

Young Worker Safety Certificate Program

PROPOSED PROGRAM MODEL

(Version 2 of Options Paper)

**based on recommendations of
the Young Worker Safety Certificate Working Group**

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Young Worker Safety Certificate Program

DRAFT PROGRAM MODEL – Version 2

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OVERVIEW

CHANGES from Draft 1 of Program Model

- Whether the YWSC program should be mandatory – and if so, for whom – was the topic of extensive discussion during the June 25, 2002 meeting of the YWSC Working Group. Divergent views on this subject were evident during the feedback phase (May-June 2003) after publication in April 2003 of the first draft of the program model based on March 12, 2003 Working Group discussions. An agreement that the YWSC initiative should be a **VOLUNTARY PROGRAM** for job candidates, workers and employers (but the core module possibly becoming mandatory for high school graduation), along with related promotional recommendations (reflecting Working Group input on June 25), are now part of the program model.
- This updated draft (version 2) of the proposed model for a Young Worker Safety Certificate program in British Columbia also recommends a **FINANCING STRATEGY** for the program.
- Clarification of the **ROLE AND SPECIFIC RESPONSIBILITIES THAT CAN BE ASSUMED BY THE WORKERS' COMPENSATION BOARD OF BRITISH COLUMBIA** is part of the host organization section.
- **STAKEHOLDER FEEDBACK RECEIVED OVER APRIL-MAY-JUNE 2003** has been used to update every section of the conceptual model of the program. **Employer and youth views have been given the greatest weight in altering the proposed operating terms of reference, in keeping with the Steering Committee's direction that the support of these two stakeholder groups is most critical to program success.** That said, all input has been carefully considered. Practical suggestions from educators, parents, risk assessors and other safety advocates have also been incorporated in this model update.
- Each section of the model description now contains an explicit statement of the **RATIONALE** as well as the recommended approach regarding that aspect of the program.
- The model description follows a format similar to the first draft. **FIFTEEN SECTIONS** cover:
 1. Target Audience Definition
 2. Program Goals and Participant Learning Objectives
 3. Voluntary vs. Mandatory Agreement
 4. Participation Incentives / Benefits
 5. Legislative Support
 6. Financing Strategy
 7. Modular Curriculum Design & Content Requirements
 8. Instructional Design
 9. Delivery System
 10. Host Organization
 11. Instructor Requirements
 12. Program Length
 13. Competency Assessment
 14. Pricing Model
 15. Program Evaluation.

FEEDBACK REQUIRED BY SEPTEMBER 5, 2003 from industry, youth, parent, education, community safety and organized labour reps on YWSC Working Group & Steering Committee

A feedback form to facilitate resolution of some outstanding issues before the October 8, 2003 symposium is included on pp.53-55 and is also being distributed as a separate attachment to all Working Group and YWSC Steering Committee members. The form is intended to solicit more stakeholder input in lieu of summer meetings and while other feasibility research is going on. In this way, the program model can be further refined before it is presented to yet more stakeholder group reps at the symposium.

Please send your responses **AS SOON AS POSSIBLE** - and in any event, before **September 5, 2003** to allow for synthesis by the project team.

NEXT MEETING OBJECTIVES

- **September 16, 2003 meeting with industry associations representing sectors with the greatest number and most severe types of young worker injuries**
Leaders of industry associations would be invited to a briefing on the proposed YWSC program. The purpose of this meeting would be to review with a broader group of employer reps than is currently involved in the Working Group:
 - the draft program model based on Working Group recommendations to date
 - proposed financing approach through the WCB Accident Fund
 - interest in the industry-specific modules as well as the core content
 - desired outcomes with youth.
- **October 8, 2003 symposium** One of the purposes of the symposium is to expand - and in so doing, to test - the circle of support for a Young Worker Safety Certificate program in BC. This consensus check will be based on the program model developed as of that date, using all input from the YWSC Working Group and YWSC Steering Committee, as well as youth and parent feedback gained from surveys conducted in the Spring.

The second aim is to use the input of stakeholders who are present at the symposium (combined with cost and other feasibility research findings collected over July-August) to appropriately amend the program design to maximize the likelihood of achieving stated goals while recognizing implementation hurdles.
- **Mid-November** After the symposium, stakeholder recommendations will be reviewed in mid-November with the senior management team in the Prevention Division of the Workers' Compensation Board of BC. The purpose of this meeting will be to identify any hurdles from WCB's perspective in proceeding with the program model as proposed by industry, youth and other stakeholders.
- **November 25, 2003 meeting** The primary objective of the final stakeholder meeting on November 25, 2003 - a **joint meeting of the YWSC Working Group and YWSC Steering Committee** - will be to collectively develop the implementation plan for the proposed program model and to reach agreement on the best partnership arrangements for curriculum development, instructional delivery, competency assessment, program promotion and administration.

YWSC RESEARCH & CONSULTATION PROCESS TO DATE

- Ongoing tracking of young worker injury patterns by WCB (1989-present)
- Environmental scan conducted by WCB (2001-02) of young worker safety certificate and related programs in other jurisdictions
- Focus groups in 2001 with young workers and in 2002 with injured young workers, as well as focus groups with parents, supervisors of young workers and educators
- Youth surveys conducted by WCB (2001-02); follow-up surveys (2003) focused specifically on YWSC
- Regional Student Voice forums (2002)
- Parent survey on YWSC (2003)
- YWSC Steering Committee representing 20 stakeholder organizations formed in January 2003
 - Program drivers and other background information reviewed
 - Interest in proceeding with a YW Safety Certificate program confirmed
 - Evaluation criteria established for choosing “best program approach”
 - Additional program models identified for consideration by the Working Group
 - Working Group members nominated by Steering Committee (from organizations represented on the Steering Committee as well as many other stakeholder organizations)
- YWSC Working Group established in February 2003 to consider program options in more detail
- Case studies (program profiles) produced for the thirteen most relevant programs of all programs investigated during environmental scan and follow-up research done at Steering Committee direction
- Working Group meeting on March 12, 2003 to review 13 different certificate program models, i.e., to consider specific features of each program and identify what they like or don't like about each approach
- Draft Young Worker Safety Certificate program model for British Columbia constructed from the input provided during the March 12 (2003) meeting of the YWSC Working Group
- Review and comment on draft model by YWSC Working Group over April-May-June 2003 and compilation of all stakeholder input in summary report published June 20, 2003
- Working Group meeting on June 25, 2003 to consider divergent views on selected aspects of the program model and to develop related recommendations
- Updated draft of the program model published in July 2003 (this report)
- Ongoing research to address information requests presented by various members of the YWSC Working Group and to track developments with related initiatives (e.g., national Passport to Safety campaign, changes in high school graduation requirements introduced by BC's Ministry of Education, Youth Employment Summit, etc.)

AUGUST-OCTOBER 2003 – PLANNED RESEARCH ACTIVITY

- Further investigation into actual costs for similar programs – and development of a draft start-up budget as well as an ongoing operating budget for the proposed YWSC program in BC
- Feasibility interviews with prospective delivery partners
- Investigation of testing approaches in selected programs
- Investigation of the certificate registry systems established by Passport to Safety and by FoodSafe

EMERGENT MODEL SUMMARY

VISION

- A community-based program serving all industries
- Changing the consciousness, skill level and behaviour of young workers in ways that lead to significant and sustained drops in the frequency and severity of young worker injuries
- Reaching students, dropouts and job seekers as well as youth who are already in the workplace and preparing them well for workplace hazards and later site-specific and job-specific safety training
- Delivering workplace safety training through multiple channels: secondary and post-secondary schools, the Internet, worksites, community centres, youth employment services and other community agencies or industry associations and organized labour
- A much-improved WorkSafe program with a presentation style that really appeals to youth – faster-paced, real-life scenarios, more interactive
- A standardized assessment tool to check youth knowledge and skill in recognizing and handling workplace hazards
- Youth participating in high numbers because the program is an exciting eye-opener that has direct relevance to their work aspirations.

LEARNING FROM OTHER JURISDICTIONS

The program model that is emerging for British Columbia combines the best features of:

- Australia's WorkSafe model: 7/24 access to learning materials through on-line delivery
- Service!Plus model in BC: highly interactive, skill-building workshops
- Alberta's Job Safe model: strong funding base from employer involvement
- Food Safe model in BC: industry-driven standards and curriculum, strong marketing of the program by industry, and certification linked in practice to preferential hiring
- Passport to Safety program: economy of scale through on-line assessment system and certification registry; national standards to ensure portability of credentials
- BC's Graduated Licensing Program: program success measured against injury trends and claims cost.

PROGRAM DESCRIPTION (more detail plus rationale for specific recommendations on pp. 13-52)

WHY WILL YOUTH PARTICIPATE? The proposed program model for BC is a voluntary one. Youth will have the opportunity to take the YWSC courses in a variety of settings so it will be easy for them to participate. They will register not because some regulation demands it, but instead because their families and friends urge them to protect their well-being and their lives through this training, because the certificate will help them earn preferential hiring status with many employers, and because word gets around that it is an eye-opener not to be missed and also fun to take.

Nobody will be required to take the program – but industry associations and best practices employers will work together to establish the widespread expectation amongst BC employers that young workers will satisfactorily complete the YWSC program within the first ten days of their employment, and that job candidates who have already completed the program will be given preferential hiring status, all other factors being equal. This direct link to getting and keeping employment is what will drive registrations.

This program will differ from the current Student WorkSafe program in that it will include a broader delivery approach, instructional design improvements, a standardized competency assessment, and industry-specific training in addition to core competencies. An additional incentive to participate is that the YW Safety Certificate will become a pre-requisite for work experience placements. Widespread demand will take some years to establish. Information campaigns targeted to parents, promotional campaigns targeted to youth, and word-of-mouth and media coverage of the value that employers place on the program need to be part of program operations.

EMPLOYER INCENTIVES TO PARTICIPATE The program will increase young workers' awareness of hazards, make them more receptive to site- and job-specific safety training, and reduce the likelihood of injuries at work. These benefits will be at no incremental costs to employers if their recommendation to finance the program through the WCB Accident Fund is accepted. Employers will shape course and assessment content, and will be part of the program governance structure.

Employers who ensure that all new young workers complete the YWSC program (in addition to job-specific safety training) will also earn public recognition through media and other public relations campaigns. This publicity work will likely combine efforts of WCB and the YWSC host organization. The positive profile will be an asset to employers in attracting staff, generating interest in their operations, and building customer and employee satisfaction – and this visibility is what industry reps recommend be the key driver in attracting employer support for the YWSC program. Over the long term, the key driver for *sustaining* employer support is expected to be a reduction in young worker injuries and related costs for businesses.

FINANCING STRATEGY Industry support will be via the WCB Accident Fund. All employers registered with WCB in British Columbia pay employer assessments to WCB. These industry contributions form the Accident Fund, and industry representatives on the YWSC Working Group recommend that operating costs of the program be covered through the Accident Fund. For the core module covering critical safety knowledge and hazard management skills that are not industry-specific and that are essential competencies for all workers in BC, a co-financing agreement between industry (via the WCB Accident Fund) and government will be sought.

Some youth will get the program offered in their secondary school – at no cost to them other than their workbooks – because teachers within their school have chosen to become certified trainers of the program and because the teaching and administration teams within that school have incorporated the program into their course offerings. The funding model will take into account this discounted price for the YWSC core course in secondary schools. Most youth will take the program outside of school and will pay a modest fee to do so, knowing that holding the certificate will increase their attractiveness to employers and minimize their risk of serious injury on the job. All youth will pay a fee (not expected to exceed \$50) for the industry-specific modules.

MULTIPLE DELIVERY CHANNELS Employers may offer the program (providing it in-house or paying for their young workers to complete it elsewhere). Some secondary schools may offer the program. Unions, other professional associations, and employment placement services may offer the program to job candidates in various fields. And the program will be available in other community settings (training institutes, perhaps community centres, etc.).

Students completing it in secondary schools will be able to do so for no more than the cost of consumable materials (e.g., the workbooks they use.) Those who don't take it in school will pay a modest fee – but the program cost will be borne largely by industry (through their contributions to the Accident Fund managed by WCB). Industry-specific modules will be elective courses in secondary and post-secondary programs and may also be part of community-based youth employment programs.

The YWSC program will be managed by a stakeholder organization that operates at arm's length to the Workers' Compensation Board of BC. All YWSC instructors will be required to complete a Train-the-Trainer orientation and to meet specified trainer standards, to achieve consistently high quality of instruction with this material. Learning resources will be available online.

The host organization will be responsible for recruiting and screening instructors and thus establishing a network of accredited YWSC training providers; scheduling and delivering Train-the-Trainer orientations to prospective instructors; arranging courses in various sites; distributing instructional resources to accredited providers of YWSC modules; organizing testing opportunities for youth and ensuring appropriate supervision of learner testing; promoting the program, including communication of program aims, drivers, strategies, benefits, training providers, and outcomes; fiscal management of program operations, including price guidelines for YWSC courses; updating of course materials, including on-line materials; and monitoring scope of participation & other results.

Stakeholders request that WCB monitor overall quality control by setting the standards for program providers (in consultation with other stakeholders); reviewing curriculum outlines submitted by prospective providers of the YWSC program to ensure they are congruent with the YWSC learning objectives, content requirements and instructional design strategies; and auditing program providers to monitor the quality of instructional delivery. Stakeholders would also like WCB to provide seed money and possibly also office space to help the host organization to kick-start program operations, and to participate in the curriculum development and program evaluation processes.

TARGET AUDIENCE The program will be targeted to 15-24 year-olds. Access won't be restricted to workers of other ages but instructional delivery will be geared to a youth audience. Province-wide access to a certificate program has been a constant theme throughout stakeholder consultations. Stakeholders link accessibility with inclusiveness, and are aiming for a program that engages not only secondary school students but also school dropouts, new immigrants, other young job seekers out of school, recent young hires, and people from a variety of cultural backgrounds.

PROGRAM PURPOSE The purpose of the Young Worker Safety Certificate Program is to heighten the safety consciousness of all young people entering, or preparing to enter, the workforce. More specifically, the desired outcomes in terms of participant learning are:

- to help young people realize the nature of workplace hazards and acquire an appreciation of safe work practices and both employee and employer rights and responsibilities, and
- to help young people develop risk management skills that will enable them to deal with workplace hazards and, as new workers, be productive and creative contributors without incurring injury to themselves or others.

The intent of this program is *not* to replace the workplace-based and job-specific safety training for which all employers are responsible. Rather, it is to increase young persons' receptivity to job-specific safety training by providing effective safety orientations, i.e., training in core safety competencies (safety-related knowledge and skills that cross occupational and company boundaries).

CONTENT The curriculum will include core competencies applicable in all industry settings – as well as elective modules on industry-specific hazards and how to deal with them. In a phased approach to program implementation, the first industry-specific modules should be tailored to (and financed by) those sectors with a large youth workforce and the highest number of young worker injury claims: restaurant and food services; supermarkets; and general retail. The core module will be approximately two days in length; industry-specific modules likely one. (NOTE: Industry associations representing sectors with a lower number of total YW injury claims but with higher *rates* of injury and more serious injuries – e.g., fish processing and fish reduction industries, logging, and ranching – should also consider being the first sectors to develop industry-specific YWSC modules.)

The core module will cover workplace hazards and how to recognize, assess, and manage hazards; employee and employer rights and responsibilities; current young worker injury patterns; real-life examples of workplace injuries and their consequences; communication and assertiveness skills. It will include an introduction to WHMIS (Workplace Hazardous Materials Information System) plus information on slips, trips and falls; back safety & ergonomics; risks related to confined space and mobile equipment; peer pressure and desire to please or impress and how these factors affect safety; and employee fitness factors related to accident prevention. Risk control principles and practices will include lockout procedures, safety orientation requirements and inspection, and an overview of personal protective equipment.

INSTRUCTIONAL DESIGN The program will be highly interactive in nature: available on-line but delivered primarily in face-to-face settings. Simulated work situations, a computer-based games approach to hazard recognition and control, role plays, group discussions, and a feedback loop with online or in-class practice sessions so the learner gets information about what s/he does right and also what is missed or not handled appropriately: these are all part of the recommended approach.

TESTING COMPONENT In British Columbia, the assessment that a young person must complete to qualify for a Young Worker Safety Certificate will be competency-based, so will test more than awareness of potential hazards. The testing will be computer-based to enable efficient presentation of workplace simulations that require youth to make sound action choices (i.e., inclusion of a practical component), and also enable automated scoring to reduce subjectivity in assessments and to reduce testing costs. Youth will be able to take the test on-line, or through a CD-Rom program at a computer terminal, but will be required to complete the test in a supervised setting. Certificate-holders will be registered on an on-line database accessible at all times by employers, and the Passport to Safety registry will likely be used.

SUCCESS MEASURES Program success will be measured against market demand for the program, employer and youth satisfaction with the program, and, most importantly, against trends in young worker injuries.

RATIONALE for introducing a YW safety certificate program

There are more than a quarter million young workers (aged 15-24) in British Columbia and another 42,000 are expected to enter the work force over the next five years (2003-07). The rate of workplace injuries among young male workers aged 15-24 is currently higher than the all-worker injury rate. More than half of all young worker injuries occur within the first six months on the job. Analysis of these incidents reveals that the majority are preventable. Training is one factor in injury reduction.

The industries with the highest number of YW injury claims – e.g., restaurants and other food services; the retail sector – continue to be large employers of youth. These are also the sectors with high growth rates in entry-level jobs, attracting many young women as well as men.

The young worker injury rate has dropped considerably over the last decade, apparently in response to the variety of injury prevention initiatives implemented since 1989 by WCB and industry and community partners. However, the rate of serious injuries amongst young workers remains stubbornly high. Coupling new initiatives with continuation of already-proven-effective prevention campaigns and enforcement programs is expected to keep the YW injury rate from rising again, and help achieve a further decline in all types of injuries.

KEY PLANNING ASSUMPTIONS in program design

- Industry bears the primary responsibility for ensuring safety for all workers – but responsibility for their own safety must also be assumed by each worker, regardless of age or work experience.
- Combining the expertise and perspectives of youth, parents, educators, other safety experts, employers and organized labour will ensure a stronger program design – but it is the employer and the youth perspectives that must be given the greatest weight in determining what will work in practice because without their support, the program cannot succeed. (The role of educators, safety consultants, parents, government representatives, and labour leaders remains an important one: providing creative support and expertise regarding best practices during the options review, design and development, and program evaluation.)
- Youth are a diverse group and their work schedules fluctuate very much – so no one delivery channel will work for all youth.
- Hands-on training in specific industry contexts is needed to ensure program relevancy for young workers: generic safety training is not enough to trigger widespread interest.
- People value what they pay for more than what they get for free – so user fees should be part of the program model but fees should remain low to minimize participation barriers for youth.
- The responsibility for effective implementation of the program should rest within the community of stakeholders – not within the public school system.

SUPPORTERS of this initiative

Through provision of research services, meeting facilities, and an independent facilitator for the group work, the Workers' Compensation Board of BC is supporting a multi-stakeholder planning process. The purpose of this particular planning process is to consider various program models and have stakeholders determine whether and how a Young Worker Safety Certificate program ought to be implemented in BC.

The model presented in this paper reflects majority agreements that have emerged so far within the YWSC Working Group. Where additional recommendations of industry and youth representatives are clear but consensus across the entire Working Group is not yet evident, the industry and youth recommendations have also been included.

The YWSC Working Group includes employer reps from a variety of settings, youth reps, parent reps, educators and industry trainers, representatives of organized labour, and community-based safety advocates. Members of this Working Group were nominated by the YWSC Steering Committee.

The Steering Committee includes industry association leaders (rather than company-specific reps), with a focus on those industries currently with the highest number of YW injury claims. As well, the Steering Committee includes delegates from the BC Business Council, BC Federation of Labour, Student Voice, BC Federation of Students, Injured Workers group, parent groups, BC Safety Council, the national Passport to Safety initiative, the BC Ministries of Education, Advanced Ed and Skills Development & Labour, the Career Educators Society, and various industry safety training agencies.

The Working Group is responsible for considering various program models, other research, evaluation criteria established by the Steering Committee, and feasibility issues – and developing a “best approach” set of recommendations. The Steering Committee is responsible for reviewing the recommendations of the Working Group and building consensus on the desirability and feasibility of such a program, and for building and sustaining support at the most senior level of decision-making in a diverse range of stakeholder organizations throughout the design, development and implementation phases.

Once further input has been received from the YWSC Working Group and YWSC Steering Committee and the conceptual model of how the program should operate is complete, then implementation support will be sought from all industry associations, government ministries, and the WCB of BC.

HURDLES TO CONSIDER - OUTSTANDING ISSUES

The feedback form on pp. 53-55 of this report raises specific questions about the testing component of the YWSC program (including retesting), selection of the host organization, cost-sharing, industry-specific modules, and the BC Federation of Labour's proposal for a legislative amendment related to safety training. **Please reply by e-mail or fax before September 5, 2003.**

As implementation of the draft model is considered further, the issues summarized below appear to be the biggest hurdles. Each warrants more consideration from Working Group and Steering Committee members over the next quarter. Further input on these topics is requested.

1. SECURING FINANCING FOR THE CORE MODULE

To secure approval within the WCB for allocating revenue from the Accident Fund for operating expenses for the YWSC program, a multi-stakeholder group of representatives from industry associations, employers, labour, educators, parents and youth will need to take the lead in presenting the proposal and the business case for financing the program in this way. Who (amongst Working Group and Steering Committee members) is willing to do so?

And to show employer support not only at the company level but also at an industry level, who else should be involved (as industry association leaders) - and what is the best way to approach these industry leaders?

2. COMMITMENT TO INDUSTRY-SPECIFIC MODULES

Youth have said that the industry-specific modules are a crucial element in attracting youth into the program. It is the industry-specific modules that will bridge other core content to the immediate interests of young people, ensuring program relevancy to their current working lives or employment aspirations and career dreams.

The primary purpose of the Accident Fund administered by WCB is to cover expenses that are directly related to injury claims. Besides the employer assessments which contribute most of the money in this fund, WCB generates some investment revenue through effective management of this fund - enabling some funding of research and prevention activities as well as covering claims costs. Historically, the prevention projects funded through the WCB Accident Fund have been provincial in nature, with applicability to all industries. Funding for *industry-specific* modules may have to be by new levy against employers in the relevant sector - and such a levy would first require approval by 66% of all employers in that sector registered with WCB.

Industry reps in the YWSC Working Group have suggested that it will be next to impossible to secure that level of employer support. Do any employer / industry association reps think it is worth a try? Financing strategy aside, which industry associations are keen to develop an industry-specific safety module for young workers in their sector? What is the best way to find out? And if none are keen, what is the reason for NOT supporting this aspect of the proposed YWSC program?

3. LOW INCOME OF TARGET AUDIENCE = DISINCENTIVE TO PAY ANY FEE

Young workers entering the food service and retail sectors typically work part-time. Most also do not earn high wages. The 500-hour training wage implemented in BC lowers the income of these new workers even more. The majority of young workers in the industries with the highest number of YW injury claims may not be ready to pay anything at all for a work-related course that isn't linked to more earning power. The most they may be prepared to give up is the time it takes to complete the YWSC program.

What proportion of young workers do stakeholders think the YWSC program needs to engage, to have a significant impact on injury rates in these sectors? Twenty-five percent (over the next 3-5 years)? Fifty percent? Seventy-five percent? Or ??? Is it a realistic goal to attract that number if there is any user fee at all?

PROGRAM RECOMMENDATIONS

RECOMMENDATIONS:

1. **AGE** - The primary audience should be 15-24 year-olds.
2. **MIX** - The target audience should include current *and* prospective workers (males *and* females) in this age group, i.e.,
 - o new / recent hires of BC employers (whether working full-time or part-time)
 - o secondary school students in BC (whether working now or not)
 - o post-secondary students aged 15-24
 - o school graduates who are looking for work
 - o school dropouts who are looking for work
 - o recent (and young) immigrants entering the labour pool in British Columbia.
3. **PRIMARY RECRUITMENT FOCUS** - Given that this is proposed as a voluntary program in start-up, secondary school students should be the primary target because this group is by far the largest group of young new entrants into the province's workforce. However, as noted above, secondary school students should not be viewed as the *only* target population.
4. **LATER PHASES** - Once the program is effectively up-and-running, the instructional design should be adapted for 12-14 year-olds. Phase I of implementation should, however, focus on 15-24 year-olds.

RATIONALE:

- There are more than a quarter million young workers (aged 15-24) in British Columbia and another 42,000 are expected to enter the work force over the next five years (2003-07). And the rate of workplace injuries among young male workers aged 15-24 is currently higher than the all-worker injury rate.
- More than half of all young worker injuries occur within the first six months on the job. Analysis of these incidents reveals that most of the injuries could have been prevented, had appropriate safety procedures been understood and followed. Yet many young people are not well-informed about the nature of workplace hazards, how to prevent injury, and what their safety-related rights (and employers' responsibilities) are.
- The rationale for targeting both male and female youth is that in British Columbia, hospitality and other service industries are amongst the fastest growing industries. Growth rates in *entry-level* jobs are high in these industries. And in these settings, accident and injury records show that *both* male and female workers are involved.
- The young worker injury rate has dropped considerably over the last decade, apparently in response to the variety of injury prevention initiatives begun in 1989. However, the rate of *serious* injuries amongst young workers remains stubbornly high. Coupling new initiatives with already-proven-effective prevention campaigns and enforcement programs is expected to keep the YW injury rate from rising again, and help achieve a further decline in all types of injuries.
- Workers of 14, 15, 16 are most impressionable and it is best to instill positive habits early. Also, it is at the end of Grade 9 that many students begin looking for summer / weekend employment.

RATIONALE: (cont'd)

- With the change in provincial labour laws, youth can now start working at age 12. This group of new workers is likely even less informed than 15-24 year-olds about workplace hazards, employee rights to refuse unsafe work, and employer responsibilities for the health and safety of their workers; less skilled at handling hazardous situations; and therefore at higher risk.

IMPLEMENTATION GUIDELINES:

- Employer reps suggest that in operating and promoting the program, the target should be defined as “new workers” – not as “young workers.” Define “new worker” as any worker starting a new job, regardless of past experience. Other stakeholders recommend also eliminating the words “Certificate” and “Training” in naming the program – e.g., perhaps simply referring instead to the “New Worker Safety Program” (or adopting a catchier program name).
- Content is to be applicable to all new workers regardless of age. However, delivery strategy and packaging of content must be tailored to a *young* audience because the interests, learning styles and motivations of youth are different than those of older adults, and because this program is a strategic initiative to reduce the high number of injuries that occur amongst young workers and most commonly within their first six months on the job.
- During the instructional design process, curriculum materials should be rigorously tested with (a) 15-19 year-olds and then also with (b) 20-24 year-olds to ensure that they are highly engaging and effective with both segments within the target audience. Materials may need to be customized for different age groups within the primary audience category to effectively serve 15 year-olds and also 24 year-olds.
- Review the injury claims for 25-29 year-olds and if this group exhibits the second-highest total for injury claims by age, also make them a secondary target group. Because these individuals have naturally preceded the primary target audience on whom the YWSC is focused, it makes sense to increase their knowledge of and commitment to safe and healthy work practices. However, if the program is expanded to reach 25-29 year-olds, recognize that these are adults whose needs, interests and experience differ greatly from youth, and that instructional materials will need to be revised accordingly. Also investigate market demand and partnership interest in financing and administering such a program variation.
- If a worker with some years of experience has never received basic safety training, (s)he should have access to the program also. Accidents do not recognize a person's age.

Consideration 2 PROGRAM GOALS and PARTICIPANT LEARNING OBJECTIVES

RECOMMENDATIONS:

1. **PROGRAM GOALS** - The program should be designed to achieve the following goals:
 - o Reduce the frequency and severity of injuries suffered by young workers.
 - o Foster a culture of safety - one in which reasonable risks can be taken and well-handled.
 - o Heighten the safety consciousness and skill level of all young people entering or preparing to enter the workforce. Create a legacy of safety-conscious workers who, over the course of their working lives, will not only minimize their own risk of injury but who will also help to create workplaces that are safe for all workers.
2. **PARTICIPANT LEARNING OBJECTIVES** - More specifically, the desired outcomes in terms of participant learning* should be:

Learning Objective #1 - Awareness

Increased awareness of:

- o health and safety issues in the workplace, including injury rates, the nature and scope of workplace hazards, and the consequences of not taking safety precautions
- o employee rights and responsibilities that are related to health and safety
- o employer rights and responsibilities including safety orientations

Learning Objective #2 - Skill-Building

Acquisition of essential knowledge and skills regarding:

- o how to identify and evaluate workplace hazards
- o practices to ensure safety in the workplace and reduce injury risk

Learning Objective #3 - Attitudinal Change

Development of pro-active attitudes toward health and safety

Learning Objective #4 - Application of Knowledge

Integration of hazard recognition, risk management, and effective communication and assertiveness skills into day-to-day behaviour, especially in the workplace.

* Learning objectives are not listed in order of priority: all are critical to program success.

RATIONALE:

- Stakeholders see the current cost of young worker injuries as unacceptably high. Every hour, every day, a young worker in British Columbia is injured. Every week, five of these workers are permanently disabled through workplace accidents. A serious injury need not destroy one's productivity or creativity but it can diminish dramatically – and for a great many years – the capacity of an individual to be an active contributor to his or her community, through working life and other activities. And with young worker fatalities (one almost every two months in BC), that creative strength is lost forever.
- For industry, the ongoing cost of claims related to young worker injuries is also high in fiscal terms. Every percentage point in the YW injury rate represents a cost of \$4million or more to industry.
- Awareness of risks and of rights can create appropriate *intentions* in young workers. But additional knowledge, skills, and practice in applying those skills under different circumstances is needed to develop in young people the *capacity* to follow through effectively on their safety-related intentions. Developing awareness is a necessary but not sufficient condition for reducing injuries. Hence the four learning objectives.
- **NOTE: The intent of this program is *not* to replace the workplace-based and job-specific safety training for which all employers are responsible (by law).** Rather, it is to increase the receptivity of new workers to such industry-specific and job-specific safety training by providing effective orientations to youth, i.e., training in core safety competencies (safety-related knowledge and skills that cross occupational and company boundaries) that will benefit youth regardless of their chosen field of work.

IMPLEMENTATION GUIDELINES:

- Keep all four learning objectives but recognize behaviour change (learning objective 4) as a *long-term* goal. Behaviour change will require repetition of safety messages in many settings and through many channels.
- The instructional design *must* include an applied component because attitudes and behaviours change only through practice. Classroom and online activities should include role-play and simulations. (*See more discussion in the section on Instructional Design.*)
- Attitudinal and behavioural change can best be achieved by delivering safety training as part of employability skills development. The student must see real, tangible benefits like getting a job and achieving financial success.
- During the program development phase (targeted for 2004), further consultation with employers and also with instructional design experts is planned to develop more specific learning objectives for each module in the YWSC curriculum. This phase will follow the design work in 2003 to secure stakeholder agreement on the conceptual model of the program and establish development and delivery partnerships.

NOTE: The majority of learning objectives and topics covered now in the Student WorkSafe Grades 10-12 curriculum – for example, consequences of unsafe work practices, hazard recognition, understanding rights and responsibilities of employer and employee, WHMIS (Workplace Hazardous Materials Information System), back care – will form the basis of the YWSC “core module” but additional content will also be added to satisfy employers’ needs and youth interests.

Consideration 3 VOLUNTARY vs. MANDATORY PROGRAM

RECOMMENDATIONS:

1. **VOLUNTARY PROGRAM WITH COMMUNICATION CAMPAIGN TO ESTABLISH WIDESPREAD EMPLOYER EXPECTATION THAT YOUTH COMPLETE THE PROGRAM**
Industry, government, program providers and the Workers' Compensation Board of BC should work together to establish the expectation across all industries that job-seekers will have completed the core module of the YWSC program before applying for work – or are able to satisfactorily complete the program within the first ten days of arriving on a workplace.
2. **NO REGULATION IMPOSED ON EMPLOYERS**
Building this employer commitment to the program should be a voluntary process – led by “best practices” employers and industry associations – and not something required by law.
3. **LOW OR NO USER COST TO HELP PULL YOUTH IN – INDUSTRY SUBSIDY OF COSTS**
Voluntary participation by young people should be maximized by ensuring that all youth in the target age group have access to the program at low (and for some, no) cost. To accomplish this, ALL industries should contribute to the financing of this program through employer assessments collected by WCB. Through a co-financing arrangement between industry and government, these parties should carry most of the program costs.
(For more discussion, see section on Financing Strategy.)
4. **INDUSTRY PROMOTION OF PROGRAM TO YOUTH**
It should be this employer support for the program that motivates youth to register early and complete the safety certification requirements. The value of completing this program as part of employability skills development should be heavily promoted to youth. Employers should promote the certificate as something that enhances a young person's hiring chances because certificate-holders:
 - o will be better prepared for job-specific safety training,
 - o will (because of the awareness, knowledge and skills they have already acquired) be at less risk of injuring themselves or others, and
 - o have demonstrated interest in and the capacity to acquire essential workplace competencies.
4. **CORE MODULE MANDATORY FOR YOUTH UNDER THESE TWO CONDITIONS:**
 - (a) The Ministry of Education should require completion of the core module of the YWSC program by all secondary students applying for a school-initiated Work Experience (volunteer) placement – i.e., as a condition of approving those applications.
 - (b) From the perspective of most employer and youth reps involved in the program options analysis, completion of the core module of the YWSC program should also become a mandatory requirement for secondary school graduation (i.e., for earning a Dogwood certificate) – but this should *not* involve the requirement that all secondary schools must deliver the course in their classrooms nor the requirement that it is in a school setting that a young person completes the program.

NOTE: It is recognized that achieving this latter condition may take some years, in light of the fact that the BC Ministry of Education has just completed a two-year consultation process, has established new graduation requirements, and is likely not very receptive to a further change proposal in 2003. However, this recommendation still stands: i.e., to make completion of the YWSC core module (*not* additional industry-specific training) mandatory for high school graduation.

5. INDUSTRY-SPECIFIC = ELECTIVE MODULES – EMPLOYERS TO CREATE DEMAND

Completing industry-specific modules (through a community-based organization, in a workplace, as an elective in secondary or post-secondary education programs, or on-line) *before* beginning employment should be voluntary for youth in BC. Demand should be driven by employer ownership of content – and by employer preference in hiring job candidates with this industry-specific training and/or interest in adding this training module to their company's existing safety program.

In summary, in addition to being required by law to provide safety orientations for job-specific duties, all employers in BC should be strongly *encouraged* by other safety-conscious employers and industry associations to require (by choice) that all young workers complete the core module of the YWSC program and, for those industries in which there is an industry-specific additional module, that industry-specific module also.

RATIONALE:

- Employer resistance to this program will be very strong if *legislation* requiring them to deliver or pay for the core module of the YWSC program for all young workers is proposed. From the perspective of industry representatives, more compelling reasons than regulation for employers to support the program are:
 - the increased likelihood of reducing injuries and associated costs, and
 - the opportunity to earn public recognition for commitment to safety in the workplace and to thereby earn “employer of choice” status.
- While many employers, especially many small businesses, do not invest heavily in safety training or other accident prevention initiatives in the workplace (and would resent being forced to do so), there is now a sufficiently large and well-respected “critical nucleus” of BC-based employers who are committed to improving industry's safety record – and to making the necessary investment of resources. These managers, many of whom are already crossing company boundaries to collaborate with other safety-conscious managers, could together become the effective spokespersons in a communication campaign that would reinforce with other employers the economic and non-economic arguments for supporting a YWSC program.
- If training is driven by industry (as per industry recommendations here), employers' interest will in turn create market demand amongst youth. (At the same time, the decreasing number of new workers in the BC / Canadian labour pool will help to pressure employers in a positive way to improve working conditions and increase safety training so as to secure a competitive hiring advantage.)
- Freedom of choice should be respected. Neither federal nor provincial government should be able to prevent anyone from working / earning a livelihood unless he or she is the holder of a safety certificate. What program sponsors and administrators should do instead is encourage young people to take responsibility themselves for their well being on the job, to learn about their risks and rights as well as employers' rights and responsibilities, and to voluntarily acquire the necessary knowledge and skills to keep themselves safe and healthy.
- This voluntary approach is seen as empowering youth to make choices – while not unfairly burdening youth by transferring all costs of core safety training onto the new worker.
- By requiring completion of the core module of the YWSC program for high school graduation, progress in raising the safety consciousness of young workers could be greatly accelerated because the largest group of prospective new young workers in the province is this population of secondary school students. And in other jurisdictions, without such conditions, most Young Worker Safety Certificate programs have not succeeded in quickly engaging the majority of high school students. In Alberta, for instance, after six years of operation, Job Safe is registering only one out of every sixteen secondary school students in the province.

Consideration 4 PARTICIPATION INCENTIVES / BENEFITS

RECOMMENDATIONS:

- 1. INCREASED READINESS / RECEPTIVITY OF YOUTH TO SITE- AND JOB-SPECIFIC SAFETY TRAINING** – To win employers' support, the program should increase young workers' awareness of hazards, make them more receptive to site- and job-specific safety training, and increase their safety knowledge and skills to effectively reduce the likelihood of injuries at work.
- 2. PUBLIC / MEDIA RECOGNITION FOR EMPLOYERS** – For employers, highly visible public recognition should be the incentive used to secure their active support of the YWSC program. Employers who require their young workers to complete the YWSC program (as critical foundation knowledge before job-specific safety training) should earn public commendation from WCB and the host organization for the YWSC program – and gain related exposure in mainstream media.
- 3. LONG-TERM COST BENEFIT FOR EMPLOYERS** – Lower WCB assessment rates for participating employers should *not* be used to attract corporate supporters because the program cannot be guaranteed to reduce injuries of young workers and related claims costs. The YWSC program will be designed to increase young workers' safety skills and thereby reduce injuries (and in turn, injury-related costs). The appeal to employers should, however, simply acknowledge their legislated responsibility for safety training, and emphasize the high rate of injuries amongst young workers in their first months on the job, the ongoing pattern of too many serious injuries to youth, and the likelihood of the YWSC program preparing youth well for mastering job-specific safety training.
- 4. EMPLOYER DEMAND + LIVELINESS OF TRAINING AS KEY INCENTIVES FOR YOUTH** Awareness of employers' interest in candidates who have completed the YWSC program (possible preferential hiring) – plus a training design that is relevant, highly stimulating, and interactive – should be the primary incentives used to attract high participation by youth.
- 5. CREDIT POTENTIAL FOR SECONDARY STUDENTS**
Secondary school students should also be able to earn credit for completing the YWSC program – e.g., one credit for ~30 hrs. instruction (combination of core plus industry-specific modules OR completion of the core module plus a work experience placement).
- 6. PRE-REQUISITE FOR WORK EXPERIENCE PLACEMENTS FOR SECONDARY STUDENTS** (as noted in previous section) Making completion of the YWSC core module a mandatory step in qualifying for a secondary-school-initiated Work Experience placement should become another participation incentive for secondary school students.
- 7. NO UNIVERSAL WAGE INCENTIVES FOR STUDENTS**
Wage incentives should not be used to motivate youth to complete the YWSC program. Program promotion should emphasize “in your face” consequences of *not* learning about workplace hazards and how to manage them – and should strongly encourage youth to take responsibility for ensuring their own safety and well-being. These messages should be accompanied by ongoing positive reinforcement to youth regarding their importance as contributors (through their working lives) to vibrant communities – and the value placed by others on protecting their well-being.
- 8. NO UNIVERSAL LINK TO REDUCED PROBATIONARY PERIOD**
A reduced probationary period for young workers should not be promoted as a likely benefit for completing the program.

- 9. MULTIPLE LOCATIONS + FLEXIBLE SCHEDULING AS ADDITIONAL INCENTIVE FOR YOUTH**
Program operators must ensure that the YWSC training is readily available to youth at a variety of locations (central locations in the community as well as online and in workplaces) and a variety of times during the week – to minimize *disincentives* to participate because of inconvenient schedules (given school and other work commitments) and/or inconvenient locations for youth.

10. OVER LONGER TERM:

MANDATORY FOR HIGH SCHOOL GRADUATION = PARTICIPATION INCENTIVE FOR YOUTH
(also as noted in previous section) Completion of the core module of the YWSC program should become a mandatory requirement for secondary school graduation, i.e., for earning a Dogwood certificate. (This would be enhancement of the new graduation requirements established by the BC Ministry of Education in 2003, which include a graduation portfolio requirement that students demonstrate achievement in six areas, one of those areas being employability skills.)

RATIONALE:

- If employers who support the YWSC initiative by hiring certificate-holders and/or ensuring that all new hires complete the program are given media coverage and other public recognition as employers demonstrating a commendable safety consciousness, it will give these employers a competitive advantage in attracting workers to their organizations.
- The positive publicity given to employers will also be good for business – i.e., in attracting customers and in fostering customer loyalty, in winning the support of parents as prospective employers of their sons and daughters (i.e., for “being good corporate citizens”), etc.
- Industry reps expect that earning respect as a safety-conscious employer (in part through a high public profile in this role that shows them in compliance with legislated responsibilities) will lead to lower employee turnover and related cost savings.
- The desire for employment and for financial independence is strong enough to drive youth to meet the expectations of employers. If enough employers ask job candidates whether they have completed the YWSC program (and make it a preferential hiring consideration), and enough employers keep communicating that completing the YWSC program is a necessary step in the first weeks of employment, then participation interest will naturally be high amongst youth.
- NOTE: Elements of the rationale provided for recommendations in the previous section (Voluntary vs. Mandatory program) also apply to recommendations in this section.

IMPLEMENTATION GUIDELINES

- Review further research findings – specifically September 2003 reports based on BC surveys of youth and also surveys of parents – for clear indication of other participation incentives of high interest to youth.

Consideration 5 LEGISLATIVE SUPPORT FOR PROGRAM

RECOMMENDATIONS:

1. NO LEGISLATED WAGE INCENTIVE OR REDUCED TRAINING TIME INCENTIVE

Employer support should be secured on a voluntary basis, not through any form of regulation. Proposals for wage incentives or for reduced probationary period or for mandatory delivery of the YWSC program to all new workers should not be implemented. Employers should be encouraged by the host organization of the program and by industry associations to introduce specific incentives for certificate-holders – but the provincial government should not legislate any requirements.

2. INCORPORATE CORE MODULE INTO SECONDARY SCHOOL GRAD REQUIREMENTS

Legislative support for the Young Worker Safety Certificate program should be restricted to change in the secondary school graduation requirements. Completing the core module of the YWSC program – whether in school, online, in the workplace or in another setting – should become mandatory for earning a Dogwood certificate. *(See discussion on page 17.)*

3. INVEST MORE IN PROGRAM PROMOTION THAN PROGRAM-RELATED REGULATION

Resources for ongoing promotion of the program to, and ongoing liaison with, employers in all industries should be embedded in the operational plans for the YWSC program – to help build, not demand, support.

Program promotion should include regular communication of the workplace risks, injury patterns, and consequences that the YWSC program is designed to address – and this repeated communication should go not only to employers but also to parents, educators and trainers, and youth.

RATIONALE:

- Seeking legislative support affecting minimum/training wages for YWSC-holders is expected to create a significant negative backlash for this new program. The decision to institute the training wage was a political one. To seek amendment of this legislation would in turn politicize the YWSC and endanger its public acceptance. Support for the YWSC program from the Premier's office and the appropriate ministries would be valuable but need not be entrenched in regulation. What is more important is support from WCB, leaders of industry, and labour unions.
- Based on input from industry reps (and reinforced by input from Employers' Advisors in the Ministry of Skills Development & Labour), employer resistance to a legislated wage incentive was found to be high. Unless employers can see a direct cost savings in their operation, industry reps on the YWSC Working Group suggest that introduction of a wage incentive will deter many other employers from supporting the YWSC program. And such a direct relationship between wage enhancement for certificate-holders and lower business costs because of reduced injury claims cannot be guaranteed.
- A wage incentive also gives youth the wrong incentive ("only to get higher wages") to take the safety training. And because youth perceive the lower-than-minimum-wage "training wage" to be an insult to young people and one of the reasons that youth don't value themselves at the workplace, a legislated link between completion of the YWSC program and promotion to minimum wage is likely to be perceived by youth as yet another unfair burden placed on them at the start of their working lives.

FURTHER AMENDMENT PROPOSED BY THE BC FEDERATION OF LABOUR:

- Legislation should require employers (e.g., through addition of another clause to the Workers' Compensation Act) employers to give all new workers (including relocated workers as well as newly-hired workers) a health and safety orientation before the worker begins work at that workplace.

This mandatory safety orientation should include:

- Company health and safety program overview
- Emergency procedures
- Physical, chemical, biological and other hazards to which worker may be exposed
- Personal protective equipment
- Workplace health and safety rules, including WCB regulations pertinent to the job and also worker rights and responsibilities
- Location of first aid facilities and means of summoning first aid
- Procedures for reporting illnesses and injuries
- WHMIS training
- Means of contacting Occupational Health and Safety Committee or worker representative.

NOTE: Existing legislation requires all employers to provide to the employer's workers "the information, instruction, training and supervision necessary to ensure the health and safety of those workers in carrying out their work and to ensure the health and safety of other workers at the workplace" (section 115(2) (e) of the Workers' Compensation Act). However, that legislation does not specifically require an orientation before the employee begins to perform his or her job duties, nor the essential components of a safety orientation as noted above.

The July 2003 feedback form sent to all Working Group and Steering Committee members asks whether you support this proposal or not.

RECOMMENDATIONS:

1. FOR CORE MODULE - CO-FINANCING BY INDUSTRY AND GOVERNMENT

Joint industry-government funding should be the financing strategy for the core module component of the Young Worker Safety Certificate program. Funding from these two sources should cover development costs and the majority of instructional delivery costs as well as program promotion and administration costs. "Government funding" should include approaches to the federal government as well as the provincial government. All ministries of the provincial government should be informed of program aims, drivers, and strategies – to build widespread understanding of the need for initiatives to reduce injuries of young workers in all sectors of the provincial economy.

2. FOR CORE MODULE - INDUSTRY CONTRIBUTION VIA WCB ACCIDENT FUND

Within each industry sector, all employers should share responsibility for improving the safety training of young workers – and the WCB's Accident Fund should be used as the most equitable and efficient method of collecting YWSC financial contributions from employers. There should not be a new levy against employers to finance the core module of the YWSC program.

(For more information on the WCB Accident Fund, see pages 25-27.)

3. FOR INDUSTRY-SPECIFIC MODULES - ADDITIONAL FUNDING TO COME FROM INDUSTRY

Development of the industry-specific training modules for the YWSC program should be financed by industry. And if delivery costs exceed \$50 per student, these instructional delivery costs should, as with the core module, also be subsidized by industry so as to keep the tuition price reasonable for youth and encourage a high rate of participation.

4. MODEST USER FEES TO BUILD PARTICIPANT COMMITMENT

A registration fee should be implemented for youth participants. However, as noted in the previous section on pricing model and so as not to discourage the involvement of many youth, this user fee for the core should not exceed \$50 – even if actual program delivery costs are somewhat higher.

A similar ceiling should apply to user fees for industry-specific modules. However, the price of industry-specific modules may vary, depending on the content involved and required program length to cover critical content. Some industry-specific modules *may* be slightly higher in cost.

5. LOWER PRICE FOR STUDENTS COMPLETING THE PROGRAM IN SECONDARY SCHOOLS

For all students completing the course within a secondary school, the price should be no more than the actual cost of any consumable workbooks – and not a fee up to \$50. Youth who do not take advantage of this program while in secondary school will be subject to a higher user fee.

6. SOME ADDITIONAL NO-COST SEATS ASSURED FOR OTHER LOW-INCOME YOUTH

The operational model must include provision of some student bursaries for youth outside of the secondary school system who are seeking employment but who are also in financial need. And to eliminate ongoing staffing costs to secure and administer individual sponsorship contributions from corporations, this YWSC bursary component should simply be part of the overall cost and break-even model established when determining the necessary proportion of monies from the Accident Fund to be allocated to YWSC program operations.

7. PROMOTIONAL COSTS TO BE INCLUDED IN OPERATIONAL BUDGET

Extensive promotional activities – with employers, with youth, with parents and other stakeholders – to secure the necessary participation level (and break-even without exceeding the participant fee ceiling of \$50 noted earlier) must be included in the operating plan and program budget.

RATIONALE

- People value what they pay for. A course that involves no cost to the user is valued less than one that students take because they see it as vital to achieving other goals (e.g., sustained employment, financial independence, ongoing vitality as a healthy person) and are thereby willing to pay for it.
- At the same time, a high user fee will be a major disincentive to youth participation since most youth are not working full-time nor do many earn high wages.
- Employers already bear the legislated responsibility for ensuring the health and safety of their workers. In practice, that responsibility should therefore not be offloaded to young workers who are then asked to pay the full cost of some components of essential safety training.
- By existing regulation, no secondary school has the right to charge a student a fee for a course which is mandatory for high school graduation. The limit of what can be collected from a student for such courses is the actual cost (e.g., \$5) of the consumable workbooks which are completed by an individual student as s/he undertakes course assignments. Therefore a pricing model and financing strategy that relies heavily on industry funding is needed.
- It is, however, not only individual employers who benefit from safety-conscious workers. Our young people are critically important to the ongoing well-being of our civic society and provincial economy: as the next generation of “do-ers,” tax payers, and leaders. Ensuring their safety by developing the appropriate awareness, knowledge, and skill is a community investment in a strong future.
- Stakeholders see the funding of a safety certificate program as an excellent opportunity for the provincial government to take positive action in support of youth. Youth leaders indicate that – unlike introduction of the 500-hour training wage which many youth perceive as a punitive measure against them – subsidy by government of a WorkSafe certificate program for new workers would be seen as a move that encourages and values young workers.
- The return on investment for employers will (over the long term) likely be reduced injuries to young workers and, as a result, reduced claims cost. In turn, that could eventually mean lower employer assessments to cover these costs. Other likely paybacks for employers are reductions in short-term turnover (related to injured workers needing to stop work or be reassigned) and increased productivity (related to fewer injuries).
- For the larger community, the return on investment (over the long term) will be less pressure on health and rehabilitation services.
- The wheel should not be re-invented in designing the support structure for this program. There is already an administrative infrastructure set up to collect funding from BC-based employers in all industries (the WCB). It will be more economical to use an existing system and fund (WCB Accident Fund) than to duplicate staff, procedures, collection forms, databases and technical support to secure industry financing for a Young Worker Safety Certificate program.

Without relying on an indirect fee assessment – i.e., monies from the Accident Fund – for development and delivery costs of the YWSC program – there are unlikely to be sufficient voluntary corporate sponsorships to sustain the program. This is the conclusion of the industry reps on the YWSC Working Group.

RATIONALE (cont'd)

- Unless the funding mechanism applies to all employers, small businesses are especially unlikely to volunteer contributions and will instead rely on large corporations to subsidize the program.
- Lastly, a new employer levy would require 66% approval by all employers registered with the WCB – a hurdle bar considered too high to be achievable, especially given the small profit margins of most firms in such target sectors as food services, supermarkets and general retail. Hence the recommendation instead for allocation of program funding from existing employer assessments collected by WCB (i.e., the Accident Fund).

IMPLEMENTATION GUIDELINES

- Full cost recovery for the core module is overly optimistic – especially given the strong recommendation to keep user fees to \$50 or less. For the first three years, some government funding should be in place. The need for government funding should be re-evaluated after the first three years.
- The actual dollar amount of industry funding needed (to cover curriculum development costs and to subsidize delivery costs) may decline somewhat as youth participation increases and revenue from user fees rises. Industry funding will always be necessary for the YWSC program but the level of funding needed should be re-evaluated in each fiscal year.

WCB ACCIDENT FUND – Context for Program Funding Application

- The Accident Fund is a multi-billion fund that the Board is required to maintain under the Workers' Compensation Act. Its current value is approximately \$7 billion, most of which is held in trust to cover current and projected costs of injury or other disability claims.
- As the WCB annual report puts it, "The accident fund represents the aggregate of WCB's invested premiums and the net gains or losses on funds collected to cover the costs related to past injuries and disabilities." In other words, money comes into the Accident Fund from: (a) employer assessments that are collected on a regular basis from all employers registered with WCB and (b) investment income that is then earned on that assessment revenue.
- The Accident Fund covers compensation to injured workers including medical, healthcare, rehabilitation, and other claims costs. It covers pensions paid to WCB claimants, and it covers the administration of claims now and into the future.
- Covering direct costs of claims operations is the primary purpose of the Accident Fund. Capitalized reserves, however, provide the possibility of funding some prevention initiatives.
- The Young Worker Safety Certificate program could – with a strong enough business case to establish a link between effective training and achievement of lower injury rates – be considered an indirect administration expense related to claims operations. In this sense, the YWSC program might be funded on the same basis as the WCB Research Secretariat has been established through allocation of monies from the Accident Fund.
- Approval for YWSC program funding through the Accident Fund would be contingent on submission of a strong business case including the anticipated return on such an investment, and approval of that business case first by senior managers within the Prevention Division of WCB, and then by managers of the Accident Fund, and the Chief Financial Officer and other members of the Senior Executive Committee of WCB.

- Section 36 (clause 2) of the Workers' Compensation Act specifies that it is the Workers' Compensation Board who is solely responsible for the management of the accident fund and that the Board must manage it with a view to the best interests of the workers' compensation system. However, procedurally, the Board would consider funding the YWSC program from the Accident Fund only if such a funding submission was strongly supported by program stakeholders: i.e., industry, youth, parent, education and labour leaders, with particular emphasis on industry and young worker input.
- Regarding collection of assessments from employers, Section 39 of the Act specifies:
 - (1) For the purpose of creating and maintaining an adequate accident fund, the Board must every year assess and levy on and collect from independent operators and employers in each class, by assessment rated on the payroll, or by assessment rated on a unit of production, or in a manner the Board considers proper, sufficient funds, according to an estimate to be made by the Board to:
 - (a) meet all amounts payable from the accident fund during the year;
 - (b) provide a reserve in aid of industries or classes which may become depleted or extinguished;
 - (c) provide in each year capitalized reserves sufficient to meet the periodical payments of compensation accruing in future years in respect of all injuries which occur during the year;
 - (d) provide a reserve to be used to meet the loss arising from a disaster or other circumstance which the Board considers would unfairly burden the employers in a class;
 - (e) provide and maintain a reserve for payment of that portion of the disability enhanced by reason of a pre-existing disease, condition or disability; and
 - (f) provide and maintain a reserve for payment of retirement benefits.
 - (2) **Assessments may be made in the manner and form and by the procedure the Board considers adequate and expedient, and may be general as applicable to a class or subclass, or special as applicable to an industry or part or department of it.**
 - (3) Assessments may, wherever it is considered expedient, be collected in half yearly, quarterly or monthly installments, or otherwise; and where it appears that the funds in a class are sufficient for the time being, an installment may be abated or its collection deferred.
 - (4) If the Board thinks that there are not sufficient funds to provide the compensation or additional compensation required to be paid under this Part, it may levy and collect from employers within the scope of this Part sufficient funds for this purpose without regard to the date of injury or the period during which the employer carried on an industry under this Part; and the levy and collection may be made in the manner and at the times the Board considers equitable, and may be by way of addition to the usual assessment or by levy of special or additional assessment.
 - (5) If the estimated assessments in a class prove insufficient, the Board may make further assessments and levies as necessary, or the Board may temporarily advance the amount of a deficiency out of any reserve provided for that purpose and add that amount to any subsequent assessments.
 - (6) The Board must notify each employer of the amount of each assessment due in respect of the employer's industry and the time when it is payable. The notice may be sent by post to the employer, and is deemed to be given to the employer on the day the notice is mailed.
 - (7) If for any reason an employer liable to assessment is not assessed in any year, the employer is nevertheless liable to pay the Board the amount for which the employer should have been assessed, and payment of that amount may be enforced in the same manner as the payment of an assessment may be enforced.
 - (8) **If it is found, on an estimate made by the Board, that more than sufficient funds have been provided for the purposes set out in subsection (1) (a), (b), (d) and (e), the excess may be transferred to the capitalized reserves.**
 - (9) Where special circumstances, including legislative change, result in claims being made or liabilities being imposed on the accident fund in excess of what the Board considers should reasonably be

funded by assessments levied during the current year, the Board must raise sufficient funds by assessments during that year to meet the estimated payments due within the year, but need not establish within the year reserves to meet future payments on those claims or liabilities, and the Board may establish those reserves by assessments levied over a period of years.

- Regarding clause 2 in the preceding section, while the following is not a legislated requirement, WCB policy and procedures require that any increase in employer assessments that is not supported by actuarial evidence of increased injuries and related claims costs must be supported by 66% of all employers in that sector registered with WCB.
- While development and delivery costs of the core module of the proposed YWSC program is clearly a provincial initiative of benefit to all industries in BC, it is not an impossibility that managers of the Accident Fund might also consider funding of industry-specific modules for those sectors in which injury claims for young workers are highest and/or YW injuries are most serious in nature.

Consideration 7

MODULAR CURRICULUM DESIGN and CONTENT REQUIREMENTS

RECOMMENDATIONS:

1. CORE MODULE REQUIRED OF ALL YOUTH PARTICIPANTS

The Young Worker Safety Certificate program should include a “foundation module” that covers essential knowledge and skills related to safety in a variety of industry settings: i.e., core safety competencies that cross occupational and industry boundaries and that apply to all young workers, regardless of their chosen field of work. This module should be required content for all YWSC candidates to master.

2. REQUIREMENT TO COMPLETE INDUSTRY-SPECIFIC MODULE IN ADDITION TO CORE

In addition to the “core” module, all program participants should be encouraged to complete at least one other module that covers industry-specific hazards and safety practices. In development of YWSC learning resources, industry-specific modules should be developed first for those industry sectors with the highest number of YW injury claims (currently restaurants and other food services; supermarkets; general retail and department stores). Industry-specific modules should also be considered for those sectors who have lower totals for injury claims but higher YW injury *rates* (relative to the size of their workforce) and more serious injuries (currently fish processing and fish reduction; logging; ranching). And lastly, all other “major” industries with a large youth workforce should be considered as a focus area for development of industry-specific modules.

However, only for those sectors in which industry associations take a proactive role in guiding development of such industry-specific modules AND are willing to underwrite development costs and subsidize delivery costs, will industry-specific modules of the YWSC program be developed.

3. ESSENTIAL TOPICS

The following content requirements should be considered critical topics for the core module: **

1. Rights and responsibilities

- The three basic and inherent rights in accident prevention for workers
- Related employee responsibilities
- Employer rights and safety responsibilities

2. Hazard anticipation & identification of all the ways in which workers can be injured

- WHMIS (Workplace Hazardous Materials Information System) introduction
- Slips, trips and falls
- Back safety & ergonomics
- Confined space risks
- Mobile equipment risks
- Employee fitness factors (lifestyle considerations, sleep, nutrition, exercise, substance abuse)
- Peer pressure and desire to please / impress - how these factors can affect safety risk
- Consequences - short-term and longer-term - of injuries

3. Risk control principles and practices - including;

- Lockout procedures
- Safety orientations and inspections
- Personal protective equipment overview (including hearing protection)

4. Communication skills and assertiveness training

** The YWSC core module will build and improve upon existing Student WorkSafe materials for Grades 10-12.

Content for the *industry-specific* modules will include:

- Specific hazards within that industry setting / occupational grouping
- Personal protective equipment related to those hazards
- Safe work practices (related to industry-specific hazards)
- Handling violence in the workplace (for those sectors in which this is an issue)¹
- Traffic safety (for all fields in which young workers are transporting information or other goods by bicycle or motor vehicle).

RATIONALE:

- It is the industry-specific modules that will generate youth interest and ensure immediate relevance for youth because this is the link to their current interests, their current employment, the immediate focus of their job search and career development. Youth participants in focus groups commissioned by the Workers' Compensation Board of BC said that "to be effective, this program would have to be segmented into several streams to cover the level of detail required: otherwise, certification would be meaningless." Participants in a series of regional student forums around BC concluded similarly that the new program needs to be "more comprehensive and more specific" than the current Student WorkSafe program.
- It is likely not cost-effective to deliver any of the modules in a classroom setting unless there are at least fifteen interested learners for a given course. And the need to improve the knowledge and skills of young workers is not limited to one industry, so development of a core module will facilitate efficient delivery of some content. In a given community, at any given time, there may not be fifteen or more individuals keen to study a particular industry module – but by combining students with different work interests into one group, the core content can be delivered in a highly interactive way. (And then CD-Rom or Internet-based modules can be used to provide further industry-specific simulations and instruction.)
- Providing a more substantive context through coverage of the core module topics followed by industry-related topics will increase youth's receptivity to on-the-job safety training that is related to *specific job duties* – and will heighten awareness in youth of the risks of *not* learning and following workplace safety procedures.
- Communication and assertiveness skills training should be an essential component because it is particularly intimidating for new workers – and even more so, for young new workers – to raise a safety concern to a supervisor.

¹ Settings in which the exchange of money occurs are thought to be at increased risk for workplace violence. Young workers are often employed in retail businesses. Other risk factors that increase the dangers for youth working in these settings include working alone and working late in the evening and in early morning – hours that fit young people's schedules.

IMPLEMENTATION GUIDELINES:

START with:	ADD:	ADD:	ADD:	ADD:	ADD:
Elements of Grade 10-12 Student WorkSafe content	New core content	Industry-specific modules	Skill practice components to each content block	Test on core content	Tests on industry-specific content

- In Phase I, the elective modules (choice of industry-specific modules for the learner) should reflect those industries that have the highest injury total and claims cost for young workers in British Columbia. In particular, the restaurant and food service sector, the supermarket sector, and general retail and department stores – all large employers of youth – have high YW injury claim totals.
- In Phase II, additional industry modules should be developed for those industries in which the total number of claims is not as high but the proportional rate of injuries (relative to size of workforce) is high (relative to other sectors) and there is a pattern of more serious injuries. (E.g., fish processing and fish reduction; logging; ranching)
- In Phase III, for any other “major” industries in which there is a large youth workforce, industry-specific modules should be developed.
- In later phases, additional industry-specific modules will be added to the YWSC program – as injury claim patterns change and/or as agreements are secured for additional industry funding for curriculum development and competency assessments that are specific to certain industries.
- **However, within the phasing guidelines noted above, which sectors are targeted in the YWSC budget for development of industry-specific modules will be contingent on which industries are ready to provide active leadership in development and delivery of this more specialized content.**
- YWSC Working Group members advise that the oil & gas industry of Northern BC is currently a very large employer of BC youth but most companies are Alberta-based and a very large percentage of injuries (and ultimately, fatalities) are transported by air out of the field to hospitals in nearby Alberta cities. BC’s WCB does not have these incidents recorded – yet many of them are the youth of BC. Appropriate changes should be made in incident recording procedures to ensure capture of the true injury rate for this sector.
- The core module should cover what safety orientations on the job should include – and, more specifically, what questions to ask if they don’t.
- Detailed curriculum analysis and development will be done in 2004, once stakeholder agreement has been secured on the overall program model to adopt for a Young Worker Safety Certificate program in British Columbia. (It is during this later stage – which will be stage 4 of program development, following focus groups and other initial research (stage 1), the environmental scan (stage 2), and options analysis (stage 3) – that learning objectives for each *module* within the program will be developed as part of the curriculum plan.)

RECOMMENDATIONS:**1. HIGHLY-INTERACTIVE GAMES APPROACH**

Once the essential content has been clearly identified, program providers must package it in a highly-interactive form that is geared specifically to a youthful audience. A games approach involving simulated workplace situations should be used to mentor youth in attitude and behaviour change and to provide them with skill practice opportunities.

See—Think—Do approach Continue to use the instructional approach that has shaped the Workers' Compensation Board of BC *Student WorkSafe* program, the safety module in the *Service!Plus*, and also the Insurance Corporation of BC's *Graduated (Driver) Licensing Program*. I.e.,

- See the hazards. Specific examples, common symbols and other visual aids, and simulation activities should be used to raise awareness.
- Think about the risks, the action options, the potential consequences. Other critical knowledge must be introduced to deepen the learners' understanding.
- Practice what to do in this situation. Required competencies should be developed in program participants by having them handle a hazardous situation, e.g., through role play, a workplace-based assignment or workplace simulation, or case study exercises.

Apply this model of learning to all sections of the course.

2. USE OF REAL-LIFE SITUATIONS

Videos that show real-life situations should be part of the learning resource kit for the program. Case studies of young workers who have suffered injuries – including visible and not-so-visible permanent disabilities – should be incorporated, with new profiles regularly developed. Real-life examples of young workers who have refused unsafe work and who have not been fired as a result or who have not remained unemployed should also be included.

3. PRACTICAL COMPONENT IN ALL TOPICS

All critical topics in the YWSC course (not just one or a few) must include a practical skill-building component that reflects real-life situations. Hands-on training must be the instructional approach. This practice component may be an experiential or simulation assignment (e.g., that require the learner to visit a workplace and identify any hazards), a role-play, or other group work that will strengthen learners' communication skills, confidence, and other practice skills including how to deal with conflict with supervisors or co-workers when in a hazardous situation.

4. YOUTH ON DESIGN TEAM – AND AS REVIEWERS

Youth must have input into the design of the learning resources – at all stages of the design process, i.e., development of the conceptual model, review of the curriculum outline, and development of the actual learning resources.

Focus groups with 15-19 year olds and also with 20-24 year olds should also be used to rigorously test the response of young people to the instructional materials, to determine if materials are sufficiently engaging and viewed by the target audience as helpful.

5. CD-ROM and INTERNET-BASED INSTRUCTIONAL RESOURCES

CD-Rom and/or Web-based resources incorporating extensive use of computer animation and/or streaming video should be used so that practice situations (for developing and assessing skill in hazard recognition and evaluation and in risk management action) can be assured for all learners, no matter how remote their location in the province, and regardless of whether their instructor can arrange work site visits.

6. EMPHASIS ON CLASSROOM DELIVERY – FOR COACHING SUPPORT

To increase program validity, opportunities for young people to practice essential skills under the observation of a certified instructor should also be widespread. The instructional delivery plan should give greatest emphasis to interactive sessions involving teachers/trainers and learners together – rather than reliance primarily on self-directed studies. On-line resources are to broaden access and to facilitate learning through workplace simulations, but should not be viewed as the primary means of safety training in the YWSC program.

7. FEEDBACK LOOP FOR LEARNERS (could be automated)

A feedback mechanism should be embedded into self-assessment exercises and/or other forms of competency assessment, so that each program participant learns what s/he did right and also what s/he missed or did not handle well – and can get this information without having to make special requests.

8. POCKET-SIZED REFERENCE GUIDE FOR LEARNERS

Program participants should receive (or be able to download) a pocket-sized reference guide that they can use as an ongoing on-the-job aid. This reference guide should include detailed explanations of workers' rights.

9. COACHING TOOLS FOR PARENTS, EMPLOYERS, UNIONS

Besides instructional materials for youth, the YWSC program development process should include the creation of learning resources for parents, employers and unions, to increase these stakeholders' awareness of workplace hazards and to help them communicate better and effectively contract with youth about safety practices. On-line delivery should be the primary means of distributing these support materials but periodic presentations to parent and industry organizations, with print copies, should also be part of this "support for coaches" campaign.

RATIONALE

- During focus group and other research, youth have repeatedly advocated an "in-your-face" presentation style: grab attention with a highly dramatic approach; don't minimize the risks; show the consequences as well as the risks i.e., the kind of injuries that can result and the impact that these injuries can have on one's life.
- Youth are accustomed to fast-paced, very visual methods of communication. Passive presentation of content in print form is quickly discounted by youth as "boring."
- Secondary school students have (through regional student forums hosted by Student Voice) identified the need to replace the existing Student WorkSafe program with one that is more universally supported by industry, that attracts and involves more youth, and that provides *more effective* safety training.

RATIONALE (cont'd)

- Focus groups with youth, parents and educators also noted that the existing Student WorkSafe program (usually delivered as part of CAPP, the Career & Personal Planning Program) is not viewed very positively by most youth.
- Developing the ability not only to recognize hazards but also to evaluate the degree of risk and to manage the hazards safely cannot be achieved through lecture-style courses. It requires active participation and skill practice on the part of each learner.
- Web- or CD-Rom based development will be expensive – but then ongoing operating costs will be lower because every instructor will not have to devise role-play situations, organize field trips, and create effective simulations.
- Every learner can be guaranteed an interactive experience through the use of games programming and computer animation or streaming video. The hurdle of limited access (for some instructors and learners) to practice situations (e.g., actual workplaces) can be overcome through the provision of CD-Roms to these learners / instructors.
- Web- or CD-Rom delivery approach will also allow delivery agents more control over data collection and testing.

IMPLEMENTATION GUIDELINES:

- By keeping in mind *learning objects* while designing the program, the content can easily be re-purposed for parents, employers, unions.
- Besides CD-Rom resources, multi-media presentations that can be delivered in various instructional settings are also recommended by youth.
- Core module should be available as stand-alone resource for all secondary school teachers who want to use it as instructional activity in Planning 10 course.
(The BC Ministry of Education rep in the YWSC Working Group advises that the proposed content for core lines up nicely with the draft content for Planning 10. Some of proposed content also covers some standards in new Graduation Portfolio.)
- Ideally, communication skills and assertiveness training are integrated not only in the core but also at a practical role-playing level into industry-specific modules.
- The “core” or universal safety module must encompass more than just good observation and listening techniques. The core module needs to embrace the learners’ own experiences and that of others known to them, while expounding all the components of behaviour including unintentional behaviour and habits. One of the keys will be to give each student an understanding of their own behaviours, the evaluation of the risk-to-error patterns, and instructions on how to trigger their own mental states before they make the critical errors that can lead to accidents. Even children can be taught how to trigger mental states so that they become more alert, their observation and listening techniques improve, and their complacency replaced with good habits that become part of their very nature.
- Have a lot of young people review the proposed course materials, including injured workers. Make sure material don’t irritate or patronize them. Get savagely sincere reviews from the target youth audience of material for each module. Put no filler in course. Less is more.

RECOMMENDATIONS:

1. EMPHASIS ON SECONDARY SCHOOL STUDENTS AS TARGET POPULATION - BUT INSTRUCTIONAL DELIVERY LARGELY OUTSIDE OF SECONDARY SCHOOLS

YWSC training should be delivered extensively outside the public school system: with youth voluntarily paying a fee to take the training in a community setting and/or employers paying the costs of having their young workers participate in YWSC courses.

Secondary schools should be one venue - but not the only venue or even the primary venue - for the certificate program. Instruction should also be available through pre-employment and industry training programs, and community and employment centres. Employers (large or small) should be able to deliver the YWSC training as part of their in-house training for new (or relocated) hires, provided that the person(s) delivering the training on their worksite has (like other providers of the YWSC program in schools or community settings) completed the YWSC train-the-trainer orientation. Similarly, unions should be able to become accredited providers of the YWSC training, e.g., for prospective workers who belong to their union. Other interested parties should also be able to qualify as YWSC instructional providers. .

All secondary school teachers and career preparation program coordinators should have the *option* of delivering (not the requirement to deliver) the certificate course modules as a stand-alone course or integrated with other material within the secondary school curriculum.

2. MULTIPLE DELIVERY CHANNELS - 5 AVENUES FOR REACHING YOUTH

As noted in recommendation #1, the Young Worker Safety Certificate program - core module, industry-specific modules, and competency assessments - should be available to youth in a variety of settings. Five options should be part of the instructional delivery system: on worksites, in community settings (such as Youth Employment Services, community centres or safety agencies), in secondary schools, in post-secondary schools, and through at-home study (computer-based).

3. TRAIN-THE-TRAINER COMPONENT

All YWSC instructors should be required to complete a YWSC Train-the-Trainer orientation and be certified through the organization that manages the Young Worker Safety Certificate program.

(For more detail, see diagram in this section and also the rationale in the section on Instructor Requirements.)

4. ON-LINE SUPPORT

As noted in recommendation #2 above, learning resources for youth should be available on-line. However, this fifth delivery option (self-directed study through online learning resources) should not be considered the *primary* delivery vehicle for YWSC instruction.

(See related discussion in Instructional Design section.)

Instructional materials for secondary school teachers and other safety coaches should also be available on-line. Whereas promotional information about the Young Worker Safety Certificate program would be on a public site, materials for instructors would be on a password-protected site.

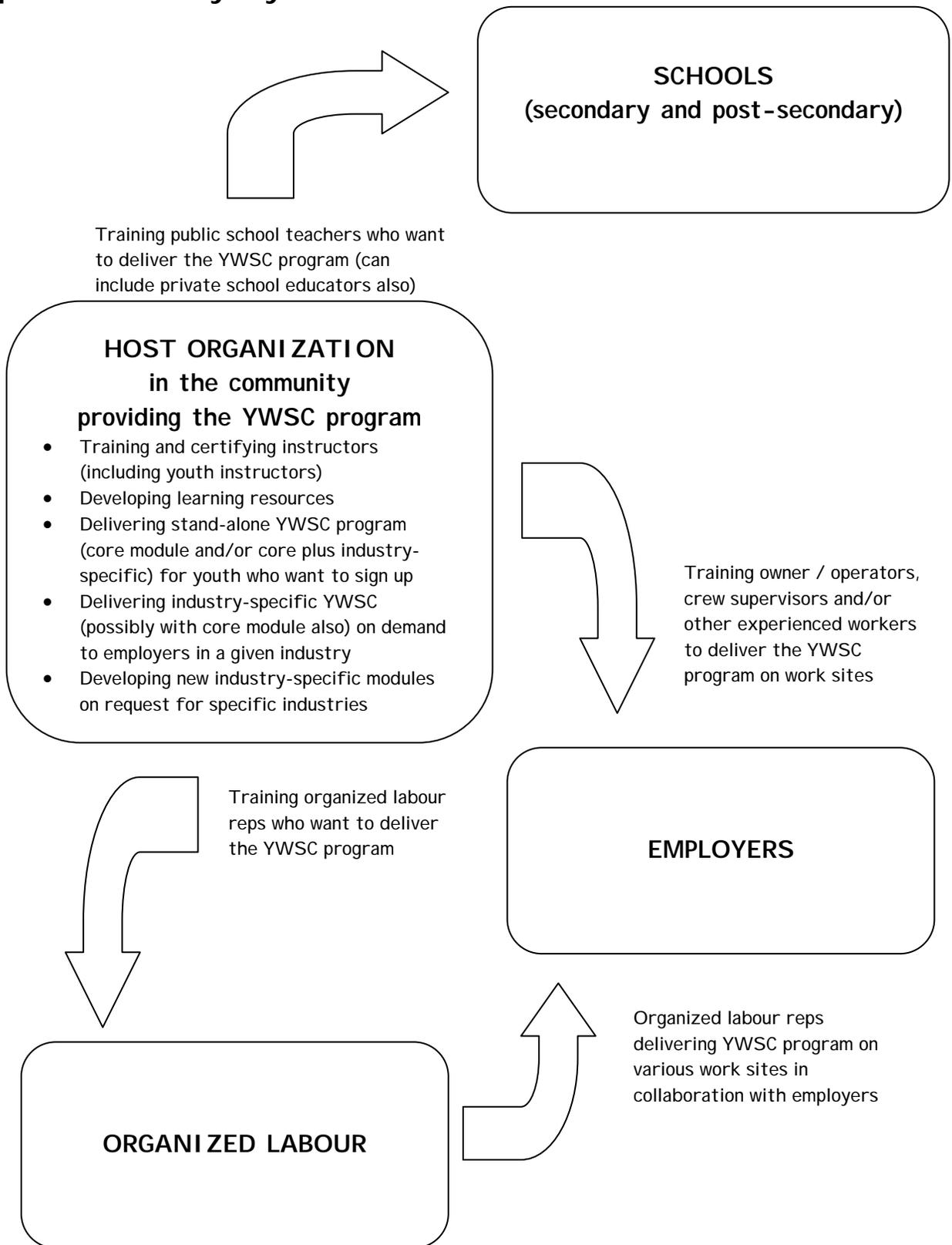
5. COMMUNITY-BASED HOST ORGANIZATION

An organization at arm's length from the Worker's Compensation Board of British Columbia should be given responsibility for ongoing operational management of the YWSC program, and be required to establish a program governance committee or board that includes industry, organized labour and youth reps. *(See Host Organization section for more detail on proposed responsibilities of the organization responsible for program administration.)*

6. POSSIBILITY OF PROFITABLE OPERATION

The host organization should, in consultation with its Program Governance Committee / Board, set the price per student or per program. If a service provider can meet all the criteria and deliver the established curriculum, they should then be allowed to participate as a member of the instructional delivery network – whether their operation is not-for-profit or for-profit.

Proposed Delivery System



RATIONALE:

- Secondary school educators have (through focus groups, surveys and involvement on the YWSC Steering Committee) noted discomfort about their own capacity and effectiveness in providing workplace safety training, given that their own work experience does not (for the most part) extend into other industry settings and they have had little exposure experience to hazards in the workplace.
- Budget cutbacks in the public school system have also reduced support and the necessary instructional and administrative resources for career preparation programs. It is career prep coordinators who have the greatest interest in, and most relevant experiences, for presenting the YWSC content. Staffing and fiscal pressures now mean, however, that these secondary school instructors have the capacity to engage only a small percentage of the total school population – which makes it increasingly important to adopt a delivery model for the YW Safety Certificate program that is not solely reliant on secondary school teachers. (Enhancing the curriculum at the same time as the delivery model is a logical move.)
- Input from the YWSC Steering Committee and Working Group regarding content suggests a program longer than 3-5 hours total – especially given the program focus on behavioural change and development of competencies, not just awareness of hazards. And educators and administrators have communicated to WCB that it is unrealistic for secondary schools to deliver an optional WorkSafe program if the course is any longer than 3-5 hours including testing time.

IMPLEMENTATION GUIDELINES

- Ensure a strong curriculum (e.g., by having youth help design it) and an instructional design that is much more interactive and fast-paced than the current Student WorkSafe program for Grades 10-12 – to overcome teachers' lack of experience in many industry settings.
- Use industry safety officers to deliver YWSC training to teachers and to other employees.
- Recommended places for incorporating the YWSC core curriculum into existing secondary school courses are: Planning 10, Canadian Civics in grad 10, and Social Studies grade 10-12. The YWSC core module could also be part of an elective course in grades 10-12.

RECOMMENDATIONS:**1. RESPONSIBILITIES OF THE HOST ORGANIZATION**

The host organization for the YWSC program should carry responsibility for:

- Developing and updating course materials, including on-line learning resources
- Promoting the YWSC program
- Recruiting, screening and registering instructors – and establishing a network of accredited YWSC training providers
- Providing train-the-trainer support
- Distributing instructional materials
- Coordinating testing service
- Monitoring scope of participation & other outcomes.

NOTE: The host organization will not carry responsibility for all instructional delivery, but would instead certify multiple providers to deliver the YWSC content to the target audience. The host organization may also have certified trainers on its staff but would directly deliver only some of the YWSC courses scheduled around the province.

2. PROGRAM MANAGEMENT BY WCB = PREFERRED BY STAKEHOLDERS

The diverse group of stakeholders (industry reps, youth, parents, educators, community safety advocates, organized labour) who are the YWSC Working Group recommend that the Young Worker Safety Certificate program in British Columbia be managed by either (a) the Workers' Compensation Board or (b) a not-for-profit organization that is clearly committed to workplace safety programs. There is strong support for both options, but the input tally shows that the WCB option is favoured over the latter proposal.

3. PROPOSED DIVISION OF RESPONSIBILITIES – TRI-PARTITE ARRANGEMENT

What follows is an outline of how responsibilities could be effectively shared by (a) Workers' Compensation Board of British Columbia, (b) the designated host organization for the Young Worker Safety Certificate program in British Columbia, and (c) the National Passport to Safety program. This proposed division of roles and task responsibilities is based on clarification from WCB management regarding what the Board can – and cannot – do in relationship to a new injury prevention program.

The following distribution of responsibilities, along with the Program Governance Structure recommendation which follows as recommendation #4 here, is the recommended program management approach.

WCB will not assume any of the following program administration responsibilities, which should instead be held by **the host organization for the YWSC program in BC:**

- Recruiting, screening, and accrediting instructors for the YWSC program
- Scheduling and delivering Train-the-Trainer orientations to prospective instructors
- Arranging courses in various sites and handling registrations for scheduled courses
- Distributing instructional resources to accredited providers of YWSC modules
- Organizing testing opportunities for youth and ensuring appropriate supervision of learner testing
- Promoting the program, including communication of program aims, drivers, strategies, benefits, training providers, and outcomes
- Fiscal management of program operations, including price guidelines for YWSC courses
- Monitoring scope of participation and other program results.

WCB will also not assume these program administration responsibilities, which can be managed through the **Passport to Safety program**:

- Recording test outcomes
- Maintaining a registry of certificate-holders.

Curriculum development and production of learning resources should be handled by the host organization or by an instructional design team contracted by the host organization – in either case, the curriculum development and resource production process to be completed in consultation with other stakeholders. If the host organization has not yet been selected, the instructional design team for the start-up phase can and should be contracted by WCB and paid for through Accident Fund monies.

Instructional delivery responsibilities will be shared by the host organization with a much larger network of accredited YWSC training providers.

WCB can and should:

- Review curriculum outlines submitted by prospective providers of the YWSC program to ensure they are congruent with the YWSC learning objectives, content requirements and instructional design strategies
- Set standards for program providers (in consultation with other stakeholders)
- Conduct audits of program providers to monitor the quality of instructional delivery
- Provide resource persons to participate (along with representatives of other stakeholder groups) in the curriculum development process
- Provide occasional technical expertise to the host organization, e.g., to assist with program evaluation
- Provide seed money to the host organization to kick-start program operations.

WCB should also consider:

1. Providing physical office space for program coordinators who are employees of the host organization, to assist with program cost containment
2. Supporting the processes of industry associations and other stakeholders reviewing YWSC curriculum plans, learning materials, and later, program operations – by providing in-house facilitation resources and/or contracting other professional facilitators.

4. ONGOING GOVERNANCE STRUCTURE FOR THE PROGRAM

Governance structure (e.g., Program Advisory Committee or “board”) within the host organization should include representation from (1) industry, (2) organized labour, and (3) young workers / student unions. If the program is largely employer-financed, there should also be employer reps on the Board of Directors for whatever entity manages YWSC.

Volunteer leaders should be elected to the Program Advisory Committee (or Board) by peer representation, to serve as effective “ears to the ground” along with WCB representatives on this program board. The governance structure should include a paid independent consultant (or salaried position) to oversee and help the “board” manage the program. Participation on the Board should be for limited terms of office.

RATIONALE:

- The WCB may not be the “owners” of the program, but successful implementation will require an effective “steward of the vision” who will monitor the host organization and, on behalf of all stakeholders involved in the design and development of the program, ensure that program delivery is staying true to stated objectives, guiding principles and instructional design guidelines.
- WCB already has the data management infrastructure to assist with tracking of program outcomes: specifically, injury patterns before and after implementation of the YWSC program.
- WCB is understood by stakeholders as having a prevention role as well as being a claims administration agency. WCB has earned respect for the prevention initiatives it has led, so is a highly credible host of this initiative. WCB “has more clout” than a smaller and less well known organization would have.
- Choosing any organization with a regulatory mandate or formal ties to the government as the host organization for the YWSC program is expected by some stakeholders to have a negative effect on the marketability of the program to youth.
- The core review process conducted by the provincial government in 2001-02 has constrained WCB’s capacity to administer prevention programs.
- An organization that is at arm’s length from WCB can readily promote best practices in all industries through development of industry-specific modules – and can publicly demonstrate a win/win approach in which employers and WCB have united in good-faith promotion of safe practices and injury reduction.
- Stakeholders do not recommend the creation of a new agency. Forming a new agency is seen as time-consuming and needlessly costly. Stakeholders favour using an existing organization as the host organization for the YWSC program.

IMPLEMENTATION GUIDELINES:

- Use an already-established safety training agency with prestige and a reputation for impartiality. Consider the BC Safety Council, Red Cross, St. John’s, BC Paraplegic Association, and such industry training institutes as the Propane Training Institute (which delivers Service!Plus and Safety!Plus) as possible host organizations.
- Ideally, the program staff within the host organization will include individuals with a work history outside the Lower Mainland as well as one or more from the Lower Mainland.
- Care must be taken to ensure that decisions on the price of delivery, cost of materials, and administrative requirements will result in generation of adequate revenues to the host organization to maintain cost recovery.
- Agreements with a host organization will also require specific clauses relating to how the organization will be protected from losses early in the program and in the event that student enrollment is not as high as planned. The Agreement must also be very clear in indicating what parties are responsible for each area of the YWSC program, including: program development, train-the-trainer delivery and administration, future curriculum updates, program marketing, certificate issuing, infrastructure development and maintenance, trainer approval and communications, materials distribution, and reporting.

RECOMMENDATIONS:

1. **QUALITY CONTROL THROUGH ACCREDITED INSTRUCTORS**

The YWSC courses should be delivered only by instructors who are certified and oriented by the host organization that provides overall administration of BC's Young Worker Safety Certificate program.

2. **RECRUITMENT FROM DIVERSE POPULATION**

The program must have a large pool of instructors – and it should be a diverse group. YWSC instructors should be a multicultural group, including both male and female instructors, people with work experience in a range of industry settings, and ideally some instructors who can deliver the course not only in English but in other languages as well. Youth should be actively recruited and encouraged to qualify as YWSC instructors so that the instructional pool includes peer presenters. Safety professionals, small business operators and other employers, and organized labour reps should also be recruited for the purpose of delivering the program to youth in specific workplaces.

3. **SELECTION CRITERIA FOR INSTRUCTORS**

YWSC instructors should:

- Have **excellent communication skills** including demonstrated ability to:
 - Communicate with enthusiasm. (Stakeholders see that the enthusiasm and communication skills of the instructors will unquestionably make or break the program.)
 - Communicate and work with youth in groups.
 - Be flexible.
 - Interact well with participants at varying literacy levels.
- Show an **ongoing commitment to safety**
 - Demonstrated through self-initiated upgrading of skills and knowledge and by attitude toward safety training.
- Show a **dedication to helping students be and feel successful**.
- Earn **positive student feedback** re: instructor's ability to relate course material to students.
- Be **cross-culturally aware** (referring to more than ethnicity).

In addition, the following guidelines used by WCB in approving applications from individuals and organizations who want to become part of the WorkSafe Education Network should apply to those instructors who are delivering the YWSC Train-the-Trainer program.

Every instructor delivering WorkSafe courses should meet the following WorkSafe Instructor Criteria:

- A minimum of having:
 - Completed the Element of Instruction course within the BC Provincial Instructor Diploma Program, OR
 - Completed an equivalent course, OR
 - Acquired experience with demonstrable equivalent knowledge, skills, and abilities
- A minimum of three years' work experience, which includes a minimum of:
 - One year in occupational safety, hygiene, or ergonomics (*e.g.*, as a safety coordinator or hygiene officer) AND
 - One year of specific experience relevant to the subject matter of the course (*e.g.*, supervisory or safety committee experience and expertise in lockout, musculoskeletal injury prevention, or workplace violence prevention) AND
 - A minimum of one year's experience as a trainer, which includes at least three months as a health and safety trainer.
- Must **not** engage in conduct that is criminal in nature and may make the individual unfit to deliver WorkSafe courses (*e.g.*, convictions involving bodily harm, sexual assault, other violence or invasion of any person).

RECOMMENDATIONS: (cont'd)

4. TRAIN-THE-TRAINER REQUIREMENT

The program's operational plan and budget should include training for program instructors, and provision of instruction manuals for all YWSC instructors.

RATIONALE:

- While public school teachers clearly have had training in how to teach, safety professionals have the real experience to effectively lead a strong interactive program with youth. Stories tell it better than theory. Instructor recruitment should therefore be broad-based and should not focus solely or primarily on secondary school teachers. We have already seen with Student WorkSafe material that in-school delivery, given all of the other pressures on the educational system, is of uneven quality.
- Working Group members like models in which more experienced workers mentor new workers, but are also concerned about the risk that older workers may cut some corners and pass on their mistakes as well as their knowledge. Screening of instructors and providing standardized train-the-trainer support to all YWSC instructors would mitigate this risk.
- Dissatisfaction with delivery of the current Student WorkSafe program is thought to stem in part from *instructor selection*. Screening of instructors to ensure an enthusiasm for developing a culture of safety, relevant industry knowledge and work experience, and the ability to communicate effectively to youth would help to address this critical success factor.
- The YWSC is designed to be delivered by qualified instructors in a wide range of settings: post-secondary institutions, community centres or other organizations, workplaces. If a school or school district wishes to deliver it, it should be delivered with the same content and in the same manner as in every other setting and only by instructors with equivalent qualifications. To do otherwise may devalue the certificate - or at the very least, render it difficult if not impossible for employers to be able to assess the relative value of a YWSC obtained "in school" vs. one earned elsewhere.
- Through regional forums led by Student Voice, secondary school students recommended more use of peer presenters for safety training - including more presentations by injured workers - to improve the effectiveness of safety training with a youth audience. These individuals (as well as instructor candidates recruited from such groups such as retirees) may have much strength to bring to the program but may need some extra training in instructional techniques.

IMPLEMENTATION GUIDELINES:

- Keep criteria flexible enough that counsellors at youth group homes and drop-in centres can become instructors also. Don't make the qualifications for training trainers too onerous.
- Require youth instructors to be aged 16 or older. YWSC certificate-holders could take another course to become trainers. Employers could register some of their young workers to become instructors.
- Don't discount the ability of parents and grandparents to contribute as instructors as well as program promoters. Grandparents could also be trained to train other instructors. Recently-retired persons with decades of experience in particular industry sectors could be valuable presenters/instructors if they included stories of accidents they have seen.
- Recruit parents, grandparents, other retirees, workers in various settings, youth, industry safety trainers, and trainers who work with youth in other settings.
- All instructors need to be technically competent in delivering training to young workers. Train-the-Trainer curriculum should include course-specific training plus instruction on how to instruct. While it is assumed that training experience is part of the screening criteria, a standardized curriculum on instruction methods would ensure delivery consistency – and would facilitate development of new trainers who are youth.
- Instructors need to be familiar with new technologies (i.e., chat rooms, group discussions, on-line help desk, etc.) since the whole program (or a substantial part of it) will be online. Instructors should be comfortable with the new world / ways in education and training.
- Over the long-term, establish a recertification process – and a Code of Practice – for YWSC instructors.
- Language is a major issue in safety. In different languages, similar words have very different meanings – so translations must be very carefully handled.

RECOMMENDATIONS:**1. 2 DAYS FOR CORE PLUS 1 DAY FOR INDUSTRY-SPECIFIC**

As a design guideline, two days (or 12-16 hours of instruction) is the recommended length of the core module – with the industry-specific component targeted as additional one-day modules.

However if, during the development phase, it is determined through more detailed curriculum consultations with employers that additional time is needed to cover the essential topics for the core module, then the program length should be extended.

2. SPREAD INSTRUCTION OVER LONGER PERIOD OF ELAPSED TIME IF POSSIBLE

Wherever possible, the course delivery plan should allow the student to cover selected topics and then apply that knowledge in other settings before moving on to new topics. This would mean that course duration is longer in elapsed time than in actual hours of instruction.

3. SOME ALLOWANCE FOR ADDITIONAL LEARNING ACTIVITIES

Optional learning activities (in workplaces, in other community settings and/or through independent study) that require additional time (beyond the estimated 12-16 hours for core) may be part of the package of learning resources that are provided to youth, employers and unions, parents and YWSC instructors.

4. EMPLOYERS TO MAKE FINAL DETERMINATION OF PROGRAM LENGTH

Program length should be determined on a module-by-module basis, and only confirmed after employer review and approval of a more detailed curriculum outline for each module (i.e., during the development phase).

5. BEST PRACTICE CONSIDERATION FOR SELECTED EMPLOYERS

In addition to the time needed to cover essential YWSC course content, youth leaders recommend that employers introduce a one- to two-week mandatory on-the-job safety training period for all new young workers. During this time, the new hire would shadow a supervisor or another employee until they have seen *all* aspects of the job they will be doing and have had time to build rapport with their supervisor and to gain both opportunities and the confidence to ask questions about how to do tasks properly and safely.

NOTE: Industry reps do not see this as necessary in all job settings, particularly if the company's safety training program is very thorough. This is why this recommendation is presented here as a "best practice" consideration, rather than presenting it as a step that all employers involved with the YWSC program would be expected to take.

RATIONALE:

- Less than 12-16 hours of instruction is seen by employer reps as insufficient time to cover the recommended topics.
- Covering the content in a 2-day class may not achieve the desired results in secondary school students. Revisiting the content periodically over a semester (or over more than one grade) would reinforce learning / understanding. All workers revisit First Aid and other safety course content periodically because they do not use many of the skills / knowledge every day – and also because learners tend to retain less knowledge when the information is heard only once.
- Some students may benefit from additional practice opportunities in order to master required competencies.

IMPLEMENTATION GUIDELINES:

- Content could be delivered over several weeks for in-school learners – but would need to be delivered in more compressed fashion for out-of-school audience.
- For youth not in school and beginning a new job, the employer should allow (require) the youth to complete the core module and job-specific safety training at the beginning of employment.
- Coupling the core module with the industry-specific module – or the core module with a work experience placement – should be possible routes for students to earn one high school credit by completing the Young Worker Safety Certificate program.
(NOTE: 25-30 hours is the minimum amount of instruction to earn one credit.)
- Allow option of completing core plus industry-specific modules *before* work experience placements OR completing the industry-specific module *during* the work experience placement.
- The Workers' Compensation Board of British Columbia is surveying hundreds of youth in 2003 to obtain input to the certificate program. The survey includes a question about tolerance for various course lengths and youth views on best scheduling (e.g., evening or weekend instruction vs. all-day workshops). Survey findings will be available to the Working Group in September 2003 and may lead to an amendment in these recommendations.

RECOMMENDATIONS:**1. MEANING OF CERTIFICATION**

Certification should require satisfactory demonstration of *all* critical foundation knowledge and skills for workplace safety – not just some of those competencies. The testing system should not pass a learner who gets an overall grade of, say, 65% by scoring 90% in one competency area and a score of only 40% in another equally important competency area. In other words, a test that allows a program participant to be certified on the basis of a certain error threshold *without confirmation that he or she has acquired all essential skills* is not acceptable.

2. 70-75% TO PASS

A passing score should be 70-75% in each of the critical areas. Secondary school students and other program participants should have to achieve this passing score to qualify as having “satisfactorily completed” the YWSC program.

3. PRACTICAL COMPONENT

The test must be competency-based. I.e., it must assess more than awareness, more than knowledge. The YWSC assessment must have a practical component that will test youth’s skill in assessing and handling hazardous situations.

4. MULTIPLE-CHOICE RESPONSE FORMAT

The YWSC tests should be designed so that the learner selects a course of action or other response from a set of multiple choices.

5. ON-LINE OR CD-ROM TEST

The YWSC assessment should be an on-line or CD-Rom test to ensure that all learners, regardless of where or how they cover the YWSC course material, can be presented with a simulated hazardous situation that requires them to make action choices – i.e., a practical component to the test, not just a test of knowledge regarding workplace hazards.

6. SUPERVISED TESTS

The learner should be required to complete the assessment in a setting supervised by an accredited YWSC instructor or tester. This could be a school, a workplace or a community agency. Photo identification will need to be presented at the time of assessment, but certificates issued to those who satisfactorily complete the program will not have photo identification on them.

7. RE-TESTING

When a learner repeats the YWSC assessment because s/he has failed the test on a previous try, the questions presented to the learner in the re-test must vary from the original test taken. On-line testing could incorporate random selection from the YWSC test bank of situations and questions (could be an automated function).

8. CENTRAL REGISTRY

An automated registry of all certificate-holders (i.e., those who have passed the YWSC competency assessment) should be maintained and available 7/24 to employers via the Internet. To avoid duplication of such services, the national Passport to Safety registry should be used for graduates of BC’s Young Worker Safety Certificate program. An on-line database available to employers, youth, and other stakeholders should include all program providers and employers supporting the YWSC (may also be part of the Passport to Safety registry).

RATIONALE:

- **ASSURANCE OF LEARNING** The proposed YWSC program is intended to equip youth with more awareness, knowledge, and skill in recognizing, assessing, and handling hazardous situations at work. Whether it is achieving that goal cannot be determined without some form of learning assessment. In focus groups and other surveys done by WCB in 2001, educators indicated strong support for the design and implementation of a standardized assessment tool.
- **PASS SCORE** While a 50% passing score isn't adequate in stakeholders' perspective, stakeholders feel that 90-100% is asking too much. Less stringent requirements apply with medical students and lawyers. And exams are unusual high-pressure situations that inhibit the ability of some learners to demonstrate knowledge and skills that they have acquired.
- **TEST FORMAT** Using Web or CD-Rom delivery, animated scenarios can be designed to test non-textual risk assessment abilities (i.e., in real-life scenarios) without incurring the high cost of recruiting and training individual assessors for the YWSC program and having to schedule hands-on assessments done on a one-on-one basis.

Multiple-choice test format can eliminate subjectivity in scoring and ensure fairness and consistency while also keeping the cost of testing down by enabling automated scoring.
- **TEST SUPERVISION** As long as computer animation and other graphics are incorporated to present real-life scenarios, testing can efficiently be done online (or with CD-Rom) but supervision is needed to ensure proof that a certain person is the actual person taking the test.
- **RETESTING** For retests, test questions must vary from the original exam because anyone can quickly become good at answering questions you've seen before.
- **SCORE REPORTS + CERTIFICATION REGISTRY** Photo identification on certificates would be too costly and difficult to manage. Test results from all communities in the province should be reported to a *central* database because BC's workforce (young and otherwise) is very mobile. By making the database accessible to training providers via agency passwords, each agency could input the certificate holder and ticket number, a provincial database could be readily established, and the cost of mailing certificates or copies of certificate numbers can be eliminated.

IMPLEMENTATION GUIDELINES:

- Supervision of tests could be done in schools, workplaces, or community agencies.
- Some accommodation in testing procedures and/or time should be considered for learners with reading disabilities or other learning disabilities.
- The registry system depends on all stakeholders submitting data in timely fashion. The data entry process must be very streamlined.
- Releases will need to be prepared and signed to permit publication of names on the Internet.
- Certificates should be dated.
- Certificate issue and renewal should go through a registered training agency already established – e.g., if not Passport to Safety, then perhaps BC Safety Council, Red Cross, St. John's, Care Institute, or ??? – so as to minimize technology and administrative infrastructure costs with this new program.

- **NOTE: There are divergent views regarding retesting procedures.**

Parent and youth reps feel strongly that for those who take the program but then fail the competency assessment, there should be no *disincentive* – especially a fiscal disincentive – to continuing to learn. They suggest that these learners should be able to review their mistakes and take the test again – possibly even take the course again too – without having to pay a further registration or test fee. Input from some employer reps, however, indicates an opposing view: “Unless the program is mandatory, do NOT allow learners who fail the competency assessment to retake the test without paying another fee.” “To do so would create a double standard.”

The July 2003 feedback form distributed to all Working Group and Steering Committee members asks whether you support a retesting fee or not.

RECOMMENDATIONS:**1. PER-PARTICIPANT COST SUBSIDIZED BY INDUSTRY AND GOVERNMENT**

Industry and government financing for the core module, and industry financing for all industry-specific modules, should cover the majority of instructional delivery and program administration costs so that the program can be made widely available at low cost to youth.

(See Financing Strategy section for more discussion.)

2. MODEST USER FEE IN SOME SETTINGS - PRICE CEILING OF \$50 PER MODULE SUBJECT TO FINDINGS OF YOUTH AND PARENT SURVEYS

The *maximum* fee that a youth should be required to pay to complete the core module of the Young Worker Safety Certificate program should be \$50 (for approximately 12-16 hours of training).²

Youth should be charged a similarly modest tuition fee for the industry-specific modules.

3. WORKBOOK-ONLY FEE WHEN DELIVERED BY SECONDARY SCHOOL TEACHERS

Secondary school teachers who are able to incorporate the YWSC curriculum into existing programs and who become certified YWSC instructors should be able to offer the certificate program at a discounted price to their students, as an incentive for those students to complete the safety certification before high school graduation.

The YWSC core module should be available to secondary school students at a charge no greater than the actual cost of consumable resources (e.g., \$5 for workbooks they use).

The program pricing model adopted by the organization responsible for overall administration of the YWSC program in British Columbia should incorporate this incentive-pricing for secondary school teachers and their students.

4. IN COMMUNITY SETTINGS - FEE SUBSIDY FOR LOW-INCOME YOUTH

For youth not in school, industry (and/or government) financing should cover some bursaries to ensure access to the program is not denied to those with low incomes.

NOTE: This might not be a direct bursary to low-income youth but could be the provision of some no-cost seats in the YWSC program by building the course modules into pre-employment programs that are funded by the federal government and other parties.

² Experience of Service!Plus and Propane Training Institute course providers is that a course of 12-16 hours will likely require a price of \$99-149 to recover instructional delivery, management, marketing, distribution and certificate administration costs UNLESS there is industry and/or government funding to help underwrite those costs.

RATIONALE:

- The YWSC Working Group, Steering Committee and other stakeholders perceive a clear link between program fees and accessibility. Many like the idea of a no-fee program for its universal accessibility. Others, however, see a fee as necessary not only to sustain operations but also as a means for giving the program inherent value. There appears to be a market tolerance for fees up to \$50 – but generally, fees in excess of \$50 are seen as a barrier to access and take-up.
- If the program is part of a school course (e.g., Planning 10) or if the program is mandated for all SSA or Work Experience students, then schools cannot charge for anything other than consumable learning resources (i.e., workbooks that the learner keeps). Schools would have to cover the cost which becomes a disincentive to offer the program. And providing easy access to the program, enabling secondary students to earn credit through it, and making it a prerequisite for work experience placements are all recommended incentives to heighten youth participation.
- The on-line program model used by Australia is liked because of how inexpensive it is. Internet-based delivery of information is also highly valued because it provides program participants with 7/24 access to learning materials. However, the YWSC Working Group does not want a BC program to rely on self-assessment and in particular, on unsupervised assessment. These assessment considerations will put some upward pressure on operating costs for the YWSC in British Columbia, making the model of a modest user fee with substantial subsidy of program costs by industry and government a pertinent model to consider.
- \$50 is a significant hurdle for dropouts and other new workers who are already cash poor. The program becomes a barrier to employment, rather than an asset to job candidates. If there is a cost to the learner, no matter how low, there must then also be a bursary program for those with financial difficulties, so as to optimize access to the training.

IMPLEMENTATION GUIDELINES:

- Consider establishing one price for the core + industry-specific combination because separate prices for different modules are expected to cause administrative costs to soar.
- Remote areas are often faced with bringing a qualified instructor in from another location and have to cover travel and accommodation costs – as well as dealing with a smaller number of students. In establishing the operational budget and funding plan for the YWSC program, consideration should be given to cross-subsidization between regions to ensure price constancy for youth across the province. (E.g., using surplus revenues from courses in the Lower Mainland to cover travel expenses of instructors for courses in Northern BC or other regions.)
- The youth surveys conducted by WCB in 2003 include a question about tolerance for various fee levels. These findings should be reviewed before prices are finalized.
- WHMIS training is offered by many private organizations who may voice concern over competitive issues, depending on ultimate price points for delivery of the YWSC program. Current prices for WHMIS training should also be reviewed before YWSC prices are finalized.

RECOMMENDATIONS:**1. FOCUS ON INJURY PATTERNS**

Evidence of a reduction in the YW injury rate is the primary measure that should be used to justify *ongoing* operation in BC of a Young Worker Safety Certificate program.³

Benchmarks must be set at the outset of the program – and program success then regularly evaluated against frequency and severity trend analysis for injuries incurred by young workers. Evaluation costs should be included when calculating the operating cost of the program and establishing delivery arrangements.

2. TRACK NUMBER AND SATISFACTION LEVEL OF PROGRAM CONSUMERS

Strong demand for (and high satisfaction with) the certificate program from its main consumers – industry/employers and young workers – is of equally high importance as a success measure.

Professional researchers should establish appropriate evaluation measures but minimally, to satisfy stakeholders' information needs, the following steps should be taken to measure market demand and customer satisfaction:

- Track the number of youth taking program – by age, region, and industry sector.
- Determine the participation rate as a percentage of youth/students in BC.
- Track number of training packages distributed vs. number of completion certificates.
- Survey youth and employers to determine satisfaction with the program.
Track satisfaction level by type of student (work experience / apprenticeship students; general population not tied to work experience programs; at-risk youth) and by program, i.e., delivery method of the course.
- Track the expansion and evolution of the program: variety of delivery channels, number of sites at which it is available, number of instructors, number of employers involved, etc.

3. USE PROFESSIONAL RESEARCHERS – AND A PRE-/POST- PROGRAM MODEL

A pre- and post-program evaluation protocol should be established by third-party academic or other professional researchers. (*See Implementation Guidelines on next page for more detail.*) Evaluation costs for implementing this protocol (as well as for its development) should be covered by the WCB through its Research Secretariat (subject to receipt of appropriate proposals).

4. OTHER KEY SUCCESS MEASURES

Other success indicators that should be incorporated into the evaluation plan are:

- Stakeholders are providing financial support.
- The program is being delivered in a consistent, high-quality manner.
- The program is available on a province-wide basis.
- A cost/benefit analysis is demonstrating that the costs to develop, deliver and evaluate the program are less than the savings from reducing claims cost and other care costs for youth who are injured on the job.

³ Other strategic initiatives have contributed to a 35% drop in young worker injuries since 1995 (from 4.6% to 3.2% in 2002). The Working Group's foremost success indicator for a Young Worker Safety Certificate program is a link between the certificate program and a further (and sustained) reduction in the overall young worker injury rate.

IMPLEMENTATION GUIDELINES:

- Give the program a few years to get up and running before expecting to see noticeable impact.
- Use youth and worker surveys as direct measure of changes in attitudes and behaviours. Use safety (injury) stats to provide indirect measure.
- To avoid duplicate administration, it should be WCB who tracks injury rates – but injured workers will now have to be asked if they participated in the YWSC program. Also, nature and severity of injury tracking will show true results only if WCB begins to record accidents happening in the North and Peace Regions where the injured are med-evacuated to Alberta.
- Set raising awareness as primary learning objective – but set reduction in the number and severity of injuries as the primary success measures (attitude change will lead to behaviour change).
- Working Group members suggest the following considerations when evaluation surveys are designed:

In employer surveys:

- Determine overall perceptions of program.
- Has health and safety awareness improved amongst supervisors and management?
- Has morale improved among young workers?
- Are certificate holders actually applying their course training in the workplace?
- Investigate whether health and safety training practices are changing within industry sectors as a result of the program.
- Is there an increasing number of employers who are changing their hiring practices and processes in some way, e.g., by requiring that young workers have a certificate, by giving them preferential hiring, or by hiring them at a higher wage?

In young worker surveys:

- Determine whether they are applying what they learned on the job.
- Investigate whether the program has improved worker morale.

In random surveys of youth:

- Is the number of youth reporting that they have received safety training increasing?

In teacher and parent surveys:

- Are students applying at (school) (home) what they learned during the program?
- Are students changing behaviours at school and at home?

- Acceptable operating definition of “employer buy-in” is that:
 - Employers use the YWSC program criteria in their own safety training programs.
 - More and more employers pay for new or prospective hires to take the program.
 - Employers provide financial support for program operations.
 - Employers demonstrate hiring preference for YWSC grads.
 - Employers train supervisors for on-the-job portion.
- Introduce a peer review process to determine if the program is being delivered in a “consistent, high-quality manner.”
- Care should be taken to ensure that all stakeholders understand the concept that once targets for reduced YW injuries have been achieved, ongoing delivery and support of the YWSC program is critical to maintain success and encourage continuous improvement.
- Consider a doctoral student project as a way to develop evaluation protocol. (Related one-year grant possibilities now exist through WCB’s Research Secretariat.) Also consider a joint evaluation project involving UBC, BCIT, UVic, etc.

FOLLOW-UP QUESTIONS

1. TEST REQUIREMENT FOR ALL YOUTH PARTICIPANTS

Stakeholder input received over May-June 2003 indicated that securing high participation is more important than implementing a testing component. Yet focus group research in 2001-02 showed strong support for a standardized competency assessment tool.

The Working Group and Steering Committee began with the planning assumption that a YWSC program would include a core module, industry-specific modules, and a competency assessment.

Do you agree with the following proposal for a TESTING COMPONENT?

To determine whether participants in the YWSC program are acquiring critical knowledge and skill in recognizing, assessing and managing workplace hazards, a standardized test needs to be part of the program.

Strongly Agree Agree Neutral Disagree Strongly Disagree

Do you support the TYPE OF TEST outlined in Version 2 of the program model (see pp. 46-47)?

Strongly Agree Agree Neutral Disagree Strongly Disagree

IF YOU DISAGREE with the proposal to include a standardized test, what do you propose to qualify as "satisfactory completion"? Choose ONE response.

- Registered and paid any applicable fees for the program
- Logged in / attended all sessions of the program
- Attended all sessions and completed all assignments (may not have achieved passing score)
- Other: (specify your proposal)

2. HOST ORGANIZATION TO MANAGE & PROMOTE THE PROGRAM

More than one organization has already indicated interest in becoming the host organization for the Young Worker Safety Certificate program and several more have been proposed by various Working Group members as possible candidates.

What SELECTION PROCESS should be used to select the host organization for YWSC in BC? (E.g., Should it be limited to those organizations who have already identified themselves as potential managers of the YWSC program OR should there be a much broader call for expressions of interest? Who should review proposals? What should the review process include?)

FOLLOW-UP QUESTIONS (cont'd)

2. HOST ORGANIZATION (cont'd)

What EVALUATION CRITERIA should be used in that process to select the best host organization?

Number the essential evaluation considerations that should be included in order of importance (with 1 being most important).

- Previous experience in developing & delivering instructional programs for youth
- Length of time / scope of experience delivering other safety programs
- Experience with multi-stakeholder governance structures and planning processes
- Experience within the province of BC experience as program manager / instructional provider
- Industry training experience
- Success in establishing full cost-recovery training programs
- Not-for-profit program management
- Industry-based organization OR strong ties to one or more of the YWSC target industries (i.e., industries with high number of YW injury claims and/or most serious YW injuries)
- Demonstrated success in securing employer support for other training programs
- OTHER - Please specify:

3. COST-SHARING MODEL FOR CORE MODULE

Co-financing by industry (via WCB Accident Fund) and government has been proposed for the Young Worker Safety Certificate program. In that cost-sharing proposal, what proportion of the program costs should industry bear, relative to government? (applies to core module)

- More than 50% Less than 50% 50:50

What is the logic behind your answer?

To secure approval within the WCB for allocating revenue from the Accident Fund to operating expenses for the YWSC program, a multi-stakeholder group of representatives from industry associations, employers, labour, educators, parents and youth will need to take the lead in presenting the proposal and the business case for financing the program in this way. Are you willing to take on this role? If YES: _____ (NAME)

FOLLOW-UP QUESTIONS (cont'd)

To show employer support not only at the company but also industry level, who else should be involved (as industry association leaders) – and what is the best way to secure their support?

4. LEGISLATION CHANGE

Do you agree that legislation should be changed to require all employers to provide a safety orientation to workers before they begin work in a new worksite and that the legislation should specify necessary component of that orientation? (see p. 22 of this report)

Strongly Agree Agree Neutral Disagree Strongly Disagree

5. RE-TESTING FEE

Assuming there is a small fee to take the YWSC test and be registered as a YWSC-holder, IF a learner takes the YWSC competency test and fails it, s/he should have pay the test fee again when re-testing.

Strongly Agree Agree Neutral Disagree Strongly Disagree

6. CRITICAL SUCCESS FACTOR – PERCENTAGE OF YOUTH INVOLVED

What proportion of young workers do you think the YWSC program needs to engage, to have a significant impact on injury rates in these sectors? Twenty-five percent (over the next 3-5 years)? Fifty percent? Seventy-five percent? Or ??? **YOUR ANSWER:** _____

Is it a realistic goal to attract that number if there is any user fee at all? YES NO

7. COMMITMENT TO INDUSTRY-SPECIFIC MODULES

*** QUESTION #7 IS FOR INDUSTRY REPS ONLY ***

Do you think that your industry association will be keen to develop an industry-specific safety module for young workers in their sector? What is the best way to find out? And if NO, what is the reason for NOT supporting this aspect of the proposed YWSC program?

(Please also identify the industry sector with which you are affiliated.)

8. CURRENT DESCRIPTION OF PROGRAM MODEL

IF there are recommendations in the updated draft that you cannot support, which recommendation(s) are problematic (note page #, section title, recommendation #), and what is your reason for opposing a specific recommendation?

How would you propose changing this recommendation (please be specific!), and how does your amendment strengthen the program model?

FINANCING CONSIDERATIONS for YWSC Program

NOTE: Further investigation into actual costs for similar programs, development of a draft start-up budget as well as an ongoing operating budget for the proposed YWSC program in BC, and feasibility interviews with prospective delivery partners, is work planned for August 2003. In the interim, the final section of this report remains substantially unchanged from the first draft of the program model for the Young Worker Safety Certificate initiative.

START-UP COSTS

- Business Plan & Budget Development for Program Providers
- Detailed Curriculum Planning & Instructional Design
- Curriculum Development (review / adaptation of existing materials; writing; editing; development of practice assignments, self-assessment and coaching guides, etc.)
- Adaptation of Content for On-line Delivery
- Production of Video and/or Other Learning Resources
- Design of Competency Assessment
- Development of Registration & Certification Procedures, Standards and Forms
- Information Management System (data architecture and creation or enhancement of electronic tracking system for program registrations, competency assessment results and certificate-holders)
- Development of Train-The-Trainer Program
- Recruitment & Orientation of Instructors
- Design of Promotional Campaigns & Materials
- Production of Promotional Materials
- Preliminary Research for Evaluation Protocol

ONGOING OPERATING COSTS

- Program Promotion (including outreach to parents, students, other youth, employers including large corporations and small businesses, educators, employment services and community agencies)
- Instructional Delivery
- Administration & Scoring of Competency Assessments
- Registration, Certification & Overall Program Administration
- Outcome Evaluation Research
- Continuous Enhancement of Curriculum & Instructional Design

TARGET REACH for YWSC Program in British Columbia

This section provides background information on the size of the target audience.

- Even with relevant content, a highly appealing delivery approach, and compelling incentives to participate, it will take some years to build interest and a high level of participation in a Young Worker Safety Certificate program. For example, in Alberta, even with 550 high schools actively involved in delivering the program and after six years of operation with significant funding from corporate sponsors, Job Safe is registering only one out of every sixteen secondary school students (2,500 program graduates compared to 40,000 high school grads annually).
- In 2004, the target year for piloting a Young Worker Safety Certificate program in British Columbia (subject to stakeholder agreement on an appropriate model and positive feasibility assessment), there will be, on average, 50,000 students in each of Grades 10, 11, 12 in British Columbia. (265,000 is the current total number of students in Grades 8, 9, 10, 11 and 12 in BC.)
- The Government of British Columbia web site notes that:
40% of full-time students aged 15-19 participate in the labour force during the school year.
50% of full-time students aged 20-24 participate in the labour force during the school year.
Presumably, even more students enter the labour force during the summer period.
- If the YWSC program focuses on students who have already begun to work part-time and if it engages even 10% of these students while they are in Grade 11 or Grade 12, that would mean reaching (say, by Year 2) 1:20 of the Grade 11-12 student population: 5,000 participants per year.
- Each year in British Columbia, approximately 5,000 other young people enter the BC labour force – as recent graduates of secondary or post-secondary education programs or as school dropouts. So in the same year that 5,000 Grade 11-12 students might be completing the YWSC, there could be 250 other program participants (based again on a 1:20 success rate in reaching this part of the target audience of young workers). These young people could be completing the YWSC through on-line studies, community workshops or workplace-based delivery of the program.
- Additionally, between 5,500 and 6,000 individuals register as new apprentices each year. Assuming a 1:10 success rate in engaging this segment of the target audience, 600 new apprentices might also complete the Young Worker Safety Certificate program each year.
- For planning purposes, the 1:20 success rate with secondary school students and out-of-school youth (and 1:10 rate for new apprentices) in reaching the target audience would then mean an annual “reach” of close to 6,000 youth. (5000 secondary students + 600 other apprentices + 250 others)

NOTE: It is assumed that *all* members of the target audience might well be exposed to information about the Young Worker Safety Certificate program. However, a conservative participation rate is assumed, at least initially, for the purposes of doing a cost-to-benefit analysis because of the hurdles already noted by young people who have been consulted about the program.

The first draft of the program model invited reviewers to set a measurable target for engaging youth in the YWSC program. In stakeholders' views, based on a price to youth that may reach but not does exceed \$50, “a reasonable objective for a Young Worker Safety Certificate program in BC to reach within 2-3 years of its design, development and pilot run” ranges from 1,500 to 10,000 registrations annually.

PROGRAM FUNDING COMPARISONS

PROGRAM	Annual Operating COST	Delivery Approach	Training TIME	Program REACH: Participant #	Per-Participant Operating Cost	Program FUNDERS
ALL-INDUSTRY CERTIFICATE PROGRAMS						
Alberta Job Safe	\$250,000	Schools (secondary and post-secondary)	75 hrs	2,500 annually (out of 40,000 grads)	\$6.25 (excluding instructor costs)	Corporate sponsors (6 major)
Australia Work Safe	\$21,000	Internet-based	Self-paced	12,000 annually in early years - now 60,000	\$1.75 (self-directed study)	Government (100%)
NWT Workplace Safety & The YW	\$125,000 development costs since Yr. 2000 + part-time coordinator	Classroom-based (Gr. 10); with self-study program available on CD	25 hrs.	200 annually (based on 100 schools, 3 colleges, some employers)	? (50% of students use self-study option)	WCB of NWT
New Brunswick Safety Start	\$120,000 minimum	Classroom-based (40 secondary schools)	8 hrs.	3,000 last year (after 2 years)	\$70	Currently 100% govt. but funding temporary
INDUSTRY-SPECIFIC PROGRAMS						
Construction Safety		CD-ROM based	~4 hrs.	~17,000 annually (based on 7-yr. total; mandatory for last 4 yrs.)		Private corporation (who then licenses the program to colleges and other training providers)
Faller Safety		Classroom-based with videos; then structured on-site training with experienced coach		starting in 2003		Cost-sharing negotiations underway between industry association, union & WCB
Food Safe		Classroom-based (secondary and post-secondary); option of correspondence course	8 hrs.	~20,000 annually (based on 17-yr total; legislative rqmt. Since Yr. 2000)	\$55 classroom option \$75 by correspondence \$95 Level 2 course	Cost-recovery model (development costs paid by Min. of Advanced Ed and federal govt. -HRDC)
Transportation of Dangerous Goods		Classroom-based (BC Safety Council)	4 hrs.	2,500 annually (in BC)		Employers regulated by Transport Canada
Traffic Control	\$190,000 dev. costs; \$130,000 annual oper.	Classroom-based	16 hrs.	6,000 (by 2004 with pool of 400 instructors)		WCB of BC
Service!Plus	\$150,000 dev. costs Now operating on cost-recovery-plus basis	Interactive workshops	4-5 hrs	25,000 annually		Division of Propane Training Institute: cost-recovery-plus model
OTHER PROGRAMS						
Passport to Safety		Internet-based testing & registration system	N/A	200,000 = annual <i>target</i>		Fees from participating employers
Graduated Licensing	Big part of \$95 million	Self-study and coaching manuals; optional courses; supervised practice		60-80,000 annually	? but claims savings cover operating costs	Cost-recovery model based on claims savings
DARE	More than \$1 million	Classroom-based - with 50,000 police instructors	10 hrs. minimum	26 million in the U.S.		Corporate sponsors

BREAK-EVEN ANALYSIS

NOTE: What follows is not an exhaustive break-even analysis for the proposed Young Worker Safety Certificate program in British Columbia. Completing this analysis is contingent on further input from stakeholders about acceptable price limits and price discounts, and also on more input regarding what assumptions are reasonable about participation numbers.

B/E Analysis WITHOUT Corporate Sponsorship, Government Grants or WCB Funding

- Coupled with a program fee of, say, \$35 per participant, a planning assumption of 6000 paid registrations annually (by year 2) suggests that annual program expenses at that stage should be no more than \$210,000 – or that any expenditures beyond this limit would be a subsidy from employers / industry (and/or government).
- Assuming somewhat higher operating costs (say, annual operating budget of \$300,000) but also substituting a maximum program fee of \$50 per participant would mean that the program could still break even if it attracted 6000 youth per year.
- The experience of other jurisdictions in which similar initiatives are operating suggests that operating costs will be in the range of \$150,000 to \$250,000 minimum.
(See section titled Program Funding Comparisons for identification of expenditures by others to develop and deliver their programs.)
- Given a maximum price of \$50 per participant, and also given the planning assumption of an annual operating budget of \$150,000 to \$250,000, the break-even point (non-subsidized model) will be an annual registration of 3,000 to 5,000 youth.
- Given a considerably lower program fee, say, \$25 maximum, and operating costs in the same range (\$150,000 to \$250,000), the break-even point will be annual registration of 6,000 to 10,000 youth.

OTHER CONSIDERATIONS IN BREAK-EVEN CALCULATIONS

- Introducing a sliding scale pricing model – with very low-income youth, for example, eligible to take the certificate program at no charge to them AND/OR with discounted fees for youth who complete the program in secondary school OR with other pricing accommodations – will mean that a higher volume of participants – or substantial cost subsidies from industry and/or government – are needed to cover anticipated operating expenses.
- Alternatively, introducing a sliding scale pricing model (or free access for some youth) may mean a program fee higher than \$50 is needed with some segments of the youth market.
- Program sponsorship from individual corporations and/or industry associations could enable lower program fees for youth participants. However, relying on corporate sponsorships to subsidize program fees will also mean higher administrative requirements (and ongoing operating costs) to secure (and sustain) those sponsorships.

DRAFT BUSINESS CASE for a YWSC Program

NOTE: This initial cost:benefit analysis has been drafted (and only partially at this stage) as a first step in considering the fiscal feasibility of a Young Worker Safety Certificate program in British Columbia. Readers of this discussion paper are invited to amend or otherwise comment on the business case presented here.

WCB has reported that a reduction in the young worker injury rate of 3.7% (from 7.3% in 1989 to 3.6% in 2001) resulted in a \$24 million savings in claim costs in British Columbia: on average, a savings of \$6.5 million for every percentage point drop in the proportion of young workers injured on the job.

- As young workers become more safety conscious and more skilled in avoiding injury, not only the frequency, but also the severity of injuries for young workers, may drop further.
- As healthcare interventions becoming increasingly sophisticated, it is also possible that the long-term consequences of a workplace injury may be reduced and with such breakthroughs, claims costs also reduced (even without further investment in safety education).
- Even factoring in the possibility of the latter positive trend, it is reasonable to assume that given how many youth (276,800) are active in BC's labour force, every percentage point by which the young worker injury rate increases represents a significant cost to industry: \$4 million or more. Conversely, every percentage point by which the YW injury rate falls appears to represent claims savings of at least \$4 million.

A Young Worker Safety Certificate program is but one of many strategic initiatives designed to lower the frequency and severity of workplace injuries – so this program alone cannot take all credit for reductions in the YW injury rate.

- If claims cost savings are considered against the operating costs of injury prevention campaigns and programs, a YWSC program might reasonably be entitled to no more than a 10% allocation of resources “freed up” as a result of claims cost savings.
- Using the 10% investment assumption (i.e., \$400,000 of the estimated \$4-6 million claims cost saving if a YWSC program reduced the annual injury rate of young workers by one percent), then a YWSC program that could operate efficiently and effectively on a budget of \$200,000 per year would be earning a 2:1 return on investment for employers/industry.

Additional benefits to industry are likely to be:

- **less loss of productivity due to worker injuries**
NOTE: WCB has reported that the 3.7% drop in YW injury rate between 1989 and 2001 meant an “earning” of 200,600 productive workdays: on average, 54,000 more days of productivity for each decline of one percent in the YW injury rate.
- **less requirement to replace an injured young worker on a temporary or permanent basis –** thereby saving additional recruitment, screening, orientation and training costs.

An immeasurable benefit to communities would be less grief for injured young workers and their family and friends. Another tangible community benefit would be reduced pressure on the healthcare system. And the long-term legacy of a successful YWSC program would be safer workplaces for everybody as young workers mature, influence their co-workers and also move into supervisory roles, using their own safety awareness and skills to influence workplace practices and improve workplace conditions.

UPDATED LIST of APPENDICES to the YWSC Options Paper

1. OPTIONS CONSIDERED & EVALUATION CRITERIA
2. OPERATIONAL DEFINITIONS OF EVALUATION CRITERIA
3. ENVIRONMENTAL SCAN - ALL PROGRAMS REVIEWED
4. CASE STUDIES PREPARED FOR WORKING GROUP - SUMMARY LIST
5. Case Study 1 - ALBERTA - JOB SAFE
6. Case Study 2 - AUSTRALIA - WORK SAFE SMART MOVE
7. Case Study 3 - CONSTRUCTION SAFETY TRAINING SYSTEM
8. Case Study 4 - D.A.R.E. and D.A.R.E. P.L.U.S.
9. Case Study 5 - FALLER TRAINING & CERTIFICATION
10. Case Study 6 - FOODSAFE
11. Case Study 7 - GRADUATED (DRIVER) LICENSING PROGRAM
12. Case Study 8 - NEW BRUNSWICK - SAFETY START
13. Case Study 9 - NORTHWEST TERRITORIES - WORKPLACE SAFETY:
SAFETY AND THE YOUNG WORKER
14. Case Study 10 - PASSPORT TO SAFETY
15. Case Study 11 - SERVICE!PLUS
16. Case Study 12 - TRAFFIC CONTROL PROGRAM
17. Case Study 13 - TRANSPORTATION OF DANGEROUS GOODS
18. WORKING GROUP FEEDBACK ON PROGRAMS: LIKES & DISLIKES
19. YOUTH INPUT - Interest & Program Preferences