



International
Labour
Organization



Summary Report of Research Products Developed within the SafeYouth@Work Project (GLO/18/65/USA)



SafeYouth@Work
Project

**SAFETY
HEALTH
FOR ALL**





**Summary Report
of Research
Products
Developed within
the SafeYouth@
Work Project
(GLO/18/65/USA)**

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Abbreviations

| | |
|--------------|---|
| FGD | Focus Group Discussion |
| ILO | International Labour Organization |
| ILS | International Labour Standards |
| KAB | Knowledge, Attitudes and Behaviour |
| NGO | Non-Government Organization |
| OSH | Occupational Safety and Health |
| PPE | Personal Protective Equipment |
| SME | Small and Medium-Sized Enterprises |
| TVET | Technical and Vocational Education and Training |
| USDOL | US Department of Labor |



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Executive Summary

Project Background

The International Labour Organization (ILO) implemented the SafeYouth@Work (December 2014 – December 2019) project funded by the United States Department of Labor (USDOL) aimed to promote the occupational safety and health (OSH) of young workers, with a particular focus on those aged 15-24, who are more vulnerable to occupational injuries and disease, and who as they join the workforce are essential contributors to a sustainable and prevention-focused OSH culture. The overall development objective was to improve OSH for young workers and to establish or strengthen a culture of prevention. The project's four immediate objectives were the following:

- Collection and use of national OSH data particularly regarding young workers is improved.
- National legislation, regulations, policies and programmes on OSH particularly regarding young workers are improved.
- National capacity to enforce OSH laws and regulations particularly regarding young workers is improved.
- Global awareness on hazards and risks faced by young workers is increased.

The project implemented a comprehensive intervention framework in three “pilot” countries – Myanmar, the Philippines and Viet Nam – including targeting one or more sectors in which young workers are found. These efforts served as a reference point for similar interventions in other target countries in which the project has engaged, called “participating” countries, namely Indonesia, Côte d’Ivoire, Argentina, Uruguay and Colombia.

Purpose of this Report

In order to document the research projects undertaken throughout the project, this report summarizes key findings and recommendations drawn from all research products developed during the project implementation. This report contains summaries of 14 research projects. The intended audiences for the report include partnering Government officials, employers' organizations, labour unions, ILO and USDOL officials and young workers.

General Findings

The research projects summarized in this report cover a wide range of topics, from analyzing national OSH regulations to describing OSH for young workers in specific industries (such as agriculture and construction). Some research projects are multinational in scope, others are national, and the remaining projects gather data from a select number of worksites in one or more regions in a country. For the most part, the projects rely on a desk review of secondary sources (such as OSH data or additional research studies) and quantitative and qualitative information from interviews, surveys, or focus group discussions with a range of stakeholders, including male and female young workers, older workers, and employers. The findings of the research projects fall under the following broad categories: OSH regulations, OSH data, workplace environment, and perceptions of OSH issues:

OSH Regulations

- National regulatory frameworks in large part reflect international labour standards on OSH. However, with the exception of regulations on child labour, there was a general lack of specific legislation, regulations, or policies that directly address young workers.
- In countries where compliance with OSH regulations was examined, it was noted that non-compliance of enterprises is a common problem (for example, companies do not submit accident reports or reports contain inaccurate data). Reasons for non-compliance included the lack of penalties for non-compliance and the challenge of gathering reliable data in industries that are largely seen as informal sectors such as agriculture.

OSH Data

- Reports comparing accident rates between young workers and older workers demonstrated a clear pattern of higher accident rates among young workers, regardless of the industry. In some cases, the accident rate was up to 50% higher for young workers.
- Numerous agencies in countries surveyed have data that could contribute to strengthening national and regional understanding of OSH for young workers. The challenge remains in

finding mechanisms to effectively gather, coordinate, and share such data.

- It was widely acknowledged in several reports that data on work-related accidents, injuries and diseases are often incomplete, since data are not always recorded, and some industries have a significant number of informal or temporary employees. Furthermore, it was noted that young workers often do not recognize the need to report an accident or injury (either because they are not aware of the requirement to report such an issue, or they do not believe that reporting will make a difference).
- Construction, manufacturing, mining, and agriculture are frequently listed as sectors with the highest work-related accident rates. Reports widely acknowledged that underreporting of accidents might make data on accident rates unreliable.

Workplace Environment

- Several factors were identified as contributing to higher accident rates, including, but not limited to, physical, psychosocial, emotional and cognitive development, educational background, lack of work experience, and professional skills.
- Young workers are often not part of relevant union activities, and subsequently do not have the opportunity to express specific OSH needs for young workers.
- Occupational diseases (such as respiratory disorders) are generally harder to identify than workplace accidents or injuries, and have therefore not been adequately recognized and addressed.
- Rural areas tend to have more informal work and lower safety and security procedures protecting workers, including young workers.
- In some industries, such as coffee or sugar cane production, "family work", including children, adolescents and youth, is prevalent.
- In many industries, such as construction, there is a higher proportion of males than females.
- Most young workers do not receive the same salary as older workers undertaking similar work tasks.

Perceptions of OSH Issues

- OSH was perceived as a new and important topic for many young workers surveyed in the reports, although there were also reports that noted a sufficient level of understanding of OSH issues among young workers. For example, among young workers surveyed in Indonesia, most were aware of their OSH rights responsibilities and had a favourable opinion of the implementation of OSH standards in their workplace. In contrast, in Myanmar, few agricultural young workers were aware of OSH issues related to their work.
- Young workers recognize the importance of OSH, but are not always aware of their rights (for example, the use of personal protective equipment or the importance of reporting a workplace accident).
- In reports where there was a lack of knowledge of OSH issues among young workers, young

workers indicated how they felt unsafe at work, lacked personal protection equipment, and wanted to learn more about OSH issues through training.

- In general, employers surveyed have a more positive view of OSH issues in the workplace compared to young workers. Employers tend to indicate that their work environments are safe, inspections and training are regular, and accidents are reported. Young workers, in contrast, feel work environments are less safe, inspections and training are infrequent, and accidents are not always reported.

General Recommendations

The recommendations stemming from the research projects are as diverse as breadth of the projects undertaken. While many of the recommendations are specific to the context of the country or industry examined, there are nonetheless some broad recommendations that cut across many of the studies, and summarized in the three categories below: OSH regulations and policies, OSH data, and workplace environment:

OSH Regulations and Policies

- International labour standards on OSH must continue to be ratified.
- Formal systems to record workplace accidents need to be strengthened by: disseminating information to enterprises on reporting mechanisms, ensuring greater compliance with regulations, and ensuring workplace training for all workers, including young workers, on OSH issues.
- Health care actors should be involved at all levels. As a first step, there should be health care workers at the first level of care, detecting workers' injuries. It is necessary to develop an action plan at the national level which in turn can be used as a guideline at the provincial, municipal and community levels.
- The concepts of health and disease for vulnerable populations including youth are not framed on prevention. There is a critical need to include these concepts in the agenda of key stakeholders who are responsible for designing protection measures, such as local health providers, schools, producers and workers.

OSH Data

- There should be measures to promote transparency in sharing OSH information such as: developing a registry for corporations which includes their trade name and owners, making OSH data available online, and ensuring that employers hire from registered companies.
- There should be sector-specific data on OSH for young workers.

Workplace Environment

- Workspaces need to be adapted to better suit young workers.
- There should be improved ways of recording workplace accidents.
- Invest in more OSH training for young workers. This includes training to highlight the importance of reporting and notification of occupational injuries and illnesses.
- Inspectors should be trained on the specific needs of OSH for young workers.
- School programs need to be better suited for the realities of agricultural areas, and this includes education on work opportunities as part of the curriculum.

Moving Forward

The research projects presented reaffirm the importance of strengthening OSH for young workers on a global scale. The results clearly indicate the value of educating young workers (and their employers) on OSH issues in the workplace as a means to reduce workplace accidents and improve the health of young workers. This is supported by strong OSH policies, programs and data at the national level that reflect international labour standards.



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Overview

Background

Every year 2.78 million workers die from work-related injuries and diseases and another 380 million lives are affected by non-fatal work-related injuries and diseases. Many of these are young workers, at the beginning of their careers and representing the next generation of the global workforce. Due in part to the work of the SafeYouth@Work Project, it is now widely accepted that young workers suffer the highest rate of work-related injuries (up to 40% higher). This is due to lack of awareness of safety rules and worker rights; limited job skills and work experience; lack of training in job tasks, hazard prevention or avoiding exposure to harmful agents; long working hours and unsuitable job assignments.¹

Despite these alarming statistics, the incidence of injury and illness for young workers has remained relatively unchanged, indicating the pressing need to promote a culture of prevention by addressing knowledge, attitudes and behaviour around occupational safety and health (OSH).

The International Labour Organization (ILO) implemented the SafeYouth@Work project funded by the United States Department of Labor (USDOL) and according to the requirements of the 2017 Management Procedures & Guidelines. The Project aimed to promote the safety and health of young workers, with a particular focus on those aged 15-24, who are more vulnerable to occupational injuries and disease, and who as they join the workforce are essential contributors to a sustainable and prevention-focused OSH culture. The project sought to achieve four immediate objectives, each contributing to the overall development objective:

¹ ILO. Improving the Safety and Health of Young Workers, 2018, www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---safework/documents/publication/wcms_625223.pdf.

² For further information, see USDOL website at www.dol.gov.

Overall Objective: OSH of young workers above the minimum age of work up to 24 years is improved and a culture of prevention is established or strengthened.

- **Immediate Objective 1:** Collection and use of national OSH data particularly regarding young workers is improved.
- **Immediate Objective 2:** National legislation, regulations, policies and programmes on OSH particularly regarding young workers are improved.
- **Immediate Objective 3:** National capacity to enforce OSH laws and regulations particularly regarding young workers is improved.
- **Immediate Objective 4:** Global awareness on hazards and risks faced by young workers is increased.

The project, which began in December 2014 and ended in December 2019, implemented a comprehensive intervention framework in three “pilot” countries – Myanmar, the Philippines and Viet Nam – including targeting one or more sectors in which young workers are found. These efforts served as a reference point for similar interventions in other target countries in which the project has engaged, called “participating” countries, namely Indonesia, Côte d’Ivoire, Argentina, Uruguay and Colombia.

The Project entered its last year of implementation with pilot and participating countries phasing out operations at different times (see Table 1).

Table 1 SafeYouth@Work Project countries

| Countries (Pilot Countries in Yellow) | End Date |
|---------------------------------------|-------------------|
| Philippines | 28 February 2019 |
| Viet Nam | 31 May 2019 |
| Côte d’Ivoire | 30 June 2019 |
| Uruguay | 31 July 2019 |
| Indonesia | 31 July 2019 |
| Myanmar | 30 September 2019 |
| Argentina | 31 December 2019 |
| Colombia | 31 December 2019 |

A priority for the Project was to document key achievements and develop communication material to use in a wide array of learning dissemination events. For this reason, this report summarizes key findings, recommendations and learnings drawn from all research products developed during the Project implementation. This report is intended for the following audiences: partnering Government officials, employers’ organizations, labour unions, ILO and USDOL officials and young workers.

Scope

This report contains summaries of all research projects developed within the SafeYouth@Work Project (see Table 2).

Table 2 List of research documents summarized

| No | Title | Country | Objectives |
|----|---|-----------|---|
| 1 | Health and Safety at Work for Adolescents and Youth in Argentina | Argentina | Identify how OSH policies can support a culture of safety and health at work for young people in a more strategic and systematic manner. |
| 2 | Youth and OSH in the Agriculture Sector in Argentina | Argentina | Analyze OSH regulations for young workers in the agricultural labour market in Argentina. |
| 3 | OSH for Young Workers in Blueberry Harvesting | Argentina | Analyze the working conditions of adolescents and youth working in the blueberry harvesting labour market in Argentina. |
| 4 | OSH Rapid Assessment of Young Workers in Agriculture (Yerba Mate) | Argentina | Present recommendations on the current employment situation and risks of young workers harvesting yerba mate, and identifies the hazards, risks, current knowledge and perceptions that young workers face regarding OSH. |
| 5 | Rapid Assessment on Occupational Safety and Health in the Agriculture Sector in Myanmar | Myanmar | Analyze a culture of OSH prevention in the rice and bean agriculture subsector, with an emphasis on understanding issues of young workers. |
| 6 | Workplace Safety and Health for Young Construction Workers Aged 15 to 24 Years in Mandalay and Yangon | Myanmar | Examine OSH issues on construction sites for young workers in Mandalay and Yangon, with a focus on hazards and risks. |

| | | | |
|----|--|-----------------|--|
| 7 | Assessment of the Notification and Recording System for Occupational Injuries and Illnesses in the Philippines | The Philippines | Review and analyze the present notification and reporting system of occupational injuries and illnesses in the Philippines. |
| 8 | Assessment Report on the Capacity of Selected Youth Organizations to Promote OSH among Young Workers | The Philippines | Identify youth organizations to champion OSH-related concerns and assess their capacity to promote OSH prevention and awareness. |
| 9 | Rapid Assessment on OSH for Young Workers in the Construction Sector | Indonesia | Stakeholder analysis and mapping in relation to OSH for young workers in the construction sector. |
| 10 | Analysis of Work-Related Injuries among Young Workers in Viet Nam | Viet Nam | Analyze the existing administrative OSH data and the prevalence of work-related injuries among young workers in Viet Nam. |
| 11 | Assessment on the Rate of Occupational Injuries and Illnesses in Selected Craft Villages in Hung Yen, Viet Nam | Viet Nam | Assess the rate of occupational injuries and illnesses in craft villages in Viet Nam. |
| 12 | Study on OSH and Young Workers in Uruguay | Uruguay | Describe OSH of young workers between the ages of 15 and 24 years old in Uruguay. |
| 13 | Tripartite Social Dialogue in Uruguay: Achievements and Challenges of the National Occupational Health and Safety Council | Uruguay | Review the work of the National OSH Council of Uruguay, a tripartite body. |
| 14 | Comparative Study on Occupational Safety and Health of Young Workers and Hazardous Child Labour in Panama, Colombia, Uruguay and Argentina | Multi-national | Compare OSH legislation, data, programs and initiatives focused on young workers (from 15 to 24 years old) from four countries. |



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Report Summary

The following section includes summaries for each Project report. The summaries follow a similar structure:

- A “snapshot” of the report, outlining the country, author(s), publication date, research objective(s), scope, and methodology.
- An overview of the research.
- The main findings from the research.
- The conclusions and recommendations stemming from the research.

The reports are grouped according to three categories, each briefly described below: Assessments, Comparative Analysis, and Good Practices.

Category: Assessments

Assessments describe short-term research projects that use a range of qualitative and quantitative methods to examine specific work environments. The reports that fall within this category are:

General Assessments on OSH and Young Workers

- Argentina: Study on Jobs, Hazards and Risks for Young People
- Philippines: Assessment of the Notification and Recording System for Occupational Injuries and Illnesses in the Philippines
- Uruguay: Study on OSH and Young Workers in Uruguay

Industry-Specific: Agriculture

- Argentina: Youth and OSH in the Agriculture Sector in Argentina
- Argentina: OSH for Young Workers in Blueberry Harvesting
- Argentina: OSH Rapid Assessment of Young Workers in Agriculture (Yerba Mate)

- Myanmar: Rapid Assessment on Occupational Safety and Health in the Agriculture Sector in Myanmar

Industry-Specific: Construction

- Myanmar: Workplace Safety and Health for Young Construction Workers Aged 15 to 24 Years in Mandalay and Yangon
- Indonesia: Rapid Assessment on OSH for Young Workers in the Construction Sector

Industry-Specific: Craft Villages

- Viet Nam: Assessment on the Rate of Occupational Injuries and Illnesses in Selected Craft Villages in Hung Yen, Viet Nam

Organizational Capacity

- Indonesia: Assessment Report on the Capacity of Selected Youth Organizations to Promote OSH among Young Workers

Category: Comparative Analysis

These reports describe research that compares specific worker characteristics, working conditions, industries, types of workers, or describes a cost analysis. The reports in this category are:

- Multi-national: Comparative Study on Occupational Safety and Health of Young Workers and Hazardous Child Labour in Panama, Colombia, Uruguay and Argentina
- Viet Nam: Analysis of Work-Related Injuries among Young Workers in Viet Nam

Category: Good Practices

This report illustrates good practices related to OSH and young workers that can be adapted and replicated in different contexts. The report in this category is:

- Uruguay: Tripartite Social Dialogue in Uruguay: Achievements and Challenges of the National Occupational Health and Safety Council



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Category: Assessments
Subcategory: General Assessments on OSH and Young Workers

Health and Safety at Work for Adolescents and Youth in Argentina

Report Snapshot

Author: Alvaro Del Aguila, Instituto Gino Germani coordinado por Pablo Molina, Marcela Crovetto, Susana Aparicio, Clara Craviotti sobre un estudio realizado por Fundación SES

Publication Date: November 2019

Objective: To describe the safety and health characteristics and working conditions of young workers in Argentina between the ages of 16 and 24 years old.

Scope: The study was national in scope.

Methodology: A desk review of pertinent research was undertaken, which included an analysis of legislation and other primary and secondary data sources.

What was assessed:

- Factors that may impact risks on OSH for youth.
- Regulatory framework for youth workers in Argentina on safety and health.
- Socio-occupational profile of young workers in Argentina.
- Safety and health of young workers in Argentina.

Overview

According to 2017 data from Argentina's Department of Occupational Risks (Superintendencia de Riesgos de Trabajo, SRT), the accident rate among adolescent workers between 16 and 24 years old was almost 50 percent higher than workers 25 years old and older. This demonstrates the need to learn more about occupational hazards of young workers in Argentina.

The research was conducted to identify the characteristics of youth work and occupational safety and health at work, along with other factors that may impact occupational hazards in Argentina.

Findings

Factors that may impact the health and safety risks of young workers:

The study found that numerous factors and conditions may increase the risk of a young worker suffering an injury, including physical, psychosocial, emotional and cognitive development, educational background, little work experience, and professional skills. The study also highlighted additional factors that, combined with age, may impact the risk that young workers face by having work-related accidents and occupational diseases; among them are sex, disability and migration status.

Regulatory framework:

There are numerous regulations in Argentina that outline occupational risks and the protection of workers. Some of these regulations include:

- Convention No. 155 (1981), Occupational Safety and Health and its accompanying Recommendation (No. 164) and its implementation Protocol (2002).
- Convention No. 161 on occupational health services (1985) and its accompanying Recommendation No. 171.
- Convention No. 187 (2006) and its accompanying Recommendation No. 197.

While there is no specific mention of the current situation of young workers in national OSH laws, the following laws address OSH:

- Decree-Law 19587 (1972): Occupational Health and Safety Law.
- Law 24,557 (1995): Labour Risks Law.
- Law 27,348 (2017): Complement to the Law on Labour Risks.

The study also reviewed sector-specific regulations, collective bargaining agreements and specific regulations addressing youth, adolescents, and the protection of children.

Socio-occupational profile of young workers:

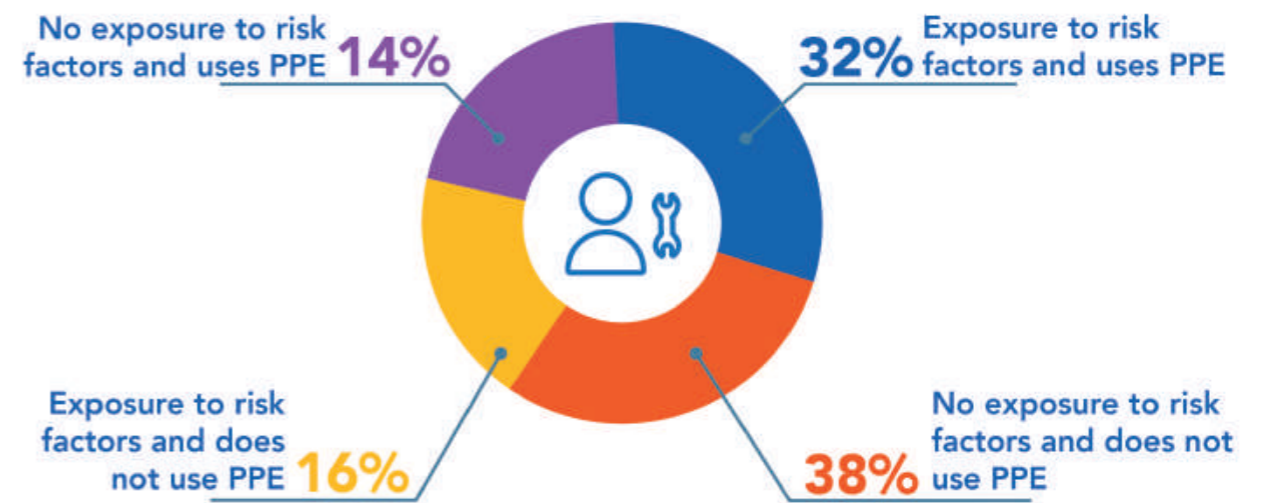
For the first quarter of 2018, 43% of the urban population between 16 and 24 years old was working (57% male and 43% female). Additionally, an analysis of working conditions showed that:

- The socio-economic living conditions of youth significantly influence the level of education youth complete and the type of work they undertake.
- 51.5% of adult workers 25 years old and older receive retirement contributions, while 33.3% of young workers receive retirement contributions.
- The majority of young workers are found in low-income households.
- The amount of self-employed adult workers 25 years old and older is twice that of young workers.
- The Central and Patagonia regions have a higher rate of wage earners with retirement contributions.
- Industry sectors with the highest rates of wage earners with retirement contributions are manufacturing (44.5%) and administrative and financial services (63.2%).
- There is a lower rate of female temporary workers compared to male temporary workers (14.5% compared to 22.3%) and a higher rate of female wage earners who do not contribute to their retirement (39.4% compared to 31.6% of men).
- 29.5% of young people between 18 and 24 years old have not completed high school and do not attend an educational institution. There are more men than women who do not complete the minimum and mandatory educational levels.

The safety and health of young workers in Argentina:

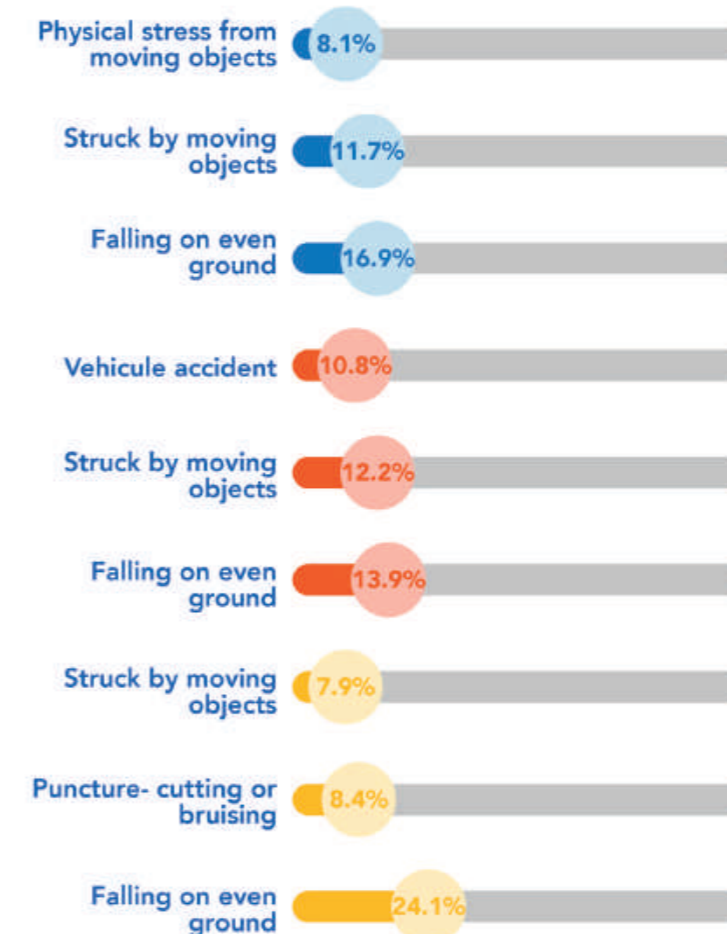
- For adolescents and young adults between 16 and 24 years old, the accident rate in the workplace is 50% higher than that of their co-workers 25 years old and above. Adolescent and young males maintain this gap against their adult counterparts; but for women, this gap narrows considerably. The study determined that adolescents and young workers become more injured than adults, and they do so within the same industry sectors.
- The rate of work-related accidents and mortality among youth is much higher than in adults, with the primary cause being identified as lack of experience.
- The study identified the following general risks faced by young people while entering the labour market: physical, biological, chemical, ergonomic and psychosocial risks.
- During the first year of work, about 80% of workers between 16 and 17 years old suffer a work-related accident or illness. For workers between 18 and 24 years old, the rate was 65%.
- A recurring theme in the desk review on youth and OSH was the apparent “carelessness” of young workers that characterizes their behaviour that could lead them to take unnecessary risks under the belief that nothing will happen to them.

Figure 1 Perception of risk exposure and use of PPE among adolescent workers (197,000 workers surveyed)



Source: Children and Adolescents’ Activity Survey (Encuesta de Actividades de Niños, Niñas y Adolescentes, EANNA), 2017.

Figure 2 Type of accidents among youth and adult workers



Source: Department of Occupational Risks (Superintendencia de Riesgos de Trabajo, SRT), 2017.

Conclusions and Recommendations

- Young workers should be treated as transitioning individuals. Their work pace is to be adapted according to their needs, so they are progressively integrated into the labour market. There is a need to invest in youth training not only to decrease the likelihood for accidents, but also to strengthen their appreciation of the importance of OSH to their safety and health.
- The study proposes a two-pronged approach of risk management and health promotion for the development, strengthening and revision of policies.
- Analysis of work-related accident and mortality data indicate that different sectors have specific risks affecting all ages (such as construction or agriculture).
- The prevalence of higher work-related accident and mortality rates in young workers requires a more comprehensive approach with respect to OSH because certain factors (such as social factors) are not addressed in more traditional OSH prevention management.
- In general, men are at greater risk of injury than women, with men facing higher risks in construction and women facing higher risk in trade.
- The greatest occupational safety and health risks that young workers face are often associated with a set of individual factors (lack of experience, lack of cognitive, emotional, psychosocial or physical, and development).
- Young workers are usually unaware of their rights and obligations as employees. They are also often reluctant to report dangerous situations or accidents. They usually lack negotiating power that experienced workers have. All of these factors may result in the acceptance of dangerous tasks or poor working conditions.
- The conceptual framework that often guides business practices in OSH at work does not usually differentiate between young and adult workers. In general, preventive actions are directed at a “typical worker.”
- The decrease of work accidents among youth goes hand in hand with the development of a culture of safety and prevention.

“The study proposes a double approach: a) risk management and b) health promotion in all policies to address safety and health of youth at work.”
Report, p. 41



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Category: Assessments

Subcategory: General Assessments on OSH and Young Workers

Assessment of the Notification and Recording System for Occupational Injuries and Illnesses in the Philippines

Report Snapshot

Author: Dr. Vivian Fe Fadrilan Camacho

Publication Date: February 2019

Objective: The overall objective of the study was to review and analyze the present notification and reporting system of occupational injuries and illnesses in the Philippines.

Scope: Key informant interviews and consultative meetings conducted in the National Capital Region and Region IV-A.

Methodology: The study included the following methods:

- Desk review of relevant documents on the notification and recording of occupational injuries and diseases.
- Key informant interviews with representatives from national agencies, worker groups and employers' organizations.
- Consultative meetings with worker groups and health and safety professional organizations.
- Gap analysis of existing policies and practices on notification and recording of occupational injuries and illnesses.

What was assessed:

- Existing procedures/systems for notification and recording of occupational injuries and illnesses.
- Sectors covered by these procedures/systems.
- Issues, challenges, and gaps within these procedures/systems.

Overview

The study had the following objectives:

1. Describe the existing procedures/systems for notification and recording of occupational injuries and illnesses within the Bureau of Working Conditions (BWC), Occupational Safety and Health Center (OSHC), Employees Compensation Commission (ECC) and the Department of Labor and Employment (DOLE) Field Offices with reference to existing policies and regulations.
2. Describe the timeliness, accuracy and completeness of reports being submitted and collected on occupational injuries and illnesses across all national agencies.
3. Identify the sectors covered by the existing procedures/systems for notification and recording of occupational injuries and illnesses, including any gaps in sectoral coverage.
4. Determine the programs and services of the DOLE to ensure establishment compliance with requirements for notification and recording of occupational injuries and illnesses.
5. Assesses the workflow and systems for notification and reporting of occupational injuries and illnesses including an assessment of the wide disparity in reported occupational injuries and illnesses, based on various sources of data.
6. Compare existing national procedures/systems with the recommendations of the Protocol of 2002 to the Occupational Safety and Health Convention, 1981 (P.155), ILO Code of Practice on Recording and Notification of Occupational Accidents and Diseases, and good practices recognized by the ILO.
7. Identify issues and challenges of existing procedures/systems for notification and recording of occupational injuries and illnesses.
8. Propose recommendations to address key weaknesses and challenges of the existing procedures/systems for notification and recording of occupational injuries and injuries and illnesses.

Findings

Existing Procedures for Reporting and Notification of Occupational Injuries and Illnesses

In the Philippines, reporting and notification of occupational injuries and illnesses is mandated by Rule 1050: Notification and Keeping of Records of Accidents and Occupational Illnesses and by Rule 1960: Occupational Health Services.

Under Rule 1050, employers are required to maintain an accident or illness record and required to submit work accident/illness reports when an accident or illness results in a disabling condition or dangerous occurrence; employers must also provide an annual work accident/illness exposure data report.

Rule 1960 requires establishments to submit an Annual Medical Report to the DOLE Regional Office.

BWC data for the years 2014 to 2016 show that an annual average of 20% of companies inspected did not comply with the reporting requirements under Rules 1050 and 1960. Table 3 shows that non-compliance to these reporting requirements is among the top five OSH standards violations recorded through labour inspection for the years 2016 and 2017.

Table 3 Non-compliance with reporting requirements of Rules 1050 and 1960

| 2016 | | 2017 | |
|--|---------------------|---|---------------------|
| Establishments inspected | 60,376 | Establishments inspected | 60,732 |
| OSH Standards | Deficiency rate (%) | OSH Standards | Deficiency rate (%) |
| Non-registration of establishment | 24.1 | Inadequacy of first aid personnel | 19.2 |
| Inadequacy of first aid personnel | 19.6 | Non-registration of establishment | 18.6 |
| Non-submission of work accident report | 18.2 | Non-submission of work accident report | 14.2 |
| No policy on OSH programs | 15.0 | Non-submission of annual medical report | 13.8 |
| No safety and health organization | 13.4 | No safety officer | 12.8 |

Source: BWC Labour Inspection Management Information System.

The key informant interviews revealed that despite the established deadlines for submission of these reports, companies, particularly small and medium-scale enterprises (SMEs), do not submit their reports on time. It was also noted that submitted reports, especially from SMEs, have problems in terms of accuracy and completeness of the data.

Complementary Efforts in Different Sectors for Reporting and Collecting Information on Occupational Injuries and Illnesses

The study examined data gathered by government agencies that either complement or support data collected by DOLE. There were possible data sources from the following:

- Occupational Safety and Health Center (work environment measurements and medical examinations)
- Employee Compensation Commission (major accidents or outbreaks of work-related diseases)
- Social Security System (claims for employee compensation benefits)
- Government Service Insurance System (claims for employee compensation benefits)
- Philippine Insurance Health Corporation (Philhealth coverage)

- Department of Health (information from clinics, hospital or medical professional associations on chronic non-communicable diseases, injuries, violence and disabilities)
- Civil Service Commission (health clinic records)
- Department of Environment and Natural Resources – Mines and Geosciences Bureau (accident and illness reports from mining companies)
- Department of Agriculture – Fertilizers and Pesticides Authority (data on health examinations)

The sectors covered by the above-mentioned agencies include establishments in the private sector, the general public, mining companies, and establishments engaged in fertilizer and pesticides manufacturing, formulation and repacking.

It was also noted that non-government organizations, such as the Philippine Red Cross (PRC), could have relevant data. In the case of the PRC, data it gathers from road accidents could include work-related accidents.

Data on Occupational Injuries and Illnesses from Collected Reports

Assessment of data captured through reports in compliance of Rules 1050 and 1960 are limited given the fact that DOLE-BWC has not added all reports into its database. Nonetheless, available data indicated:

- Reports submitted by the establishments show that a total of 4,533 work-related accident cases occurred amongst the reporting establishments, 590 of which resulted to disabling injuries.
- In terms of industry concentration of the reported work-related accident cases, manufacturing (2,165), agriculture (647), and transportation (322) and storage are the top three industry groups where most of reported work-related accidents cases are found.
- Reports from 2010 to 2015 also show that laborers (911), working proprietors, catering and lodging services (438), and production and related workers (420) are the most common occupations involved in the reported work-related accidents.

Programs and Services to Ensure Compliance with Reporting and Notification Requirements

Two initiatives were designed to ensure compliance with Rules 1050 and 1960:

- The *Iwas Aksidente Patrol* or *IwaP mo!* calls on workers and ordinary citizens to actively support and promote safety and health in workplaces in the region by being a Patroller.
- The “EC-Ulat: A Work Accident Reporting System,” which has the objective to improve the notification and recording of occupational accidents and provide an immediate response to inquiries through a system that allows employers, workers and the public to report accidents when they see them happen.

Gap Analysis: Current Notification and Recording Compared to International Labour Standards

Policy gaps:

- Limitations in the coverage of the notification and reporting requirements are excluding sectors and occupational groups exposed to hazardous work according to the ILO Code of Practice.
- Sectors covered by regulations have no incentives for compliance to reporting requirements (or penalties for non-compliance).

Gaps in capacity of key actors:

- Limited capacity of DOLE inspectorate to monitor compliance with the reporting requirements.
- Limited capacity in routinely compiling, analyzing and publishing data on occupational injuries and illnesses collected from the required reports.
- Lack of or limited awareness among establishments of the reporting requirements.
- Lack of or limited enterprise-level capacity to prepare reports with timely and accurate information on occupational injuries and illnesses.
- Limited participation of workers or their representatives in the reporting and notification process at the enterprise-level.
- Limited capacity of physicians and medical staff to diagnose or classify work-related illnesses.
- Limited human resources and qualified OSH personnel.

Gaps in institutional arrangements:

- Need to enhance coordination mechanisms among government agencies involved in reporting and notification of occupational injuries and illnesses.

Recommendations

Long-term recommendations:

- Ratify relevant ILO OSH conventions.
- Revise the OSH system to clarify coverage, procedures and forms relevant to reporting and notification of occupational injuries and illnesses.
- Expand the scope of information to be reported to include near-misses. There is also a need to operationalize the definition of accidents to include near-misses in the OSH system.

Short-term recommendations:

- Develop easy-to-understand guidelines on reporting and notification of occupational injuries and illnesses for enterprises.
- Enhance current OSH training and information services to highlight the importance of reporting and notification of occupational injuries and illnesses.
 - » Provide improvements in training labour inspectors.
 - » Design training on OSH training analysis for technical officers.
 - » Revise current training curricula for required OSH trainings.
 - » Enhance training and information efforts for trade unions and workers' organizations.
 - » Expand the reach of OSH trainings and information campaigns seeking to broaden public awareness.



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Category: Assessments

Subcategory: General Assessments on OSH and Young Workers

Study on OSH and Young Workers in Uruguay

Report Snapshot

Authors: Maria Julia Acosta with the assistance of Gastón Díaz, Matías Meizoso and Erica Freifogl.

Publication Date: 2019

Objective: The overall objective of the study was to describe the occupational safety and health of young workers aged between the ages of 15 and 24 in Uruguay.

Scope: The study was national in scope.

Methodology: The study included the following methods:

- Desk review of information, which included results from national surveys and national OSH legislation.
- Key informant interviews with relevant stakeholders.
- Telephone survey among 15 to 24-year-old workers.
- Enterprise survey.

What was assessed:

- National legislation and institutions related to OSH.
- Analysis of occupational accidents among young workers.
- Knowledge, attitudes and behaviours related to OSH for young workers.

Overview

The main objective of this study was to assess the occupational safety and health of young workers (between the ages of 15 and 24) in Uruguay. The scope of the study included the review of secondary sources (labour force surveys, statistics on workplace accidents, OSH legislation), in-depth interviews with key actors, a telephone survey of 500 young workers, and an enterprise survey sent to 200 companies.

The study was divided into seven chapters outlining the following:

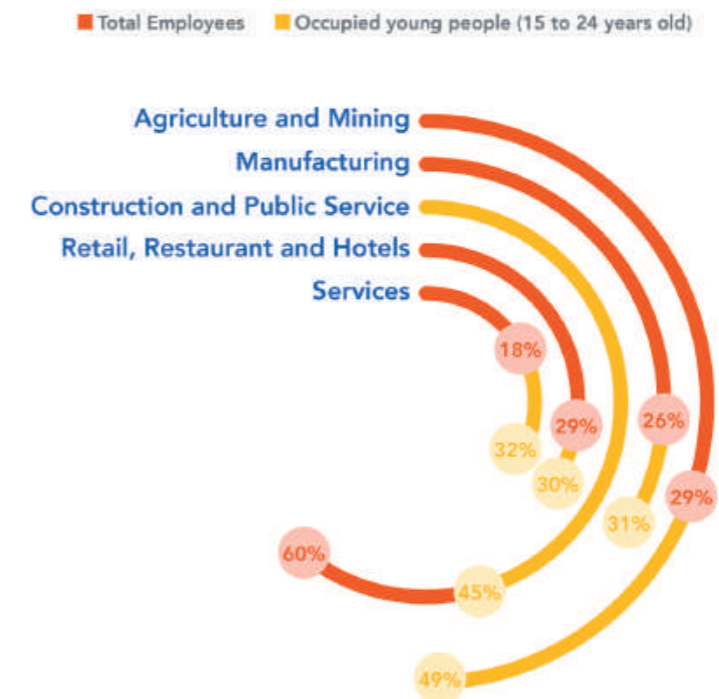
- Chapter 1: study objectives and methods used.
- Chapter 2: characteristics of young workers.
- Chapter 3: OSH legislation and national institutions that address young workers.
- Chapter 4: young workers' occupational risks along with the factors and consequences of workplace accidents.
- Chapter 6: OSH good practices in the construction and ports sectors.
- Chapter 7: conclusions and recommendations.

Findings

The study's main findings are as follows:

- Young workers continue to work in adverse conditions in Uruguay.
- Young workers face a significantly higher risk of having an occupational accident than older workers. This risk is increased by factors such as being male, having little work experience, and working in certain sectors. Although young workers represented 12% of the total number of workers in 2017, they suffered 20% of the total number of accidents.
- Young workers' main challenges include working in the informal economy, being underemployed, and earning lower average reported income compared to older workers.
- The labour force of young workers is predominantly male, and these workers have a lower socio-economic status than the average worker.
- The defining attributes of a good job for young workers are a good salary and proper treatment. These attributes are different from those listed by average Uruguayan workers, who prioritize other aspects such as career development opportunities and training.
- Most older workers do not believe that OSH is relevant to young workers, while young workers generally indicated that it matters more to them (see Figure 3 below).

Figure 3 Percentage of employees who believe OSH is important to young workers, by sector



Source: National Statistics Institute (Instituto Nacional de Estadísticas) Household Survey, 2017.

- Many young people are not part of collective action and work in enterprises and sectors where relevant union activities are either emerging or non-existent. Furthermore, many of the issues addressed through unions relate to regulating hours of work and salaries, with little focus on OSH for young workers.
- Legal provisions, the work of governing institutions, and different forums for social dialogue (particularly Wage Councils) are important areas in which OSH for young workers can be addressed. Particular emphasis is given to the development of training activities; however current training activities are not available to all workers and all sectors.
- Female young workers have more problems linked to emotional abuse or workplace harassment than male young workers. This issue remains largely invisible in part because it is difficult to assess.
- The "health" aspect of occupational safety and health has seen less progress in terms of action compared to safety.
- The OSH regulatory framework is fragmented and not well understood by workers and employers, in part because there is no legal instrument (such as a law) that unifies existing regulations in this area.
- With regard to institutions, tripartite social dialogue on OSH is important and is advanced through the National Occupational Safety and Health Council (CONASSAT³) and the sectoral tripartite committees.

³ See the summary report on the CONASSAT study in this document.

“ Good practices highlighted by participants in the study include the tripartite efforts in some sectors (such as that of construction) through their tripartite committees on OSH; the establishment of OSH management systems through international standards; and the dissemination of campaigns to prevent the consumption of alcohol and drugs in the ports sector. ”

- Websites and social networks should be used to disseminate information related to OSH for young workers.
- University curricula should include OSH issues for young workers.
- Training activities for migrant workers should inform them of OSH issues for young workers.

Recommendations

Information and Statistics

- There should be an improvement in the way occupational accidents are recorded. This would ensure the establishment of effective control mechanisms for notifications of work-related accidents and occupational diseases.
- It is recommended to periodically measure and analyze the occupational accident rate of young workers at the national level. At the same time, there should be sector-specific measurements and analysis of knowledge and practices related to OSH for young workers, in order to identify problems and barriers to the implementation of OSH strategies for young workers.

Laws, Policies, Regulation and Institution-Building

- The regulatory framework for OSH consists primarily of decrees and laws, and is relatively unknown to workers and employers. There should be the formulation and adoption of an overarching, enforceable law that ensures systematic regulation of OSH for all workers, including young workers.
- Tripartite efforts should be strengthened at the sectoral level which ensure participation of all relevant actors.
- Bipartite efforts at the enterprise level should focus on the active participation of young workers on OSH-related issues.
- There should be the design and implementation of inspections that have a special focus on OSH for young workers.

Knowledge and Training

- Secondary education should include thematic modules on OSH issues such as decent work, workers' and employers' rights and duties, OSH concepts and awareness of occupational accidents and diseases.
- A compulsory OSH course should be established for all workers and facilitated through a public or tripartite body.
- Awareness-raising of OSH issues, particularly in informal family businesses in the country's interior, should be in place and focus on young workers.



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Category: Assessments
Subcategory: Agriculture

Youth and OSH in the Agriculture Sector in Argentina

Report Snapshot

Author: Marcela Crovetto

Publication Date: March 1, 2019

Objective: The objective of the study was to analyze OSH regulations for young workers between the ages of 16 and 24 who work in the agricultural labour market in Argentina, with the aim of providing recommendations for public policy development.

Scope: The research was national in scope.

Methodology: The study reviewed data from secondary sources, combining qualitative and quantitative data analysis produced by different sources and agencies. The analysis in the report was validated by participants who attended workshops organized by the ILO.

What was assessed:

- Characteristics of the agricultural labour market in Argentina.
- Social actors (key stakeholders).
- Regulatory framework.
- Occupational hazards of youth in agricultural activities.

Overview

The report analyzed the agricultural work undertaken by young workers in Argentina. It outlined information, results, and recommendations to be considered for the National Action Plan for Safety and Health at Work for Adolescents and Youth. In addition, the report outlined public policies on safety and health in youth agricultural work.

The study was completed by reviewing data obtained from secondary sources. The report highlighted best practices on work experiences and environments that enable safe and healthy work for both youth and adults. In addition, there are recommendations to improve young workers' working conditions in the country and the working relations between all actors involved.

Findings

- The agricultural labour market in Argentina: The labour market is predominantly male among youth and adults 20 years of age and older. From this age, women's participation in the labour market decreases, with many women taking up responsibilities in the home and/or in family care.
- Social actors: The agricultural market presents a complex environment of social actors, classified in the report based on their roles in production, capital and labour.
- Regulatory framework: Legislation on agricultural labour in Argentina is grouped into three categories: agricultural labour law, labour contract law, and collective bargaining agreements. Each category addresses specific legal areas. The study examined the regulatory framework with the aim of identifying existing gaps on OSH.
- Occupational accident rate of youth in agricultural activities: The study faced challenges identifying risks in the agricultural sector due to a significant number of unregistered employees. Additionally, causes of illnesses or accidents at work are not always registered. In this regard, the study used the information provided by the Survey on Employment, Social Protection and Working Conditions for Agricultural Employees (2013-2014), which includes registered and unregistered wage workers. Key findings are presented below:
 - » There are no differences regarding risk exposures, preventive measures or health indicators in relation to the worker's residential area.
 - » Poorer health status and fewer preventive measures are prevalent in unregistered, temporary and lower-skilled workers compared to registered and permanent counterparts.
 - » Younger workers have greater safeguards than older workers regarding the use of chemical substances, but 50% of young workers have been in contact with chemical substances by the age of 15.

- » Worker's compensation insurance coverage increases with age but only reaches 40 to 50 percent in workers over 25. There was a lack of training on work safety and prevention, especially among younger age groups.
- » 30% of workers 25 years old and older indicated that they have received training. In addition, 17% of young workers and 40 to 50 percent of workers over 20 received occupational safety and health standards training provided by their companies.

The analysis of labour-related accidents revealed in part that:

- » There are few or no records for young workers. This does not imply non-occurrence but that occupational accidents may not be fully reported.
- » Young workers and older workers face similar types of occupational diseases and accidents.
- » Road accidents affect young adults between 25-29 years of age, with a higher accident rate among men aged 18 to 24.
- » Injuries with stabbing objects appear more frequently in young workers.
- » Main causes of injuries between women between the ages of 18 and 24 are related to the operation of agricultural machinery including tractors, trailers, and motorcycles. Also, they include injuries with trees, branches, trunks, and breeding animals. For men in the same age group, injuries are caused by handling boxes, bags, and jars, using ladders and handling raw materials or processed goods.
- » Only 1.2% of occupational diseases are reported. An explanation for this could be that agricultural workers are only considered sick when a work-related problem prevents them from attending work. Predominant damage is related to ergonomics, including postures, repetitive movements, spinal injuries or other related issues.

Conclusions and Recommendations

- The current agricultural labour law presents a disconnect between the definitions of agricultural labour and rural labour. Additionally, the law defines urban labour as non-agricultural and rural labour regarding agricultural and forestry production. For this reason, it is imperative to clarify these concepts.
- Studies show that employees governed by a collective bargaining agreement have better salaries in their sector and greater qualifications and recognition on each specific activity. Therefore, agricultural workers should be included in the Labor Contract Law.
- Labor inspection in cases where it is implemented by buyers from demanding markets shows an improvement in wages, working conditions, and training compared to those reviewed in different surveys and academic studies.

- The presence of collective bargaining has enabled, in some cases, proposals for the development of safety measures with worker's involvement.
- Implementing preventive measures, with workers' inputs, is critical to prevent and manage risks.
- There is a need to improve security protocols and peer training in each field of work.
- It is crucial to review the list of dangerous forms of child labour which also includes adolescents, due to the fact that listed activities are too broad and mostly linked to agricultural activities. This creates an overlap between permitted and prohibited youth work.
- The study suggests including other social actors in the drafting of the National OSH Plan in Argentina, such as the Rescue and Follow-up Program for Trafficking Victims of the Ministry of Justice and Human Rights to address violence issues, especially sexual violence, in the workplace.

“Implementing preventive measures with worker's engagement is crucial in preventing and managing risks.” Report, p. 96

Work-Related Education

- Work related training is highly regarded, especially when public entities are responsible for developing and delivering trainings, internships and certifications.
- The National Institute of Agricultural Technology should centralize and systematize best practices in rural occupations and agricultural machinery usage.

Strategies on Prevention and Health

- There should be increased efforts on the development of prevention issues and training programs, particularly on occupational hazards. Joint efforts must be made between the Ministry of Health, the Ministry of Labour and Employment, the Secretariat of Agroindustry, the Department of Occupational Risks, trade unions and employers' representatives.
- There should be training on new technologies, which would result in better agricultural work conditions for all workers, including young workers.
- There should be an analysis of different traceability certification standards for exportable goods in demanding markets.
- Health care actors should be involved at all levels. As a first step, there should be health care workers at the first level care, detecting workers' injuries. To this end, it is necessary to develop an action plan at the national level which in turn can be used as a guideline at the provincial, municipal and community levels.
- The low number of “work permits” issued to young people (from the age of 16) in relation to the total number of young workers registered by census should be addressed. There is a need to establish monitoring mechanisms by the Ministry of Labor and Employment and to work together with national control and inspection agencies within provincial jurisdictions.

- A best practice manual should be developed to promote better living and working conditions for youth. This manual should not focus on penalties nor external audits.
- Undertake sectoral or regional studies to highlight working inequalities. This will enable national statistics to more adequately direct resources.



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Category: Assessments
Subcategory: Agriculture

OSH for Young Workers in Blueberry Harvesting

Report Snapshot

Author: Clara Craviotti

Publication Date: September 12, 2019

Objective: The objective of the study was to present an analysis of the working conditions of teens and youth 16 to 24 years of age working in the blueberry cultivation labour market in Argentina.

Scope: The research focused on blueberry harvesting north of the Buenos Aires province and northeast of Entre Rios.

Methodology: The study reviewed secondary sources of information and media reports. In addition, primary sources were identified, namely producers, public and private specialists.

What was assessed:

- Characteristics of the cultivation of blueberries, its development and current situation.
- Regulatory framework.
- Occupational risks, diseases, and accidents regarding youth working in the cultivation of blueberries.

Overview

Adolescent workers (16 to 17 years old) and young adults (between 18 and 24 years old) are the largest working groups during blueberry harvesting's most labour-intensive activities: harvesting and packaging. These are seasonal activities in which inactive or unemployed workers join the harvesting efforts during this period, at times adding this work to other seasonal agricultural and/or unstable urban activity. According to 2017 statistics, young workers (particularly men) between the ages of 16 and 24 suffered 50% more occupational accidents and diseases than older workers.

The study aimed to identify the characteristics of blueberry harvesting, work processes, key stakeholders, and recommendations for improvement.

Findings

- Argentina is the seventh-largest global exporter of blueberries, delivering 4% of exports. In comparison, Chile and Peru occupy the first and second places respectively.
- Worker's profile: During the entire blueberry agricultural work cycle, permanent workers are needed for plant caring, fertigation, frost control, and phytosanitary products application. Seasonal workers are required for pruning, harvesting, and packaging. Most of the labour demand is seasonal, with 85% of workers completing their work within a 3-month period.
- Studies conducted in 2008 in the Concordia area revealed that women and young workers who lived in rural areas undertook blueberry harvesting. Over time, a greater number of men were hired due to increased labour demands and their ability to withstand difficult weather conditions during harvesting.
- The majority of seasonal workers are youth because no previous experience or high qualifications are required. Sources estimated that 60% of workers are between 18 and 25 years old and are located in the province of Buenos Aires and the city of Concordia.
- Labour Registry: Social security registration is considered a sensitive topic because it has direct impact on the welfare and health of temporary agricultural workers. For blueberry harvesting, inspections completed in 2018 by the National Registry of Rural Workers and Employers (RENATRE) revealed that 21% were unregistered workers.
- 75% of workers lacked a rural labour permit. In accordance with Law 25 191, all workers who perform rural activities must possess a valid permit. Several interviewers indicated that the issue in many cases is that temporary workers are not registered to work in blueberry harvesting but in other types of cultivation.
- Stakeholders involved in the blueberry production chain are medium and large farm managers, technical advisors, labour services providers, packaging providers, cold and bromination

services providers, transport services, machinery suppliers, irrigation suppliers, fertilization and agrochemicals suppliers, international air and maritime shipping companies, advisors and auditors of good agricultural practices.

- The role of best practices certifications in relation to working conditions: blueberry harvesting is protected by international standards of good agricultural practices ensuring compliance with workers' health and safety, such as the GLOBALGAP standards. At the national level, the Argentine Food Code has incorporated these standards and will take effect in 2020 for the fruit sector. In this context, working conditions for blueberry harvesters seem better compared to workers from other crops. Nevertheless, aspects such as the season's short duration, labour intensity, and climate conditions must be considered. International standards and national policies emphasize the importance of fruit safety issues for consumer markets. The integration of other social standards and the growing interest in labour welfare is perceived as an opportunity to improve conditions in this sector.
- Regulatory framework: in Argentina, two labour regulatory frameworks governing the agricultural activities coexist: the Employment Contract Law (LCT) and the National Agrarian Labour Regime (RNTA). There are sectorial or regional agreements based on the type of crop which further complicates a fragmented legal framework. Regulatory fragmentation creates a division regarding institutional legal design on trade unions and on control agencies, making it difficult to understand and protect workers' rights. For instance, workers may be protected by different norms and, in some cases, by different unions.
- There are regulations on health and safety conditions within the agricultural sector that complement the general laws and the national agricultural labour framework. Examples of these are the Hygiene and Safety Regulations for agricultural activity and section (VII) on safety and risk at work of the Agricultural Work Regime (Law 26 727).
- Accidents and diseases in blueberry harvesting: According to the Department of Occupational Risks (Superintendencia de Riesgos de Trabajo, SRT), only 2% of the reported events between 2009-2017 from blueberry producing companies were related to labour illnesses, most of them ear infections and the remainder being accidents. The study found that the most frequent injuries were bruises, sprains, dislocations, muscle strains, and tears; internal traumas present a significant number of cases as well.
- The main causes of work-related accidents: falls (includes from even and uneven floors), blows by moving objects, excessive physical activity, and crashes/trampling with objects.
- Risks and perceived risks in blueberry harvesting (see Table 4): Although blueberry harvesting is not considered dangerous compared to other agricultural activities, the study found that:
 - » There is a risk associated with heat strokes caused by dehydration. Blueberry harvesting occurs outdoors, under sun exposure and with high temperatures, particularly in the north of the country, where the temperature may exceed 35 ° C.
 - » The work of the harvesters is considered safe with minimal risks of occupational diseases and/or accidents.

» By the end of work shifts, most frequently cited aches were neck and waist pains and a general sense of fatigue. For harvesters, the risks associated with posture vary according to crops' age: to harvest young plants, workers need to bend and back pains are more prevalent.

» Regarding the use of chemical products, there is a tendency to use less toxic products in blueberry harvesting.

Table 4 Main tasks in blueberry harvesting and packing proces

| Job | Performed activity | Risks | Main preventative measures |
|----------------------------|--|---|--|
| Harvester | <ul style="list-style-type: none"> • Blueberries are gathered outdoors and manually placed in 500 g container or in 2 kg trays. • Activity is performed under sun exposure and high temperatures. • In some areas of the northeast of the province of Buenos Aires, there is a need to walk in muddy areas. • Repetitive tasks are subject to incentives for productivity during peak periods. | <ul style="list-style-type: none"> • Dehydration and heatstroke. • Skin irritation from sun exposure and high temperatures. • Bending down creates an ergonomic risk. • Falls, blows with objects or machinery. | <ul style="list-style-type: none"> • Provide water supply regularly. • Proper clothing (wide-brimmed hat, shirt and light-coloured pants). • Apply sunscreen. • Adopt adequate postures. • Perform stretching exercises at the beginning and end of the work shift. • Scheduled rest breaks. • Training and supervision. |
| Tray handlers | <ul style="list-style-type: none"> • Trays transferred from outdoors to the collection area and to the thermal trucks/tanks. • Activity is performed under the sun and with high temperatures. • In some areas of the northeast of the province of Buenos Aires, there is a need to walk in muddy areas. • Repetitive tasks are subject to incentives for productivity during peak periods. | <ul style="list-style-type: none"> • Dehydration and heatstroke. • Skin irritation from sun exposure and high temperatures. • Falls, blows with objects or machinery. • Body part entrapment with bearing systems. • Ergonomic risks associated by standing and performing repetitive movement. • Respiratory diseases caused by cold temperatures. | <ul style="list-style-type: none"> • Provide water supply regularly. • Proper clothing. • Apply sunscreen. • Rolling carts for loading trays • Scheduled rest breaks. • Training and supervision. |
| Packing line worker | <ul style="list-style-type: none"> • Workers working near the rolling belt may experience cold and/or change in temperature at the entrance and exit of the packaging area. • Monotonous and repetitive tasks. | <ul style="list-style-type: none"> • Dehydration and heatstroke. • Skin irritation from sun exposure and high temperatures. • Falls, blows with objects or machinery. • Body part entrapment with bearing systems. • Ergonomic risks associated by standing and performing repetitive movement. • Respiratory diseases caused by cold temperatures. | <ul style="list-style-type: none"> • Avoid loose clothing or items such as rings, bracelets or pendants that can be hooked. • Place mechanical protection on the bearings. • Place emergency stops on work lines. • Sanitize floor. • Use standardized chairs on both sides of the work line. • Suitable clothing (jackets, shoes with a soft rubber sole). • Scheduled rest breaks. • Perform stretching exercises. • Training and external supervision. |


Conclusions and Recommendations

- Promote training and awareness on workers' rights, especially among temporary workers. Ensure information is available and visible at workstations and on digital platforms. Workers should have thorough knowledge of their rights (particularly on registered work) and the institutions that protect them.
- There is a need to standardize, based on existing experiences, the criteria among the different provinces on the requirements for approval of youth work.
- Consider proposals aimed at reducing regulatory fragmentation in labour statutes. Current requirements are written using either agrarian labour law, labour contract law and/or regional agreements. This makes it challenging to offer effective protection for young workers.
- Promote transparency of sharing information and ensure adequate supervision through measures such as: ensuring enforcement of regulations for labour intermediaries, developing a registry for corporations which includes their trade name and owners, making data available on-line, establishing a requirement to hire from registered companies.
- Develop a registry for migrant workers, by provinces and municipalities, to enable more effective monitoring of their working conditions.
- Release disease and accident data to raise awareness among workers, producers and their representatives on the risks associated with blueberry harvesting and packing. Improve hospital registration systems to record when and how accidents or diseases take place.
- Ensure adequate water supply, provide adequate work clothes, gloves, glasses and sunscreen for workers. In addition, provide protective gear such as back girdles for workers that are required to bend down; foresee nearby places with shade. Provide shelter jackets and support benches for packaging workers.
- Link current discussions focused on labour productivity with safety and health factors.

“There is a need to standardize, based on existing experiences, the criteria among the different provinces on the requirements for approval of youth work.” Report, p. 55



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 **Category: Assessments**
Subcategory: Agriculture

OSH Rapid Assessment of Young Workers in Agriculture (Yerba Mate)

Report Snapshot

Authors: Susana Aparicio, Daniel Re and María Luz Roa.

Publication Date: September 2019

Objectives: The report describes the current employment situation and risks of young workers between the ages of 16 and 24 harvesting yerba mate. The report also identifies the hazards, risks, current knowledge and perceptions that young workers face about OSH, in comparison to other key stakeholders in the agricultural value chain.

Scope: The research was local in scope, in Misiones, Argentina.

Methodology: The study was developed through a rapid assessment methodology and analysis of secondary and media sources, as well as primary sources such as interviews with qualified informants and a variety of key stakeholders, including: producers, dryers, service providers, millers, agronomists, non-governmental organizations, labour unions, chambers of commerce and government institutions. The research was supported by participant observations, informal conversations and local focus groups.

What was assessed:

- Characteristics of the agricultural labour market of harvesting yerba mate in Argentina.
- Key stakeholders.
- Regulatory framework.
- Occupational hazards for young workers in harvesting yerba mate.

Overview

Argentina is the largest producer of yerba mate worldwide. Ninety percent of the crops are located in the province of Misiones and play a major role in economic, social, and historical aspects of this province. Yerba mate production generates the highest percentage of employment in the province's primary sector.

The research described the work of young workers in harvesting yerba mate, including the identification of key stakeholders and depicting the hazards, risks, knowledge and perceptions of young workers on this issue. Certain aspects, such as the concepts of health, illness and risk as well as youth and adulthood, were perceived differently by key stakeholders such as workers, employers and official institutions working on occupational safety and health.

Findings

- Yerba mate farming is a high-risk activity regarding health and safety. Fieldwork is considered hazardous, particularly in working areas that have not been properly cleaned.
- Permanent urban developments have improved recruitment efforts for workers in both speed and quantity, while allowing them to do other activities in between harvests. It has also allowed for a greater access to school for children and youth.
- There is a significant value to performing harvesting tasks for youth workers, because it displays strength, and the act of participating on the yerba mate harvest may be seen as a "rite of passage."
- The concepts of health and sickness have different provisions in comparison to those of preventive medicine. Young workers consider themselves sick whenever they cannot perform their duties and must go to a first care provider to get treatment. In addition, preventive medicine and occupational medicine are not locally present and therefore cannot address the types of work-related ailments.
- Heat waves, bug bites, cuts, parasites, snake bites, falls, lifting heavy weights (up to 60 kg) or heat strokes are not perceived as labour risks but as regular aspects of daily life in the fields.
- Mostly men perform this activity. More than 80% of the workers are men, including producers and stakeholders associated with the production chain. Men have a perception that women need help in carrying heavy loads.
- Occupational hazards in the transportation process may be higher than predicted, since there has been an increase in news releases about harvest workers' transportation accidents resulting in a high mortality rate in both adults and youth.

- The Department of Occupational Risks (Superintendencia de Riesgos de Trabajo, SRT) is the national body that guides and records accidents and occupational diseases. Its main duties are to develop prevention measures, record accidents and occupational diseases and develop training programs. The Ministries of Agriculture and Labour developed information material and training, such as the certification of manual harvesters or "tareferos" and guides for good production practices.
- In terms of the regulatory framework, a complex legislation coexists in the agricultural sector, including three major types of regulations: the agricultural labour law which regulates the labour market on behalf of the agricultural sector, including yerba mate; the employment contract law that applies to the industrial sector of yerba mate; and trade union agreements, established between representatives of agricultural workers in labour unions and business sector representatives.

Conclusions and Recommendations

- Lack of statistics: There is a lack of data and statistics at the national and provincial (Misiones) levels related to workers on harvesting yerba mate, including specific records on young workers. Data in the province were previously collected, with agencies such as the Statistics Department, and the Department of Occupational Risks gathering information. However, almost all of these agencies have difficulties collecting pertinent information on an unknown number of non-registered harvesting workers.

“The study recommends developing a prevention and immediate treatment protocol, to be appropriated by workers, regarding accidents, and illness.” Report, p. 47


- Urban and rural cultures: Workers' recruitment in rural areas and workers' immigration towards other rural areas are both decreasing. The study recommends the creation of more job opportunities that link rural areas with developing urban settlements generating synergies to revalue the relationship with rural areas, thus increasing the appraisal of agricultural and handicrafts production, including promotion and training activities on tourism.
- The concepts of health and disease: The concepts of health and disease for vulnerable populations including youth, are not framed on prevention. There is a critical need to include these concepts in the agenda of key stakeholders who are responsible for designing protection measures, such as local health providers, schools and churches, including producers and workers. Improvements can be made by completing two stages: 1) identifying all vectors, insects, animals, and plants that may harm workers and provide actions to protect individuals, and 2) Include training programs in schools regarding these issues and provide standards that

allow for better disease prevention.

- **Schools and training at work:** Both schools and training bring value to families. There is a need to build school programs better suited for agricultural areas, including work opportunities as part of students' curriculum. Training schools for agriculture, which are highly developed institutions in the province, should provide support in ensuring such opportunities. The study recommends drafting training proposals to support the use of new technologies, including health and safety prevention measures regarding new tools to be used in agricultural and agro-industrial work.
- **Institutions:** The study recommends local institutions implement support and training policies for workers. In addition, policies pertinent to this sector have shown their ability to coordinate joint proposals and actions, like trade union agreements, training for manual harvesters and policies focusing on the eradication of child labour.
- **The protection of adolescents and youth at work:** Adolescent labour (between 16 and 18 years old) is protected by law, so adolescents can focus on their formal education. For adolescents to work, they require parental consent in order to be registered, legally protected, included in the payroll and make contributions to their social security. The study recommends developing outreach efforts, with better information on this topic, including direct and personal guidelines to make the formal process easily accessible for families. Filing this procedure in the communal authority could facilitate its acceptance.
- **Occupational hazards, accidents and diseases:** The study recommends developing a prevention and immediate treatment protocol, to be appropriated by workers, regarding accidents, and illness. Local public health authorities should identify and set up preventive and treatment measures, in order to act urgently and to refer workers to higher level health centres. Road accidents are another serious issue, more prevalent for yerba mate workers than for those of other sectors, that must be addressed.
- **The recognition of harvesting yerba mate:** In recent years, safer activities and work procedures, such as avoiding agrochemicals or other health hazards, have taken root in the industry. For example, there is a growing reputation to favour organic fruit and vegetable production. This process has resulted in higher recognition of agricultural work.



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 **Category: Assessments**
Subcategory: Agriculture

Rapid Assessment on Occupational Safety and Health in the Agriculture Sector in Myanmar

Report Snapshot

Authors: An international consultant (Christian Schoen) in cooperation with a group of national consultants from Myanmar Business and Social Development Co., Ltd – BuSoDEv.

Publication Date: September 2018

Objective: To analyze the current condition, challenges and opportunities in building a culture of OSH prevention in the rice and bean agriculture subsector, with an emphasis on understanding issues of young workers.

Scope: Apart from a desk review, data were gathered through questionnaires from 129 rice/bean workers in the Ayeyarwaddy and Magway regions (63 workers between 15-24 years old, 66 older than 24 years old), as well as interviews at the local, regional and national levels with key stakeholders.

Methodology: The assessment took place in three phases:

- Phase 1: Inception (August 2017)
- Phase 2: Data collection (September – October 2017)
- Phase 3: Analysis and reporting (November 2017 – January 2018)

What was assessed:

- OSH issues in agriculture: risks and hazards, use of agro-chemical substances, gender issues.
- Protective measures and workplace policy.
- Impacts of risks and hazards on workers.
- Legal and regulatory framework conditions.

Overview

The research for this report consisted of a desk review and assessment that covered the rice and beans subsectors in two geographic regions (Ayeyarwaddy and Magway). A worker survey of 129 workers (approximately half were young workers) provided statistics on age, sex, education level, main work activity, motivation to work, and distance to work. Key informant interviews at the local, regional, and national levels were conducted, as were two validation workshops on the assessment's findings (one at the regional level and another at the national level).

Apart from providing key profile and demographic data on workers (including young workers) in the rice and bean subsectors, the research team completed a stakeholder analysis, the results of which are meant to support the ILO's SafeYouth@Work Project to understand the different players and their level of influence towards the improvements of OSH in the agriculture sector. The stakeholder map is structured into different layers of stakeholders (key, primary, secondary) and different segments based on their nature (public, private, civil society).

Findings

The assessment revealed that OSH awareness in the workplace in the agriculture sector is low among all stakeholders: farm workers (all ages), administrators, legislators and many NGOs working on economic development (but less on OSH in agriculture). Key public institutions such as the Ministry of Labour, Ministry of Health and Ministry of Agriculture and their lower level implementing departments have paid little attention to protecting safety and health of workers and preventing them from accidents and long-term health impairments.

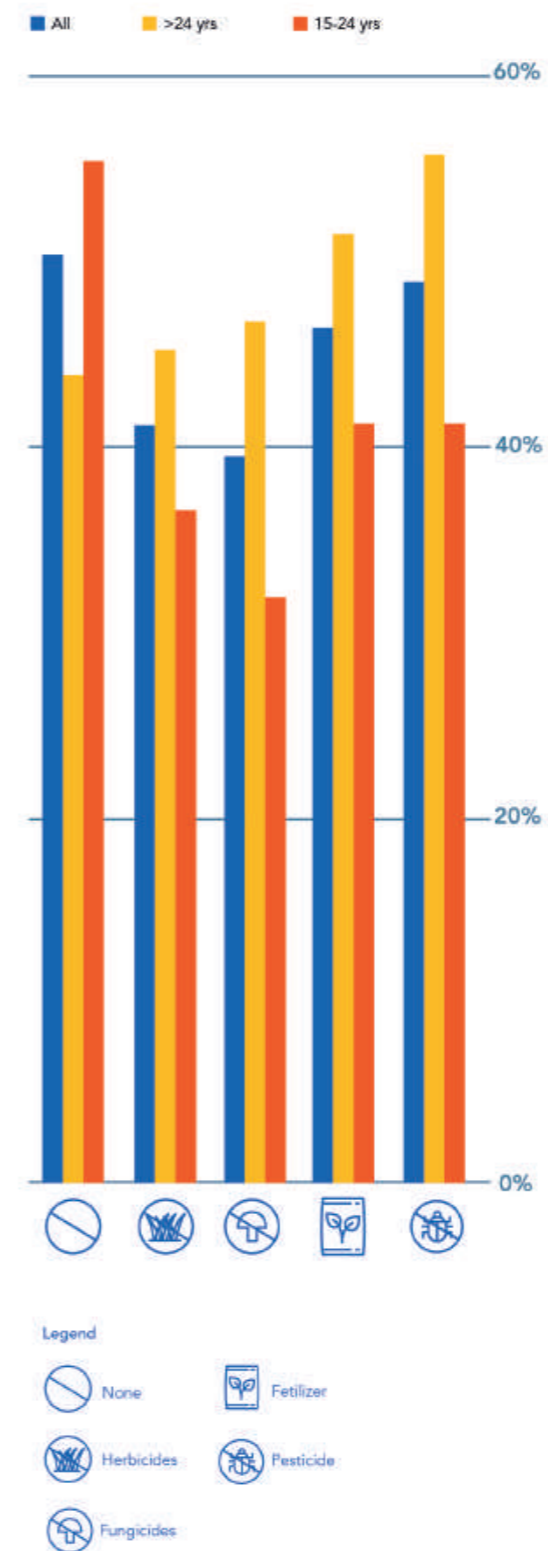
“Based on the perception of farm workers, only 29% of farms consider OSH as important as other aspects of agricultural production, i.e. quality of crops and productivity.” Report, p. 38

The Factories and General Labour Laws Inspection Department (FGLLID) is not currently mandated to inspect agriculture work spaces. Furthermore, agriculture is largely seen as an informal sector (employers are not officially registered) and has work places that cover large areas of land, therefore OSH inspection and compliance is challenging. As such, if the draft OSH law is enacted, progress towards regular inspections and improved standards will be slow. OSH is perceived as a new topic for associations, employer organizations and exporters, who tend to focus on quality and productivity rather than the protection of workers.

OSH is also new to most workers, who indicated in the survey as not feeling safe at their workplace, untrained on specific hazardous tasks they must carry out, and making decisions that

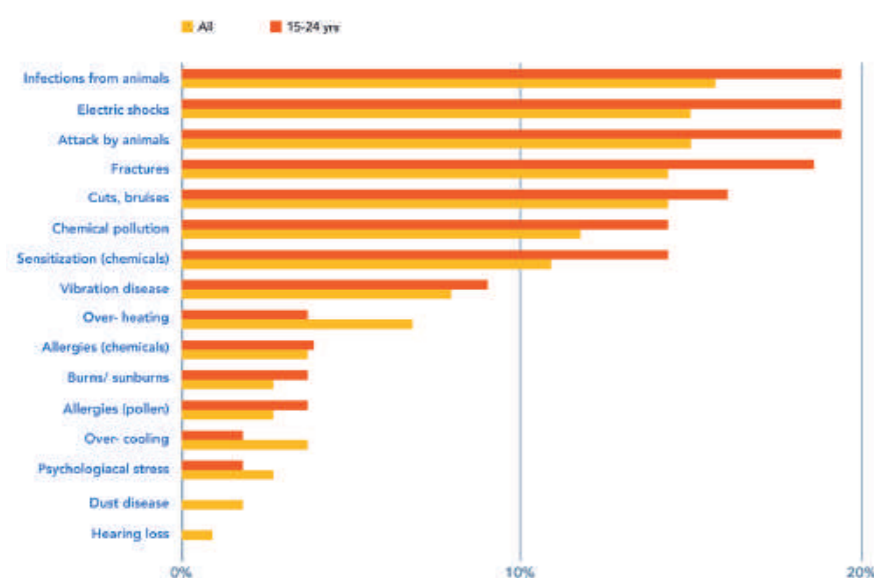
increase OSH risks (more for young workers). Personal protective equipment (PPE) was hardly available or worn by workers surveyed, despite the high exposure rate to agro-chemicals (see Figure 4) and causes of safety and health problems for farm workers (see Figure 5). OSH training provided by employers was “virtually non-existent.”

Figure 4 Exposure to agrochemicals



“About 50% of respondents have been exposed directly or indirectly to chemicals at work, most of them were male. The reported exposure rate was slightly lower for young workers (42%). General pesticides were the most frequently named agro-chemical that workers deal with (49%), also here a bit lower for young workers (41%). This was followed by fertilizers (47%), herbicides (41%) and fungicides (40%), for all of which young workers reported somewhat lower exposure rates (41%, 37% and 32% respectively).”- Report, p. 33

Figure 5 Cause of safety and health problems of farm workers



“Most frequently named were infections from animals, attacks by animals, electric shocks, fractures, cuts and bruises. For all these categories, the young workers regarded these as more severe than adult workers. The same was true for other causes related to agro-chemicals: pollution and sensitization (12%/11%). Young workers might be more alert to such dangers, as they are particularly detrimental to the development of their physique and health and thus their future income-generating capacity (e.g. occupational diseases such as lung afflictions and loss of hearing).”- Report, p. 43

- At the macro level, where legislation, mandatory regulations and voluntary standards relevant for agriculture, business operation and OSH are designed. Most of the recommendations are to update and improve OSH laws, regulations, standards, and statistics.
- At the meta level, where relevant awareness and attitudes are shaped that eventually drive decision making of farmers, farm workers, regulators and other relevant actors.

The recommendations at the different layers (see Table 5) strongly interact and influence each other. Therefore, to achieve systemic change, all layers need to be addressed.

Table 5 Summary of recommendations

| | Short-term (2018/2019) | Medium-term (until 2022) | Long-term (until 2025) |
|-------------|--|---|--|
| Meta-level | <ul style="list-style-type: none"> • OSH awareness campaign | <ul style="list-style-type: none"> • OSH behavioural change strategy | |
| Macro-level | <ul style="list-style-type: none"> • OSH awareness discussions with Ministry of Agriculture, Livestock and Irrigation • Insurance products for farm workers • Update OSH profile • OSH statistics | <ul style="list-style-type: none"> • New OSH law • OSH regulations • OSH standards • OSH law socialization • OSH training • Infrastructure adjustment | <ul style="list-style-type: none"> • OSH law evaluation • OSH policy |
| Meso-level | <ul style="list-style-type: none"> • Pesticide tests at State labs • Ban harmful ads • Enforcing Pesticide Law • Rapid health tests • Health awareness events • Reporting hotline • Integrate OSH in TVET • Training material on OSH • Case studies on OSH risks • Agro-chemical usage information (flyer/radio) | <ul style="list-style-type: none"> • Inter-departmental cooperation • OSH inspections on farms • On-farm awareness raising events • Farm sanitation | |

Conclusions and Recommendations

The Systemic Competitiveness framework used the report’s findings to generate recommendations on several levels:

- At the micro level, addressing farm workers, farmers, their suppliers and customers. Most of these recommendations are on improving access to PPE, increasing OSH training, and improving safety standards for workers.
- At the meso level, addressing institutions working with agriculture, labour, health and training. Most of these recommendations are on improving OSH training, ensuring OSH education in TVET and schools, and improving inspections on farms and promoting increased cooperation between institutions.


- | | |
|---|--|
| <p>Micro-level</p> <ul style="list-style-type: none"> • Distribution of anti-venom • Readable labels/instructions • Convenient PPE • OSH training participation | <ul style="list-style-type: none"> • Input markets for OSH products • GAP (Global Animal Partnership) certification • Capacity upgrade for health check-up • Regular health check-up |
|---|--|



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What's Unique about the Report

This report used a Systemic Competitiveness framework to determine results at various levels (meta, macro, meso, and micro). The report contains a comprehensive amount of information in the appendices: there is a detailed methodology and workplan; research questions (OSH issues of general risks/hazards, young workers, health, gender, geography, commodities, agro-chemicals; OSH awareness/culture; data availability; stakeholders in OSH; regulatory environment – inspections; framework conditions – plantations/agri-business v. small-holdings agriculture; recommendations); interview guidelines; survey questionnaire; and results of the regional and national workshops.

 **Category: Assessments**
Subcategory: Construction

Workplace Safety and Health for Young Construction Workers Aged 15 to 24 Years in Mandalay and Yangon

Report Snapshot

Authors: Vantage Health Solutions (VHS)

Publication Date: June 2018

Objective: To examine occupational safety and health issues on construction sites for young workers in Mandalay and Yangon, with a focus on hazards and risks.

Scope: Apart from a desk review, data were gathered from 70 young workers (ages 15 to 24, 55 male and 15 female) interviewed in focus group discussions; key informant interviews also took place with other stakeholders.

Methodology: The assessment took place in three phases:

- Phase 1 (inception) consisted of an inception report detailing methodology, activities and timelines of the assessment. There was also a desk review on OSH in Myanmar.
- Phase 2 (rapid assessment) saw the development of the assessment strategy, the data collection methods (training enumerators, pretesting tools, focus group discussions and key informant interviews), and the sampling selection of seven construction sites (four in Yangon and three in Mandalay).
- Phase 3 consisted of data collection and analysis, quality control and reporting.

What was assessed:

- **Characteristics of young workers:** age, sex, level of education, whether or not respondents quit school for work, time spent of working in industry, duration in construction site, hours/days working per week, main job on site.
- **Health issues:** perceived injuries and risks (from workers, managers/engineers, contractors), perception of most common injuries, safety at work, reporting injury at work, impact of work on health, education, and income.
- **Additional OSH aspects:** roles and responsibilities of key stakeholders in OSH; overall OSH environment in construction and attitudes towards OSH; attitudes and practices related to risks on the worksite; gendered differences; knowledge and perceptions of young workers and employers about OSH legal obligations.

Overview 

The report completed a rapid assessment research of workplace safety and health for young workers in the construction industry between the ages of 15 and 24. The objective of the research was to examine the safety and health issues on construction sites, and in particular how young workers are affected by hazards and risks. Data were gathered primarily from focus group discussions with 70 young workers (55 male and 15 female) and key informant interviews with other stakeholders in two regions of Viet Nam (Mandalay and Yangon). A total of seven construction worksites were randomly selected for the research (four in Yangon and three in Mandalay).

Focus group discussions (FGDs) were carried out with young workers to capture their knowledge of OSH issues, their attitudes and experiences. FGDs explored underlying factors, such as young workers' education, work experiences, and health and economic well-being as a result of their employment in potentially hazardous working conditions. The FGDs also elicited opinions and comments on perceptions and expectations of young workers about existing OSH policies, practices and challenges.

Key informant interviews took place with a site manager, contractor or engineer from each site. The assessment included characteristics, background and work experience of these site leaders, their perspectives on health and safety issues faced by young workers on the job, their roles and responsibilities for OSH on constructions sites, the overall environment of OSH in construction sector and attitudes towards OSH by workers and other stakeholders, their knowledge and perceptions about the legal requirements of OSH, and additional issues for further policy discussion for improving workplace safety and health conditions in the construction sector.

Findings 

Broadly speaking, the characteristics of the young workers indicated that nearly one third had primary education or less; half left school to work in construction; slightly more than 40% had been working in construction for four or more years.

Concerning their safety and health, half of young workers interviewed experienced or observed a safety incident or illness on the job, with 60% of them reporting the incident. The main reasons for injuries, as cited by the young workers, were working on repetitive tasks, working in confined spaces, and working with tools. Most young workers want to be informed about potential risks and how to increase their safety. Currently, most indicated they assume this responsibility. Most also believe that their work environment is either unsafe or very unsafe, with nearly 60% believing that a worksite accident would seriously hurt a worker within the next six months. By contrast, most employers did not perceive their work environments as unsafe, nor did they believe any accidents causing injury were likely.

“Most young workers want to be as informed as possible about risks and safety, and say they largely look out for themselves. Over 80% of young workers felt the work site environment was unsafe or very unsafe. Forty-one of 70 young workers rated as high or very high the risk that they or a colleague on the worksite would be seriously hurt at work in the next 6 months.” Report, p.8

A summary of the main findings of the research is presented in Table 6.

Table 6 Summary of findings

| Category | Finding |
|----------------------------------|--|
| Characteristics of young workers | Of the 70 young workers interviewed in focus group discussions (55 male, 15 female, aged between 15-24): <ul style="list-style-type: none"> • 24 had primary education or less; • Half left school to work in construction; • 29 had been working in the construction industry for four years or more; • 81% typically work 8-hour workdays, and 90% work 6 or 7 days a week; • Average earning is 7000 MMK per day (approximately 4.60 USD). |

| Category | Finding |
|---|--|
| Health issues faced on the job | <ul style="list-style-type: none"> • 50% experienced or observed safety incident or illness at work, with 60% of those respondents reporting the incident; • Main reasons for injuries: working on repetitive tasks, working in confined spaces, and working with tools; • Young workers recognize importance of PPE, but do not always have access to PPE, and at times have to pay for their own equipment; • Scaffolding accident cited frequently, inhaling fumes; stress, anxiety, depression. |
| Impact of working in construction sector on education, health, income | <ul style="list-style-type: none"> • 26 out of 70 were injured or ill, with eight missing no work, 10 missing 1-2 days, eight missing 3 or more days of work; 14 out of 26 required and received medical care, with 2 being reimbursed for medical expenses by their employer; • 12 out of 25 respondents who were asked what they did after an accident/injury indicated they told no one; young workers said they feared reprisals if they mentioned an injury. |
| Roles and responsibilities | <ul style="list-style-type: none"> • Half of workers wear PPE; • According to workers, nearly 60% indicated that employers inform them of accidents or injuries; • Three out of eight managers reported safety training for young workers; • Three out of eight managers reported a formal system for reporting accidents is in place. |
| Attitudes towards OSH | <ul style="list-style-type: none"> • 84% of workers indicated they have not received occupational safety and health training; • Typically, a "word of mouth" informal safety system communicated through workers enables them to understand and identify hazards; • 79% of young workers felt they have sufficient skills to stay safe at work; • Nearly 80% of workers have never seen anyone conduct a risk assessment on site, and nearly 90% indicated they have never been part of a risk assessment; • In contrast to workers' perceptions, managers/contractors/engineers felt that risk assessments regularly take place and that workers are involved in decisions related to safety and health. |
| Perception of legal requirements | <ul style="list-style-type: none"> • Respondents (managers/contractors, engineers) indicated that they regularly plan risk assessments. |

| Category | Finding |
|----------------------|---|
| Gendered differences | <ul style="list-style-type: none"> • Female workers in Mandalay earned an average of 73% of male workers' salaries; • Female workers in Yangon earned an average of 56% of male workers' salaries; • Most respondents did not indicate significant gender differences at work sites; however, some comments did indicate that women have responsibilities that pose less risk compared to the responsibilities of men. |

Conclusions and Recommendations

A recommendation was put forward to encourage the establishment of a formal system to record workplace incidents, increase the adequate provision of PPE, ensure workers' union agreement on compliance with PPE, and implement a monitoring and regulation system. The report suggests these measures would likely contribute to improvements in safety at work, OSH documentation, and provide evidence to support policy changes to improve safety in the construction industry.

More training on safety and health regulations is required to support induction, ongoing and refresher training for all young workers; this requires government implementation of training programmes and support from employers. Training should be developed in standardized formats for the construction industry and facilitated by qualified OSH teachers/trainers. Training should be during regular work hours and paid. Apart from training, young workers, especially those who left school to work, should be given education opportunities. There should be a target of achieving a minimum of high school completion or the equivalent for young workers by the age of 24.

Labour standards, including standards on working hours and minimum pay scales, should be monitored and enforced. Related to this is the recommendation to increase the number of labour inspectors; the inspectors should be fully trained on all safety and health issues, as well as trained on equality in pay and jobs on worksites, and sex discrimination awareness.

The formalization of safety and health systems at construction sites should be improved: this includes the improvement of incentives, ensuring appropriate PPE for all workers, guidance to workers on reporting incidents without fear of reprisal, and awareness of labour rights. The formalization also includes the collection of OSH data based on legal and regulatory mechanisms. There should further efforts to pass into law the 2012 Draft Workplace Safety and Health Law.



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Category: Assessments
Subcategory: Construction

Rapid Assessment on OSH for Young Workers in the Construction Sector

Report Snapshot

Authors: Team of experts from Universitas Indonesia

Publication Date: September 2019

Objectives: The study's four objectives were the following:

- Analyze the characteristics and background of young workers involved in hazardous workplaces and working conditions.
- Analyze OSH issues faced by young workers in the construction sector.
- Analyze the roles and responsibilities of OSH stakeholders involved in the construction sector.
- Describe the knowledge and perceptions of young workers and employers in the construction sector regarding OSH legal requirements.

Scope: The scope of the study covered four construction companies.

Methodology: The study included the following methods:

- Desk review.
- Field assessment over a three-month period to four construction companies, which included observations, interviews and focus group discussions with managers and employers, and a survey to 440 employees.

What was assessed:

- The characteristics of young workers in the construction sector.
- OSH issues faced by young workers.
- Roles and responsibilities of OSH stakeholders.
- Perceptions of OSH legal requirements.

Overview

The main objective of the study was to take stock of the OSH situation in the construction sector, with a particular focus on hazards and risks faced by young workers. The study examined OSH issues faced by young workers in all sectors of the Indonesian economy and specifically examined OSH issues faced by young workers in the country's construction sector.

The methodology consisted of five lines of inquiry:

- A desk review to examine literature on OSH challenges in all sectors met by young workers in Indonesia.
- Interviews and focus group discussions at construction sites. Persons interviewed were workers of all ages and levels of seniority, OSH managers, site supervisors, and managers. On-site, the team also led focus group discussions to capture the views of small groups of managers and young construction workers. Meetings also took place outside the construction sites with other stakeholders, such as policy makers and government officials.
- A survey issued to 440 young workers employed by companies hosting the field visits.
- Field observation of the construction sites, which included the observations of the degree of implementation of each company's occupational safety and health management system.
- A workshop at the end of the study to share findings with stakeholders.

The four construction sites were in Jakarta (3 locations) and Banten (one location). The construction companies conducted work in the energy, transportation, residential or urban high-rise subsectors.

Findings

Characteristics of young workers in hazardous workplaces and conditions (nationally)

- Indonesia's youth workforce: 2017 statistics indicate 192.1 million people of working age (15 years and older), with 128.1 million people (or 2/3 of the working population) as economically active. Labour force participation rates are higher for males than females (81.8 percent for males and 52.2 percent for females).
- The main industries in which Indonesians aged 15 or over work are: agriculture, forestry, hunting and fisheries; wholesale trade, retail trade, restaurants and hotels; community, social and personal services; and manufacturing. Construction was the fifth largest sector in importance, employing slightly under 814,000 workers, or 6.7 percent of working people aged 15 or over.
- In 2017, 15.8 percent of Indonesia's labour force (representing approximately 20.3 million

people) was aged 15 to 24.

- Indonesia has established an extensive legal OSH framework; however, it still faces issues regarding the implementation, monitoring and evaluation of its OSH programs. Nonetheless, statistics show a steady increase in the number of workers who suffered an occupational accident or work-related disease. Most occupational accidents reported in 2018 (55 percent) took place in the processing industry. Other sectors in which accidents were most common are agriculture, forestry, hunting and fishery (14 percent); the wholesale/retail trade, restaurant and hotel industry (12 percent); and public, social and private services (10 percent). Construction ranked fifth on the list, at 4 percent—although underreporting of accidents on construction sites might make this figure unreliable.
- One study indicated that age was the most significant determinant of workplace injuries, with workers aged 15 to 24 suffering 2.17 times more injuries than workers aged 55 to 64.
- The OSH conditions of child workers in Indonesia are of particular concern. ILO estimates that over 1.5 million children aged 10 to 17 are working in the country's agricultural sector, most particularly in North Sumatra, Central Java and East Java. Research indicates that children work in tobacco, rubber and palm oil plantations.

Characteristics of young workers in hazardous workplaces (at surveyed construction sites)

- Key characteristics: 86% male respondents, 14% female respondents. About 2/3 of males worked on construction site projects, 1/3 of males and nearly all females worked in offices. Nearly ¾ of respondents were between 21 and 24, ¼ were between 18 and 20, and only a few were 15 to 17.
- Approximately 80% were non-permanent labour, and 20% were full-time workers.
- Nearly 85% of respondents declared earning less than the standard minimum wage set for their region.
- With respect to work hazards: the most common hazards include awkward postures, heavy loads, noise, heat, whole-body vibration, and exposure to various hazardous substances.
- Evidence from the study suggests that life on construction sites is hard on youth who are required to work long hours and take on a heavy load. Adding to the physical demands of their jobs is the psychological stress experienced by temporary workers who face precarious employment conditions. These workers are at particular risk of psychosomatic disorders such as nausea, loss of appetite, gastritis and abdominal pain. They are also more vulnerable to common afflictions such as colds, coughing, respiratory disorders (aggravated by smoking, hot working environments, dust, and windy conditions in open space), dizziness, headaches, concentration problems and sleeping disorders.
- Observations at the sites indicate inadequate availability of drinking water.

Knowledge and perceptions of young workers and employers in the construction sector regarding OSH legal requirements

- Most young workers (60.9%) had a very good opinion of OSH provisions in their work environment, with 38.9% having a moderately good opinion.
- Nearly all participants (93.6%) had a very good understanding of the roles and responsibilities associated with OSH.
- Overall, young workers met during the field visits said they thought OSH rules and standard operating procedures were straightforward enough; however, they would have liked to be more involved in the process leading to their development and implementation.
- Nearly all participants in the survey (92.5%) had a very good opinion of how current their company's OSH rules were.
- Most young workers surveyed (66.1%) had a moderately good opinion of their degree of acceptance and application of regulations and procedures, compared to 30.7 % who had a very good opinion and 3.2 % who had a poor one.
- 80.9 % of respondents felt very positive about the need to deliver adequate OSH training.

Recommendations

Recommendations were presented for the following stakeholders:

For the Government of Indonesia

- Ministries such as the Ministry of Health, the Ministry of Environment and Forestry, the Ministry of Transportation, the Ministry of Industry, and the Ministry of Agriculture should be involved.
- Baseline data for young workers in Indonesia is limited; further research needs to be done on variables such as diet and nutrition and occupational ergonomics.
- The government should involve all key stakeholders to develop specific OSH guidelines for young workers.
- The government should develop a mechanism to ensure that every construction project provides health and safety insurance for all workers.

For Companies

- Construction companies need to adopt OSH approaches specifically for young workers, such as by using visual aids, repeating messages, giving real examples, and having good role models.
- Main contractors need to make sure that subcontractors adopt and implement their OSH rules and procedures.
- To deter them from smoking, companies could make young workers aware of the dangers and potential long-term consequences of consuming tobacco products.

OSH Rules in Plain Language

Safety and health rules need to be written in a language that employees fully understand; otherwise they will not be accepted or correctly applied at the workplace. During the field visits, the study team observed material that had been issued in English, but translated into bahasa Indonesia, as illustrated here. This demonstrates a genuine commitment on the part of companies to support effective OSH in the work environment.



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Category: Assessments
Subcategory: Craft Villages

Assessment on the Rate of Occupational Injuries and Illnesses in Selected Craft Villages in Hung Yen, Viet Nam

Report Snapshot

Authors: Cục Quản lý môi trường y tế (VIHEMA), Center for Community Health and Injury Prevention (CCHIP)

Publication Date: January 2019

Objective: The overall objective was to assess the rate of occupational injuries and illnesses in six craft villages in Viet Nam: recycling villages (recycling, copper casting, and waste) and handicraft villages (carpentry, incense production, vermicelli production).

Scope: Data were collected from the six craft villages.

Methodology: The study used a mixed-methods approach, including desk research, interviews (425 workers, 45 of whom were young workers between the ages of 15 and 24), 12 focus group discussions (six with workers and six with household heads), 42 interviews with relevant agencies (from central to village levels), and the development of six case studies.

What was assessed:

- Worker profiles
- Workplace profiles and policies
- Occupational hazards and risks
- Occupational injuries
- Occupational illnesses
- Preventive actions

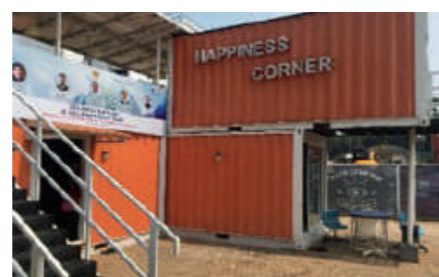
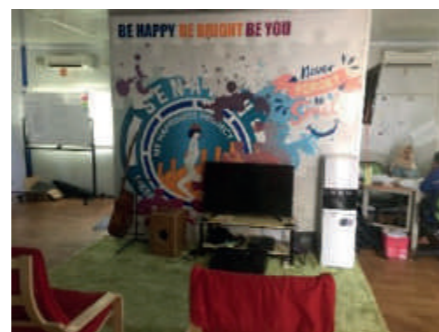
- All workers, including young workers, should be educated on the health and safety effects of consuming alcohol and energy drinks.
- Restrooms are commonly located far from construction sites; where this is the case, companies should take prompt action to provide facilities closer to the worksite.
- Companies should make efforts to promote cleanliness and healthy behaviour among young workers and to encourage them to take simple measures to prevent the spread of communicable diseases, such as bringing their own drinking bottles or tumblers at work.
- Companies should provide young workers with evidence-based information on fitness and fitness activities.
- To prevent the spread of sexually transmitted infections and unwanted pregnancies, companies should share fact-based information on good sexual and reproductive health practices.
- The duration and scheduling of work need to comply with laws and regulations and to address young workers' needs.

Future Research

- Differences between the safety of young workers at construction sites and in the office; the informal construction sector; characteristics of young workers in rural and urban areas; the impact of access to healthcare for young workers.

The "Happy Work" Facility

Construction companies that hire workers who have no family typically provide them with a place to stay, similar to a dormitory. In an effort to promote the welfare of its resident workers, one of the construction companies visited by the study team introduced a "Happiness at Work" programme. Through this initiative, now over a year in the running, the company has outfitted the dormitory with facilities such as a coffee machine, gym, and gathering and social area. Furthermore, residents have access to free Wi-Fi.



Overview

The study assessed the rate of occupational injuries and illnesses in six craft villages in Viet Nam. The study had specific objectives to:

1. Capture an accurate and comprehensive data on injury rates due to the occupational injuries and illnesses in the six craft villages in Hung Yen, especially young workers;
2. Document the risk factors that cause occupational injuries and diseases among craft workers, especially young workers, and propose corrective actions relevant to the six craft villages in Hung Yen;
3. Recommend solutions and actions to build a preventive culture and promote the research, analysis and use of OSH data in policy and enterprise level decision-making, particularly in the informal economy.

The study included interviews and focus group discussions with over 400 participants (see Table 7), and the development of case studies (one case study is presented below). The craft villages had workplaces that focused on: lead recycling, copper casting, waste recycling, carpentry, incense production, and vermicelli production.

Table 7 Distribution of workers participating in survey, by craft village

| Total | 15-24 years old | | 25-45 years old | | 46-65 years old | | Total |
|-----------------------------------|-----------------|----------|-----------------|-----------|-----------------|-----------|------------|
| | Male | Female | Male | Female | Male | Female | |
| Lead recycling (Dong Mai) | 0 | 0 | 3 | 4 | 6 | 13 | 26 |
| Copper casting (Long Thuong) | 18 | 0 | 45 | 23 | 21 | 9 | 116 |
| Waste recycling (Phan Boi) | 3 | 2 | 25 | 31 | 14 | 28 | 103 |
| Carpentry (Thuan My) | 11 | 0 | 29 | 1 | 5 | 4 | 50 |
| Incense production (Cao Thon) | 5 | 3 | 29 | 25 | 18 | 20 | 100 |
| Vermicelli production (Lai Trach) | 3 | 0 | 10 | 10 | 4 | 3 | 30 |
| Total | 40 | 5 | 141 | 94 | 68 | 77 | 425 |

Findings

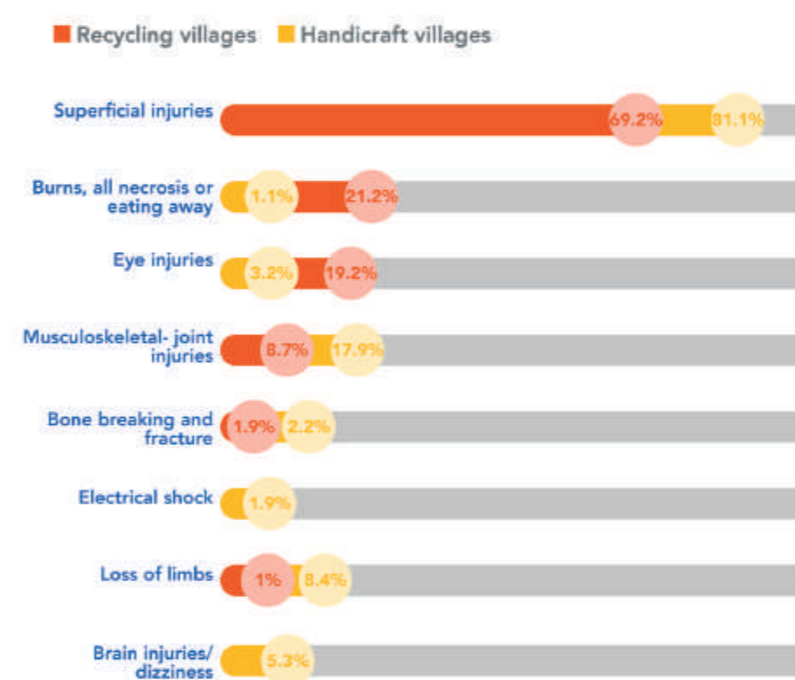
The study determined that most craft workers had unstable working hours, with young workers required to work more often at night than older workers. Most workers had no labour contract, no social insurance, and attained at most high school education.

Workers and employers had a limited understanding of risk factors at the workplace. In general, most perceived dust and work posture as the main risks; they had limited knowledge of other risks such as occupational noise or the effects of chemical products (toxic gas, solvent, or bleach). There were differences in the types of injuries sustained by workers in recycling and handcraft villages, with more workers in handcraft villages sustaining superficial and musculoskeletal/joint injuries, and workers in recycling villages sustaining burns, cell necrosis, and eye injuries in higher numbers (see Figure 6).

Equally limited was workers' and employers' ability to take action to address known workplace hazards. Nearly half of workers surveyed had suffered workplace injuries, with young workers having a higher work-related injury rate. Males had a higher injury rate than females.

Concerning work-related illnesses, the main illnesses cited were musculoskeletal diseases, respiratory, and neurological diseases. More than one-third of workers suffered from chronic diseases, which were more common in adult workers than the young. Most workers have used face masks as PPE, but only 63.1% regularly use them.

Figure 6 Distribution of types of injuries by sub-sector



“In general, the superficial injuries in both sub-sectors are very high, but the handcraft villages tend to be higher than the recycling villages (81.1% and 69.2% respectively). In the recycling village group, [rates of] burn, cell necrosis or eating away and eye injuries [were higher than] the injury rate [in the] handcraft village group; meanwhile, musculoskeletal-joint injuries are lower; no injury cases [were] related to head, brain, compared to 5.3% in the other group.”
- Report, p. 87

Case Study 1 Injuries caused by a woodworking machine

The case of N.V.H., 24 years old, from Thuan My carpentry village, who sustained injuries caused by woodworking machine

N.V.H. stopped going to school when he finished high school and is now married. He has worked in the carpentry village for five years, but he has not yet received formal training. Like other workers in the village, he works without a labour contract. In his household, there were three workers, each working eight-hour days, six days a week.

N.V.H.'s work includes cutting and chiseling, which he is aware incur risk factors such as inhaling dust, exposure to noise, and carrying, pushing and lifting heavy objects. The work environment also has tools improperly stored, making the workspace hazardous. He was injured in the thigh from a saw and had to take leave from work for one week. Because he the wound was severe, he was sent to the commune health station for treatment.

When the injury occurred, the owner of the establishment was absent and did not provide any support, and ultimately allowed H.V.H. to take leave for 1-2 days.

Recommendations 

Table 8 summarizes the main findings of the research.

Table 8 Select recommendations to targeted stakeholders

| Stakeholder | Recommendation |
|---------------------------|--|
| MOH Ministry of Health | <p>Short-term:</p> <ul style="list-style-type: none"> •Develop software for labour health reporting under the new regulation – including a database of the informal sector and an indicator for sub-sectors; •Direct and guide relevant units to strengthen reporting on occupational injuries and illnesses in craft villages. <hr/> <p>Medium-term and long-term:</p> <ul style="list-style-type: none"> •Develop a pilot model on OSH management and health care for craft workers; •Include specific provisions on occupational diseases and work-related illnesses in the informal sectors in current law; •Develop regulations on environmental monitoring for hard and hazardous work in craft villages; •Establish a system for recording occupational accidents and occupational diseases in craft villages in Vietnam. |

| | |
|---|--|
| MOLISA | <p>Short-term:</p> <ul style="list-style-type: none"> •Organize workshops to share and disseminate the results of studies on OSH at craft villages to raise awareness; •Cooperate with the Ministry of Health to organize training courses on OSH in craft villages for staff in charge of OSH works at provincial and district levels. <hr/> <p>Medium-term and long-term:</p> <ul style="list-style-type: none"> •With the MOH, develop and implement the National plan for training, educating on OSH legislation for informal sectors, including craft villages; •Cooperate with the MOH to strengthen the inspection of the implementation of OSH legislation at craft villages; •Develop and guide the use of occupational accident report forms for business households in craft villages; •Add priority policies for young workers (15-24 years old) into the current OSH policies; •Cooperate with the Ministry of Education and Training to add content on OSH in craft villages to the secondary school curriculum; •Include OSH education in vocational training programs. |
| Relevant training institutes | <p>Medium-term and long-term:</p> <ul style="list-style-type: none"> •Add lessons on OSH for the workers without labour contracts at schools in order to increase their interest and research ideas on this issue. |
| Local people's committees | <p>Medium-term and long-term:</p> <ul style="list-style-type: none"> •Provide a budget for OSH activities in informal sectors, including craft villages; •Enhance human resources for OSH activities in the informal sector. |
| Provincial Preventive Medicine Center, Department of Health | <p>Short-term:</p> <ul style="list-style-type: none"> •Coordinate with DOLISA to organize training courses on OSH for craft villages; •Enhance communication activities on the internet and television, in addition to conducting and developing training courses and materials; •Consult to ensure break time for craft workers during long shifts; <hr/> <p>Medium-term and long-term:</p> <ul style="list-style-type: none"> •Organize periodical work environment monitoring; •Organize periodical health check-ups for craft workers. |

Department of Labor, Invalids and Social Affairs

Short-term:

- Regularly inspect the implementation of signing contracts with craft workers, payment of social insurance, and health insurance for workers;
- Instruct the employers of craft households to use the occupational injuries record notebook and occupational injuries report forms;
- Remind craft households which have workers often working at the night time, that they should prepare and provide an allowance in kind for workers and set proper break time.

Employers/ owners of craft households should

Short-term:

- Enable workers to attend training courses on OSH; combine OSH content in vocational training (especially in carpentry village);
- Sign labour contracts, social insurance, and health insurance for workers;
- Arrange instruction, regulations, warning signs on Instruct OSH regulations at the workplace: regulations, warning signs on using safely machines to prevent work-related accidents, illnesses at the workplace;
- Use an occupational injury record notebook to record all occupational injuries at the workplace and regularly report to local authorities;
- Provide sufficient quantity and quality of personal protective equipment and guide and supervise the use of such equipment by the workers.


Craft workers

Short-term:

- Participate in OSH training courses;
- Comply with OSH regulations in the workplace, especially machine safety, no smoking, drinking alcohol during work;
- Voluntary use of necessary personal protective equipment during work;
- Participate in voluntary accident insurance in case the owner fails to pay insurance;
- Report to the owners when perceiving any risk factors at the workplace, and/or suffering injuries or illnesses when there is injury;
- Report occupational accidents to the owners.



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 **Category: Assessments**
Subcategory: Organizational Capacity

Assessment Report on the Capacity of Selected Youth Organizations to Promote OSH among Young Workers

Report Snapshot

Author: Marikris D. de Guzman

Publication Date: August 2018

Objectives: To identify selected youth organizations to champion OSH-related concerns and assess their capacity to promote OSH prevention and awareness. To assess the capacity of the youth organization members and leadership to promote OSH prevention and awareness.

Scope: Youth organizations were mapped using databases of institutional partners and the Department of Labor and Employment. Using set criteria, nine organizations were selected from three geographical location (Luzon, Visayas, and Mindanao).

Methodology: The assessment took place in four stages.

- Stage 1: youth organizations mapped.
- Stage 2: organizations surveyed.
- Stage 3: organizations selected in three geographic regions.
- Stage 4: focus group discussions with nine selected organizations.

What was assessed:

- Organizational capacity
- Organizational performance
- Organizational motivation

Overview

The Philippines has a relatively young population, with the National Youth Commission estimating 30% of the total population as young (under the age of 30). Furthermore, based on the 2013 Labour Force Survey, 19.2% or 7.3 million youth with age between 15 to 24 years old are often found in agriculture, wholesale and retail trade, manufacturing, accommodation and food service, and construction sectors.

Given this context, the report indicated that it was “imperative to focus on the working conditions of young Filipino workers to ensure their safety, health, and well-being. More importantly, it is crucial to build their capacities to advocate for their occupational safety and health considering their inherent vulnerabilities at work.” In order to find and build the capacities of these young workers, the research in the report sought to identify and assess youth organizations which can act as “OSH champions.” This supports the SafeYouth@Work’s IO3 to recognize the value of building the capacity of youth organizations that will champion OSH concerns among the youth including young workers.

A survey was developed using a framework adopted and modified from an established organizational assessment framework that examines organizational motivation, organizational capacity, environment, and organizational performance.⁴

Using information on youth-led or youth-serving organizations from existing databases, a total of 198 organizations took part in the survey. All organizations were either youth-led or youth-serving, and were from the international, national and local levels. The survey asked participating organizations on the criteria summarized in Table 9.

Table 9 Key assessment areas, indicators, and aspects

| Assessment Area | Indicators | Aspects |
|-------------------------|--------------------------|--|
| Organizational Capacity | Strategic leadership | <ul style="list-style-type: none"> • Leadership • Strategic planning |
| | Organizational structure | <ul style="list-style-type: none"> • Governance • Operational |

| | | |
|----------------------------|--|---|
| Organizational Capacity | Fiscal strength | <ul style="list-style-type: none"> • Financial planning • Financial accountability • Financial viability |
| | Communications capacity | <ul style="list-style-type: none"> • Communications management • Electronic communications |
| | Organization’s network | <ul style="list-style-type: none"> • Networks • Partnerships |
| | Organization’s programs and activities | <ul style="list-style-type: none"> • Past activities • Future activities |
| Organizational Motivation | History | <ul style="list-style-type: none"> • Organization’s history |
| | Vision/Mission | <ul style="list-style-type: none"> • Organization’s vision and mission |
| | Culture | <ul style="list-style-type: none"> • Organizational culture |
| Organizational Performance | Effectiveness | <ul style="list-style-type: none"> • Effectiveness in fulfilling its vision and mission • Effectiveness of major programs and providing useful activities |
| | Efficiency | <ul style="list-style-type: none"> • Delivery of project outputs in timely manner • Effectiveness of the organization in relation to its resources |
| | Relevance | <ul style="list-style-type: none"> • Maintain relevance over time • Responsiveness to the real needs of beneficiaries and stakeholders |
| | Impact | <ul style="list-style-type: none"> • Relevant impacts identified and assessed particularly at the local and/or national level • Good practices and models of intervention |
| | Sustainability | <ul style="list-style-type: none"> • Organizational sustainability strategy • Project sustainability strategy |
| External Environment | External factors | <ul style="list-style-type: none"> • Role of external factors |

⁴ Lusthaus, Charles, et.al, “Organizational Assessment: A Framework for Improving Performance,” 2002, pp.9-12.

Findings

Few of the organizations that completed the survey have undertaken advocacy activities to promote OSH among youth and young workers, although most indicated an interest in doing so.

The selected organizations (see Table 10) indicated several OSH related-areas they would like to strengthen through capacity building. Most areas relate to developing stronger advocacy-related campaigns to raise awareness of OSH issues among youth and young workers, including the development of advocacy campaigns, message development, and lobbying. Other areas where the organizations indicated further capacity building include research, policy analysis, education use of media, and network building.

Table 10 Shortlisted youth organizations participating in the FGDs

| Region/Scope | Involvement in OSH | Areas of interest |
|--------------|--|--|
| Luzon | <ul style="list-style-type: none"> • Labour/workers’ rights • Child labour • Working women • Migrant workers • Youth employment and livelihood • Persons with disabilities • Informal sector • Indigenous and tribal peoples • Health and rights • Service sector • Young farmers | <ul style="list-style-type: none"> • Human rights • Child rights • Persons with disabilities • Social enterprise • Disaster risk reduction • Humanitarian • Political participation • Human rights |
| Visayas | <ul style="list-style-type: none"> • Youth employment and livelihood • Persons with disabilities • health • Student Services | <ul style="list-style-type: none"> • Disaster risk reduction • Women and gender • Child rights • Political participation • Human rights • Environment • Student rights |

| | | |
|---|---|---|
| Mindanao | <ul style="list-style-type: none"> • Child labour • Forced labour • Working women • Youth employment and livelihood • Indigenous and tribal people’s health • Informal sector • Tri-Young People (Christian, Muslim, Indigenous Peoples) | <ul style="list-style-type: none"> • Political participation • Disaster risk reduction • Climate change • Political Participation • Human Rights • Peace-building |
| <ul style="list-style-type: none"> • Local/Community (3) | | |

Recommendations

The report put forward the following recommendations for future surveys:

- **Assessment methodology:** information on the purpose of the survey can be sent out ahead of time to prospective organizations.
- **Assessment tools:** with additional resources, key informant interviews can be conducted to verify the answers of participants from organizations. Assessment questions should put more emphasis on the financial management skill of the organization and the monitoring and evaluation component of the organization.
- **Additional aspects:** ILO could develop activities for non-selected organizations to develop capacity in OSH issues.
- **Training objectives:** the training should be able to address the capacity identified in the assessment in two primary areas: research and message development to develop or enhance their advocacy-related skills.
- **Training content:** advocacy training should include in-depth discussions on OSH, taking into account the role young workers play.
- **Training methodology:** youth engagement approaches need to be incorporated into the training methodology to ensure that the training objectives are achieved.
- **Promoting advocacy:** training should be supplemented with OSH advocacy tools such as information materials, guides for advocacy planning and measuring results.
- **Networks:** the network of youth organizations for OSH advocacy must be developed by supporting the initiatives of the selected youth organizations and linking these with the activities of the youth OSH champions which have been engaged by the SafeYouth@Work project.

- Mainstreaming OSH in education: these may be achieved by including young workers in policy-making mechanisms such as local development councils, regional tripartite industrial peace councils, and in safety and health committees in companies. Consultations on OSH policies should likewise ensure that youth representation is guaranteed. Furthermore, the mainstreaming of OSH in education and training must be pursued as an urgent education policy that complements the expected passage of the OSH law.



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Category: Comparative Analysis

Comparative Analysis

Comparative Study on Occupational Safety and Health of Young Workers and Hazardous Child Labour in Panama, Colombia, Uruguay and Argentina

Report Snapshot

Authors: Javiera Fanta Garrido (Argentina), Mercedes Ejarque (Colombia), José Rodríguez de la Fuente (Panama), Susana Aparicio (Uruguay)

Publication Date: November 2019

Objective: To compare OSH legislation, data, programs and initiatives focused on young workers (from 15 to 24 years old) from four countries.

Scope: Multinational in scope: Argentina, Colombia, Panama and Uruguay.

Methodology: The research used a comparative analysis using qualitative and quantitative data from primary and secondary sources. Primary sources included interviews with key informants, focus groups with youth and adolescents, and focus groups with rural and urban workers.

What was assessed:

- Organizational capacity
- Organizational performance
- Organizational motivation

Overview

The objective of this comparative study was to present OSH legislation, data, programs and initiatives focused on young workers (15 to 24 years old) in Argentina, Colombia, Panama and Uruguay (see Table 11). The results of the comparative analysis are meant to provide guidance on improving working conditions and input on the development of OSH policies related to youth in each country and in the region overall.

Table 11 Adolescent and youth workers in countries examined in report

| Indicators | Argentina | Colombia | Panama | Uruguay |
|--|------------------|------------------|----------------|----------------|
| | (2019) | (2018) | (2010) | (2018) |
| | Number | Number | Number | Number |
| Total population | 28,260,631 | 37,441,475 | 3,405,813 | 3,506,534 |
| Population of adolescents and youth 15-24 years old (and as % of total population) | 4,568,603 (16.2) | 6,427,008 (17.2) | 577,214 (16.9) | 556,034 (15.) |
| Indicators | Argentina | Colombia | Panama | Uruguay |
| | (2019) | (2018) | (2010) | (2018) |
| | Number | Number | Number | Number |
| Employed | 1,320,094 | 2,042,489 | 212,002 | 196,635 |
| Unemployed | 493,986 | 298,306 | 36,990 | 68,761 |
| Total Economically active population (EPA) | 13,285,430 | 15,669,219 | 1,412,447 | 1,784,930 |
| Adolescent and Youth (and as % of total EPA) | 1,814,080 (13.7) | 2,340,795 (14.9) | 248,992 (17.6) | 265,396 (14.9) |
| Adolescents | 79,180 | 106,739 | 21,114 | 15,647 |
| Youth | 1,734,900 | 2,234,056 | 227,878 | 249,749 |

Findings

- **Regulatory framework:** all countries in this study have laws and protective agreements, rules and programs aimed at eradicating child labour, regulating hazardous child labour and improving occupational health and safety conditions.
- **Characteristics of youth work:** according to the World Employment and Social Outlook: Trends 2019⁵, there was an overall decline in decent labour as well as the recognition that

young people suffer in greater proportion from poverty and informal labour. In rural and urban areas, youth in informal employment relationships claim they cannot benefit from labour rights and OSH regulations.

- **Industries and activities selected for this study:** The construction and agriculture industries were examined in this study.
- **Child and adolescent work:** The countries of this study have specific frameworks for regulating child and youth labour, as well as national programs aimed at child labour eradication. In Argentina, the minimum age for employment is 16 years old, while in Colombia and Uruguay it is 15 years old; in Panama it is 14 years old. In all cases, hazardous work for individuals under 18 years old is prohibited.
- **Occupational accidents and diseases:**
 - » In Argentina, data show that the accident rate of young people is higher than that of the adult population; furthermore, the rate is higher for women than for men. The industries with greatest accident rate among the young population are construction, mining and manufacturing.
 - » There are no significant gender-related differences in Uruguay. The industries with greater accident rates are manufacturing, agriculture, fishing, mining, construction and public services.
 - » In focus group discussions in rural areas and related to the construction industry, the distance travelled to reach the workplace and the large size of farms and/or coffee plantations represented an additional risk factor for workers.
- **In the construction industry:**
 - » Occupational diseases tend to be harder to recognize than accidents, which appear immediately and are easy to recognize.
 - » The main risks for all countries, were identified as: falling materials, working at high elevations and breathing toxic material. While these risks are associated with all workers, young workers may be further exposed to such risks in part due to their inexperience. The main work-related accidents and occupational diseases identified were: accidents due to falling objects, lung problems from inhaling toxic material (such as asbestos), spinal and waist pain and deafness. These activities were predominantly performed by men.
 - » Companies in the construction sector, and in particular large companies, comply with OSH regulations. However, among young workers there is a lack of knowledge of the social welfare system, OSH regulations, worker's rights and the value of unionization.
 - » Young workers recognize the need to use safety equipment, even though their employers do not always provide them with such equipment.
 - » Due to a shortage of labour inspectors, countries examined faced difficulties complying with OSH regulations and the eradication of child labour practices.

⁵ See ILO, <https://www.ilo.org/global/research/global-reports/weso/2019/lang-en/index.htm>.

In Colombia:

- Urban areas had a high rate of informal work in the construction industry.
- Agricultural activities of coffee cultivation, floriculture and oil palm cultivation were characterized by informal labour, outsourcing and low unionization, which increases worker's vulnerability, especially among young workers. The coffee and oil palm cultivation are activities predominantly performed by men. Risks with this work are associated with long travelling distances, extreme weather and the division of work. Floriculture, in contrast, is predominantly performed by women. Risk factors associated with agricultural work are strongly related to environmental conditions, such as sun exposure (burns, sunstroke, heat stroke), cold (for coffee), rains (being soaked and falling), and vector-borne diseases (insect bites). There are also risks due to the crop type and technology used: exposure to agrochemicals (herbicides, pesticides, fertilizers), cuts (due to the use of scythes, scissors or machetes) and body pains (waist, feet and hands).
- According to the interviewees, there are adolescents (including children) in coffee production (such as family labour and/or temporary work for harvesting) and in the oil palm production (in fruit collection along with working adults). Women partake mostly in administrative work or as pollinators, with very few as harvesters. For coffee cultivation, there is evidence that young workers are less present in this activity, primarily in small farms in the Cundinamarca region.
- Young workers are aware that they are at risk of diseases. Youth working in floriculture highlighted work stress linked to high demands on productivity and long working hours during demand peaks.
- Both young workers and stakeholders interviewed acknowledged that OSH job training was conducted by companies as a requirement for complying with export standards, quality certifications or part of their corporate social responsibility programs.

In Argentina:

- According to data from the 2019 Protection and Social Security Survey, the average age for young workers 16 to 24 years to enter the workforce is 18 years old.
- The construction industry primarily consists of men.
- There is working knowledge of general safety and health standards as well as employers' responsibilities with regards to OSH.
- In rural areas, particularly in the lemon and wool shearing sectors, the study found there is more informal work and a lack of security procedures in the application of agro-inputs (fertilizers, herbicides, pesticides, etc.) for citrus farming. In wool shearing, the handling of cutting machines and remaining in reclined positions to trim the sheep remain common aspects of informal work. In both cases, there is no accident coverage.
- There are no comprehensive policies, programs or coordinating efforts with other areas (for example, health) to address OSH issues for adolescents and youth.

In Panama:

- In urban areas, youth mentioned that they began working in construction at a very young age (14 years old for males and later for female workers), typically working with close relatives. The youth demonstrated varying levels of understanding of OSH issues, depending on their educational level.
- Female workers occupy mostly supervisory positions at construction sites, but their role in manual labour is increasing.
- The most significant concerns for young workers are work at heights and working with electricity.
- Coffee and sugar cane production in rural areas was analyzed. For coffee production, family work is perceived as normal, with focus group participants indicating an average age of 10 years old when entering the labour market. For sugar cane production, both the state and businesses have committed to child labour eradication. The average age to enter the labour market was 16 years old for interviewed youth working in sugar cane production.
- Among the main health consequences, interviewees highlighted waist, feet, back and neck pain. One of the existing diseases is chronic renal failure, possibly due to agrochemical exposure.

In Uruguay:

- According to data from the State Insurance Bank, 35% of workers who suffered work accidents in 2016 were between 15 and 29 years old. Between 2015-2016, the main causes of accidents were falls on even and uneven floors, excessive physical efforts in handling objects.
- For male adolescents, the hazardous work rate is 7.1%, while 3.2% of female adolescents in take part in dangerous household chores.

Recommendations 

- **Department of labour inspection:** there should be a specialized body to monitor and comply with labour standards, laws, international conventions and ILO Conventions on OSH.
- **Minimum age:** to comply with regulations on the minimum age for employment, it is important that institutions responsible for work inspections have adequate human, infrastructure and economic resources. Likewise, such inspection bodies should be trained on sensitive topics like child labour and protected adolescent work, have clear procedural protocols and should not blame families for infringement or illegal situations. The fear of reprisals can lead to child labour concealment strategies, especially in the agricultural sector.
- **Development and standardization of the OSH registry:** to improve the registration system and standardization of Occupational Accidents and Occupational Diseases (Accidentes de trabajo y Enfermedades Profesionales, AT/EP).



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• **“Dual programs” in schools and employee training with a comprehensive OSH component:** evaluation of country programs identifies the following opportunities:

- » Dual programs are school-based programs that combine middle-school education with job internships or specific job training. This serves as a “buffer zone” for youth who drop out of school who may be at risk of early and precarious labour insertion.
- » With middle school becoming increasingly compulsory, dual programs that connect students with practical labour market opportunities is key to reducing youth unemployment in the region.



Category: Comparative Analysis/Cost Benefit Analysis

Analysis of Work-Related Injuries among Young Workers in Viet Nam

Report Snapshot

Authors: Research Team, Occupational Health Department, Institute for Preventive Medicine and Public Health, Hanoi Medical University

Publication Date: October 2018

Objectives: To analyze occupational injuries based on the existing administrative OSH data collected by the national hospital system, and to propose recommendations to improve reporting and notification of occupational accidents, particularly focusing on young workers aged 15-24 years old.

Scope: The research was national in scope, with data collected from 37 out of 63 provinces and from 11 hospitals.

Methodology: Research used secondary data from 2017 and reviewed documents related to the notification and reporting system of occupational injuries in Vietnam. A total of 27,865 occupational accidents were notified from 37 provinces (from Departments of Health, Centres for Preventive Medicine, Centres for Disease Control, Centre for Occupational and Environmental Health) and data from 11 hospitals nationwide in 2017 were reviewed and analyzed by the research team.

What was assessed:

- Notification and reporting systems at health facilities
- Rates of occupational injuries of young workers compared to older workers.
- Occupational injury rates among provinces, sectors, times of year, of men and women.
- Types of injuries and treatments.

Overview

Fifteen percent of Viet Nam’s workforce is between the ages of 15 and 24, with over one million youth entering the labour market each year. Providing evidence of the incidence of occupational injuries and the characteristics of such injuries, particularly among young workers, is essential in developing evidence-based interventions and programs that will help reduce occupational injuries among young workers. This study examined 2017 national data from 37 out of 63 provinces and 11 hospitals across the country. Data gathered provided a comprehensive portrait of the reporting systems in place and the characteristics of occupational injuries among young and older workers, as well as the treatment procedures they receive (see Table 12).

Table 12 Occupational injuries rate, male and female workers

| Sex | Age Group | Occupational injuries cases | Total workforce | Occupational injuries/10000 |
|--------|-------------------|-----------------------------|-----------------|-----------------------------|
| Female | 15 – 24 years old | 790 | 3,451,772 | 2.3 |
| | 25 and older | 4,701 | 22,926,940 | 2.1 |
| | Total | 5,491 | 26,318,712 | 2.1 |
| Male | 15 – 24 years old | 3,861 | 4,129,367 | 9.4 |
| | 25 and older | 18,485 | 24,315,708 | 7.6 |
| | Total | 21,150 | 26,060,319 | 8.1 |

Source: ILO and the General Statistics Office, Viet Nam.

Findings

The research findings fall under two categories: the notification and recording system of occupational injuries at health facilities and occupational injury rates among young workers.

The research concluded that regulations on the notification and reporting system for occupational injuries at health facilities in Vietnam are comprehensive, including the collection of information on occupations and age groups. However, the data set is not consolidated and reported annually. Additionally, there are no guidelines on occupational classification and occupations when occupational accidents occur. As such, the reported data on occupational accidents by health facilities are not always adequate.

With respect to findings on occupational injury rates among young workers, it was determined that:

- Young workers experienced a 25 per cent higher rate of occupational injuries than other worker age groups. (See Table 12)
- Male young workers suffered from occupational injuries at a rate approximately four times higher than female workers.
- Young workers’ occupational injuries reached the highest rate in the summer.
- The most reports on occupational injuries in 2017 were in Binh Duong and central hospitals in Hanoi.
- Occupational injury rate among young workers was recorded highest in farming.
- Young workers received the most work-related injuries on their limbs.
- Slightly more than half of injured young workers received first aid treatment, with females receiving a higher rate of first aid treatment than males. Approximately one quarter of injured young workers did not receive first aid treatment, and there was “missing information regarding first aid” for the remaining quarter.
- Only 0.3% of the total young people injured were transported to health facilities/hospitals by ambulance.
- Hospitalization stays for most young workers treated for injuries were primarily for one day or less (45.7% of young workers) or between 2 and 7 days (44.9%). The remaining stays were 8-14 days (7.3%) and more than 15 days (2.2%).
- There is inadequate data and information on the treatment outcomes of young victims. In 30.6% of cases of occupational injuries, there was no information on the treatment outcome. The recovery rate was 66.3% and the mortality rate of occupational injuries for young workers was 0.7%, of which the mortality rate for men was higher than for women (0.8% versus 0.2%, respectively).

Recommendations

The first recommendation was to review the notification and reporting system so that additional information is included, namely: the worker’s occupation, place of residence of injured worker, their means of transportation to health facilities, and outcomes of treatment. Furthermore, a database on young workers’ occupational injuries should be created and shared with relevant parties such as the Ministry of Labour, Invalid and Social Affairs and the Ministry of Health, with the intention of establishing preventive measures and policies.

Good practices regarding the notification and reporting system should be documented at medical facilities at the provincial level for the purpose of sharing these experiences. Test models of reporting and recording occupational injuries among young workers should be

piloted before applying them on a national scale.

“*Vietnamese young workers (15-24 years old) suffered a 25 per cent higher rate of occupational injuries than other older workers. This reaffirms the high vulnerability of young workers at work.*” Report, p. 27

There should be capacity building on the occupational injury notification and reporting system for health management officials at local levels. Finally, training and communication materials should be developed to deliver training and conduct awareness raising activities on specific hazards faced by young workers at the workplace and design/promote preventive measures to ensure safety and health for young workers.



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Category: Good Practices

Good Practices

Tripartite Social Dialogue in Uruguay: Achievements and Challenges of the National Occupational Health and Safety Council

Report Snapshot

Authors: Liliana Dono and Carmen Bueno

Publication Date: February 2019

Objectives: To describe the regulatory framework of the National Occupational Health and Safety Council (CONASSAT) in Uruguay, the tripartite body for social dialogue in the field of occupational safety and health (OSH). The report also analyzed CONASSAT's role, achievements, challenges, and future direction.

Scope: The research was national in scope, using data collected since the establishment of the CONASSAT.

Methodology: The research reviewed legislation and documents related to CONASSAT, including its regulatory framework, role, achievements and challenges. Interviews were conducted with stakeholders involved in the consolidation and development of CONASSAT.

What was assessed:

- Regulatory framework of the National Occupational Health and Safety Council (CONASSAT) in Uruguay.
- Role, achievements, and development of CONASSAT.
- Institutions and stakeholders involved at CONASSAT.
- Challenges and future direction.

Overview

The tripartite social dialogue is an entity of the International Labor Organization (ILO), unique within the United Nations system, which constitutes a meeting place for debate and agreement between government representatives, employers, and workers on issues of common interest related to economic and social policy. Social dialogue encourages good governance, progress, social peace and boosts economic development. The study was undertaken to identify best practices from the tripartite social dialogue of CONASSAT in Uruguay. It described the organization's development, role, achievements, challenges, and future direction.

Findings

- The tripartite body for social dialogue on OSH in Uruguay is the National Occupational Health and Safety Council (CONASSAT), operating within the national labour system. It focuses on the participation and dialogue between the three stakeholders in the workplace: workers' organizations, employers and the government. The study identified other instances where tripartite governance has worked well in Uruguay, such as six instances dealing with workers' and employers' organizations at Official Agencies and National Commissions, four instances dealing with workers' and employers' organizations at the sectoral level and one instance on workers' participation at the private sector.
- The research described how CONASSAT developed its regulatory framework. The study listed all drafts and enacted decrees that established the role and work of CONASSAT.
- The study provided a description of the achievements of CONASSAT. Such achievements are based in part on CONASSAT's core pillars: dialogue and respect between sector stakeholders, including circumstances where the State did not convene with different stakeholders or in the absence of trade union representatives.

In the earlier stages, decrees were not submitted to the CONASSAT but sent to the sector social dialogue for its consideration ("social sector dialogue" constitutes a meeting place for debate and agreement between social actors at the sector level). With the approval of Decree No. 291/007, the CONASSAT gained prominence since its intervention was deemed mandatory if the sectoral instances did not reach an agreement. Additionally, the CONASSAT had the capacity to refer draft decrees, generated by the sectoral instances, to the executive branch. Thus, the role of the CONASSAT has been preponderant in reaching agreement of all sectors addressing occupational safety and health issues. This document also showcases how the CONASSAT engaged the participation of different public bodies.

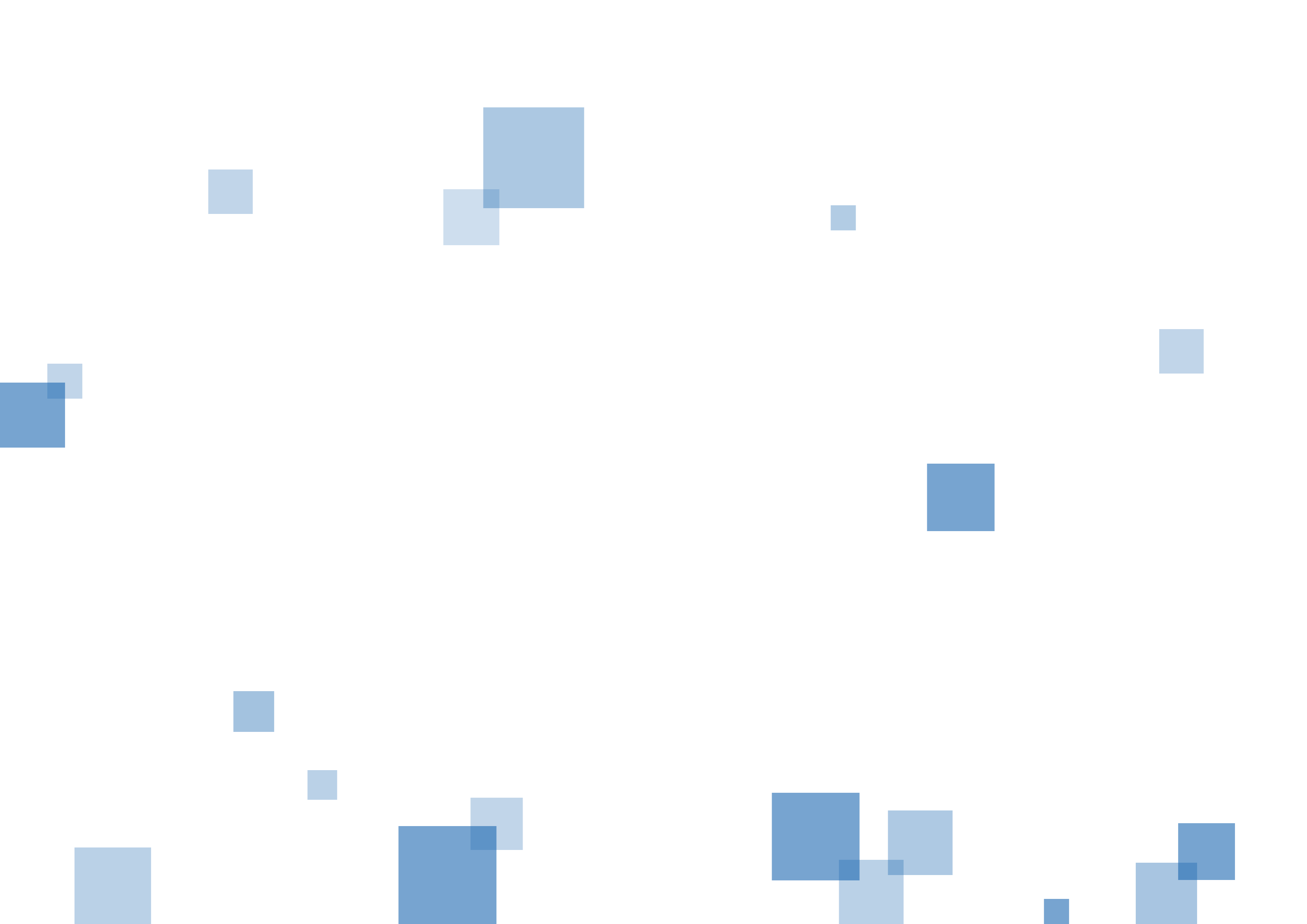
This study, covering five government terms, underlined CONASSAT's main achievements:

- Approval of the civil works delegates' training plan.
- Development of a training manual financed by the National Employment Board.
- Issuance of Decree No. 372/999 on safety regulations for the forestry sector. The decree is on the operation, production, cultivation, management and harvesting of natural and planted forests.
- Development of CONASSAT operational guidelines.
- Approval of Decree No. 179/001 amending Decree No. 89/995 on construction sector safety related to electrical hazards. The Tripartite Commission of the Construction Industry drafted the decree.
- Approval of Decree No. 306/005, regulating ILO Convention No. 155 for the chemical industry. This decree laid the groundwork for the creation of ILO Convention No. 155.
- Approval of Decree 291/007, establishing mandatory provisions on prevention and protection management against occupational hazards.
- Issuance of Decrees No. 64/004 and No. 169/004 on the communication of occupational accidents and diseases, which led to the issuance of Decree No. 41/012.
- Development of over twenty sectoral tripartite commissions.
- Approval of regulations for ILO Convention No. 155.
- Approval of Decree No. 210/011 declaring mandatory the inclusion of the ILO list of occupational diseases as per the 2010 revision.
- Approval of regulatory decree for the Occupational Health Services Convention (ILO Convention No. 161) in two instances: one general decree and the other only applicable to the chemical industry and health sector.
- Ratification of ILO Convention No. 176 on safety and health in mines, through Law No. 19,198.
- Approval of Decree No. 128/2016 on action procedures on alcohol consumption, cannabis, and other drugs during work hours and places.
- Set regulations on timelines for workers for OSH training.
- Approval of Decree No. 143/012 establishing measures to avoid harmful consequences on worker's health, due to sound intensity.
- Create an outreach campaign to promote safe behaviour in the work environment
- Regulatory decree on breastfeeding law.

Recommendations

The recommended next steps for CONASSAT, as identified by the interviewed stakeholders and report authors, are detailed below:

- Develop a law on safety and health in the workplace.
- Establish a common work methodology for sectoral tripartite commissions. This methodology should, in part, promote training bipartite members, establish a protocol for task identification, for climatic adversities and for the consumption of alcohol and drugs in the workplace.
- CONASSAT must be the governing body for occupational safety and health in Uruguay. This must occur by granting it an executive role through a law on occupational safety and health.
- Prepare a national OSH policy, as an integrated part of risk management improvement, which establishes priorities, guidance, and actions to be carried out at the national and sectoral levels, to ensure healthy and safe work environments and adequate working conditions. This policy should define the roles and responsibilities of each institution to articulate inter-institutional coordination.
- Promote and implement a culture of occupational hazards prevention in accordance with Article 1 of ILO Convention No. 187. This Convention should be based on the integration of health promotion policies and the quality of life at work, occupational accidents and illnesses prevention in all workplaces.
- Promote greater participation from political authorities of all public bodies of CONASSAT, thus improving inter-institutional coordination.
- Promote institutional strengthening to efficiently and diligently address the agenda and tasks identified by all the stakeholders.
- Greater dissemination of the role and responsibilities of CONASSAT at the national level through different communications channels, such as a web portal. Information to share includes reports on progress, meeting minutes, statistics, achievements, and next steps.
- Foresee new work trends, their consequences, and future occupational illnesses.



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



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