directed at the enterprise level in Convention No. 155 is thus essential. Depending on expressed needs and prior consultation, workshops, seminars, training courses, awareness-raising activities and meetings will be organized to reinforce national mechanisms and programmes to support enterprise level action. These activities will be organized with government institutions and organizations of employers and workers taking into account, in particular, relevant provisions in Convention No. 155 and its 2002 Protocol, specifying duties and responsibilities in relation to OSH at the enterprise level. Actions will be taken to:
  - implement the management systems approach in the enterprise, based on the *ILO Guidelines on occupational safety and health management systems (ILO-OSH 2001)*;
  - promote training activities for workers and their OSH representatives, managers and employers;
  - establish and support effective safety and health committees;
  - promote OSH-related information products designed for the enterprise such as codes of practice, databases of the Occupational Safety and Health Information Centre (CIS), the International Programme on Chemical

Safety's (IPCS) chemical safety cards, and the Globally Harmonized System of Classification and Labelling of Chemical (GHS);

- establish and implement systems for the recording and notification of occupational accidents and diseases; and
- develop manuals and methodologies to assist enterprises in the technical and practical aspects of applying OSH requirements.

24. Fatal and non-fatal occupational accidents and diseases have economic costs due to compensation, lost working time, interruption of production, training, medical expenses and the like. These increased costs are in the final analysis a burden to social security systems of countries. There is thus a close link between OSH and social security, in the sense that a preventative OSH culture may have a positive impact on social security systems.

25. In order to underpin the basic strategy of this plan of action, research will be undertaken into different areas. As a follow-up to research initiated at the ILO on the economic impact of international labour standards, research will be pursued on the impact of legislation on OSH improvements, the role of legislation in the reinforcement of national OSH systems, as well as the relationship between a safe and healthy working environment and productivity and competitiveness, and the relevance of international labour standards in this context. Research should also target OSH applications or practices which are particularly cost-effective, affordable or suitable to the needs of SMEs and the informal economy. Furthermore, research will also be carried out to address the gender dimension of OSH.

### 2.3. *Reducing the implementation gap in respect of ratified Conventions*

*Promote and support efforts to reduce the implementation gap in respect of Convention No. 155, its 2002 Protocol and Convention No. 187*

26. The effort to improve the impact of standards-related activities is a process with different characteristics depending on the stage at which action is taken. The comments of the Committee of Experts are evidence that in a number of cases there are significant implementation gaps in respect of ratified Conventions. Part of the objective of this plan of action is to assist parties to the three key instruments in improving their capacity to implement their undertakings effectively. In these cases, the Office will provide advice and support, for instance in the development of implementation plans, drafting legislation and facilitating tripartite dialogue for developing plans of action. Support that can be offered at this stage will be critical for effective implementation. This strategy will also include efforts, involving the field offices, to assist countries to prepare their first report under article 22 of the Constitution.

27. Particular attention should be given to a follow-up of issues identified by the Committee of Experts on the Application of Conventions and Recommendations on the basis of these first reports including through targeted technical needs analyses. This will increase the possibilities for an early resolution of obstacles to implementation. Such issues will be systematically monitored in order to target and prioritize assistance in this respect. Relevant issues and target countries will be identified in close consultation with the countries concerned and a plan for assistance developed accordingly. It will be proposed and implemented, on a tripartite basis, in interested countries.



28. Countries where implementation problems appear to persist are another target. Based on information submitted in the context of article 22 reports, targeted assistance may be instrumental to overcome obstacles to implementation and may speed up the process towards effective implementation. Awareness-raising action including information on the content and application of the instrument(s) at issue and on the practices in other countries may also contribute to resolving certain obstacles to an effective implementation. A systematic inventory of existing problems of implementation will be carried out in order to identify countries for priority action. Technical assistance will be implemented on a tripartite basis.

**2.4. *Improving OSH conditions in SMEs and in the informal economy***

***Promote and support efforts to improve OSH conditions in SMEs and in the informal economy***

29. Building on experiences gained and research carried out in this area, an effort will also be made to address the challenges faced by SMEs, and in the informal economy, with regard to implementation of OSH measures and improving OSH conditions. Available information on national practice in this area will be systematically collected and analysed in order to determine an appropriate strategy. Further application of practical action-oriented approaches will be promoted through the Work Improvement in Small Enterprises (WISE)<sup>12</sup> and Work Improvement in Neighbourhood Development (WIND)<sup>13</sup> programmes.

**2.5. *Other action to support the impact of OSH measures***

***Promote and support efforts to increase the impact of Convention No. 155, its 2002 Protocol and Convention No. 187 as a means to reinforce national OSH systems and improving OSH conditions***

30. Given the constantly evolving nature of the world of work, OSH is by necessity an area where adequate preventive and protective measures have to be developed on a continuous basis to address new and emerging occupational hazards and situations inherent in technological and scientific advances as well as socio-economic changes. As noted in the context of the development of Convention No. 155, achieving in absolute terms a safe and healthy environment may, in many ways, be an unattainable objective. Consequently, effective implementation of OSH standards must rely on continuous efforts to improve the working conditions and the application of the systems approach to the management of OSH based on the Plan–Do–Check–Act model reflected, inter alia, in the three instruments targeted in the plan of action. Promotion of a preventative safety and health culture will include efforts to sensitize all levels of the workforce and management. Information will be collected and shared on best practices in the implementation of OSH measures and in the application of OSH Conventions.
31. As emphasized in the General Survey on OSH and in the conclusions resulting from the discussion of this Survey, the application of the systems approach

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<sup>12</sup> Designed to promote practical voluntary action to improve working conditions by owners and managers of SMEs.

<sup>13</sup> Designed to promote practical improvements in agricultural households by the initiatives of village families.

relies, inter alia, on a periodic assessment of outcomes to emulate improvements or to take new or better focused actions and to resolve identified obstacles and further improve the situation. There is, however, a lack of reliable statistical data regarding the general level of effectiveness of national OSH systems and particularly the number and nature of occupational accidents and diseases. Such data is particularly important in order to prioritize measures and economic sectors in special need of attention and as a means to assist enterprises to prevent work-related accidents and diseases. In addition, the structures and methodology of national systems for recording and notification of occupational accidents and diseases vary greatly. International comparisons and analyses are therefore difficult to carry out, which hampers the possibility to learn from experience. It is thus essential to improve the collection, evaluation and dissemination of statistical data relevant to OSH. In cooperation with the Department of Statistics, and as appropriate with other units within the ILO, targeted promotional efforts will be made, and technical assistance provided. The objective is also to compile systematically, and render publicly available, existing global data in cooperation with units such as the CIS and the Department of Statistics. Efforts will be made to use this information, to the extent possible and relevant, as an indicator of the impact of action taken in this area. In this connection, increased awareness and use of the recently adopted<sup>14</sup> list of occupational diseases will be promoted for the updating of national lists of occupational diseases.

32. A closely related objective is to develop a methodology for evaluating OSH in practice, particularly in the form of specific OSH indicators. Convention No. 187 provides that national OSH programmes shall include objectives, targets and indicators of progress. Building on national developments and mindful of the methodological issues raised in the context of the ongoing efforts related to measuring decent work,<sup>15</sup> member States will be assisted in the development and use of indicators in this area and research will be carried out into the relevant methodological issues. Information used will be systematically made available, as appropriate, including through the Internet.
33. Effective implementation also depends on adequate and appropriate *inspection systems*, which should not only ensure enforcement of national laws and regulations through monitoring and sanctioning but also assist enterprises in understanding OSH regulations and in preventive efforts. The crucial role of national inspection systems was underscored in the General Survey on labour inspection in 2006.<sup>16</sup> Efforts will thus be made to link action with the promotion of ratification and implementation of the Labour Inspection Convention, 1947 (No. 81), and the Labour Inspection (Agriculture) Convention, 1969 (No. 129).

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<sup>14</sup> Adopted at the Meeting of Experts on the Revision of the List of Occupational Diseases (Recommendation No. 194) (Geneva, 27–30 October 2009); see GB.307/STM/2/4.

<sup>15</sup> See, inter alia, GB.306/17/5.

<sup>16</sup> ILO: *General Survey of the reports concerning the Labour Inspection Convention, 1947 (No. 81), and the Protocol of 1995 to the Labour Inspection Convention, 1947, and the Labour Inspection Recommendation, 1947 (No. 81), the Labour Inspection (Mining and Transport) Recommendation, 1947 (No. 82), the Labour Inspection (Agriculture) Convention, 1969 (No. 129), and the Labour Inspection (Agriculture) Recommendation, 1969 (No. 133)*, Report III(1B), International Labour Conference, 95th Session, Geneva, 2006.

### **III. Implementation framework**

#### **1. Strategic and budgetary frameworks**

34. The plan of action will contribute to the realization of outcomes 6 and 18 of the Strategic Policy Framework 2010–15.<sup>17</sup> It will also contribute to the realization of the Programme and Budget for 2010–11, which, in relation to international labour standards and social protection, provides for a “firm commitment to ensure that transparent and tangible progress is made in the area of OSH and in the ratification and application of up to date standards”. The targets set in indicator 18.1 (progress in the application of international labour standards) and indicator 18.3 (ILO action should lead to the ratification of up to date Conventions) are to be reached through the use of regular budget and extra-budgetary resources and through concerted work throughout the ILO at both headquarters and in the field.
35. As part of the plan of action to enhance the effectiveness of ILO standards, NORMES has sought extra-budgetary resources by submitting a technical cooperation proposal aimed at strengthening the ratification and implementation of international labour standards guided by the ILO supervisory bodies. In addition to the targeted actions proposed for the governance instruments, the proposal includes as a priority the implementation of Convention No. 155, its 2002 Protocol and Convention No. 187. Together with regular budget allocations allocated to SafeWork and NORMES, it will serve as the vehicle to implement the present plan of action. It will be linked, to the extent possible, to the plan of action for the governance instruments. Technical cooperation project proposals for the implementation of the plan of action will be prepared and donor support will be sought in order to implement substantial parts of the plan of action.
36. Given the central role of the Decent Work Country Programmes in the delivery of technical cooperation projects, it is important to ensure that those in the countries targeted for action include an OSH component and that due account is taken of relevant ratification prospects, as well as of comments made by the supervisory bodies on the application of the target Conventions.

#### **2. Activities and time frame**

##### **2.1. Initial phase (0–18 months)**

37. The initial phase of the action plan will be devoted to building a body of information on the OSH situation in each of the selected countries to serve as a baseline for selecting target countries and future monitoring of progress of actions taken. It will also focus on establishing the necessary communication, consultation and collaboration channels with the tripartite constituents, and technical assistance agreements defining priorities for action with the selected countries as well as formulation and submission of technical cooperation proposals to support the implementation. A number of informative and promotional documents will be developed to be used in workshops and seminars to introduce the plan of action, its purpose and the OSH standards. A database assembling all the relevant key information for each country, particularly the

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<sup>17</sup> Respectively “As a result of ILO policy guidance, at least 30 member States have adopted national OSH profiles, programmes or policies and/or started to implement measures based on the programmes to improve safety and health at work” and “specific standards-related improvements are made in at least 100 member States”.

data relevant to the OSH indicators mentioned above, will be developed and integrated, where appropriate, in the NORMES database. More specifically the activities will include:

- systematic compilation of relevant country-specific OSH information to support the process of selecting countries targeted for action;
- developing promotional packages and other general awareness-raising tools concerning Convention No. 155, its 2002 Protocol and Convention No. 187, including presentation materials for use by ILO field specialists and field offices and support for translation of materials into local languages;
- developing a training programme on the management systems approach to OSH;
- assisting countries to undertake legislative gaps analyses to enable them to give effect to and implement relevant OSH Conventions;
- developing programmes for the promotion of the ratification of Convention No. 155, its 2002 Protocol and Convention No. 187; for the provision of assistance at the different stages of the implementation process of these instruments including support for the preparation and updating of the different components of national OSH systems;
- promotion of the integration of OSH in Decent Work Country Programmes as they are developed or reviewed and in other UN programming processes;
- participation in conferences, symposia and other meetings including the World Day for Safety and Health at Work;
- ensuring Office-wide collaboration, involving headquarters, the field and the Turin Centre, on the basis of the targets and indicators set;
- carrying out research on the effects of safe and healthy working conditions on productivity and competitiveness in developing as well as in industrialized countries and the relevance of international labour standards in this context;
- carrying out research into OSH applications or practices which are particularly cost-effective, affordable or suitable to the needs of SMEs and the informal economy;
- support national efforts to include declines in the number of fatalities and accidents as an indicator of progress for national OSH programmes;
- formulating technical cooperation projects and negotiating with donors.

## **2.2. Main phase (19–72 months)**

- Implementing programmes in selected countries for the promotion of the ratification of Convention No. 155, its 2002 Protocol and Convention No. 187 and for the provision of assistance to the implementation process of these instruments including support for the preparation and updating of the different components of national OSH systems envisaged.
- Technical assistance for the reinforcement of selected national OSH system components such as legislation, inspection and training, particularly through field specialists on OSH and standards.
- Implementation of the technical cooperation programme for the promotion of the ratification of Convention No. 155, its 2002 Protocol and Convention No. 187 and other OSH Conventions in selected countries.

- Promotion of the integration of OSH in Decent Work Country Programmes and other UN programming processes.
- National and subregional seminars and workshops to promote national OSH systems and programmes and the roles of OSH Conventions.
- Supporting the preparation and updating of national OSH profiles.
- Awareness-raising activities at the regional and international levels.
- Compilation and dissemination of information on good practices with a view to encouraging a systems approach to OSH at the national level.
- Continuous updating of the information database.
- Developing new indicators to measure and evaluate the impact of activities carried out under the plan of action.
- Carrying out research to address the gender dimension of OSH.

### 3. Indicators

38. While the primary objectives of the plan of action are awareness raising and support for ratification and effective implementation of Convention No. 155, its 2002 Protocol and Convention No. 187, ratification and effective implementation of other up to date OSH Conventions<sup>18</sup> may also be seen as a sign of progress in countries that are parties to Convention No. 155 and, in particular, to Convention No. 187. Progress will be monitored on the basis of all or some of the following indicators:

- number of ratifications of Convention No. 155, its 2002 Protocol and Convention No. 187;
- number of ratifications of other up to date OSH Conventions;
- number of countries which have developed and adopted a national OSH profile;
- number of countries which have developed and adopted a national OSH policy and programme;
- number of countries tabling or adopting national legislation necessary for ratification or implementation;
- number of communications by member States of decisions to take steps for the effective application of Convention No. 155, its 2002 Protocol and Convention No. 187 and of other OSH instruments;
- number of requests for assistance for the purpose of ratification or implementation of Convention No. 155, its 2002 Protocol and Convention No. 187 and of other OSH instruments;
- number of countries which have set up, or substantially improved, national systems for recording and notification of occupational accidents and diseases;
- number of countries that have developed a methodology for and use specific OSH indicators;

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<sup>18</sup> See annex to Convention No. 187.

- number of requests for assistance for purposes of ratification or implementation of the OSH instruments, notably requests from national authorities for legal opinions or advice necessary for ratification;
- number of countries which applied the *ILO Guidelines on occupational safety and health management systems (ILO–OSH 2001)*;
- number of cases of improved implementation as reflected by positive comments (expression of interest or satisfaction) by the supervisory bodies on the application of Convention No. 155, its 2002 Protocol and Convention No. 187 and other OSH Conventions;
- number of persons effectively trained by the ILO in OSH-related capacity-building activities at national, regional and interregional levels;
- number of requests for training materials, thematic and research papers to be produced;
- number of Decent Work Country Programmes which include commitments to improve the OSH system;
- information submitted by countries on the decline in the number of fatalities, accidents and diseases due to an improved implementation of OSH measures in the workplaces;
- number of cases in which the constituents, with ILO support, adopt legislation, a national or sectoral profile, a policy or programme, improve implementation or ratify OSH Conventions.

#### **IV. Monitoring and evaluation**

39. Progress regarding the implementation of this plan of action will be monitored on a yearly basis and evaluated using the above indicators. Progress reports will be prepared by the Office and submitted to the Governing Body. Monitoring and evaluation will take place in accordance with standard ILO procedures. Account will be taken of the possible need to adjust the plan of action, including its indicators, in the light of experiences gained in its implementation.

#### **V. ILO institutional input**

40. The plan of action will be the joint responsibility of SafeWork and NORMES. It will be implemented in close collaboration with the Bureaux for Employers' and for Workers' Activities and in collaboration with the relevant units at headquarters. Collaboration will also be sought with ILO field offices, in particular OSH and standards specialists, as well as relevant units of the Turin Centre. Short-term consultants and external collaborators will be engaged to provide advice and assistance as required.