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► **Safety and health in micro-,
small and medium-sized
enterprises:**
A collection of five
case studies



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medium-sized enterprises:**
A collection of five case studies

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Safety and health in micro-, small and medium-sized enterprises: A collection of five case studies.

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The original versions of the five case studies presented were prepared by the following national consultants:

- Bernard Foe Andegue (Environmental and industrial risk management engineer and Kaizen consultant) – The Case of Cameroon;
- Renán Alfonso Rojas Gutiérrez (Industrial engineer, CEO HSEQ STRATEGY) – The Case of Colombia;
- Mila Tejamaya (SSi, MOHS, PhD), Bina Kurniawan (SKM, M.Kes) and Wishnu Puspoprodjo (S.Kel, MKKK) – The Case of Indonesia;
- Marian E. Boquiren and Ivan Idrovo (Independent consultants and researchers) – The Case of the Philippines;
- Henda Derbel Ghorbel (Coordinating physician of the Sfax Occupational health group) – The Case of Tunisia.

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Introduction and methodology

The ILO *Upholding sustainable delivery mechanisms to promote occupational safety and health in small and medium sized enterprises* is a three-year project funded by the Republic of Korea. It aims at taking stock of various experiences from the ILO and other relevant initiatives to further strengthen the effective implementation of these approaches and to promote improvement of occupational safety and health (OSH) in micro-, small and medium-sized enterprises (MSMEs).

The project will deliver the following outputs:

1. Documentation and dissemination of lessons learned and good practices from existing delivery mechanisms to improve OSH in MSMEs, through the publication of the Report and Case Studies;
2. Development and piloting of a “how to” guide to improve OSH in MSMEs based on the good practices identified;
3. Upgrading of existing ILO tools to better respond to MSMEs’ needs and challenges to improve OSH and productivity.

The case studies presented in this publication were developed over the course of the first year of the project and aim to:

- ▶ describe the national context in relation to MSMEs (e.g., the national definition, their presence and role in the national economy);
- ▶ provide an overview of the OSH conditions in MSMEs in the country;
- ▶ illustrate the national framework relevant for OSH in MSMEs, including the identification of key actors, national policies and strategies, etc.;
- ▶ analyse the initiatives on OSH developed at national, sectoral and local levels targeting MSMEs;
- ▶ identify lessons learned and opportunities for OSH improvement in MSMEs and scaling-up of good practices.

Approach

In order to reflect the national, sectoral and enterprise-level diversity of MSMEs, the case studies presented in this publication reflect variations in: levels of economic development and geographical diversity; availability of information on the results and impact of the initiatives; transferability of the delivery mechanisms to countries that do not have a comprehensive structured national OSH strategy for MSMEs.



Phase 1. Desk review

Desk review of national and sectoral initiatives constituted the base for compiling an introductory part and informing on key initiatives implemented in the country.

National statistics as well as national laws and regulations on MSMEs and on OSH were analysed to document the classification of MSMEs, trends in MSMEs development and OSH legal requirements for MSMEs.

Published and unpublished reports and studies, articles, theses, project documents and presentations were investigated in order to understand the national context on the promotion of OSH in MSMEs in the country, highlight OSH good practices and support initiatives for MSMEs, and identify key stakeholders to be included in the study.



Phase 3. Survey and workplace visits

A field survey was carried out through workplace visits in selected MSMEs and semi-structured interviews with owners/employers and workers.

Workplaces were visited - with employer authorization - in order to investigate the measures in place to prevent accidents and diseases.

Interviews allowed gaining an overview of the reality on the ground; assessing employers' and workers' knowledge, attitudes and practices in relation to OSH in MSMEs; and detecting the perceived difficulties, challenges and opportunities for OSH implementation.

Draft questionnaires for both owners/employers/managers and workers were designed by the project and provided to national consultants to be adapted to the national context.ⁱⁱⁱ



Phase 2. In-depth interviews with key informants

Semi-structured interviews were conducted with key informants, including representatives from Ministries and government agencies, local authorities, social partners, insurance companies, international organizations, civil society organizations, etc.ⁱ

These interviews were used to obtain insights into the national contexts, existing support and delivery mechanisms for promoting OSH implementation in MSMEs, their impact and the challenges faced during their implementation.

A draft questionnaire for key informants was designed by the project and provided to national consultants to be adapted to the national context.ⁱⁱ



Phase 4. Data analysis

Qualitative and quantitative analysis of the information gathered was conducted, triangulating findings from the literature review, data collection, interviews with key informants and workplace surveys.

i Each study provides a list of key informants in its Annex 1.

ii The questionnaire for key informants is provided in Appendix 1.

iii The questionnaires for employers and workers are provided in Appendices 2 and 3, respectively.



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► The case of Cameroon

Prepared by Bernard Foe Andegue

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▶ Acronyms

AGERPA	Ateliers de Yaoundé sur la Prévention des Risques Professionnels en Agriculture (Yaoundé Workshops on the Management of Occupational Risks in Agriculture)
APME	Agence de Promotion des Petites et Moyennes Entreprises (Agency for the Promotion of Small and Medium-sized Enterprises)
CCA-SIDA/CCA-Santé	Coalition de la Communauté des Affaires contre le SIDA (Business Community Coalition against AIDS, Tuberculosis and Malaria)
CDPME	Centre de Développement de la PME (Small and Medium-sized Enterprise Development Centre)
CFCE	Centre de Formalités de Création d'Entreprises (Enterprise Creation Formality Centre)
CNPS	Caisse Nationale de Prévoyance Sociale (National Social Insurance Fund)
CNSST	Commission Nationale de Santé et Sécurité au Travail (National Commission on Industrial Health and Safety)
COSST	Congrès de la Société Camerounaise de Sécurité et Santé au Travail (Congress of the Cameroon Society for Occupational Safety and Health)
CSAC	Confédération des Syndicats Autonomes du Cameroun (Cameroon Confederation of Independent Trade Unions)
CSR	Corporate social responsibility
ECAM	Enquête Camerounaise auprès des Ménages (Cameroon Household Survey)
EESI	Enquête sur l'Emploi et le Secteur Informel (Survey on Employment and the Informal Sector)
EPA	Economic Partnership Agreement
FECAPROBOIS	Fédération Camerounaise des Associations et Professionnels de la Seconde Transformation du Bois (Cameroonian Federation of Wood Processing Associations and Professionals)
FORELI'CSST	Forum Régional des Comités de Sécurité et Santé au Travail du Littoral (Regional Forum for Littoral Occupational Health and Safety Committees)
GDP	Gross domestic product
GICAM	Groupement Inter-Patronal du Cameroun (Cameroon Employers' Association)
IAPRP	InterAfricaine de Prévention des Risques Professionnels (Inter-African Association for the Prevention of Occupational Risks)
INS	Institut National de la Statistique (National Institute of Statistics)
IPU	Informal production unit
MINPMEESA	Ministère des Petites et Moyennes Entreprises, de l'Économie Sociale et de l'Artisanat (Ministry of Small and Medium-sized Enterprises, Social Economy and Handicrafts)
MINSANTE	Ministère de la Santé (Ministry of Public Health)
MINTSS	Ministère du Travail et de la Sécurité Sociale (Ministry of Labour and Social Security)
MSMEs	Micro-, Small and Medium-sized enterprises
OSH	Occupational Safety and Health
PPE	Personal Protective Equipment
RGE	Recensement Général des Entreprises (General Census of Enterprises)
SCSST	Société Camerounaise de Sécurité et Santé au Travail (Cameroon Society for Occupational Safety and Health)
SMEs	Small and Medium-sized enterprises






► 1. Background: MSMEs in Cameroon

National definition of MSMEs

Within the legal system of Cameroon,¹ a small and medium-sized enterprise (SME) is defined as any enterprise, regardless of its sector of activity, with a maximum of 100 employees and an annual turnover excluding taxes that does not exceed 3 billion West African CFA francs (XOF) (around USD 4,978,977).²

SMEs are organized into three categories based on the number of permanent jobs and turnover: very small (micro-) enterprises, small enterprises and medium-sized enterprises (see Table 1 below).

► **Table 1. Definition of MSMEs in Cameroon by number of employees and turnover³**

Size	Number of permanent jobs	Annual turnover excluding taxes	
		Million XOF	Thousand USD (approx.)
 Very small (Micro)	< 5	< 15	< 25
 Small	6–20	15–250	25–41.5
 Medium	21–100	250–3 000	41.5–4 979

The role of MSMEs in the national economy

In 2016 the Government updated the data from the first General Census of Enterprises (*Recensement Général des Entreprises*, RGE 1 of 2009), taking a specific interest in locatable production units carrying out their activities in permanent, fixed business premises. According to this second census (RGE 2), there were 209,482 enterprises and establishments in the country as a whole. More than half of the existing enterprises are located in the Littoral (37 per cent) and Centre (27 per cent) regions, with the

1 See Law 2010/001 of 13 April 2010 on the promotion of small and medium-sized enterprises in Cameroon and Law 2015/010 of 16 July 2015 amending and supplementing certain provisions of Law 2010/001 of 13 April 2010 on the promotion of small and medium-sized enterprises in Cameroon.

2 The exchange rate used in this case study is that given by the Bank of Central African States (BEAC) on 2 October 2019.

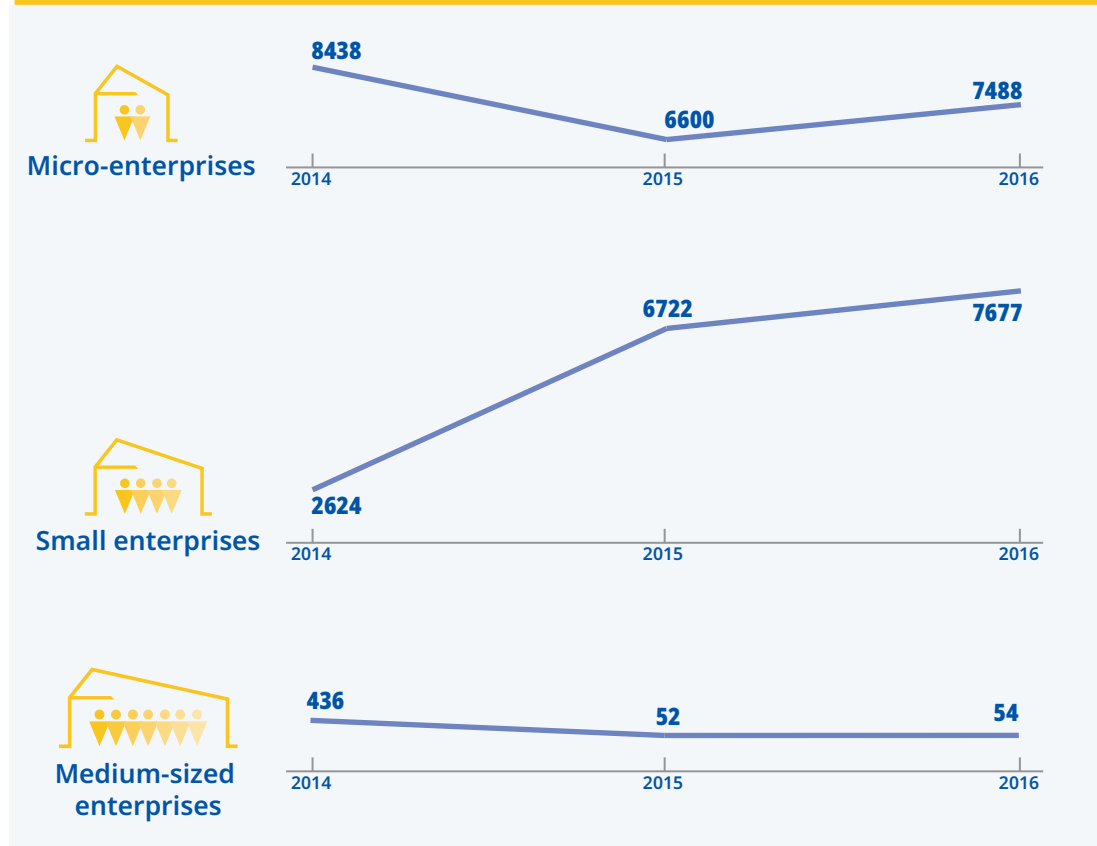
3 Criteria defined under Law 2015/010 of 16 July 2015 amending and supplementing certain provisions of Law 2010/001 of 13 April 2010 on the promotion of small and medium-sized enterprises in Cameroon.



cities of Douala and Yaoundé alone hosting 70,082 and 49,970 formal production units, respectively. Generally speaking, enterprises and establishments are concentrated in urban centres.

Categorizing enterprises by type shows that micro- and small enterprises dominate the production units in the country, accounting for around 98.5 per cent of enterprises. Medium-sized enterprises and large enterprises remain marginal, representing 1.3 per cent and 0.2 per cent, respectively (INS 2018). In regard to small enterprises in particular, the results of the RGE show a general upward trend in the number of formal production units between 2014 and 2015 (see Figure 1).

► Figure 1. The number of formal production units between 2014 and 2016.



In terms of contribution to job creation, formal production units employed 635,969 persons in 2015. Around 67 per cent of permanent jobs were created by micro- and small enterprises in the same year, in comparison with 53.6 per cent in 2008. In medium-sized and large enterprises, on the other hand, the trend is downward, with a drop from 46.4 per cent of permanent jobs in 2008 to 32.9 per cent in 2015. Regarding contribution to overall turnover, a rise is observed among micro- and small enterprises (from 17.8 per cent in 2008 to 24.2 per cent in 2015) and a fall among medium-sized and large enterprises (75.8 per cent in 2015 compared with 82.2 per cent in 2008) (INS, 2018).

In general, the majority of formal enterprises and establishments are concentrated in the tertiary sector (84.2 per cent), which is dominated by commerce. The secondary and primary sectors only account for 15.6 per cent and 0.2 per cent of enterprises created, respectively. In addition, the enterprises present are essentially individual enterprises, representing almost 97 per cent of production units in 2016, compared to 89 per cent in 2009 (INS, 2018).



The economic crisis that struck Cameroon in the 1980s led to an overall weakening of the economy. Since this period, the informal economy has continued to expand in the labour market, with an increasingly significant contribution to job creation and gross domestic product (GDP).

According to the Second Survey on Employment and the Informal Sector in Cameroon (*Enquête sur l'Emploi et le Secteur Informel*, EESI 2), the labour market in Cameroon is dominated by the informal economy, which accounted for nearly 90.5 per cent of the active population in 2010 (INS 2011b). The informal economy also contributes to the creation of enterprises in Cameroon. According to the same survey there were almost 2.5 million non-agricultural informal production units (IPUs) in the country in 2010. They are principally based in the cities of Yaoundé and Douala (33.3 per cent) and divided between industry (34.1 per cent), commerce (33.6 per cent) and services (32.2 per cent). More IPUs are led by women (54.4 per cent) than by men (45.6 per cent). In addition, in the same year approximately nine out of ten IPUs did not have a taxpayer number, were not recorded on the business register, did not hold a professional card and were not affiliated to the National Social Insurance Fund (*Caisse Nationale de Prévoyance Sociale*, CNPS) (INS, 2011b).

National context supporting MSMEs

MSMEs play a crucial role in the economy of Cameroon through their contribution to job creation and GDP. They are a central feature of the national strategy for a competitive economy, which is based on the 2010 Growth and Employment Strategy Paper. They have been identified as a pillar of development and competitiveness for the national economy as part of the goal of achieving the status of emerging country by 2035. In 2016 MSMEs (including those in the industrial sector) represented around 99.8 per cent of enterprises in the country (INS, 2018).

In 2010 the Government adopted Law 2010/001 of 13 April 2010 on the promotion of small and medium-sized enterprises in Cameroon. This law also forms the basis for national policy on MSME promotion in Cameroon. It is focused on: (1) support for business set-up (simplifying procedures, reducing set-up time, and so on); (2) incubation; (3) support for development (supervision, facilitation and upgrading); and (4) financial support. The law also encourages the formation of groups (by branch, sector or industry), notably to allow access to special treatment and support from the State. The provisions of this law were reviewed or supplemented under Law 2015/010 of 16 July 2015.⁴ The new text modifies the definition of small enterprises and medium-sized enterprises (for details regarding the criteria, see Table 1 on page 3).

Other standards have been adopted for encouraging the formalization of MSMEs by simplifying the procedures for setting up an enterprise.⁵

Several institutions and bodies are working to encourage the creation and promotion of MSMEs in all sectors of activity within the economy, notably:

- ▶ The **Ministry of Small and Medium-sized Enterprises, Social Economy and Handicrafts** (*Ministère des petites et moyennes entreprises, de l'économie sociale et de l'artisanat*, MINPMEESA) was established in 2004 and is responsible for (1) the development, implementation and evaluation of government policy regarding the development of SMEs, the social economy and handicrafts;

4 Law 2015/010 of 16 July 2015 amending and supplementing certain provisions of Law 2010/001 of 13 April 2010 on the promotion of small and medium-sized enterprises in Cameroon.

5 For example, see Interministerial Circular 001 MINJUSTICE-MINFI-MINPMEESA of 30 May 2012 regarding the Enterprise Creation Procedure Centres (CFCEs), which sets out the steps to be followed in each department to set up an enterprise within 72 hours; and Instruction 001/CAB/PM of 13 June 2016 relating to online administrative formalities for enterprise creation in Cameroon, which led to the establishment of the online enterprise creation platform mybusiness.cm.



(2) the promotion and supervision of SMEs and handicrafts; (3) the identification and study of opportunities for actors in the informal sector to migrate to handicrafts and micro-enterprises; (4) the monitoring of SMEs support bodies; and (5) the monitoring of workers' and employers' organizations for SMEs and handicrafts.

- ▶ The **Department of Small and Medium-sized Enterprises** is part of MINPMEESA and has the following responsibilities, among others: (1) drafting and implementing SME development policy; (2) developing strategies for the creation and development of SMEs; (3) assisting SME financing institutions; (4) contributing to SMEs' capacity-building; and (5) participating in improving the competitiveness of SMEs.
- ▶ The **Agency for the Promotion of Small and Medium-sized Enterprises** (*Agence de promotion des PME, APME*) was set up in 2010 with the general objective of ensuring that SMEs are high-performance, innovative, competitive and responsible. Its main tasks are to (1) contribute to the implementation of the SME promotion strategy; (2) promote and build entrepreneurial capacities; (3) improve the competitiveness of Cameroonian SMEs through the provision of assistance, facilitation and support services; (4) act as a driver for achieving the status of emerging country; and (5) contribute to GDP growth and the widespread creation of decent jobs.
- ▶ The **Cameroon Bank for Small and Medium-sized Enterprises** is a public financial institution created in 2013 to provide enterprise promoters with financing facilities.
- ▶ The **Enterprise Creation Formality Centres** (*Centres de Formalités de Création d'Entreprises, CFCEs*) were set up in 2010 to streamline and speed up the enterprise creation process in Cameroon.
- ▶ The **Small and Medium-Sized Enterprise Development Centre** (*Centre de Développement de la PME, CDPME*) was established by the Cameroon Employers' Association (*Groupement Inter-Patronal du Cameroun, GICAM*) in April 2018 to support SMEs and entrepreneurship. The services offered by the CDPME include (1) services to strengthen the competitiveness of SMEs; (2) support with securing of financing; (3) development of business opportunities; (4) member services; (5) thematic meetings; and (6) entrepreneurship support. The CDPME has already helped more than 100 SMEs set up their projects.

Unfortunately the promotion of safety and health at work is not integrated into the government initiatives related to developing and supporting MSMEs.





▶ 2. The status of OSH in MSMEs

The OSH profile of Cameroon shows that the country still faces major deficits in terms of decent work. This situation is maintained by the heavy concentration of the active workforce in the informal economy.

In 2010, almost 12 per cent of employed Cameroonians reported that they had experienced a work-related accident in the previous 12 months (INS, 2011).

Rural areas account for more work-related accidents (13.5 per cent) than urban areas (9.6 per cent). A breakdown by region shows that the North-West (23.4 per cent), South-West (19.3 per cent), Littoral excluding Douala (16.6 per cent) and Centre excluding Yaoundé (16.8 per cent) have the highest accident rates. In relation to occupational diseases, 7.5 per cent of employed workers surveyed in 2010 reported that they had suffered from occupational diseases. In administrative terms the South-West (16.8 per cent), Yaoundé (16.1 per cent), Adamawa (16 per cent) and the North-West (10.7 per cent) record the highest number of workers who have suffered from occupational diseases (INS, 2011).

The high rate of occupational accidents and diseases is due to the fact that the Cameroonian economy is dominated by precarious work. In 2010, almost a quarter of workers held unstable, precarious jobs, a large proportion of whom lived in rural areas (ILO, 2012). In addition, many workers – particularly those in rural areas – have a working week longer than that provided for under the Labour Code (which specifies a maximum of 48 hours per week). This phenomenon of a longer working week is more marked in the informal economy, which is characterized by a lack of paid leave and a lack of regulations regarding working time.

Regarding social security, the existing data shows that protecting workers from work-related accidents and diseases remains a major challenge for Cameroon. Indeed, nearly 90 per cent of workers are not covered by the services of the CNPS (ILO, 2012). In 2010, just 5.3 per cent of workers stated that they were covered for occupational accidents and diseases as part of their main job (INS, 2011). In the formal economy, social security coverage has seen significant growth. In 2010, 73.2 per cent of workers were registered with the social security scheme, in comparison to 50.9 per cent in 2005 (ILO, 2012). In the informal economy, however, coverage remains marginal for several reasons. On the one hand, this sector is covered by a voluntary social security scheme in a context marked by poor understanding of social security (in 2010, only 20.4 per cent of IPUs heads stated that they had heard of social security) and limited interest among relevant actors (high cost of registration, excessive bureaucracy, and so on). On the other hand, the majority of informal entrepreneurs are able to access the traditional mutual assistance systems that are widespread throughout society (such as tontines or other associations) in order to benefit from coverage against occupational risks. According to the surveys carried out as part of the EESI in 2010, only 2.7 per cent of IPUs heads stated that they had taken out insurance to provide cover against the risks associated with their work (INS, 2011).

Information about the survey



Interviewed

14
Employers

141
Workers

From



10
Micro-
enterprises



4
Small
enterprises



3
Medium-sized
enterprises

Sectors: carpentry/wood processing and construction

Awareness of national OSH laws

Have already heard of national OSH laws and standards



Consider national OSH laws and standards important

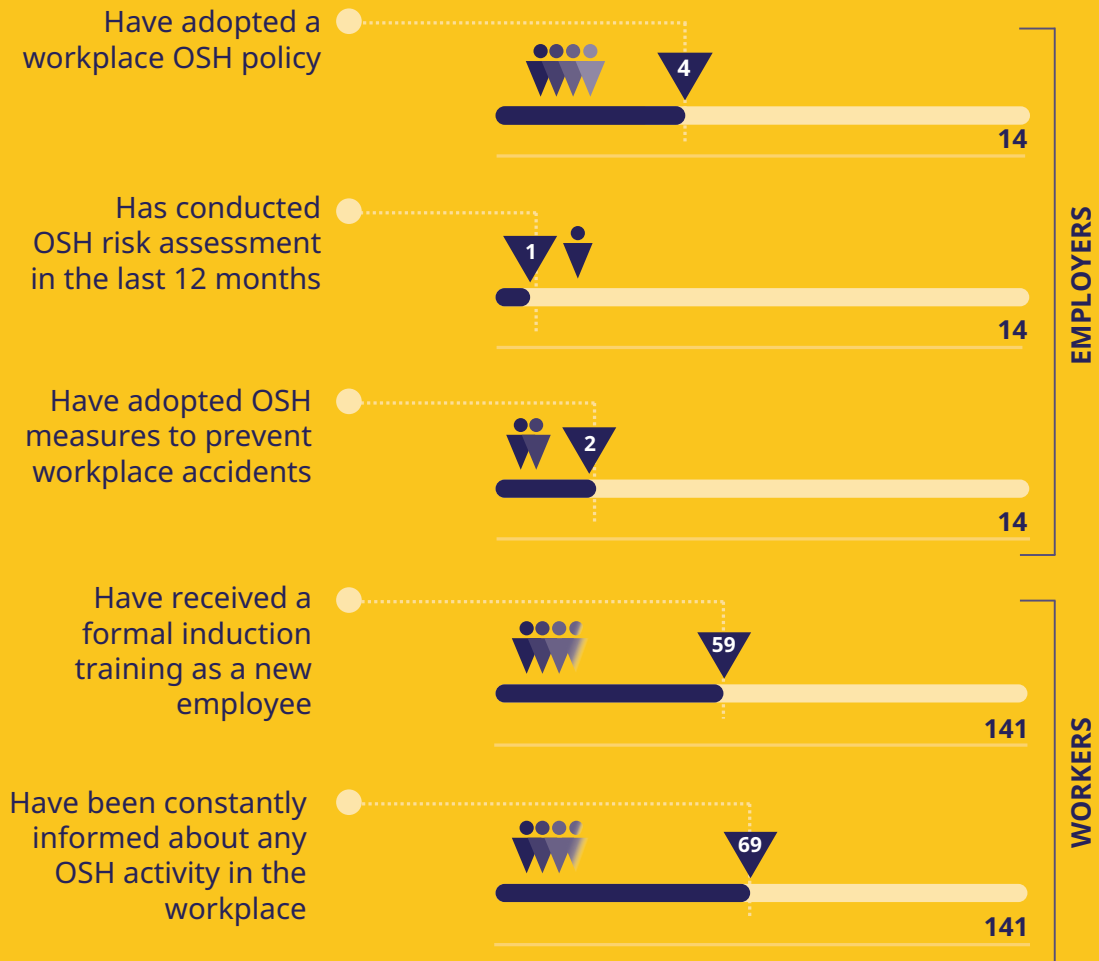


Awareness of OSH initiatives

Are aware of any OSH activity that
Ministries/Social Partners/NGOs/Forums organize for MSMEs

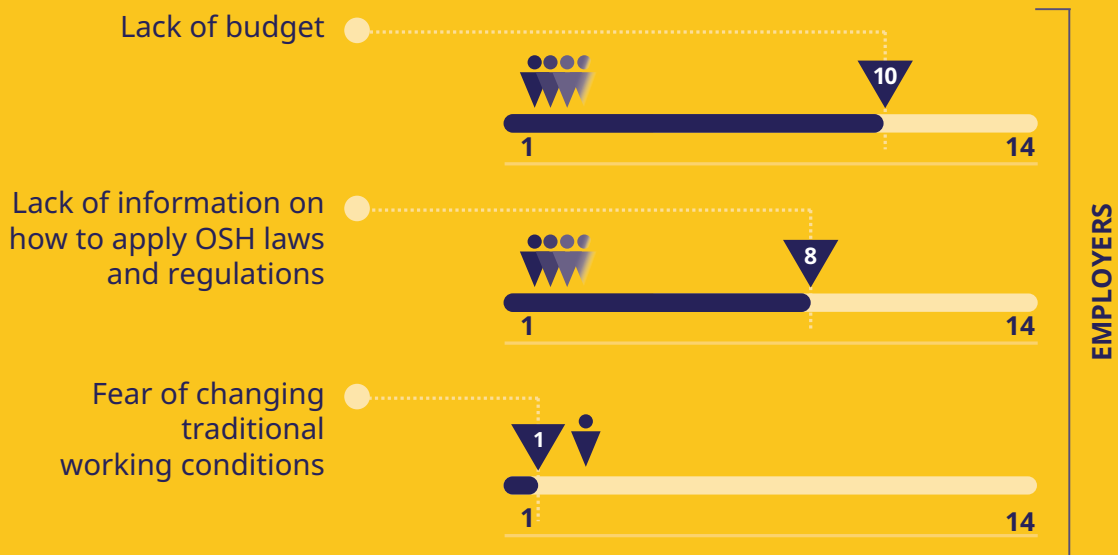


Workplace practices

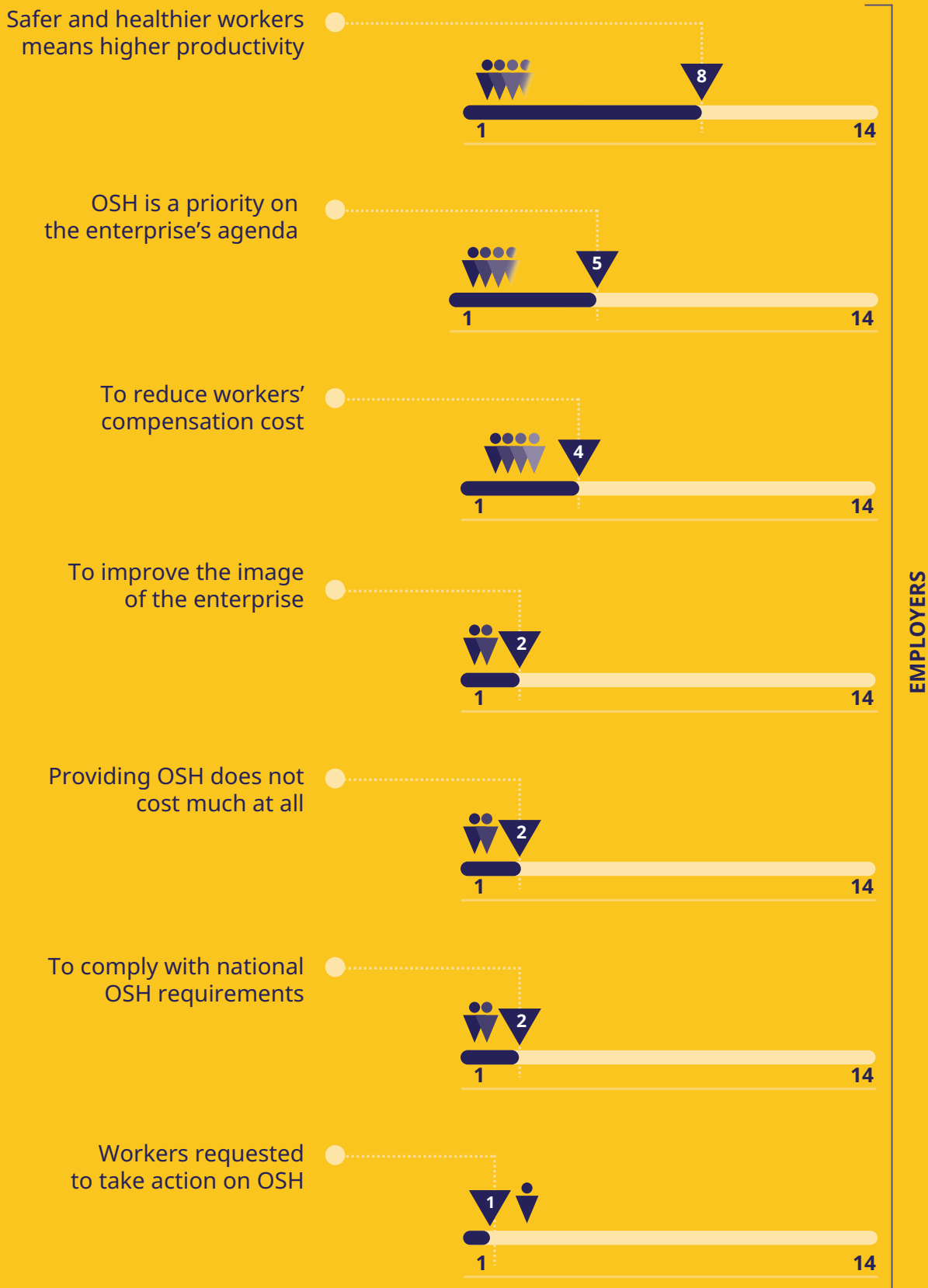


Drivers and barriers for OSH improvements

What are the factors **impeding** the implementation of OSH measures in your workplace?



What are the **motivations** behind the implementation of OSH measures in your workplace?





▶ 3. The national framework for OSH in MSMEs

A description of the OSH legal framework addressing MSMEs

Analysis of the normative and institutional framework governing OSH in Cameroon shows that there are no specific instruments aimed at improving working conditions in MSMEs. Existing texts (laws, decrees and orders) set out the general framework for OSH management in enterprises and the prevention of occupational accidents and diseases, regardless of the economic sector. However, certain provisions in these texts, notably those relating to the promotion of OSH in the workplace, contribute to the exclusion of certain MSME workers.

The **Labour Code**⁶ sets out the working relationships between employers and workers. The Labour Code introduces the requirement to provide medical and health services for employees within enterprises and establishments (whether public or private). The Code also specifies that staff representatives must be elected in all establishments that employ at least 20 workers, irrespective of the economic sector. Given the definition of MSMEs in Cameroon, these representatives with an active role to play in promoting OSH in the workplace are therefore absent from micro-enterprises and small enterprises.

Order 039/MTPS/IMT of 26 November 1987 on general measures relating to health and safety in the workplace sets out the minimum OSH standards that must be applied in the workplace to protect the health and physical integrity of workers. It formally establishes the responsibility of all employers to protect workers against health and safety risks. It also sets out the safety measures to be implemented in the workplace to control various types of hazards (fires, noise, or people or objects falling, for instance). The Order also makes it compulsory to set up occupational health and safety committees in enterprises employing at least 50 persons, if their business activity is classified in risk groups A or B. As a result, these OSH management bodies in the workplace do not exist in micro- or small enterprises, or in certain medium-sized enterprises.

There are several laws that cover occupational accidents and diseases, notably:

- ▶ the Law 68 LF-18 of 18 November 1986 on the organization of occupational accident and disease prevention, which led to the creation – within the CNPS – of an occupational accident and disease prevention service, tasked with producing related national statistics, among other duties;
- ▶ the Law 77/11 of 13 July 1977 on the prevention of and compensation for occupational accidents and diseases, which sets out the modalities for managing (preventing and providing compensation for) occupational accidents and diseases; sets out employers' responsibilities regarding the reporting of hazardous work and occupational accidents and diseases; and establishes the system and basis for calculating benefits relating to occupational accidents and diseases;
- ▶ the Decree 78-283 of 10 July 1978 on the contribution rates for the occupational accident and disease branch, which organizes enterprises into three main groups across the country according to risk (low, medium and high) and sets the occupational accident and disease contributions for each group of enterprises on the basis of staff salaries;
- ▶ the Decree 78-546 of 28 December 1978 on the modalities and procedure for investigating occupational accidents and diseases, which sets out the respective responsibilities of workers and employers regarding the reporting of occupational accidents; and establishes the competent authorities for the investigation of occupational accidents (labour inspectors, occupational medical inspectors, and health and safety assessors, among others), the information to be collected regarding the accident, and the modalities for reporting the results of the investigation;

6 Law 92/007 of 14 August on the Labour Code.



- ▶ the Decree 78-547 of 28 December 1978 on the modalities for handling payments in kind to the victims of occupational accidents and diseases, which appoints the CNPS as the body responsible to compensate victims of occupational accidents or diseases; and
- ▶ the Order 051/MINTSS/SG/DSST of 6 October 2009 on the revision of the list of compensable occupational diseases, which updates the tables of occupational diseases for which compensation must be paid in Cameroon.

There are also several standards regarding the practice of occupational medicine:

- ▶ Decree 79/096 of 21 March 1979, which sets out the modalities regarding the practice of occupational medicine;
- ▶ the Order 015/MTPS/IMT of 11 October 1979 on the organization and running of occupational health services; and
- ▶ the Joint Order 025/MTPS and 042/MSP of 28 November 1981 on setting the wages of occupational health physicians.

Lastly, there are standards that address specific sectors or occupational risks, such as Law 90/013 of 10 August 1990 on phytosanitary protection and Law 95/08 of 30 January 1995 on radiological protection in Cameroon.

The national OSH infrastructure for MSMEs

Various groups from both the state and private sector promote OSH in Cameroon.

The **Ministry of Labour and Social Security** (*Ministère du travail et de la sécurité sociale*, MINTSS) is responsible for developing and implementing government policy in relation to the promotion of decent work. Within this Ministry, the Department of Occupational Health and Safety has been set up to perform the following tasks: (1) to design, develop and apply OSH standards; (2) to promote OSH measures; (3) to conduct studies and research on OSH, including in the fields of ergonomics and accident prevention; (4) to provide expertise in relation to work-related accidents and occupational diseases; (5) to license practitioners of occupational medicine; (6) to update the table of occupational diseases; and (7) to provide medical supervision for workers. The decentralized technical departments of MINTSS (regional and district delegations) work to ensure that enterprises comply with OSH standards nationwide. In this context, MINTSS labour inspectors and assessors perform OSH inspections in enterprises.⁷

MINTSS also oversees the National Social Insurance Fund, the National Commission on Industrial Health and Safety and the National Labour Observatory.

The **National Social Insurance Fund** (*Caisse Nationale de Prévoyance Sociale*, CNPS) is responsible for delivering – within the framework of the social protection policy of the Government of Cameroon – services to insured workers and their entitled dependants. Jointly with the MINTSS departments, the CNPS also carries out activities to inform and advise employers regarding OSH in enterprises,

⁷ Inspections generally take place twice a year in two phases. The purpose of the first is to raise employers' awareness regarding OSH issues and their legal obligations to protect workers against occupational accidents and diseases. To this end, recommendations are made to employers so that they can improve compliance within their enterprises. The second inspection is to check whether the recommendations made have been implemented effectively. In the event of non-compliance, sanctions are applied by the inspectors and assessors. These are most often financial. Unfortunately, this system remains difficult to implement in micro- and small enterprises, as well as in the informal economy, notably due to the precarious financial position of enterprise directors.



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including at OSH-related events (round tables, conferences and debates as part of events marking Labour Day, African Occupational Risk Prevention Month, the World CNPS Day for Safety and Health at Work, and World AIDS Day, among others).

The **Ministry of Public Health** (*Ministère de la santé publique*, MINSANTE) collaborates with MINTSS in the field of occupational medicine and the promotion of occupational health, by developing activities to combat HIV/AIDS in the workplace, for example.

The **Ministry of Mines, Industry and Technological Development** (*Ministère des mines, de l'industrie et du développement technologique*, MINMIDT) is in charge of all activities aiming at controlling industrial risks in the country. In this respect, an office for industrial risks has been created to ensure implementation of the provisions applicable to establishments classified as dangerous, unhealthy or uncomfortable.

Other ministerial departments also contribute to the application of OSH provisions through their work. This is the case for the Ministry of Agriculture and Rural Development, the Ministry of Water Resources and Energy, the Ministry of Public Works and the Ministry of Defence, through the National Fire Brigade, which ensures fire safety, including in enterprises and establishments.

The **National Commission on Occupational Health and Safety** (*Commission nationale de santé et de sécurité au travail*, CNSST) was established in 1993. It is a tripartite commission with 21 members (equal numbers of Government, employer and worker representatives), chaired by the Minister of Labour and Social Security. Its main function is to study issues relating to occupational medicine and the health and safety of workers. To this end it formulates (1) suggestions and opinions regarding OSH legislation; (2) recommendations for the protection of workers' health for employers and workers, insurance bodies and the various ministerial departments; and (3) proposals regarding the certification of dangerous machinery and manufacturing processes likely to pose a risk to workers' health.



The CNSST therefore has the right to perform or participate in all scientific work within the scope of its activity.

At a local level, municipal services carry out certain OSH measures. Each town council has a health and sanitation department, which performs inspections at enterprises and establishments (including in the informal economy). In particular, the visiting officers check that there are fire extinguishers and first-aid kits in workplaces, that employees receive work clothing, and so on. Fines are applied if health and safety rules are breached.

Existing national strategies promoting OSH in MSMEs

Technical cooperation between the Government and the International Labour Organization (ILO) has led to action and strategies to improve OSH practices, including within MSMEs.

In 2014, MINTSS and the ILO (Technical Support Team – Yaoundé) signed a memorandum of understanding regarding the Decent Work Country Programme (DWCP). This was followed by the adoption of a roadmap for 2016–2017 that specifically incorporated OSH issues through Outcome 2.2: “Health and safety, and action against HIV/AIDS, are promoted in the workplace”.

In 2017, the ILO provided technical and financial support to the Government of Cameroon for the development of a training programme for OSH actors in Cameroon. It aims to contribute to the incorporation of ILO OSH standards into the legal texts in force in Cameroon, as well as to their application in enterprises and workplaces. The programme covers two areas: training for labour inspectors and training for members of health and safety committees and occupational health and safety committees. The programme was developed with a view to harmonizing the approaches to training national actors in OSH by setting out the minimum compulsory content for all health and safety committees and occupational health and safety committees and labour inspectors throughout the country.

Between 2016 and 2017, the ILO provided MINPMEESA with technical and financial support to perform six diagnostic studies⁸ on the formalization of enterprises and their workers. The results of these studies led to the creation of a roadmap on the formalization of enterprises and their workers for 2018–2022. This document is structured around seven priority areas that will guide the measures to bring about the transition to a formal economy in Cameroon: (1) registration; (2) taxation; (3) access to social security; (4) access to financing; (5) enterprise development and productivity; (6) access to public and private markets; and (7) awareness-raising and access to information. Strategic area 3 (access to social security) has the principle aim of introducing compulsory membership of a social protection scheme suited to beneficiary capacities, and ensuring that such schemes are accessible. Activities related to achieving the various results will be implemented with the participation of various social security stakeholders: ministries (MINTSS, MINSANTE and MINFI), the CNPS, civil society and social partners, among others.

8 The reports on these studies can be consulted on the following website: https://www.ilo.org/addisababa/about-us/offices/yaounde/facet/lang--fr/index.htm?facetcriteria=TYP=Publication&facetdynamlist=WCMS_222350.



▶ 4. Initiatives to improve safe and healthy working environments in MSMEs

The Kaizen project: optimize working conditions to improve productivity

Since 2015, the Japan International Cooperation Agency (JICA) has supported MINPMEESA with the implementation of the Kaizen project⁹ on quality and productivity improvement for MSMEs. This technical cooperation project chiefly aims to strengthen the delivery capacity of business support services.

The Kaizen method is based on the application of the “5S”, namely:

1. *Seiri* (sort): select what is useful and remove what is not useful (including movements and travel).
2. *Seiton* (straighten): arrange and categorize all materials/elements useful for performing the work.
3. *Seiso* (shine): clean, repair.
4. *Seiketsu* (standardize): standardize the 5S system across all establishment departments and units.
5. *Shitsuke* (sustain): apply the four operations above and maintain them over time.

The permanent application of the 5S system optimizes working conditions by controlling workplace organization. It is associated with a significant reduction in untidiness, loss of work tools and equipment, damage to equipment, and a reduction in work-related accidents.

Between 2015 and 2017, the Kaizen project trained nearly 40 consultants (from both the public and private sectors) in the Kaizen method in Yaoundé and Douala. These consultants then delivered training sessions in nearly 62 enterprises in various business sectors (food, metal processing, construction, wood processing, textile, hospitality, medical and cleaning, among others) in Douala and Yaoundé, in partnership with the APME. In 2019, the project launched a call for applications to recruit 115 Kaizen consultants to be trained in five cities in Cameroon (Yaoundé, Douala, Kribi, Bafoussam and Bamenda).¹⁰ There are also plans to train 20 consultants in advanced Kaizen methods and 20 consultants in business management in 2020.

Discussions with the various participants in the Kaizen project and visits to the workplaces of beneficiary enterprises have demonstrated its positive effects, in terms of working conditions and OSH practices in MSMEs. On the one hand, training in the 5S method has – by optimizing the organization of workspaces – enabled enterprises to improve working time, with positive effects on the health and safety of workers. On the other hand, the introduction of Kaizen quality committees within MSMEs has provided a framework for consultation in which employees can take the lead in identifying ways of improving practices, including in relation to OSH.

The enterprises that have effectively implemented the Kaizen/5S method have not only improved their OSH management practices, but also made gains in terms of productivity and profitability.

⁹ In Japanese, the term “kaizen” means “improvement”.

¹⁰ Given the security situation in the North West and South West regions, it was decided to hold the Bamenda session of kaizen consultant training in Douala in January and February 2020.



Since its launch, the project has had a multiplier effect. Indeed, the consultants trained generally go on to provide support for MSMEs through Kaizen/5S training as part of private consultation services. Through the project, a scheme has been set up to reward or recognize the efforts of those involved. In certain enterprises, awards are given to employees for their individual performance, including in relation to the completion of work and observance of the safety instructions. The best enterprises are also selected to participate in regional Kaizen events, with prizes being awarded. It was in this context that two Cameroonian MSMEs participated in the 2017 Kaizen Awards in South Africa. A platform for discussing and sharing experiences has also been set up, with almost 150 members as of February 2019.

The Start and Improve Your Business (SIYB) programme

Start and Improve Your Business (SIYB) is a management training programme, the main aim of which is to develop small enterprises in order to encourage the creation of better jobs for men and women. The programme has four separate packages: (1) generate your business idea (GYB); (2) start your business (SYB); (3) improve your business (IYB); and (4) expand your business (EYB).

The SIYB training package recognizes OSH as a factor that contributes to the productivity of employees. It therefore provides information regarding OSH in Part VI of the package, which is entitled “Workplace and productivity”. In addition, one section of the training is on “Preventing workplace-related accidents and illnesses”.

Since June 2016, the ILO has been collaborating with the Cameroon Employers’ Association (*Groupement Inter-Patronal du Cameroun, GICAM*) on a technical cooperation project to build capacities. The aim is to assist GICAM in developing services specifically aimed at women in relation to the creation, promotion and monitoring of small enterprises.

The technical and financial support provided by the Office has, among other things, made it possible to provide entrepreneurship training for more than 1,000 women, set up a network of SIYB trainers and establish a network of women entrepreneurs in Cameroon.¹¹

The SIYB programme with GICAM is now experiencing a multiplier effect. Indeed, the people trained now act as personal consultants for many women seeking to develop their professional activities. In addition, the Cameroon Women Entrepreneurs Network (CWEN) provides support to other women seeking to start a business. The SIYB programme has also made it possible to set up a women’s entrepreneurship committee within GICAM.

Furthermore, participation in the SIYB programme has allowed numerous women to start the process of formalizing their businesses.

Since 2017, the SIYB methodology has been incorporated by the International Labour Office into the Programme for the Promotion of Youth Agropastoral Entrepreneurship (*Programme de Promotion de l’Entreprenariat Agropastoral des Jeunes, PEA-Jeunes*).¹² This programme, which is financed by the International Fund for Agricultural Development (IFAD), aims to support the creation and development of agropastoral enterprises for young men and women aged between 18 and 35 years old.

¹¹ More specifically, almost 365 women (heads of enterprises) have been trained on the SIYB tool, more than 200 of whom have successfully developed their business activities (start-up, diversification of activities, growth of turnover, and so on). Nearly 1,000 women have participated in capacity-building activities organized by GICAM in the context of MSME promotion. Fourteen SIYB trainers now form part of a network to support and guide enterprise development. In addition, the Cameroon Women Entrepreneurs Network (CWEN) was set up in 2015.

¹² See: <http://www.pea-jeunes.org/index/index.php/fr/>.



► Example of improvement in working conditions through the Kaizen method

Nody Bois is a carpentry enterprise that was founded in May 1998. The enterprise is based in Yaoundé and currently has 24 employees (9 salaried employees and 15 pieceworkers).

The enterprise was part of the first wave of MSMEs to benefit from Kaizen training in 2016.

Training in the 5S method has improved the organization of activities and workspaces, which has led to the optimization of working time, a reduction in work-related accidents and significant productivity gains. A quality committee has also been set up, enabling a general evaluation of enterprise practices each month with a view to making improvements whenever issues are identified.

In addition, the employer confirms that the Kaizen method has improved workers participation in the management of the enterprise, including in relation to OSH.

The measures introduced following Kaizen training have included, among other things:

- ▶ reorganization of the workspaces;
- ▶ production and display of signage showing hazards and safety instructions;
- ▶ creation of work contracts for workers;
- ▶ introduction of measures to prevent risks and work-related accidents (such as fire extinguishers and safety devices on machinery);
- ▶ introduction of procedures for tidying and cleaning workstations and workplaces.

Work environment at Nody Bois before and after participating in the Kaizen project

Before:



After:





Implementing the SIYB programme within PEA-Jeunes has generated the following results:

- ▶ 36 SIYB-certified business advisers; and
- ▶ 40 facilitators trained in use of the GYB tool;
- ▶ 1,500 young agropastoral entrepreneurs (approximately 30 per cent of whom are women) trained in 2018, and 700 in 2017 (ILO, 2018).

Generally speaking, implementation of the SIYB programme in Cameroon has encountered several obstacles. The first challenge involves reaching women project promoters. Indeed, questioning the men and women SIYB trainers at GICAM revealed that many of the women participants were working in the informal sector. This led to difficulties in organizing and monitoring workplaces, as these are not generally fixed. The second obstacle is linked to the challenges encountered by beneficiaries in effectively implementing the SIYB tools within enterprises, as women heads of enterprises are used to their own traditional management practices.

It should also be noted that the primary aim of the SIYB programme was to provide women MSMEs promoters participating in the various training components with the tools needed to set up, develop and expand their businesses. With this in mind, emphasis was placed on elements such as the management of human resources, stock management, accounting and so on, while issues relating to OSH seem to have been somewhat neglected during training. As a result, it is difficult to quantify the direct and indirect benefits of SIYB training in terms of improving working conditions and promoting OSH.

The extension of social security schemes to MSMEs

Coverage by the social security system has for a long time remained marginal in MSMEs and the informal economy in Cameroon. In 2016, the Government made a commitment to improve MSMEs access to social benefits. On 10 November 2016, a memorandum of understanding was thereby signed by the CNPS and the APME to incorporate those working in MSMEs and their families into the social protection system.¹³

In the context of this agreement, the APME made a commitment to encourage MSMEs to comply with their legal obligations in relation to social protection. The objective was to ensure that around 25,000 MSMEs have access to the social security services offered by the CNPS (family, old age, disability and death benefit, and compensation for occupational risks) by 2020. For its part, the CNPS will raise awareness within MSMEs regarding social protection for workers and their families. It will also support enterprises in this category to develop their processes for managing human capital. To facilitate implementation of the agreement, the CNPS has also committed to introducing a platform for discussion and advice on occupational risk prevention within MSMEs.

Workplace initiatives to combat AIDS, tuberculosis and malaria targeting MSMEs

In 2006, GICAM launched, alongside other private-sector organizations, an initiative aimed at combating three pandemics (HIV/AIDS, tuberculosis and malaria) in the workplace. This led to the founding of the Business Community Coalition against AIDS, Tuberculosis and Malaria (*Coalition de la Communauté des Affaires contre le SIDA, la Tuberculose et le Paludisme*, CCA-SIDA, better known as

¹³ The agreement was signed for a provisional period of one year, with the option of renewal by both bodies following joint evaluation. See: <https://www.cnps.cm/index.php/fr/a-propos/item/1809-developpement-des-pme-et-pmi-accord-majuscule-entre-la-cnps-et-l-apme>.



CCA-Santé), the core missions of which are to tackle these three pandemics. The activities carried out by this organization target MSMEs as a priority and aim to improve the support provided to patients, as well as limit the spread of the diseases.

The main achievements of CCA-Santé between 2007 and 2017 are summarized overleaf in Table 2.

▶ Table 2. Summary of measures carried out by CCA-Santé in SMEs as part of the fight against HIV and malaria (2007-2017) ¹⁴			
Area	Testing	Capacity-building/support	Distribution of resources
HIV/AIDS¹⁵	10,542 persons tested, with 220 positive cases	<ul style="list-style-type: none"> ▶ 22 care providers, 146 peer educators and 75 focal points given training on HIV/AIDS issues ▶ 62 managing directors of MSMEs educated on HIV/AIDS, 76 educational forums organized for MSMEs ▶ HIV/AIDS committees introduced in SMEs ▶ 27 HIV/AIDS action plans drafted and implemented 	<ul style="list-style-type: none"> ▶ 20,000 male and female condoms distributed in MSMEs
Malaria	6,869 workers tested, with 2,096 positive cases	<ul style="list-style-type: none"> ▶ Over 100 MSMEs targeted with information to raise awareness regarding malaria in the workplace ▶ 350 peer educators trained in 80 MSMEs and 10 large enterprises ▶ 42 care providers retrained on treating malaria in line with the new directives of the national malaria programme ▶ 75 educational fora organized in MSMEs ▶ participation in 4 World Malaria Days with more than 16,000 workers and families mobilized 	<ul style="list-style-type: none"> ▶ 280 mosquito nets distributed to workers and 8,755 to community members ▶ 4,496 simple malaria treatment kits distributed ▶ 1,950 rapid diagnostic test kits distributed at no cost in aid of workers in company medical clinics (2016)

Since 2017, CCA-Santé has incorporated efforts to combat viral hepatitis into its portfolio of activities. To this end, it organized a symposium on promoting the health of workers, with the theme of improving the prevention and treatment of viral hepatitis. The event was attended by 84 participants from 41 enterprises and led to the formulation of several recommendations to the Ministry of Public Health, occupational health physicians in company medical clinics and CCA-Santé.

Some difficulties have been encountered in the implementation of activities within MSMEs and the informal economy, notably due to the financial fragility of the establishments concerned and a lack

¹⁴ Source: CCA-Santé activity report, 2017.

¹⁵ CCA-Santé received technical and financial support from the International Labour Office under the VCT@WORK initiative. This support notably enabled testing of workers from SMEs and the informal economy.



of interest in initiatives to combat HIV/AIDS, malaria and tuberculosis, especially where events were free for participants. In addition, in February 2017 the ExxonMobil Foundation – CCA-Santé's main backer – decided to cease funding the organization. Since then there has been a drastic reduction in activities for MSMEs due to a lack of financial resources. As a result, the organization has reoriented its activities towards large enterprises. The Permanent Secretary of CCA-Santé has stressed that the loss of funding has largely limited activities to those that take place on an occasional basis. Large enterprises are chiefly involved in media events such as those to mark international days (World AIDS Day and World Malaria Day, among others).

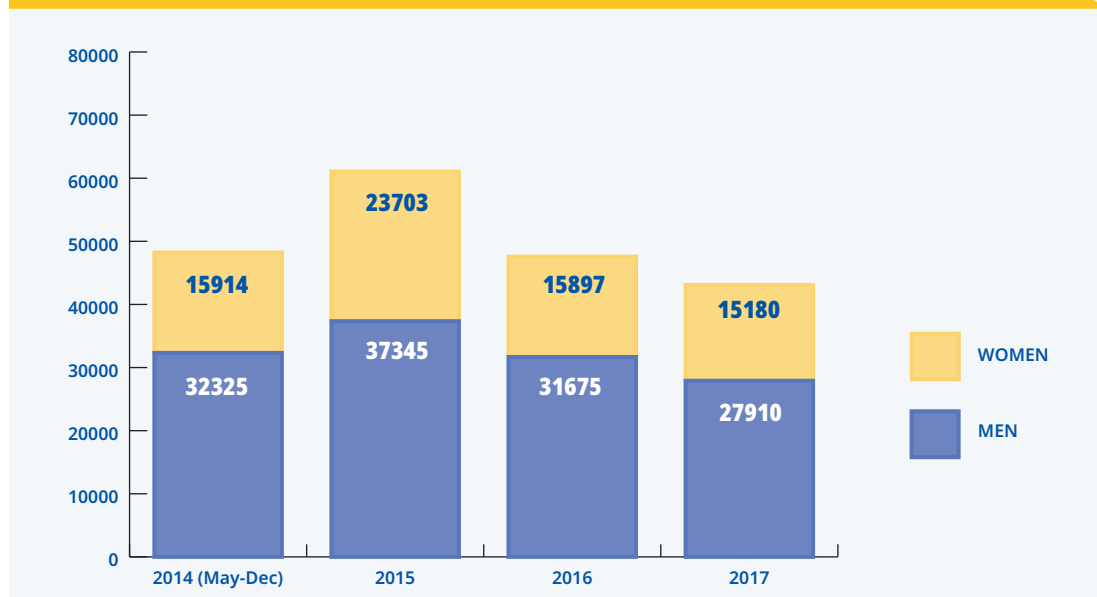
The VCT@WORK initiative

In application of the provisions of the ILO Recommendation concerning HIV and AIDS and the World of Work, 2010 (No. 200), the VCT@WORK (Voluntary Counselling and Testing at Work) initiative was launched in Cameroon in 2014 as part of a technical cooperation project by the International Labour Office, MINTSS and the National AIDS Control Committee (*Comité national de lutte contre le Sida, CNLS*).

Initially rolled out to large enterprises in Cameroon, the initiative has rapidly been extended to MSMEs as well as to the informal economy.

Between 2014 and 2017 the implementation of VCT@WORK has enabled around 199,949 persons to be tested in the workplace, 4,332 of whom tested positive.¹⁶

► Figure 2. Number of persons tested under the VCT@WORK initiative in Cameroon, 2014–2017 (ILO 2017)



¹⁶ The results of the first phase of implementation of the VCT@WORK initiative (2014–2015) have made it possible to identify sectors of activity at particular risk due to the high HIV prevalence rate in relation to the national average. They are agribusiness (7.7 per cent), construction (6.04 per cent) and logging (4.10 per cent). These sectors were therefore made priority targets in the 2014–2017 and 2018–2022 national strategic plans.



www.cnls.cm ©

In addition to voluntary testing in the workplace, the International Labour Organization has also supported various measures to prevent the spread of HIV/AIDS in the workplace, such as the production and distribution of communication materials (brochures and posters, for example), and campaigns to encourage workers to find out their HIV status.

Eleven company medical centres have been set up within AIDS treatment units to improve workers' access to medical care.

Work by the International Labour Office as part of the VCT@WORK initiative has also helped integrate efforts to combat HIV/AIDS in the workplace into the activities of enterprise occupational health and safety committees. In this way, the issue has been incorporated into the training manual for health and safety committees and occupational health and safety committees developed with support from the Office.

In relation to this initiative, there are several challenges relating specifically to MSMEs and the informal economy. On the one hand, efforts to combat HIV/AIDS in the workplace have not been automatically incorporated into the healthcare package made available to workers within enterprises. On the other hand, the HIV/AIDS committees set up have not been included in the formal groups within enterprises. Furthermore, in the informal economy it has been especially difficult for mobile units to carry out testing in the field (in marketplaces, shops or streets, for example) as workers do not have a fixed workplace where they can easily be found. Efforts to overcome these challenges have involved – in addition to the partnership with the CNLS – establishing links with the various actors involved in the fight against HIV/AIDS, including civil society organizations.



Promoting corporate social responsibility among MSMEs

Cameroon's membership of the Economic Partnership Agreements (EPAs) between the European Union (EU) and African, Caribbean and Pacific (ACP) countries has led to increased interest in corporate social responsibility (CSR), including within MSMEs. The purpose of the EPAs is to develop free trade between the EU and ACP countries. In this context, enterprises in ACP countries – in this case Cameroon – are required to align with the requirements of recipient countries, notably in terms of environmental protection and the promotion of decent work.¹⁷

In 2017, MINPMEESA adopted a programme to promote CSR within MSMEs. In July 2017, MINPMEESA launched a platform for national dialogue on public CSR policies in Cameroon, with the participation of several groups of stakeholders (the authorities, parastatal establishments, the private sector, universities, employers' and workers' organizations and civil society). Following several sessions, the CSR programme was adopted¹⁸ with the long-term aim of incorporating a CSR label into MSME practices, notably to make them more competitive on an international scale. Its implementation should help make CSR practices more widespread within Cameroonian MSMEs across all sectors of activity. The programme also aims to strengthen the promotion of OSH and social protection in MSMEs, irrespective of the sector of economic activity.

Professional events to promote OSH

In the past few years Cameroon has hosted several regional meetings for OSH specialists. Major events have included:

- ▶ **Congress of the Cameroon Society for Occupational Safety and Health** (*Congrès de la Société camerounaise de sécurité et santé au travail, COSST*). This is a scientific event organized every three years by the Cameroon Society for Occupational Safety and Health. Through the subjects it addresses, COSST contributes to research into solutions at all levels (within the Government and among enterprises) to improve the promotion of decent work and OSH. In particular, the Congress enables enterprises of different sizes from a range of business sectors to share their experiences regarding OSH practices, including the challenges they face.
- ▶ **Yaoundé Workshops on the Management of Occupational Risks in Agriculture** (*Ateliers de Yaoundé sur la prévention des risques professionnels en agriculture, AGERPA*). It is one of the regional events set up by the Inter-Africaine de Prévention des Risques Professionnels (Inter-African Association for the Prevention of Occupational Risks) (IAPRP)¹⁹ to promote capacity-building and the sharing of experiences among actors in the various areas associated with OSH. Each meeting is organized by the national social security bodies of the IAPRP member countries, with the support of other bodies such as the International Labour Organization. AGERPA is intended to promote the prevention of occupational risks and the protection of the environment as factors that can improve productivity in agricultural and forestry activities. Two events took place in 2011 and 2018. The recommendations made at the first event contributed, for example, to the revision

17 The EPAs have been in force in Cameroon since 2016, following the adoption of Decree 2016/367 of 3 August 2016 on the rules of origin and the methods of administrative cooperation applicable to European Union goods under the stepping-stone Economic Partnership Agreement.

18 The recommendations formulated in the context of the national dialogue platform were being finalized by MINTSS, MINPMEESA and the Ministry of Environment, Nature Protection and Sustainable Development (MINEPDED) when the surveys for this study were being conducted.

19 See: <https://www.iaprp.org/>.



of the lists in the tables of occupational diseases in Cameroon to take into account emerging diseases (such as musculoskeletal disorders and post-traumatic stress).

- ▶ **Regional Forum for Littoral Occupational Health and Safety Committees** (*Forum régional des comités de sécurité et santé au travail du Littoral, FORELI'CSST*). It is an event organized by the Health, Safety and Environment Assistance (Assistance Sécurité Santé Environnement, ASSE) consultancy in Cameroon, in collaboration with the Littoral region MINTSS delegation. It is a space for exchanges between the various actors involved in OSH, including trade unions, health and safety committee and occupational health and safety committee members, and MINTSS labour inspectors. The event encourages OSH actors to share their experiences with a view to improving OSH knowledge and practices within enterprises.

All these events contribute to strengthening the promotion of decent work and OSH through recommendations that are addressed to governments and their technical and financial partners, as well as to employers' and workers' organizations.





5. Conclusion

OSH is a determining factor in the productivity and competitiveness of any enterprise, regardless of its size or sector of activity. OSH continues to be largely ignored in MSMEs, particularly those in developing countries.

In Cameroon, despite the efforts already made to promote OSH in MSMEs, improving working conditions in these enterprises remains one of the challenges with regard to the promotion of decent work. Table 3 summarizes the current framework for OSH promotion in MSMEs in Cameroon based on a SWOT analysis. In spite of the efforts already undertaken within the general framework of the application of OSH standards, a great deal remains to be done to guarantee workers in MSMEs effective access to safe and decent working conditions.

On the one hand, the current political and legal OSH framework is obsolete and has numerous gaps, which means that the specific challenges and issues surrounding the promotion of OSH in MSMEs have not been fully considered.

On the other hand, a lack of resources (financial, material and human) at all levels (in the Government and among social partners and enterprises) reduces the capacity of the actors concerned to take action. This situation is reflected in the limited development of activities to support MSMEs (such as advisory services, inspection, monitoring, training and capacity-building) in compliance with the standards in force. The labour inspectors and assessors interviewed confirm that they do not always have sufficient technical capacity to intervene in the specific context of MSMEs, which is sometimes reflected in a lack of OSH measures in the workplace. At the same time, the precarious financial position of MSMEs considerably restricts investment in OSH (through the acquisition of equipment and tools, the introduction of collective protective measures, or personnel training, among other things), with measures chiefly focused on the purchase of a few items of personal protective equipment (PPE).

In short, workers in Cameroonian MSMEs are performing their jobs in risky environments and working conditions. Production and profit-making are prioritized in a context in which enterprises are struggling to survive. A significant number of enterprises are also operating in the informal sector, which means that their workers do not benefit from the advantages conferred by national OSH standards (such as social coverage, a work contract and protection against dismissal).

In 2017, Cameroon adopted, under the auspices of MINPMEESA, a national roadmap on the formalization of enterprises and their workers (2018–2022). One of its priorities is to make it easier for workers in MSMEs and the informal economy to access the general social security system. However, this roadmap gives limited coverage to the specific challenges associated with OSH; the issues regarding the improvement of working conditions in MSMEs should therefore be included when it is revised or updated.

Given the huge contributions made by MSMEs to job creation and income generation in Cameroon, special attention should be paid to the working conditions in such enterprises. To this end several measures could be envisaged to strengthen the promotion of OSH in Cameroonian MSMEs, with the involvement and participation of all actors working in MSMEs or in the field of OSH. For example, at the governmental level, one of the priorities that emerges from this study is strengthening the workforce and the technical capacities of personnel in the authorities and organizations responsible for OSH.

The number of personnel (labour inspectors and assessors, among others) currently mobilized in the public organizations and authorities responsible for OSH (MINTSS, the decentralized technical departments and the CNPS) is insufficient to ensure effective coverage of all enterprises. It is also vital to build up the capacity of personnel with regard to OSH, notably on how to intervene effectively in MSMEs. With this in mind, MINTSS should issue an appeal to ensure that authorities and organizations dealing with MSMEs (MINPMEESA, the APME, the CFCEs, and so on) also recruit staff with OSH training to support project promoters. In addition, the Government needs to facilitate OSH capacity-building for the personnel concerned.



► Table 3. Summary of SWOT analysis of mechanisms for OSH promotion in MSMEs in Cameroon

Strengths	Weaknesses
<ul style="list-style-type: none"> ► Strong commitment from State to give MSMEs (including in the industrial sector) an opportunity to generate decent, paid employment ► Existence of legal and institutional framework regarding OSH ► Development of training programme for national OSH actors 	<ul style="list-style-type: none"> ► State/Government ► Gaps in political and legal framework governing OSH ► Gaps in financial resources allocated to OSH ► Limited numbers and capacities of actors (labour inspectors, assessors, etc.) ► Gaps in MSMEs inspection/monitoring in terms of OSH ► Lack of specific instruments/programmes/strategies for the promotion of OSH in MSMEs ► Poor incorporation of OSH issues into initiatives to develop and support MSMEs ► Employers' and workers' organizations ► Lack of resources to take action on OSH ► Poor incorporation of OSH into activities carried out ► Employers/enterprises ► Lack of investment in OSH ► Lack of human resources with OSH qualifications and skills ► Unstructured management of OSH (lack of policy or procedures, health and safety committees/occupational health and safety committees, and occupational health services) ► Poor coverage of employees against risks and diseases ► Poor understanding of national OSH standards ► Workers ► Poor understanding of national OSH standards ► Lack of training (general and OSH training) ► Under-reporting of work-related accidents and problems
Opportunities	Threats
<ul style="list-style-type: none"> ► Revision of OSH instruments ► Development of national OSH policy ► Commitment to process of formalizing enterprises ► Increase in number of people/specialists trained in OSH ► Development of OSH networks (conferences, seminars, etc.) with high participation from MSMEs ► Development of OSH research ► General increase in awareness regarding contribution of OSH to MSME productivity ► Existence of large enterprises that can support initiatives to promote OSH in MSMEs ► Engagement of international organizations ► Improvements in access to telecommunications, information and communications tools (ICT) 	<ul style="list-style-type: none"> ► Informality/inaccessibility of MSMEs ► Reluctance/distrust of employers with regard to official state OSH services ► Corruption and poor governance ► Non-ratification of framework Conventions on OSH (C155, C187 and C161) ► The ILO ► Poor implementation of tools developed by the ILO and other organizations specifically designed to promote OSH in MSMEs and the informal economy (WIND, WISE, WISCON, etc.) ► Political instability



Local councils could also contribute to improving the promotion of OSH in MSMEs through the enterprise inspection activities carried out by health and sanitation departments, capitalizing on their proximity to enterprises as part of activities to check and monitor the application of OSH standards in the workplace. To do this, these departments need to be given a comprehensive role, instead of remaining limited to simple tasks, such as checking that devices such as extinguishers and first-aid kits are in place. The capacities of the officers in these departments should also be strengthened to enable them to effectively advise employers in relation to OSH matters.

Regarding labour inspections, special attention should be given to activities that raise awareness and inform employers about existing national standards, as well as the services offered by the competent authorities to help MSME employers comply with them. Inspections should also be performed regularly, rather than on an occasional basis, as is currently the case.

Another initiative that could be implemented at governmental level would consist of creating incentives for the promotion of OSH in MSMEs, as there are currently no real initiatives to encourage MSMEs to promote OSH in the workplace. The inadequate involvement of employers in this respect is partly linked to their precarious financial situation, which limits OSH investments. Subsidies could be allocated to MSMEs wishing to improve their OSH practices, for example by purchasing equipment and tools, installing collective protective measures (such as a dust collection and extraction systems, or sound-proofing) or providing training or capacity-building for workers (such as placements or seminars).

Tax incentives (such as tax exemptions or reductions) could also be adopted to encourage MSME owners to invest in OSH. It should be noted that these types of provisions have been in place since 2013 in relation to environmental protection.²⁰

Prizes and other awards could be instituted and given to enterprises and individuals working to improve working conditions in MSMEs. This could be organized at the national level, by region or by economic activity sector.

The Government could also consider, for example, expanding the CSR promotion programme developed by MINPMEESA, or encouraging the private sector to participate in OSH promotion initiatives.

With the support of social partners, the Government could promote measures to introduce and revitalize health and safety committees and occupational health and safety committees in MSMEs. Social partners, for their part, could incorporate OSH into the activities they run for their members.

Employers' organizations can also play a wider role in promoting OSH in MSMEs. They should develop mechanisms to promote OSH within member enterprises and, above all, encourage large enterprises to support those with fewer resources. These initiatives could be organized by activity sector through, for example, codes of best practice, repositories or directives on OSH management (for agriculture, the timber industry, construction, health and sanitation, and so on).

Large enterprises could also contribute to strengthening OSH capacities within MSMEs, for example by allowing OSH officers to undertake placements on their premises to take advantage of the experience and know-how of these enterprises in this domain.

Workers' organizations should also incorporate OSH issues to a greater extent in their activities. They should contribute to improving understanding of national OSH standards among workers by providing information and raising awareness regarding the existing texts, and by making the texts available to a wider audience. They should also participate in efforts to revitalize health and safety committees and occupational health and safety committees through measures to build up capacities and monitor their activities.

²⁰ The Government passed Law 2013/004 of 18 April 2013 setting out private investment incentives in the Republic of Cameroon. The text makes provision for specific incentives in priority areas, including pollution control and environmental protection; research and development, and the promotion and transfer of innovative technologies; and employment promotion and vocational training. The incentives planned by the Government include exemption from value-added tax (VAT) and the temporary special admission of industrial equipment and supplies likely to be re-exported, among others.



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▶ Annex 1. List of key informants

Name	Institution	Position	City
BENDZI Michel	APME	Director	Yaoundé
Dr MONDO Mathias	APME	Technical adviser	Yaoundé
Felix Tonny Ghislain OUNDI	BC-PME	Agency manager	Yaoundé
Dider IBEL	CCA-Santé	Permanent secretary	Douala
DASSI Emilie	CCIMA	SAEFOP	Yaoundé
ELLA MBA Jean Bart	CSAC	Secretary E / OU/PFSST	Yaoundé
Mme MOUNEWO NDJODON Danielle Reine	DRTSS/C	Head of Regional OSH Service	Yaoundé
ZE ABONDO Kattel	DRTSS/C	Head of OSH Unit	Yaoundé
Pamphile NTANGA	FECAPROBOIS	Assistant Secretary-general	Yaoundé
MANDENGUE D Laure	GICAM	Head of Legal and Tax Department	Douala
Mdé NDI MBERE	GICAM	Head of Centre / CDPME	Douala
Armelle SAMNICK	GICAM	Project Manager / CDPME	Douala
Hélène MAPOKO	GIPA	Carpenters' Representative	Yaoundé
BATCHABI Dramane	ILO	Social Protection Specialist	Yaoundé
Dr KEMMEGNE Joseph	ILO	Point Focal VIH	Yaoundé
LASSINA Traoré	ILO	ACT/EMP Specialist	Yaoundé
Marinna NYAMELYE	ILO	ACTRAV Specialist	Yaoundé
PES Roberto	ILO	Enterprise Specialist	Yaoundé
KEMAWOU FOTABONG Isidore	KAIZEN Consulting and Services	Consultant KAIZEN	Douala
MBANGA NYA Leonel	LEWAT HOTEL	Operations manager / Consultant KAIZEN	Douala
Mme ZE Patricia	MINPMEESA	SDRC/DPME	Yaoundé
Dr KAPTUE Joseph- Silvère	SCSST	Secretary general	Douala
NDOUGA André Jules	Syndicat STIEPS	President	Yaoundé



► Annex 2. List of interviews as part of the survey

Respondents	Name / Type of Enterprise	Size	City / Region
1 employer 17 employees	Établissement Tous Travaux (ETT) Construction and public works	Medium	Yaounde
1 employer 11 employees	Société Générale de Construction (SGC) Construction and public works	Medium	Yaounde
1 employer 57 employees	BUNS Sarl Construction and public works	Medium	Yaounde
5 employees	Pascal Bois Wood workshop	Small	Yaounde
1 employer 9 employees	Sté Ndi Nkemtsa & Fils Construction and public works	Small	Yaounde
1 employer 11 employees	Wembe Bois Wood workshop	Small	Yaounde
1 employer 5 employees	Centre de Formation Technique Monastère des Bénédictins du Mont Fébé (CFTM) Wood workshop	Small	Yaounde
1 employer 4 employees	Wood workshop	Micro	Douala
1 employer 2 employees	Actifs du Bois Wood workshop	Micro	Douala
1 employer 4 employees	JS Decor Wood workshop	Micro	Yaounde
1 employer 3 employees	Ets La Manche Wood workshop	Micro	Yaounde
4 employees	Ets l'Artisan Wood workshop	Micro	Douala
1 employer 4 employees	Ets Xavier Menuiserie Générale Wood workshop	Micro	Douala
1 employer 2 employees	Ets ESS & Frères Wood workshop	Micro	Douala
2 employees	Wood industry Wood workshop	Micro	Yaounde
1 employer 1 employee	Ets la Meublerie Wood workshop	Micro	Yaounde
1 employer	Ets la Reference Wood workshop	Micro	Yaounde



02

► The case of Colombia

Prepared by Renán Alfonso Rojas Gutiérrez

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Acronyms

ACOPI	<i>Asociación Colombiana de las Micro, Pequeñas y Medianas Empresas</i> (Colombian Association of Micro-, Small and Medium-sized Enterprises)
ANDI	<i>Asociación Nacional de Empresarios de Colombia</i> (National Employers Association of Colombia)
ARLs	<i>Administradoras de riesgos laborales</i> (Occupational risk administrators)
BANCOLDEX	<i>Banco de Comercio Exterior de Colombia</i> (Foreign Trade Bank of Colombia)
CCS	Consejo Colombiano de Seguridad Colombian Safety Council
CGT	Confederación general de trabajo de Colombia (General Confederation of Labour)
CTC	<i>Confederación de Trabajadores de Colombia</i> (Confederation of Workers of Colombia)
CUT	<i>Central Unitaria de Trabajadores de Colombia</i> (Single Confederation of Workers of Colombia)
CNRL	<i>Consejo Nacional de Riesgos Laborales</i> (National Council on Occupational Risks)
CNSO	<i>Comité Nacional de Salud Ocupacional</i> (National Occupational Health Committee)
DANE	<i>Departamento Administrativo Nacional de Estadísticas</i> (National Administrative Department of Statistics)
DNP	<i>Departamento Nacional De Planeación</i> (National Planning Department)
DTRL	<i>Dirección Técnica de Riesgos Laborales</i> (Technical Directorate for Occupational Risks)
FNC	Federación Nacional de Cafeteros de Colombia (Colombian Coffee Growers Federation)
GDP	Gross Domestic Product
GEIH	<i>Gran Encuesta Integrada de Hogares</i> (Integrated Household Survey)
GIRE	<i>Gestión Integral de Riesgos Empresariales</i> (Comprehensive Business Risk Management)
MSMEs	Micro-, Small and Medium-sized enterprises
OSH	Occupational Safety and Health
OSH-MS	Occupational Safety and Health Management System
RUC	<i>Registro Uniforme de Evaluación al Sistema de Seguridad, Salud en el Trabajo y Ambiente para Contratistas</i> (Uniform Register for the Evaluation of the System of Safety, Occupational Health and Environment for Contracting Entities)
RUES	<i>Registro Único Empresarial y Social</i> (Single Business and Social Register)
RUT	<i>Registro Unico Tributario</i> (Single Tax Register)
SENA	<i>Servicio Nacional de Aprendizaje</i> (National Training Service)
SMEs	Small and Medium-sized Enterprises
SMMLV	<i>Salario Mínimo Mensual Legal Vigente</i> (Legal minimum monthly wage in force)






► 1. Background: MSMEs in Colombia

National definition of MSMEs

An MSME is defined, for all intents and purposes, as any rural or urban commercial business unit set up by a natural or legal person, which meets all the criteria shown in Table 4 hereunder (ACOPI, 2018b).

► **Table 4. Classification of MSMEs in Colombia²²**

	Size	Number of workers	Total assets in SMMLV ²²
	Micro	< 10	< 500 SMMLV (~ USD 134,000)
	Small	11 – 50	501 – 5,000 SMMLV (~ USD 134,268 – 1,340,000)
	Medium	51 – 200	5.001 – 30,000 SMMLV (~ USD 1,340,268 – 8,040,000)

The role of MSMEs in the national economy

According to the Single Business and Social Register (*Registro Único Empresarial y Social, RUES*) maintained by Confecamaras, there are 1,474,410 formally registered enterprises in Colombia, of which 570,247 generate formal employment. Some 99 per cent of them are MSMEs, accounting for 71.4 per cent of formal employment. Large enterprises make up just 1 per cent of them and provide 28.6 per cent of formal employment.

In addition, and as evidence of the share of micro-businesses or micro-entrepreneurs in Colombia's economy, the major integrated household survey (*Gran encuesta integrada de hogares, GEIH*) conducted by the National Administrative Department of Statistics (*Departamento Administrativo Nacional de Estadísticas, DANE*) in 2015 identified a total of 4.7 million micro-enterprises in the national total (DANE, 2016).

Figure 3 shows their distribution by economic activity. These figures bear out the enormous challenge facing the country in formalizing micro-enterprises and include those with up to 10 workers.

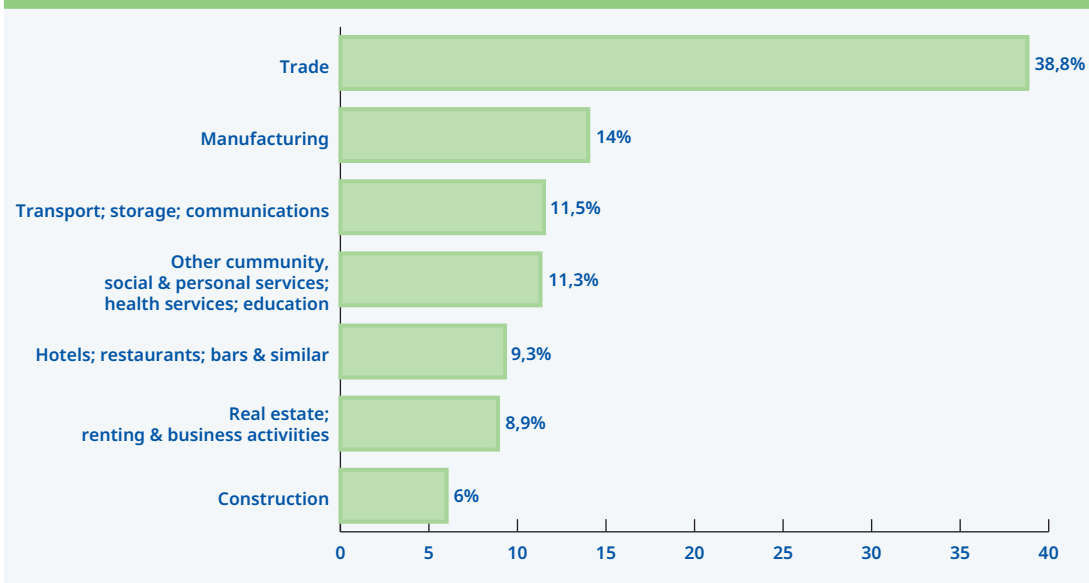
21 Source: <https://acopi.org.co/wp-content/uploads/2018/10/JAIRO-PULECIO.pdf>

22 SMMLV: Legal minimum monthly wage in force in 2019, 1 SMMLV is roughly equivalent to US\$268.

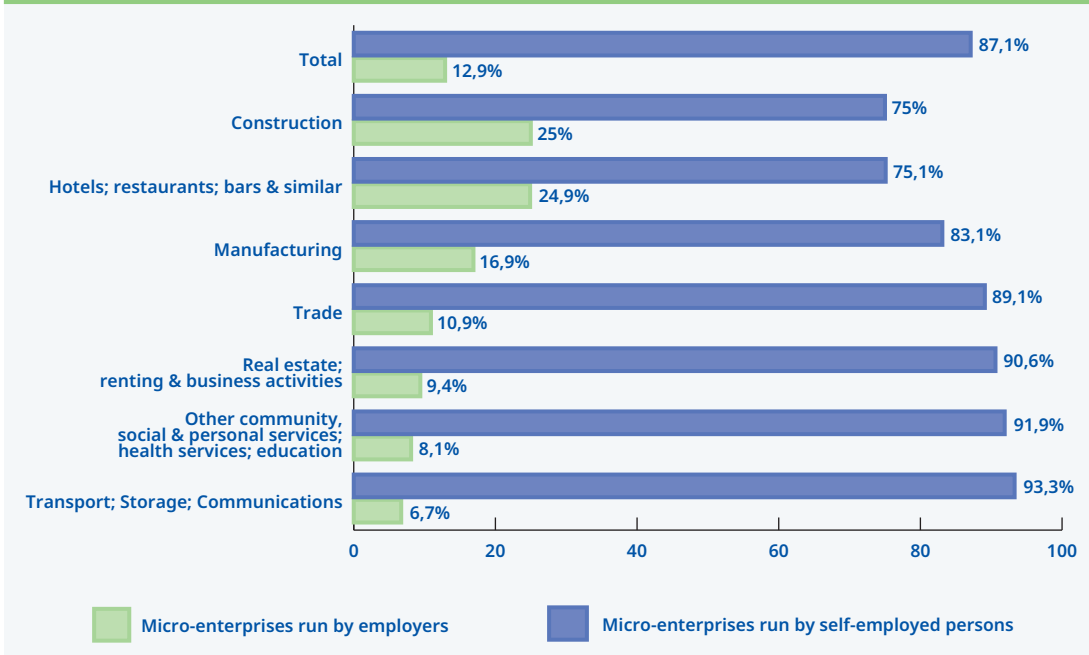


Two categories of economic units are identified, namely micro-enterprises run by employers and micro-businesses operated by self-employed persons. Figure 4 shows their distribution by economic activity.

► Figure 3. Percentage distribution of micro-enterprises by economic sector (National total 2015)²⁴



► Figure 4. Percentage distribution of micro-enterprises by employment: Situation of owner (National total 2015)²⁵



23 See: https://www.dane.gov.co/files/investigaciones/boletines/ech/micro/bol_micr_2015.pdf

24 See: https://www.dane.gov.co/files/investigaciones/boletines/ech/micro/bol_micr_2015.pdf



The MSMEs are concentrated in Bogotá, the capital of the Republic, as well as in Colombia's five most developed departments, namely Cundinamarca, Atlántico, Antioquia, Valle del Cauca and Santander. These areas account for roughly 66 per cent of this segment of the nation's production apparatus.

The four principal economic activities that account for 63.2 per cent of formal employment by MSMEs are: (1) administrative and support services; (2) wholesale and retail trade; (3) construction; and (4) manufacturing.

National context supporting MSMEs

For the Ministry of Labour, the problems facing MSMEs are related to factors such as the scant importance given to innovation and knowledge, ignorance of new business organization strategies, the family-business relationship, the absence of strategic alliances, excessive red tape, incapacity for work and absenteeism, and the need for greater job stability (MINTRABAJO 2018).

The National Government envisages the following potential solutions:

- ▶ formulating policies to promote MSMEs as well as productive and technological development policies;

- ▶ stepping up continuing education and training;

- ▶ improving coordination between existing programmes for MSMEs;

- ▶ improving coordination between the players;

- ▶ reducing red tape, establishing simplified procedures and incorporating MSMEs into producer networks or value chains; and

- ▶ other initiatives relating to the tax burden, occupational risks, and regulatory changes, among other things.

One major challenge facing the government and social partners relates to the formalization of MSMEs. Recent data shows that some three of every four enterprises are not registered either in the single tax register (*Registro único tributario*, RUT) or in the RUES. The high levels of informal business activity are having serious economic and social impacts, such as constraining the growth and productivity of enterprises and the economy, and limiting insurance coverage of workers under the social security system as well as coverage of occupational risks. The National Planning Department (*Departamento Nacional De Planeación*, DNP) estimates that Colombia's informal economy accounts for roughly 36 per cent of GDP. The policy brings together most of the efforts and measures that national governments have been deploying to strengthen and formalize micro-enterprises (DNP, 2019).

Governments have been striving over recent decades to promote the formalization of businesses in Colombia, although this has almost invariably been done in an isolated manner by the various entities, each one addressing a particular aspect of the formalization process.

In January 2019, the government therefore adopted the Business Formalization Policy, which establishes a conceptual framework governing formality. It will be attempt to improve cost-benefit assessments in order to incentivize enterprises to become formal, and implementation will be undertaken by the Ministries of Trade, Industry and Tourism, Labour, Health and Social Protection, the DNP and the DANE, among other bodies. Under the formalization plan the strategies are geared towards easing the regulatory burden so as to facilitate formalization, supporting enterprises such that they can realize the benefits of formalization, and also towards reinforcing systems of inspection, monitoring and control for the purposes of compliance with regulations (DPN, 2019).



2. The status of OSH in MSMEs

According to a report by the Ministry of Labour on trends in coverage under the general system of occupational risks, membership in the system increased from 7,498,418 in 2011 to 10,476,049 in 2018. This means that the social security system provides occupational risk cover for 46.5 per cent of the workforce, while the roughly 12 million people remaining are engaged in informal activities.²⁵

In 2018, some 645,135 events were classified as occupational accidents, the rate being 6.2 per 100; the number of occupational illnesses reported was 19,976, although only 10,437 were recognized for that year, putting the rate of formally classified occupational illnesses at 100 per 100,000. The rate of occupational accidents per 100 declined gradually from 7.7 in 2014 to 6.2 in 2018. For those same years, the rate of occupational illnesses fluctuated between 109 and 100. The number of reported fatalities caused by work-related accidents in 2018 was 856, while the number of fatalities classified as such was 563.

The discrepancies between what is reported and what is classified stem from the legal system, which makes it mandatory to report an event once it occurs. After an investigation, however, the event may or may not be classified as an occupational accident by the occupational risk administrators (*Administradoras de riesgos laborales*, ARLs) and subsequently by the incapacity classification committees when the decision of the ARLs is not accepted.

The sectors with the highest occupational accident rates nationwide for 2018 were mining and quarrying, with 12.92; agriculture, livestock farming, hunting and forestry, with a rate of 12.31; followed in third place by construction with 8.76 (MINTRABAJO, 2018).

So far, neither Ministry of Labour nor other official statistics allow for a breakdown by size of the enterprises in which accidents and illnesses occur.

The Colombian Association of Micro-, Small and Medium-sized Enterprises (*Asociación Colombiana de las Micro, Pequeñas y Medianas Empresas*, ACOPI) – the main business association bringing together and representing MSMEs – attaches great importance to OSH but finds that day-to-day concerns lead them to focus mainly on seeking solutions in the form of funding and, more generally, resources for their operations. The Association therefore believes that the State and the ARLs should find ways of financially support micro-enterprises to enable them to invest in risk control (ACOPI, 2018a).

Among the worker safety and health problems to be solved, business leaders point out the ways in which they are impacted by disability and absenteeism as well as enhanced job stability, all of which push up the costs associated with occupational accidents and illnesses. They also point to excessive red tape and the difficulty of meeting the minimum legal requirements under the occupational risk management system; they have therefore focused on trying to cut red tape and achieve greater flexibility in the requirements of the risk management system, this latter aim having been achieved in February 2019.

The principal obstacles encountered in OSH management in MSMEs include their scant interest in OSH issues, their lack of resources for implementing occupational risk control and monitoring, and the complexity of regulatory requirements. The upshot is an aversion on the part of these enterprises to the subject, to which they therefore devote little interest. Many employers consider the investment to be high, with no visible short-term return, or are not sure how to put a value on it. The very short lifespan of these enterprises also strongly impacts the effectiveness of the programme; they often disappear after two, three or four years at the most.²⁶

The complex mix of factors that negatively impact MSME operations in their struggle to survive as businesses shows why, despite recognizing the importance of OSH, they have other priorities in their business operations.

25 There are approximately 22.5 million employed people in Colombia (DANE, 2019)

26 Interview with Dr. Francisco Ortiz Lemos, Research and Risk Control Manager, POSITIVA

HOTE



Information about the survey



Interviewed

11 Employers

29 Workers

From



4 Micro-enterprises

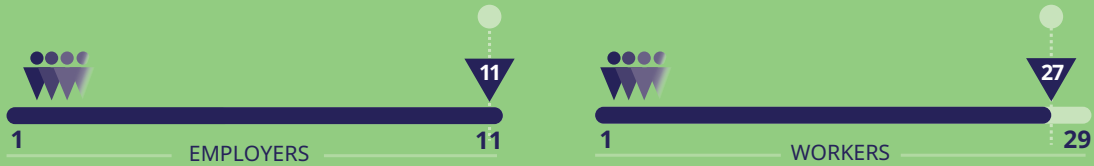


7 Small enterprises

Sectors: metalworking, transport, food processing, furniture manufacturing, construction, hydraulic and electrical systems maintenance

Awareness of national OSH laws

Have already heard of national OSH laws and standards

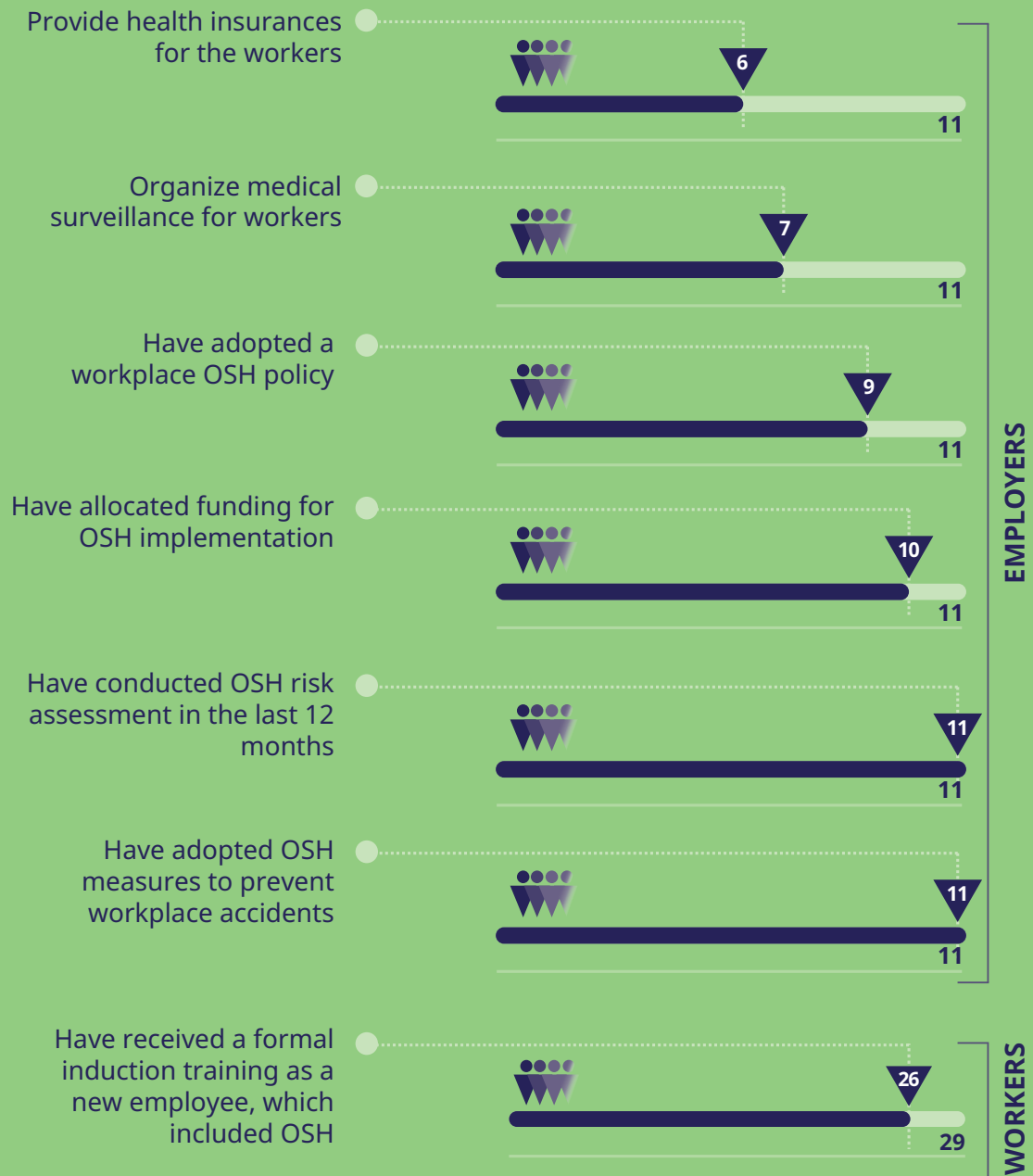


Awareness of OSH initiatives

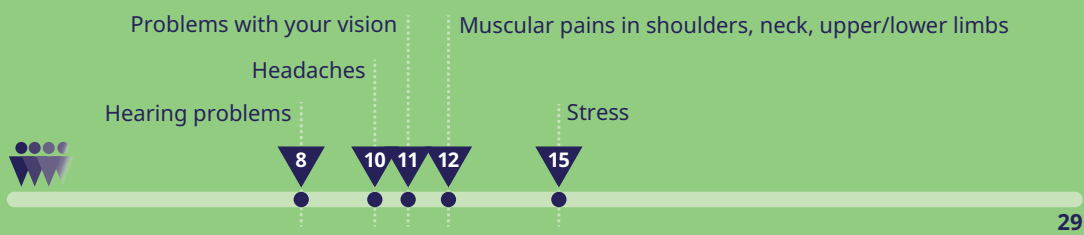
Are aware of any OSH activity that
Ministries/Social Partners/NGOs/Forums organize for MSMEs



Workplace practices

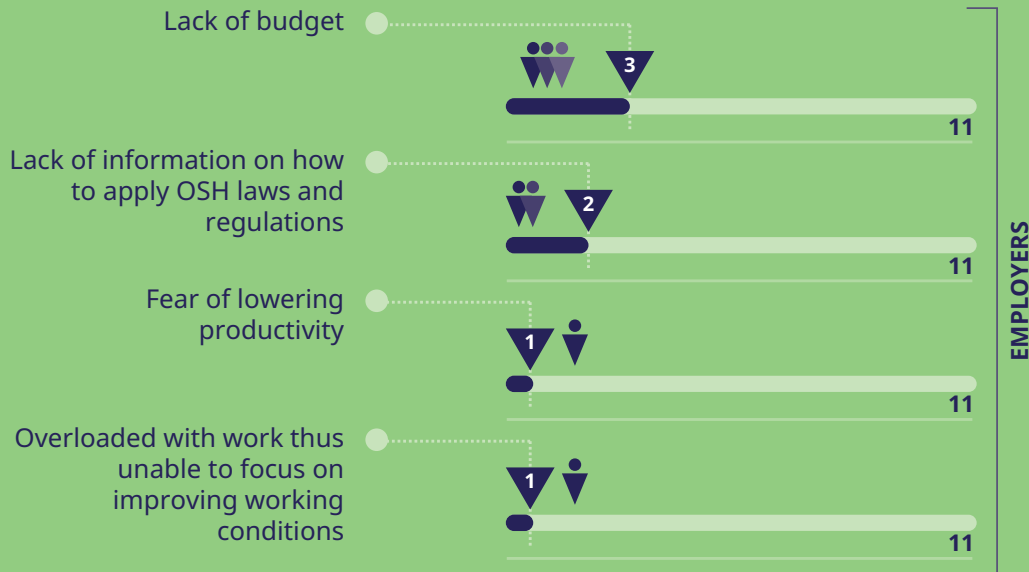


16 workers believe work affects their health

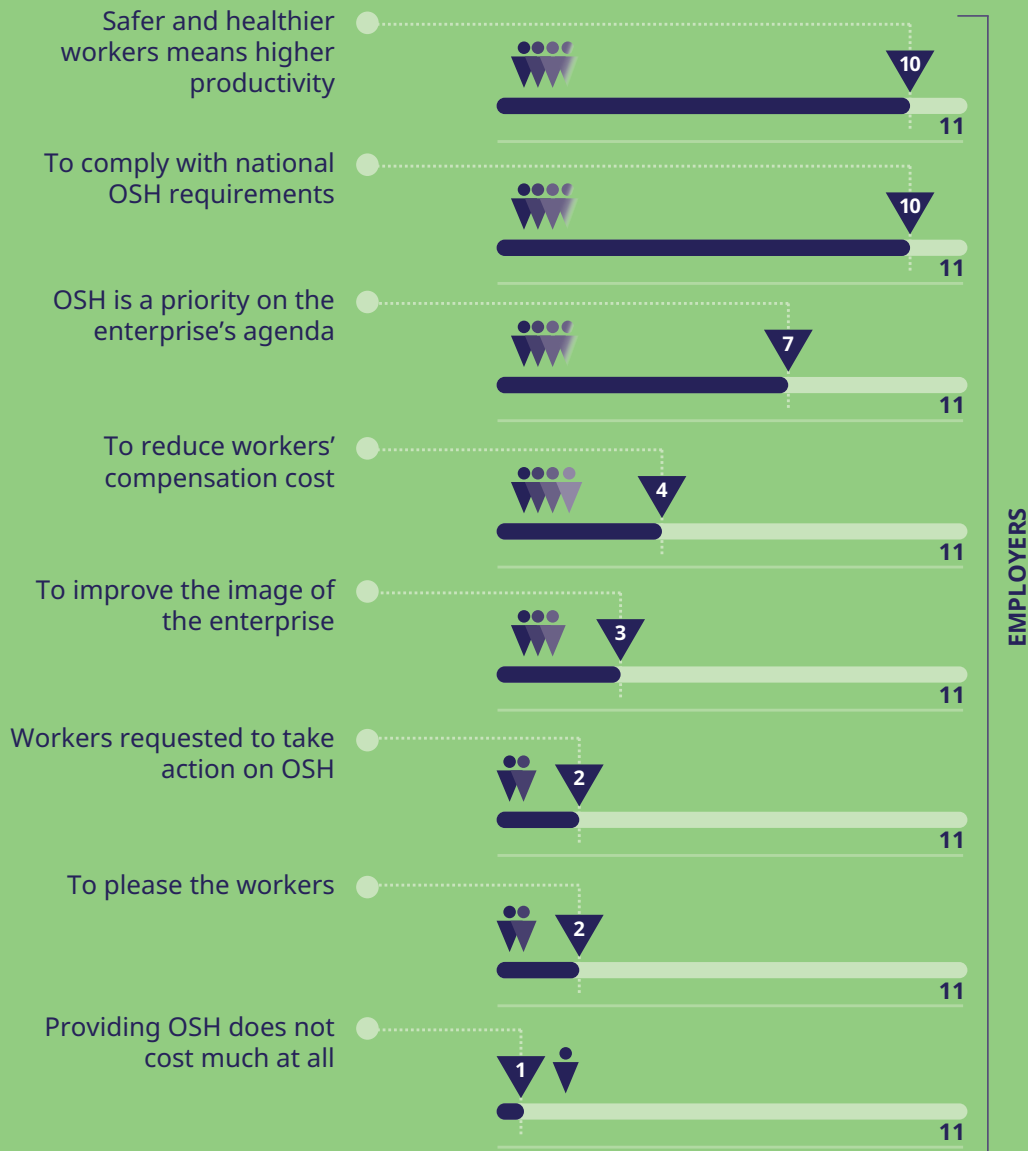


Drivers and barriers for OSH improvements

What are the factors **impeding** the implementation of OSH measures in your workplace?



What are the **motivations** behind the implementation of OSH measures in your workplace?





▶ 3. The national framework on OSH for MSMEs

A description of the OSH legal framework addressing MSMEs

The OSH legal framework in Colombia has been evolving since the second decade of the 20th Century, but from the 1980s showed particular dynamism, especially since 1993 and 1994 when the old social security system was reformed (so as to separate the different risks covered by the systems and allow for private sector participation in covering the various risks).²⁷

Resolution 1016 of 1989 made it mandatory for all employers to organize and ensure the operation of the occupational health programmes in their enterprises, which was to be done in accordance with their economic activity and geared specifically to the real risks involved and the number of workers. It already included small enterprises with fewer than 25 workers and a second category for those with between 25 and 99 workers, with different compliance timeframes.

Decree 1295 of 1994 lays out the organization and management of the general system of occupational risks, placing special emphasis on the aspects of OSH promotion and prevention.

The dynamism in the development of the occupational risk management system as of 1994 is reflected in the introduction of a series of specific regulations that are complex to implement and that call for the allocation of human, material and of course financial resources, and MSMEs found it difficult to meet so many demands.

Decree 2923 was issued in 2011 establishing the system of quality assurance within the general system of occupational risks. It stipulated that the measures taken within the system should be geared to improving safety and health outcomes at work, with specific regard to the improvement of working and health conditions.

Decree 1443 of 2014 stipulated the adoption of the occupational safety and health management system in alignment with two international instruments: (i) Decision 584 of the Andean Community of Nations (CAN) approving the “Andean Occupational Safety and Health Instrument”, which lays out fundamental OSH standards for member countries; and (ii) the ILO Guidelines on occupational safety and health management systems (ILO-OSH 2001) which, given their tripartite approach, serve as a widely-used model for the preparation of national standards in this field. Of particular note are the Decree’s provisions regarding those bound by it and the obligations of contracting parties and contractors, which form the basis for strengthening the obligations of all employers in Colombia.

²⁷ A detailed study of legislative and policy development in Colombia is contained in the ILO document on the promotion of occupational safety and compliance with workplace standards, prepared by the engineer Clara Torres in 2019.



► Box 1. Occupational Safety and Health Management System (OSH-MS)

The Occupational Safety and Health Management System (OSH-MS) entails executing a logical, phased process based on continuous improvement, which includes policy, organization, planning, application, assessment, auditing and improvements aimed at anticipating, recognizing, evaluating and controlling potential occupational safety and health risks.

The OSH-MS must be spearheaded and implemented by the employer or contracting enterprise, with the participation of workers and contractors, and through the system must guarantee the application of occupational safety and health measures, improvements in worker behaviour, working conditions and environment, and the effective control of workplace hazards and risks.

To that end the employer or contracting party must address the prevention of accidents and occupational diseases as well as the protection and promotion of the health of workers and contractors, by implementing, maintaining and continuously improving a management system guided by the principles of the PDCA (plan-do-check-act) cycle.

The **OSH-MS must be adapted to the size and characteristics of the enterprise**; it may also be compatible and integrated with other management systems in the enterprise.

Among the parameters for selecting and assessing providers and contractors, the contracting party may include criteria by which to ascertain that the enterprise to be contracted does have in place the OSH-MS.

Article 4, Decree 1443/2014 laying down provisions for the implementation of the Occupational Safety and Health Management System (OSH-MS).

In 2017, **Resolution 1111** stipulated the Minimum Standards of the Occupational Safety and Health Management System for employers and contracting enterprises. These standards are “the set of mandatory standards, requirements and procedures through which to establish, register, verify and control fulfilment of the basic prerequisites in terms of scientific and technological capacity, adequacy of assets and finances, and technical administrative capacity, which are indispensable to the functioning, execution and development of activities by employers and contracting entities relating to occupational risk”. This legal instrument is a fundamental OSH management guide for entrepreneurs and contracting entities and its requirements must be fulfilled by all entrepreneurs and workers, irrespective of the nature of their contractual relationship, economic activity, size and geographic location.

For the purposes of its implementation, Resolution 1111 references the entire set of laws and regulations governing the general system of occupational risks, and this renders it a highly complex, difficult to implement and very costly system for MSMEs.

Resolution 0312 was issued on 13 February 2019 relaxing the application of Resolution 1111 on minimum standards for the occupational safety and health management system within enterprises, bearing in mind that “they are adapted and harmonized for each type of enterprise or entity, depending on the number of workers, economic activity, risk category, and type of work or trades being executed.” (For a more detailed description of this Resolution and the process of adoption, see Chapter 4).

The national OSH infrastructure relevant for MSMEs

Ministry of Labour. The objectives of the Ministry of Labour are to formulate and adopt labour-related policies, comprehensive plans, programmes and projects; to ensure respect for fundamental workers’ rights and guarantees; to strengthen, promote and protect the activities of a solidarity-based economy; and ensure decent work. This must be done through an effective system of oversight, information, registration, inspection and control, and by fostering understanding and social dialogue for the smooth running of labour relations. Each objective is pursued in recognition of the differences



in worker-employer relationships specific to each category of enterprise, depending on risks, activities and size. In this connection the Ministry discharges specific functions such as taking the lead in formulating the manner in which labour standards and regulations will be applied to MSMEs, in coordination with other competent bodies. It must also design and promote the implementation of systems, mechanisms, models and procedures for formalizing employment, adapted to enterprises of different sizes, to organizations in the solidarity-based economy, to independent workers and to self-employment.

The Ministry spearheads the National Occupational Safety and Health Plan 2013-2021 designed to achieve positive outcomes in terms of reducing accidents and promoting health and quality of working life, especially for the vulnerable and most disadvantaged communities.

The **Ministry of Labour's Technical Directorate for Occupational Risks** (*Dirección Técnica de Riesgos Laborales*, DTRL) is the government entity responsible for managing occupational risks and is tasked with furthering risk prevention as well as with several other managerial and administrative functions within the system.

The Ministry is responsible for coordinating the inspection, monitoring and control of compliance with the standards of the general system of occupational risks, and for preparing guidelines for encouraging a culture of compliance with OSH standards. The Ministry also provides guidance for intervention plans and programmes in critical areas of preventative labour inspection and social security.

National Training Service (*Servicio Nacional de Aprendizaje*, SENA). The SENA is a tripartite government body attached to the Ministry of Labour. It provides training free of cost to the citizens of Colombia through technical, technological and supplementary programmes focused on the country's economic, technological and social advancement, and encompassing the productive activities of enterprises and industry in pursuit of enhanced competitiveness and production on global markets.

Ministry of Trade, Industry and Tourism. As its name suggests, this Ministry covers the three major areas of trade, industry and tourism. There is a specialized Deputy-Ministry for each area. MSMEs fall under the remit of the Vice-Ministry of Business Development, which is tasked with improving the environment conducive to the development of a solid production structure for goods and services, one that is competitive and innovative and helps generate formal and sustainable employment. This Vice-Ministry is therefore responsible for implementing the process of enterprise formalization laid out under the formalization policy presented in the first part of this study.

National Council on Occupational Risks (*Consejo Nacional de Riesgos Laborales*, CNRL)

The technical secretariat is under the responsibility of the Ministry of Labour's Technical Director for Occupational Risks. Its main function is to make recommendations to the national government on the formulation of strategies and programmes for the General System of Occupational Risks (SGRL) bearing in mind the plans and programmes for economic, social and environmental development approved by the Congress of the Republic, and proposals put forward by the Office of the President of the Republic.

National Occupational Health Committee (*Comité Nacional de Salud Ocupacional*, CNSO). This body was created by Decree 586 of 1983 to serve as adviser to the CNRL and consultant to the DTRL.

Network of Sectional Occupational Health Committees. This body was also created under Decree 586 of 1983 and charged with advising the Regional Directorates of the Ministry of Labour as well as the Sectional and Municipal Health Services.

Occupational Risk Administrators (*Administradoras de riesgos laborales*, ARLs). They are life insurance providers authorized to operate in the field of occupational risk insurance.

► **Positiva Compañía de Seguros S.A.** This entity is the outcome of a consolidation process completed in November 2007 and which transformed the Institute of Social Insurance (*Instituto de Seguros Sociales*). It is a semi-public limited company attached to the Ministry of Finance and Public Credit, and is under the supervision of the Financial Supervisory Authority of Colombia as



well as government control bodies. *Positiva Compañía de Seguros* is identified as the ARL of the Colombian State. It encompasses some 400,000 enterprises of which over 90 per cent are MSMEs, and it covers more than 2.5 million workers throughout the country.

- ▶ **Colmena Seguros.** This is part of a business conglomerate run by the social interest institution *Fundación Social*, which endeavours to improve the living conditions of those most in need by offering them the wherewithal to become agents of their own development. *Colmena Seguros* was set up as a life insurance company in 1994 and authorized by the national government to provide cover for occupational risks. The company pursues a strategy called the *Ruta de Inclusión* (Path of Inclusion), intended first and foremost to build up real knowledge of that demographic and then to adapt its MSME service models so as to reach a greater number of workers. *Colmena Seguros* covers 43,388 enterprises (5.38 per cent of those in the occupational risk management system), of which some 19,000 are small enterprises (1-50 workers) and some 10,000 micro-enterprises.
- ▶ **Compañía Suramericana de Seguros (now SURA).** Set up in 1944 as a company dedicated to insuring against general risks, it is currently a company specialized in insurance as well as in trend and risk management, with operations in several countries in Latin America. As of 2018, SURA had 264,769 affiliated enterprises (33 per cent of the enterprises in the occupational risk management system) and over 3 million workers (37 per cent). In 2018, 87 per cent of the affiliated enterprises were MSMEs and independent workers. The company is organized by strategic business units and in each office there is a strategic unit dedicated exclusively to MSMEs. For the purposes of servicing MSMEs, enterprises are classified into three groups: (i) those in which the emphasis is more on intervention; (ii) those in which the insurer concentrates on technical support for the management system; (iii) those with well-developed management and prevention systems and where SURA focusses on securing their loyalty. There are specific service protocols for these three groups.





Business organizations

- ▶ **National Employers Association of Colombia** (*Asociación Nacional de Empresarios de Colombia, ANDI*). This is a non-profit federation, the purpose of which is to disseminate and promote the political, economic and social principles of a sound free enterprise system. Through its National Occupational Health and Safety Committee (CNSST), the ANDI supports its member enterprises, the national government and other business associations in initiatives to enhance OSH in Colombia.

- ▶ **Colombian Safety Council** (*Consejo Colombiano de Seguridad, CCS*). This is a technical association of entrepreneurs and OSH professionals that specializes in occupational risk prevention. Its mission is to strive for greater sustainability for Colombian enterprises, acting as an advisory and consultative body that supports the national government, the business sector and safety professionals.

- ▶ **Colombian Association of Micro-, Small and Medium-sized Enterprises** (*Asociación Colombiana de las Micro, Pequeñas y Medianas Empresas, ACOPI*). This body is devoted to strengthening MSMEs through institutional coordination and trade union leadership. Its OSH vision naturally takes account of the considerations raised earlier regarding the limited resources available to these enterprises for the requisite compliance with a variety of regulations. Over recent years ACOPI has worked with the Occupational Risk Directorate of the Ministry of Labour to implement the new OSH regulations; its support has been geared mainly to dissemination and promotion, considering that it is mandatory for these enterprises to implement the OSH management system.

Trade unions

Among the three major trade union federations of Colombia (Single Confederation of Workers of Colombia [*Central Unitaria de Trabajadores de Colombia, CUT*]; General Confederation of Labour [*Confederación general de trabajo de Colombia, CGT*]; and Confederation of Workers of Colombia [*Confederación de Trabajadores de Colombia, CTC*]), the CGT is the only one with *ad hoc* programmes for MSMEs, especially craftspeople and rural small-scale producers. Its work consists of training and support, with content addressing ways of improving work performance, mainly in production processes. This involves peasant organizations for the most part and relies heavily on the cooperative movement. The ACOPI is clearly doing good work by bringing together small and medium-sized entrepreneurs and, as a labour federation, supporting them in their activities. The support given to workers in this business sector is intended to protect their rights, for example when discussing the legal minimum wage and social security minimums, and must be delivered through the setting of policies to benefit that business sector. That protection also extends for example to domestic production *vis-à-vis* competition from countries that market subsidized products and in which labour and environmental standards are low.

Existing national strategies promoting OSH in MSMEs

Issued in 1984, Decree 614 laid the groundwork for occupational health management in Colombia and stipulated the obligation to draw up a national plan for the development of occupational health (OH, now OSH) in Colombia. Since then, several national occupational health plans have been prepared and implemented, the first in 1984 (1984-1990), the second in 1990 (1990-1995), the third in 2003 (2003-2007) and the fourth in 2008 (2008-2012).

Based on the findings of the second national survey on occupational safety and health conditions conducted in 2013, and taking as the point of reference the 10-year public health plan 2012-2021, the National Occupational Safety and Health Plan for 2013-2021 was drawn up and is now being



implemented. It retains the goal of fostering a culture of prevention at all levels and across all sectors so as to lower occupational accident rates in such a way that it is reflected in better health and quality of life at work, with special emphasis on vulnerable groups. This latter focus specifically addresses micro- and family enterprises as well as the informal economy, in particular in certain parts of the country and in certain agricultural activities.

From 1984 Colombia experienced new momentum that led to the further evolution of the aims being pursued and the vision for addressing occupational risks. This meant moving from phases in which the emphasis was on organizing the country institutionally, to the latest plan which now includes much more complex aims geared towards fostering a culture of prevention, with special reference to MSMEs and the informal economy.

Assessments of the plans have revealed outcomes such as the implementation of training programmes, the drafting of technical regulations, the setting of quality specifications for service providers, ARLs and occupational health programmes, today known as occupational risk management systems, for which compliance data are available. But regarding outcomes in terms of fewer occupational accidents, no specific information is available for the MSME sector and in particular the informal economy. Under the 2003-2007 Plan, for example, one of the action lines and operational goals set as an indicator was that of reducing the frequency and severity of work accidents and occupational illnesses in small and medium-sized enterprises; no information is available for assessing such outcomes, however.

The statistics from both the Ministry of Labour and FASECOLDA do not allow for a breakdown by size of the enterprises in which work accidents and occupational diseases occur, and no specific evaluation can therefore be made of the impact of the programmes on MSMEs.





► 4. Initiatives to improve safe and healthy working environments in MSMEs

Simplification of OSH regulations for MSMEs

Since mid-2018 the ACOPI has been working intensively with the Ministry of Labour to bring about the modification of minimum standards geared to micro- and small enterprises, bearing in mind that their structures did not permit them to adopt and fulfil all the requirements set out in Resolution 1111.

As an outcome of that joint endeavour, Resolution 312 was issued on 13 February 2019 relaxing the application of Resolution 1111 of 2017 on minimum standards for the occupational safety and health system in enterprises, allowing them to be “adapted and harmonized to suit each type of enterprise or entity, in keeping with the number of workers, economic activity, risk category, and type of work or trades being executed”. Table 5 summarizes this easing of the minimum requirements to be met by MSMEs and by agricultural production units.²⁸

► Table 5. Minimum requirements by size of enterprise

Size of enterprise	Agricultural Production Unit	Risk categories	No. of minimum requirements to be met
Fewer than 10 workers	Fewer than 10 workers	I – II – III	7
Between 11 and 50 workers	Between 11 and 50 workers	I – II – III	21
Between 11 and 50 workers		IV – V	61
More than 50 workers		I – II – III – IV – V	61

Another outcome of the understanding reached regarding the conditions, features and limits of MSMEs in this process has been the assignment of greater responsibility to ARLs for providing advice, assistance and technical support to MSMEs and agricultural production units with fewer than 10 workers, in accordance with detailed specifications of the content of such support.

The State therefore deems this to be a response to that key problem and one that enables MSMEs to comply with the legislation while lowering their operating costs.

Even so, merely cutting red tape and relaxing basic requirements for micro- and small enterprises as prescribed in the new Resolution is not enough to ensure compliance. Without adequate technical and financial support, such action can lead to greater precariousness when it comes to occupational safety.

²⁸ Bearing the rural sector in mind and with the guidance of the Colombian Coffee Growers Federation and various agriculture sector associations, the resolution defines a special category for economic activities in that sector, namely “agricultural production units”, which cover things such as land or plots devoted wholly or partly to farming, forestry, livestock, fishing or aquaculture activities.



Information, education and training programmes targeting MSMEs

Government programmes

Through the Technical Directorate for Occupational Risks, the Ministry of Labour has produced a range of support materials for OSH promotion campaigns, including primers, studies, formats, guides, reports, handbooks, plans, position papers and presentations.²⁹ These materials are generically suited to all economic sectors, although the guides or primers are geared to specific economic players or activities.

An initial phase of the training and dissemination programme on the OSH management system was effected under Association Agreement No. 400 between the Ministry of Labour and the ACOPI, the overarching objective being “to join forces to execute the strategy of strengthening employers and workers in micro-, small and medium-sized enterprises affiliated to the Association, for the implementation of the occupational safety and health management system”. In the first phase of the project the ACOPI mounted a campaign to promote and disseminate the Convention *via* its Facebook and Twitter pages.

The invitation to attend workshops to publicize and promote the requirement to implement the occupational safety and health management system envisaged under Resolution 1111 of 2017 was circulated through emails, telephone calls and by distributing printed publicity materials at different fora to which the association was invited, as well as during its own events and visits to enterprises. The invitation was widely circulated among MSMEs affiliated to ACOPI across 13 departments and in the Capital District. Some 27 four-hour workshops were held in 17 cities for socializing and dissemination, with a total of 2,463 participants.

By way of training and awareness-raising activities in 2018, training events were held throughout the country on the OSH management system, minimum standards, and occupational safety and health standards. These activities were intended to boost the capacity of employers and workers to comply with the management system, with the support of business associations. In addition, health promotion and occupational risk prevention activities were organized in 2018 covering 2,785 informal workers in vulnerable work populations, especially workers in the informal economy.

In parallel with these training and awareness-raising activities, guides were also prepared for implementing the OSH management system, laying out the procedure step-by-step as well as proposing formats and methodologies.

One such guide is entitled “Occupational Safety and Health Management System (OSH-MS). Technical Implementation Guide for MSMEs” (*Sistema de Gestión de la Seguridad y Salud en el Trabajo (SG-SST). Guía Técnica de Implementación para MIPYME*).³⁰

Furthermore, as part of the transition to implementing the OSH-MS, Ministry of Labour Resolution 4927 of 2016 made it mandatory for 50 hours of virtual training in implementation to be undertaken in all enterprises, irrespective of the number of workers.

This course may be organized for the SENA, ARLs, compensation funds, universities, chambers of commerce and trade associations, among other bodies. It is delivered on-line and is entirely free of cost.

29 This material is freely accessible via the website of the Occupational Risk Fund: <http://www.fondoriesgoslaborales.gov.co/>.

30 See: http://fondoriesgoslaborales.gov.co/documents/publicaciones/guias/Guia_tecnica_de%20implementacion_del%20SG_SST_para_Mipymes.pdf



It is comprised of five modules:

1. Organization of the Occupational Security and Health Management System;
2. Planning of the Occupational Safety and Health Management System;
3. Implementation of the Occupational Safety and Health Management System;
4. Verification of implementation of the Occupational Safety and Health Management System;
5. Continuous improvement of the Occupational Safety and Health Management System.

The role of the ARLs

The **SURA** insurance provider has organized the virtual 50-hour training course specifically for MSMEs (based on the technical implementation guide for MSMEs). All affiliated enterprises can access this 11-module course. To supplement the OSH-MS training and implementation process, SURA offers member MSMEs conversational tools such as video chat and video calling. Video calls make it possible to carry out remote inspections, take photographs and make recommendations for subsequent implementation by enterprises. This system is highly appreciated by MSMEs as it allows for inspections as and when needed and saves time.

Positiva organizes in-person training programmes in the country's main cities and also utilizes email-based communication mechanisms as well as the publicly accessible website. They estimate that they have managed to reach some 380,000 enterprises via digital channels and some 67,000 enterprises through face-to-face programmes.

Some of the tools developed by *Positiva* to assist affiliated enterprises and of course MSMEs are:

- ▶ An e-learning platform containing technical documents, virtual learning aids, as well as online and multimedia training courses;³¹
- ▶ a virtual library in which OSH technical communications dispatched weekly via the e-mail marketing platform are archived;³²
- ▶ a quarterly digital magazine devoted to OSH expertise, with up-to-date content and advice for all enterprises;³³
- ▶ social media networks dedicated to communication, including messages containing advice on occupational risk control, OSH-MS implementation and the promotion of good practices and healthy lifestyles; and
- ▶ awareness-raising campaigns for various sectors of the economy covering a range of topics as well as documents and audio-visual materials for specific economic sectors and activities.

31 See: www.posipedia.co

32 See: www.positivacomunica.com

33 See www.gesstiondigital.com



Colmena Seguros possesses specialized infrastructure for delivering services to MSMEs, including advice and training, all of which is handled by OSH specialists; the same is true of the team that provides virtual assistance. This assistance is delivered via two principal channels:

1. a team of telephone consultants who support enterprises in implementing their management systems by providing them with a technological tool that facilitates not just the documentation but also the traceability and evaluation of their management system; and
2. a specialized site for MSMEs, where they find information suited to their characteristics and economic sector. The materials are drafted in simple, practical and didactic language.³⁴

The “Strengthening SMEs” Programme

As part of the concept of services to enterprises, the SENA created a programme named *Fortalecimiento PYMES* (Strengthening SMEs) to assist entrepreneurs in further developing their businesses. The programme forms part of the strategies of the department for employment, labour and entrepreneurship designed to provide greater support specifically tailored to the needs of SMEs.

It has a team of management professionals specialized in the various economic and social sectors, with particular emphasis on those with international linkages. The team endeavours to target small and medium-sized entrepreneurs with the goal of securing short, medium and long-term results. The methodology includes the phases of awareness-raising, diagnosis, preparation of an action plan, and support and assistance in implementing that plan. Advice is provided on matters such as finances, strategic thinking and markets. If the entrepreneur so requests and should it be in line with the general strategic orientation, OSH issues may be included.

The GIRE programme: promoting risk management in MSMEs

Colmena Seguros developed a service model for all its enterprises, called GIRE, *Gestión Integral de Riesgos Empresariales* (comprehensive business risk management). The model is intended for all affiliated enterprises and is based on a self-management approach, albeit with ongoing support and assistance through the various channels.

It is a systemic model consisting of six stages: (1) business strategy; (2) occupational risk analysis; (3) evaluating the current OSH-MS situation; (4) formulating the joint action plan; (5) knowledge management; and (6) gauging the outcomes by means of indicators.

The action plan consists of three components: the basic legal component, that of prevention of occupational accidents and illnesses, and that of emergencies. Within these components, the products intended for micro- and small enterprises are being simplified in order to facilitate their self-management processes, as ongoing assistance is not feasible given the large number of enterprises in this sector.

A team of virtual advisers makes regular calls to enterprises to assist them in self-managing the work decided upon under the action plan. Follow-up and support take place by phone, although support sometimes involves a physical presence when warranted.

For the past three years, *Colmena Seguros* has been making significant adjustments to the service model for micro- and small enterprises, having understood the need for greater proactiveness *vis-à-vis* this sector given its characteristics, including resource limitations. It has, in fact, been found that the person responsible for OSH is most often the owner, who lacks the minimum required knowledge

³⁴ See: <https://www.colmenaseguros.com/pyme/Paginas/inicio.aspx>



of the subject and ends up delegating responsibility for risk monitoring to the secretary or accountant or other such personnel. *Colmena Seguros* has therefore devised a more proactive model for assisting enterprises through advice and training, which entails not only imparting OSH knowledge to them but also supporting them in their day-to-day tasks.

The PROPYME Sectoral programmes

The ARL Positiva has developed a special strategy for micro- and small enterprises³⁵ named Sectoral Programmes – PROPYME (*Programas Sectoriales – PROPYME*). The sectors are selected from among those with higher accident rates according to the Pareto accident analysis of affiliated enterprises, namely mining, construction, transport, small-scale manufacturing and agriculture.

The approach entails a visit to the employer by an adviser who is an expert on each sector, to explain the methodology and execution of the programme with the purpose of improving risk control; it is not geared toward the management system. The starting point is the most essential aspect, that of identifying risks and hazards and proposing improvements chiefly for monitoring and forestalling accidents and, in some instances, occupational diseases. The employer or OSH officer is told what must be done and how to do it; tasks are then set and a fresh visit is paid after a month to verify what has been done and help reset the programmes. The adviser brings with him a guide or protocol laying out what must be done during each hour of advice that will be dispensed at the enterprise, the protocol being standardized for each economic sector. By the end of the first visit he has already devised the programme and indicates to the employer what will be done in the hours assigned throughout the period of four or six months.

This advisory work is undertaken by outside personnel, in other words intermediaries who are professionals from various disciplines and holding specialized qualifications and licences to provide OSH services. One of the current strengths of the programme is having a team of advisers who are specialists in each sector.

At the end of each period, Positiva assesses developments at the enterprise, including accident and absenteeism indicators, and any improvements in working conditions, impact indicators and trends in accident rates are logged.

When an enterprise shows no interest in developing the programme, it is replaced by another enterprise of the same size and from the same sector. This programme covers regions in which priority economic sectors are concentrated. With its current resource endowment, it is unable to cover regions that do not meet this criterion.

Initiatives to support MSMEs in the supply chain

Uniform Register for the Evaluation of the System of Safety, Occupational Health and Environment for Contracting Entities (RUC®)

The system was created in Colombia in 1998 as an initiative of the oil (hydrocarbon) industry; in 2006 it was adopted by contracting enterprises in other sectors. In previous years, oil industry companies had already been making isolated efforts to persuade their contractors to improve their performance with respect to safety, health and environment. They therefore decided to pool their efforts and

³⁵ Positiva has established a classification of enterprises for the purposes of effecting these PROPYME programmes: micro-enterprises, between 2 and 9 workers; small, from 10 to 49 workers; and medium-sized enterprises, from 50 a 99 workers.



design a tool in the form of a management system geared in principle to ensuring compliance with legal requirements, but which would enable them uniformly to assess the universe of contractors working with all the major enterprises.

The RUC® is intended, through continuous improvement, to enhance contracting enterprises and their interest groups. It is implemented through a system for the evaluation and follow-up of risk management and compliance with legal and other requirements related to OSH and environment, also including the monitoring of suppliers and subcontractors. It is based on a tripartite approach, involving the contracting party, its contractors and the CCS as the technical body that operates the system.

Over the 20 years in which the RUC® evaluation has been implemented, emphasis has always been placed on the importance of developing a process of continuous improvement in which the feedback and demands of the contracting party, feedback from contractors, the findings of desk and field reviews, and the prevailing legal framework are the main inputs on which basis to make decisions regarding changes to the evaluation tool.

Oil industry companies and major contracting parties are firmly convinced that better OSH performance by their value chain is synonymous with quality and effectiveness in their operations. The RUC® was not created exclusively for MSMEs but for oil industry contractors in general; however, it is satisfied that the programme is benefitting an important number of MSMEs, as some 90 per cent of Colombia's enterprises are MSMEs, many of which are created in or move to regions where there are oil industry operations. A large number of contractors acknowledge that the RUC® helped them formalize their status. For example, in verifying compliance with legal requirements, the aspects considered include the following: social security membership, operating with environmental management plans and obtaining the required permits or licenses.

The RUC® is not merely an evaluation tool, but the standard that must be met. The fact is that the technical support for contracting enterprises not only helps contractors to know the "what", but thanks to their technology and knowledge, also the "how".

The CCS has an information system available to contractors through which they are given the tools they need as well as assistance in setting up their management system; the guidance they receive not only tells them what to comply with, but also the manner in which to do so, in other words, the how. They are also provided with software containing all the legislation as well as the elements with which they must comply.³⁶

A report is given to each contractor containing its compliance profile and its evolution, allowing the contractor itself or a third party interested in its performance to observe its evolution and take decisions regarding development plans for that contractor. The profile forms the basis of improvement plans, which include any training-related plan, the latter depending on the improvement opportunities identified.

Some 6,200 contractor enterprises, MSMEs for the most part, may have been covered by the RUC®. There has been a high degree of rotation, as many of them remain only for the duration of their contracts with large enterprises. During the year 2018, training was given to 2,678 workers in contractor enterprises – 1,389 in-person assistants and 1,289 on-line assistants.

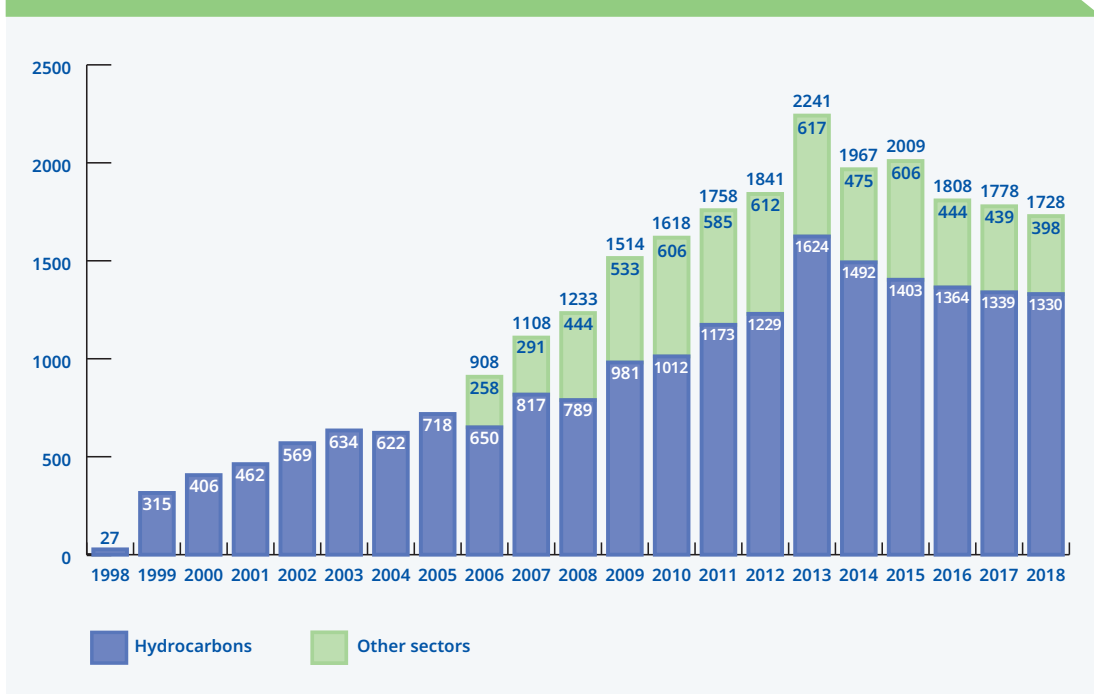
The number of audits carried out (see Figure 5) is a reflection of the high level of experience in the system, the degree of improvement of its capabilities and the skills of its auditors.

The RUC® has a range of impact indicators, including below-average accident rates for enterprises throughout the country, or best compliance with the provisions of law duly verified in the field.

36 RUC® documents can be accessed at www.ccs.org.co, under Soluciones/RUC®.



► Figure 5. Audits carried out from 1998-2018. Annual evolution of audits carried out



To ascertain the main benefits identified by contractor enterprises evaluated by means of the RUC®, the CCS has surveyed contracting enterprises over the years to find out how they have benefitted from the RUC®. They have mentioned: (1) implementation and improvement of the OSH and environmental system; (2) enhancement of the culture of safety; (3) greater participation in tendering and the securing of new contracts; (4) greater market competitiveness; (5) a reduced accident rate; and (6) higher incomes.

Meanwhile, the surveys have also ascertained feedback from contracting enterprises and the main benefits that they have identified in connection with this evaluation tool:

- focus on improvements on the part of their contractors;
- standardized industry good practices;
- improvement of their management;
- continuous availability of information on the performance of their contractors;
- enhancement of contractor management;
- compilation of accident statistics for the sector;
- implementation of the RUC® in line with needs;
- access to *ad hoc* statistical reports (monthly, half-yearly and annually); and
- development of training courses and technical bulletins.

The sustainability of the system rests on the conviction and decision of contractors to improve and maintain occupational safety and health performance in their value chain.



Model for implementing the OSH management system in enterprises of up to 50 workers forming part of the supply chain of ANDI member enterprises

The genesis of the project lies in the principle recognized under Colombia's legislation whereby a contracting party is responsible for ensuring that its contractors comply with the law and put in place systems of prevention to protect the health of their workers. This mechanism can come to represent an incentive to MSMEs to meet the requirements, as they will be aware that enterprises ultimately select their contractors based on fulfilment of those minimum requirements.

In 2016, the ANDI collaborated with the ILO in preparing a guide which the large enterprises would deliver to enterprises in their value chain as one of the activities envisaged under their system of corporate social responsibility. The guide draws on the principles and criteria contained in the OSH-MS guide for MSMEs elaborated by the Ministry of Labour, although that of the ANDI offers more practical advice.

Implementation was pilot-tested in the city of Cali with the participation of 16 enterprises, five being "anchor" large enterprises and 11 beneficiary MSMEs. Six work sessions were organized (one every two weeks) with the participation of a facilitator from the Ministry of Labour and an OSH specialist provided by the ANDI. The sessions served to clear up doubts regarding the concepts and application of the OSH-MS, to develop the theoretical content of the next steps, and conduct practical exercises to enhance learning. Tasks were set the end of each session, and had to be completed before the next one.

As the ANDI does not follow up enterprises, the project was executed, the information delivered, workshops were held and that was the end of the first cycle.

After being studied and approved, the guide began to be distributed to several cities in the country. This task was considered as a voluntary act on the part of the enterprises on the ANDI committee where, as members of the Association, experts provide input and support.

The guide was also sent to all ANDI member enterprises, which were invited to share it with the MSMEs forming part of their value chain. The ANDI promotes the idea for large enterprises to sponsor the contractors and subcontractors in their value chain that provide them with services, and to offer them technical support in implementing the management system. In this way, the contracting enterprise is also fulfilling the requirement to include providers and contractors in its OSH management system.





► **Box 2. Example: Sociedad Portuaria de Cartagena**³⁸

Cartagena's origins as a port have made this organization a key factor of social, industrial, economic and local tourism development. On the one hand, it generates over 1,000 direct jobs. On the other, it is constantly seeking opportunities for community building through social responsibility programmes that are carried out by the Port of Cartagena Foundation (*Fundación del Puerto de Cartagena*).

The *Sociedad Portuaria de Cartagena* (Cartagena port company) is an anchor company that has played an active part in the ANDI project in support of small entrepreneurs that form part of its value chain. The five enterprises making up the Port of Cartagena Group include three small and two large enterprises – the *Sociedad Portuaria de Cartagena* and COLTECAR – which work with some 380 contractor enterprises, of which 70 per cent are MSMEs.

They are all required under an in-house rule to comply with Colombia's labour legislation, without exception; for example, their workers must be affiliated to the social security system, and secondly they are required to meet the minimum standards set by Colombian law. The company has a checklist very similar to the CCS's RUC, which was modified by Resolution 1111, and conducts what is called a "supplier assessment" (*evaluación de proveedores*). All enterprises are assessed annually and those found to be less than 60 per cent compliant "are shown a yellow card as in football", and are given an action plan; those above 60 per cent are also given an action plan but not shown a yellow card. Both categories receive an action plan that must be supervised and supported by the ARL, an agreement with which a reasonable two-month period is allowed for remedying the non-compliance. It is mandatory for the ARL representative to participate in evaluations in order to take notes and be able to assist with the implementation of the recommendations. The port company agreed with the ILO and the OSH committee of the ANDI that each large enterprise would sponsor an SME. Accordingly it sponsored six enterprises, which entailed supporting them in training and logistical organization, and making available its own instructors or others hired by the port company. This support was provided exclusively to the six enterprises sponsored in agreement with the ILO and the ANDI. The performance indicators used were frequency, severity, absenteeism and training. The indicators showed very good outcomes, with a fall-off in the accident rate, including that of accidents that cause damage to property, which has significant implications for the functioning of an enterprise.

Programmes run by the Colombian Coffee Growers Federation (FNC)

The coffee farmers brought together by the Colombian Coffee Growers Federation (FNC)³⁷ are roughly equivalent to 550,000 families, of which more than 90 per cent are small-scale producers.

The FNC works with coffee producers to meet certification requirements as well as international standards. Even though they are poor and unable to read or write, they have been certified for decades, as their output would otherwise not be bought. There are several certification seals, such as Fair trade, Rainforest, Nexpresso, and 4C, among others, all of which refer to basic production standards that closely resemble OSH standards.

A very basic primer was prepared in the years 2013 and 2014, bearing in mind that on average coffee growers were 50-53 years old and had not completed primary schooling. The primer project entitled "*Fortalecimiento del Autocuidado de la Población Caficultores, Riesgos Laborales en el Sector Cafetero Colombiano*" (Reinforcing Self-Care among Coffee Growers, Occupational Risks in the Colombian

37 The Colombian Coffee Growers Federation (FNC) was founded in 1927. It is Colombia's main trade association with a presence in all the country's rural coffee-growing areas. The FNC undertakes a range of activities designed to improve the quality of life of Colombia's coffee producers. Such activities include research to optimize production costs and obtain the highest-quality coffee; technical assistance for producers; regulating and marketing coffee to ensure that producers obtain the best price; and organizing trade union programmes for the benefit of producers. See: www.federaciondecafeteros.org



Coffee Industry) was the fruit of a partnership agreement with the Ministry of Labour, financed from the Occupational Risk Fund. Over those two years, 7,000 coffee growers from 15 departments were trained through theoretical and practical workshops and promotion was given to other ways of improving the situation of coffee farmers by encouraging worker organizations and participation in coffee farmers' cooperatives.

In the ensuing years the FNC continued to participate in certification schemes and to promote compliance with OSH standards and requirements by means of handbooks and primers to assist certified coffee farmers in meeting the OSH requirements stipulated under those certifiable standards. The Ministry of Labour's involvement in the project was discontinued for lack of funds; the Federation provides the project with all the training personnel who work with coffee farmers but is unable to finance the costs of printing, workshops and other logistical aspects.

The Federation is continuing to develop its strategy to bring about improved conditions in terms of protection and social security for coffee growers, making the case for the special situation of this demographic, who have no employment relationship, whose income is variable and in most cases below the legal monthly minimum wage.

The Federation's strongpoint is its in-depth knowledge of the coffee growers, their characteristics such as age and educational level, and knowing how to communicate with them and what to tell them. Another important strength is the capacity to reach Colombia's coffee farmers through the 1,100 extension workers, themselves agronomists, who visit and provide them with technical assistance.

Award programmes

The ARLs have developed award programmes for affiliated enterprises, including MSMEs, the prestige and reputation of which have been enhanced over the years. Obtaining recognition of this kind is of the greatest value to enterprises. There are no financial prizes as the ARLs are prohibited by law from offering such incentives.

Positiva. As an incentive to enterprises, *Positiva* has developed the strategy called *Positiva Premia* whereby recognition is given every two years to OSH management and good practices. Enterprises submit projects they have implemented and highlight the successes achieved, which are assessed by an external jury. Awards are then given in different categories at a special ceremony. Since 2009 over 600 awards have been made nationwide for good practices in occupational risk prevention.³⁸

Colmena Seguros. As a way of recognizing its members, *Colmena Seguros* organizes a competition called *Premio líderes en prevención* in which it rewards good practices in prevention. This competition has a specific category for small enterprises, which allows them to compete among themselves, bearing in mind their specificities as a sector. The three enterprises obtaining the highest scores from the external jury for their good practices are rewarded with the possibility of participating in national and international academic events. Company participation has been on the rise over the 10 years of existence of this award.³⁹

SURA. The insurer created a competition called *Premio Excelencia ARL SURA* to recognize the achievements of enterprises and their employees in promoting safe and healthy workplaces. It is also designed to facilitate and encourage them to share practices and improvements in the work environment that have effectively improved the quality of life of employees and helped boost their productivity and competitiveness. The competition comprises four categories: (i) care through innovation;

38 See: <https://www.positiva.gov.co/ARL/Promocion-Prevencion/Positiva-SUMA/Positiva-Premia/Paginas/default.aspx>

39 See: [HTTPS://WWW.COLMENASEGUROS.COM/ARL/GESTION-CONOCIMIENTO/RECONOCIMIENTOS/PAGINAS/PREMIO-LIDERES.ASPX](https://www.colmenaseguros.com/ARL/GESTION-CONOCIMIENTO/RECONOCIMIENTOS/PAGINAS/PREMIO-LIDERES.ASPX)



(ii) better work environments for better outcomes; (iii) better OSH management in small and medium-sized enterprises; and (iv) world class OSH practices. In the small and medium-sized enterprise category, recognition is given not only to the Occupational Safety and Health Management System but also to improvements in the quality of life at work. The award has been in existence for almost 20 years now, although this new category is only four years old, with two awards having been made; in addition to the award and nationwide public recognition, the enterprises obtain scholarships enabling them to participate in national and international training processes.⁴⁰

Economic incentives targeting MSMEs

The Ministry of Trade, Industry and Tourism has various programmes for supporting the formalization process and enabling enterprises to access the tools of the financial system; to obtain soft lines of credit and non-refundable resources from co-financing funds; to facilitate their penetration of both domestic and international markets; to take part in government procurement selection processes; to obtain discounts with respect to aspects such as commercial registration, income tax and para-fiscal contributions; and to participate in government-run business development schemes; these are factors which, by aiding formalization, also give impetus to the development of OSH as a requirement for formalized enterprises.

Formal Production Linkages (*Encadenamientos Productivos Formales*) are a strategy for further entrenching the culture of formality. Enterprises in different positions of a supply chain comply with the law and encourage their suppliers to organize themselves within the same framework of compliance with operational requirements. The programme entails training and technical support for beneficiary MSMEs with a view to deepening the culture of formality and developing skills for more sustainable businesses, thus enhancing the competitiveness of the chain.

One outcome of this strategy is the Single Business Window, a digital platform that centralizes all commercial, fiscal and social security formalities relating to the creation of an enterprise and, among them, those having to do with comprehensive social security, occupational risks, pension funds, severance and health facilities.

The National Guarantee Fund (*Fondo Nacional de Garantías*) is a government institution, the mission of which is to provide guarantees to facilitate micro-, small and medium-sized enterprises in accessing the funds they need to improve their competitiveness. MSMEs are given backing for debts contracted through any financial intermediary that lends to them. These guarantees provide security for credit and leasing operations intended exclusively to finance working capital, fixed investments, business capitalization, technological development or the creation of businesses.

In 2003, the Foreign Trade Bank of Colombia (*Banco de Comercio Exterior de Colombia*, BANCOLDEX) began offering micro-insurance, by developing products and services to help remedy the exclusion of a certain business demographic from financial and non-financial services. This is low-cost insurance that could reduce the social vulnerability of micro-entrepreneurs and their families.⁴¹

FuturexVida is a low-cost micro-insurance with broad coverage that offers protection to Colombian micro-entrepreneurs and also insures the portfolio of microfinance institutions. It protects micro-entrepreneurs against the risks of death from any cause (including suicide after the first month of being insured), total and permanent disability, and serious illness (50 per cent of the sum insured under life cover).

40 See: <https://www.arlsura.com/index.php/component/content/category/233-premio-excelencia>

41 See: <https://www.bancoldex.com/microseguros-938>



5. Conclusion

One commonly held view of the problems and shortcomings of MSMEs is that they lack resources of all kinds: financial, human, technological and funding sources, in addition to difficulties in adopting new technologies, limited managerial capabilities, low productivity, regulatory obstacles and informality. The upshot of all this is that, for them, mandatory compliance of any set of regulations becomes highly complex and costly. The obstacles emanating from labour and tax regulations affect productivity and the use of the financial resources of enterprises (cash flow, dwindling liquidity), and entail new costs arising from the need to allocate human and material resources for complying with them. The complex mix of factors negatively impacting on the operations of MSMEs in their struggle to survive as business ventures shows why, despite recognizing the importance of OSH, they have other priorities in the conduct of their business operations.

The dynamism witnessed in the evolution of the occupational risk management system as of 1994 is reflected in a series of specific regulations that are complex to implement and require the allocation of human, material and of course financial resources, the net effect of which is to complicate the task of MSMEs in fulfilling so many requirements.

Both business associations and the government have been developing strategies to promote formalization, which envisage the simplification of formalities, the easing of regulations and the search for forms of funding and support that enhance innovation and competitiveness. That joint endeavour gave rise to Resolution 312 issued in February 2019 and relaxing the application of Resolution 1111 on minimum standards, so that they are “adapted and harmonized to suit each type of organization, in keeping with the number of workers, economic activity, risk category and the work or trades being executed”. Taking rural areas into account, and with the guidance of the Columbian Coffee Growers Federation and various agriculture sector associations, Resolution 312 establishes a special category for economic activities in this sector, namely “agricultural production units”.

However, merely easing demands will not lead to greater compliance while there is no technical and financial support for that purpose; on the contrary, it could mean a greater degree of precariousness in terms of occupational safety.

As it has already done in principle, the Ministry of Labour should effectively relax the OSH requirements to be met by MSMEs and simultaneously develop a system of monitoring and preventative control oriented chiefly to providing advice or technical training for entrepreneurs, before resorting to coercive or punitive mechanisms. These should be a last resort and conceived as powerful motivation for businesses to become formalized.

Improving OSH conditions, especially in MSMEs, requires special funding to transform their production and service provision models. This, combined with technical support, monitoring and performance-based incentives, is indispensable to ensuring progress in risk prevention in Colombia.

The government should draw up a business development policy geared towards MSMEs which involves the coordinated and effective participation of the various ministries that play any part in ensuring the proper functioning of this business sector, bearing in mind its features, shortcomings and operating conditions. For example, the formalization policy calls for financial support and production chains in order to ensure its sustainability as well as the permanence and survival of MSMEs. The Ministry of Industry, Trade and Tourism plays a crucial role in this respect.

Any strategic plan calls for a set of indicators including, very importantly, impact indicators; the Ministry of Labour should lay down technical criteria on which basis to centre attention on promotion and prevention activities in these enterprises, bearing in mind the frequency, severity and causes of work-related accidents and illnesses. In the absence of such critical information, broken down by size of enterprise, no assessment can be made of what is taking place in that business sector.



One significant void in respect to employer motivation stems from the government's failure so far to institute a system of positive or negative financial incentives based on the outcomes of implementing the OSH management system and on occupational accident indicators. Furthermore, the government has no mechanisms for recognizing compliant employers that achieve good results in reducing their occupational accident rate.

Through various mechanisms Colombia is endowed with substantial resources for funding the development of OSH. The ARLs in particular, being required to undertake preventative activities in affiliated enterprises, must be organized in a suitable and stable manner in order to fulfil that obligation, whether by their own efforts or by contracting out the task. The responsibilities of the ARLs to enterprises with fewer than 10 workers are becoming more concrete and require technical assistance and training to be provided on a face-to-face basis. The experiences recounted show that it is possible to conduct targeted activities in this business sector and that, with innovation and creativity, mechanisms can be found for that purpose. One key element is the search by employers and their managers for support, on the one hand based on identifying how OSH actually helps them develop and sustain their business operations and, on the other, how it will spare them from disastrous outcomes, whether caused by accidents or by sanctions for non-compliance with legal requirements.

In the light of trends regarding corporate social responsibility and commitment to numerous requirements and demands emanating from related international standards, the business associations – mainly comprising large domestic and transnational enterprises – should operate regular schemes enabling their enterprises to emulate the ANDI in Colombia when developing their production chains. They would similarly establish and maintain schemes to ensure that their providers and contractors comply with minimum occupational safety and health requirements pursuant to the law in general and to Resolution 312 in particular. The experience of the ANDI is a very compelling frame of reference in this regard, but there must be the assurance of continuity and that such action forms part of the management system of the large enterprises. Besides, this requirement is binding on contracting entities under Colombian legislation.

In this task, the experience of the oil industry, through the CCS and the RUC, is a good model to follow.

Although the trade union federations have no MSME unions among their membership, those enterprises being too small for unions to be formed, they can nevertheless play a key role in providing guidance on regulations and their implementation. The CGTC is exemplary in this regard. The federations could also exert influence on production chains through the enterprises where they have a presence.





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► Annex 1. List of key informants

Name	Institution	Position
Dra. Martha Liliana Agudelo Valencia	Ministry of Labour	Director General, Ocupacional risks
Dra. Marcela Soler	Ministry of Labour	Coordinator, Promotion and Prevention Group
Ing. Diego Fernando Castellanos	Ministry of Labour	Promotion and Prevention Group
Dra. Fanny Grajales	Ministry of Health	Subdirector, Risks and underwriting
Dra. Mónica Corchuelo	Ministry of Health	Advisor, Occupational Health Licence
Dra. Mireya Bermeo Álvarez	Ministry of Trade, Industry and Tourism	Advisor, SMEs Directorate
Dr. Carlos Andrés Solano	Ministry of Trade, Industry and Tourism	Enterprise formalization
Dra. Gina Vela, Dr. Andrés Vergara	SENA	Relationship & Business Strengthening
Dra. Yadi Tatiana Ruiz	SENA	Leader, Business Service Programme
Dra. Sandra Segura	Bancoldex	Assistant, Commercial credit
Dra. Osiris Medina	ACOPI	Legal Vice-President
Dr. Antonio Osorio	ACOPI	National Vice-President
Dr. Alberto Echavarría	ANDI	Legal and Social Affairs Vice President
Dra. Juliana Manrique	ANDI	Coordinator, ANDI Project for SMEs
Dr. Jorge Hernán Estrada	ANDI	Coordinator, National Committee Occupational Health
Dr. Germán Ponce	FASECOLDA	Director, Occupational Risks Chamber
Dr. Juan Carlos Aristizabal	FASECOLDA	Subdirector, Occupational Risks Chamber
Dr. Francisco Ortiz Lemos	POSITIVA	Manager, Investigation and risk control
Dr. Camilo Gómez	POSITIVA	Delegate, "Promotion & Prevention"



Dra. Luz Stella Rodríguez	COLMENA	Technical manager, Occupational risks
Dra. Angélica Baute	COLMENA	National manager “Prevention” programme
Dra. Claudia Granados	COLMENA	Chief, “Prevention” programme in MSMEs
Dra. Gema Uribe	SURA	Technical manager
Dra. Adiel Castro	SURA	Coordinator, SMEs area
Dra. Xiomara Monsalve	SURA	Coordinator, Education for enterprises
Dr. Diógenes Orjuela	CUT	National President
Dra. Ligia Inés Alzate	CUT	Director, Legal and regulatory department
Dr. Luis Eduardo Varela	CUT	Director, Social Security, Occupational Safety and Health
Dr. Julio Roberto Gómez	CGT	President
Dr. Luis Miguel Morantes	CTC	President
Dra. Adriana Solano	CCS RUC	Executive President
Ing. Maira Sarmiento	CCS RUC	Director, Certification Services and Associates
Dra. Ligia Borrero	FNC	Legal director
Dra. Carolina Pico	FNC	Senior lawyer, Legal directorate
Dr. Humberto Devia	FNC	Medical doctor, OSH specialist
Dr. Isidro Acuña Grao	Superintendente de Seguridad y Salud en el Trabajo	OSH Superintendent
Dra. Ana María Ocampo	Responsabilidad Integral Colombia	Manager
Dr. Luis Ángel Hernández	Responsabilidad Integral Colombia	Adviser



► Annex 2. List of interviews as part of the survey

Respondents		Name of the enterprise	Sector	Size	City / Region
Owner	Employees				
1	7	ALPECORP COLOMBIA SAS	Metalworking	Small	Bogotá
1	1	GessiG SAS	Consultancy	Micro	Bogotá
1	1	Logistic SAS	Metalworking	Micro	Bogotá
1	6	Transegar SAS	Passenger Transport	Small	Nuevo Colón
1	5	Carrocerias Apolo Alcibiades Peña & Cia Ltda	Metalworking	Small	Bogotá
1	5	EML Sas	Service	Medium	Bogotá
1	3	Frupulpas SAS	Fruit Pulp Processing	Micro	Bogotá
1	1	Muebles Wimpy JG	Metalworking	Micro	Bogotá
1	0	Assemtec	Metalworking	Small	Cartagena
1	0	Construcciones Ortiz Sas	Building	Small	Cartagena
1	0	Redes Sanitarias e Hidraulicas SAS	Cleaning and maintenance of Hydraulic and Electrical Networks	Micro	Cartagena



► The case of Indonesia

Prepared by Mila Tejamaya and Wishnu Puspoprojjo

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▶ Acronyms

BPS	<i>Balai Pusat statistik</i> (National Bureau of Statistics)
DGoSMI	Directorate-General of Small and Medium Industry
DWCP	Decent Work Country Programme
GDP	Gross Domestic Product
ICT	Information and Communications Technology
MoC&SMEs	Ministry of Cooperation and SMEs
MoH	Ministry of Health
MoI	Ministry of Industry
MoM	Ministry of Manpower
MSMEs	Micro-, Small and Medium-sized Enterprises
OJK	<i>Otoritas Jasa Keuangan</i> (Financial Service Authority)
OSH	Occupational Safety and Health
OSH-MS	Occupational Safety and Health Management Systems
P2WKSS	<i>Program Peningkatan Peranan Wanita Menuju Keluarga Sehat dan Sejahtera</i> (Increasing the Role of Women in Enhancing Health and Prosperity of Families Programme)
PAOT	Participatory Action Oriented Training
PHS	Public Health Services
PIC	Person in Charge (PHS)
PKH	<i>Program Keluarga Harapan</i> (Aspiring Family Programme)
Pos UKK	<i>Pos Upaya Kesehatan Kerja</i> (Occupational Health Units)
PPE	Personal Protective Equipment
SCORE	Sustaining Competitive and Responsible Enterprises
SMEs	Small and Medium Enterprises
WIND	Work improvement in Neighbourhood Development
WISCON	Working Improvement at Small Construction Sites
WISE	Work Improvement for Small Enterprises
WUB	<i>Wirausaha Baru</i> (Entrepreneurship Training)






► 1. Background: MSMEs in Indonesia

National definition of MSMEs

Act No. 20 of 2008 concerning MSMEs provides the definitions of micro-, small and medium-sized enterprises, based on their net assets and annual income. MSMEs can also be classified according to the total number of workers, as stipulated by the National Bureau of Statistics (*Balai Pusat statistik, BPS*) in 2017. Table 6 summarizes both these criteria (OSS Republik Indonesia, 2018; Bank Indonesia, 2017; LPPi B, 2015).

► Table 6. Criteria for the definition of MSMEs

Size	Act No. 20 of 2008		National Bureau of Statistics (2017)
	Net assets ⁴² (in million rupiah)	Annual income (in million rupiah)	Numbers of employees
 Micro	< 50	< 300	1 to 4
 Small	50 to 500	300 to 2,500	5 to 19
 Medium	500 to 10,000	2,500 to 50,000	20 to 99

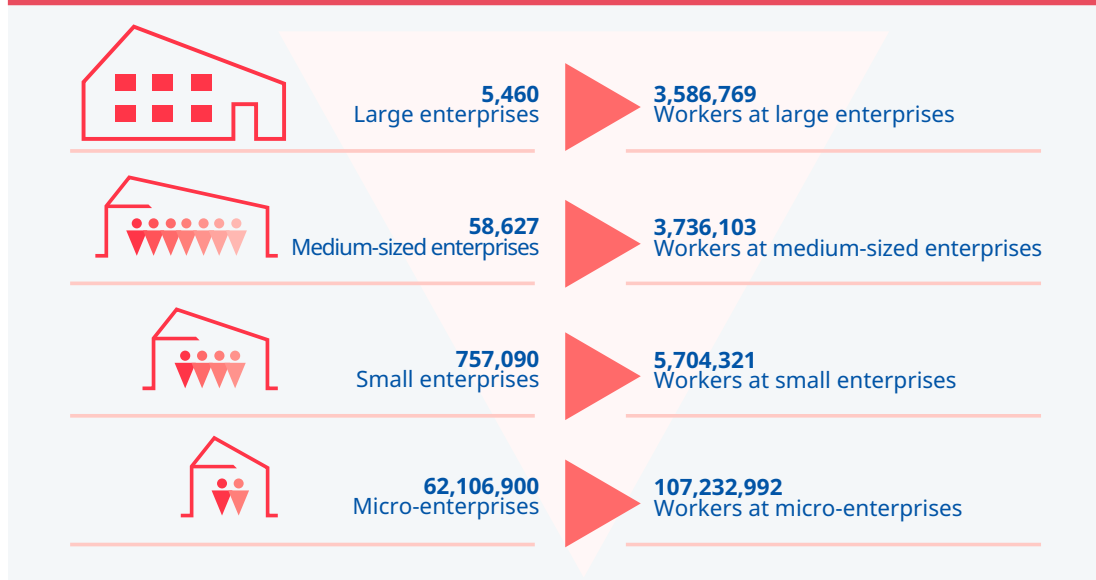
The role of MSMEs in the national economy

In Indonesia the substantial economic role of MSMEs in national economic growth has been acknowledged by the national government, as MSMEs contributed to 60 per cent of GDP (Depkop, 2019).

MSMEs also employed more than 91 per cent of the workforce (Bank Indonesia, 2017).

⁴² Net assets do not include land and buildings of business premises

► Figure 6. Number of enterprises by size (micro-, small, medium-sized and large enterprises) and workforce employed (Bank Indonesia, 2017)



The majority of MSMEs are found in the agricultural, livestock, forestry and fishery sectors, accounting in total for almost one half of all MSMEs, followed by the sector of trade, hotel and restaurant, with 28,8 per cent (Bank Indonesia 2017).

National context supporting MSMEs

Recognizing the important role of MSMEs, the Indonesian government promulgated Act No. 20 Year 2008 concerning MSMEs. The Act regulates various means of supporting MSMEs, such as empowerment; business development; promotion of a favourable business climate; financing; partnership; and coordination and control.

To encourage the creation of new formal businesses (including MSMEs), an integrated online system for business registration (*Online Single Submission, OSS*) has been established since July 2018, facilitating procedures and significantly reducing bureaucracy. In the first month more than 7,000 businesses were registered (OSS Republik Indonesia, 2018).

Financial support to new MSMEs is provided by the Government through the Public Business Credit programme (*Kredit Usaha Rakyat, KUR*), subsidizing the interest on bank loans (thus reducing it from 15 per cent to 7 per cent) (LPPI B, 2015; TNP2K, 2015). The Bank of Indonesia issued a Regulation concerning the provision of loans by commercial banks and technical assistance in the context of the development of MSMEs, which requires all banks to provide at least 5 per cent of credit to MSMEs from total loans or disbursed financing.

The development of MSMEs in Indonesia is supported by different ministries, as outlined below.

The Ministry of Cooperation and SMEs (MoC&SMEs) is the main institution concerned with MSMEs in Indonesia. MoC&SMEs supports MSMEs through education, assistance in obtaining access to bank loans; registering micro-businesses; establishment of MSMEs Forums; and others. MoC&SMEs organizes "Entrepreneurship Training" (*Training Wirausaha Baru, WUB*), one of the more widespread programmes for micro- and small businesses. However, OSH principles have not been incorporated in these training courses; only limited information on housekeeping has been introduced.



The Ministry of Industry (MoI) consists of six Directorates-General, which include the Directorate-General of Small and Medium Industry (DGoSMI). The activities of DGoSMI are mostly related to development, empowerment and provision of facilities. A number of training programmes for micro-enterprises are delivered by MoI, such as achievement motivation training, good manufacturing practices, the Aspiring Family Programme (*Program Keluarga Harapan, PKH*), the Increasing the Role of Women in Enhancing Health and Prosperity of Families Programme (*Program Peningkatan Peranan Wanita Menuju Keluarga Sehat dan Sejahtera, P2WKSS*), and several workshops for improving the level of productivity and technical skills in micro-businesses.

The Ministry of Communications and Informatics (MCI), as part of the strategy for ensuring equal access to information throughout the country, supports start-ups, MSMEs, farmers and fishermen – in particular from border areas – in order to increase their welfare by the use of Information and Communications Technology (ICT) (Kominfo, 2019). The MCI also launched the programme “MSMEs Go Online” to open new market opportunities and new consumers for Indonesia’s MSMEs in both regional and global markets (Kominfo, 2018).

The Drug and Food Control Agency has initiated meetings with the Ministry of Trade, the Ministry of Village, Development of Disadvantaged Regions and Transmigration, the Ministry of Industry, the Ministry of Cooperation and SMEs, the Ministry of Marine Affairs and Fisheries, and the Ministry of Agriculture, and Creative Economy Agency, with a view to discussing how to improve the capacity of MSMEs to guarantee the safety and quality of products such as food, cosmetics and traditional medicine (as part of its duties) (POM, 2019).





► 2. The status of OSH in MSMEs

Although reporting of occupational accidents and diseases is compulsory for all local public health centres (*Pusat kesehatan Masyarakat or Puskesmas*), the actual rate of notification is very low. Data on occupational accidents and diseases are not comprehensively collected, with certain categories of workers excluded, such as those in the informal economy (DK3N, 2004). Furthermore, official statistics do not disaggregate data on occupational accidents and diseases by size of enterprise, therefore there are no reliable data on their prevalence in MSMEs.

The current Indonesian OSH policy framework envisions the realization of a national preventative safety and health culture. The OSH Programme for 2009-2014 was a guidance document for national OSH activities as it included a variety of initiatives supporting this vision (ILO, 2017).

However, implementation of the national programme focused on OSH conditions in MSMEs is not efficient. This seems to be in part a consequence of the lack of coordination between the different ministries involved, primarily the Ministry of Cooperation and SMEs and the Ministry of Manpower (MoM), but also the Ministry of Health (MoH), Ministry of Energy and Mineral Resources, Ministry of Industry (MoI), Ministry of Public Works, and the Ministry of Maritime Affairs and Fisheries (Tang, 2016).

Despite comprehensive OSH laws and regulations designed to protect workers' safety and health, the lack of compliance undermines its effectiveness, in particular in MSMEs and in the informal economy.

Occupational health services for the most part in Indonesia only focus on curative services while promotion and preventative services are far from optimal. This problem occurs because of lack of health facilities and infrastructures, and a low level of public awareness of the importance of occupational health and safety issues (Umma, 2018).



Information about the survey



Interviewed

59
Respondents

From 43 MSMEs



17
Micro-enterprises



19
Small enterprises



7
Medium-sized enterprises

Sectors: footwear, food and beverages, clothing convection and metal industries

Officially registered their business



Awareness of national OSH laws

Know national OSH laws and standards

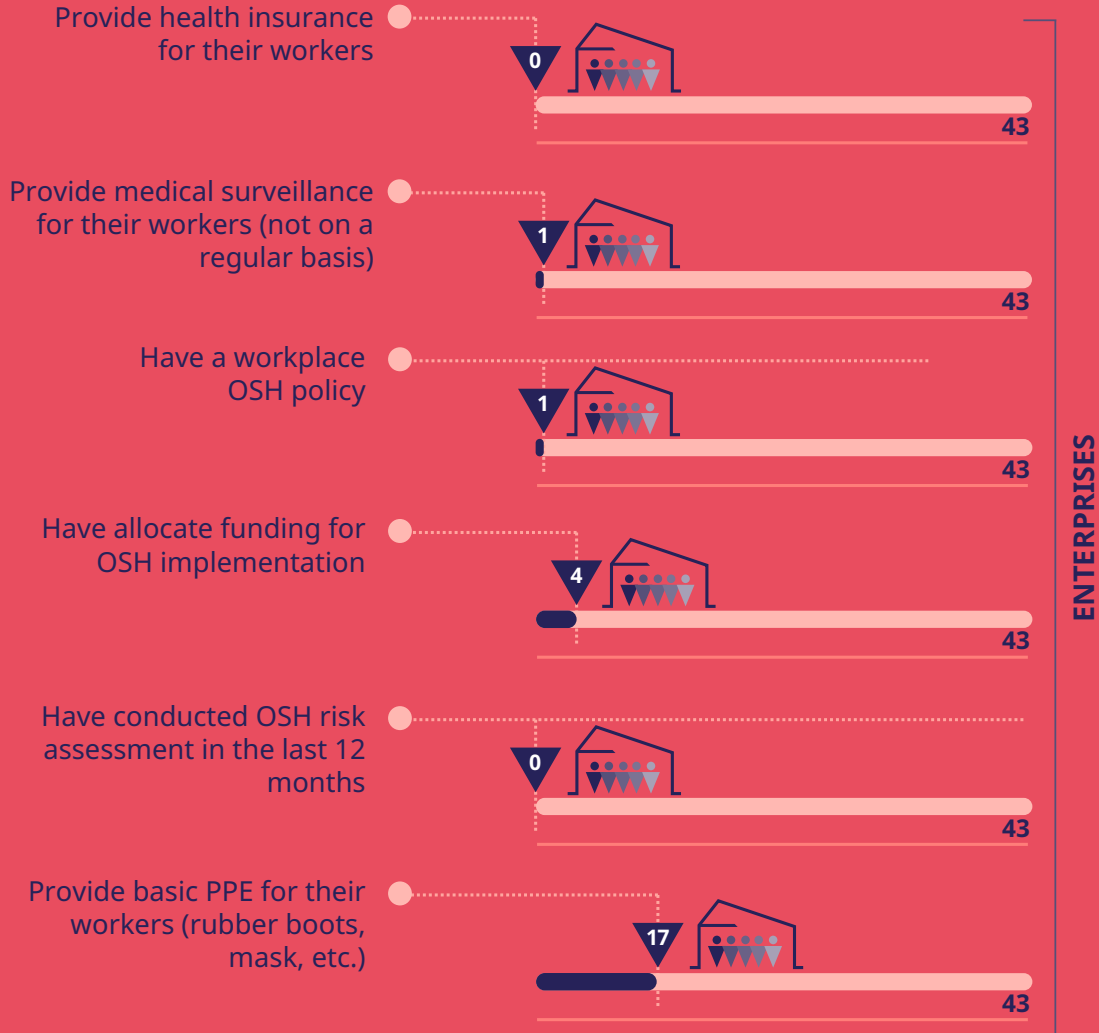


Awareness of OSH initiatives

Are aware of any OSH activity that the Ministry/NGO/Forum organize for MSMEs



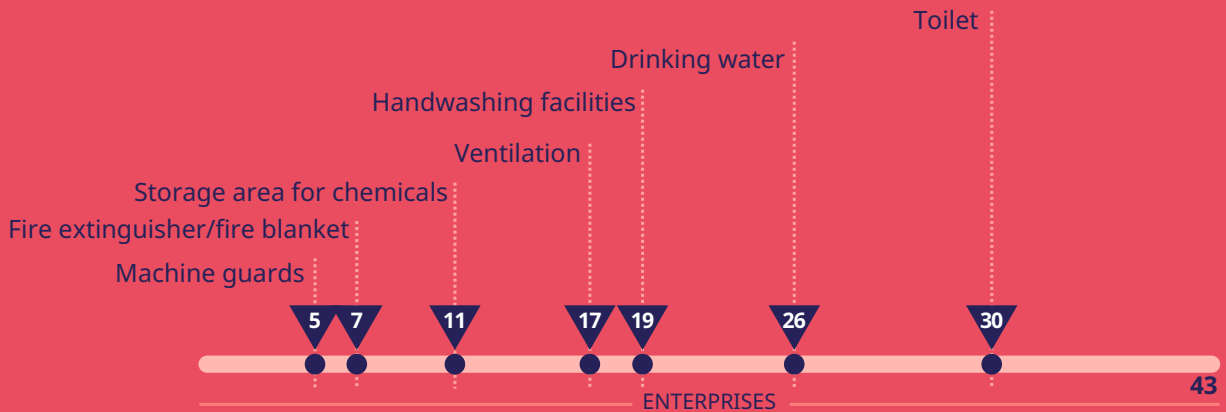
Workplace practices



Example of measures adopted



Facilities and physical controls





Administrative control

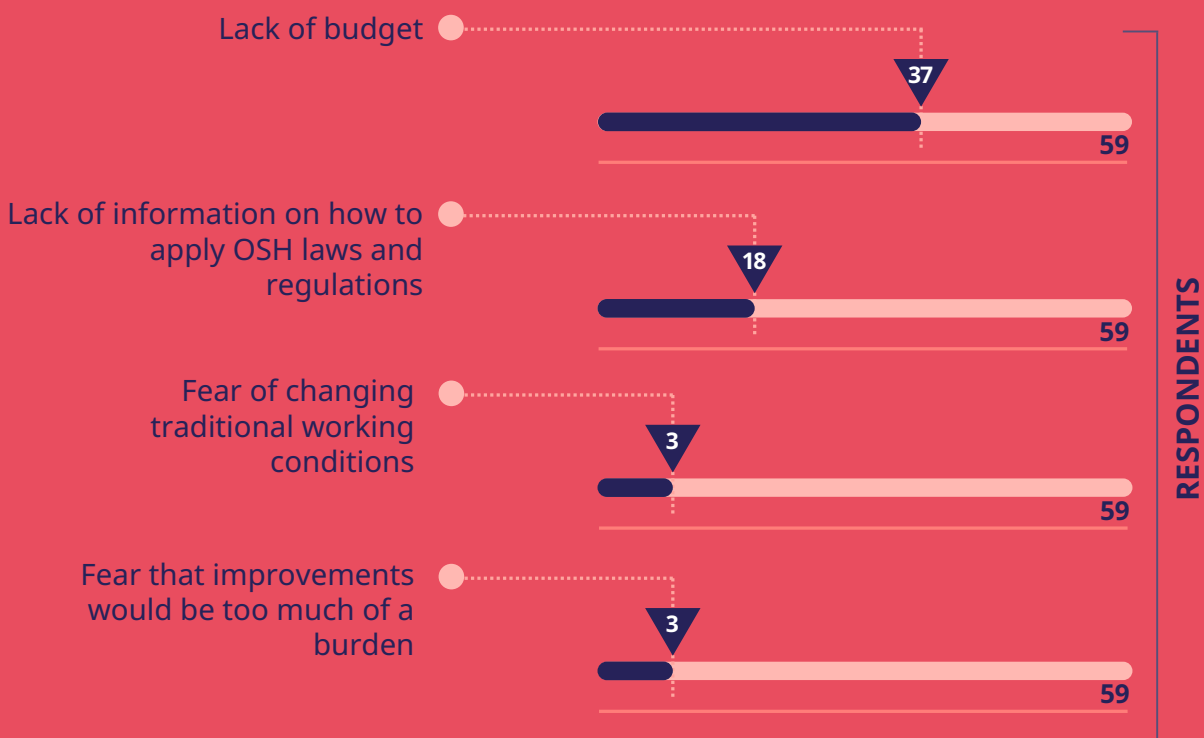


Personal Protective Equipment



Barriers for OSH improvements

What are the factors **impeding** the implementation of OSH measures in your workplace?





▶ 3. The national framework for OSH in MSMEs

A description of the OSH legal framework addressing MSMEs

Act No. 20 of 2008 regarding MSMEs does not include any specific reference to the protection of health and safety of MSMEs workers.

Act No. 1 of 1970 regarding Work Safety states that work safety shall be applied in all workplaces. The Act stipulates that the technical department of safety and health in Indonesia should be located in the Ministry of Manpower (MoM).

Act No. 13 of 2003 concerning manpower states that every worker has the right to OSH. All workplaces with more than 50 employees must have a Consultation and Communication Forum and register it at the local governmental office.

Government regulation of Indonesia, No. 50 year 2012, concerning the implementation of OHSMS, further explains that the obligation of OSH-MS implementation concerns workplaces that employ: (1) more than 100 workers; and (2) have high risk. This regulation seems to exclude MSMEs from the obligation of OSH-MS implementation, but it does not exclude them from adopting the appropriate OSH measures.

The obligation of providing occupational health programmes is emphasized in **Act No. 36 of 2009 concerning Health**. Articles 164-166 state that occupational health efforts are protecting workers from health problems and adverse effects caused by work. This act specifies that every workplace shall provide occupational health services. Those efforts include workers in the formal and informal sectors although the majority of MSMEs are informal. In addition to the health act, there are numerous acts and regulations which control the implementation of OSH, for instance regulation of the work environment and labour. Thus it is the legal basis for implementation of OSH programmes in any occupation, including MSMEs.

According to OSH-related laws such as **Law No. 1 of 1970** and **Law No. 13 of 2003**, there are no differences in OSH requirements as between large, medium-sized and small enterprises; or between formal and informal occupations. All aspects of work-related regulations are deemed valid for all sizes of enterprise (including MSMEs), as long as the three factors of business relations are present (namely work order, job and salary).

A partial exception is the **Government Regulation No 50 of 2012** requiring OSH management systems (OHS-MS) to be implemented in enterprises with 100 or more employees or in any high-risk enterprise. However, MoM encourages the implementation of OSH-MS in all sectors and all enterprises, including MSMEs, but with different approaches (strict enforcement for large enterprises, advice for MSMEs).

Law No. 7 of 1981 requires all enterprises to submit a report to MoM regarding the enterprise's business identity, work relationships, workforce protection, and job opportunities. Even so, this obligation has not been fully understood or obeyed by most MSMEs, with the consequence that most MSME fall within the informal category. Consequently, the process of inspection, monitoring, training and enforcement has been very challenging.



The national OSH infrastructure relevant for MSMEs

OSH in Indonesia falls primarily under the **Ministry of Manpower** (MoM), with directorates in charge of formulating OSH policies, providing research, training and OSH services conducting evaluation and inspection (ILO, 2017).

The MoM is concerned with the following main functions (known as the “four pillars of MoM”):

1. education and productivity development;

2. labour placement and work opportunity development;

3. industrial relations and social security development; *and*

4. labour inspection and OSH.

The **Ministry of Health** (MoH) is the authority responsible for all aspects of health, including occupational health. Occupational health efforts are aimed at protecting workers (in both the formal and the informal economy) in order to “live a healthy life, free from any health problems and adverse effects caused by work”.⁴³ The MoH allocated important resources to improving occupational health in MSMEs by strengthening occupational health policy and management, health care for workers, information systems for registration and monitoring occupational health, alliances of community workers, and so forth. At national level the main Ministries’ functions are the establishment of policies, standards and guidelines, while at provincial and regional levels Ministries focus on their implementation.

The **Directorate General of Labor Inspection and OSH** is responsible for the enforcement of OSH legislation. It is equipped with regional OSH Centres in charge of inspection visits, monitoring services, and education and capacity-building on OSH. Since the number of OSH Centres is limited, they are supported by a private OSH Service Company licensed by the government (*Perusahaan Jasa K3*).

Most of the inspections that takes place at MSMEs currently focus on the safety aspects of machinery and equipment such as boilers, lifting equipment, mechanical and pressurized equipment, and so forth, with only limited attention to work organization and comprehensive OSH management.

Existing national strategies promoting OSH in MSMEs

The Indonesia Decent Work Country Programme (DWCP) for 2018-2022 identifies as a priority outcome the improvement of the skills of labour inspectors to handle safety and health issues including those in small-scale businesses, not only as part of the Government’s responsibilities but also as a collaborative framework involving social partners at both national and regional levels.

Building on the success of ILO support through the SCORE (Sustaining Competitive and Responsible Enterprises) and Better Work programmes in Indonesia, the DWCP 2018-2022 will support MSMEs in priority sectors and the government in their effort to adopt sustainable business practices and improve access to resources and good workplace practices. Efforts will be also directed to strengthening promotional and outreach capabilities through enterprise-level initiatives and through the inclusion of OSH curricula in vocational training programmes, especially for raising OSH awareness among young workers and employers (ILO, 2017b).

43 See Law No. 36 of 2009 concerning Health



▶ 4. Initiatives to improve safe and healthy working environments in MSMEs

Community-based health care units

The establishment of Occupational Health Units (*Pos Upaya Kesehatan Kerja*, Pos UKK) is regulated by the Regulation of Ministry of Health No. 100 of 2015. These community-based health care units are organized and managed in collaboration with local workers, including those working in the informal economy, which are also the beneficiaries of the health service. *Pos UKK* promotes a preventative and proactive approach, accompanied by limited curative and rehabilitative care.

Based on 2016 data, more than 1,610 Pos UKKs have been established within 32 provinces (MoH, 2016).

Groups of MSMEs can establish a Pos UKK in their area, with the support of local Public Health Services (PHS) and a grant from government, with some economic participation by workers who will benefit from the Health Unit. The MSMEs community designates Pos UKK cadres to be trained by MoH to serve in the local unit. The main work of Pos UKK cadres is to deliver health promotion programmes aimed at preventing accident and diseases in the MSMEs community. Pos UKK cadres together with medical doctors from nearby PHS regularly visit workplaces to monitor workers' health, discuss OSH issues with workers and business owners, and formulate recommendations for OSH improvement. As Pos UKK cadres are members of local MSMEs and are designated by other workers in the same area, they are often better accepted by the MSMEs community than inspectors, who are often received with suspicion and fear of sanctions.

Pos UKK cadres have to submit a report to PHS in the event of occupational accidents or diseases in their areas. The report is then forwarded to the MoH at the central level. However, collecting data on work-related diseases is still very difficult, since PHS often lacks adequate knowledge and education to recognize their occupational or work-related origin. Limited numbers of staff and medical doctors at the MoH and PHS have also become challenges to Pos UKK activity.

In most areas, Pos UKK cadres support local PHS in activities targeting MSMEs, including workplace visits for health checks (e.g. blood pressure, cholesterol and sugar checks), delivering health promotion sharing sessions, and so forth. As a reward, active Pos UKK receive a grant from the MoH in the form of health check instruments (body scales, blood pressure meters, spirometers, etc.) and PPE (gloves, respirators, hair nets, and others).

MSMEs Forums

MSMEs Forums (*Forum UMKM*) are MSMEs owner associations established at district level and founded by the regional office of MoC&SMEs. MSMEs fora are the coordinating body between the government and the MSMEs community. Most MSMEs owners join a MSMEs Forum to receive the necessary training and assistance from the government with no subscription fee, as well to facilitate exchanges of information between MSMEs.

Numerous activities have been organized by the forum for their members, such as training sessions, workshops, support in registering MSMEs, and others. The topics around which these activities are organized are mainly about how to obtain access to bank loans, motivation training, new technology, sharing sessions with other MSMEs, and so forth. Those activities have become the main motive for MSMEs joining their respective local fora, which also provide opportunities to network and learn from peers.



Marcel Crozet - ILO ©

Although the Forums are mainly focused on business development, this type of support characterized by simplicity and low cost (there are no fees for participating MSMEs) could potentially also be a channel for providing training and advice on OSH matters.

Participatory action-oriented training

Since 2010 the MoM, with the support of the ILO, has been adapting and disseminating ILO participatory action-oriented training (PAOT) on OSH, such as Work Improvement for Small Enterprises (WISE), Work Improvement in Neighbourhood Development (WIND), and Working Improvement at Small Construction Sites (WISCON).

In 2011, ILO Indonesia delivered a WISE ToT for establishing a systematic approach to simultaneous improvement of working conditions and productivity in small industries. This training was then followed by 11 WISE workshops delivered to more than 400 employees and employers from various MSMEs from different provinces, funded by the MoM during 2012-2013. Checklists and written materials were translated into Bahasa Indonesia.

In 2011, WIND ToT was delivered to more than 30 local facilitators from about 20 villages in Indonesia. The module was then extended to more than 600 beneficiaries from those 20 villages.



The SCORE project

In 2010, the ILO national office for Indonesia started the implementation of the Sustaining Competitive and Responsible Enterprises (SCORE) Project, in collaboration with the MoM. SCORE is a global training programme designed to improve productivity and working conditions in MSMEs, including safety and health at work.

In 2013, the MoM included SCORE training in the Basic Productivity Training curricula. In 2015, SCORE training was delivered in ten provinces funded by MoM. In Phase 2, other ministries (e.g. MoC&SMEs and MoM), agencies and enterprises were involved. As financial issues became the main challenge for sustaining the SCORE programme in Indonesia, private training agencies were invited to participate. By the end of 2018, 432 enterprises and 2,000 managers and workers (46% women) had received training. With a view on sustainability of programme activities, ILO phased-out subsidizing SCORE Training since 2017 while keeping up financial support for training of trainers (ToT). Implementation partners and trainers are independently fund-raising for training activities from public SME support programmes from different Ministries and private foundations. ILO is expanding the programme with additional partners to more provinces and to sectors beyond manufacturing, such as hospitality and other services.

The Plasma programme

Since the end of 2018, the MoM initiated the Plasma Programme in the agricultural sector. Plantation owners were encouraged to provide economic and social assistance to surrounding villagers (small landholders) by helping them increase their income and welfare. They also received training and education in cultivation procedures, including some basic OSH aspects. This programme could have an important cascade effect in the supply chain, since larger enterprises have an interest in their smaller subcontractors maintaining a high productivity rate by lowering the incidence of accidents at work.

The Promise Impacts project

Since 2015, the ILO project Promoting Micro- and Small Enterprises through Improved Entrepreneurs' Access to Financial Services (Promise Impacts) has been piloted in West Java (garment and textiles) and East Java (food and beverages). Key partners are the Local Government, the Financial Service Authority (*Otoritas Jasa Keuangan*, OJK), MoM, the Indonesian Employers' Association, Trade Union Confederations, MC&SMEs, the Bank of Indonesia, and financial service providers such as rural banks.

The aim of the Promise Impact project is to improve financial access for micro- and small enterprises as well as to promote sustainable and responsible financial inclusion for micro- and small enterprises. Specifically, there are three main goals of the Promise Impact, which are:

- ▶ supply of financial and non-financial services by financial service providers aligned to the needs of micro- and small enterprises in pilot areas;
- ▶ enhanced productivity, improved working conditions, and access to financial and non-financial services; and
- ▶ access to socially-responsible finance integrated into national policies and in the regulatory framework.



► 5. Conclusion

The improvement of OSH conditions in MSMEs needs to be recognized as a priority in Indonesia.

While growing attention is being paid to supporting MSMEs and to formalizing these businesses, there is not the same enthusiasm on OSH issues.

Act No. 20 Year 2008 concerning MSMEs regulates various aspects of support for the development of MSMEs such as empowerment; business climate promotions; business development; financing and underwriting; partnerships; and coordination and control. However, OSH aspects are not clearly stated anywhere in the Act as important factors in MSMEs. This gap could in part be addressed by developing regulations and guidelines on OSH implementation for owners of MSMEs, as well as for key actors such as labour inspectors, employers' organizations and associations, and trade unions.

Services such as MSMEs Fora (Forum UMKM) and Community-based health care units (Pos UKK) could be enhanced to expand OSH awareness and implementation in MSMEs. Since both Forum UMKM and Pos UKK are funded by the public sector and are focused on the MSMEs community, they should be able to offer services at no cost, thus appealing to MSMEs. Communication between these two organizations on OSH-related issues should be enhanced by support from subdistrict heads.

Various ministries have developed programmes and measures to improve the productivity and sustainability of MSMEs; however only MoM and MoH are addressing OSH implementation in MSMEs.

A coordinated and comprehensive national strategy addressing OSH implementation in MSMEs would provide the framework for action at all levels (national, regional, sectoral, local, workplace). Such a strategy should be developed in consultation with all relevant ministries and social partners.

Increased cooperation between Ministries could be an opportunity for integrating OSH management into general business management.

Training delivery mechanisms from other ministries could add an OSH module into their training materials, such as the entrepreneurship training (WUB) from MoC&SMEs. New technology and machines introduced by MoI into MSMEs can be used as a means of creating safe and healthy technology, and thus OSH risks can be controlled from their source.

At the regional level, the MoM, MoH, MoC&SME and MoI are under the supervision of the regional government; therefore OSH programmes created by the central Minister (at national level) are implemented at the regional level only if the regional government approves them.

To avoid the risk that national initiatives on OSH are not adequately implemented at regional and local levels, increased coordination is needed between national, regional and local authorities. It would also be advisable to strengthen awareness-raising and capacity-building on OSH within governmental institutions and social partners at national, regional and local levels.

ILO widely supported the implementation of OSH training programmes, mainly in collaboration with the MoM, across the country and in numerous sectors. Existing ILO tools (such as WISE, WIND, and WISCON) have been adopted and translated into Bahasa Indonesia by the MoM.

Training of trainers from the MoM at central level to the provincial and regional levels have been delivered, as well as to hundreds of MSMEs. However, owing to the very large number of MSMEs in Indonesia (more than 50 million) and the limited amount of budget allocated by the government to this sector, the cascading effects of OSH education from the MoM in Indonesia have been quite slow. Therefore, more effective delivery mechanisms should be designed to ensure better sustainability, for example the adoption of training models such as the Plasma Programme in which large enterprises provide education for MSMEs in their supply chains.



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► Annex 1. List of key informants

Name	Institution	Position	City
Rustandi	Ministry for Economic Affairs	Coordinator Sub Sector of increasing UMKM scale	Central-Jakarta
Cut Adee Opie	MoM	MoM inspector	Central-Jakarta
Muhammad Fertiaz	MoM	Head section of OSH inspection, ergonomic and workplace environment	Central-Jakarta
Agustin Wahyu Ernawati	MoM	Head of sub directorate of inspection, ergonomic, workplace environment and hazardous materials	Central-Jakarta
Dr. Muzakir	MoM	Staff at occupational health, MoM	Central-Jakarta
Angling	MoM	Supervisory staff of the Department of Labor	Central-Jakarta
Evy Yulia Arini	MoM	Staff at Department of Manpower, DKI-Jakarta	Jakarta Province
Dr. Inne	MoH	Head of Occupational and Environmental Health	Central-Jakarta
Sahrul Efendi, SKM, MKKK	MoH	Head of Ergonomic section	Central-Jakarta
Mr. Raida	MoH	Head of Environmental and Occupational Health Unit, Department of Health	Bogor Regency
Dahniar Budiarti	MoH	Staff at Environment and occupational health unit, Department of Health	Bogor Regency
Januar Dyah Prasetyowati	MoH	Staff of Department of Health	Semarang Region
Ratna, SKM	MoH	PIC of Pos UKK in Ungaran PHS	Ungaran district
Dr. Fuad Manshur	MoH	PIC of Pos UKK in Duren PHS	Duren district
Abdul Ajiz	MC&SMEs	Head of the Department of Cooperation and SMEs	Bogor Regency
Miftahul Bariroh	MC&SMEs	Head Division of MSE	Semarang Region
Ferry Setiawan	MoI	Head of Empowerment Section of Metal and Machinery and Small-Medium Industries	Central-Jakarta



Iyas Heryanto	MoI	Head of sub-division for procurement assistance	Bogor Regency
Titik	MoI	Head of training sub section	Bogor Regency
Januar Rustandie	ILO	General National Project Manager	Jakarta
Tendy Gunawan	ILO	Programme Officer ILO	Jakarta
Ely Gustini Salim	MSME Forum	Chair of the MSME forum	Citeureup district
Lestari	MSME Forum	Chair of the MSME forum	Parung district
Eni	MSME Forum	Chair of the MSME forum	Sukaraja district
Fifi Astuti Lestari	MSME Forum	Chair of the MSME forum	Semarang district
Alfiyah	MSME Forum	Chair of the MSME forum	Ungaran district



► Annex 2. List of interviews as part of the survey

Name	Size	No. ee	Enterprise production	Location
Hari	Micro	2	Tempe ⁴⁴	Cikande
Rasyihan	Micro	2	Tempe	Cikande
Rian	Micro	2	Tempe	Cikande
Harun	Micro	3	Tofu	Cikande
Khosib	Micro	2	Tofu	Kramat Watu
Saharudin	Micro	2	Tofu	Kramat Watu
Budi	Micro	2	Tofu	Kramat Watu
Hartono	Micro	2	Tofu	Lenteng Agung
Jamali	Micro	2	Tempe	Lenteng Agung
Hambali	Micro	2	Tempe	Lenteng Agung
Adi Sularno	Micro	2	Tofu	Citeureup
Junaidi	Micro	2	Tofu	Citeureup
Siswanto	Small	6	Tofu	Citeureup
Syamsuri	Micro	2	Oncom	Citeureup
Mamat	Micro	2	Tofu	Depok
Karli	Small	6	Tofu	Depok
Eman	Small	14	Shoes	Ciomas
Bram	Small	10	Shoes	Ciomas
Teguh	Small	20	Shoes	Ciomas
Eman	Small	14	Shoes	Ciomas
Ishak	Small	10	Shoes	Ciomas

44 Tempe or tempeh is a traditional Indonesian soy product, that is made from fermented soybeans.



Erik	Small	9	Shoes	Ciomas
Belinda	Large	75	Shoes	Ciomas
Badru	Small	15	Shoes	Tangerang
Rudi	Small	13	Shoes	Tangerang
Pradana	Small	6	Shoes	Tangerang
Kave	Small	11	Shoes	Tangerang
Anda	Micro	4	Shoes	Tangerang
Aeng	Small	20	Shoes	Tangerang
Fazar Amarulla	Large	52	Medical Devices	Citeureup
Ariadi	Small	30	Medical Devices	Citeureup
H. Mahmud	Small	16	Pet Cage	Citeureup
Alexander	Small	20	Fire Extinguisher Tube	Citeureup
Ida Faridah	Small	10	Metal Roof	Citeureup
Badrudin	Small	10	Metal Press and Coating	Citeureup
	Small	10	Metal Hinges	Citeureup
Otoy	Small	11	Electroplating	Citeureup
Nur Laila	Micro	3	Fashion & Handicraft	Citeureup
dr Masyita	Micro	2	Candlenut Oil	Sukaraja
Budi Harianti	Micro	4	Herbal Drink	Sukaraja
Santi Yunita	Micro	3	Sea Grass Stick	Sukaraja
Eni	Small	7	Catering	Sukaraja
Agust basuki	Small	8	Education Toys	Sukaraja
Ita Murti	Micro	1	Chicken Shredded, crispy anchovies, fried onions	Sukaraja
Ika Amalia	Micro	1	Cake Buns	Sukaraja
Dewi Neni	Micro	3	Gudeg	Sukaraja
Rini	Small	13	Kids Fashion	Sukaraja
Siti samsil	Micro	1	Cake Buns	Sukaraja



Supardi	Small	19	Shoes Leather	Semarang
Akhmadi	Small	19	Aluminium and Glass	Semarang
Lis	Small	19	Wingko	Semarang
Nurhadi	Micro	4	Smoked fish	Semarang
Mustamimin	Micro	4	Lumpia	Semarang
Muhammad Imam Maarif	Small	19	Clothing Convention	Semarang
Ngadimin Hadi Mulyono	Small	19	Tofu	Semarang
Anis Hermawati	Small	19	Batik	Solo
Ngadiyanto	Small	20	Coffee Roasted	Solo
Haryono	Micro	4	Bags and Craft	Semarang
Sri Wahyuni	Micro	4	Bags and Craft	Semarang



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04

► The case of Philippines

Prepared by Marian E. Boquiren and Ivan Idrovo

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Acronyms

ASGM	Artisanal and Small-Scale Gold Mining
BOSH	Basic Occupational Safety and Health
BMOs	Business Membership Organizations
BSP	Bangko Sentral ng Pilipinas (Central Bank of the Philippines)
COSH	Construction Occupational Safety and Health
CSR	Corporate Social Responsibility
DA	Department of Agriculture
DENR	Department of Environment and Natural Resources
DTI	Department of Trade and Industry
DSWD	Department of Social Welfare and Development
DOLE	Department of Labor and Employment
ECOP	Employers' Confederation of the Philippines
FAO	Food and Agriculture Organization
IEC	Information, education, and communication
ILO	International Labour Organization
LGUs	Local Government Units
MSMEs	Micro-, Small and Medium-sized enterprises
NGOs	Non-Governmental Organizations
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
OSHC	Occupational Safety and Health Center
OSH-NET	Occupational Safety and Health Network
PPE	Personal Protective Equipment
SHIELD	Strategic Helpdesk for Information, Education, Livelihood and other Developmental Interventions
SMEs	Small and Medium-sized Enterprises
WISE	Work Improvement in Small Enterprises
WIND	Work Improvement in Neighbourhood Development
ZAP	Zero Accident Program






► 1. Background: MSMEs in the Philippines

National definition of MSMEs

National legislation⁴⁵ provides a definition of micro-, small, and medium-sized enterprises (MSMEs) engaged in industry, agri-business or services using two main criteria: (1) asset size (excluding land) and (2) employment size. Table 7 below summarize, the classification of MSMEs according to both criteria.

► Table 7. Classification of MSMEs (Republic Act No. 9501)

	Size	Employment Size	Asset Size (in USD) ⁴⁶
	Micro	1 - 9	Up to 56,969
	Small	10 - 99	56,970 to 284,846
	Medium	100 - 199	284,847 to 1.9 million

The role of MSMEs in the national economy

In 2018, MSMEs accounted for 99.5 per cent of the 1,003,111 formal business enterprises operating in the Philippines, with a large majority of micro-enterprises (90 per cent of MSMEs, i.e. 887,272 micro-enterprises) (DTI, 2019).

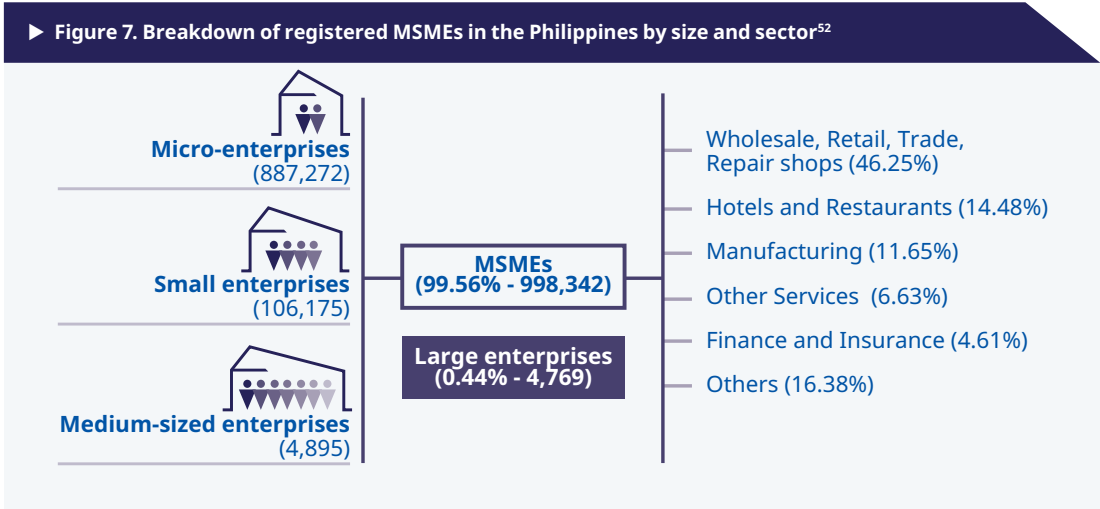
However, MSMEs contribute only 36 per cent of the total Gross Domestic Product of the country (ASEAN, 2017). The productivity of large enterprises is generally more than twice that of small enterprises, and around ten times that of micro-enterprises. Many of the challenges faced by MSMEs to achieve higher productivity have their roots in limited access to finance, poor technical and management know-how, and low-skilled employees.

MSMEs account for 25 per cent of the country's total export revenue (DTI, 2019). MSMEs in the global supply chains are subcontractors of large enterprises or suppliers to exporters.

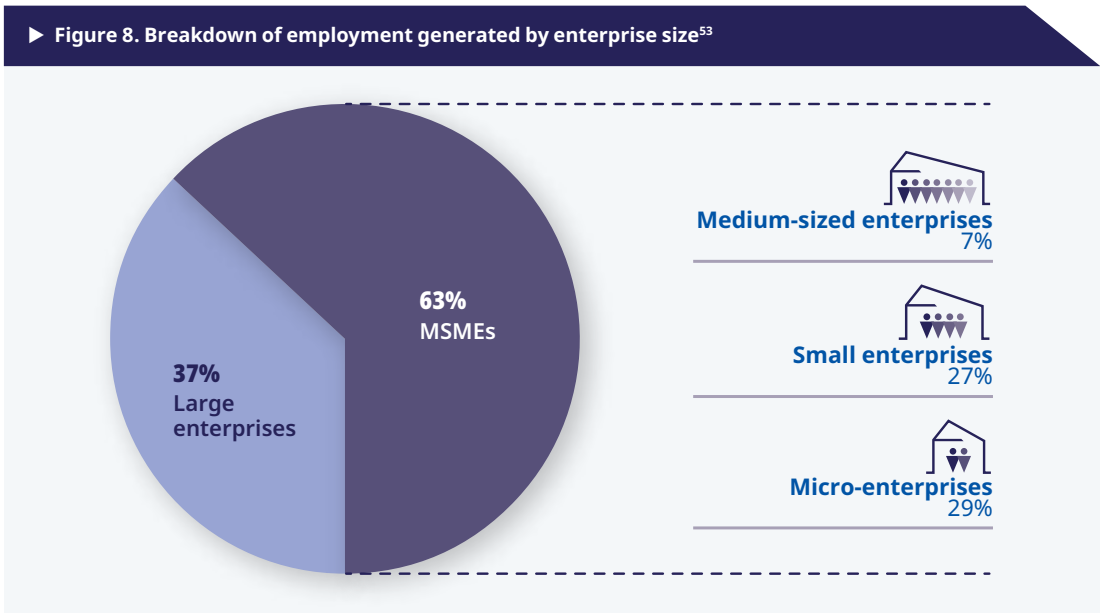
The majority of MSMEs in the Philippines sell on the domestic market, with lower standards and requirements as compared to export markets. About 46 per cent of the MSMEs operate in low-productivity services, predominantly in the wholesale and retail sectors and motor vehicle repair shops (PSA, 2018). Figure 7 summarizes the sectors and sizes of MSMEs.

45 Republic Act No. 9501 (Magna Carta for MSMEs), which amended RA 8289 and Republic Act 6977 (Magna Carta for Small Enterprises)

46 As per 2018 BSP Average Exchange Rate: USD 1: PhP 52.66



Based on 2017 data, of the 40.7 million workers in the Philippines about 81 per cent (almost 33 million) were employed in the informal economy (Cecilia, 2018), while around 7.8 million workers were formally employed. Formal MSMEs generated a total of 5,714,262 jobs or 63.2 per cent of the country's total employment (PSA, 2018).



From January to December 2018, a total of 413,940 workers were regularized as part of the government's intensified campaign against informal employment. About 65 per cent of those regularized were a result of voluntary compliance on the part of the employers. The remaining 35 per cent were a result of a compliance order from the regional offices of the Department of Labor and Employment (DOLE).

47 Source: Philippine Statistic Authority, PSA (2018)

48 Source: Philippine Statistic Authority, PSA (2018)



Informality excludes workers and enterprises from legal and social protection and at the same time limits their access to support services. The informality of MSMEs can be attributed to the following factors:

- ▶ onerous licensing requirements;
- ▶ lack of knowledge of the legal provisions and procedures, particularly those related to licensing and governance;
- ▶ lack of awareness of legal requirements among owners/employers; *and*
- ▶ lack of resources and skills to comply with obligations that come with formalization.

National context supporting MSMEs

There are several government agencies concerned with MSMEs.

The **Department of Trade and Industry** implemented the Shared Services Facilities, a programme aimed at giving MSMEs access to better technology and more sophisticated equipment, to improve their competitiveness and to enter in the global supply chain. The Department of Trade and Industry also developed the SME Roving Academy, a continuous learning programme enabling MSMEs to become competitive in domestic and global markets.

The **Department of Science and Technology** designed the Small Enterprise Technology Upgrading Programme, with the aim of providing MSMEs with equipment and technical assistance in order to (1) increase their sales and production, (2) improve overall enterprise operations, (3) upgrade the quality of products and services, (4) comply with national and international standards, and (5) be competitive in their respective fields.

MSMEs in the Philippines are influenced by traditional norms and mentality.

The “family” is the most important social and economic support unit in the Philippines. It is estimated that 80 per cent of businesses are family-owned. The family-centeredness of Filipinos is reflected in broader social and business structures and institutions. For example, MSMEs owners and employees need a certain degree of personal relationship before trusting service providers (and therefore benefit from their services).

Another interesting feature is the “piecemeal” mentality, consisting in neighbourhood stores (*sari-sari*) selling household items (e.g. sugar, vinegar, oil, shampoo, etc.) in bulk, by the piece, by the tablespoon or cup. The “piecemeal” system has spread into various industries such as telecommunications where it became possible for users to buy phone credit for PHP 10 (USD 0.20). The “piecemeal” mentality strongly influences MSMEs’ behaviour.

In the Philippines, MSMEs access and learn new skills, technologies and information (including on OSH) through the mechanisms described below.

- ▶ **Social relationships and networks:** Sharing of information, knowledge and advice through social relationships, including using social media. Practices shared in this way can easily become entrenched habits because “everybody is doing it”. Depending on whether the spread of the practice is positive or negative, these informal norms can contribute to the effectiveness of laws and regulations, or can be a major barrier to their implementation.
- ▶ **Embedded Services:** Training, education or information services are provided within a buying or selling transaction (the costs of the service provision is included in the transaction, with no additional costs for the user), for example large enterprises providing training to MSMEs in their supply chain on the proper use of chemicals. Supporting suppliers and customers is a means of ensuring the sustainability of the enterprise. Embedded services can be very effective for reaching MSMEs as costs are included in a business transaction and enterprises are more likely



to adopt advice if it comes from their buyers so as to ensure continuity of business relationships. The promotion of embedded services also poses some challenges. For example, buyers or lead enterprises may lack the knowledge, technical skills and experience to design training services that are adequate and effective for MSMEs.

- ▶ **Commercially sponsored mechanisms.** For example, radio programmes on agri-businesses provide advice on several issues, including some basic OSH tips, even if the purpose of these programmes is the promotion of the sponsoring enterprises.
- ▶ **Fee-based services.** These are usually training and consulting services. Usually medium-sized and large enterprises are more likely to use such services while small and micro-enterprises cannot afford to pay their cost.

Whether services are embedded, fee-based or even provided free of charge, MSMEs are more receptive to services with an immediate impact on income. MSMEs are generally unwilling to adopt new technologies, especially if they require financial outlay. On the other hand, they are potentially open to change on issues that can have a positive short-term impact on productivity and income.





► 2. The status of OSH in MSMEs

Based on the latest data available from the Philippine Statistics Authority, 125,973 cases of occupational diseases and 17,859 cases of occupational injuries were registered in 2015.

Occupational diseases were mainly reported in the administrative and support service activities (34.3 per cent or 43,183) and manufacturing industry (31.1 per cent or 39,143). Common types of recorded occupational disease were back pain; hypertension; neck and shoulder pain; other work-related musculoskeletal diseases; and asthma.

Superficial injuries and open wounds accounted for more than half of registered occupational injuries, followed by dislocations, sprains and strains; fractures; burns, corruptions, scalds and frostbites; and foreign objects in the eye.

Unfortunately, data on occupational injuries and diseases disaggregated by the size of the enterprises are not available.

MSMEs are characterized by a weak safety culture and a lack of awareness of the consequences of occupational injuries and diseases, in particular in terms of costs. The widespread fatalistic attitude negatively influences safety culture. People with a high degree of fatalism believes that what happens is an act of Divine Providence and, therefore, they cannot prevent occupational injuries and diseases by controlling workplace risks.



Information about the survey



Interviewed

42 Employers

90 Workers

From

26 Micro-enterprises

9 Small enterprises

7 Medium-sized enterprises

Sectors: agriculture and fisheries, construction, manufacturing, services and trading

Awareness of national OSH laws

36 employers have already heard of national OSH laws and standards



28 employers consider national OSH laws and standards important



Have already heard of national OSH laws and standards



Consider national OSH laws and standards important



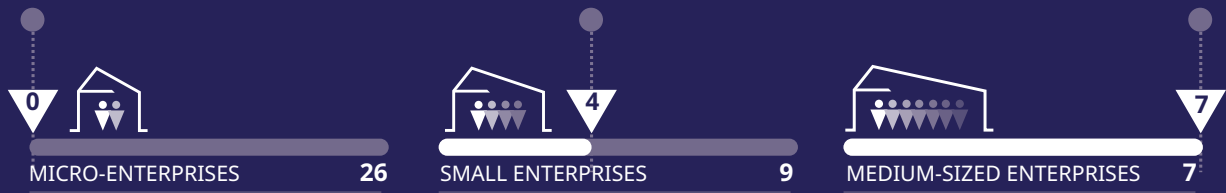
Awareness of OSH initiatives

Are aware of any OSH activity that Ministries/
Social Partners/NGOs/Forums organize for MSMEs

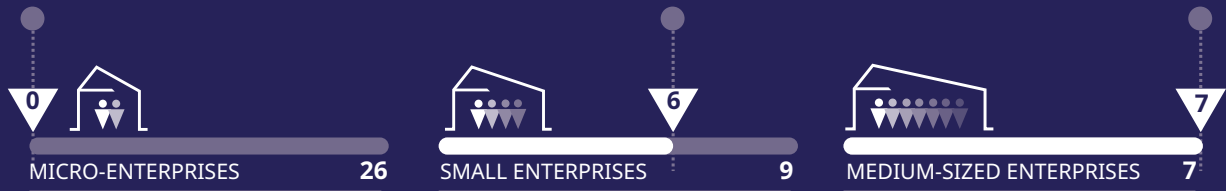


Workplace practices

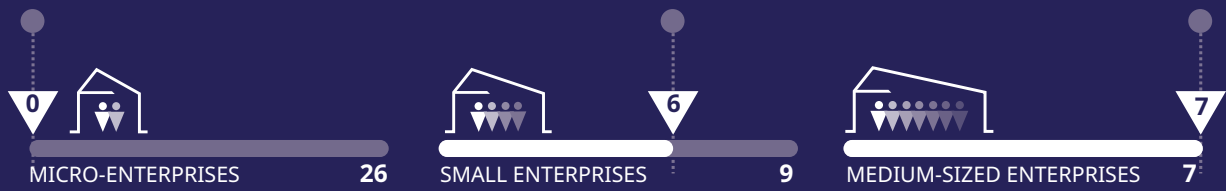
Have adopted a workplace OSH policy



Have allocated funding for OSH implementation



Have conducted OSH risk assessment in the last 12 months

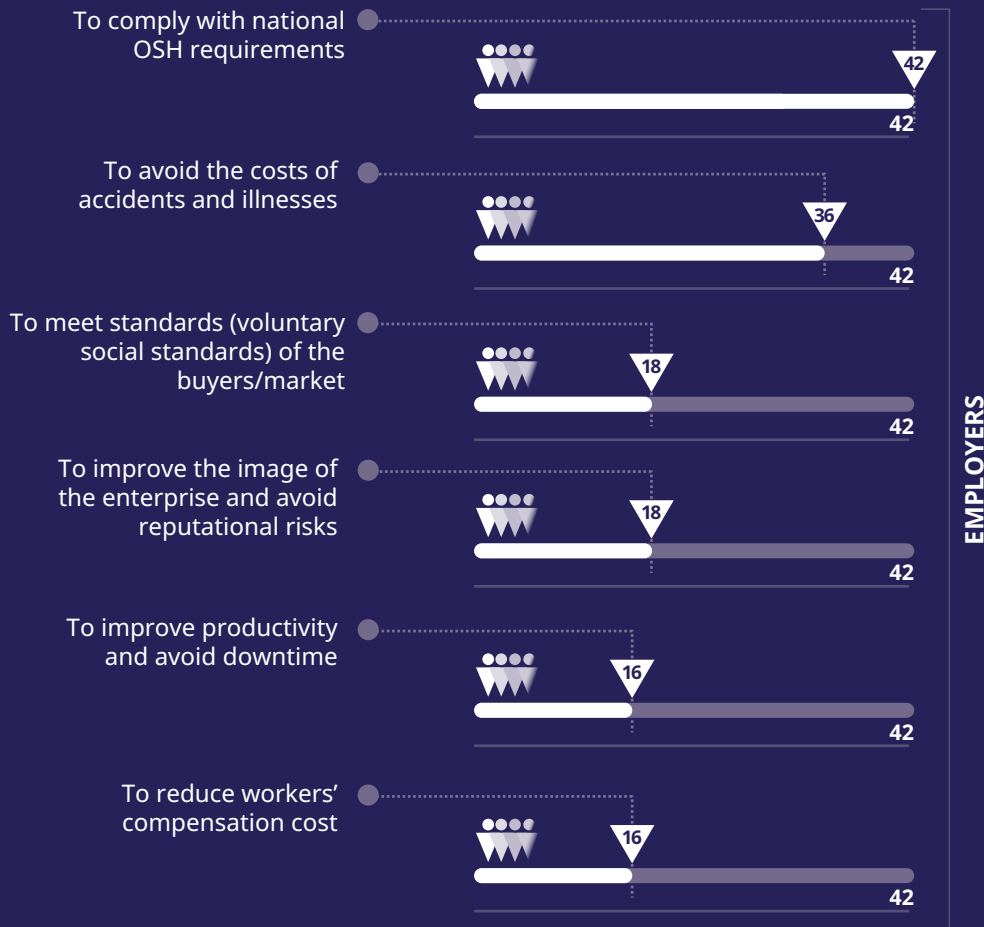


Have received a formal induction training as a new employee

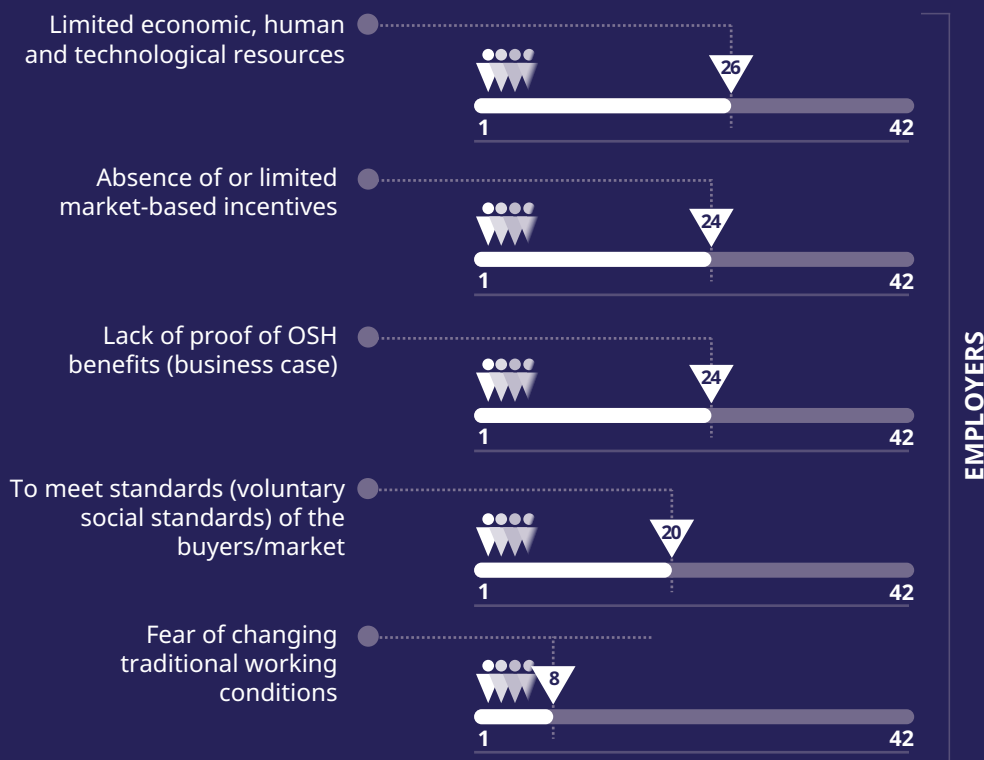


Drivers and barriers for OSH improvements

What are the **motivations** behind the implementation of OSH measures in your workplace?



What are the factors **impeding** the implementation of OSH measures in your workplace?





▶ 3. The national framework for OSH in MSMEs

A description of the OSH legal framework addressing MSMEs

The **Labor Code** of the Philippines regulates the relationship between employers and employees and all employment-related matters. The Code applies to all enterprises and joint ventures.

In 2018, the **Act on Strengthening Compliance with Occupational Safety and Health Standards and Providing Penalties for Violations Thereof** (Republic Act, RA 11058) became law, amending the 41-year-old Book IV of the Labor Code. The “Implementing Rules and Regulations” (Department Order 198-18) were also approved.

The Act applies to all establishments, projects, sites, including Philippine Economic Zone Authority (PEZA) establishments, and all other places where work is being undertaken in all branches of economic activity, except in the public sector.

This new law requires employers to provide complete job safety instructions or orientation to their workers and define preventative measures to eliminate or minimize potential risks. Workers are encouraged to participate in ensuring compliance with OSH standards by reporting any work hazard. Two critical rights of the workers are added in the new law, namely:

- ▶ the right to know: workers must know the type of hazards they are to be exposed to, and be given training and education on basic OSH concerns like chemical safety, electrical safety, machine safety, and ergonomics; and
- ▶ the right to refuse unsafe work in an imminent danger situation: in such a case the employer is required to pay the concerned workers their wages during the period of such stoppage or suspension of operation.

The Act places greater emphasis on the need for enterprises to regularly conduct OSH risk assessment as the basis for implementation of appropriate preventative measures and as the starting point of any OSH Management System.

Based on risk assessment, enterprises are required to develop, submit, and implement a suitable OSH Programme following the DOLE-prescribed format. The mandatory contents of the OSH Programme vary depending on employment size and workplace risk classification (low, medium, high risk workplaces), as shown in Table 8.



► Table 8. Mandatory Contents of OSH Programme based on Employment Size

Establishments with less than 10 workers Low risk establishments with 10 to 50 workers	Medium-to-high risk establishments with 10 to 50 workers Low-to-high risk establishments with more than 51 workers
Commitment to comply with OSH requirements	
General safety and health programmes Safety and health hazard identification, risk assessment and control Medical surveillance First aid and emergency medical services	
Promotion of the following health domains: <ul style="list-style-type: none"> ► Drug free workplace (RA 9165) ► Mental health services in the workplace (RA 11036) ► Healthy lifestyle 	
Prevention and control in the following health domains: <ul style="list-style-type: none"> ► Human Immunodeficiency Virus and Acquired Immune Deficiency Syndrome (RA 8504) ► Tuberculosis (EO 187-03) ► Hepatitis B (DOLE DA 05-2010) 	
Company or project details	
Establishment of OSH committee	
OSH personnel and facilities	
Safety and health promotion, training and education. <ul style="list-style-type: none"> ► OSH orientation ► Conduct of risk assessment, evaluation and control 	Safety and health promotion, training and education: <ul style="list-style-type: none"> ► OSH orientation ► Conduct of risk assessment, evaluation and control ► Continuous training of OSH personnel on OSH ► Work Permit System
Conduct of toolbox or safety meetings and job safety analysis	
Accident/incident/illness investigation, recording, and reporting	
Provision and use of PPE	
Provision of safety signage	
Provision of workers' welfare facilities	
Emergency and disaster preparedness and mandated drills	
Solid waste management system	
Control and management of hazards	
---	Dust control and managements, and regulations on activities such as building of temporary structures, and lifting and operation of electrical or mechanical items. Communication system, and other equipment
---	Prohibited acts and penalties for violations
---	Cost of implementing OSH programme



All enterprises (including low-risk establishments with fewer than 100 workers and medium-to-high risk establishments with 50 workers or fewer) are required to have a Safety Officer, whose functions are defined in the law (e.g. oversee, monitor and inspect, assist government representatives, order stoppage of operations if necessary). A penalty of PhP 40,000 (about USD 770) is envisaged for enterprises without a safety officer. The Implementing Rules and Regulations of the OSH Law (DOLE DO 198-18) stipulate the requirements to become a certified safety officer.

The Act also provides for the establishment of an OSH Committee to ensure the implementation of the OSH programme in the workplace.

Furthermore, all workers shall undergo the mandatory 40-hour OSH seminar as prescribed by DOLE. This training shall be undertaken at no cost to the worker and considered as compensable working time. It may be conducted by the workplace safety officer.

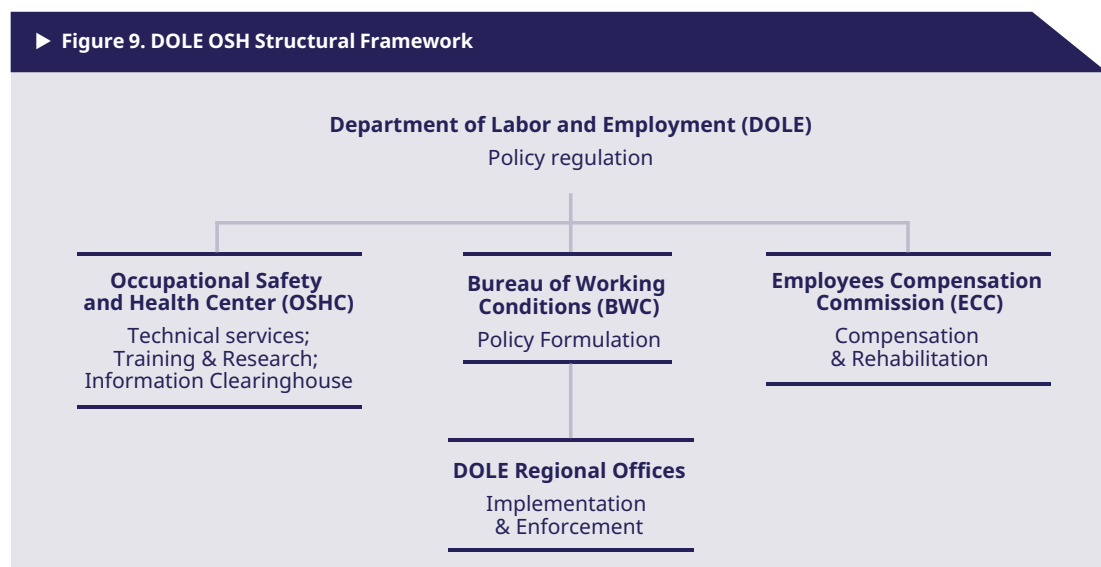
The Act considers the employer, project owner, general contractor as jointly liable for workplace OSH non-compliance and violation. A new feature of the law is the imposition of penalties for non-compliance with OSH standards. Before the enactment of the Republic Act 11058, no law imposed a penalty for, or declared unlawful, the violations of OSH standards.

The Act also calls for an established package of incentives for qualified employers and workers to recognize their efforts to comply with OSH and general labour standards. Incentives shall be given in the form of training, additional protective equipment, technical guidance, recognition awards and so forth.

The national OSH infrastructure relevant for MSMEs

The **Department of Labor and Employment (DOLE)** is the principal government agency responsible for enforcing labour laws in the country, including OSH legislation.

As shown in Figure 9 below, there are different agencies under the DOLE with responsibilities on OSH-related issues.





The **Occupational Safety and Health Center** (OSHC) is the OSH authority responsible for technical services, research, training and information dissemination. The OSHC has a dual mandate of protecting Filipino workers against accidents and illnesses and promoting workers' welfare through effective programmes that enhance productivity and workers' well-being, and afford social protection.

Throughout the years, the OSH programme in the Philippines focused on prevention of work injuries and diseases. From 1998 to early 2018, the Zero Accident Programme (ZAP) provided the framework for concerted action and preventative occupational safety and health initiatives by stakeholders with OSHC taking the lead in its implementation. ZAP promoted OSH practices through education and technical training, information dissemination, research and advocacy, along with an award system for individuals who reached outstanding achievements on OSH. The programme targeted all types and sizes of enterprises.

The **Bureau of Working Conditions** (BWC) is responsible for formulating policies and programmes and for advising the DOLE Regional Office on the application and enforcement of labour standards.

The **Employee Compensation Commission** (ECC) is a quasi-judicial corporate entity under DOLE, responsible for ensuring appropriate compensation to workers in the event of work-related contingencies. The ECC functions are not only focused on compensation, but also on developing OSH programmes focused on preventing accidents and diseases.

The DOLE regional offices are in charge of the implementation of the **labour inspection system**. Its functions include maintaining an updated system on notification of workplace accidents and diseases, as well as on compliance based on inspection visits. As part of the national labour law compliance system in the Philippines, a Management Information System (MIS) web and mobile application for labour inspectors was launched in February 2018 for gathering and generation of real time data on compliance, monitoring of enforcement and notification of workplace accidents and injuries. The MIS aims at facilitating more accurate data analysis, case building of violations of labour laws, and the conduct of targeted, inter-agency coordinated inspection or compliance campaigns.

Recently, an **Inter-governmental Coordination and Cooperation Committee** has been established which is composed of the Department of Environment and Natural Resources, Department of Energy, Department of Transportation, Department of Agriculture, Department of Public Works and Highways, Department of Trade and Industry, Department of the Interior and Local Government, Department of Health, Department of Information and Communications Technology, the Philippine Economic Zone Authority and other government units. The Committee will meet four times each year to monitor the effective implementation of the OSH Laws and the various programmes aimed at reducing workplace injuries and diseases.

Social partners participate in the tripartite dialogue on OSH, but micro- and small enterprises are not widely represented in employers' and workers' organizations.

The Employers' Confederation of the Philippines (ECOP) is the officially recognized representative of employers in the field of labour relations and associated areas including labour and social policies. The members of ECOP are individual corporations and other business membership organizations (BMOs) covering a cross-section of the Philippine business community. The ECOP has a Training Center which organizes fee-paying training events both for members and non-members, including OSH training such as the four-day (40 hours) training on Basic Occupational Safety and Health (BOSH).⁴⁹

A total of 17,424 trade unions were registered in 2017 covering 1,543,514 workers. About 57 per cent of all unions are members of one of the 137 existing federations. A survey conducted by the Philippine Statistics Authority (PSA) in 2016 showed that large establishments employing 200 and more workers were more unionized, with an 18.2 per cent share as compared to small and medium-sized enterprises. Only 4.2 per cent of establishments with 20-99 workers had a union. Trade unions participate in the tripartite dialogue on labour-related issues at national and regional levels, including on OSH.

⁴⁹ BOSH is one of the mandatory 40-hour training courses required for safety officers under Rule 1030 of the OSH standards. This is further described in Section 2.



Maxime Fossat - ILO ©

The OSHC, in collaboration with the DOLE Regional Offices, supports the establishment of an **Occupational Safety and Health Network (OSH-NET)** across the country. OSH-NETs include representatives from:

- ▶ social partners (trade unions and workers associations; employers' organizations and industry associations);
- ▶ private enterprises (represented by their OSH officers);
- ▶ professional groups (e.g. Association of Accredited Safety Practitioners of the Philippines, ASPPI; Occupational Safety and Health Nurses Association of the Philippines, OHNAP; Philippine College of Occupational Medicine, PCOM; and Safety Organization of the Philippines, Inc, SOPI) and private academic institutions;
- ▶ non-governmental organizations; and
- ▶ safety and health practitioners.⁵⁰

The OSHC and DOLE Regional Offices assist the OSH-NETs in enhancing their capacity to provide OSH training and facilitating the implementation of OSH legislation. Currently, the main courses offered by the regional OSH-NETs are the Basic Occupational Safety and Health Training (BOSH) and the Construction Safety Training.

⁵⁰ "Safety and health practitioner" refers to any qualified person as assessed and duly accredited by the Bureau of Working Conditions to practice and render occupational safety and health services in a defined and specific scope or core competence. In 2019 there were 3,084 accredited safety practitioners in the Philippines.



▶ 4. Initiatives to improve safe and healthy working environments in MSMEs

Promoting OSH advocacy in micro- and small enterprises

To close the OSH protection gap between micro- and small enterprises, on the one hand, and medium-sized and large enterprises, on the other, and to cover all workplaces as mandated by RA 11058, the OSHC launched in 2018 the “Be an OSH Champion: Vision 1 Million” programme, as part of the ZAP.

The programme aims at developing a network of OSH Champions from all sectors advocating for the improvement of OSH conditions and for the recognition and respect of OSH as essential to the productivity and sustainability of any enterprise.

Key strategies for achieving the program’s objectives are:

- ▶ communication of benefits of OSH to the general public: key activities under this strategy include: (1) the development and widespread dissemination of information, education and communication materials; (2) the development of modules; (3) the organization of sector-specific OSH orientation activities (in all sectors);
- ▶ use of technology for communicating OSH which may include online fora, interactive digital platforms, etc.;
- ▶ capacity-building on OSH using the relationship approach including online training courses;
- ▶ development of processes, practices, and systems to mainstream OSH in the informal sector and micro-enterprises; piloting was conducted in 2018 and is still continuing; and
- ▶ forging and nurturing of partnerships between public and private organizations involved in the promotion of occupational safety and health.

An effective way used by this programme to promote OSH compliance is through competitions. Good practices and innovative solutions emerged from competitions, such as a Selfie Health and Safety Photography Contest, a Jingle Making Contest, and the VideOSH Competition.

These competitions are also a way in which OSHC can monitor the understanding of OSH and it used this information as inputs into the formulation of the communication plan. For example, from the pictures shared in the Selfie Health and Safety competition, it emerged that OSH is closely associated with the use of PPE (Figure 10).



► Figure 10. Selfie for Health and Safety Photography Contest with examples of selfie entries



OSHC also uses comics as a mean of promoting good OSH practices in entertainment formats that workers enjoy reading or watching.

Finally, OSHC designed some posters with OSH slogans or basic OSH information that enterprises can post in their premises. The use of such posters with a clear visual message seems to be more effective in raising awareness of the importance of OSH and changing behaviour than pamphlets with long texts.

Using the templates provided by OSHC, large paint enterprises printed safety posters for dissemination to users of their products as part of their corporate social responsibility; at the same time the posters were also an advertisement for their products.

The OSHC Training Programme

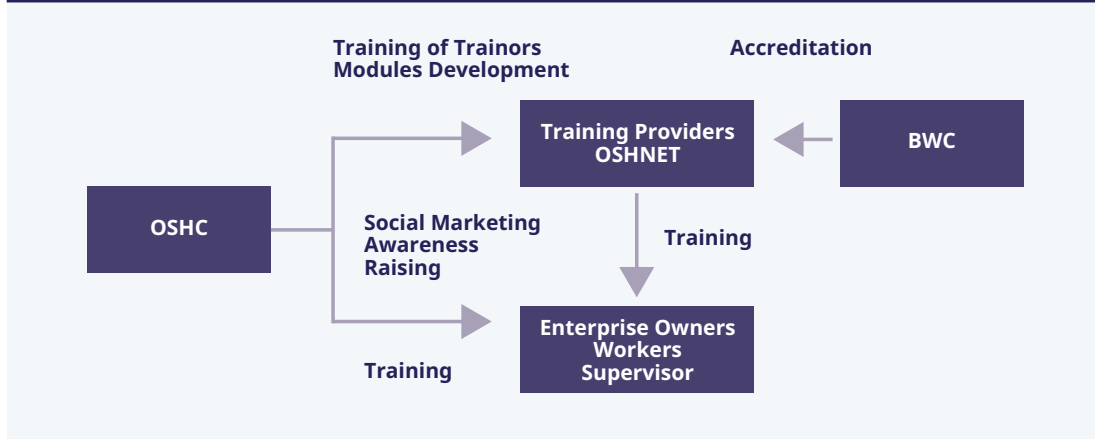
To facilitate access of enterprises to skills and knowledge necessary for them to adopt good OSH practices and comply with standards, OSHC and DOLE supported the development of markets for OSH training services through the strategies presented below.

- Development of the capacity of a wide range of training providers (training organizations, workers' organizations, employers' organizations, safety practitioners, health professionals, etc.) in order to be able to match competences and structures with particular market segments or target groups.
- Development of modules and training modalities.
- Establishment of an accreditation system to ensure the quality of training. Accreditation may be issued to both individuals and institutions.
- Development of financial viability schemes through fee-based delivery of training courses at the outset. To avoid market distortion, OSHC also charges a fee for its training services.
- Support in stimulating demand for training services through social marketing/awareness campaigns, a directory of training providers, and policy (i.e., mandatory basic training courses). Information on the training programmes is posted in websites and the Facebook page of OSHC and partner organizations.
- Establishment of OSH NET as an institutional framework for the development, promotion, and delivery of OSH training and other services. The regional OSH Networks are the main partners of OSHC in the delivery of training services in the 16 regions of the country.





► Figure 11. OSH Training Infrastructure



All training providers use the same modules to ensure consistency of information and quality.⁵¹ Based on the slogan “Engage, Motivate, Achieve”, the OSHC training adopts participatory methodologies, using demonstrations, hands-on exercises, benchmarking visits or simulated labour inspection visits.

Training fees vary from one provider to another. Participants obtain their certificates of completion at the end of the training.

There are four levels of OSHC training, namely: Core (mandatory courses), Basic, Intermediate, and Advanced. Table 9 shows the different courses offered by OSHC, OSH NET, and accredited training providers.

BOSH and COSH, which are mandatory for all enterprises, have the highest number of participants. Enterprises attending these training events are increasing in number: in 2018, 3,488 enterprises participated to BOSH trainings (11 per cent more than in 2016) and 1,794 to COSH trainings (16 per cent more than in 2016).

This OSHC strategy was effective in building a pool of OSH training providers which can be credited to a significant extent with the increase in outreach of OSH training, particularly BOSH and COSH. However, the training programme failed to reach the majority of the enterprises on the lower rung of the ladder, particularly micro-enterprises. Almost all the participants in the training courses were medium-sized and large enterprises along with a few small enterprises (generally operating in the export market or as subcontractors of large enterprises).

Key constraints to reaching micro- and small enterprises are mainly related to affordability, accessibility and training valuation issues. To address the low participation of MSEs in BOSH training events, in 2018 OSHC starts piloting OSH training activities for MSEs, also operating in the informal economy. Many of the sessions are conducted in collaboration with non-government organizations and local government units.

In 2018, the OSHC conducted a tracer study on BOSH training participants from January 2013 to December 2015.

⁵¹ It is possible for providers to customize the module to their target audiences but it must have the prior approval of the Bureau of Working Conditions and OSHC.



► Table 9. Overview of the OSHC training offer

Title	Description	Duration	Target Clients
CORE			
Basic Occupational Safety and Health Training (BOSH)	Mandatory course required for safety officers. Basic knowledge and skills on identifying OSH hazards; determining appropriate control measures; and developing and implementing OSH policies and programmes.	Five days	Workers Supervisors Safety Officers
Construction Safety and Health Training (COSH)	Mandatory course required for safety officers in the construction industry. Basic knowledge and skills in performing safety audits, risk assessment in the construction industry; determining appropriate control measures; and developing and implementing OSH policies and programmes.	Five days	Workers Supervisors Safety Officers
Construction Safety Orientation	Mandatory orientation on OSH required for all workers in the construction industry. Basic knowledge on OSH risks and safety measures and procedures in construction sites (including first-aid, housekeeping, proper care and use of PPE, fire emergency, etc.); basic OSH rights and responsibilities of workers.	One day	Workers Supervisors
BASIC			
Appreciation Course on OSH	General awareness on OSH. The seminar is usually conducted and customized for one enterprise.	One day	Workers Supervisors
Appreciation Course for a Drug-free Workplace	Knowledge of drug abuse problem and its impact on the workplace; development of policy and a programme for a drug-free workplace. Four modules to prepare participants to be active and efficient members of the Assessment Team (a mandatory structure required by DOLE "Guidelines for the Implementation of a Drug-Free Workplace Policies and Programmes for the Private Sector")		Workers, Supervisors
INTERMEDIATE			
Crane Safety (In-Plant)	Basic knowledge on safe crane operation and proper inspection.	Two days	Crane operators Safety Officers
Forklift Safety (in-plant)	Basic knowledge on safe operation procedures of forklifts.	Two days	Forklift operators Safety Officers
Training on Managing Emerging Health Issues in the Workplace	Knowledge and skills to formulate an integrated health promotion policy and develop appropriate workplace interventions to ensure the well-being of workers. It covers prevention and control of tobacco smoking, HIV and AIDS, hepatitis B, tuberculosis, drug and alcohol abuse, stress and violence, proper nutrition and physical activity.	Two days	OH Personnel
ADVANCED			
Seminar on the Safe Use of Chemicals at Work	Knowledge and skills for managing and promoting chemical safety and implementing solution-oriented approaches on the safe use of chemicals.	Three days	Workers handling chemicals Safety Officers
Training on Industrial Ventilation	Basic understanding of the principles and applications of industrial ventilation in controlling heat emissions and exposure to airborne contaminants in the workplace.	Three days	Safety Officers Industrial Hygienists
Work Environment Measurement Training Workshop	Knowledge and skill in using appropriate industrial hygiene instruments and in developing their company's industrial hygiene programme through the conduct of the Work Environment Measurement.	Three days	Safety Officers Industrial Hygienists
Training on Assessment Teams for a Drug-free Workplace	Knowledge and skills in ascertaining the level of care and management of workers with drug use issues; and provision of knowledge and skills in conducting drug assessment and in establishing a referral system.	Two days	Members of drug assessment team OH Personnel



Training on the work-relatedness of diseases	Knowledge and skills for evaluating and establishing the work-relatedness of diseases due to exposure to occupational hazards.	Two days	OH Personnel Safety Officers
Training on ergonomics in the workplace	Assessment of ergonomic risk factors in the workplace and application of basic ergonomic principles to manage identified risks and prevent occupational injuries.	Two days	OH Personnel Safety Officers
Scaffold Safety Training (Installation and Dismantling)	Safety requirements of scaffoldings and related skills-building activities.	Five days	Scaffold Erectors Safety officers
Training of Trainers on OSH	Basis for qualified and competent OSH trainers. It features discussions and skill-building activities in the development, conduct, and management of OSH training courses.	Three days	DOLE Accredited Safety Practitioners
Training for Fire Safety Practitioners	Fundamental knowledge and skills to perform fire safety assessments (in compliance with the Fire Code of the Philippines of 2008) and to effectively act as fire safety practitioners. Only DOLE-accredited safety practitioners can take this course.	Five days	DOLE Accredited Safety Practitioners

The main outcome of the training as indicated by respondents is the improved ability to develop and implement an OSH programme. Likewise, the training also made them realize the importance of integrating safety and health in their operations.

On the other hand the factors that hindered training participants from implementing knowledge and skills acquired from the BOSH training and OSH programme were: (1) inadequate funding or lack of resources to implement OSH; (2) no technical assistance from the government, which suggests that enterprises lack the ability to implement OSH; and (3) low motivation and buy-in among owners and management to implement OSH, which implies a lack of proof of OSH benefits (business case) and that enterprises generally do not recognize OSH as an enabler of sustained business growth.

OSH for Women Workers in Small Enterprises and Informal Economy

In 2007, the OSHC in collaboration with the Philippine Commission on Women (PCW) implemented the initiative “Occupational Safety and Health for Women Workers in Small Enterprises and Informal Economy”, as part of the GREAT Women Project. The inter-agency programme was funded by the ILO in partnership with the Government of Japan, through the United Nations Trust for Human Security (UNTFHS), and implemented by the Office of the Presidential Adviser on the Peace Process, the Food and Agriculture Organization (FAO) and the Provincial Government of Quezon.

A training programme for micro-enterprises was realized, which comprised the following four modules:

- ▶ OSH Appreciation Course;
- ▶ safety and Health Audit on Women Workers;
- ▶ presentation of Case Studies on OSH for Women in the Informal Sector (home-based production activities); and
- ▶ training for Trainers on OSH in the Informal Sector.

The modules were adopted as part of the business support services of DOLE’s Integrated Livelihood Programme and the Inter-agency Programme to Nurture Peace, Security and Decent Work through Local Development in Conflict Areas of the Philippines.



A package of OSH information, education, and communication (IEC) materials was developed, such as posters in Filipino and Bikolano versions, comics, flyers, radio dramas, case studies documentaries, photo exhibits and press releases. The IEC materials were produced and distributed to local government units, industry groups, stakeholders and the private sector and among national government agency partners. The IEC materials and the case studies were used as references for designing OSH-responsive common service facilities and inputs in enterprise development training.

The WIND programme for Agrarian Reform Beneficiaries

Between 2005 and 2007, the ILO National Office for the Philippines supported the Department of Agrarian Reform (DAR) and local government units in implementing Work Improvement in Neighbourhood Development (WIND) for Agrarian Reform Beneficiaries (ARB).

The target groups consisted of beneficiaries of the agrarian reform programme with child labour incidence in the four provinces (Isabela, Quezon, Davao del Norte and Iloilo).

The WIND approach was used to uphold the right to proper OSH for working farmers and their families and to ensure a safe working environment for youth above the minimum working age.

The WIND manual was translated and adapted to the local context. Activities focused on strengthening community knowledge of OSH and developing appropriate methodologies for hazard mitigation. This was accomplished by offering training on topics that were usually ignored such as health, caring for oneself while at work, household management, and child labour. Practical and low-cost strategies were shown to and discussed with farmers and their families. Training events on risk assessment in the form of action checklists and hazard mitigation were provided to both husband and wife. Training both husband and wife ensured a comprehensive understanding of OSH standards within the home and promoted a gender equitable feeling of responsibility to make health and safety improvements.

A pool of community-based OSH champions was established to facilitate OSH sessions and activities in the villages.

About 1,000 agrarian reform beneficiaries and farming households participated in the WIND programme. 377 couples were trained on OSH risk assessment and mitigation measures. These couples served as models in their respective villages and helped their neighbours in assessing risks and identifying low-cost measures to address hazards. Furthermore, 238 OSH champions were trained. These champions spearheaded the roll-out of the training in their respective villages. OSH champions also monitored the implementation of action plans of farming households enrolled in the WIND programme.

Monetary incentives were envisaged to award the farms that had more commitment to OSH implementation. However, this kind of incentive may not be the best means of motivating farmers to implement OSH measures in their farms and homes, as they may increase competition between households, instead of building cooperative behaviour. Likewise, project monetary incentives exist only during the lifetime of the project or for as long as budget allows. On the other hand, promoting market-based incentives (e.g., access to bigger and more lucrative markets, consumer preferences for OSH-friendly produce, cost reduction – labour and time saving, etc.) may encourage positive behaviour change. Market-based incentives can drive farmers to develop and adopt better technologies in their own interest and, ultimately, achieve a way of reducing risks and child labour incidence.

The WIND programme is no longer implemented by the local administration, as the newly-elected officials have different priorities. However, good OSH practices on pesticide handling, use of personal protective equipment and working hours continue to be promoted through integration in various extension services provided by DAR and the local government units.



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The Kapatiran WISE- Training and Advisory Visit Programme

The “*Kapatiran* WISE-Training and Advisory Visit” (*Kapatiran* WISE-TAV) programme is anchored in ILO’s Work Improvement in Small Enterprises (WISE) and the Filipino tradition of “brotherhood” (*Kapatiran*). Lead or large enterprises (big brothers) support micro- and small enterprises (especially their subcontractors or service providers) to comply with labour and OSH standards, using the WISE methodology.

The WISE programme was firstly implemented in 1994 by the United Nations Development Programme (UNDP) and the ILO in collaboration with DOLE. To continue and sustain the WISE Programme, DOLE launched in 2007 the *Kapatiran* WISE TAV programme.

The *Kapatiran* programme aimed at promoting OSH improvements in MSMEs through the support of large enterprises, by:

- ▶ channelling CSR resources to assist their subcontractors or service providers in meeting their general labour and OSH needs;
- ▶ capacitating their subcontractors or service providers to improve their working conditions and subsequently achieve higher productivity; and
- ▶ enabling their service providers to comply with labour and OSH legislation.

Micro- and small enterprises participants (“Small brothers”) were jointly selected by the large enterprises (“Big brothers”) and the DOLE Regional Offices. A programme orientation was then organized by DOLE for both the big and small brothers. The orientation ended with a workplace visit and risk assessment for each small brother and the development of action plans. The big brothers closely monitored and followed up the implementation of the action plans, including the provision of technical assistance for improving OSH conditions in the workplaces. After enrolment and mentoring by the big brothers in collaboration with the DOLE regional offices, all the participating small brothers received their certificate of compliance. Some of the small brothers also helped their peers in complying with labour and OSH standards.



The number of participants in the *Kapatiran* Programme increased significantly in 2011 and 2012. From 4 large enterprises and 59 micro- and small enterprises in 2010, the number increased to 59 large firms and 601 small brother enterprises in 2011. In 2012, the number of participating enterprises increased to 80 large firms and 840 SMEs with a total of 209,243 workers covered.

► Box 3. Example of a Kapatiran partnership

Big Brother:

TeaM Energy is one of the largest private producers of electricity in the Philippines. The company is owned by Japanese companies Marubeni, Tokyo Electric, Chubu, and JERA. The company operates two coal-fired facilities (the Pagbilao Power Station in Quezon and Sual Power Station in Pangasinan), both OHSAS 18001-certified.

The Kapatiran Programme was piloted in 2007 at the Pagbilao Power Plant.

Small Brothers:

Subcontractors of the company are cooperatives and micro- and small enterprises, mainly providing services.

- In 2007, 36 MSEs participated as small brothers in the piloting project.
- In 2010, TeaM Energy signed a Memorandum of Understanding with DOLE to implement the Kapatiran Programme in their Sual with other 18 MSEs and cooperatives.
- In 2014, TeaM Energy implemented another Kapatiran programme in Sual with other 13 small brothers.

Implementation:

- Deputized Safety Officers (DSO) were established among the subcontractor MSMEs
- A number of training events on OSH-related issues were organized by TeaM energy for the small brother MSMEs (e.g. on Confined Space Entry and Rescue; Fire Brigade; First Aid ; etc.)
- TeaM energy supported the participation of subcontractor MSMEs in mandatory training courses (BOSH and COSH) conducted by DOLE Regional Office and OSH-NET

The CARING Gold Mining Project

The ILO CARING Gold Mining Project in the Philippines, funded by the United States Department of Labor, started in December 2015. The project addresses the problem of child labour and poor working conditions in Artisanal and Small-Scale Gold Mining (ASGM)⁵² operations, through the promotion of formalization. The idea is that formalization of ASGM can substantially reduce unacceptable work practices while increasing productivity, competitiveness and sustainability of ASGM.

In partnership with Ban Toxic and in collaboration with the local government units (LGUs), DOLE, DENR, and ASGM industry stakeholders, the project is conducting a number of activities, in the following areas:

- Improvement of laws, policies, and action plans addressing child labour and working conditions in ASGM. The legal framework covering ASGM was analysed to identify gaps and deficiencies to be addressed. In this context the project works with the DENR on a Bill to amend the current Small-Scale Mining Law, specifically the sections on child labour and working conditions, and the application for *Minahang Bayan* (People's Small-Scale Mining Area) declaration. In coordination with the DENR, a National Action Plan on ASGM and Mining Enforcement Manual were developed.
- Creation or strengthening of workers associations and cooperatives. The project combined a problem-oriented approach with processes that build on collective achievements, existing strengths and local skills. As a first step, miners, workers and households were involved to work together and build skills for collective planning and decision-making; at the same time

⁵² Small-scale mining refers to mining activities which rely heavily on manual labour using simple implement and methods and do not use explosives or heavy mining equipment.



opportunities to build social, human and financial capital were provided (e.g., establishment of collective farms, consumer stores, micro scale processing enterprises). The next step focused on the development of policies and systems aimed at promoting safe, child-labour-free, and profitable mining operations. The knowledge and capacities of identified leaders in the mining communities were strengthened to enable them to take the lead in change initiatives and in establishing the organizational base for collective measures. The project also worked with the DOLE-Bureau of Labor Relations on the conduct of freedom of association orientation sessions.

The *Minahang Bayan Magkamatao Small Scale Miners Association* (MSSMA) is a duly organized cooperative in Barangay Malaya. With the support of the CARING Gold Mining Project, the cooperative has banned child labour as well as included in its by-laws and policies the strict implementation of labour and OSH standards. It is now recognized as an ASGM model in the country. From a very polluted area (air, water, and solid waste from mining and households), Barangay Malaya is now a vibrant eco-friendly community with households engaged in farming, aquaculture, trading, and processing.

- ▶ Access to resources for formalization, improvement of working conditions and elimination of child labour. Services relating to the skills and technology needed to improve the community-level supply chain were developed, with the aim of improving productivity and facilitating compliance with market requirements, labour and OSH standards. The project also worked with Technical Education and Skills Development Authority (TESDA) on the transition to the formal economy of young and adult informal workers in ASGM communities.
- ▶ Implementation of mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM. Monitoring platforms were created at the mining, community and industry levels to detect violations of environmental, social and labour standards. The project also supported the Department of Social Welfare and Development (DSWD) in the establishment of the Strategic Helpdesk for Information, Education, Livelihood and other Developmental Interventions Against Child Labour (SHIELD) programme. The SHIELD programme aims at strengthening the capacity of local government units (LGUs) to prevent and eliminate the worst forms of child labour.
- ▶ Establishment of a market-based mechanism to promote formalization of ASGM and incentivize compliance with labour and OSH standards. The Compassionate Gold branding has been created to represent gold produced in ASGM without child labour and hazardous work and has been crafted with care for the welfare of the people and mining communities, as well as the environment. Compassionate Gold follows international norms such as the Minamata Convention and that of the Organization for Economic Cooperation and Development (OECD), as well as ILO Standards (ILO C 138: Minimum Age ; ILO C 182: WFCL; ILO C 176: OSH in Mines; and ILO Recommendation 204: Transition from Informal to Formal Economy). In November 2018, 'Compassionate Gold' participated in the Spring-Summer 2019 Philippine Fashion Week. However, the success of the Compassionate Gold branding would probably depend on the buy-in of gold traders and buyers. In this context, promoting ethical procurement practices among gold buyers and establishing a traceability system would be important for the brand's sustainability.

Communications and advocacy campaigns are crosscutting activities in the different intervention areas.



5. Conclusion

Promoting OSH improvements in MSMEs requires systemic and sustainable strategies at the macro, meso, and micro levels.

At national level, OSH should be recognized as a priority issue by the various government agencies concerned with MSMEs, such as the Department of Trade and Industry, the Department of Science and Technology and the Agriculture Training Institute. Basic information on OSH should be integrated into their regular training and productivity programmes targeting MSMEs.

Often OSH initiatives are affected by the discontinuity of projects, which often end following elections and changes in administration. In many cases this implies the need to embed OSH in regulatory frameworks but also in supply chains or market systems including socio-cultural norms. Increasing the OSH awareness of LGU leaders is also necessary for them to know that such rights to these services exist. Involving buyers or lead firms in the implementation of OSH programmes can potentially help in jumpstarting and sustaining the change process.

OSH training activities, even those mandatory for all size enterprises (e.g. BOSH training), are not widely disseminated among micro- and small enterprises. Key constraints in reaching micro- and small enterprises are mainly related to affordability, accessibility and training valuation issues. To overcome this situation, low-cost community-based capacity should be built to provide OSH training to MSEs (including in the informal economy). The OSH training system may also link to the existing trade and marketing structure to facilitate the flow of embedded services to all actors in the chain. A key challenge will be how to motivate progressive value chain actors to improve their capacities to provide sufficient support to their suppliers and peers as a means of improving their incomes, safety, and health. Facilitating the organization and association of micro-enterprises can lower the cost of delivering OSH training and, at the same time, exert social pressure to promote adoption of good OSH practices.

Another key aspect for effective delivery of OSH training is the need to customize modules to specific sectoral characteristics. When modules are standardized they may be too generic and cut across sectors; this can make it difficult for participants to implement learning activities in their workplaces.

The market development approach taken by DOLE represents a move away from heavily subsidized OSH training services towards developing more effective market environments that permit the delivery of demand-led training for enterprises. Working with a range of training providers will allow programme in selecting partners and developing the appropriate mechanisms and OSH services that correspond to the particular market segments or target groups rather than trying to develop a single 'one-size-fits-all' partner.

Furthermore, functioning markets can offer OSH training and other services through a range of formal and informal sources, as separate services or embedded within other products.

However, reaching micro- and informal enterprises remains a major challenge, especially if they are fragmented and atomistic. This highlights the need to strengthen horizontal collaboration (e.g. organizational development support, cooperative formation, mainstreaming of OSH in operations of collective groups and community-based enterprises, etc.) as a platform for cost-effective delivery of services. At the same time, the promotion of vertical linkages can be a means of providing market-based incentives (e.g. linking OSH compliance to market access and voluntary social standards).

One could expand the *Kapatiran* concept (big brother-small brother) into a supply chain management concept to give it a more business-like and market-based perspective. Given the new OSH law government's drive against illegal employment, the *Kapatiran* concept can help lead firms drive supply chain alignment and harmonization by ensuring that all their suppliers and service providers follow a common approach and labour standard performance system which can lead to improved efficiency, a higher level of trust and transparency, and reduce the complexities and cost of monitoring.



With the new OSH Law already in place, this may be the opportune time to re-launch the WIND training programme in the Philippines. WIND works best when parallel interventions are made in the enabling environment (formal and informal), inter-firm collaboration, and in the inputs and outputs market. To be more effective, WIND modules should be adapted, as far as possible, to specific crops. As complementary interventions, OSH could be included in skills and technical training (e.g., good agricultural practices; good manufacturing practices; training in leadership, business management, internal control systems, etc.) to make OSH an integral part of the way in which farmers and workers do their work—rather than making it an “add-on” or separate work component. Likewise, this will facilitate the institutionalization of OSH in the extension programme of the local government units.

Another critical aspect is the need to increase businesses’ understanding of the business case for OSH. This may involve establishment of an online portal where enterprises can share a summary of their OSH performance metrics, emerging good practices, workers’ satisfaction ratings, productivity improvement, and so forth.

Finally, social events and creative media can improve understanding and create a shared sense of commitment to OSH improvement. Disseminating information in a variety of ways (printed materials, in-person events, competitions, and mainstream media) ensures that as many enterprises as possible can hear and understand the messages. In the design of OSH communication strategies and campaigns it is critical to customize the messages to the needs and context of the target audiences, as well as to identify the most viable and cost-effective channels for disseminating the message and scaling up outreach.

Competitions may provide an incentive to know more about OSH and adopt good OSH practices. In this context it would be recommended to have competitions on low-cost innovative OSH solutions with micro- and small enterprises as the primary audience. People generally seek to compare themselves with someone with whom they believe they should have reasonable similarity. Hearing stories about the benefits of good OSH practices as experienced by enterprises of similar scale can be a potent catalyser of thinking about changing one’s own behaviour.





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► Annex 1. List of key informants

Name	Institution	Position	City
Katherine Brimon	ILO	Programme Coordinator Building a Generation of Safe and Healthy Workers	Makati City - Philippines
Arlene Taguba	ILO	Project Officer CARING Gold Mining Project	Makati City - Philippines
Giovanni Soledad	ILO	Project Director CARING Gold Mining Project	Ghana and Philippines
Jesus Macasil		Business Advisor and Consultant Former ILO Official, in charge of WIND Project	Switzerland
Nelia Granadillos	OSHC	Division Chief Environment Control Division	Quezon City - Philippines
Reynaldo San Juan	BAN TOXICS	Deputy Executive Director	Quezon City - Philippines
Arleen Honrade	BAN TOXICS	Senior Technical Staff	Quezon City - Philippines
Gilbert Cumila	Nueva Vizcaya Agricultural Terminal	Executive Director	Nueva Vizcaya - Philippines
Daryryl Ayado	Office of the Provincial Agriculturist	Provincial Agriculturist	Davao del Norte - Philippines
Perlita Manuel	FAO - Ginger Project	Field Facilitator	Nueva Vizcaya - Philippines



Annex 2. List of interviews for the survey

No. and Type of Enterprise	Sector	Size	Respondents	City / Region
9 Farms / Plantations / Producers Cooperatives	Agriculture	Micro (3) / Small (3) / Medium (3)	Owners/ Managers: 9 Workers: 21	Davao del Norte
2 Fruit and vegetable wholesalers	Trading	Micro (2)	Owners/ Managers: 2 Workers: 6	Davao del Norte
1 Marketing Workers Cooperative	Food service/ Service	Micro (1)	Manager: 1 Workers/ Members: 2	Davao del Norte
1 Wholesale trader	Trading	Micro (1)	Manager: 1 Workers: 5	Nueva Vizcaya/ Isabela
3 Farms	Agriculture	Micro (3)	Owners: 3 Workers: 3	Nueva Vizcaya/ Isabela
1 Fruit and vegetable trader	Trading	Micro (1)	Owner: 1 Workers: 4	Nueva Vizcaya/ Isabela
2 Home repairs/ plumbing services	Construction	Micro (2)	Owners: 2 Workers: 2	Metro Manila
2 Construction enterprises	Construction	Small (1) / Medium (1)	Managers: 2 Workers: 4	Metro Manila
2 Repair shop/hair salon	Services	Micro (2)	Manager: 2 Workers: 6	Metro Manila
1 Department store	Trading	Medium (1)	Manager: 1 Workers: 3	Metro Manila
3 Bottled water/ industrial products/ processed food	Manufacturing	Micro (2) / Small (1)	Managers: 3 Workers: 9	Metro Manila
2 Restaurants	Food Service	Micro (1) / Small (1)	Owners: 2 Workers: 5	Metro Manila
1 Industrial product	Manufacturing	Medium (1)	Manager: 1 Workers: 3	Pangasinan
2 Workers/Producers Cooperative	Service/ Manufacturing	Small (2)	Manager: 2 Members/ workers: 3	Pangasinan
8 Farms	Agriculture	Micro (8)	Owners: 8 Workers: 10	Quezon Province
2 Processed food	Manufacturing	Small (1) / Medium (1)	Managers: 2 Workers: 4	Quezon Province





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05

► The case of Tunisia

Prepared by Henda Derbel Ghorbel

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Acronyms

API	Agency for the Promotion of Industry and Innovation
CNAM	<i>Caisse Nationale d'Assurance Maladie</i> (National Health Insurance Fund)
CNRPS	<i>Caisse Nationale de Retraite et de Prévoyance Sociale</i> (National Retirement and Social Insurance Fund)
CNSS	<i>Caisse Nationale de Sécurité Sociale</i> (National Social Security Fund)
DIMST	<i>Direction de l'inspection médicale de travail</i> (Occupational Health and Safety Inspection Department)
FPRW	Fundamental Principles and Rights at Work
GMT	<i>Groupement de Médecine du Travail</i> (Occupational Health Group)
IMRT	<i>Inspection Médicale Régionale de Travail</i> (Regional Occupational Health Inspectorate)
INS	<i>Institut National de Statistiques</i> (National Institute of Statistics)
INNORPI	<i>Institut National de Normalisation et de la Propriété Industrielle</i> (National Institute for Standardization and Intellectual Property);
ISST	<i>Institut de Santé et de Sécurité au Travail</i> (Occupational Health and Safety Institute)
MAS	Ministry of Social Affairs
OSH	Occupational Safety and Health
SMEs	Small and Medium-sized Enterprises
UGTT	<i>Union Générale Tunisienne du Travail</i> (Tunisian General Labour Union)
UTAP	<i>Union Tunisienne de l'Agriculture et de Pêche</i> (Tunisian Union of Agriculture and Fisheries)
UTICA	<i>Union Tunisienne de l'Industrie, du Commerce et de l'Artisanat</i> (Tunisian Union for Industry, Commerce and Crafts)



▶ 1. Background: SMEs in Tunisia⁵³

National definition of SMEs

Under Tunisian law, and more specifically the investment incentive code, the definition of small and medium-sized enterprises (SMEs) depends on the amount of capital (including working capital) and the business type, rather than on the number of workers.

Decree 2009-36 of 13 January 2009 on the encouragement of new promoters of small and medium-sized enterprises, small enterprises and light industries states as follows:

- ▶ Article 46 (bis): small and medium-sized enterprise refers to any enterprise making investments in manufacturing industry activities, craft activities or service activities, with a capital not exceeding 5,000,000 TND (approximately USD 1,762,700⁵⁴), including working capital;
- ▶ Article 47: small enterprise and light industry refers to sole ownerships, partnerships or cooperatives promoted by persons of Tunisian nationality demonstrating the required qualifications and committed to personally assuming full-time responsibility for managing their project, with a capital not exceeding TND 100,000 (approximately USD 35,250), including working capital, and for which the business activities are craft activities or activities in the list of professions set out in the present Decree.

It should be noted that in 2006, following a bulletin issued by the Financial Market Council (CMF)⁵⁵ and in accordance with the recommendations of the Inter-Ministerial Council, the term SME was considered to cover enterprises, the net fixed assets and workforces of which were below the following thresholds:

- ▶ total net fixed assets of TND 4,000,000 (approximately USD 1,410,200);
- ▶ total work force of 300 persons.

The role of SMEs in the national economy

Small and medium-sized enterprises (SMEs) currently form one of the key pillars of the modern economy. Found in the majority of sectors, they are at the forefront of job creation, the provision of goods and services, and the generation of added value, wealth and growth in the country.

In the private sector, according to 2016 statistics from the National Institute of Statistics (INS), the industrial fabric of Tunisia comprises 740,054 enterprises, of which 650,526 are licensed as individual businesses without any declared workforce (0 employees); 52,180 have a workforce of 1 to 2 employees; 25,177 have a workforce of 3 to 9 employees; 10,461 have a workforce of 10 to 99 employees; and 1,710 have a workforce greater than or equal to 100 (INS, n.d.). From this, we can observe that industrial enterprises with fewer than 10 employees represent more than 98 per cent of all enterprises.

⁵³ In Tunisia there is no definition of micro-enterprise. Therefore, in this case study the term Small and Medium-sized Enterprises (SMEs) will be used.

⁵⁴ In this document, TND 1 equals USD 0.35, based on the exchange rate provided by the Central Bank of Tunisia (8 October 2019).

⁵⁵ CMF bulletin 2588 of Wednesday, 3 May 2006.



Agriculture is one of the cornerstones of the Tunisian economy. It represents 9 per cent of the GDP and 9 per cent of Tunisian exports (Nouaigui and Gharbi, 2008). This sector has social importance as it provides a permanent income for 470,000 farmers who contribute to the stability of the rural population, which represents 35 per cent of the overall population of Tunisia.

The descriptive analysis of the industrial fabric in Tunisia indicates its fragility, which is due to its composition: the formal economy represents just 3 per cent of industries while the informal economy – which includes all enterprises that are unable to meet the minimum standards of the formal sector – represents 97 per cent.⁵⁶ The concentration of informal economy activities in the fields of trade, repair and corporate services explains the complementarity between the formal and informal sectors; there is a certain duality between the two sectors (Mounira 2012).

The School-to-Work Transition Survey performed by the ILO and the National Observatory of Employment and Skills in 2013 among a representative sample of households indicated that 77 per cent of employed young persons (aged 15–29 years) were employed in the informal economy. The informal economy constitutes “unfair competition” on not only the product market, but also the labour market, by diverting the labour supply of young workers who are attracted by the higher wages (ILO, 2015).

National context supporting SMEs

The SME support structures cover, in theory, all sectors of activity and all necessary infrastructure. They include the Agency for the Promotion of Industry and Innovation (API); the Industrial Modernization Programme; sectoral technical centres; the National Institute for Standardization and Intellectual Property (INNORPI); the Foreign Investment Promotion Agency; the Agency for the Promotion of Agricultural Investment; the Industrial Land Agency; the Central Bank of Tunisia; the Joint Chambers of Commerce and Industry; the Tunisian National Tourist Office; the development offices; regional investment and development associations; the Tunisian Export Promotion Centre; and the National Agency for Employment and Self-Employment.

Several bodies have been set up to support the existing range of resources and further boost the enterprise creation rate, notably for SMEs.

- ▶ The Public Economic Interest Business Centres aim to facilitate the completion of projects and offer the services that promoters and investors need to launch or develop their projects. Twenty-four centres have been set up to date.
- ▶ The API one-stop shop is a centre for administrative and legal formalities that brings together the various administrations involved in assembling an investment file. The one-stop shop has reduced the time it takes to complete the administrative formalities required to declare projects and set up enterprises.
- ▶ The enterprise incubator is a structure to host and support creators by providing the advice and expertise they need to formalize their projects. It also assists them with the development of their enterprises, thereby guaranteeing the best chance of viability, growth and sustainability.

⁵⁶ The informal sector is defined using criteria relating to the legal status of the unit, the size of the enterprise in terms of the number of employees and the enterprise accounting system, such that the sector covers enterprises with the following characteristics: (i) legal status: natural persons; (ii) employing fewer than 6 people; and (iii) lacking an accounting system. As for the formal sector, this is comprised of small enterprises with 6 to 49 employees, medium-sized enterprises with 50 to 199 employees and large enterprises with more than 200 employees and generally taxed based on actual income.



Several measures have been taken to improve the ability of SMEs to access financing. In particular, they include the founding of the Financing Bank for Small and Medium-sized Enterprises and the Tunisian Guarantee Company, which has led to a perceptible rise in the number of projects by new promoters and SMEs.

A national quality programme for 2005–2007 was launched on 26 April 2005 as part of a national campaign for SME creation and development. This programme offers industrial and service enterprises the chance to achieve certification in accordance with international standards and baselines by providing access to Tunisian and international experts.

In the context of the national campaign for SME creation and development, organized under the patronage of His Excellency the President of the Republic in 2005, there have been 13 Wednesdays for creation events organized on themes related to enterprise creation (such as an introduction to the electronic guide, spin-offs, project ideas identified by the Observation Centre for Industrial Surveys, and venture capital). These events have been attended by some 40,000 participants.

The coaching programme gives beneficiary enterprises access to Tunisian and international experts, who provide technical assistance and support during the phase of execution of the measures agreed, which may include (1) the implementation of intangible investments in upgrade plans; (2) cost control; (3) the establishment of a continuous innovation process to improve productivity; (4) the streamlining and maximization of tangible investments made by the enterprise; and (5) the promotion of excellence through product innovation.

The measures taken under the continuous improvement policy of the incentive framework have notably included:

- ▶ raising the cap for SMEs and new promoters under the Fund for Industrial Promotion and Decentralization from TND 3,000,000 to 4,000,000 (approximately 1,057,600 to 1,410,200 USD);
- ▶ providing SMEs and new promoters with an intangible investment allowance equal to 50 per cent of costs and a priority technology investment allowance equal to 50 per cent of costs, up to a limit of TND 10,000 (approximately USD 3,500) (2005).

The Jasmine Revolution, which began in 2011, clearly had an impact on these often-vulnerable SMEs. Between the opportunities created by this historic event and the threats inherent in any change, the managers of Tunisian SMEs were forced to keep pace with the country and adjust their course in accordance with the new orders that arose.

Insufficiently prepared for this unforeseeable change, certain MSMEs (notably those affected by structural financial imbalances and a manifest lack of equity) were severely impacted by the economic instability that plagued the country throughout the transition period, which lasted for more than three years. This was a threat to some, but a major opportunity for others which soon adapted to the new socio-economic and geopolitical situation by positioning themselves in new segments and markets (Zghidi 2016).

The 2011 Revolution also contributed to increasing the volume of the informal economy, which rose from 30 per cent to 54 per cent of GDP (Dahmeni 2018). To counteract the rise of this phenomenon, measures have been under way for several years to adopt and diversify approaches aimed at achieving the effective and efficient transition of informal activities to the formal sector.



2. The status of OSH in SMEs

The rapid socio-economic changes in the country and the considerable progress made by Tunisian industry in numerous sectors over the past two decades have not been matched by corresponding developments in the field of OSH. On the contrary, progress in this area has been limited solely to specific occupational health elements, and this is only among enterprises employing 40 or more employees, with the agricultural sector and public sector also excluded from the scope of application.

The lack of specialist medical and technical facilities (occupational health physicians, safety engineers, higher technicians and occupational health nurses), disparities in prevention structures and the lack of equipment and supplies, have held back the harmonious development of a genuine prevention policy, especially for MSMEs (Mrizek, 2001).

Since the 1990s there have been major achievements in terms of both legislation and structural organization, as well as in relation to the training of OSH personnel. The reforms have made it possible to develop OSH in Tunisia, which has notably allowed the organizational system for occupational risk prevention to be restructured around bodies both external and internal to enterprises. OSH has thereby been incorporated through a view that considers human beings as both a means and an end in any development (Mrizek, 2001).

Thanks to the increased focus on OSH, Tunisian employee culture has made great progress in recent years. It can be seen that growing numbers of workers are demanding safety and prevention measures from their employers. Nevertheless there is less awareness among workers in industrial micro-enterprises and in the construction sector (El Elj & Ben Braham, 2018).

According to the statistics of the Occupational Health and Safety Inspection Department (Direction de l'inspection médicale de sécurité au travail, DIMST),⁵⁷ the coverage rate by occupational medical services currently stands at around 43.2 per cent. This rate has increased significantly in recent years, thanks to the efforts of the inspection bodies, notably the Occupational Health Inspectorate, the Labour Inspectorate and the National Health Insurance Fund (Caisse Nationale d'Assurance Maladie, CNAM), as well as due to improvements in the services delivered by the occupational health bodies and, above all, the Occupational Health groups (*Groupements de Médecine du Travail*, GMTs).

According to the most recent data, 36,215 work-related accidents were recorded in 2017, 151 of which were fatal, with a continuous decrease being recorded over the past few years. It is still the construction sector that has the highest rate of fatal accidents (32 per cent), followed by the service sector (9 per cent), the agricultural and fishing sector (8 per cent) and transport (7 per cent). The majority of these accidents were recorded in the coastal regions, where the country's industrial activities are concentrated (CNAM, 2017).

In relation to occupational diseases, 1,661 cases were recorded in 2017. This represents a slight increase (7.7 per cent rise) in comparison with 2016. This could be due to improvements in diagnostic methods and increased awareness among employers, workers and physicians of the reporting of diseases listed in the table of occupational diseases (CNAM, 2017).

Musculoskeletal disorders continue to top the rankings, accounting for 80.3 per cent of all occupational diseases (with this rate of musculoskeletal disorders increasing each year), followed by occupational hearing loss and then respiratory disorders. The sectors most affected by occupational diseases are first and foremost the garment industry (42.8 per cent), followed by the electrical industry (12.1 per cent) and the textile sector (6.5 per cent) (CNAM, 2017).

57 Interview with Dr Mahjoub, Director-General of the DIMST.

Information about the survey



Interviewed

5 Employers

15 Workers

From 10 enterprises

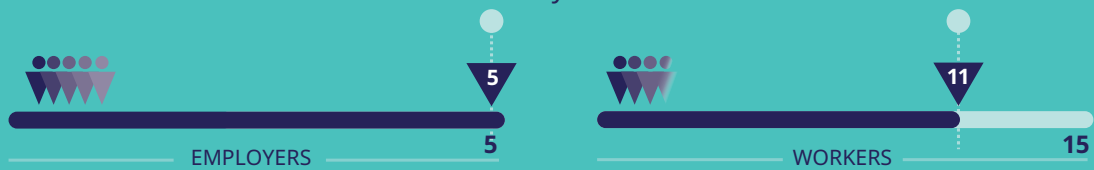
8 Small enterprises

2 Medium-sized enterprises

Sectors: small joinery, construction, chemical, cosmetic and agri-food sectors

Awareness of national OSH laws

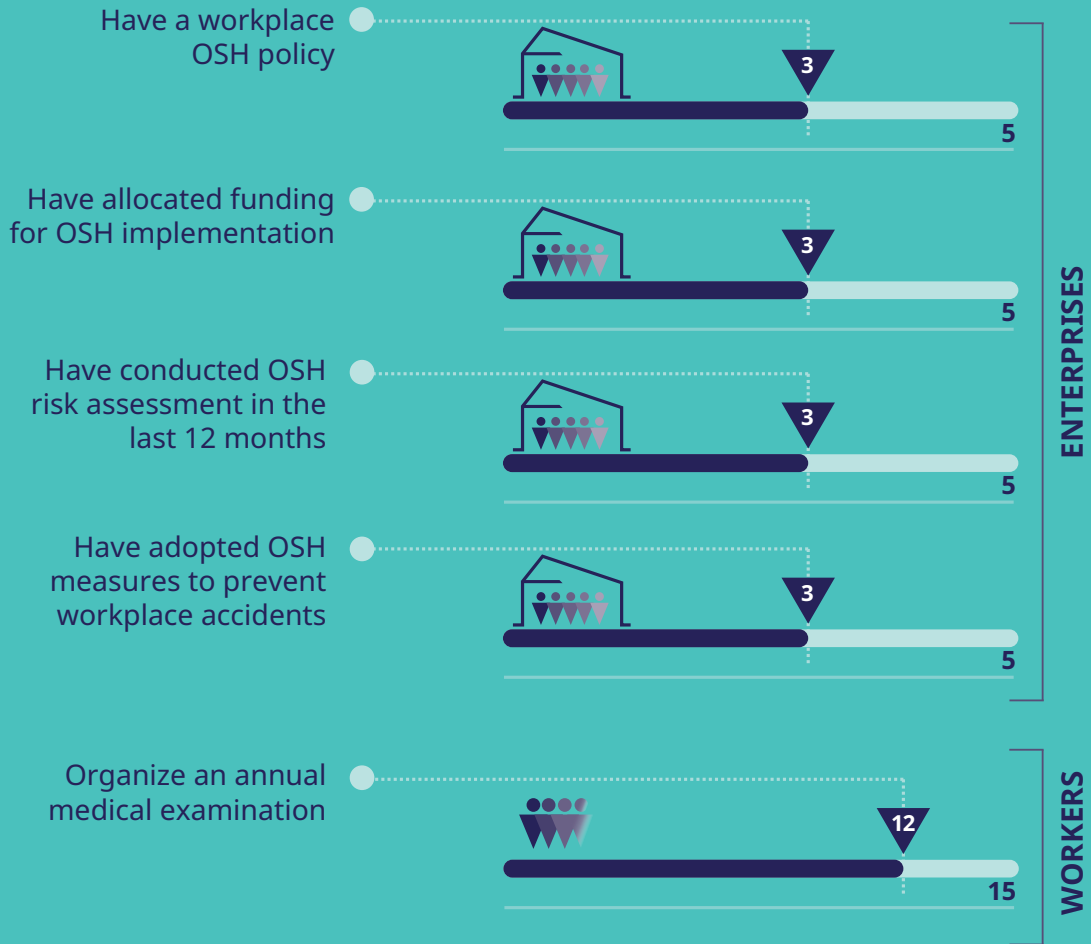
Have already heard of national OSH laws and standards



Consider national OSH laws and standards important



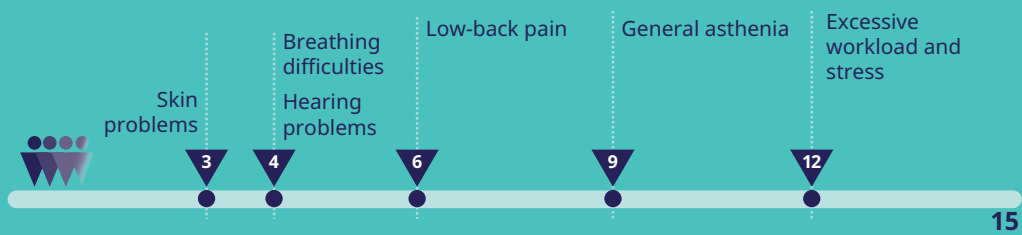
Workplace OSH practice



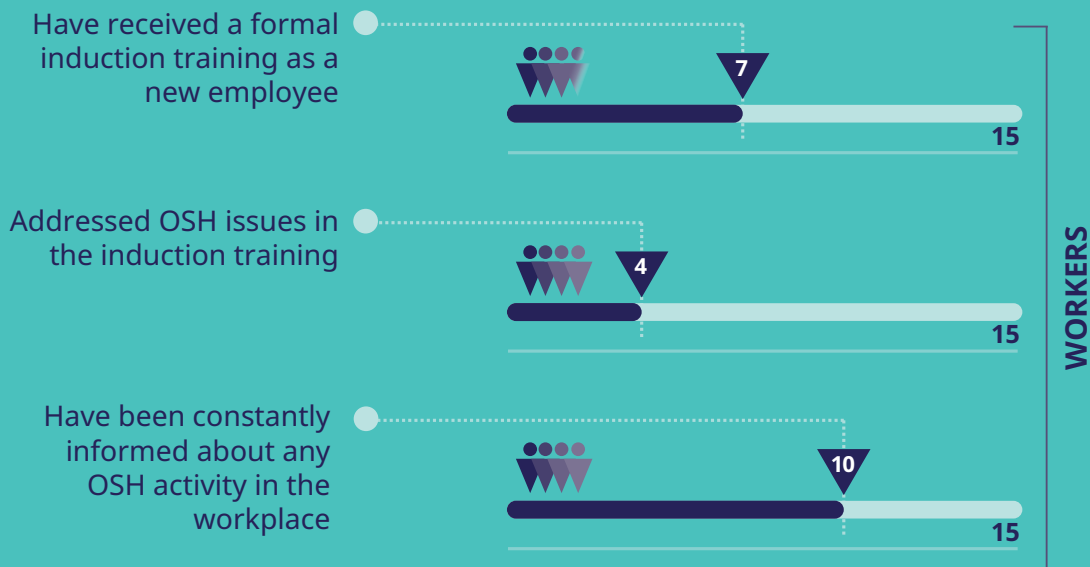
WORKERS perception of OSH conditions in the workplace



All WORKERS believe work affect their health



OSH training and information



The type of advice that the workers reported being given during this training related to the **safe use of personal protective equipment, OSH policies and standards, the prevention of occupational risks, and the procedures for reporting work-related accidents.**

The workers who had attended this training noted benefits linked to their participation, such as **improved understanding of OSH standards, better practices for the prevention of work-related accidents, fewer accidents recorded and improved communication in the workplace.**





3. The national framework for OSH in SMEs

A description of the OSH legal framework addressing SMEs

The new Constitution passed on 14 January 2014 consolidated the right to health of all human beings (Article 38) and the right of all citizens, male and female, to decent working conditions and a fair wage (Article 40).

The legislation and regulations regarding OSH in SMEs chiefly comprise the Labour Code and its implementing texts, and the compensation schemes for occupational accidents and diseases, which include a section on the prevention of occupational risks.

The **Labour Code** was revised in 1994 and 1996, chiefly in relation to:

- ▶ Article 152-2 on employers' duties in relation to OSH, namely to protect workers' health; guarantee suitable working conditions; inform workers about the occupational risks to which they are exposed; and raise awareness about prevention equipment and methods;
- ▶ Article 152-3 specifying workers' obligations, namely to follow instructions to protect their own health and that of others; use the preventative equipment provided; undergo occupational health examinations; participate in training activities; and report any breaches;
- ▶ Article 153, which contains provisions regarding occupational health services that aim to extend these services to workers in all economic sectors (including agriculture); extend medical coverage to all enterprises regardless of their size; and introduce the function of occupational safety officer to all classified enterprises and on construction sites (with more than 20 employees);
- ▶ Article 157 (new), which states that all enterprises employing at least 40 permanent workers must have an enterprise advisory committee; and
- ▶ Article 161 (new), which determines the scope, functions and composition of the enterprise advisory committee.

Law 2011-4 of 3 February 2011 supplements the Labour Code by introducing the possibility of sanctioning employers (regardless of the size of the enterprise) who do not fulfil their OSH duties. However, the size of the proposed fines is not commensurate with the severity of the breaches recorded.

Decree 2000/1985 of 12 September 2000 on the organization and operation of occupational health services states that enterprises with more than 500 workers must set up their own occupational health service. SMEs (which have fewer employees) may choose between joining the relevant GMT for their region or setting up their own independent service. In the light of the financial burden and regulatory requirements of setting up independent services, most SMEs in Tunisia opt for the GMTs, which are run on a non-profit basis and offer services at a lower cost.

Law 95-56 establishes the general principle that employers are responsible "for taking all appropriate preventative measures required according to the nature of their activity" (Article 50).

Law 94-28 makes it compulsory to collect and analyse statistics on occupational accidents and diseases, and to introduce mechanisms linking preventative measures and compensation for harm through a "bonus/penalty" system. It also makes provision for loans and subsidies to improve working conditions, and the improvement of compensation services for harm arising from occupational accidents and diseases. This overhaul of the compensation schemes for harm caused by occupational accidents and diseases has notably led to (1) the strengthening of preventative measures, in particular by involving CNAM in the implementation and financing of preventative measures; (2) the



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implementation of a national centralized system for gathering statistics on work-related accidents and diseases; and (3) the introduction of a system of investment allowances and loans under highly favourable conditions to finance occupational risk prevention projects and improve working conditions, as well as the introduction of a bonus/penalty system whereby contributions are adjusted according to the preventative steps taken by the enterprise. These measures have made a great contribution to encouraging SMEs to apply the regulatory requirements relating to OSH in Tunisia, and will be analysed in the following sections.

The national OSH infrastructure relevant for SMEs

The occupational risk prevention system in Tunisia is primarily implemented by the **Ministry of Social Affairs** (MAS), notably through the bodies described below.

- ▶ **National Occupational Risk Prevention Council.** This is an advisory council comprising representatives of government departments, workers' and employers' organizations and various non-governmental organizations involved in occupational risk prevention. Its aims are to (1) coordinate the measures of the various parties; (2) propose measures in support of national policy regarding occupational risk prevention; and (3) deliver opinions on draft regulatory texts.
- ▶ **Occupational Health and Safety Inspection Department** (*Direction de l'inspection médicale et de la sécurité au travail*, DIMST). The key responsibilities of this department are to (1) contribute to the development of legislation and regulations in the field of OSH; (2) inspect health and safety conditions in the workplace; (3) monitor the services and GMTs; and (4) perform medical examinations to assess fitness for work, and for victims of occupational accidents and diseases. This department is represented across the country by the Occupational Health and Safety Inspection Divisions in the Regional Social Affairs Departments.
- ▶ **Tunisian Occupational Health and Safety Institute** (*Institut de santé et de sécurité au travail*, ISST). This is a non-profit organization responsible for (1) providing technical assistance to enterprises in



the field of occupational risk prevention and OSH improvement; (2) undertaking OSH studies and research; and (3) raising awareness among occupational risk prevention operators, and providing them with information and training.

- ▶ **National Health Insurance Fund** (*Caisse Nationale d'Assurance Maladie, CNAM*). This body is charged with (1) providing compensation for the harm caused by occupational accidents and diseases; (2) contributing to the financing of projects to improve OSH conditions, by providing enterprises with loans and subsidies; and (3) helping GMTs improve their services through programme contracts.
- ▶ **Monitoring and Coordination Office for occupational accident and disease prevention programmes.** This office is tasked with (1) overseeing the study and diagnosis of the causes and consequences of occupational accidents and diseases, in coordination with the various bodies and enterprises concerned; and (2) proposing plans, programmes and procedures in this area.
- ▶ **Directorate-General for Labour Inspection and Conciliation.** This body ensures that the legislative and regulatory texts and Conventions regarding labour relations are applied, and contributes to the promotion of social dialogue in enterprises.
- ▶ **Directorate-General for Labour.** This body draws up legislative and regulatory texts in accordance with the provisions of the Labour Code, and addresses issues relating to labour standards.

In addition to these organizations within the Ministry of Social Affairs, there are other governmental structures that contribute to the prevention of occupational risks (within the jurisdiction of the Ministry of Public Health, the Ministry of Industry, the Ministry of Agriculture and the Environment, and the Ministry of Equipment and Transport, among others), as well as other public and private bodies.

The **National Institute for Standardization and Intellectual Property** (*Institut National de la Normalisation et de la Propriété Industrielle, INNORPI*) is a non-administrative public office under the supervision of the Ministry of Industry, Energy and Small and Medium-sized Enterprises. It is charged with standardization, the certification of products and quality systems, quality promotion and the protection of intellectual property. Numerous Tunisian enterprises, notably SMEs, have been supported in recent years by INNORPI and have participated in the initiative to set up certifiable OSH management systems (OHSAS 18001 certification). The majority of these enterprises have succeeded in setting up an integrated (QSE) management system.

Occupational health services may be specific to an enterprise (independent service) or shared by several enterprises (GMT). Their role is to provide medical monitoring of workers' health and protect them against the occupational risks to which they are exposed by improving OSH conditions.

Among the **social partners**, the Tunisian Union for Industry, Commerce and Crafts (*Union Tunisienne de l'Industrie, du Commerce et de l'Artisanat, UTICA*) supports its members in organizing several activities in the field of OSH, including information and awareness days, and OSH training courses. Unfortunately, the SME participation rate remains low.

The Tunisian General Labour Union (*Union Générale Tunisienne du Travail, UGTT*) provides several OSH services for member enterprises, including training for trade union representatives on labour rights and OSH, and support for workers making OSH-related claims against enterprises. Other trade unions include the Union of Tunisian Workers (*Union des Travailleurs Tunisiens, UTT*) and the Tunisian General Labour Federation (*Confédération Générale Tunisienne du Travail, CGTT*).

The Tunisian Union of Agriculture and Fisheries (*Union Tunisienne de l'Agriculture et de la Pêche, UTAP*) is a non-governmental professional and development organization. It groups together more than 200 regional sectoral federations and 24 national sectoral and specialist federations.



In addition, Tunisia has technical companies and offices specializing in occupational health and safety, as well as specialist associations (such as the Tunisian Society of Occupational Medicine, the Tunisian Association of Safety Engineers and Technicians, the Tunisian Society of Ergonomics and the Tunisian Association of Occupational Safety and Health) that contribute to promoting OSH by providing enterprises (especially SMEs) with assistance and expertise to help them improve their working conditions and protect their human capital, a guarantee of their sustainability.

Existing national strategies promoting OSH in SMEs

The 2010–2014 national plan for the prevention of occupational accidents and diseases aimed to support national objectives regarding OSH, notably the introduction of an updated legal framework in the field of OSH (taking into account the developments in Tunisian industry and the emergence of new technologies), in order to provide more effective protection against occupational risks and increase occupational health service coverage.⁵⁸ The plan had three main pillars: (1) the promotion of health at work; (2) the promotion of safety at work; and (3) the reduction of occupational accidents in SMEs.

During this period, on 14 January 2013, a social contract was signed by the Government and social partners (UGTT and UTICA). The incorporation of social development into economic development initiatives has been a cornerstone of national development policy in Tunisia, with the protection of the health and safety of workers a key element.

As previously mentioned, the new Constitution adopted in 2014 emphasized the right to health and to decent working conditions and a fair wage for all. These provisions were transcribed into the orientation document for the 2016–2020 five-year development plan via a national strategy for the prevention of occupational risks, which has been implemented in partnership with the main trade union organizations for workers and employers.

With the goal of supporting the national plan and improving OSH in the country, twinning projects were set up between the European Union and Tunisia. The aim of these projects was to improve practices, train ministry representatives and harmonize the OSH policies of the two parties. The projects were financed by the European Commission, with the Tunisian Government contributing human and logistical resources.

The following twinning projects were set up:

- ▶ Twinning of Tunisian Occupational Health and Safety Institute (ISST) and EUROGIP⁵⁹ (2007): this twinning project aimed to strengthen the institutional capacities of the ISST in relation to the promotion of occupational risk prevention in enterprises. Thanks to this project, the ISST was able to produce standards and baselines while developing a database. It also gained the capacity to manage technical standards and surveillance protocols, and implemented a strategy for the dissemination of an occupational risk prevention culture.
- ▶ Twinning of Ministry of Social Affairs and GIP International⁶⁰ (2009–2011): of particular relevance to SMEs, one area of this project focused on support for improving OSH among agricultural workers, with a view to implementing an overarching OSH initiative for these workers. In this way, it reached many small enterprises within the sector. The project took both a medical approach

⁵⁸ The target was to increase occupational health service coverage from 43 per cent (as of the end of 2008) to 70 per cent by 2014.

⁵⁹ EUROGIP is a French organization set up to investigate issues relating to the prevention of occupational accidents and diseases at European level.

⁶⁰ Since 1992, the public interest group GIP International has been involved in preparing and implementing French cooperation and expertise programmes in the fields of labour, employment and vocational training.



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(occupational health coverage) and a broader vision with respect to occupational risk prevention. It led to results on the ground as well as in institutional terms, and produced an excellent analysis of occupational health in agriculture.

- ▶ Tunisian-European twinning projects (2012-2014 and 2014-2016): these projects provided support for the national plan for the prevention of occupational accidents and diseases. These twinning projects aimed to relaunch the national occupational accident and disease prevention programme. They were based on four areas: (i) reducing occupational accidents by improving inspection and assistance services; (ii) improving service delivery (increasing occupational health service coverage in SMEs, modernizing these services, upgrading medical supervision, and so on); (iii) communicating and raising awareness regarding OSH; and (iv) aligning the OSH legislative and regulatory framework with that in force in the European Union. This made it possible to align the Tunisian OSH system more closely with international and European standards, and improve the capacities of the DIMST. However, it was not possible to achieve a significant increase in occupational health service coverage in SMEs or modernize the running of these services as initially planned.
- ▶ Tunisian-European twinning project (2016-2018): this project covered support for the development of decent work and strengthening of occupational health and safety inspection capacities. It aimed to support the Tunisian authorities with the development and implementation of a national occupational risk prevention policy. The major outcome of this project was the completion of the national occupational risk map (CARIPT). This is a tool for predicting the accident and morbidity rate in relation to working conditions and occupational exposure. It works by determining the occupational exposure of Tunisian workers, which allows the identification of vulnerable populations (according to age, sex, sector of activity or contract type, among other criteria) so as to optimize preventative measures and medical monitoring for workers.

In addition, in July 2017, the Decent Work Country Programme (DWCP) for 2017–2022 was launched, as part of the cooperation between the Ministry of Social Affairs, the UTICA and the UGTT, on the one hand, and the International Labour Office on the other. Among the OSH measures envisaged in the programme, the following are of particular relevance to SMEs: (1) the training of OSH personnel in prevention and inspection techniques in manufacturing industries, chemical industries and micro-enterprises; (2) the introduction of a specific programme to reduce work-related accidents in SMEs; and (3) the improvement of the administrative and financial management of the GMTs, and support to UTICA for the creation of a GMT forum.



► 4. Initiatives to improve safe and healthy working environments in SMEs

Occupational health groups (GMTs) and the promotion of OSH in SMEs

GMTs are inter-enterprise bodies that provide occupational health services to member enterprises. There are 23 GMTs, each serving a particular area, with a total of 145 full-time and 24 part-time occupational health physicians. The GMTs cover a total of 552,300 workers, more than 60 per cent of whom (336,894) work in SMEs.⁶¹

The GMTs play an essential preventative role in the field of OSH and are chiefly responsible for performing medical examinations and monitoring the health of workers, as well as protecting them against occupational risks. They also carry out information, awareness-raising and health education activities.

The GMTs are financed chiefly through contributions from member enterprises and government subsidies awarded under programme contracts between the Ministry of Social Affairs and the GMTs.

Since 1996, seven programme contracts have been signed, facilitating the purchase of medical and technical equipment, as well as 24 mobile clinics to allow better coverage of workers in small enterprises and remote enterprises.

► Box 4. Mobile clinics

Mobile clinics form part of a strategy for delivering outpatient occupational health services. This strategy has often been employed to reach either remote populations or populations working in micro-enterprises without physical premises or which cannot send their employees to the permanent GMT facility.

Built into a light utility vehicle, these clinics can easily travel around urban neighbourhoods, town centres and rural areas. They are outfitted to provide the same level of comfort and ergonomics found in a medical practice.

This van providing medical and social services is a real mobile practice that can be used to deliver information sessions as well as various health examinations (hearing tests, spirometry, electrocardiograms, eye tests and standard radiography).

Unfortunately, GMTs face several challenges in many cases. As the members of the GMT managing boards are appointed by the local governor from among the representatives of member enterprises, they sometimes lack any knowledge of occupational health activities and on occasion defend the interests of their enterprises to the detriment of those of the GMT.

Both human and financial resources are limited, and in the majority of cases they are insufficient to cover the cost of the services provided by the GMTs. This situation makes it difficult to budget for and plan the activities of GMTs, holding back their development and improvement.

⁶¹ Data provided during interview with Dr Mahjoub, Director-General of the DIMST.



However, there are GMTs that have been able to effectively organize the human and financial resources available, and take effective action to improve occupational health, particularly in SMEs, such as the GMTs in Nabeul, Sousse and Sfax.

► **Box 5. Sfax Occupational Health Group (GMT)**

In 1959, an occupational health association was set up for workers in the fishing industry, and in 1966 a second association was founded following the creation of the north Sfax industrial hub. In 1977, these two associations were merged under the name AGEMETS, which was renamed ASSETS in 1993. In 2000, under Decree 2000/1985 of 12 September 2000, the GMT was founded upon the decision of the regional governor. Currently the GMT covers 67,000 employees in 2,622 enterprises. It employs 27 occupational health physicians, who are supported by a multidisciplinary team of nurses, technicians, engineers and administrative executives, among others. It also collaborates closely with managers from the Occupational Health Inspectorate and the ISST.

The Sfax GMT has two mobile clinics, allowing it to achieve a coverage rate of 80 to 90 per cent of enterprises.

The Sfax GMT offers a range of services to its members, notably:

- a medical service providing medical examinations and paraclinical investigations, which comprises various units, such as the department providing specialist consultation regarding occupational pathology and fitness for work, the information technology department for the digitization of medical records, the biochemistry laboratory, the parasitology laboratory, and the additional examinations unit;
- administrative services, such as new member registration, invoicing and payment collection; and
- specialist occupational pathology consultations to facilitate members' access to specialist physicians. Since January 2008, the Sfax GMT has had contracts in place with specialist doctors in university hospitals (in ear, nose and throat medicine; dermatology; respiratory medicine; orthopaedics; cardiology; and physical medicine). Workers are referred by the occupational health physician so that they can obtain an opinion regarding their fitness for work, confirm an occupational disease diagnosis or complete the occupational disease declaration forms.

In order to promote workers' health and prevent the occurrence of occupational accidents and diseases, the Sfax GMT:

- provides health monitoring and supervision for workers;
- runs vaccination campaigns;
- organizes training and awareness-raising activities, company days and scientific seminars;
- offers advice and assistance regarding the provisions and measures required to eliminate or reduce occupational risks and improve working conditions;
- produces posters, leaflets and brochures for OSH promotion; and
- contributes to the monitoring and recording of occupational exposure, and health monitoring.

Several OSH information and awareness days have been organized by the GMT on how occupational medicine contributes to preventing occupational risks and protecting human capital. These are often aimed at micro- and small enterprises. For example, one door-to-door awareness activity, which was carried out in collaboration with the Regional Occupational Health Inspectorate (IMRT) and municipal authorities, targeted restaurants, bakeries and cake shops with a view to improving medical coverage among these small enterprises and increasing the number of GMT members. In 2016 an awareness day was held in collaboration with the Sfax Occupational Health Inspectorate and the Amicale des Pharmaciens de Sfax (Sfax Pharmacists' Association), following which more than 50 per cent of the pharmacies in Sfax with between two and ten employees joined the GMT, allowing them to benefit from the medical services provided by mobile clinic.



Similarly, sector-specific days have been organized in collaboration with the UTICA sector chambers for bakers, butchers, hairdressers and taxi drivers, most recently in March 2019.

To optimize and streamline access to occupational health services and break down barriers to the occupational health system, the Sfax GMT has worked with several associations to offer preventative medical care in certain categories of micro-enterprise, including to women clam collectors. Accordingly, in 2017–2018 – in partnership with the Food and Agriculture Organization of the United Nations (FAO) – the Sfax GMT signed an agreement for the provision of certain services as part of a project to enable women clam collectors to benefit more equally from agrifood chains.

Several activities were organized, notably.

- ▶ Twelve sessions to raise awareness regarding OSH rights: 146 women in the areas of Gabès and Zabuoussa received OSH training, including on occupational risks and work-related accidents. The issues discussed included the introduction of suitable measures to improve the women's occupational safety, the promotion of social/medical coverage for the women and the importance of observing occupational safety standards.
- ▶ Medical examinations: 200 women clam collectors from Sfax and Gabès benefited from a general medical examination, blood test and urine test. With the support of the specialist doctors under contract with the GMT, several cases of disease were detected, following which the women concerned were referred to the regional hospital for treatment.
- ▶ Twelve social protection support sessions were organized with the local CNSS representative to inform the women clam collectors from Gabès and Zabuoussa of the advantages of CNSS membership.

This multidisciplinary approach, combined with all these GMT initiatives and services, has encouraged the heads of SMEs to become members and provided an opportunity for the GMT to improve the medical coverage rate, thereby increasing its human, material and financial resources.

CNAM financing for prevention

Occupational accidents and diseases represent a substantial part of CNAM's programme. This is demonstrated in three areas of action: (1) care coverage; (2) the development of a database on occupational accidents and diseases broken down by cause and circumstances; and (3) prevention.

The prevention of occupational accidents and diseases is based on the provision of technical assistance to enterprises, which encourages employers to respect the safety rules. CNAM is also able to finance prevention programmes, notably through subsidies and loans, with a view to laying the foundations for optimal safety in the workplace, promoting occupational health services and improving the coverage rate among the workforce.

Several programmes to incentivize the promotion of occupational safety and health have been introduced by CNAM.

- ▶ OSH investment credits. CNAM awards enterprises credits of up to TND 300,000 (approximately USD 105,800), with an allowance for investment in occupational health and safety measures of 25 per cent of the project cost. Loans of TND 5,000 (approximately USD 1,750) may be given to small enterprises with a grant of 50 per cent of the loan value. The regulations regarding compensation for occupational accidents and diseases in the private sector also provide for the issuing of "bonuses" to enterprises that have "made sustained efforts" to improve OSH conditions.



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- ▶ Financing for prevention programmes. In order to incentivize employers to undertake occupational risk prevention measures, CNAM also funds prevention programmes through loans and investment allowances.⁶²
- ▶ Subsidies for OSH service providers. CNAM has awarded the GMTs subsidies for measures such as the purchase of medical equipment, IT equipment and mobile clinics, and the organization of awareness days.⁶³ Every year, it also provides subsidies to the ISST and the National Office of Civil Protection (ONPC).⁶⁴
- ▶ Microcredit line. CNAM has provided a microcredit line for the promotion of OSH in SMEs. This involves giving small enterprises with fewer than ten workers loans to promote occupational safety, up to a limit of TND 5,000 (approximately 1,750 USD), on the basis of a submitted application. Interest is added to the loans at a rate of 5 per cent. Unfortunately, the slow administrative process often dissuades the owners of small enterprises from applying for this credit line as a way of financing small projects.

It should be noted that the introduction of mechanisms to encourage investment in OSH has not led to a noticeable increase in the risk prevention level in SMEs. The number of loan applications remains

62 Loans issued between 1996 and 2015 totalled TND 7,220,000 (approximately USD 2,532,000), while investment allowances came to TND 2,099,000 (approximately USD 736,100).

63 CNAM awarded the GMTs TND 1,953,000 (approximately USD 684,900) under the 2010–2011 programme contract. It also provided TND 560,000 (approximately USD 196,400) in 2015, TND 700,000 (approximately USD 245,500) in 2016 and TND 560,000 (approximately USD 196,400) in 2017 for the purchase of 13 mobile clinics for GMTs not yet equipped with them.

64 In 2016, CNAM awarded TND 1,845,000 (approximately USD 647,000) to the ISST and TND 190,000 (approximately USD 66,600) to the ONPC.



limited: 114 projects have been approved since 1996, with just 50 of those enterprises completing their project. The bonus (reduction of up to 25 per cent in enterprise contributions for occupational accidents and diseases) has only been requested by 47 enterprises, while the penalty (increase of up to 100 per cent in enterprise contributions for occupational accidents and diseases) has been applied only rarely since 1995, even though this measure has led to satisfactory results in terms of reducing the number and severity of occupational accidents in these enterprises.⁶⁵

Labour Day prize

The national occupational safety and health prize is awarded by the Ministry of Social Affairs. Through this prize national partners recognize particularly innovative measures or products in the field of improvements to OSH and well-being at work.

Since 2010, every year on Labour Day, the Government organizes a prestigious ceremony attended by many enterprises. The prizes awarded during the event include the exemplary worker prize, social progress prize, enterprise joint advisory committee prize and national occupational health and safety prize.

The number of applications for these prizes increases each year. However, despite being encouraged by their occupational health physicians to submit a nomination, few small enterprises participate. It is generally well-structured medium-sized and large enterprises that show the most interest.

The Governance project to support labour inspection

A project entitled “Strengthening labour governance in SMEs and supporting the transition from the informal to the formal economy”, financed by the French Government and implemented by the International Labour Office, was launched in 2016. It aims to support SMEs, including those in the informal economy, to prevent occupational risks, improve working conditions and promote respect for fundamental principles and rights at work (FPRW).

The project has a twofold strategy to achieve its objectives: support labour inspectorates, labour authorities and other national public institutions to ensure better respect for FPRW and OSH; and inform and mobilize the tripartite constituents (governments, employers’ representatives and workers’ representatives) on issues related to FPRW and OSH to enable them to better identify and prevent occupational risks and facilitate the effective implementation of FPRW in SMEs, including in the informal economy.

This project has focused its activities on the construction, trade and craft sectors, which were selected based on a preliminary evaluation and consultations with the national tripartite constituents.

An in-depth analysis was performed for all sectors to identify the issues and challenges faced in applying standards relating to FPRW and OSH, in order to set out a suitable national intervention strategy.

Workshops were organized to establish a strategic action plan. These events also provided a chance to present the Participatory Action-Oriented Training (PAOT) methodology for implementing prevention programmes in SMEs.

The results achieved to date include training for the Labour Inspectorate and the ISST on the adoption of a participatory approach suited to supporting small enterprises with the application of OSH standards.

⁶⁵ Data provided during interview with Mr Zouari, Lead Engineer at the southern prevention branch of CNAM.



Support programme for the development of underprivileged areas (AZD programme)

This programme was financed by the European Union and implemented by the International Labour Office from 2012 to 2017. It aimed to support the economic recovery and the integration of young unemployed men and women – especially those with few qualifications – into the labour market through the creation and consolidation of decent work.

The Office's involvement was focused on institutional support to strengthen the capacities of its partners, and the promotion of employment-intensive work, bolstered by two additional elements: the economic integration of young unemployed people, particularly those without qualifications; and local economic development.⁶⁶

The three areas of intervention were (i) employment-intensive infrastructure (with pilot sites, the promotion of local materials, the involvement of local partners and civil society, training for SMEs in the construction sector, and training for young people without qualifications); (ii) local economic development (with the establishment of a public/private dialogue forum, the organization of local economic actors and the creation of added value through the transformation of local production); and (iii) occupational integration (with apprenticeship programmes on employment-intensive learning sites, support for the creation of SMEs and increased access to occupational integration support services).

The practical results included work to open up Ousseltia (Kef); support for producers of aromatic and medicinal plants and honey in Ain Boussadia (Siliana); a study of critical points on Route 719 (Siliana); the construction of a market in the Zouhour neighbourhood using a community approach (Kasserine); capacity-building among olive wood artisans (Sidi Bouzid); redevelopment of the weekly souk in Sidi Bouzid; support for the development of the milk industry in Sidi Aich (Gafsa); and the construction of a neighbourhood market in Essourour (Gafsa).

Pilot initiative for integrated local development (PDLI)

The pilot initiative for integrated local development (PDLI) is part of the support provided by international partners for the decentralization process initiated by the Tunisian authorities, the principles of which are set out in the new constitution passed in January 2014.

Due to run from 1 January 2018 to 31 December 2021, it is financed by the European Union. In general terms, the project aims to improve living conditions for populations through concrete action that has a direct impact on beneficiary communities. This action will take place through capacity-building among local stakeholders, specific support for employment-generating activities and assimilation of the principles of the reform – including the bottom-up decision-making process – by all partners. The PDLI is taking place in four governorates in the border regions (Jendouba, Kasserine, Gafsa and Tataouine) that are among the most underprivileged in the country. Recognizing the relevance of the measures undertaken as part of the AZD programme, the European Union called upon the International Labour Office to provide technical assistance in the implementation of this project.

The primary objective was to support the creation of decent jobs and increase incomes by building infrastructure, creating local added value for useful substances and assets found locally, and supporting contracting in new municipalities. Training-in-action has also played an important role in activities at all levels: within the community, especially among young people and women; municipal teams; the private sector (SMEs); regional partners; and other programmes.

⁶⁶ The Office contributed to the implementation of the first component of the AZD programme through a project to support job creation and reintegration by complementing state provision.



As part of the PDLI, in December 2018 a participative training of trainers workshop was held to work on improving working conditions in SMEs in the agricultural sector in the Tataouine region, with the participation of several institutions. This used the Work Improvement in Neighbourhood Development (WIND) methodology. A field visit was organized to identify positive and negative practices among workers in the agricultural sector while exchanging best practices for prevention, with the pooling of methods combining OSH, improvements in working conditions and increased productivity.

Other initiatives on training and education

Use of the Other-WISE methodology

The International Labour Office has implemented the Other-WISE action modules in Tunisia by translating them into Arabic and adapting the format of the modules to different target groups. This led to the production of the “Chater and Chatra” guide aimed at young workers in small enterprises, which presents the modules in a friendly, light-hearted manner.

Continuing training

It is not possible to talk about support without touching on continuing training for workers regarding OSH. Indeed, the Tunisian Labour Code (Articles 364 and 365) obliges all enterprises to pay a vocational training tax on the wage bill (at a rate of 1 per cent for manufacturing enterprises and 2 per cent for those in other economic sectors). This tax is intended to be used for continuing and advanced training for enterprise employees in various areas, including OSH. The rebate on the vocational training tax constitutes the oldest and most important instrument in favour of continuing training, and represents a means of incentivizing OSH training within SMEs.





5. Conclusion

In Tunisia, SMEs are currently experiencing a period of major economic, technological and social change. The notion of quality has become an absolute priority in the face of international industrial competition. These changes are not without effect on working conditions and the physical and mental well-being of workers. Many SMEs are confronted with significant problems, including difficulties in accessing sources of financing. This makes it hard to comply with certain regulatory requirements, particularly the introduction of prevention policies to obtain the tools and practices required to better control of occupational risks.

The majority of jobs in Tunisia are in SMEs, but their record when it comes to OSH is poor in comparison with large enterprises.

The socio-economic context and industrial structure in Tunisia have lent certain characteristics to the relationships between the various actors involved in OSH.

- ▶ The majority of employers, seeking material benefits and long-term success for their enterprises, do not dispute the importance of OSH. However, it is not a priority for certain enterprises, notably those in financial difficulties.
- ▶ Tunisian employee culture has progressed a great deal over recent years. It can be observed that growing numbers of workers are demanding safety and prevention measures from their employers. Yet despite the fact that the right to OSH has become a trade union demand, there is a lesser degree of awareness among workers in certain sectors, particularly construction, agriculture and fishing, and in industrial micro-enterprises. Although this can be explained to a certain extent by the work environment and the role of the manager, an OSH model based on risk acceptance is emerging.
- ▶ The role of the State remains limited by the national and international economic context. Tunisian OSH legislation is flexible in comparison with European countries, but it has not significantly evolved in recent years.

This study indicates that Tunisian SMEs continue to have a limited perception of OSH risks due to working relationships based on proximity and the dominating role played by managers with limited awareness of OSH issues. In addition, the role of contractor played by SMEs exposes them to additional accident risks for which they lack the resources to minimize or prevent. At the same time, there are signs of hope for OSH in Tunisia, as many Tunisian SMEs have chosen to set up occupational health and safety management systems or integrated management systems favouring the creation of a safer working environment, thereby reducing occupational accidents and diseases and the associated costs, and improving the brand image of these enterprises at an international level. This work has included field activities to gather the opinions and experiences of enterprises that have undertaken OSH management activities or which have introduced an OSH policy leading to OSH certification.

It is therefore not possible to simply transfer the methods and tools designed for large enterprises to SMEs.

The promotion of occupational health and safety systems within SMEs requires the creation and implementation of a participatory, partnership-based national occupational risk prevention strategy that enables all actors to work together to set out realistic goals and measures that meet needs on the ground.

The reflection process initiated on the steps needed in SMEs has resulted in a certain number of preventative measures, which can be broadly categorized into two main groups:

- ▶ Measures targeting heads of enterprises in order to improve their awareness: although these managers are considered to be key players in risk prevention, they lack information and means,



which is why any measures introduced must engage their interest by harnessing the enterprise environment; a regulatory environment, regardless of its coercive capacity, is a necessary but insufficient condition for improving the level of prevention; and

- ▶ measures involving employees: although the degree of risk prevention is closely linked to the level of collaboration between managers and employees regarding risks and their prevention, the distinctive features of social relationships in small enterprises constitute an obstacle to information.

OSH management systems for small enterprises are also a key element in occupational health and safety, which is why a national strategy has been introduced in this area, in addition to several twinning projects between Tunisia and the European Union, a range of economic and financial incentives, and numerous initiatives by the International Labour Office in support of Tunisian SMEs.

These programmes have aimed to create a local economic dynamic that generates decent work in several municipalities, and have resulted in the provision of decent work for underprivileged populations. Action has been taken through various forms of pilot project, while respecting the principles of the approach, namely cooperation, mobilization of local actors and harnessing of local resources. The results achieved have been so encouraging that other support and decentralization projects are due to be launched in order to continue these areas of collaboration between Tunisia and the International Labour Office.

Despite this range of initiatives, Tunisian SMEs continue to confront major challenges. The first of these, but by no means the least, is to identify the needs of SMEs and the real problems they face in applying occupational safety and health standards, given financial, political and regulatory pressures.

It is no less important to examine the institutions that oversee the application of OSH regulations, notably CNAM, DIMST and the Occupational Health Inspectorates, which require the right support to perform their inspection and monitoring role as effectively as possible. Support must also be provided to the bodies that provide assistance, advice and supervision (notably the ISST) so that they can play their training role, both in relation to the medical and technical OSH field, and for workers and employers in SMEs. It is also vital to remember the special attention required by the GMTs, which are the principle drivers of occupational health provision in Tunisia, as they are the main providers of OSH services to SMEs. Although some of them have made significant progress with regard to the prevention of occupational risks, others continue to face obstacles and impediments; solutions and support initiatives are required to optimize their role in promoting OSH in SMEs.





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Annex 1. List of key informants

Name	Institution	Position	City
Dr Lotfi Mahjoub	Ministère des affaires sociales	Directeur général de l'inspection médicale de travail au sein du ministère des affaires sociales	Tunis
Dr Habib Nouaigui	Ministère des affaires sociales	Directeur général de l'Institut de santé et de sécurité au travail	Tunis
Monsieur Chiheb Zouari	CNAM	Ingénieur responsable de l'antenne prévention Sud	Sfax
Monsieur Mohamed Anouar Laadhar	Assemblée des représentants du peuple	Député (depuis 2014)	Tunis
Monsieur Abdelkarim Jrad	UGTT	Secrétaire Général Adjoint, Responsable de la Protection Sociale à l'UGTT	Tunis
Monsieur Anouar Triki	UTICA	Président de l'Union Tunisienne de l'Industrie et de Commerce et de l'Artisanat	Sfax
Monsieur Abderrazek 45Krichen	UTAP	Président de l'union tunisienne de l'agriculture et de la pêche (UTAP)	Sfax

► Annex 2. List of interviews as part of the survey

Respondents	Position	Enterprise / Secteur	Size (No. ee)	City
Mr Ahmed Masmoudi	CEO	"Patisserie Masmoudi" Food production	450	Sfax
Mr Maher Bougacha	CEO	"Sifcol" Chemicals	50	Sfax
Mr Adnene Ellouze	CEO	"HenkelAlki – Tunisie" Cosmetics and detergents	134	Sfax
Mr Mohamed Ali Ben Ayed	Entrepreneur	"Chalutier" Fishing	28	Sfax
No. 3	Employees	Carpentry	4	Sfax
No. 3	Employees	Construction	20	Sfax
No. 3	Employees	Chemicals	60	Sfax
No. 3	Employees	Cosmetics	140	Sfax
No. 3	Employees	Food production	450	Sfax



Appendices

► Appendix 1. Key informant interview

Informant's Personal Data

Name:

Position/institute:

I. Presence of National OSH Strategies/Main actors

1. What is the role of your institution in supporting MSMEs?
Please describe any activities that has been conducted with regard to MSMEs development.

2. Have you ever heard about OSH? What is your opinion of OSH in MSMEs? In your opinion, is it important to facilitate OSH implementation in micro- small medium-sized enterprises (MSMEs)?

3. Does your institution have any role in improving OSH in MSMEs?
If yes, please describe.
If No, will your institution be able to take part in improving OSH implementation at MSMEs?

4. In your institution, is there a national strategy or programmes aimed at improving OSH for MSMEs? If so, please describe or refer us to the source.

5. Does the national strategy or programme target any industry sectors in particular? If so, which ones?

6. Is there any special budget allocated by your institution to promote OSH implementation in MSMEs? If yes, how much? (to help quantify it, please use percentages/terms of comparisons).

7. Specifically, for district offices and community health centres: Has your institution ever received CSR funds from industries or other organizations? If yes, have you allocated CSR funds for promoting MSMEs' OSH implementation?

II. Description of support initiatives currently in place / in recent years

8. What kind of initiatives/tools have been produced/adapted/delivered/disseminated?
Please include activities such as: campaigns run by governments and social partners, awareness raising materials, translation into appropriate languages, dissemination. Please also refer to websites where applicable and ways to access hard copies.

 1. Training tools
 2. Provision of information tools, including: fact sheets, leaflets, visual materials, media campaigns, publications, etc.
 3. Economic incentives (e.g. discounts for technology upgradation, incentives to buy PPE, insurance...)
 4. Awareness-raising campaigns
 5. Use of intermediaries (e.g. labour inspectors or safety professionals to give advice at the workplace)
 6. Awards – competitions – certificates (reward mechanisms)
 7. Other
-
9. Please provide description for each of the initiatives mentioned in question no. 8:
- Which economic sector and/or beneficiaries are targeted?

- Who are the key implementers?
- Which intermediaries were used (e.g. labour inspectors, professional trainers, private service providers...)?
- Did you have an appropriate dissemination strategy? What was the medium (e.g. online, leaflets, information given to Fora and the like, word of mouth)
- Did the intervention include a follow-up activity (e.g. questionnaires for participating enterprises, follow-up visits by advisory services...)?

10. When did this involvement begin and end or is it ongoing?

11. Was there any support from ILO provided through development cooperation projects?

- If yes, did this include use of SCORE or any other WISE, WIND etc. training packages?
- If yes, did the Ministry/regional office follow up on any of these activities, e.g. including the training methodologies in their programmes for training national representatives/labour inspectors/other professionals as trainers?

Please specify if these are initiatives completely independent of ILO support.

III. Results/Impact of initiatives and how they are measured

12. Was it possible to establish any results from the implementation of these initiatives?

- What short-term results have been achieved by implementing these initiatives?
- What are the long-term benefits received by MSMEs through implementation of these initiatives?

13. What are the monitoring efforts or inspection that have been undertaken by your institution to the MSMEs?
Please explain:

- What are the obstacles in performing monitoring of the MSMEs?
- What are the benefits received by MSMEs through following monitoring schemes that have been introduced?

14. Is the support sustainable? Please describe sustainability through time in terms of:

- Continuous institutional support
- Availability of budget, financial support, cost effectiveness
- Technical capacity produced to continue the programme

IV. Challenges and opportunities in delivering OSH support to MSME

15. What are the main challenges in delivering your support to the MSMEs (e.g. lack of funds, lack of inspectors, difficulty in reaching out to SMEs, MSMEs distrusting the source/being afraid of inspection, too much paperwork, procedures discouraging MSMEs from applying)?

- How did you/your organization/Ministry try to overcome them?
- In cases of partial or no-success, what alternative measures could have worked?

16. What has characterised the delivery mechanisms of these tools/initiatives and how have they been specifically effective for SMEs (e.g. content, design, dissemination strategy, the fact that it tackled relevant sectors, its follow-up)?

17. What, in your/your organization's opinion, is the most effective means to affect change on OSH in SMEs?

18. Are there any recommendations to improve OSH implementation in MSMEs?

► Appendix 2. Employers' questionnaire

I. General enterprise's data

Name of enterprise:

Name of the owner:

Product:

Registry number:

Address:

Phone number:

Ownership: 1. Private 2. Sharing 3. Rent

Asset in IDR:

Daily production capacity:

Average number of involved employee/s:

Range of workers age:

Association membership:

Raw material involved:

Machine used:

Are the machines regularly maintained? Yes No

Are there any health insurances for the workers? Yes No

Is there medical surveillance for worker? Yes No

Distance from Health Services:

Is the road accessible to be used by fire trucks? Yes No

II. Accident and diseases data

1. How many occupational accidents have there been in the factory in the last 12 months?

1. Fire?

2. Slip, trips and falls?

3. Finger cuts?

4. Outbreak?

5. Electric shock?

6. Other accidents and illnesses?

2. What measures have you taken to prevent accidents since then?

.....

.....

.....

3. Do you record occupational accidents and diseases?	Yes	No
4. Are the workers free from:		
1. Tuberculosis	Yes	No
2. Skin diseases	Yes	No
3. Hepatitis	Yes	No
4. Diarrheas	Yes	No
5. Typhoid	Yes	No
6. Headache	Yes	No
7. neurological disorders	Yes	No
8. Musculoskeletal disorders	Yes	No
9. Eye disease and adnexa	Yes	No
10. Finger numbness	Yes	No
11. Hearing loss	Yes	No

III. OSH hazards

5. Are any hazards present in your workplace?		
1. Noise	Yes	No
2. Heat	Yes	No
3. Vibration	Yes	No
4. Smoke	Yes	No
5. Chemicals	Yes	No
6. Welding fumes	Yes	No
7. Animals	Yes	No
8. Microorganism	Yes	No
9. Awkward Posture	Yes	No
10. Psychosocial	Yes	No
11. Slips, trips and falls	Yes	No
12. Fire	Yes	No
13. Other:		
6. Have you performed an assessment of general occupational safety and health issues in the factory?		
	Yes	No
7. Do you adopt any preventative measures to avoid accidents?		
	Yes	Noo

IV. Knowledge on OSH and OSH legislation

8. Have you ever heard of OSH?	Yes	No
9. What do you think of OSH?		
1. Of minor importance	Yes	No

- 2. Important
- 3. Priority

10. Are you aware of national OSH Law? Yes No

V. Attitude toward OSH

11. If your enterprise provides OSH at the workplace, what was the motivation behind this?
(Choose one or more options)

- 1. Safety of employees means higher productivity
- 2. Safety and health is a priority on the enterprise's agenda
- 3. Improves image of the enterprise
- 4. To lower workers' compensation cost
- 5. Providing OSH does not cost much at all
- 6. Employees requested that the enterprise become involved in OSH
- 7. To please the workers
- 8. To abide by national OSH regulations
- 9. To respect international safety standards
- 10. Other:
- 11. Not applicable

12. If your enterprise does not provide OSH at the workplace at all, what are the factors that impede you from providing occupational safety and health? (Choose one or more options)

- 1. Lack of budget
- 2. Lack of information on how to apply the regulations
- 3. Fear of changing traditional working conditions
- 4. Fear of spending time and money for failure
- 5. Fear of lowering productivity
- 6. Overloaded with work thus unable to focus on improving working conditions
- 7. Task of improving working conditions is too large to tackle
- 8. Other:
- 9. Not applicable

VI. Knowledge about OSH initiatives

13. Are you aware of any OSH activity that the Ministry/NGO/Forum organize for small enterprises?

Yes No

14. If yes, how did you get to know about these initiatives? (campaigns, word of mouth, etc.)

.....

15. What type of initiatives are you aware of (training, economic incentives, awards, campaigns, certificates, advisory services...)

.....

.....

16. Were you able to participate in any of them? Yes No

17. If yes, how was it organized? (at the workplace, at the forum/training center/online...)

.....

.....

18. Did you notice any benefits from participating in the activity? Yes No

- | | | | |
|---|-----|-----|----|
| 1. better knowledge on OSH regulations | Yes | No | |
| 2. better practice on how to prevent accidents | | Yes | No |
| 3. fewer accidents registered | | Yes | No |
| 4. improved communication in the work environment | Yes | No | |
| 5. institution of an OSH committee | Yes | No | |
| 6. simple improvements that make the difference
(e.g. displaying signs, clearing the way etc.) | Yes | No | |

19. If no benefits noticed, why?

- | | | | |
|---|-----|-----|----|
| 1. Too costly | | Yes | No |
| 2. No time | | Yes | No |
| 3. Too difficult procedures/not adapted to the sector | Yes | No | |
| 4. No collaboration at work for improvements | | Yes | No |

20. If there was no participation, what were the obstacles preventing participation?

- | | | | |
|--|-----|-----|----|
| 1. Not aware of any/not communicated | Yes | No | |
| 2. Difficult to participate because of the steps/bureaucracy | Yes | No | |
| 3. They do not offer real benefits | Yes | No | |
| 4. I have no time | | Yes | No |
| 5. They are not targeted on MSMEs | Yes | No | |
| 6. No particular reasons/not motivated to participate | Yes | No | |
| 7. Other: _____ | | | |

► Appendix 3. Workers' questionnaire

I. General questions

Type of Worker:

- a. Production
- b. Non-Production (Office Work)

How would you describe your work arrangement in your main job?

1. I work as an independent contractor, independent consultant, and a freelance worker
2. I am on call, and work only when called to work
3. I work for a contractor who provides workers and services to others under contract
4. I am a regular, permanent employee (standard work arrangement)

How long have you worked in your present job for your current employer?

1. Less than 6 months
2. 6-12 months
3. More than a year
4. Other (Specify)

II. Knowledge on OSH regulation

1. Have you ever heard about OSH? Yes No

2. How do you perceive it?

1. Not important
2. Important
3. Priority

3. Does your establishment/workplace have a written occupational safety and health policy?

Yes

No → skip to question no. 5

Don't know

4. Do you have access to this policy? Yes No

III. Knowledge of workplace health and safety

5. Regarding the health and safety risks related to performance of your job, how well informed would you say you are?

1. Very well informed 2. Well informed 3. Not very well informed
4. Not at all well informed 5. Don't know

6. Do you think your work affects your health?

1. Yes 2. No → skip to question no. 8 3. Don't know

7. How does your work affect your health? (Please circle one or more if applicable).

1. Hearing problems 2. Problems with your vision 3. Skin problems 4. Backache
5. Headaches 6. Stomach-ache 7. Muscular pains in shoulders, neck, upper/lower limbs
8. Respiratory difficulties 9. Heart disease 10. Injury (ies) 11. Stress 12. Overall fatigue
13. Sleeping problems 14. Allergies 15. Anxiety 16. Irritability
17. Other:

8. Do you report any accident or injury to health which arises in the course of or in connection with work?

1. Always 2. Sometimes 3. Rarely 4. Never

IV. Perception of worker's physical health status at work

9. Would you say in general your health is?

1. Very good 2. Good 3. Fair 4. Poor

10. What, if anything, would you like to change in your working conditions to improve or maintain your health?

.
.

11. What, if anything, is stopping you from making this change? (Please circle one or more as applicable).

1. Problem is not serious; there is no rush
2. Not enough time
3. Not enough energy
4. Not enough money
5. Do not know how to get started
6. I am not sure I am capable of doing it
7. No encouragement from colleagues, family or friends
8. No encouragement or help from employer
9. Do not want to change my ways
10. Not sure I can really make a difference
11. Too much stress right now
12. I do not know what is stopping me
13. Others:

12. How do you assess the safety and health conditions at your workplace?

1. Very good 2. Good 3. Fair 4. Poor

V. Worker's perception of management's attitude to OSH

13. In general, how would you describe relations in your workplace between management and employees?

1. Very good 2. Good 3. Neutral 4. Bad 5. Very Bad

14. Do you feel that employees and management work together to ensure the safest possible working conditions?

1. Strongly agree 2. Agree 3. Disagree 4. Strongly Disagree

15. Do you think that you can rely on trade unions/other forms of workers' association (e.g. informal groups, groups on social media) to protect your right to a safe and healthy workplace?

1. Strongly agree 2. Agree 3. Disagree 4. Strongly Disagree 5. Don't know

VI. OSH activities

16. Are you aware of any OSH activity that the Ministry/NGO/Workers' organization organize for small enterprises?

.....

17. If yes, how did you get to know about these initiatives? (campaigns, word of mouth, social media, etc.)

.....

18. What types of initiative are you aware of (training, awards, information campaigns, certificates, advisory services...)?

.....

19. Did anybody from the enterprise participate in the initiative? If yes, who (owners, managers, safety representative if any, all workers...)?

.....

20. How was it organized? (at the workplace, at the trade union/training center/online...)

.....

21. What kind of advice did the organizers provide?

1. Information on OSH policies and regulations
 2. Practical advice on how to make improvements on OSH in the workplace
 3. Safe use of machinery/chemicals/PPE
 4. Drinking/alcohol/substance abuse at work
 5. Reporting accidents and communication at work
 6. Other:

22. Did you notice any benefits from participating in the activity?

-
1. Better knowledge on OSH regulations
 2. Better practice on how to prevent accidents
 3. Fewer accidents registered
 4. Improved communication in the work environment
 5. Institution of an OSH committee
 6. Simple improvements that make the difference (e.g. displaying signs, clearing the way etc.)

23. If no benefits noticed, why?

-
1. Too costly
 2. No time
 3. Too difficult procedures/not adapted to the sector
 4. No collaboration at work for improvements

24. If no participation, what were the obstacles preventing participation?

-
1. Not aware of any/not communicated
 2. Difficult to participate because of the steps/bureaucracy
 3. They do not offer real benefits
 4. I have no time
 5. They are not targeted for MSMEs
 6. No particular reasons/not motivated to participate
 7. Other:

25. What would you suggest in order to facilitate participation?

-
1. Better communication about the initiative
 2. More informal/simpler registration procedures
 3. Training/advisory service provided at the workplace
 4. More practical information
 5. Less commitment required from the MSME
 6. Other:

VII. Worker's safety and health practice at workplace

- | | | |
|---|-----|----|
| 26. Did you receive a formal induction training as a new employee? | Yes | No |
| 27. If yes, does this induction training address health and safety issues? | Yes | No |
| 28. Are you allowed to conduct health and safety activities in work time (such as training, meetings etc.)? | Yes | No |
| 29. What would you do if your supervisor told you to do something that you thought was dangerous for your health and safety? | | |
| <ol style="list-style-type: none"> 1. I would do it anyway and not complain to anyone in authority 2. I would do it, but complain to someone in authority later | | |

- 3. I would not do it until I was satisfied that there was no danger
- 4. I am not sure what I would do

30. Do you think taking safety and health measures at the workplace is a priority? Yes No

31. If not, why not?

.....

.....

32. If yes, why?

.....

.....

International Labour Organization

Labour Administration, Labour Inspection and
Occupational Safety and Health Branch
(LABADMIN/OSH)

Route des Morillons 4
CH-1211 Geneva 22
Switzerland
T: +41 22 799 6715
E: labadmin-osh@ilo.org
www.ilo.org/labadmin-osh

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