



SAFETY EDUCATION – A RESEARCH AREA THAT LABOUR EDUCATORS TEND TO UNDERRATE

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Keywords: workplace health and safety, company health and safety services, health and safety training, training process, optimisation health and safety training

Abstract. Work has always been carried out with a view to eliminating the associated risks to the health and life of the worker. Regulations have been created to strengthen work safety, and institutions have been organised to serve this purpose. Today, in our country there is an extensive legal system that specifies safe work in all businesses. It is supported by scientific and training institutions. As an example of the former; there is the Central Institute for Labour Protection and the National Labour Inspectorate, etc. A representative for the second one is the nationwide training company SEKA S.A. An important element of the strategy of protecting people at work today is an educational activity, commonly known as training in workplace health and safety. It is organized by the employer and carried out by the company's workplace health and safety services. The course and organization of this training are regulated by detailed regulations. In accordance with their intentions, an original multilevel system of training employees in the field of workplace health and safety has been developed in individual enterprises of all departments (branches). However, the development and consolidation of this system were not accompanied by scientific research into its functioning. If such research was undertaken, it was sporadic and carried out by the simplest methods (statistical analysis, questionnaire). For this reason, the real knowledge of the functioning of the workplace health and safety training system (methodology and organisation, motivation and activity of participants in classes) is poor. The same applies to the effects of training. Under these conditions, today, there is a necessity to intensify, broaden and deepen the research on this system. The realization of this necessity is a task for labour pedagogy for the next years and at the same time a confirmation

of the need for this scientific speciality. The results of such research should be used to develop a better strategy for workplace health and safety in many employee positions.

EDUKACJA DLA BEZPIECZEŃSTWA – NIEDOCENIONY PRZEZ PEDAGOGÓW PRACY OBSZAR BADAWCZY

Słowa kluczowe: bezpieczeństwo i higiena pracy, zakładowe służby bezpieczeństwa i higieny pracy, szkolenie w zakresie bezpieczeństwa i higieny pracy, proces szkolenia, optymalizacja szkolenia w zakresie bezpieczeństwa i higieny pracy

Streszczenie. Wykonywaniu pracy zawsze towarzyszyła refleksja nad eliminowaniem związanych z nią zagrożeń dla zdrowia i życia pracownika. Tworzono przepisy utrwalające bezpieczeństwo pracy oraz organizowano instytucje służące temu bezpieczeństwu. Dzisiaj w naszym kraju istnieje rozległy system prawny, szczegółowo wskazujący na bezpieczną pracę we wszystkich branżach (resortach). Wspierają go instytucje naukowe i szkoleniowe. Przykładem pierwszych: Centralny Instytut Ochrony Pracy i Państwowa Inspekcja Pracy oraz inne. Przedstawicielem drugich: ogólnopolska firma szkoleniowa SEKA S.A. Ważnym elementem strategii ochrony człowieka w pracy jest obecnie działalność edukacyjna, zwana potocznie szkoleniem w zakresie bezpieczeństwa i higieny pracy. Za organizowanie jej odpowiedzialny jest pracodawca, a realizatorem zakładowe służby bezpieczeństwa i higieny pracy. Przebieg i organizację tego szkolenia regulują szczegółowe przepisy. Stosownie do ich intencji, w poszczególnych zakładach pracy wszystkich resortów (branż) wypracowano oryginalny, wielopoziomowy system szkolenia pracowników w obszarze bezpieczeństwa i higieny pracy. W parze z rozbudową i utrwalaniem tego systemu nie poszły jednak badania naukowe nad jego funkcjonowaniem. Jeśli takie badania były podejmowane, to miały one charakter sporadyczny a realizowane zostały najprostszymi metodami (analiza statystyczna, ankieta). Z tego powodu rzeczywista wiedza na temat funkcjonowania systemu szkolenia w zakresie bezpieczeństwa i higieny pracy (organizatorzy, metodyka i organizacja, motywacja i aktywność uczestników na zajęciach) jest niewielka. To samo dotyczy efektów szkolenia. W tych warunkach istnieje konieczność zintensyfikowania, poszerzenia i pogłębienia badań nad tym systemem. Realizacja tej konieczności to zadanie dla pedagogiki pracy na najbliższe lata i zarazem potwierdzenie potrzeby tej specjalności naukowej. Wyniki takich badań winny służyć wypracowaniu lepszej strategii bezpieczeństwa i higieny pracy na wielu stanowiskach pracowniczych.

Introduction

The performance of human labour has always been accompanied by a reflection on the elimination of the associated risks to life and health. This reflection has become all the more intense as these risks have become clearer and have entailed greater losses. It has resulted in increasingly original and effective ideas for countering these risks. This prevention gained momentum as employment became more widespread and societies became more dynamically professionalised. As early as the mid-19th century, the first legal regulations for the protection of the working person appeared. For example, a labour inspectorate was created in England as early as 1833; in 1876, an association of employers was created in France to avoid losses, also in terms of personnel, caused by failures in workplaces. In the years that followed, regulations for the supervision of working conditions and the development of workers' insurance were created in each country. Occupational health and safety strategies were being developed. In 1906, in the USA, a permanent occupational health and safety service was established in steel plants. Similarly, in the Polish territories of the partition period, regulations on the protection of people at work and the beginnings of supervision of their observance began to appear. After the restoration of independence, in a relatively short period of time, in the course of legislative activity, the basic principles of occupational health and safety were codified in our country, and labour inspection was organised in a new way. Further systematic work in this field in the long period after the Second World War led to the establishment of extensive legal foundations related to the protection of the working man, while the practice of their implementation led to the creation of a modern system of labour inspection institutions. The progress and content of the solutions in both areas, especially in the last decades, were positively influenced by the learning of international legal norms in the field of health and safety at work, i.e. the protection of the human being involved in the labour system.

Legal basis for health and safety at work

At present, in our country, matters related to occupational health and safety, i.e. the – constitutionally assured – protection of the working person are regulated by the Labour Code. According to it, “[...] the employer is obliged to provide employees with safe and hygienic conditions” (Labour Code, 1974, art.

15), while „observance of occupational health and safety regulations and rules is the primary duty of the employee” (Labour Code, 1974, art. 211). The provisions of the Code (contained in the Tenth Division, Articles 207 – 237) and the numerous implementing regulations (ordinances) issued on its basis – difficult to count for a non-specialist – both general and departmental (industry-specific) (Chojnicki, Jarosiewicz, 2020)¹, are today an almost complete source of knowledge about the assumptions and postulated organisation of occupational health and safety activities at the places of employment of employees. These legal acts have defined in detail the scope of phenomena and activities that make up occupational health and safety, i.e. the conditions of the comfort of the place and process of work of employed workers. This scope, referring to the typology taken from the Labour Code, includes the buildings in which the work premises are located; the machinery and technical equipment with the help of which the employee performs his/her professional tasks; the technological processes taking place in the course of work; prevention and health protection; elimination of accident hazards and prevention of occupational diseases; individual protection measures, including working clothes and footwear, protecting the employees against the action of factors harmful to health during work; and others. On the basis of this legislation, an occupational health and safety service was established in establishments, employing experts (inspectors and specialists at several levels) (RRM, 1997)², with advisory and control functions in the implementation of occupational health and safety tasks. Substantively, in the implementation of these activities, their organisers are supported by scientific institutions such as the Central Institute for Labour Protection (certification of experts, consultation of activities carried out or publications) and universities dealing with safety issues and training of personnel in this field (e.g. the Main School of Fire Service), as well as social associations dealing with labour protection (e.g. the All-Poland Association of Occupational Safety and Health Service Employees or the Labour Protection Association). Thanks, among other things, to this support, work is steadily progressing towards the creation of new

¹ Some idea of this is given by the publication by Jakub Chojnicki and Grażyna Jarosiewicz titled *ABC of Occupational Health and Safety*; a handbook for employers, which notes 64 regulations of the heads of central institutions concerning occupational health and safety in various ministries (industries), as well as a register of dozens of „selected basic standards for machinery and equipment [...]” and each of these ‚standards’ contains indicators to ensure safe work with these machines and equipment.

² According to this Ordinance, these positions are: inspector, senior inspector, specialist, senior specialist, chief occupational health and safety officer.

technical and organisational solutions for the protection of people in the working environment in our country.

The aforementioned legal acts have also created and stabilised health and safety oversight institutions and defined their terms of reference and even their regulations. These are The State Labour Inspectorate (currently, in addition to the „Headquarters”, 19 district inspectorates and 43 branches in the country) – directly subordinate to the Sejm (Polish Parliament), and the supervisory bodies subordinate to individual ministers: the Higher Mining Authority, the Office of Technical Inspection, the Office of Construction Supervision, the State Sanitary Inspectorate and others. The latter is oriented towards the supervision and control of health and safety in one type of activity. The Road Transport Inspectorate is an example of this. The Social Labour Inspectorate also operates in a similar direction. The powers of the employees of these institutions, as well as the diligent control and advisory work they carry out towards employers and the occupational health and safety service (in workplaces), undoubtedly contribute significantly to the improvement of (not only statutory) activities in workplaces aimed at preventing accidents at work, and occupational and para-occupational diseases.

Educational activities for health and safety at work

An element of the activities for ensuring occupational health and safety at workplaces in the broadly defined establishments (workplaces) of our country is becoming the more and more intensively developed educational activity called occupational health and safety training. The aforementioned Labour Code imposes an obligation on employers to educate the general workforce in this respect. Article 237 of this document reads that „[...] it is forbidden to allow an employee to perform work for which they do not possess the required qualifications or necessary skills, as well as sufficient knowledge of the regulations and principles of occupational health and safety”. As a result of the analysis of the content of the aforementioned documents – in particular the Ordinance of the Minister of Economy and Labour of 17 July 2004 (RMG, 2004), it is possible to reconstruct in detail the postulated model of employee training in the area of occupational health and safety. In this model, it is easy to see the organiser and the person responsible for organising this education of employees, to know the objectives, the scope of this training, the requirements concerning the content and implementation of the training programme, the way it is documented,

and information on cases in which employers or employees may be exempted from a certain type of training.

The employer is the organiser and responsible for the employee's health and safety training. It is usually carried out with the help of specialists from the company's occupational health and safety service or occupational health and safety specialists from outside the company (i.e. training companies authorised for this type of activity). On the other hand, the purpose of the training is: first of all – to acquaint employees with factors posing a threat to their health and safety and with appropriate preventive measures and activities, to learn the regulations and principles of occupational health and safety necessary to perform professional tasks on a given position, as well as work-related duties and responsibilities in the field of occupational health and safety. Subsequently – the acquisition by the educated employee of the ability to perform work in a safe manner for themselves and others, to deal with emergency situations and to provide assistance to a person who has suffered an accident.

These documents distinguish, in relation to the duration of the employee's employment, two types of training: initial training, consisting of two parts, general (called "general instruction") and on-the-job (called "job instruction"), and periodic training. The frequency, number of hours, programme and organisational forms of the latter depend on the type of work performed and the position occupied by the worker within the work structure. As far as frequency is concerned, in principle, white-collar and administrative employees undergo periodic training every five years. Those working in blue-collar jobs carry it out every 3 years, while workers employed in „[...] blue-collar jobs where there are particularly high risks to the safety or health of workers, at least once a year" (RMG, 2004, Article 15). The official training time, expressed in class hours, has also been strongly differentiated. Workers in blue-collar and administrative-office positions complete it, irrespective of the type of work, at a rate of eight hours. On the other hand, employees in the occupational health and safety service and those performing the tasks of this service undergo periodic education for 32 hours. The legislators have made the greatest demands in this respect on employers in small companies that also perform occupational health and safety service tasks. They require them to undergo 64 hours of periodic training in occupational health and safety, part of which are classes in the methodology and organisation of this education.

The curricula for the different types of training are developed by the employers or the company's occupational health and safety services or OHS specialists

from “external” education providers. They are based on framework curricula for the training of different categories of workers (RMG, 2004, appendix 1)³ with recommendations for their careful adaptation and detail according to the specifics and conditions of the site in a particular environment.

Considerable differences have also been introduced by the legislators with regard to the forms and places of implementation of periodic training of different categories of workers. Periodic training for blue-collar workers is – according to the wording of the applicable legislation – mostly carried out in the form of on-the-job training. On the other hand, all others, i.e. administrative and office workers, engineering and technical staff, occupational health and safety service workers and employers who simultaneously perform the tasks of occupational health and safety service, carry out periodic training in the system of course teaching, seminars (often away), as well as in the system of self-education carried out with the help of materials obtained from the employer (scripts, computer programmes, online learning and others). The last of these forms dominated the periodic training of workers in occupational health and safety during the pandemic period.

It should also not be overlooked that the creators of this model of employee training in occupational health and safety have perfected the matters of formal control and evaluation of the results achieved by the participants of the training in occupational health and safety and at the same time the issue of careful archiving of the documents of its implementation. The same should also be said about the system of supervision and control of educational activities in the field of occupational health and safety in industrial enterprises and other human workplaces.

Such a system of health and safety training for employees, created by legislation and practice and described in detail by an increasing number, in some cases repeatedly reissued, methodological guides and publications (Hansen, 1998), is not matched by empirical knowledge about it. This is undoubtedly a consequence of the scarcity of research into this extensive and varied educational activity in a variety of workplaces. If there are studies of this phenomenon, they

³ Annex 1 contains the framework programmes (indicating the hours to be completed) for: general instruction (3 hours), position instruction (2-8 hours), training of employers performing the tasks of the occupational health and safety service (64 hours), for persons in charge of workers (min. 16 hours), employees in the positions of physical workers (min. 8 hours), engineering and technical workers (min. 16 hours), workers of the occupational health and safety service and persons performing the tasks of this service (32 hours) and administrative and office workers (8 hours).

generally treat one, sometimes quite “preliminary”, fragment of this vast and complex process. An example of this is the diagnosis and forecast of the market for occupational health and safety services made by the National Institute for Labour Protection in 2020 (*Diagnoza i prognoza...*). Although the aim of this research was to „characterise professionals performing extensive occupational health and safety tasks [...]” (*Diagnoza i prognoza...*, p. 7), in the report drawn up from it one can see a lot of information only on the number and type of workers involved in the training of staff in the area of occupational health and safety and dissemination activities in this area in workplaces. A criticism of the few research identifications of the phenomenon in question may be caused by their modest methodology, e.g. referring only to a questionnaire or statistical analysis of the published information.

The signalled omissions of research or limitations in the scope of the research carried out mean that current (andragogical) knowledge of the actual functioning of the process of shaping occupational health and safety culture in places of employment of working people is still quite superficial and limited in scope.

A somewhat preliminary issue for scientific knowledge of the process of shaping occupational health and safety culture in places of employment is the question of the number of entities that carry out this activity. According to the report of the aforementioned research of the Central Institute for Labour Protection, in the majority (78% of all workplaces) of cases health and safety training in individual companies is carried out by experts from the company’s (“internal”) health and safety service, while 22% of all economic and social entities engage (“external”) training and consulting companies authorised to carry out this activity. Due to gaps in the statistics compiled⁴, it is not easy to indicate the number of these companies in our country⁵. Their number can only be estimated. Reliable calculations for the Lubelskie Voivodeship indicate that there are 823 training

⁴ The Polish Classification of Activities, despite distinguishing 99 divisions and 272 types of work in our national occupational activity, does not distinguish “training” or “educational” activities; otherwise, it would be possible to obtain information on the number of “non-company” entities engaged in occupational health and safety education. The figure sought also cannot be determined from the national register of educational companies, as it does not include the direction of education offered by the company when registering it.

⁵ The matter of indicating the number of health and safety training entities is not made any easier by the inadequacy of the naming of some companies with the content of their activities. Quite a few entities with the name “OHS” are not involved in the training of employees, but only, for example, in the sale of sanitary and personal protection items. Although there are also cases where the institution does not have “OHS” in its name (e.g. some secondary vocational schools), but is intensively involved in OHS education activities in workplaces.

companies (institutions) operating there, of which 363 (i.e. 44.1% of the total) provide training and advisory services on occupational health and safety for workplaces, to order. If this percentage were to be transferred to nationwide statistics (there are about 400 “larger” training and advisory companies grouped in the Polish Chamber of Training Companies), it is easy to estimate that there are about 180 training and advisory companies engaged in activities for shaping the culture of occupational health and safety throughout our country, effectively supporting (or implementing in full) training activities in workplaces in the area of occupational health and safety (*Diagnoza i prognoza...*, p. 9)⁶. Undoubtedly, the largest of them is SEKA S.A. having, apart from the Headquarters in Warsaw, 19 regional branches all over Poland, supporting the advisory and training activities (mainly for full-time employees of the occupational health and safety service and persons performing the tasks of this service) of more than a thousand production enterprises and service institutions in the country. Indicative statistical data on the number of entities (occupational health and safety services in workplaces, the aforementioned training and counselling companies) authorise the indication of a total number of about 1,300 (authorised) entities engaged in occupational health and safety education in our country (*Diagnoza i prognoza...*, p. 9-10)⁷. The impossibility of determining the exact number of institutions shaping the occupational health and safety culture adversely affects the accurate knowledge of many elements of education for the occupational health and safety of the crews of a considerable number of enterprises and social institutions.

The first, important link in occupational health and safety training by these bodies is the preparation of programmes for these activities. The content of the framework programmes for initial training (general and job-specific training) and then for six specific categories of workers undergoing periodic training is essential: employers in occupational health and safety, employers and other managers, employees in blue-collar jobs, engineering and technical staff, occupational health and safety workers and those performing occupational health

⁶ The likelihood of this figure is perpetuated by the estimate presented in the aforementioned *Diagnoza i prognoza...*, assuming that there are approximately 5,600 entities providing occupational health and safety services in our country.

⁷ *Diagnoza i prognoza...* The authors of the Report established that in our country, about 5,600 entities are involved in extensive activities for the realisation of the tasks of safety and hygiene at work, 22% of which organise the training and advisory works discussed in this text, which indicates that it is about 1300 entities. More precise numbers of these entities cannot be established at present, as their disappearance and reorganisation is often much faster than the system of their registration by statistical institutions.

and safety tasks, and administrative and office workers. It is customary for this general content to be expanded in the programmes to include knowledge and skills based on the needs of workers in different positions. How do OHS professionals learn about these needs, what they are and how have they evolved over the years? We do not know, and this is an important and cognitively attractive research problem for staff carrying out training work. Related to this is the issue contained in the question, what is the place of these “detected” needs in the programmes compared to the content “taken out” of the framework programmes? What criteria determine the selection of one and the other content and who decides on the selection of this content? In principle, we know very little about this, too. Learning about this phenomenon requires additional and detailed research this time as well.

The next major problem of health and safety training in individual industrial enterprises and social institutions is the staff delivering this training. There are several thousand such people nationwide. What is their educational background, and how did they develop professionally and arrive at their current position? Where and how do they further their education and improve their didactic skills? What and when do they read about training methodology and organisation? What motives did they have for taking up their current position in the structures that organise further training in occupational health and safety, and what is their professional and social status? These are also cognitively interesting and unknown issues.

Central to health and safety training for people employed in the national economy, as in all types of education, is the didactic process and, in particular, its methodology and organisation. In the case of the occupational health and safety training discussed here, two groups of forms have been developed. The first is the practical form in the form of initial workplace instruction. Periodic training for workers in manual positions is also provided in the form of instruction. The second form is theoretical. It is intended for employees in numerous non-manual positions and usually takes the form of lectures (initial training), courses, seminars as well as self-directed learning (periodic training). In addition, distance learning has “joined in” during the pandemic. Various educational campaigns and competitions for quality in occupational health and safety also serve to raise public awareness and knowledge of occupational health and safety.

It must be acknowledged that the organisation and methodology of all these forms of further and in-service training, especially vocational training, of workers at different branches and levels are almost exhaustively described

in the methodological andragogical literature. This does not mean, however, that when referring to the implementation of contemporary occupational health and safety training, we know everything about the application of these forms. It is necessary to expand this knowledge with information on who implements these forms of training and in which way, how they are prepared for them in terms of content and methodology, as well as to learn about the ways of involving workers in them, activating them, using – in the implementation of these forms – their professional experience and ingenuity in the modernisation of each of them.

Finally, the knowledge of the trainees themselves must be deepened and broadened. An important issue in their case is to know the level of health and safety culture with which they arrive from vocational school, technical school⁸ and university (initial training) or from another workplace (sometimes after a long break), what their motivation for this training is, whether it is a compulsion imposed by Article 211 of the Labour Code⁹ or whether they are motivated by more intrinsic motives, such as interest or awareness of the need for knowledge and skills in this area. A fundamental question in the case of health and safety training is how participants engage in it and how they respond to educational support from training providers.

Conclusion

Finally, we need to ask about the effects and quality of training in occupational health and safety and the ways to measure these effects in the form of acquired knowledge, developed skills to act according to the assumptions of occupational health and safety, interest in this issue, stimulated motives to act and deepening of knowledge in this area. These interesting issues are also a well-chosen and cognitively attractive subject of scientific research for those interested in the functioning of safety and work culture training practice. Without learning about them, it is difficult to develop effective ways of stimulating safety and work culture education.

⁸ The assumption that already graduates of technical and post-secondary vocational schools should come to their workplaces with some level of knowledge of occupational health and safety principles is demonstrated by Arwid Hansen's (1998) manual, which has been repeatedly reissued for them.

⁹ „In particular, the employee shall be obliged 1) to be familiar with the rules and principles of occupational health and safety, to take part in training and instruction in this field and to submit to the requisite examinations for verification [...]”.

The question arises as to what the reason for the limited amount of scientific research is of such an important area as the practice of safety and occupational health education signalled in this text. An area, the importance of which is growing due to the increasing impact of accidents in increasingly responsible workplaces and the rapidly increasing number of training companies. As it seems, there are three reasons for this. The first is that this training is often carried out exclusively in factory or plant premises (e.g. on a workstation), and therefore in a space that is difficult to access for an outsider examiner, generally unfamiliar with the examination procedures carried out on a workstation. The second reason is the short duration, as in most cases between 8 and 32 hours. Meanwhile, research is a long-term process, consisting of preparation, execution and elaboration of results. This means that the studied educational phenomenon of interest takes less time than the preparation for its exploration. Admittedly, both of these barriers can be addressed. The first one is the implementation of employees connected in some way with the on-the-job training in the research programme. All of this is done in order not to disrupt the phenomenon under study with research carried out in the natural working environment of the respondents. The second is the careful preparation of the research even before the training selected for the research begins. There is also a third reason for the limited attempts to carry out the research in question (by an external researcher) – the institution where the training is carried out not agreeing to performing a study. The reason for this is often the opponent's fear of detecting irregularities and exposing the poor quality of the educational process being carried out.

However, it is necessary, through intensive and carefully prepared scientific studies, even small ones, to deepen and broaden the theoretical knowledge of training in the area of occupational health and safety. This should be done with a view to stimulating the practice of training a culture of health and safety at work on the basis of their current results. This culture is undoubtedly an important and integral component of the professional qualification of every worker, regardless of the sector in which he or she works and the position he or she occupies in the working environment. The principles and regularities of the educational process detected during such studies can be applied (on the basis of the transfer of good practices) not only in the field of improving the organisation and methodology of training in occupational health and safety, but also in other areas of further and in-service training. Thus, it can contribute to its desired optimisation.

Years ago, the author of these words carried out quite extensive research into further and in-service training in a dozen or so workplaces in our country. As a result, he formulated and substantiated a thesis that in each department (branch) of the economy and social life, a separate system of further education and in-service training for employees should be developed, specific to that department (branch) (Aleksander, 1998, p. 298 et seq.). Today, the thesis that an essential part of each of these systems is training in occupational health and safety can be added to this statement. The high quality of this training strengthens each departmental further and in-service training system, and with its departmental (sectoral) distinctiveness, it strengthens its originality and specificity.

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