



International
Labour
Organization

MODULE 3

OSH Management at the Workplace: Addressing Young Workers' Needs

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



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



MODULE 3 ■

OSH Management at the Workplace: Addressing Young Workers' Needs

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

Copyright © International Labour Organization 2019

First published 2019



This is an open access work distributed under the Creative Commons Attribution 4.0 International License (<https://creativecommons.org/licenses/by/4.0/>). Users can reuse, share, adapt and build upon the original work, as detailed in the License. The ILO must be clearly credited as the owner of the original work. The use of the emblem of the ILO is not permitted in connection with users' work.

The work must be cited as follows: International Labour Office, *Improving OSH for Young Workers: A Self-Training Package*, Geneva: International Labour Office, 2019.

In case of a translation of this work, the following disclaimer must be added along with the attribution: This translation was not created by the International Labour Office (ILO) and should not be considered an official ILO translation. The ILO is not responsible for the content or accuracy of this translation.


In case of an adaptation of this work, the following disclaimer must be added along with the attribution: This is an adaptation of an original work by the International Labour Office (ILO). Responsibility for the views and opinions expressed in the adaptation rests solely with the author or authors of the adaptation and are not endorsed by the ILO.

All queries on rights and licensing should be addressed to ILO Publishing (Rights and Licensing), CH-1211 Geneva 22, Switzerland, or by email to rights@ilo.org.

Improving OSH for Young Workers: A Self-Training Package

ISBN: 978-92-2-133878-9 (print)

ISBN: 978-92-2-133879-6 (web pdf)



The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Information on ILO publications and digital products can be found at: www.ilo.org/publns.

Funding is provided by the United States Department of Labor under cooperative agreement number IL-26690-14-75-K-11. One hundred per cent of the total costs of the project is financed with federal funds, for a total of 11,443,156 dollars. This material does not necessarily reflect the views or policies of the United States Department of Labor, nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.



This publication has been printed on recycled-content paper. Printed in Serbia.

Design: Future by Design
www.futurebydesign.studio

Table of Contents

Abbreviations	9
Understanding the Icons Used in the Manual	10
Overview	12

3.1 Adopting an OSH Management System **16**

3.2 Key Stakeholders in Addressing Young Workers' Vulnerabilities to OSH Risks **20**

3.2.1 Employers	21
3.2.2 Workers' OSH Representatives	22
3.2.3 Joint OSH Committees	23
3.2.4 Occupational Health Services	25
3.2.5 Labour Inspectors	28

3.3 Risk Management **30**

3.3.1 Identify the Hazards	34
3.3.2 Determine Who Might Be Harmed and How	40
3.3.3 Evaluate the Risks	44
3.3.4 Define and Implement Risk Control Measures	48
3.3.5 Monitor, Review and Update the Risk Assessment	54





3.4 Young Workers' Participation **56**

3.5 Information, Supervision and Training **59**

Conclusion	65
Summary	66
Quiz	70

Action Guide **72**

Worksheet 13: Enterprise OSH Management System ..	72
Worksheet 14: Risk Assessment Template	76
Worksheet 15: Evaluating Risk Levels	78

Answers	83
Learning Journal	84
Glossary	86
References	96

Tables

Table of Activities

Activity: First Week of Work	60
------------------------------------	----

Table of Info Boxes

Info Box: ILO Guidelines on OSH Management Systems	18
Info Box: Rights and Functions of Workers' OSH Representatives and Joint OSH Committees	24
Info Box: Main Functions of Occupational Health Services	26
Info Box: Main Types of Hazards	34
Info Box: Prevention and Control Measures	48
Info Box: Sex and Gender-related Factors in Risk Assessment – Women and Men in Agriculture.....	50
Info Box: Key Issues for an Inclusion-Responsive Assessment	54
Good Practice: SPAR Retail Agency Team4Kids in Austria and Hungary	58
Good Practice: Safety Coach Project in Belgium	63

Table of Question Boxes

What is an OSH management system, and how can it help prevent workplace accidents and diseases?	17
What are the workers' responsibilities on OSH?	57
Is it worth sharing good practices?	64



Abbreviations

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

Credits

Page 16 Maxime Fossat © ILO

Page 20 © ILO

Page 30 © ILO






Page 56 © ILO

Page 59 © ILO

Understanding the Icons Used in the Manual

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

Table 1 Icons used in this manual

	Information boxes provide additional information or good practices on a topic presented in the manual.
	Learning questions help the reader reflect on specific content in the manual.
	Activities help the reader develop knowledge, strengthen skills, and shape attitudes in relation to OSH for young workers. Activities are in the Introduction and all three Modules. Most activities can be completed by the individual reader, while others are best completed as part of a group.
	Indicates the suggested amount of time to complete an activity.
	The group icon indicates that the activity is best completed as part of a group. For example, a young workers' organization or representatives of a trade union.





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



Indicates a term defined in the glossary.



Indicates a topic that addresses technical issues in depth.



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



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



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

Overview

Module 3 examines OSH for young workers at the workplace level. The first unit of Module 3 describes the importance of an OSH management system at the enterprise level, and particularly its relevance to young workers. The second unit presents the roles and responsibilities of the different stakeholders involved in OSH at the enterprise level. The third unit presents a practical risk management strategy that enterprises can adopt to help reduce and eliminate risks at the enterprise level. The fourth unit explores how young workers can actively participate in the OSH management system, and the fifth unit presents ideas to ensure the sustainability of an OSH management system through information sharing, supervision and training.

By the end of this module, you will be better able to:

- Identify the roles and responsibilities of different actors at the workplace level in supporting an OSH management system;
- Recognize hazards in work environments;
- Analyze how specific hazards and risks have different impacts on young workers (including impacts that affect both women and men differently);
- Formulate risk assessments and steps to control risks in relation to young workers.



The first two modules addressed the design of national policies and strategies on OSH (Module 1) and more specifically on the promotion of health and safety for young workers (Module 2). As noted in Module 2, an effective strategy should be articulated on three levels: macro (national), meso (sectoral or regional) and micro (local or enterprise). This Module examines strategies to reduce risks at the enterprise level.

Many enterprise-level actions are in line with national-level policies (see Table 11). Similarly, national policies on OSH should be informed by enterprise-level actions and challenges. Sharing enterprise-level good practices is pivotal in helping national policy-makers create effective prevention policies and programmes that are relevant and impactful on all workers, including young workers.

Table 11 National- and Enterprise-Level Actions

National level	Workplace level
Setting national OSH policy based on ILS and international best practice.	Setting OSH policy within the enterprise based on national law and policy.
Establishing and developing a national OSH system, including mechanisms to ensure effective collaboration between tripartite stakeholders (e.g. OSH national tripartite advisory body).	Establishing roles and responsibilities within the enterprise, including mechanisms to ensure effective collaboration between employers and workers (e.g. joint OSH committees).

Formulating and implementing national OSH programmes based on priorities and available resources.	Planning and implementing the elements of an OSH management system based on OSH hazard and risk assessment.
Reviewing national OSH programmes for impact and sustainability.	Evaluating and reviewing performance within the enterprise.
Formulating new national OSH programmes for continual improvement.	Improving the OSH management system to maximize worker protection.




OSH management
system

The recommendations proposed in Module 1 for addressing young workers' vulnerabilities are also valid at the workplace level. For example, ensuring that:

- all workers (including apprentices, interns, etc.) are covered by the OSH policy and receive appropriate training in preventative measures;
- young workers can participate or are represented in the development and implementation of the OSH management system; and
- young workers are adequately trained and informed on OSH hazards and risks, and know where to get their OSH questions answered.

This unit presents practical guidance for all stakeholders at the enterprise level who want to ensure the highest OSH standards possible. Doing so requires an understanding of the potential hazards and risks





that exist in the workplace. Since these are key concepts in this unit, brief definitions of each term are presented here:

- Hazard is the inherent potential to cause injury or damage to people's health. An example of a hazard in the construction industry is noise.
- Risk is the combination of the probability (likelihood) of an occurrence of a hazardous event and the severity of injury or damage to the health of people caused by this event. An example in the construction industry would be the risk of hearing loss among workers continuously exposed to noise at work where no control measures were being implemented.



3.1 Adopting an OSH Management System



See Appendix 3 for a list of tools to improve OSH at the workplace level.

An OSH management system is a means of effectively managing hazards and risks at work. Over the past few decades, this type of system has been adopted in both industrialized and developing countries. An OSH management system is usually implemented as a result of legal requirements or as a voluntary good practice. Key elements for its successful application include management's commitment and the active participation of workers in its implementation. Governments, employers and workers recognize the positive impact of introducing an OSH management system at the workplace level, both in terms of the reduction of hazards and risks and the impact on productivity.



In 2001, the ILO produced guidelines on developing, implementing and maintaining an OSH management system. While OSH specialists are those who usually develop these systems, management also has a responsibility for putting in place an OSH management system within their enterprise. The Info Box below illustrates the six steps required to create an OSH management system.

What is an OSH management system, and how can it help prevent workplace accidents and diseases?

An OSH management system is an important tool for effectively managing hazards and risks at work. It is based on OSH criteria, standards and performance, and aims to establish a comprehensive and structured mechanism for action for both managers and workers when implementing safety and health measures. An OSH management system follows a logical, step-by-step method to determine what needs to be done, how best to do it, monitor progress, evaluate how well it is done and identify areas for improvement. Perhaps most importantly, it is a mechanism meant for constant and continual improvement.



Continual
improvement



Info Box: ILO Guidelines on OSH Management Systems

The ILO Guidelines on Occupational Safety and Health Management Systems (known as ILO-OSH 2001) encourage the integration of the elements of the OSH management system into overall policy and management arrangements, emphasizing that OSH should be a line management responsibility in enterprises and not a task solely for OSH departments or specialists.

The Guidelines comprise the following six elements integrated in a continuous cycle:

Policy is the basis of the OSH management system. It sets the direction to follow and includes worker participation.

Organizing covers the elements of responsibility and accountability, competence and training, documentation and communication. It ensures that the management structure is in place and that responsibilities necessary for delivering OSH policy have been assigned.

Planning and implementation comprise the elements of initial review, system planning, development and implementation, OSH objectives and hazard prevention. Through the initial review, it shows where the enterprise stands concerning OSH, and uses this as the baseline for implementing OSH policy.



Evaluation addresses performance monitoring and measurement, investigation of work-related injuries, ill health, diseases and incidents, inspection, audits and management review. Such steps reveal how well the OSH management system functions and identifies any weaknesses that need remedying. It includes the very important element of auditing, which should be undertaken for each stage.

Action for improvement covers preventive and corrective action and continual improvement. It implements the necessary preventative and corrective action identified by the evaluation and the audits.



3.2 Key Stakeholders in Addressing Young Workers' Vulnerabilities to OSH Risks

Since an OSH management system is meant to improve OSH for all workers, the system should take into account young workers' vulnerabilities to OSH risks. Many stakeholders play key roles in addressing young workers' vulnerabilities; their roles and responsibilities are described below.



3.2.1 Employers

As already mentioned, employers are responsible for ensuring that all machinery, equipment, agents, premises, and processes under their control are safe and that any risks to the health of all workers are effectively managed. For this purpose, they should assess and manage risks, undertaking the relevant preventative and control measures.

Employers, including senior management, should allocate responsibility, accountability and authority for the development, implementation and performance of the OSH management system and the achievement of the relevant OSH objectives.

As workers' participation is an essential element of the effective management of OSH, employers should promote cooperation and communication among all members of the enterprise, including workers and their representatives, in order to contribute to and implement the elements of the organization's OSH management system.

Employers, including young employers, are sometimes unaware of their responsibilities, unfamiliar with OSH management concepts and principles, and unfamiliar with young workers' particular vulnerabilities in relation to OSH risks. Employer organizations play an important role in disseminating information among their members



Risk assessment



Risk management



OSH culture of prevention



Workers' OSH representatives



OSH committee

and promoting a culture of prevention on OSH for young workers.

3.2.2 Workers' OSH Representatives



See the Info Box on the next page for additional rights and functions of OSH workers' representatives.

In many countries, legislation requires the appointment of workers' OSH representatives and/or the establishment of OSH committees. Often the representatives of the workers and the trade unions take up these functions.

Where there is a trade union, it should adopt policies and methods to attract young workers and encourage them to join. Workers' safety representatives and trade unions should be included in any OSH induction training programme. They can provide important information on workplace hazards and risks for young workers, in particular when risk assessments are being carried out.



Induction training

The worker safety representatives play an important role in communication between the employer and the workers. In performing this task, they should pay particular attention to young workers: for example, they can coach young workers on OSH matters, conduct a hazard-mapping exercise with them, include topics of specific interests for young workers in the union agenda, encourage them to follow safety procedures and help them to feel more confident in raising OSH issues.



3.2.3 Joint OSH Committees

The joint OSH committee is a bipartite body established at the workplace and composed by equal representation of workers and employers. Its role is to provide a platform for cooperation between the employers and workers so as to achieve and maintain safe and healthy working conditions.

In nearly one hundred countries, the establishment, composition and functions of joint OSH committees in the workplace are regulated by national legislation, and consequently compliance is mandatory for the enterprise. In countries where national OSH legislation does not regulate joint OSH committees, collective agreements sometimes perform this function. If neither national legislation nor collective agreements require a joint OSH committee, employers and workers in any enterprise can establish this body on a voluntary basis.

The committee must represent the needs and interests of all workers in the company. Therefore, both women and men should be represented within the joint OSH committee, as well as workers of different ages and occupations, as relevant.

The participation of young workers in the committee is important. They can communicate OSH decisions to other young workers of the company and they bring the viewpoints of young people to committee discussions.



See the Info Box on the next page for additional rights and functions of joint OSH committees.



For further guidance on establishing an OSH committee, refer to the Occupational Safety and Health Convention, 1981 (No. 155), Recommendation (No. 164), and ILO-OSH 2001).



Reporting



Occupational accident



Occupational disease

For example, they can raise particular needs in terms of safety and health; explain why some measures could be ineffective; and suggest user-friendly methods to communicate information. The presence of a youth representative in the committee is also a sign of management commitment to young workers' safety and health and can motivate them to implement prevention measures, to report occupational accidents and diseases and generally to support a culture of prevention.



Info Box: Rights and Functions of Workers' OSH Representatives and Joint OSH Committees

According to the Occupational Safety and Health Convention, 1981 (No. 155) and Recommendation (No. 164), workers' safety delegates, workers' safety and health committees, and joint safety and health committees or, as appropriate, other workers' representatives should:

- be given adequate information on OSH matters, enabled to examine factors affecting safety and health, and encouraged to propose measures on the subject;
- be consulted when major new OSH measures are envisaged and before they are carried out and seek to obtain the support of the workers for such measures;
- be consulted in planning changes of work processes, work content or organization, which may have safety or health implications for the workers;
- be given protection from dismissal and other measures prejudicial to them while exercising their functions



in the field of OSH as workers' representatives or as members of safety and health committees;

- be able to contribute to the decision-making process at the workplace level regarding OSH matters;
- have access to all areas of the workplace and be able to communicate with the workers on OSH matters during working hours at the workplace;
- be free to contact labour inspectors;
- be able to contribute to negotiations in the enterprise on OSH matters;
- have reasonable time during paid working hours to exercise their OSH functions and to receive training related to these functions; and
- have recourse to specialists to advise on particular OSH problems.

3.2.4 Occupational Health Services

Occupational health services are responsible for advising the employer, the workers and their representatives on:

- The requirements for establishing and maintaining a safe and healthy working environment which will facilitate optimal physical and mental health in relation to work;
- The adaptation of work to the capabilities of workers in the light of their state of physical and mental health.

Occupational health services can be organized to serve a single enterprise or as a service common to a number of enterprises. In accordance with national conditions



Occupational health services

and practice, these services may be organized by enterprise(s); public authorities; social security institutions; or a combination of any of the above. In the absence of a specific occupational health service, the OSH authority may designate an appropriate existing service (e.g. a local medical service) to act as an occupational health service. The main functions of occupational health services are presented in the Info Box below.



Info Box: Main Functions of Occupational Health Services

According to the Occupational Health Services Convention, 1985 (No. 161), the main functions of the occupational health services are:

- identification and assessment of the risks from health hazards in the workplace;
- surveillance of the factors in the working environment and working practices which may affect workers' health, including sanitary installations, canteens and housing where these facilities are provided by the employer;
- provision of advice on planning and organization of work, including the design of workplaces, on the choice, maintenance and condition of machinery and other equipment and on substances used in work;
- participation in the development of programmes for the improvement of working practices as well as testing and evaluation of health aspects of new equipment;
- provision of advice on occupational health, safety



and hygiene and on ergonomics and individual and collective protective equipment;

- surveillance of workers' health in relation to work;
- promoting the adaptation of work to the worker;
- contribution to measures of vocational rehabilitation;
- collaboration in providing information, training and education in the fields of occupational health and hygiene and ergonomics;
- organization of of first aid and emergency treatment; and
- participation in analysis of occupational accidents and occupational diseases.

Workers' health surveillance is a crucial task of occupational health services and is one of the main components of any prevention programme in the workplace. Under Conventions No. 77, 78 and 124, health surveillance for young workers should include medical examinations at intervals of not more than one year, at least until the young worker has attained the age of 18. In occupations which involve high health risks (e.g. mining), medical examination and re-examinations for fitness for employment shall be required until at least the age of 21.



Workers' health
surveillance

3.2.5 Labour Inspectors



Labour inspection

During an inspection visit, labour inspectors conduct a physical examination in the workplace of working practices, standards and conditions, and verify if the employer is complying with national legislation.

In particular, labour inspectors may:

- assess whether the employer's policy for health and safety effectively ensures the health and safety of his/her employees;
- assess whether the organization and arrangements the employer has introduced for securing safety and health are effectively identifying, correcting and preventing safety deficiencies. This will include the employer's own arrangements for identifying hazards, assessing risk, and investigating accidents and diseases; and
- make assessments of the employer's arrangements for:
 - » the effective planning, organisation, implementation, control, monitoring and review of the protective and preventive measures at the workplace;
 - » dealing with emergencies;
 - » providing the employees and/or their representatives with relevant OSH information;
 - » training the employees in safety and health and ensuring the training is applied on the job;
 - » effective consultation with the employees and/or their representatives on matters relevant to safety and health;
 - » ensuring that the controls and arrangements in place effectively protect workers against the risk.

To this end, inspectors check compliance with applicable national legislation and instigate sanctions if required, as well as supporting employers in complying with their duties, and providing information, training and advice to employers and workers on OSH issues.

Inspectors should be empowered to enter freely and without previous notice at any hour of the day or night any workplace liable to inspection this is particularly useful if the inspector has reason to believe that prior notice would allow time for hiding irregularities. It is very useful in several cases (such as child labour) as it enables the inspector to observe actual conditions in the enterprise, and prevents documents and working conditions from being altered.

Any inspection visit should end with a closing conference with the key people, especially the manager or director of the enterprise, workers' OSH representatives, and members of the OSH committee. If young workers, including children above the minimum age for work, are present in the workplace, a final word can be shared with them on what was found, what action the inspector has proposed or intends to take, and to reassure them that they will not suffer any repercussions as a result of the visit.



In some national OSH systems, all OSH inspections are without prior notice (see ILO Convention No. 81, Art. 12).



Child labour



3.3 Risk Management

Hazard identification



Risk control



Risk management is the process of identification, assessment and control of risks, which aims at avoiding, minimizing or eliminating them. Effective risk management involves a commitment of human, financial and physical resources. As these are often limited, the enterprise has to allocate them to implement preventative and control measures on the basis of a definition of priorities.

In most countries there is no requirement for employers to conduct a specific risk assessment when employing a young person. However, there may be requirements to conduct a risk assessment on work activities for all workers, which would include young workers. In any event, when hiring a young worker, it is recommended that a workplace risk assessment be undertaken to check whether the specific factors affecting young workers are being effectively addressed.



The ILO has useful tools available for conducting risk assessment, including:

- Training Package on Workplace risk assessment and management for small and medium enterprises
- A 5 Step guide for employers, workers and their representatives on conducting workplace risk assessments



Table 12 is a template that can be used at the enterprise level to conduct a risk assessment. The template contains a five-step process:

- step 1 identifies the potential hazards in the workplace;
- step 2 identifies who might be harmed by the hazard and how they might be harmed; it is important to note, as mentioned in the Introduction, that some hazards might acutely affect young workers;
- step 3 assesses the risk level and describes what is currently being done to reduce the risk;
- step 4 determines what further action is required to reduce the risk and who is responsible for that action; and
- step 5 consists of follow-up measures, including monitoring and reviewing.

Each step in the template is explained in the sub-sections below, and one example concerning young workers is provided with sample answers at each step.



Worksheet 14 in the Action Guide for this Module contains the risk assessment template and can be completed for your enterprise.

Table 12 Risk Assessment Template

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?

Step 5

Record findings, monitor and review, update if necessary



Step 4

What further action is necessary?

Who must take the action and by when?

3.3.1 Identify the Hazards

The first step of the risk management process consists of identifying what could harm workers. This is achieved by surveying the workplace and identifying the hazards. Several different types of hazards are presented in the Info Box below.



Info Box: Main Types of Hazards



Safety hazards. Safety hazards include, for example, working at height; using dangerous machinery, equipment or tools; driving, riding or working near vehicles; digging trenches; walking on slippery surfaces and untidy floors; and working with or close to flammable or explosive materials or substances. Young workers may be particularly vulnerable to safety hazards because of their limited work experience, poor skills training, lack of information or instruction on safety hazards and procedures and lack of supervision.



Physical hazards. Physical hazards include exposure to a range of different physical agents that can be harmful to health, such as noise, vibration, certain kinds of lighting, extreme temperatures (both heat and cold) and radiation (including exposure to ultraviolet radiation from the sun and from welding). Workers exposed to UV radiation when they are young have an increased risk of developing skin cancer during their adult life, owing

to their long-term exposure (as the exposure starts at an early age). Young workers are also more susceptible than are adults to hearing loss due to excessive noise.



Biological hazards. Biological hazards include exposure to bacteria, parasites, viruses, and dangerous animals, insects and plants. They can result in many different types of disease, such as skin, intestinal and respiratory diseases. Biological hazards are common in sectors of the economy in which large numbers of young people work, such as agriculture (contact with animals), food processing and restaurants (handling food), health care (contact with people, blood and other bodily fluids) and garbage/waste management.



Chemical hazards. Chemical hazards include gases, dusts, fumes, vapours and liquids. Chemicals are used in most workplaces, and in all sectors. The toxic effects of a substance depend on the concentration of the chemical and the frequency and duration of the exposure, as well as on other contributing factors, such as individual sensitivity and characteristics (e.g. gender and age). Exposure to chemical hazards when young can cause serious harm to reproductive systems and hormonal balance.



Ergonomic hazards. Ergonomic hazards include carrying heavy loads; fast or repetitive movements; and poorly designed machines,

equipment and work processes that cause workers to adopt awkward positions. Musculoskeletal disorders (MSDs) such as back pain; tendonitis, herniated discs and carpal tunnel syndrome are typical outcomes of exposure to ergonomic hazards. Adolescents carrying heavy loads are at higher risk of skeletal damage and impaired growth because their bodies are still growing and developing. Furthermore, work methods; tools and equipment are typically designed for adults, meaning that young workers whose bodies are not yet fully developed are at higher risk of fatigue, injury and MSDs.



Psychosocial hazards. Psychosocial hazards are the result of the design and management of work and its social and organizational contexts, all of which can cause psychological or physical harm. A common response to psychosocial hazards is stress. Work-related stress can cause momentary distraction, errors of judgment, or failure in the performance of normal activities, increasing the risk of workplace accidents. It can contribute to the development of mental disorders (burnout and depression) and other physical problems (cardiovascular diseases and MSDs), as well as negative coping behaviours (alcohol abuse or smoking). Because young people continue to develop into their mid-twenties, mentally, emotionally and socially, their exposure to psychosocial hazards can be especially harmful.



See Appendix 4 for a list of risk assessment examples.



Workers and their representatives should be involved in the process of identifying hazards and given an opportunity to describe the dangers of the jobs they carry out. Frequently, before an accident occurs, near misses happen, but are not formally reported, and only the affected worker or witnesses know about them. In fact, it is often the worker who carries out a certain job that best knows the types and situations of danger linked to that specific work. It is critical that young workers are encouraged to participate and inform, as there may be specific hazards that other workers have not detected.

Table 13 provides an example of risk assessment related to handling of loads in agriculture, with the first step completed. The next section will look at the second step using this example.

Table 13 Risk Assessment Example (Step 1 Completed)

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?
Manual handling of loads in agriculture			
Step 5			
Record findings, monitor and review, update if necessary			




Step 4

What further action is necessary?

Who must take the action and by when?

3.3.2 Determine Who Might Be Harmed and How



Exposure routes and patterns

Once a list of hazards is completed, the groups of workers potentially exposed to these hazards should be identified, as well as the exposure routes (e.g. inhalation, ingestion, contact) and the exposure patterns (depending on frequency of contact with the hazards, intensity of exposure and time of exposure).

Special consideration should be given to some groups of workers who may face particular risks, such as new and young workers, new or expectant mothers, aging workers and people with disabilities.

Often workstations, tools, machines and equipment are designed for adults and can impose higher demands on the bodies of young workers, which are still in development. In these cases, the same situation may not pose a danger to an adult worker but may be hazardous for a young worker.

Particular attention should be paid to workers under the age of 18, as they must be protected by specific regulations on child labour, which limit certain occupations or tasks that may present dangers for workers of this age (see “Developing a Prohibition List of Hazardous Child Labour for Young Workers under 18” in Module 2).

Table 14 shows who might be harmed by the hazards presented in the examples in unit 3.3.1.

Table 14 Risk Assessment Example (Step 2 Completed)

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?
Manual handling of loads in agriculture	Farmers/workers moving heavy materials such as agricultural products, machines and packages.		

Step 5

Record findings, monitor and review, update if necessary



Step 4

What further action is necessary?

Who must take the action and by when?

3.3.3 Evaluate the Risks



There are different approaches to assessing risk. Apart from this 3x3 scale, a 5x5 scale is also commonly used (see Appendix 5 for an example).

In order to evaluate the risks associated with the identified hazards, a risk assessment should be carried out for each risk by doing the following:

1. Estimating the probability of each hazard according to its likelihood of occurrence (low probability, probable, or highly probable).
2. Estimating the severity of each hazard according to its potential of the harm (slightly harmful, moderately harmful, very harmful).
3. Multiplying the two factors to obtain a risk rating (low risk, medium risk, high risk). The rating will help prioritize the risks that need to be addressed by the implementation of control measures (see Table 15).

For further information on conducting a risk assessment and understanding the probability and severity of each hazard, refer to Worksheet 15 in the Action Guide for Module 3.

Table 15 Risk Assessment Matrix

		Potential severity or consequences of an event		
		Slightly harmful	Moderately harmful	Very harmful
Probability (likelihood) of event happening	Low probability	Low risk	Medium risk	Medium risk
	Probable	Medium risk	High risk	High risk
	Highly probable	Medium risk	High risk	High risk



Once each risk has been assessed, the current actions being undertaken to reduce each risk should be identified (see Table 16).

Table 16 Risk Assessment Example (Step 3 Completed)

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?
Manual handling of loads in agriculture	Farmers/workers moving heavy materials such as agricultural products, machines and packages.	High risk Manual handling of heavy loads has a high probability of causing or contributing to acute traumas such as fractures due to accidents, as well as chronic disorders related to the cumulative deterioration of the musculoskeletal system. Young workers, especially adolescents, carrying heavy loads are at higher risk of skeletal damage and impaired growth because their bodies are still growing and developing. Furthermore, young and new workers are often unfamiliar with good lifting techniques and safe working habits related to manual handling.	Annual training on the correct way of lifting loads.

Step 5
Record findings, monitor and review, update if necessary



3.3.4 Define and Implement Risk Control Measures

Once risks are assessed, actions should be taken to address them prioritized by the level of risk, in the following order high, medium and low. Risk management is an active step forward, leading to clear improvements in the workplace and hopefully the reduction of accidents and ill-health.

Risk management can sometimes seem a complex process that requires the advice of OSH specialists. However, many risks can be prevented and controlled in a relatively straightforward manner. Even in countries where the legislation is unspecific, employers, workers, inspectors and OSH specialists have developed their own principles for risk control, based on sound experience. These principles often take the form of a "risk control hierarchy," also known as the "OSH hierarchy of controls."



Info Box: Prevention and Control Measures

Preventative and protective measures should be implemented in the following order of priority:

1. Elimination of the hazard: measures that completely remove the source of risk, e.g. by using safe products (water rather than solvent-based paints).
2. Substitution with a less hazardous process or product: e.g. replacing a machine currently in use with one that has a better guard or a product which is less

hazardous.

3. Technical and engineering controls: measures that reduce the likelihood of exposure to the hazard, e.g. the installation of guards or local exhaust ventilation.
4. Administrative controls: measures that minimize the risk through safe systems of work, e.g. rotation of workers to reduce exposure or increased safety signage.
5. Personal protective equipment (PPE): e.g. special clothing such as a mask when welding, or a respirator when working around dust or fumes. PPE should be used only when collective protective measures cannot be identified.

To be effective, risk management measures taken must be communicated and properly explained to all workers concerned. If a process or product changes, workers need to be trained in the significance of that change, both from the production point of view and from the safety and health perspective.

In some low-risk environments the same measures adopted for all employees can work also for young workers.

However, recognizing differences (age, sex, ethnicity, etc.) among workers is vital when deciding on the priority of measures to be adopted. For example, PPE is often designed according to a “standard” occidental adult male worker physiology; women and young workers, in



Personal protective equipment (PPE)

particular adolescents, as well as adult men from different ethnic groups, may have difficulty adapting the assigned PPE to their body. They will sometimes use PPE that is not properly fitted, which may reduce the PPE's functionality by making it less protective, less comfortable and less effective, thereby not reducing the risk.



Info Box: Sex and Gender-related Factors in Risk Assessment – Women and Men in Agriculture

Agricultural workers face injury from machinery, poisoning from chemicals (often stored in the house or brought in on clothing), infections from biological hazards, inadequate rest and abuse (e.g. discrimination from crew leaders, substandard housing, violence, etc.). Pesticide exposure in this sector is a problem that affects all workers, but women face specific risks. For instance, they are more likely to be responsible for washing pesticide-soaked clothing, and less likely to read warning labels because of low literacy. Pesticide exposure negatively impacts the health of women and men, including their reproductive health. It can also impact on their children. In Delhi, it is estimated that the average infant receives through breast milk 12 times the acceptable level of DDT, an extremely dangerous pesticide.

Taken from: WHO, Building healthy and equitable workplaces for women and men: a resource for employers and worker representatives.



When risk control measures are adopted, someone should be responsible for implementation within a reasonable timeframe. A plan of action can be developed, including actions to be implemented quickly as well as long-term solutions and arrangements (see Table 17).

Table 17 Risk Assessment Example (Step 4 Completed)

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?
Manual handling of loads in agriculture	Farmers/workers moving heavy materials such as agricultural products, machines and packages.	High risk Manual handling of heavy loads has a high probability of causing or contributing to acute traumas such as fractures due to accidents, as well as chronic disorders related to the cumulative deterioration of the musculoskeletal system. Young workers, especially adolescents, carrying heavy loads are at higher risk of skeletal damage and impaired growth because their bodies are still growing and developing. Furthermore, young and new workers are often unfamiliar with good lifting techniques and safe working habits related to manual handling.	Annual training on the correct way of lifting loads.

Step 5

Record findings, monitor and review, update if necessary



Step 4

What further action is necessary?	Who must take the action and by when?
Provide mobile storage racks or wheeled stands for storing and moving materials, tools and products.	Employer
Provide hoists, rollers, conveyers or other mechanical means for moving or lifting heavy materials.	Employer
Train workers on the use of the adopted devices.	Supervisors and Workers' OSH representative
When the application of mechanical means is not feasible, provide easy-to-handle containers or packages, considering the workers' physical size and capacity (e.g. height, weight and strength) setting maximum load weights to be carried and reduce the carrying distances.	Employer and supervisors
Divide heavy loads into smaller ones or reorganize the task to have two or more people carry the load.	Supervisors
Provide induction training for all new workers on the safe techniques of lifting and handling loads and active supervision to ensure that the correct techniques are used.	Supervisors and Workers' OSH representative

3.3.5 Monitor, Review and Update the Risk Assessment

Implementing preventative and control measures is not the end of the process; it is necessary to maintain the measures properly and monitor their effectiveness. Any residual risk may also need to be assessed from time to time to evaluate its acceptability and to consider whether further control measures are needed. Furthermore, risk assessments should be reviewed routinely to test assumptions, to try to resolve uncertainties, and to take advantage of experience and improvements in methods of working. Careful workplace monitoring is also necessary to ensure that the control measures taken (and the implementation process itself) do not introduce new and unforeseen risks.



Info Box: Key Issues for an Inclusion-Responsive Assessment

The following are key issues for an inclusive-responsive assessment:

- matching work to workers (adapting the work to the individual);
- taking diversity issues seriously and having a positive commitment;
- avoiding making prior assumptions about what the hazards are and who is at risk;
- considering the entire workforce, including apprentices, temporal and seasonal workers, maintenance workers, etc.;

- considering the needs of the diverse workforce at the design and planning stage;
- providing relevant training and information on diversity issues regarding OSH risks to managers and supervisors, OSH representatives, etc.;
- providing adequate OSH training to each worker (training tools needs to be tailored to workers' needs and specificities);
- adopting a participatory approach in risk assessment and in the selection of preventative and protective measures;
- respecting OSH principles (prevention, precaution, hierarchy of controls, etc.);
- ensuring that changes are suitable for the different workers, including young workers;
- seeking advice on addressing the risks when there is not sufficient competence in the enterprise.



3.4 Young Workers' Participation

Young workers' participation in OSH is essential to improve the workplace OSH culture of prevention. This can be done by engaging and empowering them on OSH issues and giving them a voice that is heard.

Empowering young workers means helping them feel confident to ask difficult questions and, if necessary, to raise OSH issues with more experienced workers, supervisors and managers. The right to safe and healthy working environment and conditions is a fundamental right of all workers. According to ILO Convention No. 155, all workers have the right to abstain from work when there is reasonable justification to believe that the working situation presents an imminent and serious danger to his or her life or health.



In addition to their rights, young workers, like all workers, have responsibilities. Therefore, young workers need to be actively engaged.

What are the workers' responsibilities on OSH?

According to Recommendation No. 164, workers should:

- take reasonable care of their own safety and that of other persons who may be affected by their acts or omissions at work;
- comply with instructions given for their own safety and health and those of others and with safety and health procedures;
- use safety devices and protective equipment correctly and do not render them inoperative;
- report forthwith to their immediate supervisor any situation which they have reason to believe could present a hazard and which they cannot themselves correct; and
- report any accident or injury to health which arises in the course of or in connection with work.

Through adequate information, continuous training and good supervision, young workers can acquire the knowledge and skills needed to identify hazards and assess the risks they might face at the workplace. Strengthening their skills and knowledge will also strengthen their self-esteem, they will feel more confident and open to engage with other senior, more experienced workers.





Good Practice: SPAR Retail Agency Team4Kids in Austria and Hungary

SPAR is a retail store chain in Austria and Hungary. They established their own academy for vocational training of its young apprentices. As a first step, labour inspectors visited the stores and informed apprentices about OSH. Then the apprentices were asked to undertake inspections in several stores in the chain and to compile a report. They also contributed to the development of a booklet for use in the vocational training of all SPAR apprentices in Austria and Hungary. Finally, the apprentices who were members of this inspection team became trainers of other apprentices on OSH and passed on their knowledge and experience gained from the project.

Source: European Agency for Safety and Health at Work. 2009. Preventing risks to young workers: policy, programmes and workplace practices. (Luxembourg: Office for Official Publications of the European Communities).

A permanent and lively dialogue should be established, ensuring that young workers' voices are heard and considered; if young workers feel that the issues they raise receive attention and consideration, they will be motivated to participate and cooperate in the OSH management process.





3.5 Information, Supervision and Training

Young workers are at greater risk for several reasons, in particular their lack of work experience or awareness of OSH hazards and risks. It is the task of the employer, assisted by the workers' OSH representatives, to provide them with clear instruction, training and supervision, to make them aware of possible risks and to show them how to work safely. These actions make the workplace safer for all and make young workers more efficient and productive.

Young workers should be sensitized on the importance of safety and should learn the hazards and risks in the workplace and what can be done to prevent incidents. Increasingly, young workers learn the fundamentals of risk prevention in secondary school or college. This gives the employer a foundation to build on so that young people are more receptive to OSH prevention practices in the workplace.



Incident

At the time of recruitment, the employer (or a manager) should clearly explain to the young worker the basics of the employment relationship (terms of the contract, leave, working time, rules, salary, work organization, structure and policy, rights and duties). In addition to the induction training, on the first day of work, the employer, a manager or a member of the OSH committee may also organize a "tour" of the workplace, to explain the work organization and OSH issues, stopping at key points within the workplace to highlight particular safety concerns.



Activity: First Week of Work

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

Suppose you are an employer who recently hired a group of new, young workers. You want to make sure they understand all aspects of their work, including OSH issues. Apart from the work they will perform during the first week, list any other activities you should organize for them.



Activity	Purpose
<p>Example: Meeting with employer</p>	<p><i>Explain the basics of the employment relationship (terms of the contract, leave, working time, rules, salary, work organization, structure and policy, rights and duties etc.)</i></p>

For a suggested list of activities to conduct during the first week of work, refer to Appendix 7.



One way of recruiting and training young workers is through a formal apprenticeship programme. Apprenticeship is an important tool for ensuring the safe and complete transition from learning to working. The employer must ensure that apprentice training, both professional and OSH, takes place correctly, and not use the apprenticeship as a means of reducing labour benefits.

All workers, but especially young workers, at the beginning of their work experience, require supervision; effective supervision will allow the employer to evaluate not only the skills of the recruited young worker and his or her progress in the job, but also if he or she correctly understands and applies the OSH instructions and the safety equipment provided. Induction and training should be tailored to the tasks and to the working environment in which the young worker is going to perform.

Apart from formal training courses, the employer can use a wide range of on-the-job training methods. For example, the buddy system (or mentoring, or coaching) is a method used in new employee induction; a senior worker is assigned to the newly recruited worker, to facilitate his or her acclimatization to the culture and to day-to-day aspects of working. It provides new employees with a reliable, single point of contact for their basic questions regarding their work experience. It is an effective method of providing support, transferring skills and knowledge, monitoring stress, and reinforcing safety procedures.



Good Practice: Safety Coach Project in Belgium

This project was designed and implemented by Prevent, the Belgian Institute for Occupational Safety and Health. The safety coaches are older (+ 45 years), experienced workers who guide and assist new, young employees. They are designated by the company and trained in specific issues concerning young workers. The safety coaches use their acquired knowledge and experience in an original, useful and positive way to drive a culture of prevention. The initiative can also raise more awareness about OSH and lead to better communication between generations at the workplace. Source: European Agency for Safety and Health at Work. 2009. Preventing risks to young workers: policy, programmes and workplace practices. (Luxembourg: Office for Official Publications of the European Communities).

Mentoring new employees can also be effective against violence and harassment at work. Young workers are more vulnerable to workplace harassment. The employer has the responsibility for preventing bullying and for promoting a culture of mutual respect and support. Several manuals and training materials are available online on many OSH aspects and young workers should also be invited to access those documents also for individual study.



Violence and harassment in the world of work refers to a range of unacceptable behaviours and practices, or threats thereof, whether a single occurrence or repeated, that aim at, result in, or are likely to result in physical, psychological, sexual or economic harm, and includes gender-based violence and harassment.

To address this issue, the International Labour Conference adopted in June 2019 the Violence and Harassment Convention (No. 190) and its accompanying Recommendation (No. 206).



Temporary
employment

Young workers should be involved in lifelong learning opportunities for the continuous development and improvement of their job-related and OSH knowledge and skills; this should be done regardless of the duration and characteristics of their employment contract. This is important, as training has costs and, if the young worker is hired on temporary contracts, the employer will be hardly willing to invest in his or her training.



Is it worth sharing good practices?

Yes! Innovative ideas in OSH management at the enterprise level should be widely shared.

Public authorities (including labour inspectors), employers' organizations and trade unions promote the collection and sharing of successful experiences and newly acquired knowledge of OSH management. On the one hand, good practices can serve as reference for other enterprises, and on the other hand they represent a bottom-up strategy, able to influence meso and macro policies and programmes.



Conclusion

This Module described the importance of an OSH management system at the enterprise level, and how this system helps all workers, including young workers.

The success of an OSH management system depends on the effective involvement of many different persons. While most systems are the responsibility of employers, young workers should have a say in the development of the system. Other stakeholders, such as OSH workers' representatives, joint OSH committees, occupational health services, and labour inspectors, play vital roles in establishing an OSH management system.

Risk assessment at the enterprise level takes into consideration potential hazards and the risks they entail for workers, including young workers. The five-step process for risk assessment can help enterprises create a strong OSH management system that benefits all workers and builds the foundation of workplace prevention.



Summary

Unit 3.1

- An OSH management system is a means of effectively managing hazards and risks at work.
- An OSH management system is a continuous process, including the formulation of an OSH policy, the organization of the system, planning and implementation, evaluation, and actions to improve OSH for all workers.

Unit 3.2

- An OSH management system is meant to improve OSH for all workers; therefore the system should take into account young workers' vulnerabilities to OSH risks.
- Employers should assess and manage risks ensuring that appropriate control measures following the hierarchy of controls are present.
- OSH workers' representatives and joint OSH committees have similar rights and functions with respect to the OSH management system, including contribution to decision-making on OSH matters at the workplace level.
- Occupational health services are responsible for advising the employer, the workers and their representatives on requirements for establishing and maintaining a safe and healthy working environment. They also advise on the

adaptation of work to the capabilities of workers in the light of their state of physical and mental health.

- Labour inspectors play a key role in the OSH management system by inspecting work practices, standards and conditions, and verifying how well duty holders assess risks and take action to control them, managing and maintaining necessary preventative measures.

Unit 3.3

- Risk management is the process of identification, assessment and control of risks, which aims at avoiding, minimizing or eliminating them. Effective risk management involves a commitment of human, financial and physical resources.
- The five-step process for risk management includes:
 - » Step 1: identifying the potential hazards in the workplace.
 - » Step 2: identifying who might be harmed by the hazard and how they might be harmed. It is important to note, as mentioned in the Introduction, that some hazards might acutely affect young workers.
 - » Step 3: assessing the risk level and describe what is currently being done to reduce the risk.
 - » Step 4: determining what further action is required to reduce the risk and who is responsible for that action.
 - » Step 5: ensuring follow-up measures, including monitoring and reviewing.

- There are different types of hazard, including: safety, physical, biological, chemical, ergonomic, and psychosocial.
- Risk assessment is a process of evaluating the risks to safety and health arising from hazards at work. Risks may be categorised as low, medium, or high.
- Risk control measures include elimination of the hazard, substitution with a less hazardous process or product, technical and engineering controls, administrative controls, and PPE.

Unit 3.4

- Young workers' participation in OSH is essential for improving the workplace OSH culture of prevention.
- All workers, including young workers, have rights and responsibilities. With respect to OSH, some responsibilities include compliance with instructions to ensure their own safety and health as well as those of others; reporting any potential hazard in the workplace; and reporting any incident or injury which arises in connection with work.
- Strengthening the skills and knowledge on OSH of young workers will help them identify hazards and assess risks in the workplace, as well as strengthen their self-esteem to engage more with senior, more experienced workers.
- Open dialogue needs to be in place in order to ensure that young workers' experiences and opinions are heard.

Unit 3.5

- Young workers should be sensitized on why safety is extremely important and should know the hazards and risks in the workplace and what to do to prevent harmful incidents.
- Prior to entering the workforce, students should learn about OSH fundamentals in the formal education system.
- Young workers should be provided with adequate training on OSH at the time of recruitment.
- Young workers, especially at the beginning of their work experience, require supervision; effective supervision will allow employers to evaluate not only the skills of the recruited young worker and his or her progress in the job, but also if he or she correctly follows the OSH instructions and uses the safety equipment provided.
- Other methods and opportunities exist for young workers to learn about OSH, including the use of the buddy system (mentoring) with a more experienced employee, staff meetings, and regular training (in person, through manuals, online).

Quiz

1. Fill in the blanks using "risk," "hazard," or "OSH management system":
 - » A _____ has the inherent potential to cause injury or damage to people's health.
 - » A _____ is the combination of the probability of an occurrence of a hazardous event and the severity of injury or damage caused by the event.
 - » An _____ is a means of effectively managing hazards and risks at work.

2. Give one reason why it is important for an enterprise to have an OSH management system.

3. How can joint OSH committees be formed?
 - a) Through national legislation.
 - b) Collective agreements.
 - c) Voluntarily at the enterprise level.
 - d) All of the above.

4. What are the steps in a risk assessment? Put the following steps in order from first (1) to last (4).
 - a) ___ Prioritize actions to reduce risks.
 - b) ___ Determine the risk level.
 - c) ___ Identify the hazards.
 - d) ___ Identify who might be harmed and how.



5. Match each of the following with the type of hazard it represents.

a) Excessive noise.	1. Ergonomic
b) Working with tools designed for adults.	2. Psychosocial
c) Battery acid.	3. Chemical
d) Bullying in the workplace.	4. Biological
e) Bacteria.	5. Physical

6. Order the following preventative and protective measures in order of priority from highest (1) to lowest (5).

- ___ Administrative controls.
- ___ Elimination of the hazard.
- ___ Personal protective equipment.
- ___ Technical and engineering controls.
- ___ Substitution with a less hazardous process or product.

7. List at least three responsibilities that workers have to ensure a safe workplace environment.

8. True or false: Induction training for new employees can take place anytime. True False

See the answers on page 83.



Action Guide



This Worksheet refers to Unit 3.1.

Worksheet 13: Enterprise OSH Management System

Using the ILO guidelines for the development of an OSH management system, review the components below to help your enterprise create or strengthen an OSH management system that takes into consideration the needs of young workers.

Step	Key questions
Creation of an OSH policy	<ul style="list-style-type: none"> • Do we have a policy? • Is the policy developed with inputs from workers, including young workers? • Does the policy reflect the OSH needs of young workers?
Organizing the OSH management system	<ul style="list-style-type: none"> • Does management have the structure to support an OSH management system? • Are the roles and responsibilities properly assigned to key personnel? Who will be responsible for training, documentation, and communication of the policy? • What role do young workers have?



Our context

Step	Key questions
Planning and implementation	<ul style="list-style-type: none">• Have “SMART” OSH objectives been set?• How has the policy informed the action plan?• Have hazards been identified? Has there been a risk assessment and prioritization of actions?• Has there been a gender-responsive approach to identifying hazards?
Evaluation	<ul style="list-style-type: none">• Are the following aspects evaluated: performance monitoring and measurement; investigation of occupational injuries, diseases and incidents and work-related diseases; audits and management review?• What are the strengths of the OSH management system? What are the weaknesses?
Action for improvement	<ul style="list-style-type: none">• What measures can be taken to continually improve OSH for everyone, including young workers?



Our context



Worksheet 14: Risk Assessment Template

Use this template to complete a risk assessment for your enterprise. To evaluate the risk level in Step 3, use the template in Worksheet 15.



This Worksheet refers to Unit 3.3.

Step 1	Step 2	Step 3	
What are the hazards?	Who might be harmed and how?	What is the risk level? (Low, Medium, High)	What is already being done to address the risk?

Step 5

Record findings, monitor and review, update if necessary



Step 4

What further action is necessary?

Who must take the action and by when?



Worksheet 15: Evaluating Risk Levels

For each hazard identified in Worksheet 14, assess the risk involved and label it as high, medium, or low risk.

Hazard	Probability of event		Consequence			Risk level			
	Low	Probable	High	Slightly harmful	Moderately harmful	Very harmful	Low	Medium	High
Example: exposure to chemicals	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>





This Worksheet refers to Unit 3.3.

Hazard	Probability of event		Consequence			Risk level			
	Low	Probable	High	Slightly harmful	Moderately harmful	Very harmful	Low	Medium	High
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

For reference: Risk Matrix¹

		Potential severity or consequences of an event		
		Slightly harmful	Moderately harmful	Very harmful
Probability (likelihood) of event happening	Low probability	Low risk	Low risk	Medium risk
	Probable	Low risk	Medium risk	High risk
	Highly probable	Medium risk	High risk	High risk

When determining the potential severity or consequences of an event, the three levels are summarized as follows:

- **Slightly harmful:** this may refer to an injury or illness, which may need only minor first aid treatment, or there could be some short process interruption. It does not keep anyone off work for more than a couple of days, if at all.
- **Moderately harmful:** in this scenario there is the potential for more serious injuries or ill health that may cause temporary incapacity from which the person can recover – a broken arm or minor fracture, for example. The injury or illness keeps the victim off work and unwell for a substantial period of time. The employer can make a claim for lost time due to injury or illness, or process interruption may be for a couple of days.

¹ ILO. Training package on workplace risk assessment and management for small and medium-sized enterprises. ILO: Geneva. 2013.

- **Very harmful:** potentially serious injury or illness or death and possible long-term or permanent injury or illness, including death, amputation, or noise-induced hearing loss. “Life-changing injuries” is a common term in this context.

When determining the probability of an event happening:

- **Low probability:** where the risk of the event taking place is unlikely or infrequent.
- **Probable:** where there is a strong possibility or likelihood of the event occurring.
- **Highly probable:** work situations in which it is almost certain that the event will occur.

To determine the potential severity and probability, it can be useful to access information on workplace hazards and risks, such as statistics on the prevalent occupational accident and diseases and the hazards involved by sector or occupation; information or safety data sheets provided by manufacturers and suppliers of machinery, substances, and so forth; national and international guidelines; information from workers, employers and their organizations; workplace inspections; accidents and diseases investigations and workers’ health surveillance; advice from competent internal and external OSH professionals or labour inspectors. It is also important to consider control measures already adopted in the enterprise to minimize both the severity and the probability of a potential hazard.

The risk is determined as a combination of the severity and probability of an even happening:

- Low risk: there may be a slight risk of minor injury or ill health occurring. The probability of anything happening that may cause harm is low and the consequences of it happening could vary from slight to moderate.
- Medium risk: the consequences or the severity of injury or disease are serious, even if the likelihood of a causal event is low. It can also be assumed when the probability is raised, even when less serious harm can be expected to result, or where more people are likely to be harmed.
- High risk: it is probable or highly probable that there can be an event capable of causing moderate or serious injury, illness or death.



Answers

Quiz:

1. Hazard, risk, OSH management system.
2. An OSH management system is an important tool to effectively manage hazards and risks at work. It aims to establish a mechanism for action for both managers and workers when implementing safety and health measures.
3. d) All of the above.
4. a) 4, b) 3, c) 1, and d) 2.
5. a) 5, b) 1, c) 3, d) 2, e) 4.
6. a) 4; b) 1; c) 5; d) 3; e) 2.
7. Take care for their own safety and that of other persons, comply with instructions for their own safety and health and those of others, use safety devices and PPE, report situations that could present a hazard, report any accident or injury.
8. False

Learning Journal

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

What?

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

So What?

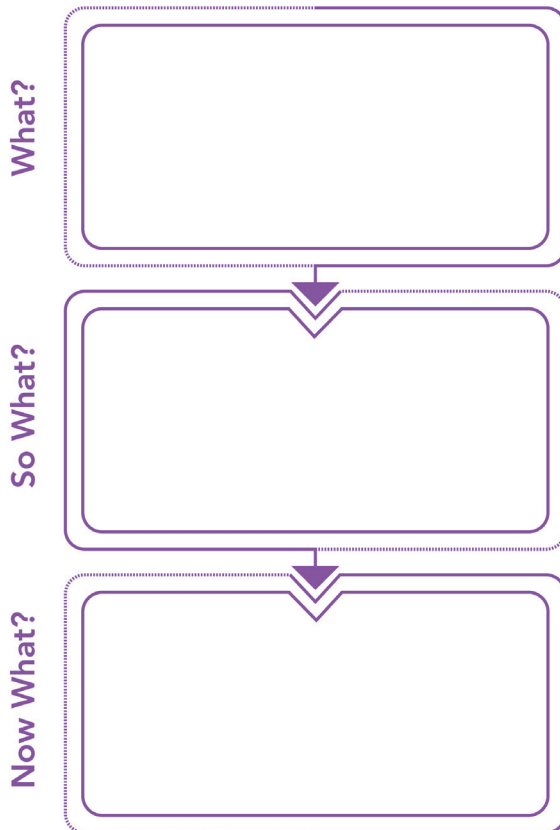
The “So What?” question asks you to reflect on the implications of what you learned. Based on your answer to the “What?” question, ask yourself “So what does this mean to me? What does this mean for my work?”

Now What?

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

Module 3: OSH Management at the Workplace: Addressing Young Workers' Needs

Reminder: Understanding an OSH management system, identifying key stakeholders in addressing young workers' vulnerability to OSH risks, understanding risk management, how to improve young workers' participations, and improving access to information, supervision and training.



Glossary

A

Adoption

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

B

Binding (or non-binding)

Imposing (or not) a legal obligation.

C

Child labour

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

Competent authority

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

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

Continual improvement

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

Convention

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

D

Dangerous occurrence

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



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

Disaggregated (data)

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

Domestic work

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

E

Employer

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

Employers' organization

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

Epidemiologic study

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

Exposure

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

Exposure routes

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

(through the skin).

Exposure patterns

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

F

Frequency rate

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

G

Gender analysis

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

Gender-responsive approach

Gender norms, roles and

inequalities are considered and measures are taken to actively address them. Being gender-responsive means going beyond acknowledging gender gaps and really doing something to address the discrepancies.

H

Hazard

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

Hazard identification

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

I

Incidence rate

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

Incident

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



Induction training

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

Informal economy

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

Informal employment

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

International Labour Standards (ILS)

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

Interpretive study or interpretive research

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

K

Knowledge, Attitude and Behaviour (KAB) study

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

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

L

Labour inspection

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

M

Member States

Countries that belong to an international organization or federation.

N

Non-standard forms of employment

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

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

Notification (of occupational accidents and diseases)

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

O

Obligation

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



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

Occupational accident

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

Occupational disease

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

Occupational exposure limits

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

Occupational health services

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

Occupational injury

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

Occupational Safety and Health (OSH)

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

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

OSH committee

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

OSH culture of prevention

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

OSH management system

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

P

Personal protective equipment (PPE)

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

Protocol

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

Q

Qualitative data

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

Quantitative data

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

R

Ratification

International act whereby a member State indicates its consent to be bound to a treaty if



the parties intended to show their consent by such an act.

Recommendation

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

Recording (of occupational accidents and diseases)

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

Reporting (of occupational accidents and diseases)

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

Risk

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

Risk assessment

Process of evaluating the risks to safety and health arising from hazards at work.

Risk control

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

Risk management

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

S

Severity rate

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

T

Temporary employment

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

Treaty

International agreement made by negotiation between two or more international actors (such as

sovereign states and international organizations).

Tripartite constituents (ILO tripartite constituents)

Government, employer, and worker representatives.

W

Worker

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

Workers' health surveillance

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



Workers' OSH representative

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

Workers' organization (or trade union)

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

Workers' representative

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

Work-related disease

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

Y**Young worker**

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

Young workers' organization

Organization dedicated to improving working conditions for young workers.

Youth organizations

Organization established to provide activities and socialization for young people. A youth organization can be created and run by young people themselves or by interested adults. Boy scouts are an example of youth organizations operating at local, national and international level.

References

- Alli, B. O. 2008. Fundamental principles of occupational health and safety. (Geneva: ILO).
- ILO. 1996. Recording and notification of occupational accidents and diseases. An ILO code of practice. (Geneva: ILO).
- . 2001. Guidelines on occupational safety and health management systems, ILO-OSH 2001. (Geneva: ILO).
- . 2008. Occupational injuries statistics from household surveys and establishment surveys, ILO manual on methods. (Geneva: ILO).
- . 2011. Labour administration and labour inspection. Report V. International Labour Conference, 100th Session, 2011. (Geneva: ILO).
- . 2012. Training Package on Development of a National Programme of Occupational Safety and Health. (Geneva: ILO).
- . 2013. Building a Preventative Safety and Health Culture. A guide to the Occupational Safety and Health Convention, 1981 (No. 155), its 2002 Protocol and the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187). (Geneva: ILO).
- . 2013. Plan Safe, Plan Healthy: Guidelines for Developing National Programmes on Occupational Safety and Health. (Geneva: ILO).
- . 2013. 10 Keys for Gender Sensitive OSH Practice – Guidelines for Gender Mainstreaming in Occupational Safety and Health. (Geneva: ILO).

- . 2017. Challenges for the collection of reliable OSH data - Fact sheet. (Geneva: ILO).
- . 2017. Data Sources for Optimizing the Collection and Use of OSH data.
- . 2017. Towards Safety and Health for Young Workers: Knowledge, Attitudes and Behaviour of Young Workers in the Agriculture, Construction and Craft Villages Sectors in Selected Regions of Myanmar, the Philippines and Viet Nam. (Geneva: ILO).

Webpages:

- ILO. LEGOSH – Global Database on Occupational Safety and Health Legislation. Available at: <https://www.ilo.org/dyn/legosh/en/f?p=14100:1000:0::NO::>
- ILO. National profiles on occupational safety and health. Available at: https://www.ilo.org/safework/areasofwork/national-occupational-safety-and-health-systems-and-programmes/WCMS_187981/lang--en/index.htm

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

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

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

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



LEARN MORE