NATIONAL PROGRAMME
ON LABOUR PROTECTION, OCCUPATIONAL SAFETY
AND OCCUPATIONAL HEALTH UP TO 2010

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The National Programme on Labour Protection, Occupational Safety and Occupational Health up to 2010 was officially approved by the Prime Minister on 18th October, 2006.

The National Programme on Labour Protection, Occupational Safety and Occupational Health up to 2010 has been developed and completed in consultation of the National Council of Labour Protection and the active contribution of the related Ministries, sectors, provinces and enterprises all over the country. This is a marking point of the progressed performance of the occupational safety and health of Vietnam.

The National Programme on Labour Protection, Occupational Safety and Occupational Health up to 2010 fully institutionalized the guidelines of the Communist Party, the State policies and the regulations of the Labour Code on occupational safety and health and referred to the Global Strategy on Occupational Safety and Health of the International Labour Organization. The launching of the National Programme on Labour Protection, Occupational Safety and Occupational Health was urgently needed to reduce occupational accidents, occupational diseases of workers, and to improve the working conditions and environments. The successful implementation of the Programme will help many workers have better working environments, reduce the loss of their precious lives and health, and the cost necessary for the remedy of occupational accident and disease victims. The Programme will also substantially contribute to the reduction of the environment pollution, improving the prestige and competitiveness of the enterprises in national and international markets, and to the successful implementation of the socio-economic development strategy of the country in the period of 2006-2010.

On this occasion, we would like to express our sincere thanks to the collaborating Ministries, Sectors, and Provinces for their contribution and also to the ILO/Japan Multilateral Programme for its technical support with us during the development of this Programme. We hope to receive their further cooperation and assistance in implementation of the Programme.

Hanoi, 26th October, 2006
Bureau for SafeWork
Ministry of Labour, Invalids and Social Affairs
## Abbreviations

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<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>LP</td>
<td>Labour Protection</td>
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<td>MoLISA</td>
<td>Ministry of Labour, Invalids and Social Affairs</td>
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<td>OSH</td>
<td>Occupational Safety and Health</td>
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<td>SMEs</td>
<td>Small and medium-sized enterprises</td>
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<td>WB</td>
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3. Project on promoting prevention and control of occupational accidents and occupational diseases in agriculture and rural occupations

4. Project on improvement of the quality of labour protection performance in small and medium sized enterprises

5. Project on enhancement of prevention of occupational diseases

6. Project on dissemination of information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities

7. Project on capacity building in the study and application of OSH scientific and technological advances

**TABLE 1:** OBJECTIVES MONITORING AND ASSESSING FRAME

**TABLE 2:** FRAMEWORK FOR MONITORING, EVALUATION OF THE RESULT OF THE PROJECTS

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DECISION

Approving the National Programme on Labour Protection, Occupational Safety, Occupational Health up to 2010

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THE PRIME MINISTER

Based on the Government Organization Law issued on 25th December, 2001;
Based on the Labour Code issued on 23rd June, 1994; Laws on revising and supplementing some articles of the Labour Code dated 2nd April, 2002;
In consideration of the proposal of the Minister of Labour – Invalids and Social Affairs and of the Ministry of Planning and Investment,

DECIDES THAT:

Article 1. Approving the National Programme on labour protection, occupational safety, occupational health up to 2010, including the following contents:

I. OBJECTIVES OF THE PROGRAMME

a. General objective:

To pay attention to improving working conditions, to reduce pollution of the work environment; to prevent occupational accidents and occupational diseases, taking care of workers’ health; to improve awareness of and compliance with laws on labour protection, ensuring the lives and happiness of the people and the assets of the State, and contributing to the sustainable development of the nation.

b. Specific targets to 2010:
   - Reduce serious and fatal occupational accidents. Reduce by 5% the annual occupational accident frequency rate in particularly hazardous sectors (mining, construction, use of electricity)
   - Reduce by 10% the number of newly contracted cases of occupational disease; ensure that more than 80% of workers in production units with high risk of occupational diseases have their health checked for occupational diseases
   - 100% of workers diagnosed with occupational accidents and occupational diseases are treated, provided with health care and rehabilitation services
- More than 80% of workers in sectors and jobs with strict occupational safety and health requirements and OSH officers are trained in OSH
- Ensure that 100% of fatal and serious occupational accidents are investigated and handled.

II. DURATION – SCOPE OF THE PROGRAMME
1. Implementation duration: 5 years, from 2006 to 2010
2. Scope of the programme: nation-wide

III. CONTENTS OF THE PROGRAMME
The Programme on Labour Protection, Occupational Health and Occupational Safety 2006-2010 includes the following 7 main contents:
1. Activities to enhance and improve the effectiveness of the State administration on labour protection including consolidation of the management model of State administration on labour protection and OSH; to consolidate the legal frameworks on labour protection; to conduct a comprehensive survey on occupational accidents; to build capacity for the system of labour inspection, investigation and supervision of occupational safety; to set up the OSH management model in enterprises; to establish the Compensation fund for occupational accidents and occupational diseases; to strengthen, invest in and build new rehabilitation centers for victims of occupational accidents and diseases; to set up the International Programme for technical assistance and training in OSH.
2. Activities to improve working conditions in enterprises and to prevent occupational accidents with focus on some particularly hazardous sectors such as mining, use of electricity, construction…; small and medium-sized enterprises, agricultural sector and rural occupations; limit the cases of TNT poisoning in storage, maintenance, repair and treatment of technical equipment for security and defense purposes.
3. Activities to prevent occupational diseases, enhance health care services and rehabilitation of work capacity of workers, including enhancement of the supervision, control and limitation of common occupational diseases; ensuring the supervision of working environment and the effective control of hazardous elements causing occupational disease; consolidation and strengthening of examination, diagnosis, confirmation and treatment of occupational diseases and rehabilitation activities; investment to upgrade units for examination and treatment of occupational diseases; studying, revising, and supplementing the legislative documents on occupational health and the list of occupational disease; enhancement of publicity and education on the risks and harmful consequences of occupational disease.
4. Activities to improve the awareness and responsibilities of management levels, of organizations and individuals through capacity building of information dissemination, publicity, training and organization of activities relating to information dissemination, training (building website, organization of the National Week on Occupational Safety and Health – Fires and Explosions Prevention and Fighting, survey on the needs of information and training...) and promote the mass movements on labour protection in industrialization and modernization processes.

5. Activities to study and effectively apply the achievements of labour protection science and technology in order to improve working conditions, settle work environment pollution for manufacturing sectors, especially for some particularly hazardous sectors (mining and quarrying, metallurgy, fertilizers – chemicals, construction...) to minimize occupational diseases as well as apply safe practices to minimize occupational accidents for workers working with very hazardous equipment and machines.

6. Activities of Ministries, Sectors, enterprises and production units to develop the programme, work plan on labour protection and occupational safety and health to suit the types of production and businesses of each sector or enterprise, including improvements in working conditions, prevention of occupational accidents and occupational diseases and commitment to performing occupational safety and health activities well and to building a safety culture at work.

7. Activities to review and supervise the programme by projects and by period in order to evaluate the effectiveness of the programme.

IV. PROJECTS UNDER THE PROGRAMME

1. Building the capacity and improving the effectiveness of the State administration on labour protection.

2. Improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity and in construction.

3. Promotion of prevention and control of occupational accidents and occupational diseases in agriculture and rural occupations.


6. Disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities.

7. Building capacity in the study and application of scientific and technological advances in OSH.
V. SOURCES OF FUNDS
Total funds allocated from the State budget: VND 242 billion, of which:
- VND 232 billion is for projects
- VND 10 billion is for management and monitoring costs.

VI. SOLUTIONS FOR IMPLEMENTATION OF THE PROGRAMME
1. Solutions in terms of policies and mechanism:
   a. Policies
      - Continue to implement and institutionalize the policies and guidelines of the
        Communist Party and of the State on labour protection, revising the
        contents relating to occupational safety and health in the Labour Code;
        develop the Act on Occupational Safety and Health; establish the
        Compensation Fund for Occupational Accidents and Occupational Diseases.
      - Set up policies to encourage workers to improve working conditions.
      - Study and consolidate policies containing awards for good practice and
        penalties for violation of occupational safety and health laws.
      - Study and develop policy and mechanisms to encourage the development of
        consultancy services, verification, education and training in OSH.
   b. Mechanism:
      - Mechanism for funds allocation: the funds are allocated annually for each
        Project to Ministries and Sectors presiding over the Projects and are used in
        compliance with State regulations.
      - Mechanism for collaboration: enhance the involvement of individuals and
        mass organizations in all activities of the Programme from planning,
        implementing, resources management, monitoring and evaluating the results
        through to being beneficiaries of the projects under the Programme.
      - Mechanism for integration: the activities of the Projects are integrated into
        other related activities.
      - Mechanism for monitoring and evaluation:
        + To comprehensively bring into play the monitoring and evaluation
          systems: self monitoring and evaluation by ministries and sectors
          presiding over the projects; monitoring and evaluation by State agencies by
          subjects (not by projects) or overall programme; independent monitoring
          and evaluation by consultancy and scientific organizations; monitoring and
          evaluation by representative organizations of workers and employers.
        + Monitoring and evaluation of the input and impacts is conducted through
          implementation of the activities of Projects and through targets (table 1 and 2).
      - Mechanism for orders and tendering: applied to all Projects to ensure their
        effectiveness and transparency (such as the provision of working tools and
        equipment for OSH officers, the investment to upgrade centers for
rehabilitation of workers’ work capacity and the centers for examination and
diagnosis of occupational diseases...)

2. Administration, execution and organization to implement the Programme:
   a. Management and execution
      - Establish the Programme Steering Committee to assist the Government in
        coordinating the direction of the Programme, checking, providing guidance
        and speeding up Ministries, Sectors and provinces and to coordinate
        activities of the programme
      - The Programme Steering Committee includes:
        + Chairperson: Minister of Labour, Invalids and Social Affairs
        + Vice chairpersons: Vice Ministers of the MoLISA acts as Standing Vice
          Chairperson, leaders from Vietnam’s General Confederation of Labour
          and Ministry of Health are Vice Chairpersons
        + Committee members are leaders from the following agencies:
          Ministry of Planning and Investment, Ministry of Finance, Ministry of
          National Defense, Ministry of Public Security, Ministry of Science and
          Technologies; Ministry of Agriculture and Rural Development, Ministry
          of Industry, Ministry of Construction, Ministry of Education and
          Training, Ministry of Culture – Information
        + Leaders from Vietnam Cooperatives Alliance, Vietnam Chamber for
          Commerce and Industry and from Farmers’ Union to join the Programme
          Steering Committee.
      - Chairperson of the Programme Steering Committee issues decision for formu-
        lation of the Programme Management Unit assisting the Steering Committee.
   b. Planning for implementation of the Programme
      - Labour Protection activities need to be included in the annual work plan of
        Ministries, Sectors and localities.
      - Building the labour protection plan should occur in conjunction with the
        socio-economic development plan of Ministries, Sectors and localities.
      - Every 6 months and annually, a summary and review should be conducted
        and the results should be announced in the mass media.
   c. Related Ministries and Sectors set up the implementation plan, guiding
      authorities at local levels to implement labour protection activities assigned
      according to duties and functions.

VII. RESPONSIBILITIES OF THE AGENCIES IN IMPLEMENTATION
OF THE PROGRAMMES

1. The Ministry of Labour, Invalids and Social Affairs presides over the
   programme implementation in collaboration with the Ministry of Health,
   Vietnam General Confederation of Labours, Ministry of Planning and
Investment, Ministry of Finance, Ministry of Science and Technology, Ministry of Education and Training and related ministries and sectors; to set up and implement the annual plan; to coordinate the activities of the programme; to provide guidance, to check, to monitor and summarize the implementation process and report to the Prime Minister; to review the implementation of the Programme; in collaboration with the Ministry of Health, Ministry of Finance and other related sectors; to establish the Compensation Fund for Occupational Accidents and Occupational Diseases; to organize the implementation of the project on capacity building and improvement of the effectiveness of the State administration on labour protection and the project on disseminating publicity, education and training to enhance the awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities.

2. Ministry of Planning and Investment, in collaboration with the Ministry of Finance, is to consider and make an annual plan for implementation of the Programme with consensus agreement from the Ministry of Labour, Invalids and Social Affairs according to the mandate and plan; in collaboration with MoLISA and other related ministries and sectors, to provide guidance for integrating other programmes relating to the national programme on LP and OSH in the localities, from planning through to implementation processes.

3. Ministry of Finance allocates the budgets of related Ministries, Sectors and localities, in collaboration with the Ministry of Planning and Investment, to implement the Programme according to regulations of the State Budget Law and other guiding documents relating to the implementation of the national strategic programmes; presides over and provides guidance for the financial management mechanism of the Projects under the Programme; in collaboration with the MoLISA, compiles documents to provide guidance, to check and to monitor the implementation of the Programme.

4. Ministry of Health presides over the implementation of the project on enhancement of prevention and combating of occupational diseases, in collaboration with the MoLISA and other related ministries, sectors and localities.

5. Ministry of Industry and Ministry of Construction, by their function, preside over and conduct the project on improvement of working conditions in enterprises, in collaboration with MoLISA and related Ministries and Sectors, with the focus on minimizing occupational accidents in mining and quarrying, use of electricity and the construction sectors.

6. Ministry of Science and Technology presides over and develops, issues and monitors the standard system of occupational safety, occupational safety and health norms, in collaboration with MoLISA, and related Ministries and Sectors; issues quality standard system, specifications of personal protective equipment; conducts scientific research relating to OSH.
7. Ministry of Agriculture and Rural Development presides over and, in collaboration with Farmers’ Union and related Ministries and Sectors, implements the project on strengthening the prevention of occupational accidents and diseases in agriculture and rural occupations.
8. Ministry of Education and Training presides over and, in collaboration with MoLISA, delivers quality educational programmes in occupational safety and health for pupils and students.
9. Ministry of Culture – Information, in collaboration with MoLISA, related Ministries and Sectors, implements the activities on information, publicity and education in the mass media on labour protection and OSH.
10. Ministry of National Defense presides over and, in collaboration with the MoLISA, Ministry of Health and related Ministries and Sectors, implements activities to improve working conditions, to limit cases of TNT poisoning in storage, maintenance, repair and handling of technical tools and equipment for security and defense purposes.
11. People’s Committees of the provinces and cities under the direct management of Central level actively collaborate with relevant Ministries and sectors to be involved in the activities of the Programme.
12. The Vietnam General Confederation of Labours is requested to preside over and collaborate with the MoLISAs, Ministry of Science and Technology and other related Ministries and Sectors to conduct scientific research, improve the effectiveness of mass movements on LP and OSH during industrialization and modernization processes; implement the project on Capacity building in the study and application of scientific and technological advances in OSH.
13. The Vietnam Chamber of Commerce and Industry and Vietnam Cooperatives Alliance are requested by their functions, in collaboration with MoLISA, Ministry of Health and other related Ministries and Sectors, to implement the project on Improvement of the quality of labour protection performance in SMEs.

Article 2. This Decision takes effect after 15 days from its announcement in the Official Gazette.

Article 3. Ministers, Leaders of the Ministerial-level agencies, Leaders of the offices under Government, Chairpersons of the People’s Committees of the provinces, cities under the direct management of the Central level, are responsible for implementing this Decision.

For the Prime Minister
Vice Prime Minister
(Signed)
NGUYEN SINH HUNG
Labour protection and occupational safety and health play a significant role in the healthcare and improvement of working conditions for labourers. This is clearly stated in policies and directions given by the Party and Government throughout periods of time, especially in the period of socialism-oriented market economy development. The Instruction No 132 CT/TU dated March 13th, 1959 by the Secretariat Board of Central Party stated that, where and when there are production activities, there should be organized labour protection following the motto “safety for production – production for safety”. The Labour Code regulates that “every organization or individual relating to production should comply with law on labour safety, health and environmental protection”.

On this basis, labour protection has gained much attention from Ministries, branches, localities and production units and has become an indispensable item in their annual production plans over the past few years. Many initiatives for improving working conditions and ensuring safety, health and improved environments for labourers have been conducted. Labour protection as a movement is widely supported by the public, namely the Green-Clean-Beautiful Movement, Occupational Safety and Health, National Week on Occupational Safety and Health and Fire Protection, and occupational safety and health staff network. The results of these activities have contributed greatly to economic growth, and at the same time improved working conditions and quality of life for millions of labourers.

In spite of these achievements, there still exist many problems in implementing programmes for preventing occupational accidents and occupational diseases and for labour protection that need to be solved. The facts show a tendency towards an increase in occupational accidents and diseases. In recent years, there have been 4,383 occupational accidents involving 4,553 victims, of whom 498 have died per year on average; occupational accidents have increased by 7.95% per year; there have been 1,000-1,500 new cases of occupational disease each year, leading to a total of 21,537 people by the end of 2005. Work accidents and occupational diseases have not only affected people’s health but have also caused great economic loss. In the period of 2000-2004 alone, payment from the Social Insurance Corporation for occupational accidents and diseases accounted for VND 248 billion.
The above facts show that labour protection, particularly occupational accident and disease prevention, is an indispensable task in the socio-economic development plan in the next decade. This task of dealing with the pressing problems of OSH in the society can only be done successfully with the implementation of the National Programme on Labour Protection, Occupational Safety and Occupational Health.

Grasping thoroughly the guidelines of the Party in the implementation of the Labour Code and international commitments, the National Programme on Labour Protection, Occupational Safety and Occupational Health up to 2010 was developed in close consultation with the National Council on Labour Protection and the contribution of relevant ministries, branches and localities nation-wide. The programme focuses on building the OSH capacity of the State administrative system; raising responsibility for better implementation of labour protection in all levels and sectors with the aim of improving working conditions, decreasing occupational accidents, especially in the high risk areas (electricity, mining, construction); developing a system of solutions for the prevention of occupational accidents, reducing the frequency rate of newly contracted cases of occupational disease; providing better healthcare services for workers and contributing to the successful implementation of the country’s socioeconomic development plan 2006-2010.
I. RATIONALE ON PROGRAMME DEVELOPMENT

1. Current situation of Labour protection

a. Summary of occupational accidents and diseases in the past 5 years

- Occupational accidents: Reports from localities reveal that, in industries, there were an average of 4,383 occupational accidents annually, involving 4,553 victims of whom 498 died; occupational accidents increased by 7.95% each year. Within the first half of 2006, occupational accidents reduced by 18.9% compared to the same period of 2005, on the contrary, fatal occupational accidents increased by 1.6% and the number of fatalities increased by 2.3%. However, these statistics are not complete. According to estimation by authorized agencies and scientists, the number of occupational accidents was in fact many times higher than the reported number at about 40,000 accidents/year.

Occupational accidents caused not only death but also serious material losses. From the reports, in the period 2001-2005, compensation by employers for occupational accidents was VND 29.5 billion each year. However, according to the survey done by the Ministry of Labour, Invalids and Social Affairs (MoLISAs) in 2000-2002, the total compensation spent was estimated to be VND 240 billion/year, (9 times higher than the figure reported). Total social insurance allowance in 2000-2004 was 197.2 billion VND.

In agricultural areas, surveyed statistics show that 30% of the people directly spraying agrochemicals were poisoned. In 2005 alone, there were 2,585 agrochemical poisoning accidents 4,943 people poisoned and 155 fatalities; the frequency rate of occupational accidents in the use of electricity was 7.99%, in the use of agro machines was 8.56% (which means for every 100,000 people

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1 Based on the guideline in Circular No 01/2003/TTLT-BKH-BTC dated 06/1/2003 by inter-ministerial one of Ministry of Planning and Investment and Ministry of Finance on the implementation of Decision No 42/2002/Q$-TTg dated 19/3/2002 by the Prime Minister on managing national strategic programs.
working in agriculture, 799 people were involved in occupational accidents caused by electricity and 856 by using agro machines).

- Occupational diseases: over the last few years, occupational diseases have tended to increase in both the number of affected people and types of disease. Between 1976 and 1990, there were only 5,497 new cases of occupational disease, however the number of affected people tripled between 1990 and 2005, bringing the total number to 21,537 people by the end of 2005 (1,000-1,500 new cases of occupational disease each year). While the old occupational diseases have not decreased, many new occupational diseases have appeared, for example in fisheries (varicose...), in the health sector (HIV/AIDS, SARS, influenza H5N1) without being researched and supplemented. It is notable that only 10% of the production units with occupational disease hazards conduct medical and health checks for labourers, resulting in ten times the number of occupational diseases contracted by people than was reported. The total social insurance allowance and subsidy for 2000-2004 was VND 50.81 billion, the subsidy in 2004 alone amounted to VND 14.28 billion.

b. Achievements

In recent years, together with great success in socioeconomic development, labour protection, occupational, safety and health have gained positive improvements as follows:

- Legal documents guiding and ensuring the compliance of regimes and policies on labour protection for workers have been fully promulgated, regularly amended and supplemented to be in line with the current situation.
- Organizational mechanisms and labour protection staff have been consolidated from State management agencies to enterprises, especially the establishment of the National Council on Labour Protection and the development of the occupational safety and health network with more than 153,000 members.
- Publicity and information dissemination has been renovated and diversified in many forms: 15,000 books, 80,000 posters and 500,000 leaflets on Occupational Safety and Health (OSH) have been issued every year; many newsreels, films, meetings, entertainment programmes with themes on OSH were developed, produced and broadcasted on TV and radio. A website for OSH in Vietnam has been accessed by more than one million people. The annual National Week on OSH and Fire-Explosion protection and Fighting has become a festival of employers and employees nationwide.
- OSH training has been given positive changes both in content and training methods; the number of trainees has been higher in the following years. In the period 2000-2004, on average, training courses have been provided to 70,000 administrative officers, more than 15,000 accumulated enterprise owners and production units, 700,000 accumulated labour protection and
healthcare workers at enterprises and millions of labourers (of which more than 500,000 participants were farmers).

- Scientific research on labour protection and OSH has been given a great deal of attention in relevant ministries, branches and large enterprises. During 2000-2004, many research activities and projects at Ministry and State levels have been carried out: Vietnam General Confederation of Labour conducted 50 research activities, Ministry of Health conducted 12 research activities and projects, MOLISA carried out 16 research activities and projects. Many of these scientific research projects have been applied in different production fields.

- International collaboration on OSH with Japan, South Korea, Denmark, Germany and other international organizations, such as ILO, WHO, WB, ADB… have been strengthened and have also attracted over VND 100 billion of ODA funds and technical assistance to reduce occupational accidents and diseases, and to support enterprises in international economic integration process.

- Labour protection and improvement in working conditions have also been granted due consideration in State and foreign investment enterprises. The OSH Management System of ILO (ILO-OSH 2001) has been applied in many enterprises, especially in the leather - footwear industry; many General Corporations have spent hundreds of billions of VND per year for labour protection and the improvement of working conditions, namely Vietnam Coal General Corporation (over 100 billion VND/year), Vietnam Post and Telecommunication Corporation (approximately 100 billion VND/year), Vietnam Rubber General Corporation (100 billion VND/year), General Corporation of Brewery and Beverage and Vietnam Aviation Corporation (24 billion VND/year), Vietnam Tobacco Corporation (20 billion VND/year); foreign invested enterprises producing or processing goods for export based on advanced production line technology have provided rather good working conditions for labourers.

\[c. \text{Drawbacks}\]

In spite of the above achievements, there still exists problems in labour protection to be solved, specifically:

- **State management:**
  
  + Lack of regular dissemination of publicity and collaboration among agencies; the dissemination of legal documents at Ministries, Sectors and localities has not reached the grass roots level, leading to obstacles in raising awareness of labour protection among employers and employees.
  
  + Education and training only partly meet the real need. The number of trainees is far below the pace of shift in the labour structure. Colleges,
universities and vocational schools have no or too few specialized teachers or standard books on labour protection and OSH for different educational levels. Vietnam is among the very few nations in the region with no separate training institute on OSH for employers and employees.

Inspection and checking on labour protection and OSH have not been effectively performed. Only 5 - 8% of enterprises have been inspected on labour every year. In such fields as agriculture, forestry, fisheries, in private enterprises and craft villages, inspection and checking has not been conducted. Fatal occupational accidents have been dealt with through internal administrative procedures. Cases to be taken to criminal proceedings account for only 2% of the total occupational accidents, which is not significant enough to educate people and prevent the occurrence of occupational accidents.

Employers and employees:

In some State enterprises working in the catching and culturing of aquatic products and seafood, mining and quarrying, construction, and use of electricity, employers have not invested in the improvement of working conditions, have not complied with the schemes for provision of personal protection devices, declaration, investigation, totaling and reporting occupational accidents and conducting health examinations for occupational diseases. Enterprises with foreign investment have not been adequately performing policies on labour protection such as material compensation, arrangement of time for work and time for rest.

Labour protection has not been paid attention to by employers in SMEs, craft villages and farms, especially in the private sector and households. According to a MoLISA survey report on SMEs in 2003, only 4.1% of SMEs had measured and checked their working environment; about 37% of machines and equipment with strict OSH operational requirements were registered and verified; 78% provided personal protection devices for employees; 39% organized training courses in OSH for workers; 13.8% of the employers were trained in OSH; 27.23% of SMEs offered periodical health checks for employees. The facts show that employees in different economic sectors (private, agricultural) have not benefited from healthcare, rehabilitation and occupational disease prevention services.

d. Reasons for the drawbacks:

State management:

The State budget for labour protection is inefficient because the National Programme on Labour Protection and OSH has not been promulgated. The development and implementation of the National Programme on Labour Protection and OSH was regulated in the Article 95 of the Labour Code, yet after 10 years since the Code came into effect, the Programme
has not been promulgated. Every year, the Government has spent only VND 500 million for State Administrative activities on labour protection, such as classifying labour by working conditions; survey on occupational accidents and diseases; developing technical safety procedures and norms; disseminating publicity and organizing the National Week on OSH and Fire-Explosion prevention. Rehabilitation centers are still inadequate and have not been upgraded. Equipment for measuring and checking the work environment and supervising workers’ health is out-dated and can only meet 10% of the demand.

+ The system of issued legal documents on labour protection and OSH, although reasonably adequate, is not synchronous and is only slowly promulgated. Regulations on labour protection are issued by many agencies, leading to duplication, inconsistency and difficulty in operation. Most of the procedures and norms were translated from old documents so they are not appropriate and are even out-dated in many points. At present, Vietnam has more than 200 standard criteria on OSH which were mostly developed between 1970 and 1980. Until 1997, only 10 OSH standards had been amended and supplemented.

+ The State administration system on labour protection and OSH, from central to the local levels, demonstrates a mismatch between the function, mission and the officers’ qualifications. The country’s labour inspectorate force is not only inadequate but also unqualified. In the health sector, it is also difficult to train medical workers to be qualified enough to conduct health examinations and treatment of occupational disease (at present, of the total number of preventive healthcare workers, there are only 0.78% with doctorate degree, 2nd grade specialists and 15.8% with bachelor degree). The overlapping of the State management on OSH towards machines, equipment and materials with strict OSH requirements causes a lot of difficulties in managing their performance in localities and at the enterprises.

+ The Compensation Fund for Occupational Accidents and Diseases has not been set up, resulting in the dispersed payment for occupational accident cases and occupational disease cases. Therefore, the financial problems of employers subsequent to occupational accidents and diseases have not been properly solved. At the same time, the State Administrative agency lacks reliable information to monitor, evaluate and develop effective measures for the prevention of occupational accidents and diseases.

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2 According to international standards, the minimum level is for 1 labour Inspector/40,000 workers. Therefore, with the workforce of 43-50 million, Vietnam needs at least 1,000 labour inspectors

3 In countries with good performance of labour protection (Singapore, Korea, Germany…), Compensation Fund for Occupational Accidents and Occupational Diseases exists.
- **Employers and employees:**
  
  Awareness of labour protection by employers and workers is still limited: employers, especially in small enterprises, household businesses, trade villages and cooperatives, have attended to the implementation of OSH but focus on short-term interests due to lack of knowledge and resolution to comply with the legislation on labour protection and OSH. When agricultural workers with a low level of education shift to industrial jobs, they are unfamiliar with industrial work conduct and untrained in labour protection and OSH, resulting in their inadequate understanding of the risks and dangers to be aware of when working. The results from analyzing causes of occupational accidents through reports from provinces show that 43% of the occupational accidents happened due to violation of the standards and norms on occupational safety.

  + The rapid increase in the number of small enterprises with out-dated technology, low qualifications and small working capital have resulted in the lack of investment in improvements to working conditions and led to increased risks of occupational accidents, occupational diseases and environmental pollution. At present, Vietnam has more than 160,000 enterprises (most of which are small and medium-sized enterprises) and more than 2.6 million household businesses, but only 8% of the enterprises use advanced technology while 75% possess average or out-dated technology.

  + Some trade unions at grass-root levels have not promoted their roles in protecting workers and have not been aware of their functions and responsibilities, together with employers and management levels, in disseminating information and mobilizing worker involvement in the implementation of the Labour Code and State policies on labour protection. Trade Unions in enterprises, especially in non state-owned enterprises, have functioned formally as they depend on employers.

2. **Future trends in occupational accidents and occupational diseases**

   **a. Factors causing the increase in occupational accidents and occupational diseases**

   - According to the Ministry of Planning and Investment forecast up to 2010, there will be more than 500,000 enterprises in operation, of which 95% will be small and medium-sized enterprises. However, if this development continues with the use of out-dated technologies and without paying attention to occupational safety and environmental health, as occurs at the moment, occupational accident and disease risks will increase significantly, as will pressure on the labour inspectorate in inspecting and checking OSH, occupational diseases and pollution of the work environment.

   - Besides having positive merits, the import and operation of machines, technologies and new materials also contributes to on-going occupational
safety and health risks due to the size and complexity of the machines not fitting the anthropometrics of the Vietnamese people.

- The trend of rapid development in the quarrying, mining and construction industries, and the increasing use of electricity in the industrialization and modernization processes will increase polluted environments and the hazards to safety and health (Statistical figures show that nearly 50% of occupational accidents are in quarrying, construction and use of electricity).

- The development of handicraft villages and household businesses in the market economy will also contribute to the pollution of work environments if there is a lack of supervision in occupational safety and health, which may cause an increase in occupational diseases.

- The rapid increase in the labour workforce, together with the transition of a majority of unskilled labourers from agriculture to industrial sectors, also increases the risks of occupational accidents and diseases.

- Enterprise management mechanisms have been diversified and are unstable, especially the equitization and privatization process... making it difficult to practice labour protection, particularly in management and the implementation of legislation and policies.

\[ b. \text{Forecast of occupational accidents and occupational diseases for 2006-2010} \]

- Annual research in occupational safety in many countries around the world shows that the rate of work-related fatalities in developing countries is 30-40 deaths/100,000 workers\(^4\). Vietnam is no exception. According to statistics, the frequency rate of fatalities from occupational accidents is about 10-30 deaths/100,000 workers. Based on the experiences of the ILO, the forecasted increase in the labour force to 56 million workers by 2010 and the shifts in labour structure with the trends of industrialization in our country, it is forecasted that by 2010, there will be about 120,000 to 130,000 victims of occupational accidents with more than 1,200 fatalities, causing economic losses of about VND 840-910 billion.

- At present, there are 25 occupational accident categories insured by the State. By 2010, it is expected that the list will be supplemented with at least 10 more occupational diseases\(^5\), leading to an increase in the statistical figures of workers contracting occupational diseases. In addition, the increase in environmental pollution which will occur without tight controls will also cause more workers to contract occupational diseases. Based on the increasing trend of occupational diseases over the last few years, it can be estimated that by 2010, there will be more than 30,000 new contracted cases

\[ ^4 \text{Ensuring safe working place – Challenges emerged in Asia region – ILO Office - EASMAT} \]

\[ ^5 \text{China has 119 recognized occupational diseases, EU countries has an average of 90 occupational diseases insured by the State} \]
of occupational disease amongst workers, taking the total number of work-related diseases to affect more than 200,000 people.

- The International Labour Organization (ILO) estimates that economic losses caused by occupational accidents and occupational diseases account for 4% of annual GDP of the world economy. Using this calculation, the economic losses to Vietnam caused by occupational accidents and diseases account for thousands of Vietnam dong every year.

Based on the current situation, along with the forecast of occupational accidents and diseases in the next few years, if Vietnam does not create positive and in-time methods and improve working conditions to prevent the increase in occupational accidents and diseases, the dangers are to the whole country, not just within one enterprise. The consequences will be serious for the social security, a deteriorating environment, and will cause uncountable losses both in terms of people and national assets.

3. Guidelines of the Communist Party and Legislation of the State on labour protection

a. Guidelines of the Communist Party

The Communist Party always pays attention to the rights and health of workers, as has been noted in the Documents of the VI, VII, VIII, IX National Communist Party Congresses.

The documents of the VII Communist Party Congress confirmed “...improve to a higher level the working conditions, staying and eating, traveling and rest for workers...” (Truth Publishing House, 1991)

The documents of the VIII Communist Party Congress clearly noted “… it is necessary to check and monitor the employment, use of workers, ensuring the compliance with the regulations on labour protection, occupational safety..., protecting the rights of workers” (Truth Publishing House, 1996)

The Documents of the IX Communist Party Congress noted “…paying attention to improvement of working conditions, ensuring the occupational safety and health, preventing the occupational accidents and occupational diseases for workers” (National Politics Publishing House, 2001)

The X Communist Party Congress confirmed in the direction and duties of the 5 years socio-economic duties in 2006-2010 “…good implementation of the scheme on labour protection, OSH” (Document of the X Communist Party Congress)

b. Legal framework

Article 56 of the Constitution 1992 regulates: the State issues the policies and regimes on labour protection

Article 95 of Labour Code specifies that: “The Government is in charge of building the National programme on labour protection, occupational safety
and health and integrates it into the socio-economic development plan and State budget”

Concretizing the above Article, in the Article 17 of the Decree 06/CP issued on 20 January 1995 by the Government (revised and supplemented in 2002) clearly defines that: “The Ministry of Labour, Invalids and Social Affairs and the Ministry of Health in coordination with concerned Ministries and Sectors will build the National programme on labour protection, occupational safety and health and then submit it to the Government for its integration into the socio-economic development plan”

Instruction no. 13/1998/CT-TTg issued on 26 March 1998 by the Government on promotion of guidance and implementation of labour protection in a new context, the Prime Minister guides that: “The Ministry of Labour, Invalids and Social Affairs in coordination with the Vietnam General Confederation of Labour, concerned Ministries and Sectors studies to develop the National programme on labour protection, occupational safety and health as regulated in Article 95 of Labour Code”

Instruction no. 20/2004/CT-TTg issued on 8th June, 2004 by the Prime Minister on Enhancement of guiding and implementation of OSH in agriculture also specifies that: “... to develop the Action Programme on OSH in agricultural production and supplement this Programme into the National Action Programme on OSH, Fire and Explosion Prevention and Fighting”

Decision no. 40/2005/QD-TTg dated 28th February, 2005 of the Prime Minister on establishment of the National Council on Labour Protection, assigned the tasks of providing the consultation relating to guiding methods, management and implementation of the National Programme on Labour Protection by the Council to the Prime Minister

Viet Nam was the first Asian country to ratify the Convention No. 155 of the ILO (1981) on Occupational Safety and Health. In the Convention, it is regulated that the ratifying country is responsible for developing and implementing the policies and National Programme on OSH, ensuring improvements of working conditions for prevention of occupational accidents and injuries during working process.

From the above-mentioned basis, it is necessary and urgent to develop and implement the National Programme on Labour Protection, Occupational Safety, Occupational Health 2006-2010 in order to promote sustainable development of production, based on ensuring the safety and health for workers and contributing to the successful implementation of the socio-economic development strategy 2001-2010 of the Communist Party.
II. OBJECTIVES OF THE PROGRAMME

1. General objectives
To pay attention to improving working conditions, to reduce pollution of the work environment; to prevent occupational accidents and occupational diseases, taking care of workers’ health; to improve awareness of and compliance with laws on labour protection, ensuring the lives and happiness of the people and the assets of the State and enterprises, contributing to the sustainable development of the nation.

2. Specific targets to 2010
- Reduction of serious and fatal occupational accidents. Reduce by 5% the annual occupational accident frequency rate in particularly hazardous sectors (mining, construction, use of electricity);
- Reduce by 10% the number of newly contracted cases of occupational disease; ensure that more than 80% of workers in production units with a high risk of occupational disease have their health checked for occupational diseases
- 100% of workers diagnosed with occupational accidents and occupational diseases are treated, provided with health care and rehabilitation services
- More than 80% of workers in sectors and jobs with strict occupational safety and health requirements and OSH officers are trained in OSH
- Ensure that 100% of fatal occupational accidents and serious occupational accidents are investigated and handled.

III. DURATION – SCOPE OF THE PROGRAMME:
The programme is implemented over 5 years from 2006 to 2010 (the life span of each project is based on the objectives and can be adjusted to suit each situation).
The programme will be conducted nationwide.

IV. CONTENTS OF THE PROGRAMME:
The Programme on Labour Protection, Occupational Safety and Occupational Health includes the following 7 main contents:
1. Activities to enhance and improve the effectiveness of the State administration on labour protection, including consolidation of the management model of State administration on labour protection and OSH; to consolidate the legal framework on labour protection; to conduct a comprehensive survey on occupational accidents; to build capacity for the system of labour inspection, investigation

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6 Activities, indicators of the objectives is designed in the Table 1
7 Defined by the number of occupational accident cases above total workforce
8 Defined by the reported number of occupational accident cases and occupational disease contracted cases
and supervision of occupational safety; to set up the OSH management model in enterprises; to establish the Compensation Fund for Occupational Accidents and Occupational Diseases; to strengthen, invest in and build new rehabilitation centers for victims of occupational accidents and diseases; to set up an International Programme for technical assistance and training in OSH.

2. Activities to improve working conditions in enterprises, to prevent occupational accidents with focus on some particularly hazardous sectors such as mining, use of electricity, construction...; small and medium-sized enterprises, agricultural sector and rural occupations; limit the cases of TNT poisoning in storage, maintenance, repair and treatment of technical equipment for security and defense purposes.

3. Activities to prevent occupational diseases, enhance health care services and rehabilitation of work capacity of workers, including enhancement of the supervision, control and limitation of common occupational diseases; ensuring the supervision of working environment and the effective control of hazardous elements causing occupational disease; consolidation and strengthening of examination, diagnosis, confirmation and treatment of occupational diseases and rehabilitation activities; investment to upgrade units for examination and treatment of occupational diseases; studying, revising, and supplementing the legislative documents on occupational health and the list of occupational disease; enhancement of publicity and education on the risks and harmful consequences of occupational disease.

4. Activities to improve the awareness and responsibilities of management levels, of organizations and individuals through building capacity in the dissemination of information, publicity, training and organization of the activities relating to information dissemination, training (building website, organization of the National Week on Occupational Safety and Health – Fires and Explosions Prevention and Fighting, survey on the needs of information and training...) and promote the mass movements on labour protection in industrialization and modernization processes.

5. Activities to study and effectively apply the achievements of labour protection science and technology in order to improve working conditions, settle work environment pollution in the manufacturing sectors, especially for some very hazardous sectors (mining and quarrying, metallurgy, fertilizers – chemicals, construction...) to minimize occupational diseases as well as apply safe work methods to minimize occupational accidents for workers using particularly hazardous equipment and machines.

6. Activities of Ministries, Sectors, enterprises and production units in developing the programme, work plan on labour protection and occupational safety and health to suit the types of production and businesses of each sector or enterprise, including improvements in work conditions, prevention of occupational accidents
and occupational diseases, and commitment to high quality occupational safety and health activities and to build a safety culture at work.

7. Activities to review and supervise by projects and by period in order to evaluate the effectiveness of the programme.

V. SOLUTIONS FOR IMPLEMENTATION

1. Solutions in terms of policies and mechanism

a. Policies

- Continue to implement and institutionalize the policies and guidelines of the Communist Party and of the State on labour protection, revising the contents relating to occupational safety and health in the Labour Code; develop the Act on Occupational Safety and Health; establish the Compensation Fund for Occupational Accidents and Occupational Diseases
- Set up policies to encourage workers to improve working conditions
- Study and consolidate policies to award achievements and penalize violations on occupational safety and health
- Study and develop policy and mechanisms to encourage the development of services for consultancy, verification, education and training in OSH

b. Mechanism

- Mechanism for funds allocation: the funds are allocated annually to each Project by Ministries and Sectors presiding over the Projects and are used in compliance with State regulations.
- Mechanism for collaboration: enhance the involvement of individuals and mass organizations in all activities of the Programme, from planning, implementation, resources management, monitoring and evaluation of the results through to being beneficiaries of the Projects under the Programme.
- Mechanism for integration: the activities of the Projects are integrated into other related activities.
- Mechanism for monitoring and evaluation:
  + To comprehensively bring into play the monitoring and evaluation systems: self monitoring and evaluation by ministries, sectors presiding over the Projects; monitoring and evaluation by State agencies by subjects (not by projects) or overall Programme; independent monitoring and evaluation by consultancy and science organizations; monitoring and evaluation by representative organizations of workers and employers.
  + Monitoring and evaluation of the input and impacts is conducted through implementation of the activities of Projects and its indicators⁹

⁹ See Table 1 and Table 2
- Mechanism for orders and tendering: applied to all Projects to ensure their effectiveness and transparency (such as the provision of working tools and equipment for OSH officers, the investment to upgrade centers for the rehabilitation of workers’ work capacity and the centers for examination and diagnosis of occupational accidents...)

2. Financial solutions

Total budget estimate: VND 467 billion including VND 100 billion from the ODA funds from international organizations:

a. Mobilizing structure:

State budget: VND 242 billion (51.8%) of which 232 billion are for Projects and 10 billion for operational costs (management and execution)

Enterprises: VND 125 billion (26.8%)

International organizations: VND 100 billion (21.4%)

b. Allocation structure:

For Projects: VND 457 billion with funds from State Budget of 232 billion be allocated directly to each Ministry or Sector according to activities of each project. Operational cost for management and monitoring the Projects accounts for VND 10 billion (2.1%) from the State budget.

3. Solutions in terms of human resources

International experts will not be recruited for management and execution of the Programme and the Projects. Project Managers and monitoring officers will be selected from the agencies presiding over each project and will work as cum tasks. However, due to the inter-ministerial nature of the Programme, the involvement of all related ministries, industries from central to local levels and many other political and social mass organizations is needed.

4. Administration, execution and implementation of the Programme

a. Management and Execution

As Labour Protection, Occupational Safety and Occupational Health performances are inter-ministerial and interdisciplinary, for effective implementation of the programme, the functioning mechanism of the programme must be incorporated among related ministries, agencies and sectors through one focal point, the Programme Steering Committee. This committee must be competent to assist the Government in steering and coordinating the activities in the field and in ministries, agencies, provinces and coordinating the direction of the Programme, checking, providing guidance and speeding up Ministries, Sectors and provinces and to coordinate activities of the programme.

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10 See details in Table 3
11 See monitoring and evaluating activities in Table 1 and Table 2
The Programme Steering Committee includes:
- Chairperson: Minister of Labour, Invalids and Social Affairs.
- Vice chairpersons: Vice Minister of the MoLISA acts as Standing Vice Chairperson, leaders from the Vietnam’s General Confederation of Labour and Ministry of Health are Vice Chairpersons
- Committee members are leaders from the following agencies:
  + Ministry of Planning and Investment
  + Ministry of Finance
  + Ministry of National Defense
  + Ministry of Public Security
  + Ministry of Science and Technologies
  + Ministry of Agriculture and Rural Development
  + Ministry of Industry
  + Ministry of Construction
  + Ministry of Education and Training
  + Ministry of Culture and Information

Leaders from Vietnam Cooperatives Alliance, Vietnam Chamber for Commerce and Industry, and from Farmers’ Union are to join the Programme Steering Committee.

Chairperson of the Programme Steering Committee issues decision for formulation of the Programme Management Unit assisting the Steering Committee.

b. Planning for implementation of the Programme
- Labour Protection activities need to be included in the annual work plan of Ministries, Sectors and localities
- Building of the labour protection plan should be attached to the socio-economic development plan of Ministries, Sectors and localities
- Every 6 months and annually, a summary and review should be conducted and the results should be announced in the mass media

c. Related Ministries and Sectors set up implementation plan, guiding authorities at local levels to implement labour protection activities assigned according to duties and functions.

d. Responsibilities of the agencies in implementation of the programmes
1- Ministry of Labour, Invalids and Social Affairs presides over the implementation of the programme, in collaboration with the Ministry of Health, Vietnam General Confederation of Labours, Ministry of Planning and Investment, Ministry of Finance, Ministry of Science and Technology, Ministry of Education and Training and related ministries and sectors; to set up and implement the annual plan; to coordinate the activities of the programme; to provide guidance, to check, to monitor and summarize the implementation process and report to the Prime Minister; to review the implementation of the
Programme; in collaboration with the Ministry of Health, Ministry of Finance and other related sectors; to establish the Compensation Fund for Occupational Accidents and Occupational Diseases; to organize the implementation of the project on Capacity building and improvement of the effectiveness of the State administration on labour protection and the project on Disseminating information, education and training to enhance the awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities

2- Ministry of Planning and Investment, in collaboration with the Ministry of Finance, to consider and make an annual plan for implementation of the Programme with consensus agreement from the Ministry of Labour, Invalids and Social Affairs according to the mandate and plan; in collaboration with MoLISA and other related ministries and sectors, to provide guidance for the integration of other programmes relating to the national programme on LP and OSH in the localities, from planning through to the implementation process

3- Ministry of Finance allocates the budgets of related Ministries, Sectors and localities, in collaboration with the Ministry of Planning and Investment, to implement the Programme according to regulations of the State Budget Law and other guiding documents relating to the implementation of national strategic programmes; to provide guidance for financial management mechanism of the Projects under the Programme; to compile documents to provide guidance, to check and to monitor the implementation of the Programme, in collaboration with the MoLISA.

4- Ministry of Health presides over and implements the project on enhancement of prevention and combating occupational diseases, in collaboration with the MoLISA and other related ministries, sectors and localities.

5- Ministry of Industry and Ministry of Construction by their function preside over the project on Improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity, construction, in collaboration with MoLISA and related Ministries and Sectors.

6 - Ministry of Science and Technology presides over the development, issue and monitoring of the standard system of occupational safety, occupational safety and health norms, in collaboration with MoLISA, and related Ministries and Sectors; issues quality standard system and specifications for personal protective equipment; conducts scientific research relating to OSH

7- Ministry of Agriculture and Rural Development presides over the implementation of the project on Strengthening the Prevention of occupational accidents and diseases in agriculture and rural occupations, in collaboration with Farmers’ Union and related Ministries and Sectors.
8- Ministry of Education and Training, in collaboration with MoLISA, presides over and conducts education in occupational safety and health for pupils and students.

9- Ministry of Culture – Information, in collaboration with MoLISA, related Ministries and Sectors, implements information, publicity and education activities in the mass media on labour protection and OSH.

10- Ministry of National Defense presides over and, in collaboration with the MoLISA, Ministry of Health and related Ministries and Sectors, implements activities for the improvement of working conditions, limitation of cases of TNT poisoning in storage, maintenance, repair and handling of technical tools and equipment for security and defense purposes.

11- People’s Committees of the provinces and cities under the direct management of Central level actively collaborate with relevant Ministries and sectors to become involved in the activities of the Programme.

12- The Vietnam General Confederation of Labours is requested to preside over and collaborate with the MoLISAs, Ministry of Science and Technology and other related Ministries and Sectors to conduct scientific research, improve the effectiveness of mass movements on LP and OSH during industrialization and modernization processes, implement the project on Building capacity for the study and application of scientific and technological advances in OSH.

13- The Vietnam Chamber of Commerce and Industry and Vietnam Cooperatives Alliance are requested by their functions, in collaboration with MoLISA, Ministry of Health and other related Ministries and Sectors, to implement the project on Improvement of the quality of labour protection performance in SMEs.

Other Ministries, Sectors and provinces actively coordinate with related Ministries and Sectors to participate in the activities of the Programme

VI. EFFECTIVENESS OF THE PROGRAMME

1. Benefits of the programme

- When the objectives of the Programme are fully implemented, more and more workers will be able to work in safe and healthy working conditions, which will also present a good image of a civilized society respecting and protecting its people. Good implementation of the Programme will also contribute to reduction in the loss of lives and ill health of the workers as well as in economic damages that occur in the recovery from the consequences of occupational accidents and occupational diseases. It will mobilize more funds to invest in social welfare facilities and work. According to the forecast of occupational accidents, if the frequency rate of occupational accidents reduces by 5% annually, the economic damages will be reduced by VND 42-45.5 billion per year.
- Good improvement of working conditions and the work environment will significantly contribute to a reduction in environmental pollution in general, especially a reduction in risks in the industrial environment caused by atomic radioactivity, ionized radiation, toxic gas and electromagnetic field. Working in safe and healthy conditions, workers are less stressed about contracting occupational accidents and having occupational accidents, thus increase their labour productivity, capacity, income and welfare.

- Enterprises with good implementation of OSH, paying attention to improved working conditions for workers and meeting the requirements of international standards on working conditions, will improve their prestige and competitiveness in national and international markets.

- The capacity of officers in charge of labour protection and OSH will be improved both in terms of knowledge and professions through training activities and study tours from the Programme’s budget with suitable policies, mechanisms and interdisciplinary activities, various forms in labour protection and OSH. The officers in charge of labour protection and OSH from central to local levels will soon meet the demands of national management and international integration.

2. Beneficiaries of the Programme
   - Workers
   - Employers
   - OSH officers
   - State Administration agencies
   - The community

VII. PROJECTS UNDER THE PROGRAMME12

1. Project on capacity building and improvement of the effectiveness of State administration on labour protection

a. Executing and collaborating agencies of the project:
   - Executing agency: MoLISA
   - Implementing agencies: MoLISA, Ministry of Health, Ministry of Home Affairs, Ministry of Science and Technology

12 See details in Annex 3

b. Objectives:
- Consolidate legal frameworks and the organizational structure of labour protection
- Develop initial data on occupational accidents
- Build capacity of the investigation, supervision and reporting on occupational accidents. Ensure that 100% of fatal and serious occupational accidents are investigated and handled
- Build the OSH management model in enterprises. Contribute to ensure that more than 80% of workers are able to work in a safe and healthy environment
- Establish the Compensation Fund for Occupational Accidents and Occupational Diseases. Contribute to ensure that 100% of workers can access the compensation and subsidy mechanism for occupational accidents and diseases as well as the treatment and rehabilitation services as per regulations by Law
- Boost international cooperation in OSH

c. Solutions for implementation of the project:
- Plan and targeted areas: the project is implemented in State’s administration agencies on labour protection in the whole country, from central to local levels.
- Total budget: VND 70 billion of which:
  + State budget: VND 60 billion
  + Mobilising from international organizations: VND 10 billion

d. Duration of the project: 5 years (2006-2010)

e. Beneficiaries:
- State administrative agencies on labour protection
- Labour protection officers and staff

f. Main activities:
- Consolidate the management model and capacity building for officers of State administration on labour protection
- Consolidate the legislative framework on labour protection
- Survey on occupational accidents
- Set up the software for State administration on labour OSH
- Establish the Compensation Fund for Occupational Accidents and Occupational Diseases
- Upgrade and invest in building sanatoria for rehabilitation of occupational accident victims
- Train OSH officers, study the experiences of OSH management in other countries

2. Project on improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity and construction

a. Executing and collaborating agencies:
- Executing and implementing agencies: Ministry of Industry, Ministry of Construction
- Collaborating agencies: MoLISA, Ministry of Health, Ministry of Natural Resources - Environment, Ministry of Fisheries, Ministry of Traffic – Transportation, Vietnam Cooperatives Alliance, Vietnam Chamber of Commerce and Industry and other relevant agencies and provinces

b. Objectives:
- Achieve the objective of training more than 80% of workers in occupations with strict OSH requirements and OSH officers
- Reduce by 5% the frequency rate of occupational accidents annually
- Contribute to ensure that 100% of workers exposed to factors causing occupational diseases have their health checked for occupational diseases
- Control of work environment
- Ensure that 100% of equipment with strict OSH requirements is registered and verified

c. Solutions:
- The project is implemented nation-wide, focusing on following fields: mining and quarrying, use of electricity, construction.
- The total budget is VND 90 billion of which:
  + from state budget: VND 20 billion
  + from enterprises: VND 70 billion

d. Project duration: 5 years (2006-2010)

e. Beneficiaries:
- Employees
- Employers in the fields of mining and quarrying, use of electricity, and construction.

f. Main activities:
- Enhancing awareness of OSH
- Capacity building of the verification, checking and maintenance of machinery and equipment with strict OSH requirements
- Survey on working conditions in mining and quarrying, use of electricity and construction
- Enhancing consultancy services, boosting the improvement of working conditions in enterprises.

3. Project on promoting prevention and control of occupational accidents and occupational diseases in agriculture and rural occupations

a. Executing and coordinating agencies:
- Executing and implementing agency: Ministry of Agriculture and Rural Development.
- Coordinating agency: MoLISA, Ministry of Health, Ministry of Fisheries, Ministry of Home Affairs, Ministry of Natural Resources and Environment, Ministry of Culture and Information, Vietnam Farmers’ Union, Vietnam Cooperatives Alliance, Vietnam General Confederation of Labour, Vietnam Occupational Health Association and other relevant agencies and provinces

b. Objectives:
- Consolidate documents, administration model and organizational system on labour protection in agriculture and rural occupations
- Enhance the awareness of employers and workers in agricultural production about OSH regulations in agricultural production and rural occupations; ensure that more than 80% of workers in occupations with strict OSH requirements and OSH officers in rural occupations are trained
- Define the current situation of occupational accidents and work-related diseases in agriculture and rural occupations
- Build strategies for the prevention of occupational accidents and work-related diseases in agriculture and rural occupations
- Reduce the proportion of polluted work environments and number of workers in unsafe, unhealthy environments in agriculture and rural occupations
- Ensure that 100% of production units in agriculture and rural occupations have their equipment and machines with strict OSH requirements registered and verified before use.

c. Solutions:
- The programme is conducted in pure agricultural areas and trade villages where OSH in agriculture has become an urgent issue
- Total fund is VND 15 billion from the State budget

d. Project duration: 5 years (2006-2010)

e. Beneficiaries:
- Farmers
- OSH officers in agriculture
- Farm owners, households and individual businesses in trade villages.
f. **Main activities:**
- Reviewing, developing and consolidating legislative documents guiding the implementation of labour protection, OSH in agricultural production and rural occupations
- Setting up and strengthening administration model and organization system on labour protection, OSH in agriculture and rural occupations (in collaboration with the Project 1)
- Improving the awareness of administrative levels, organizations of employers and workers in agriculture (in collaboration with the Project 1 and Project 6)
- Consolidating and building capacity for a system of inspection and supervision of OSH in agriculture and rural occupations
- Survey on working conditions in agricultural production and rural occupations (in collaboration with the Project 1 and Project 5)

4. **Project on improvement of the quality of labour protection performance in small and medium-sized enterprises**

a. **Executing and collaborating agencies:**
- Executing and implementing agencies: Vietnam Chamber of Commerce and Industry, Vietnam Cooperatives Alliance
- Collaborating agencies: MoLISA, Ministry of Health, Ministry of Industry, Ministry of Trade, Ministry of Agriculture and Rural Development, Ministry of Fisheries, other relevant agencies and provinces

b. **Objectives:**
- Improve the awareness and responsibilities of employers; ensure that more than 80% of employers are trained in OSH.
- Enhance the effectiveness of OSH management in enterprises, build safety culture at work.
- Reduce percentage of polluted working environment; ensure that more than 80% of workers are able to work in a safe and healthy environment
- Contribute to ensure that 100% of serious occupational accidents are reported and investigated; ensure that 100% of workers confirmed to have had an occupational accident and to have contracted an occupational disease are entitled to compensation, subsidy, treatment and rehabilitation regimes as per regulations by Law

c. **Solutions:**
- The project is implemented nation-wide with focus on the private sectors involved in export
- Total funds: VND 20 billion, of which
  + From the State budget: VND 2 billion
  + Mobilised from enterprises: VND 18 billion
d. Project duration: 5 years (2006 – 2010)

e. Beneficiaries of the project:
- Employers
- OSH officers
- Employees

f. Main activities:
- Enhancement of activities on information dissemination, publicity, training for employers’ organization and employers on labour protection, (in collaboration with the Project 1 and Project 6)
- Boost the training, consultancy activities, promotional enterprises to implement methods for the prevention of occupational accidents and improvement of working conditions in enterprises

5. Project on enhancement of prevention of occupational diseases

a. Executing and implementing agencies:
- Executing agency: Ministry of Health.
- Implementing agencies: Ministry of Health, institutes under the preventive medicine system, health centers under Ministries, Sectors and Health Centers in localities, Ministry of National Defense

b. Objectives:
- Develop, revise and supplement the legislative documents on occupational health; develop and supplement the list of occupational diseases in the new period.
- Enhance the publicity and education on the dangers and harmful effects of occupational diseases to employers and employees as well as to the related groups in particularly hazardous sectors
- Ensure that workers exposed to hazardous elements causing occupational diseases have their health checked every year
- Ensure the effective control of hazardous elements causing occupational diseases in the work environment
- Strengthen the organizational system for occupational health and occupational diseases; build capacity in examination, diagnosis, confirmation, treatment and rehabilitation of occupational diseases
Implementation indicators up to 2010:
- Supplementing and consolidating the legislative documents on occupational health; developing Vietnam’s standards and sector standards on occupational health; supplementing 10 new occupational diseases to the list of occupational diseases
- 50% of employers and 20% of workers are trained in occupational health
- Working environments in 50% of the units at risk of occupational diseases are supervised
- 70% of workers in large enterprises and joint-venture companies and 30% of workers in small and medium-sized enterprises exposed to hazardous elements have their health checked and examined for occupational diseases
- 100% of occupational health staff from the provincial levels to higher levels are trained in supervision of the work environment and in examination of workers’ health
- 100% of provinces, Ministries/Sectors have their occupational diseases examination division equipped to cater for the examination of occupational diseases
- 100% of staff, soldiers and workers of the national defense sector who work in technical units are trained in OSH and have their health checked and examined for occupational diseases
- Minimizing direct exposure to TNT of staff, soldiers and workers in technical units of the national defense sector.

c. Solutions:
- The Project is implemented nationwide, focusing on the enhancement management and guiding activities of Ministries, Sector, People’s Committees at different levels in the prevention of occupational diseases, strengthening the activities of the occupational health network from central to local levels, establishing the system for follow-up, synthesizing, analyzing and classifying occupational diseases by period, supervising and controlling work environments. The activities to minimize cases of TNT poisoning are carried out only in strategic technical units, focusing only on the storage, treatment and use processes.
- Total funds for the Project: VND 52 billion
  + From state budget: VND 50 billion
  + From international organizations: VND 2 billion (about VND 400 million/year funded by the World Health Organization)

d. Project duration: 5 years (2006 – 2010)
e. Beneficiaries:
- Employees and employers in particularly hazardous industries with a high risk of contracting occupational diseases
- State administration agencies on OSH and occupational diseases and provinces
**f. Main activities:**

- Strengthening the State administrative capacity on monitoring and control of occupational diseases
- Developing the programme on prevention of occupational diseases where there is a high risk
- Information dissemination and publicity on prevention of occupational diseases
- Managing, checking, monitoring, technical guidance and international cooperation
- Improving working conditions, minimizing TNT poisons in storage, preserving, repairing and handling of technical equipment and tools for security and defense purposes.

**6. Project on disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities**

**a. Executing and coordinating agencies:**

- Executing agency: MoLISA
- Implementing agencies: MoLISA, Vietnam General Confederation of Labours, Ministry of Education and Training

**b. Objectives:**

- Build capacity of information dissemination, publicity and training on labour protection, ensuring that more than 80% of employers and employees are trained
- Improve the awareness of management authorities at different levels on labour protection, ensuring that 100% of State OSH administrative officers are trained in OSH
- Bring into play the roles of the public and organized mass movements in labour protection. Enhance the socializing of labour protection activities. Strengthen the functions of Trade Union in checking and supervising the implementation of legislations and policies on labour protection; ensure the notification of serious occupational accidents as well as examination of occupational diseases and registration of machines, equipment and materials with strict OSH requirements.

**c. Solutions:**

- The project is conducted nationwide, from central to local levels
- Total budget: VND 160 billion, of which:
  + From state budget: VND 60 billion
  + Mobilized from enterprises: VND 15 billion.
  + Mobilized from international organizations: VND 85 billion

d. Project duration: 5 years (2006 – 2010)

e. Beneficiaries:
- State administrative agencies on labour protection
- OSH officers
- Employers
- OSH network at enterprises
- Employees
- The public

f. Main activities:
- Capacity building and implementation of information activities, publicity, training in labour protection and OSH
- Enhancing the mass movements on labour protection in industrialization and modernization processes
- Investing to upgrade the National OSH Training Center
- Enhancing education in OSH, building green-clean-beautiful environment in schools and education units.

7. Project on capacity building in the study and application of OSH scientific and technological advances

a. Executing and cooperating agencies:
- Executing and implementing agency: Vietnam General Confederation of Labour

b. Objectives:
- Build capacity of scientific research in OSH
- Propose technical solutions for improvement to the environment and working conditions in order to protect the lives and health of workers, improve labour productivity and reduce product prices.

c. Solutions:
- The project is conducted nationwide
- Total budget: VND 50 billion, of which:
  + From State budget: VND 25 billion
+ Mobilized from enterprises: VND 20 billion.
+ Other sources (from Non-Governmental organizations and overseas)
  VND 5 billion

d. Project duration: 5 years (2006 – 2010)

e. Beneficiaries:
  - Employees
  - Industrial enterprises, home craft enterprises and trade villages
  - Labour administrative agencies
  - Staff in charge of labour protection

f. Main activities:
  - Capacity building of scientific and technological research in OSH
  - Study to develop and apply scientific and technological advances and OSH
    standards as well as solutions for improvement of working environment and
    conditions.
<table>
<thead>
<tr>
<th>OBJECTIVES OF THE PROGRAMME</th>
<th>ACTIVITIES FOR MONITORING AND COLLECTING DATA FOR ASSESSMENT</th>
<th>INPUT &amp; OUTPUT INDEXES</th>
<th>IMPACT INDEXES</th>
</tr>
</thead>
</table>
| Reduce serious and fatal occupational accidents. Reduce by 5% the annual occupational accident frequency rate in particularly hazardous sectors (mining, construction, use of electricity) | - Survey on occupational accidents  
- Statistical reports on occupational accidents  
- Survey by random samples in 2010 | - Number of occupational accidents and cases in monitored sectors  
- Increasing rate of occupational accidents and occupational accidents cases  
- Increasing rate of the workforce in monitored sectors | - Discrepancy between forecasted and actual increasing rate of occupational accidents in each sector  
- Percentage of those joining and receiving compensation, subsidy for occupational accidents from social insurance cooperation and Compensation Fund for Occupational Accidents and Diseases |
| Reduce by 10% the number newly contracted cases of occupational disease; ensure more than 80% of workers in production units with high risk of occupational diseases have their health checked for occupational diseases | - Survey on occupational diseases  
- Statistical report on occupational diseases  
- Regular health checks  
- Regular health examinations for occupational diseases  
- Survey by random sample in 2010 | - Number of newly contracted cases in comparison with suspected cases  
- No. of newly contracted cases in comparison with total workforce  
- Percentage of units with risks of occupational diseases and have supervision in the work environment and organize examinations for occupational diseases | - Discrepancy between the forecasted and the real increasing rate of occupational diseases in selected sectors  
- Percentage of workers joining and receiving compensation, subsidy for occupational diseases from the Social Insurance Corporation and the Compensation Fund for Occupational Accidents and Occupational Diseases |
| 100% of workers confirmed with occupational accidents and occupational diseases are treated, provided with health care and rehabilitation services | Statistical report on occupational accidents and occupational diseases | Percentage of the number of reported cases and treated cases | No. of victims of occupational accidents and occupational diseases entitled to social insurance |
| More than 80% of workers in sectors and jobs with strict requirements for occupational safety and health and OSH officers are trained in OSH | Training report | Percentage of the number of trained workers and the total number of workers in enterprises and units | Increasing rate of workforce and number of enterprises |
| Ensure that 100% of fatal and serious occupational accidents are investigated and handled | Report from labour administration agencies, police | Percentage of the actual number of accidents and the reported number | Number of victims of occupational accidents entitled to compensation schemes |
**TABLE 2: FRAMEWORK FOR MONITORING, EVALUATION OF THE RESULT OF THE PROJECTS**

<table>
<thead>
<tr>
<th>PROJECTS</th>
<th>MONITORING AND COLLECTION OF THE DATA FOR ASSESSMENT</th>
<th>INPUT OR OUTPUT INDICATORS (OR OUTPUTS OF THE ACTIVITIES)</th>
<th>IMPACT INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project 1. Capacity building and improvement in the effectiveness of the State administration on labour protection</td>
<td>- Comprehensive survey on occupational accidents and work environments. - Statistical reports on occupational accidents and diseases. - Survey by random samples in 2010. - Supervision from the unions and grassroot level of workers</td>
<td>- Qualification of OSH administrative officers: capability in data processing by using computers and internet - Capacity to handle complaints, to provide consultation to enterprises and production units... - Percentage of provinces fully equipped with working tools and means - Results of the synthesizing, analyzing and forecasting of the occupational accidents of the administrative agencies - Percentage of fully equipped rehabilitation units for workers with occupational accidents</td>
<td>- Number of enterprises inspected and checked every year - Number of enterprises, units keeping statistics and reporting on occupational accidents; - Number of enterprises, units investing in the work environment, producing PPE - Number of enterprises and workers attending training in labour protection - Number of new documents on OSH</td>
</tr>
<tr>
<td>Project 2. Improvement of working conditions in enterprises with focus on minimizing occupational accidents in mining and quarrying, use of electricity and construction</td>
<td>- Survey on working conditions - Report on occupational accidents - Survey by random samples in 2010</td>
<td>- Increasing rate of the number of occupational accidents and occupational accident cases - Increasing growth of workforce in monitored sectors</td>
<td>- Meeting international standards on working conditions through the consumption of the products and signing the contract - Awareness of employers, workers</td>
</tr>
<tr>
<td>Project 3. Promoting prevention and control of occupational accidents and occupational diseases in agriculture and rural occupations.</td>
<td>- Statistics, reports by ministries, Industries and localities on labour protection according to the Instruction no. 20/2005/CT-TTg - Survey by random samples - Situation of agro-chemicals poisoning.</td>
<td>- Issuing and implementing the official documents on OSH in agriculture - Number of articles, news on OSH in agriculture - Farmers’ movements on OSH - Proportion of farmers poisoned by agro-chemicals - Number of farmers sustaining occupational accidents based on the survey in central hospitals</td>
<td>- Environmental pollution due to use of agro-chemicals - Food poisoned due to abuse of agro-chemicals</td>
</tr>
<tr>
<td>Projects</td>
<td>Monitoring and collection of the data for assessment</td>
<td>Input or output indicators (or outputs of the activities)</td>
<td>Impact indicators</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>------------------------------------------------------</td>
<td>----------------------------------------------------------</td>
<td>-------------------</td>
</tr>
</tbody>
</table>
| **Project 4. Improvement of the quality of labour protection performance in small and medium-sized enterprises** | - Statistics, reports from sectors and provinces  
- Complaint and denouncing letters of employers or workers  
- Survey by random samples | - Implementation of labour protection at grassroot levels: OSH officer network; labour protection staff or officers  
- Number of enterprises or units developing OSH management model  
- Number of enterprises or units provided with loans for improvement of working conditions; for investment in production of PPE | - Occupational accident frequency rate  
- Proportion of newly contracted cases of occupational disease  
- Proportion of absentees  
- Situation of monitoring and checking work environment regularly;  
- Participation in movement in labour protection |
| **Project 5. Enhancement of prevention of occupational diseases**       | - Primary survey on occupational diseases  
- Survey by random samples in 2008 and in 2010  
- Regular health checks, occupational disease examination  
- Monitoring work environments  
- Results of checking and examining the number of cases of TNT poisoning  
- Report for the checking and introduction of the technological process and safety equipment necessary for storage, preservation, repair and handling of technical equipment containing TNT | - Number of people trained in occupational health  
- Percentage of newly contracted cases of occupational disease  
- Percentage of workers having health examinations for occupational diseases  
- Percentage of provinces (localities) have consulting rooms for occupational diseases; percentage of officers trained in examination of occupational diseases  
- Percentage of consulting rooms for occupational accidents with adequate equipment for examining occupational diseases  
- Number of occupational diseases supplemented to the list of insured Occupational Diseases  
- Percentage of work environments polluted by TNT (before and after implementing the Project)  
- Number of workers in work environments with TNT  
- Percentage of workers contracting occupational TNT Specific data relating to national defense, the Ministry of National Defense will report the results to the Government. The monitoring and evaluation of the results will be conducted in special regimes | - Health problems of workers: proportion of absence due to illness;  
Proportion of workers with health at grade 4 and grade 5;  
- Number of workers receiving compensation and subsidy from the Social Insurance Corporation and from the Compensation Fund for Occupational Accidents and Occupational Diseases  
- Time and quality of the programmes on occupational diseases broadcasted in the mass media  
- Number of power driven equipment containing TNT during storage, preservation in separate places  
- Number of new technological processes and suitable materials that have been applied to increase the time of TNT storage, preservation and reduce the exposure time  
- Number and types of personal protective equipment put into used |
<table>
<thead>
<tr>
<th>Projects</th>
<th>Monitoring and collection of the data for assessment</th>
<th>Input or output indicators (or outputs of the activities)</th>
<th>Impact indicators</th>
</tr>
</thead>
</table>
| Project 6. Disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities | - Statistics, reports from sectors and provinces  
- Complaint and denouncing letters of employers or workers  
- Survey by random samples | - Understanding of legislation and its practical application by employers, workers and administrative officers  
- Number and quality of training units; number of training courses and trainees – Number of training curricula developed; members of the OSH network  
- Scale of mass movement  
- Number of publicity programmes and information on labour protection, time and quality of the programmes broadcasted in mass media | - Percentage of violations of legislation on labour protection due to inadequate awareness  
- Number of accesses and direct answers through the OSH website  
- Results of contests on initiatives to improve working conditions, on understanding of OSH  
- Percentage of workers trained in OSH |
| Project 7. Capacity building of study and application of OSH scientific and technological advances | - Reports on checking and taking over of some laboratories evaluating the personal protective equipment  
- Some standards of personal protective equipment used for Vietnamese workers  
- Summary report on results of application of technological and scientific advances and typical design of technical solutions | - Quantity and quality of tested equipment put into the VINALAB system  
- Standard set of personal protective equipment approved | - Evaluating and developing basic indicators for personal protective equipment to be suitable with the socio-economic development of the country  
- Improving working conditions and minimizing risks |
Table 3. Proposed Allocation of Budget for the Programme

Currency unit: Billion Vietnam dong

<table>
<thead>
<tr>
<th>Name of activities</th>
<th>Total</th>
<th>Allocated by year</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td>2006</td>
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<tr>
<td>Projects</td>
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<td>Mobilised from enterprises</td>
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<td>90</td>
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<tr>
<td>Mobilised from enterprises</td>
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<tr>
<td>Mobilised from enterprises</td>
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<tr>
<td>International funds</td>
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<td>0.40</td>
</tr>
<tr>
<td>Name of activities</td>
<td>Total</td>
<td>Allocated by year</td>
</tr>
<tr>
<td>-------------------</td>
<td>-------</td>
<td>------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2006</td>
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<tr>
<td><strong>Project 6.</strong> Disseminating information, educating and training to enhance awareness of different levels, sectors, organizations and individuals to bring into play the roles of the public in labour protection activities</td>
<td>160</td>
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<tr>
<td>State Budget</td>
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<td>Mobilised from enterprises</td>
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<tr>
<td>International funds</td>
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<td><strong>Project 7.</strong> Capacity building of the study and application of OSH scientific and technological advances</td>
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<tr>
<td>State Budget</td>
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<td>Mobilised from enterprises</td>
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<tr>
<td>International funds</td>
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<tr>
<td><strong>Execution – Monitoring activities</strong></td>
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</tr>
<tr>
<td>- Management – Execution activities</td>
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<td>0.2</td>
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<tr>
<td>- Monitoring activities</td>
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