

The California Commission on Health and Safety and Workers' Compensation



Workers' Occupational Safety and Health Training and Education Program (WOSHTEP) 2004 Report

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Draft Report: Workers' Occupational Safety and Health Training and Education Program (WOSHTEP)

Introduction to the WOSHTEP Report

Labor Code Section 6354.7 mandates the Workers' Occupational Safety and Health Training and Education Program (WOSHTEP) Advisory Board to prepare an annual written report evaluating the use and impact of the programs developed.

The WOSHTEP Advisory Board is submitting its first annual report in compliance with its mandate on the use and impact of the programs developed for WOSHTEP.

Background and Purpose of the WOSHTEP Program

Background

California has an exciting opportunity to serve as a national leader in worker protection and injury and illness prevention. Workers' compensation reform legislation, Assembly Bill 749, effective January 1, 2003, included a provision for the creation of a worker safety and health training and education fund administered by the Commission on Health and Safety and Workers' Compensation (CHSWC). This fund is to be used to establish and maintain a Workers' Occupational Safety and Health Training and Education Program (WOSHTEP).

Purpose and Objectives

The purpose of WOSHTEP is to promote awareness of the need for safety and health prevention programs. The program focuses on developing and providing injury and illness prevention skills for employees and their representatives who will take a leadership role in promoting safety and health in the workplace. This program will be delivered through a statewide network of providers. The training is offered at no charge.

The objectives of WOSHTEP are to:

- Provide practical training that builds upon workers' knowledge and experiences.
- Enhance leadership skills.
- Promote active participation in injury and illness prevention activities in the workplace.

CHSWC's mandate for WOSHTEP is to:

- Develop and provide core curriculum addressing competencies for effective participation in workplace injury and illness prevention programs and on joint labor-management health and safety committees.
- Develop and provide additional training for any and all of the following categories:
 - Industries on the high hazard list.
 - Hazards that result in significant worker injuries, illness or compensation costs.
 - Industries or trades where workers are experiencing numerous or significant injuries or illnesses.

- Provide health and safety training to occupational groups with special needs, such as those who do not speak English as their first language, workers with limited literacy, young workers and other traditionally underserved industries or groups of workers.
- Give priority to training workers who are able to train other workers and workers who have significant health and safety responsibilities, such as those serving on a health and safety committee or serving as designated safety representatives.
- Operate one or more libraries and distribution systems of occupational safety and health training material.
- Prepare an annual report, developed by the WOSHTEP Advisory Board, evaluating the use and impact of the programs developed.

Funding

Pursuant to Labor Code Section 6354.7(a), insurance carriers who are authorized to write workers' compensation insurance in California are assessed \$100 or .0286% of paid workers' compensation indemnity amounts, whichever is greater, for claims reported for the previous calendar year to the Workers' Compensation Insurance Rating Bureau (WCIRB). This assessment is then deposited into the Workers' Occupational Safety and Health Education Fund (WOSHEF). CHSWC uses these funds for the development and implementation of WOSHTEP. Funding for the program became available July 1, 2003. CHSWC's current spending allocation for WOSHTEP fiscal year 2003-04 contracts is \$800,000. This allocation was spent primarily on contracts with the Labor Occupational Health Program (LOHP), University of California, Berkeley, and the Labor Occupational Safety and Health Program (LOSH), UCLA, to conduct needs assessments, develop and implement the 24-hour curriculum, compile a Multilingual Health and Safety Resources Guide, translate curriculum into Spanish and Chinese and deliver the training to selected pilots. San Francisco State University (SFSU) was also contracted with for evaluation of WOSHTEP pilots.

Project Team

The project teams at U.C. Berkeley and UCLA designed and carried out needs assessments with key constituencies, developed curriculum and conducted pilot training. SFSU is helping to prepare an evaluation plan and report.

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Labor Management Advisory Board

A labor-management Advisory Board for WOSHTEP is mandated by legislation and has been established. The role of this Advisory Board is to:

- Guide development of curricula, teaching methods and specific course material about occupational safety and health.
- Assist in providing links to the target audience.
- Broaden partnerships with worker-based organizations, labor studies programs and others that are able to reach the target audience.
- Prepare an Annual Report evaluating the use and impact of WOSHTEP.

The WOSHTEP Advisory Board has met twice since the inception of the Program. CHSWC keeps minutes of these meetings. The Advisory Board has given input and commented on all aspects of WOSHTEP. The next meeting of the Advisory Board will be held in January 2005.

WOSHTEP Advisory Board

Charles Bacchi
California Chamber of Commerce

Bob Balgenorth
State Building and Construction Trades Council

Jill Dulich
Marriott International

Judith Freyman
ORC, Inc.

Scott Hauge
San Francisco Small Business Advocates

WOSHTEP Advisory Board Ex-Officio Members

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Contra Costa County Municipal Insurance Authority

Simmi Gandhi
Garment Workers Center

Dan Hair
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WOSHTEP Advisory Board cont.

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Local 250

Ron Lind
United Food and Commercial Workers Union
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Rick Molina
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Tom Rankin
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Southern California District Council of
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Marti Stroup
Associated General Contractors of California

Christina Vasquez
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**WOSHTEP Advisory Board Ex-Officio
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Fran Schreiber
Kazan, McClain, Edises, Abrams, Fernandez,
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Assembly Insurance Committee

Janet Selby
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Bill Shields
Labor Studies Program, City College of San
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Ed Walters
Clarendon Insurance Group

Len Welsh
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WOSHTEP Accomplishments

Needs Assessment

CHSWC recognizes the important role that key stakeholders, including employers, labor, educators, insurers, governmental agencies, and community-based organizations, play in determining the success of WOSHTEP.

CHSWC, LOSH, and LOHP conducted needs assessment activities with over 100 representatives from key constituency groups. These needs assessments were designed to provide direction in efforts to develop core and supplemental curriculum and implement pilot training programs statewide. An Executive Summary was written to highlight the significant messages. Needs assessments are ongoing as new issues arise and WOSHTEP evolves.

The needs assessment phases included:

- A survey of state, national and international occupational safety and health training programs. The survey can be found on CHSWC's web site: www.dir.ca.gov/chswc. This Survey includes websites and descriptions of available programs and lists of courses for each program. It is based on CHSWC's mandate under Section 77(a) of the California Labor Code to "examine other states' workers' compensation programs and activities to prevent industrial injuries and occupational diseases."
- Meetings and interviews with key stakeholders – workers and their representatives, employers, insurers, community-based organizations serving hard-to-reach workers, and potential training providers -- seeking input on:
 - Curriculum topics and design, including:
 - Core content
 - Length of the training
 - Ideas for certification and incentives.
 - Additional training resources needed for high hazard industries, significant hazards, and/or occupational groups with special needs.

Key Findings From the Needs Assessment

- The curriculum should be based on prevention activities rather than having a regulatory-driven focus.
- There is an urgent need for multilingual training materials.
- A different approach is required for very small employers.
- It is important to find creative, effective incentives for participation.
- Key stakeholders are very interested in participating.
- Training programs should be piloted with diverse populations and in different settings due to the diversity in size of employers, languages and types of industry in California.

Actions Taken Based on Needs Assessment Findings

- Core and supplemental modules have been developed to prepare workers to actively participate and support injury and illness prevention efforts in their workplaces. The content of these modules incorporates stakeholder feedback.

- Four settings were selected to pilot the curriculum. Pilot trainings were conducted in the spring of 2004 with a light manufacturing company and worker advocacy groups in Los Angeles, homecare workers in San Francisco and a multi-industry group in the Bay area. LOSH was the training provider for the pilots in Los Angeles. LOHP was the training provider for the San Francisco and the Bay Area pilots.
- CHSWC chose these pilot settings utilizing the following criteria:
 - A geographic spread throughout the state.
 - A diversity of types and sizes of industries in order to assess how versatile the curriculum will be.
 - The ability to address WOSHTEP legislative mandates.
 - Industries with significant hazards and injuries.
 - Under-served occupational groups, including those who do not speak English as their first language.
 - Workers who will have significant safety and health responsibilities.
 - Joint labor-management support.
 - Readiness to commit to serving as a pilot site, including participation in follow-through and evaluation.
- A listing of multilingual training resources has been developed by LOHP and is now posted on CHSWC's website at www.dir.ca.gov/chswc.
- A concrete evaluation plan is being created to measure the effectiveness of the pilot training and actual results.
- A certification program is being explored as a possible incentive for participation.
- Continuing discussions with stakeholders are taking place about incentives, additional curriculum needs and conducting pilots with special populations, including immigrant workers and young workers.
- A resource library and distribution system for occupational safety and health training material are being designed. This material will include all material developed by the program.
- CHSWC, LOHP and LOSH are looking at existing training networks and initiating discussions with community colleges, adult schools, insurance carriers and others interested in participating as part of the statewide network of trainers mandated by the statute.
- An innovative very small employer model-training program is being designed for pilot testing during the next two years.

Curriculum

The WOSH Specialist curriculum is designed to build knowledge and skills in many areas of injury and illness prevention. Participants are required to successfully complete core training (six modules), plus a minimum of three supplemental modules relevant to their workplace, in order to be recognized as WOSH Specialists.

The training approach is:

- Based on the principles of effective adult learning techniques.
- Designed to work in a variety of settings for a variety of occupations.
- Based on activities that can be tailored and modified for various target audiences.
- Designed to be technically accurate.
- Designed to be taught by trainers with a range of experience in occupational health and safety.
- Developed to be practical and applied, providing participants with the necessary skills to effectively promote health and safety in the workplace.

The overall objectives for the curriculum are to increase participants' abilities to:

- Describe the importance and key elements of a successful Injury and Illness Prevention Program (IIPP) in the workplace.
- Identify a full range of potential hazards on the job and specify root causes of injury and illness.
- Evaluate control measures for common hazards.
- Explain the legal requirements for maintaining a safe and healthy workplace in order to support employers' compliance efforts.
- Participate actively in injury and illness prevention efforts and problem solving in the workplace.
- Serve as a health and safety resource for others, including co-workers, joint labor-management committees, unions and employers.
- Contribute to the reduction of workers' compensation costs through preventive actions and early return-to-work efforts.

Core Curriculum

The core curriculum addresses competencies for effective participation in workplace injury and illness prevention programs and on joint labor-management health and safety committees.

The core curriculum consists of the following modules:

- Promoting Effective Safety Programs: An Introduction to WOSHTEP
- Identifying Hazards in the Workplace
- Controlling Hazards in the Workplace
- Health and Safety Rights and Responsibilities
- Workers' Compensation and Return-to-Work Programs
- Resources and Strategies for Taking Action

The learning objectives for the core curriculum are attached in the Appendix. They are in the process of being revised and finalized.

Supplemental Modules

Supplemental modules are currently being developed to address the needs of the participants of the pilots being conducted this year. These modules cover the following topics:

- Biohazards
- Chemical Hazards and Hazard Communication
- Communicating Effectively About Workplace Health and Safety
- How Adults Learn Best
- Introduction to Ergonomics
- Joint Labor-Management Health and Safety Committees

Two additional supplemental modules were drafted this year and will soon be finalized.

- Back Injury Prevention
- Lockout/Blockout/Tagout

Supplemental modules that are being considered for future development include:

- Noise/Hearing Conservation
- Workplace Stress
- Violence Prevention
- Fall Prevention
- Traffic Safety

Piloting the Curriculum

A Manufacturing Plant

Background

This pilot was selected to address the following WOSHTEP legislative priorities:

- Non-English speaking audience.
- Industry with significant injuries.
- Ability for those trained to train other workers.
- Traditionally underserved populations.

This light manufacturing company is located in East Los Angeles and is representative of a typical small manufacturing plant comprised of a Spanish-speaking immigrant workforce. This family-owned business manufactures display racks. It has an established labor-management partnership, including an on-site health and safety committee that is concerned about the high rates of injuries among its workforce. Company management reported that their workers' compensation premium increased 200 percent from 2002-2003, and the company hired a loss prevention consultant to assist in bringing injury rates down. The consultant works directly with the workers, their safety committee, and the union business representative assigned to the company. The company's management is excited about serving as a model for its industry in reducing the rates of illnesses and injuries through this employee education program. In addition, the joint Labor-

Management Safety Committee is committed to sharing what it learns with co-workers on the shop floor.

Pilot Audience

Participants include health and safety committee members who belong to the Union of Needletrades, Industrial and Textile Employees (UNITE), the UNITE business representative assigned to the company, and a private safety consultant who has been hired by the company to serve as a liaison to train and assist Health and Safety Committee members. The participants include line supervisors and shop stewards who plan to share what they learn with the approximately 120 –150 workers in the plant.

Training Logistics

Trainers from LOSH provided this training. Training started on April 1, 2004, with weekly two-to-three hour sessions and ran through July 22, 2004. Training was conducted in Spanish, as all the participants were Spanish speaking.

Curriculum

In addition to the six core courses, three supplemental modules were taught:

- Communicating Effectively about Workplace Health and Safety
- How Adults Learn Best
- Introduction to Ergonomics

Home care workers

Background

This pilot was selected to address the following WOSTEP legislative priorities:

- Non-English speaking audience.
- Industry with significant injuries.
- Able to train other workers in several different languages.
- Traditionally underserved population.
- Small business.

Pilot Audience

The participants of this training were home care workers who are members of the Service Employees International Union (SEIU) Local 250 and provide home care services through two organizations, the San Francisco In-Home Supportive Services (IHSS), and the IHSS Consortium. The San Francisco IHSS is a statewide publicly-funded program providing personal assistance services to low-income people with chronic and disabling conditions who need such assistance to remain safely in their homes and engaged in their communities. The County Public Authority is the employer of record for IHSS homecare workers. The IHSS Consortium is a non-profit corporation formed in 1985 to offer home care throughout San Francisco to clients in need of intensive case management supervision. The Consortium employs 560 homecare providers and 40 supervisory and administrative staff and serves 1200 clients. This pilot program was developed in partnership with SEIU 250 and the IHSS Consortium and included a series of meetings during Fall 2003 and Spring 2004 to plan the program.

The home care workers who participated in this training included:

- Care-mentor/peer leaders employed by the IHSS Consortium to provide support to other home care workers.
- SEIU union job stewards.
- Home care workers interested in taking leadership roles in addressing health and safety issues.

Training Logistics

Trainers from LOHP and a trainer from SEIU provided this training. The core curriculum was taught over three days in May 2004. The supplemental modules were presented on June 15, 2004. Training was conducted in English with simultaneous translation by native speaking interpreters into Spanish and Chinese. Visuals and handouts that include writing were made available in Spanish and Chinese.

Curriculum

In addition to the six core courses, three supplemental modules were taught:

- Introduction to Ergonomics
- Biohazards
- Communicating Effectively about Health and Safety

Joint labor-management open enrollment

Background

This pilot was selected to address the following WOSTEP legislative priorities:

- Industries on high hazard list.
- Industries or trades with high injury rates.
- Occupational groups with English as a Second Language.

Pilot Audience

The training participants were workers interested in WOSHTEP leadership training from 13 different unions representing 11 different workplaces throughout Northern California. Participants included:

Union/Organization
Communications Workers of America
Service Employees International Union
United Taxicab Workers
California Correctional Officers Association
Community Occupational Health Project
United Food and Commercial Workers
California State Employees Association
Amalgamated Transit Union
American Federation of State, County, and Municipal Employees
San Mateo Labor Council
International Brotherhood of Electrical Workers

Employer/Industry Represented
Large and small telecommunication employers
Bay area county medical center
San Francisco taxi companies
California Department of Corrections
Small employers-construction, janitorial
Meatpacking employers
Tree trimming employers
California State University
Bay Area Rapid Transit (BART)
East and South Bay Municipal Utility District (MUD)
University of California

Training Logistics

Trainers from LOHP provided the core training on April 13 and 14, 2004, and the supplemental modules on April 15, 2004, in Oakland, California.

Curriculum

In addition to the six core modules, the following three supplemental modules were delivered:

- Chemical Hazards and Hazard Communication
- Joint Labor-Management Health and Safety Committees
- Introduction to Ergonomics

Healthcare Organization

Background

LOSH explored the feasibility of conducting a pilot with a large healthcare facility in the Central Valley. LOSH conducted a two-day walk-through and shared curriculum content through a demonstration session held for management prior to commencement of the training. It was decided that this organization is not in a position to commit to the WOSHTEP training at this time.

Community-Based Immigrant Worker Organization

Background

In preparation for the training-of-trainers curriculum being developed by LOHP, LOSH conducted the 24-hour WOSHTEP training in August 2004 for leaders and outreach workers representing community worker advocacy centers serving immigrant and limited English-speaking workers. Several centers have collaborated to form the Coalition of Immigrant Worker Advocates (CIWA).

The mission of CIWA is two-fold: to increase labor law enforcement in targeted low-wage industries, including garment, janitorial, day laborer, domestic worker, restaurant and Korean markets; and to advance immigrant worker empowerment. Community worker advocacy centers that participated in the training include the Manufacturers Corporation Trust Fund (MCTF), Garment Worker Center (GWC), Korean Workers Immigrant Advocates (KIWA), Legal Aid Foundation of Los Angeles (LAFLA) and Institute of Popular Education of Southern California (IDEPSCA).

Possible Roles of WOSH Specialists

The WOSHTEP curriculum is intended to help participants develop the skills needed to participate actively in injury and illness prevention efforts, multiply resources and join in problem-solving in the workplace. Possible roles they can play upon completion of training include the following:

- Participating on an employer-employee health and safety committee.

- Helping to identify a range of potential hazards on the job and uncover the root causes by conducting surveys of workers or walk-through inspections to determine health and safety problems.
- Assisting in analyzing data collected from surveys, inspections, and other sources in order to identify and prioritize health and safety problems to solve.
- Participating in efforts to reduce or eliminate common hazards.
- Contributing to efforts to explain the legal requirements for maintaining a safe and healthful workplace and support an employer's compliance efforts.
- Helping to provide health and safety training to co-workers.
- Serving as a health and safety resource for co-workers, employers, the union, labor-management committees, etc.

Future Plans

Training

CHSWC's training partners, LOSH and LOHP, will plan and implement at least ten WOSH Specialist courses for the 2004-05 fiscal year. These courses, averaging 15 participants per class, will be held in a variety of locations for high-priority worker populations throughout California. Partnerships are being developed with local, non-profit organizations, community colleges, other universities and the State Compensation Insurance Fund (SCIF) to assist in implementation of these training courses.

WOSHTEP Trainers

LOHP will be developing a training-of-trainers course to begin the establishment of a statewide network of trainers as mandated by the statute. These trainers will complete a training-of-trainers course to learn effective training skills and become familiar with teaching the modules. They will complete an apprenticeship that will include teaching a minimum of two classes with a master trainer and completing an evaluation process.

Delivery Structure

The program envisions a statewide network of trainers who can become qualified to offer the curriculum. In the next fiscal year, 2004-05, outreach will be conducted to identify trainers interested in participating in WOSHTEP. Expansion of the trainer network will include development of a training-of-trainers curriculum, mentoring and co-training with new trainers and partnering with community colleges and other organizations. Ways to build a network among the trainers to encourage and facilitate the exchange of information will be explored.

Certificate Program

The program is exploring the feasibility of a certificate program to certify employees who complete 24 hours of training consisting of six core modules (16 hours) and a minimum of three supplemental modules (8 hours). Employees who currently complete the course are called WOSH Specialists and receive a certificate of completion.

After completion of the initial 24-hour course, WOSH Specialists will also need to attend a refresher course each year to focus on new health and safety issues and share field experiences.

Employer Participation

As part of outreach to employers, at least six shorter “awareness” trainings will be held to promote employer interest and participation in WOSHTEP. Additionally, LOSH youth Peer Educators will first conduct prevention-awareness outreach sessions to limited English-speaking and/or immigrant workers, then will ask these workers to refer them to their employers in order to promote presenting the full 24-hour WOSHTEP course to a group of workers on-site. CHSWC, LOHP, and LOSH will work with the WOSHTEP Advisory Board, training-of-trainers participants, needs assessment participants and others to prioritize employer groups who would most benefit from awareness trainings.

Development of Small Business Model

LOHP will work in conjunction with the California Restaurant Association (CRA), SCIF, Cal-OSHA Consultation and possibly a local community-based partner to develop a small business alternative training model. Activities will include needs assessment, development and design of appropriate materials, and a training-of-trainers workshop for employers who will, in turn, train their employees on key health and safety topics. Materials will be industry-specific and organized as short, practical modules.

Resource Library

Libraries in northern and southern California have been established to house and act as distribution systems of occupational safety and health training material, including, but not limited to, all materials developed by the program. These libraries will serve as resource centers to provide information and technical assistance to support trained WOSH Specialists and WOSHTEP trainers.

Website

A CHSWC-housed WOSHTEP website has been created to promote public access and awareness of WOSHTEP and products developed for the program. These materials will include a WOSHTEP fact sheet, multilingual resource list, survey of state, national and international training programs and other resources developed for the training.

Database

CHSWC maintains a database of all trainers, WOSH Specialists, course information and certificates awarded. The database tracks all participants in the program and provides information to support the evaluation process.

Training Materials In Other Languages and Multilingual Materials

The multilingual resource list developed by LOHP will be updated and maintained regularly. Training handouts will be translated into Spanish and Chinese and, in future years, other languages as needed and as funding allows.

Evaluation Plan

An evaluation plan has been developed by San Francisco State University professors Dr. Zoe Clayson and Dr. Ramon Castellblanch, to measure the effectiveness of the pilot programs and subsequent training efforts.

Drs. Clayson and Castellblanch will: (1) aggregate the results of all the pre- and post-tests; (2) review all the action logs prepared by the WOSH Specialists related to actions they intend to take in their workplaces; (3) call WOSH Specialists three months after they complete trainings to find out what actions have been taken or they intend to take related to health and safety in their workplaces; (4) interview labor and management representatives, trainers, and insurers; and (5) prepare case studies, a final synthesis report and recommendations for the Commission by December 2004.

APPENDIX

Core Curriculum Learning Objectives

Module 1 – Promoting Effective Safety Programs: An Introduction to WOSHTEP

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

1. Describe the purpose of the WOSHTEP core training program and the leadership roles and responsibilities of a WOSH Specialist.
2. Explain the impact of injuries and illnesses on the job and the benefits of prevention efforts.
3. Describe the multiple factors that contribute to injuries and illnesses, including work organization, work environment, and human behavior.
4. Demonstrate an ability to analyze root causes of workplace injuries and illnesses and recognize underlying systems and structures that contribute to a health and safety problem.
5. Describe the elements of a comprehensive and effective injury and illness prevention program.

Module 2 – Identifying Hazards in the Workplace

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

1. Identify the range of hazards that may be found in a workplace.
2. Describe at least five methods for gathering information about job hazards.
3. List the strengths and weaknesses of three investigative methods.
4. Identify at least three resources that can be used for assistance in investigating health and safety problems.

Module 3 – Controlling Hazards in the Workplace

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

1. State at least three issues to consider when prioritizing a health and safety problem to work on.
2. Help prioritize health and safety problems to be addressed in their own workplaces.
3. Describe a variety of options that may be available to address health and safety hazards at work and assess the advantages and disadvantages of different control methods.
4. Identify specific controls for several common hazards.

Module 4 – Health and Safety Rights and Responsibilities

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

1. Describe the key regulations that govern workplace health and safety.
2. Explain how health and safety standards are established and enforced.
3. Explain employee and employer rights and responsibilities under Cal/OSHA regulations and the California Labor Code.
4. Provide assistance identifying and complying with key health and safety regulations relevant to their workplace.
5. Access Cal/OSHA's programs that provide assistance and information about occupational safety and health.
6. Identify key legal protections workers have when taking action on health and safety issues.

Module 5 – Workers' Compensation and Return to Work Programs

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

1. List the five kinds of benefits offered by the California workers' compensation system.
2. Identify the four steps a worker should take if he/she is injured on the job.
3. Identify at least three resources that are available to injured workers for information and assistance about the workers' compensation system in California.
4. Describe four key elements of an effective workers' compensation program in the workplace.

Module 6 – Resources and Strategies for Taking Action

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

1. Describe the strategies and resources they will use to promote injury and illness prevention efforts in their workplace.
2. Select, evaluate, and prioritize health and safety issues to address in their workplace.
3. Develop effective health and safety recommendations and communicate them clearly to individuals as well as in group settings.
4. Discuss various ways to support change at the worksite as a WOSH Specialist, including at the individual, group, union, and joint labor-management team levels.
5. State specifically how they will apply their new skills as WOSH Specialists, including first steps they will take.