



International
Labour
Organization



Study on health and safety of underage jockeys

Report

International
Programme on
the Elimination
of Child Labour
(IPEC)

Ulaanbaatar, 2010

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International Labour Organization
National Authority for Children (NAC) of Mongolia, Ulaanbaatar, 2010

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The government and the human rights organizations are taking measures on protection of health, safety and rights of jockey children including improvement of legal regulation, identification and addressing of the priority issues faced by these children, cooperation with international and civil society organizations, bringing out the voices of racing couches and jockey children and organizing children's forum. We express our deep gratitude to organizations and people that cooperated in the current study on health and safety of child jockeys undertaken by the International Labor Organization and the National Authority for Children under the framework of the above activities. Our special thanks go to Mr. G. Tumurhaduur, Head of the *Shuvuun Saaral* Training and Research Center, jockey children, racing couches, local departments for children and local officials in charge of children's issues, doctors and specialists of the Traumatological Clinical Hospital, Ms. U. Ganchimeg, M.D. in public health, professor, epidemiology and biostatistics department, the School of Public Health of the University of Medical Science, and Ms. L. Oyuntogos, PhD, Head of the Preventive Medicine Department of the School of Public Health.

THE GOVERNMENT IMPLEMENTING AGENCY
NATIONAL AUTHORITY FOR CHILDREN

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ONE. FOREWORD

The Three Games played at Mongolian national festivals represent the great nomadic cultural heritage. Wrestling, horse racing and archery are still practiced now and are developing further as forms of traditional sports.

The incredibly amazing horse race that ignites our excitement is a fruit of energy and courage of the racing horses and smart and capable jockey children as well as the efforts and labor of race coaches and as such is recognized by the people and awarded by the government with medals and decorations, titles and honors.

The relevant and interested parties have paid attention and responded through efforts and investment to series of issues starting from organization of the horse races, and conditions of the racing track to genealogy and health of horses.

The government officials and professionals recently cite frequently the increasing number of horse races and the increasing tendency of accidents and traumas of jockey children. “Although the horse racing positively influences the physical growth and development of children that ride the horses, there is a tendency of increasing accidents and traumas...”¹ mentioned a presentation at the National Forum of Jockey Children. Among other issues mentioned during the National Forum are jockey children’s safety, insurance, health services, their ability to prevent from accidents, and other skills. [3]

The National Human Rights Commission report also stated “horse racing is increasing during recently and takes place now not only during the festivals and fairs, but numerous competitions take place regionally and with bets so that for some people horse racing has become source of income, a business, a value and an indicator of prestige ...” and mentioned further that during the last 5 years many children lost their lives and health because of horse races. [3]

A 2007 study by the Ministry of Social Welfare and Labor (MSWL), an NGO called Center to Save the Children and the Future Generation and the UN Children’s Fund stated that the numerous horse races with bets encountered increasing incidences of falling from horses causing freezing of faces, hands and cheeks, other traumas and deaths of jockey children. The data of the study covering the period of three years revealed that horse racing trauma related deaths of children counted for 8 percent of total child deaths. [5]

¹ A speech at the National Forum of Jockey Children by Mr. M. Enhsaihan, Deputy Prime Minister, Member of Parliament, Deputy Chair of the National Authority for Children.

Albeit late, the issue of health, safety, rights and protection of lives of children racing horses has come into the focus of the public attention. A resolution number five by the Deputy Prime Minister on safety of horse racing children entered into force in 2005. Consequently, per the government resolution #148 of 2006, organizers of a horse racing are now obliged to register jockey children, carry out their health check-ups and ensure that the children are enrolled in accident insurance, report on child traumas, provide certain support to them, cite the racing children's names when acknowledging winning horses, and hand the awards in front of the Naadam audience. This marked the beginning of improvement of the legal framework and the enforcement and monitoring of relevant laws and regulations.

The Mongolian Association of horse sports and horse coaches, the National Association of Horse Sports, the Mongolian National Horse Racing Association and others started cooperating with government and civil society organizations that work for protection of children, and the advocacy for jockey children's safety and security including special tools and clothing for them are becoming more intensive. However, it's still crucial to regularly monitor the status of protection of jockey children under the general framework of child protection and further improve the legal and regulatory framework and take necessary actions when the needs arise.

TWO. GOAL AND OBJECTIVE OF THE STUDY

Goal: To study the current status of health and safety of horse racing children and to develop policy recommendations on improvement of the legal and regulatory framework and of safety means and tools

Objective:

1. To identify actions and measures taken to improve the organization of horse races and on the health and safety of horse racing children
2. To study the coverage by population and accident insurance of the jockey children racing horses during the national as well as regional horse races
3. To assess the supply and application of labor safety clothing during the national, and regional naadams, local and other competitions
4. To study the approaches and practices of horse racing coaches and racing children towards children's health and safety
5. To develop recommendations on improvement of health and safety of racing child jockeys.

THREE. THE MATERIAL AND THE METHODOLOGY OF THE STUDY

The study utilized the literature and descriptive model and the data for the study was collected through numeric and qualitative methods.

The study covered horse races during national Naadams, post spring seasonal competitions as well as anniversary and *danshig* (regional) naadams during the period of 2006-2009 and collected data and information from the selected for the study aimags including:

1. Horse racing during the naadam to celebrate the 86th anniversary of people's revolution
 - Suhbaatar aimag
 - Bayanhongor aimag
 - Tuv aimag
 - Uvurhangai aimag
 - Gobi-Altai aimag
 - Orhan aimag
2. Borjigin Hurd – 2007 naadam that held in Gobi-altai aimag

3. Report on a pilot survey of jockey children's health and labor safety clothing that covered the racing children participating in the "Avzaga Dunjingarav -2008" regional spring horse race
4. Report on a pilot survey of jockey children's health and labor safety clothing that covered the racing children participating in the "Ih Mandal -2008" regional spring horse race
5. Tsetsee Gun Horse Race data 2006
6. The Danshig Naadam report of the Western Regional Horse Racing that took place in Gobi-altai aimag in 2006.
7. The Gobi Shan-3 horse racing report which took place in Umnogobi aimag in 2007
8. Reports of monitoring, and observations of horse races 2006, 2008 and 2009 national naadams by the National Authority for Children

Four. FINDINGS OF THE STUDY

4.1. Current status of legal regulations on horse race, child jockeys' health and safety.

A legal provision on the health and safety of racing children exists in the Article 8.2. of the law on Mongolian national festival and states "children riding the race horses shall be over 7 years of age and shall be covered by accident insurance." Article 10.6 of the same law provides that enrollment in such insurance is a responsibility of racing couch participating in the naadam horse races.

The revised procedures of the national festival horse race provide the following protection of health, and safety of the racing children:

- No horse race at any aimag or soum level shall be organized during the period from the last month of fall till the 3d of the first month of spring
- Racing horses shall be rode by healthy children at least 7 years old and who have know how to ride and race horses
- Jockey children shall be covered by accident insurance
- The racing children shall be supplied by safe helmet, jacket, protection cups for knees and elbows as well as foot protection that fits the child's boots in the stir-ups of the saddle.

- No child shall be forced by race coach, parents or custodians to race a horse against the will of the child
- Racing horse registration shall be based on the presentation of the birth certificate of the racing child, the written consent of parents or a custodian and the accident insurance of the racing child
- In case a racing horse comes to finish without a racing child, the horse's position in the race shall be five positions lower and the reins shall be specifically fixed or tied to horse's mane or the saddle. A horse that raced without a racing child shall be excluded at the finish.

As for the valuation of the labor of racing children, the Article 9.2 of the same procedures ensure that 20 percent of the reward of horses winning the first five positions in a race shall be assigned to a racing child.

Per the Mongolian Deputy Prime Minister's decree #5 on the protection of safety of racing children dated January 14, 2005, all children racing from winter of 2005 shall be provided by special helmet, clothing and saddles that prevent from shake; and the responsibility to ensure regular application of these protective means shall lie with local governors of all levels and committees in charge of organization of national festivals.

Articles 7.6; 11.1.3; 11.2.1; 12.5; 12.7 of the law on protection of rights of children regulate the racing children's rights.

Article 7. Child rights that should be protected

6. It is prohibited for a citizen, business entity or an organization to force a child to work, or force to perform jobs that are dangerous to child's morale, health or life, to exploit the child's labor, to engage in unjust remuneration for the child's labor, to force them to beg and to unlawful use of their name for income generation (the section was amended by the law on May 22, 2003)

Article 11. Authorities of the citizen's representative hurals and the local governor with regard to the protection of child's rights

1. The aimag, the capital city, soum and district level citizen representatives hurals shall have the following authorities with regard to protection of child's rights on their respective territories:

3) To monitor the governor's activities with regard to enforcement of state policies and legal provisions on child rights protection;

2. The aimag, the capital city, soum and district governors shall have the following authorities with regard to protection of child's rights on their respective territories:

1) to take measures in order to ensure implementation of laws on protection of child rights and to support initiatives in this area;

Article 12. Responsibilities of parents, custodians and supporters

5) to prevent children from engaging in work that contains a threat to children's health, morale and life; (the provision was added by a law of May 22 2003)

7) to enroll children in health insurance and other insurances and preventative health measures stipulated by the laws;

8) to protect children's health, dignity and privacy; to respect their opinion and to maintain conditions that enable them to freely express their views; (this provision was amended by law of May 22, 2003)

4.1. Measures undertaken to improve health and safety of jockey children

In monitoring of the enforcement of the rules and regulations of the horse racing the organization of the racing is of a priority importance. The study looked at such organizational issues as registration, readiness of health services, the race start and the horse turning.

From the festivals covered by the study, the people's revolution anniversary festival had the well organized registration of horses during the days prior to the race and enable monitoring of the coverage of children's insurance and health status. Whereas the organizers of the *Avzaga-Dunjingarav* the spring regional competition, March 22-24, 2008 in Gurvanbulag soum of Bulgan aimag, carried out the registration only in the morning of races making it difficult to obtain some information and data on the racing children's age and status of their coverage by accident insurance and this was mentioned in the report.

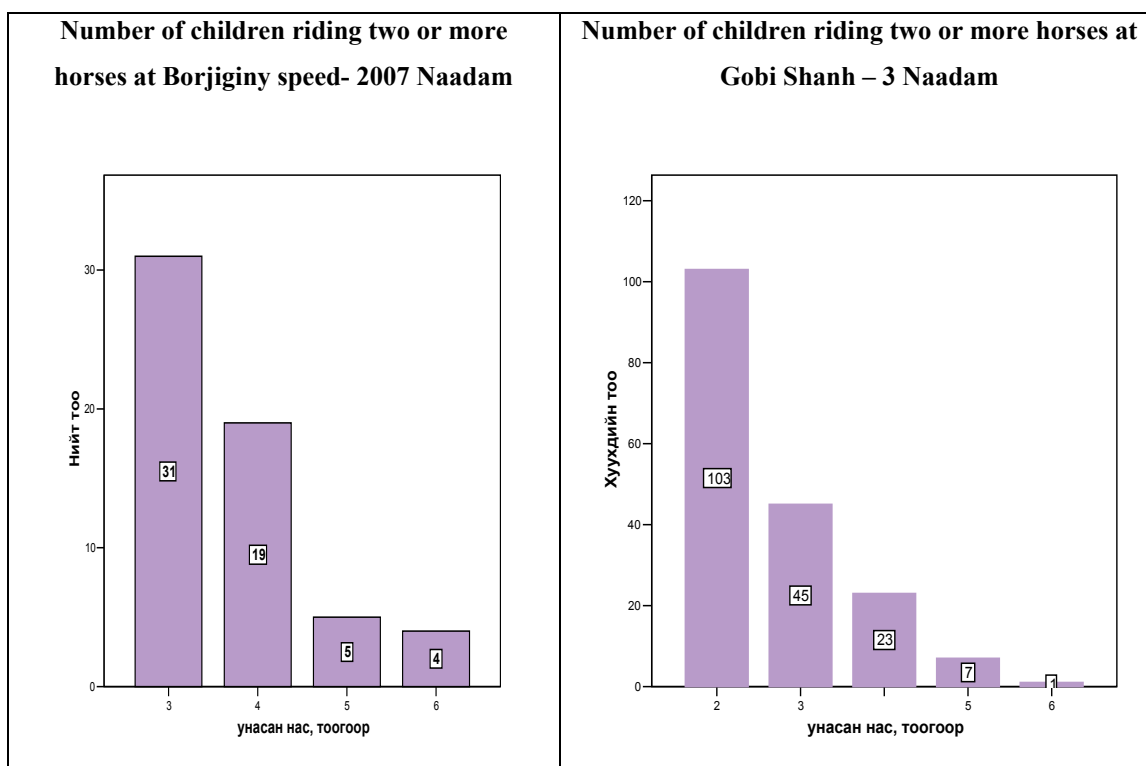
National level competitions such as *Avzaga-Dunjingarav*, "*Ih Mangal- 2008*", "*Borjiginy Speed – 2007* involved many visiting horse coaches from Ulaanbaatar and other aimags. Some of these visiting coaches claimed to leave behind the documentation of the children's accident insurance and the organizers took their words on insurance coverage during the registration, thus negatively affected the enforcement of the measures on children's safety.

The number of horses ridden by a child jockey in a single competition:

The number of horses ridden by a child jockey in a single competition is shown on the example of “*Borjiginy Speed – 2007*” and “*Gobi-Shanh – 3*”.

From 25.4percent to 81.0 percent of child jockeys rode two or more horses during these competitions pointing to the fact that it is common for a child jockey to ride two and more horses per a single competition.

Picture 1. The number of horses ridden by a child jockey at “*Borjiginy Speed – 2007*” and “*Gobi-Shanh – 3*” naadams



Source: Reports of “*Borjiginy Hurd – 2007*” and “*Gobi-Shanh – 3*” naadams

It is very important to closely monitor the child’s health and safety in cases when a child jockey races more than one horses in one day or during one competition. This was highlighted by an incidence when at a Lunar New Year race in Asgat soum of Suhbaatar aimag, February 6-8, 2006, a child jockey that has fallen during adult horse race and obtained a head injury was allowed without checking with medical doctors to ride in a 4-year old horse race as a result of which while racing the child has fainted

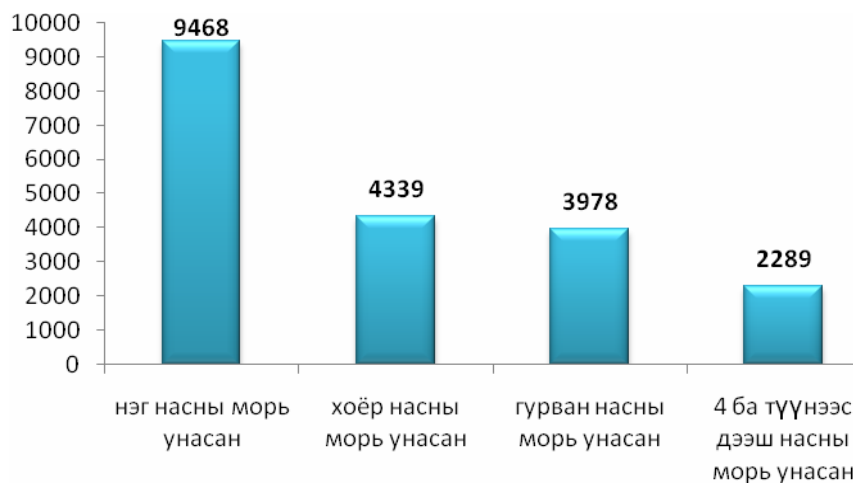
because of the prior head injury and has fallen again from the horse and lost his life. The complication of the head injury occurred because of the people’s unawareness that after a serious head injury there usually is a “concealment period” when there is no indication of damage to brain. In the latter case people unaware of such a concealment period allowed the child to race again without seeking medical assistance and this was the reason of the complication of the situation.

This incidence speaks potently in favor of a strict prohibition of racing of a child jockey after a fall from a horse.

The 2009 horse racing statistics at the National Authority for Children indicate that 47.2 percent of children rode one horse per a race while 11.4 percent rode four and more horses per a race and that in 2009 one child jockey in two rode two and more horses per a race.

Picture 2. Number of horses that a child jockey raced, 2009

(Source: 2009 Report of the National Authority for children)



The 2009 Naadam data show that it is common for child jockeys to race number of horses during a single competition. Thus of 20,074 child jockeys racing during the 2009 naadam horse races 52.7 percent raced two and more horses.

There are no regulations on racing more than one horse per a competition. This points to the need for a regulation that takes into account the child jockeys health and safety as well as the racing children’s age and experience.

4.2. Child jockeys’ age, sex and coverage by accident insurance

4.2.1. Child jockeys' age and sex

The regulations on the National Festival horse racing provide that racing horses could be raced by children over 7 years of age who are in good health and are skillful in horse racing. However, the reports and information on naadam indicate that this provision is not always followed.

For instance, the “Ih Manal – 2008” competition registration shows that all the child jockeys were 7 years old and elder but the second winner horse was ridden by a 5 year old child, of the two girl jockeys one was 6 years of age. This shows that the registration is rather pro forma and false age statements and false documentations are common. Of the 20074 child jockeys racing in 2009 naadam races 13,498 or 67.8 percent had their birth certificates, pointing to the weak oversight of the child jockeys age, and hence the non-enforcement of the rules and regulations.

The survey on the age when kids start racing horses found out that all respondents start at 5-8 years of age. In addition to the requirement on the minimum age of 7 years, the rule stipulates that the child jockey should be able to manage the racing horse. But it is unclear how to identify and certify the ability of a child to manage the racing horse. For children that are taking part in the competitions for the first time particularly there is no regulation or instruction on how to verify his or her ability to ride and race horses.

Over 90 percent of child jockeys are boys. Boys composed 95.1 percent of all child jockeys that raced in 2009.

The decision on racing two or more horses by a child jockey apparently depends on racing couch, age category of his horses, the number of years and experience of a child jockey. This facts were tested on the sample cases of “Gobi Shan-3” and “Borjigin Hurd- 2007” races.

Table 1. Average age and number of horses raced by children who raced two and more horses

Number of horses raced	Average age of child jockey	
	Gobi-Shang -3	Borjigin Hurd 2007
2	11.64	-
3	10.96	10.94
4	11.91	12.21

5	11.86	10.40
6	10.0	12.25
Average age of child jockey	11.5	11.4

The average age of child jockeys racing two and more horses per a competition is 11.4-11.5 and this is 1.7 years elder than the average age of all child jockeys. (p=0.032)

4.2.2. Coverage by accident insurance

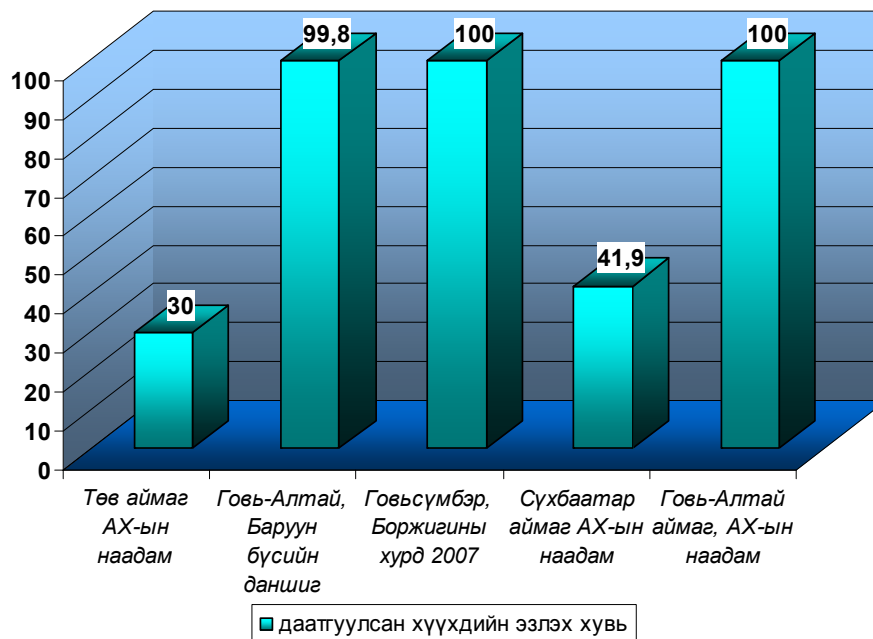
National festival (Naadam) horse race regulations require that child jockeys be enrolled in accident insurance and the insurance service providers avail themselves at the horse race sites in order to provide their services.

The coverage in accident insurance

The coverage of child jockeys by accident insurance depends on the level of organization of the competitions rather than the type of the competition as can be seen from the description below.

The status of coverage by accident insurance was studied based on sample of people's revolution anniversary naadams in 3 aimags, Western regional Danshig naadam, and Borjigin Speed-2007. All child jockeys taking part in Western regional Danshig naadam, Borjigin Hurd -2007 and Gobi-Altai people's revolution anniversary naadams were enrolled in insurance while only 30 percent of children racing in Tuv aimag and 41.9 percent of children racing in Suhbaatar aimag people's revolution anniversary naadams were enrolled in accident insurance showing an unsatisfactory level.

Picture 3. Coverage by accident insurance of child jockeys, on sample naadams



A child that died during 2007 people’s revolution anniversary naadam in Suhbaatar was not insured.

During some naadams and festival child jockeys are insured but a weak check on insurance enrollment papers points to the need to create a strong insurance oversight structure of competition organization.

The 2009 national horse race data of the National Authority for Children show that 48.2 percent of child jockeys were enrolled in accident insurance and in naadams in some aimags only very small percentage of children were insured while in some other aimags no insurance was provided at all. The 2009 Bulgan aimag people’s revolution anniversary naadam organizers have enrolled all child jockeys in accident insurance pointing to the dependence with the discretion of the naadam organizers.

Of all 20,074 children racing in 2009 in national and aimag horse races, 260 children have fallen from their horses and 56.8 percent of them encountered injuries of varying degrees. Only half of the injured children claimed compensation from their accident insurances showing an extremely unsatisfactory level of insurance coverage. All child jockeys from Ulaanbaatar 100 percent claimed their insurances whereas only 45.8 percent of child jockeys from local areas did the same.

The size of accident insurance

The size of the compensation should be sufficient to cover the common types of injuries for racing accidents and the consequent expenditures. It is common that currently the child jockey insurance amount range between 100-200 thousand TG with paid premium amounts ranging between TG 2,000-4,000. A few children's insured amount was TG 500,000. In cases of injuries, the insurance company compensates the expenditures according to the insurance agreement. The average insurance compensation ranged between 50,000-60,000 TG which is insufficient to cover the medical treatment and other related expenditures. It appears necessary to study further the types of injuries, the costs of the required treatments and related transportation and other costs in order to define the minimum size of insurance for child jockeys.

4.3. Supply and application of personal safety means by child jockeys as well as personal approaches and practices of child jockeys and racing couches on application of personal safety means

4.3.1. Clothing of child jockeys

The horse racing during national festivals and naadams regulations stipulates that child jockeys shall have safety helmet, jacket, protection for knees and elbows and stirrups that fit the children's boots in their saddles.

Fitting the climate conditions

The child jockeys' clothing should not only provide the safety but also should fit the climate conditions. The interviews with racing couches reveal that the child jockey clothing differs depending on the urban or rural origin of the children.

Box

Rural children usually wear dehl and felt boots. Urban children mostly wear jackets.

Bulgan aimag, Gurvanbulag soum, couch S.

Ulaanbaatar kids taking part in spring competitions usually put on *maahuur* hats, traditional dehls and felt boots and rural racing couches consider such clothing appropriate for spring horse races.

Box

Children in spring competitions mostly wear sheepskin dehl and felt boots. If it's not too cold children can wear cotton lined dehl. Dehls with long sleeves fit better, I think.

Bulgan aimag, Gurvanbulag soum, couch B.

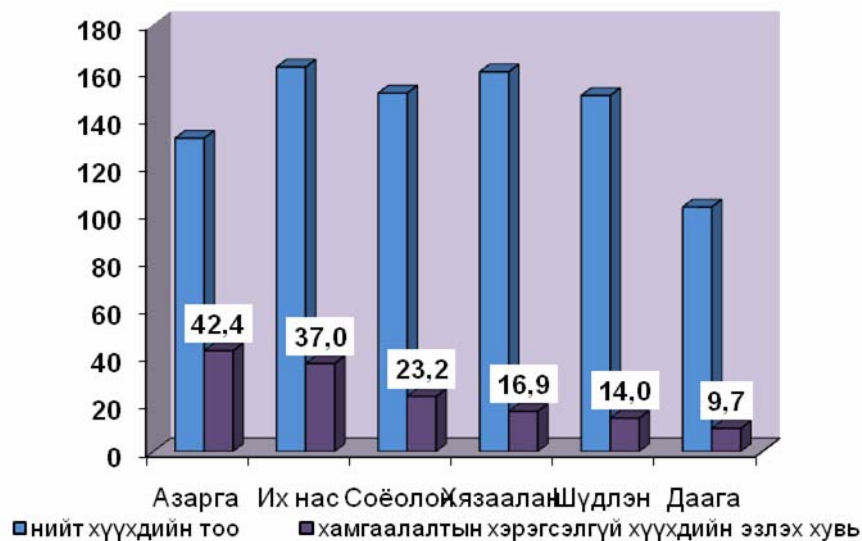
We consider that the clothing of child jockeys is influenced by racing teaming and organization of local competitions. For instance, most kids participating in “Avzaga-Dunjingarav-2008” competition wore uniform clothing while *Shandas* Group couch team had their children to wear special clothing with protection helmet and jackets that were ordered in Taiwan which proved a significant improvement in safety for child jockeys. Even during this competition, there were some kids wearing light clothing and shoes that were totally unfitting the cold climate conditions of the time. There were incidences when child jockeys were frozen to death, became permanently disabled because of frozen limbs which were registered in the 2006 report of the national forum of child jockeys. Hence there is a need a regulation also on the clothing that fit climate conditions of the season and time.

4.3.2. Application of personal safety means

The degree of application of personal safety means varies depending on the competition organization and requirements put forward child jockey safety by racing couches. For instance, of 858 child jockeys racing in the Borjiginy Hurd - 2007 competitions 209 or 24.3 percent didn’t apply any of the personal safety means at all.

The following picture shows the percentage of children that didn’t apply safety means in each of the horse age categories of the races

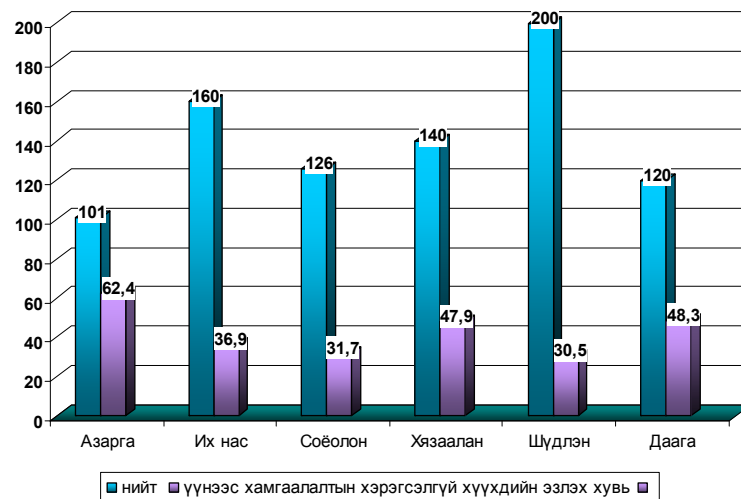
Picture 4. Application of personal safety means, by horse age categories, percent /Borjiginy Hurd -2007 naadam/



The application of personal safety means is better for younger age horse races such as 2, 3 and 4 year old horse competitions than among children racing other age category horses. In other words, every second child racing stallions, every third child racing adult horses does not apply means of protection points to the need for imposing of a more strict requirement on application of personal safety means for races of stallions and adult horses.

The picture below shows the number of children without protection means racing in the Western Regional Danshig Naadam in Gobi-Altai in 2006 among the total of 847 child jockeys.

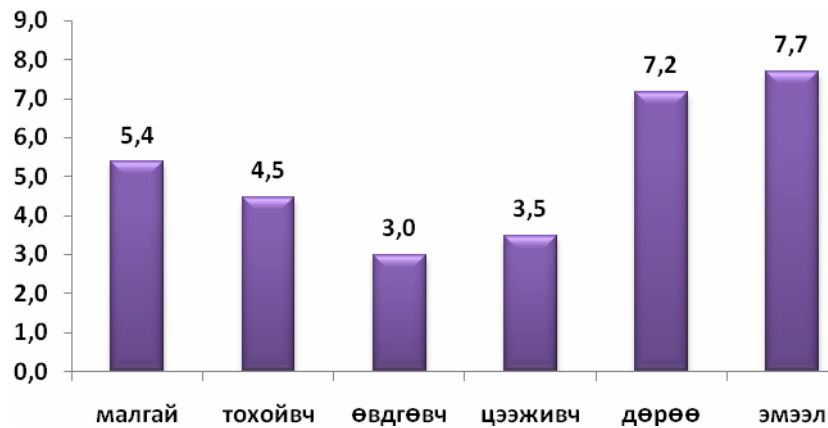
Picture 5. Non-application of personal safety means, by horse age categories, (Western Regional Danshig Naadam in Gobi-Altai, 2006)



Child jockeys racing 3 year old horses had the most application of the personal safety means (69.5 percent).

The 2008 National Festival organizers report states that over 50 percent of child jockeys didn't have saddles or stir-ups and over 80 percent didn't have protection helmets. In comparison the 2009 National Festival organizers report states an extremely unsatisfactory level of application of personal safety means at 3.0-7.7 percent. The enforcement and requirement of application of personal safety means is extremely weak as indicated by the non-increase in the number of children applying protection means.

Picture 6. Application of personal safety means by 2009 race jockeys, percent, by types of personal safety means



Interviews with child jockeys prove that they don't think that personal protection means cause any difficulties to them during the race and that they are rather inclined to wear personal protection means.

Box:

There is no hindrance at all in wearing of the protection helmet or jacket during a race.

Child jockey B., 10, who wore protection helmet and jacket

The fact that child jockeys do not consider cumbersome of wearing of protection means raises hopes that the conditions became ripe that the children would accept easily the standard racing clothing that ensure proper protection during races.

Box:

You get used to protection jacket once you make its wearing a habit. Racing in hat is also OK.

Child jockey Ch., 12

4.3.3. Application and saddles for child jockeys

The rules and regulations on the national festival horse race provide that child jockeys should be supplied with saddle stir-ups that fit children's boots. However, as provided in the reports of the reviewed competitions, there were incidences when in some competitions over 70 percent of child jockeys raced without saddles. These child jockeys racing without saddles vary by origin, aimag and age. It appears more common for Ulaanbaatar couches than race couches from rural areas to have their horses ridden without saddles. Most of child jockeys racing without saddles are 12-15 years old. For instance, in Avzaga-Dunjingarav competitions, most of the Ulaanbaatar couches had their

horses ridden without saddles while in Ih Manal-2008 competitions 90 percent of child jockeys racing without saddles were racing horses of Ulaanbaatar couches.

Recently more child jockeys ride on *shorhor* saddles but this varies apparently depending on the couch team and their origin.

Box:

Couches from Hishig-Undor soum of Bulgan aimag prefer younger child jockey racing with saddles while child jockeys over 10 years of age race mostly without saddles or on just a felt rug.

Couch S., from Bulgan aimag, Gurvanbulag soum

Although interviews with couches clearly indicate that they are aware that saddles are better for child jockey safety but nevertheless the incidences of racing without saddles are not decreasing.

Box:

When a saddle is fit properly and girth and chinchies are fixed properly the child jockey would almost never fall. In general, a child jockey much more likely to fall from a horse without saddles than from a saddle and get injuries.

Dundgobi aimag, Tevshin Gobi heating station, B.

In the “Avzaga-Dunjingarav-2008” competition most of the child jockeys from Arhangai, Uvurhangai and Bulgan raced on *Shonhor* saddles which are apparently widely practiced in this specific region and/or preferred by the couches from this region.

The 2008 national naadam reports mention that over half of racing horses were bareback. On the national scale only 7.7 percent of child jockeys racing in 2009 used proper saddles pointing to the non-enforcement of the 2005 government resolution number 199 on special stir-ups with protection that fit children’s boots.

4.4. Health of child jockeys and injuries they incur

4.4.1. Injuries incurred by child jockeys

Injuries incurred by child jockeys when they fall from racing horses depend on whether conditions, organization of the competitions, practices and behavior of couches and child jockeys themselves.

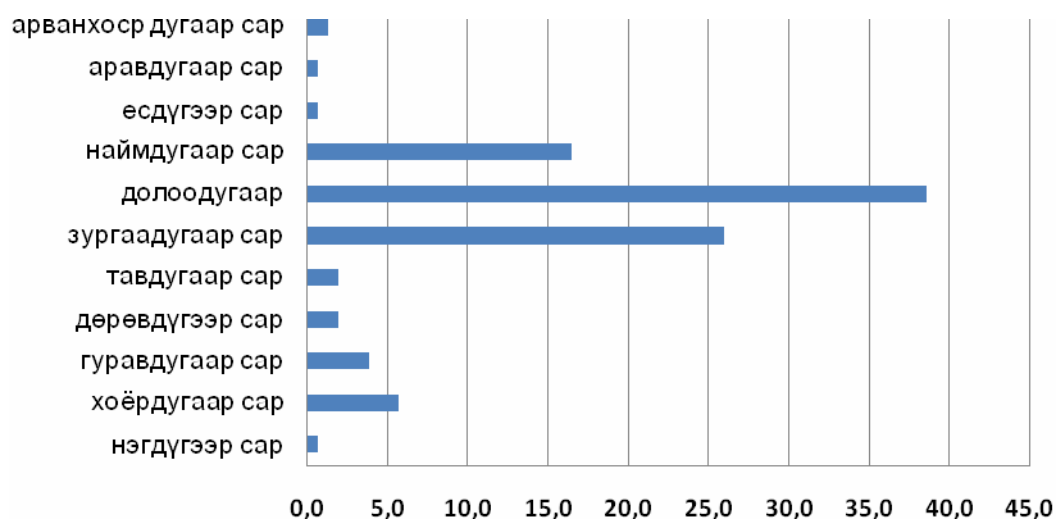
Of the two child jockeys falling from the horses during the Ih Manal-2008 stallion races one has fallen at the turning at the start. Eight child jockeys had their cheeks and hands frozen during the *Tsetsee gunii Hurd* races in February 2006 because of the cold weather. Besides the races, the child jockeys obtain injuries during training prior to races

and again do not usually attend medical care and hence these incidences remain unregistered.

There were incidences when child jockeys incur injuries of falling from horses during the days right before the races. [26]

Most of the child jockeys obtain injuries during the summer months during both the competition as well as training prior competitions as can be seen from the chart below.

Picture 7. Months when injuries were obtained by patients attending to the Traumatological Clinical Hospital in August 2009, percent



A child jockey that has fallen from a horse during the adult horse race of the Avzaga-Dunjingarav – 2008 competitions did not attend medical care and didn't register in the naadam reports as the child was picked up by private car other than the official accompanying medical service vehicle. It was impossible to identify whether the child incurred injuries. The incidence points to the possibility that accidents and injuries do not always register despite the official accompanying services during the races.

In all of the races covered by the study there were 101 incidences of child jockeys falling from horses registered of which 40 reported injuries and two child jockeys died because of trauma in their scalp.

Of child patients attending to the Traumatological Clinical Hospital in August 2009, 32.9 percent were from Ulaanbaatar and 67.1 percent were from other areas. 94.3 percent of these children obtained injuries while falling, 3 children were dragged by the horses, 2 children were injured because of the horses stepping on them and one child was injured because of colliding while racing with a vehicle.

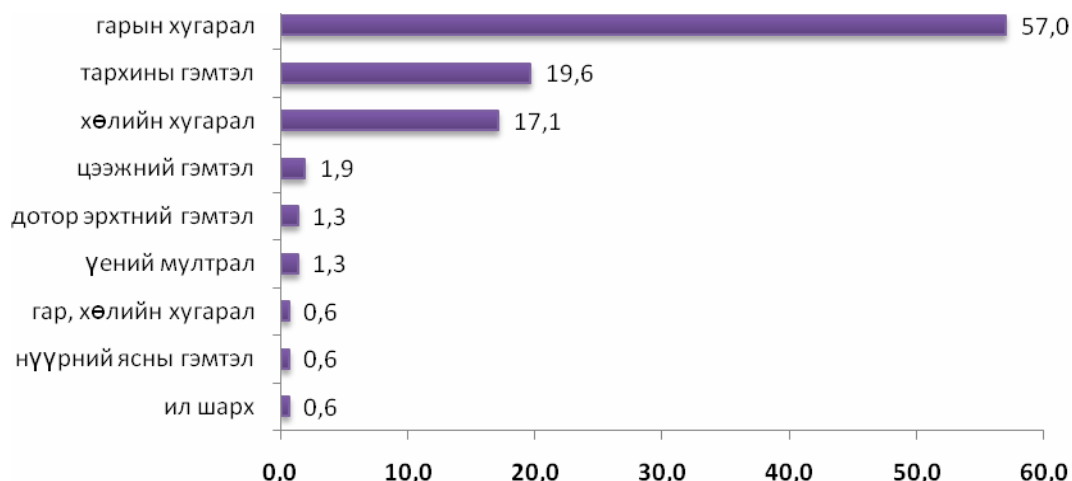
A look at the types of injuries incurred by child jockeys reveals that traumas of scalp, broken bones of arms as well as injuries of soft tissues are common. A significant share of children maintained cuts caused by falling on sharp edges of various sorts. The reports do not identify the sources of these cuts. It appears important to study and identify the sources and factors that cause these cuts and incorporate means of preventions from cuts in the protection clothing for child jockeys.

Of the 158 children that have fallen from horses treated in August of 2008 at the Ulaanbaatar Traumatological Clinical Hospital 85.4 percent were boys with an average age of 11.5 (with a standard deviation of 3.445). The average period after which these children came to hospital for treatment was 19.5 days while only in 24 cases or 15.2 percent registered the same day attendance to the hospital and 28 cases or 17.7 percent registered one day after the incidence. Half of these children were hospitalized within 5 days after the injuries.

Five kids or 3.2 percent obtained medical treatment after 6 months after their injuries. This attendance to hospital was for removal of bone fixation, a surgery to replace dead soft tissues or bones remaining from late or no treatment, correction surgery of bones with crooked healing.

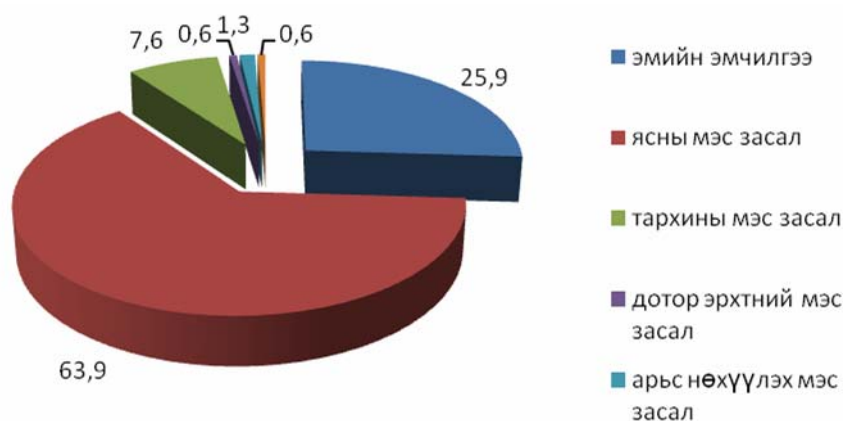
These facts and conditions show that the festival information and data usually always underreport or report incompletely or incorrectly the incidences of accidents and injuries of child jockeys with a tendency to soften or lighten the complicated cases. The August 2009 information from Ulaanbaatar Traumatological Clinical Hospital reveals the lengthy treatments that child jockeys undergo or their disabilities and other complications arising from accidents that they encounter during horse races.

Picture 8. Physiological traumas of child jockeys treated in August 2009 at the Ulaanbaatar Traumatological Clinical Hospital, percent



From among the many types of injuries, the child jockeys encounter most frequently broken arms, scalp injury, broken leg, the first being the most predominant injury. Three in four child jockeys have had surgeries of which 12 children or 7.6 percent have had brain surgery. One child has had a limb removal caused by the late medical treatment.

Picture 9. Types of medical treatment incurred by child jockeys, percent



These types of treatment of 158 children at Traumatological Clinical Hospital testify of the seriousness of injuries incurred by child jockeys.

The incidence of mortality from among the child jockeys

While number of reports at the national forum of child jockeys mentioned that there are many incidences that injuries incurred during horse race lead to child jockeys disabilities, they also mentioned of a few incidences of injury incurred mortality among them.

Information about the competitions studied reported of two incidences when child jockeys died because of serious injuries in head incurred during races. The closer look at the conditions of these two cases reveal that two factors influences the mortality of the cases were that the safety measures were insufficient, and that health education of couches, parents and people were really poor. Some forms of skull traumas cause a fainting for a short while after which the person gains consciousness which often mislead the people giving an impressions of relatively light condition and prevent them from obtaining relevant medical assistance, resulting in mortality.

In one of the two mortality incidences a child jockey who obtained a head injury during a race of adult horses was without checking with doctors allowed to race 4-year old horses during which the head injury developed complication and child fainted dying in the end.

This incidence speaks for a serious information, education and counseling to the couch, jockey, parents and relatives of potential complications and consequences of head injuries, as well as for a need of a strict regulation requiring regular medical check up of child jockeys racing more than one horse and prohibiting next racing in case of falling from a horse without any regard of indication of consequences.

Child jockey injuries are left without registration when no medical check-up was done, or registration is incomplete due to the poor organization of the competitions as well as a tendency of the race commission members to underreport are not only factors that make the complete registration of accidents and injuries difficult but also prevent from filing proper background and justification for appropriate measures to reduce these incidences. On the other hand, there has never been a criminal case filed in relation to a fatal incidence of child jockey or a criminal investigation initiated. The lack of such actions complicates the context of obtaining sufficient lessons and information on child jockey safety.

Health of child jockeys

In order to study the health situation of child jockeys and provide safety for them, the study team entered into a agreement with parents of 40 boys racing in the Western Regional Danshig “Altai Calf” naadam in Hovd aimag in 2008 and provided medial check-ups for child jockeys before and after a race. This check up involved examinations by a physician, a surgeon, a dentist and an ophthalmologist as well as ultrasound, cardiology and general blood tests. The check ups revealed that 18 or 45 percent of

children had some type of illness. The age of all children and of those with illnesses are shown in the chart below.

Chart 2. The age of all children and of those with illnesses

	All children	Of which those with illnesses
Number of children	40	18
Average age (standard deviation)	12.63 (1.719)	12.67 (1.495)
Elderst	15	15
Yongest	9	10

Of the 18 children with illnesses four or 22.2 percent had two illnesses diagnosed. The illnesses are shown in the Chart below.

Chart 3. Illnesses revealed

	Number of children diagnosed with Illnesses	Average age	Youngest	Eldest
Tonsillitis	9	12,56	10	15
Teeth Carries	6	11,7	10	14
Kidney inflammation	5	13,2	12	14
Gall inflammation	2	12,5	12	13
One disease diagnosed	14	-	-	-
Two diseases diagnosed	4	-	-	-

Child jockeys showed tonsillitis, teeth carries and inflammations of kidneys and galls of which kidney inflammation can be regarded as connected with their occupation as jockeys. When average age of specific diseases is taken into account, kidney inflammation occurs relatively at an elder ages (13.2) which might be speaking of relation to many years of horse racing and points to the need to research of the potential connection.

IN order to study further occupational connections there is a need of comparing of child jockeys illnesses with regular children that do not race, interview child jockey parents and custodians in order to obtain more detailed history information of their

diseases. The after race check-up did not reveal any differences with the conditions before the race.

CONCLUSIONS:

1. Enforcement of the rules and regulations on horse racing depends on the discretion of the horse race organizers and the organizational measures taken.
2. The poor safety and health monitoring of child jockeys racing more than one horse per a competition, there are incidences when children's health and safety suffer seriously.
3. Underage children frequently register as already achieved 7 years of age points to a need of improvement of quality of the registration, check-ups of required documentation as well as regular advocacy activities in order to influence the approaches and behavior of members of horse racing commissions and couches.
4. Some competitions have as low as 30 percent of child jockeys enrolled in accident insurance including even the kid who died without having an insurance pointing to the poor organization of the races.
5. Accident insurance amount is not sufficient to cover the treatment and related costs for most frequent injuries.
6. Bareback racing by child jockeys is not declining making it necessary to adopt saddle standards and their mandatory application.
7. Ulaanbaatar couches more frequently allow child jockeys to race bareback than couches from rural areas.
8. The current structure does not allow registration of each cases of falling from horses and this is revealed by the cases when child jockeys are not able to obtain medical assistance.
9. Poor health education of couches and parents of child jockeys and this prevents timely examination and treatment of the children and further cause disability and mortality among children who developed unnecessary health complications.
10. There is a common lack of objective and detailed information and data on accidents of child jockeys and their causes and factors, as well as on health of child jockeys which complicates the process of development of standards for healthy and safety clothing and tools and means for child jockey.

11. There is a need for more in-depth studies of incidences of frequent tonsillitis and kidney inflammations among child jockeys and whether the later age occurrence of kidney inflammation is related to the occupational hazard of child jockeys and for a development of potential preventative approaches.
12. The absence of a standard on child jockey clothing and tools and means that fit the weather and safety requirements causing threat to health and safety of child jockeys.
13. All children apply very insufficiently means of personal safety, least applied by child jockeys racing stallions.
14. The quality of information and data on horse racing is extremely poor, particular with regard to health and safety of child jockeys.

RECOMMENDATIONS:

1. Strengthen horse racing rules and regulations with regard to health and safety of child jockeys
2. Strengthen the nation-wide enforcement of rules and regulations with strict guidelines on documentation and improved registration form for child jockeys in order to terminate racing of children younger than 7 years of age and to mandatory enrollment in accident insurance.
3. Amend the rules and regulations for the national level festival horse races and include an additional provision that enhances the application of the requirements on health and safety of child jockeys to any competition of all levels so that children are enrolled in accident insurance, wear protection helmet, jacket, special gear for elbows and knees, and are equipped with a saddle with special stir-ups that fit the child boots
4. To set up a minimum amount of life insurance for child jockeys
5. Identify whether child jockeys deliberately fall from the horses in order to allow the horse to race freely and to forward its position at the finish of the race, and incorporate in the rules a special provision that deals with the situation
6. Develop criteria on health of child jockeys and set up types of health examination and tests that should be done prior to the race
7. Enforce application of safety and protection means and tools in both the race as well as trainings prior to the race

8. Study further the causes and types of injuries and trauma incurred by child jockeys with regard to relevant factors (child age, experience, horse age, protection and safety gears, clothing, weather, cause and factors of injuries, etc.)
9. Develop and practice a template for reporting on a race that includes safety and health of child jockeys and improve the quality of the reporting and set up a database of relevant data and information
10. Create a provision requiring medical examination and registration in each case of fall from the horse
11. Incorporate a new requirement prohibiting second race in the same competition for a child jockey in case of the fall from the horse
12. Train child jockeys as well as couches and their parents and relatives on potential injuries and emergency aid in cases of injuries and disseminate such information for the wider community.

PRIORITY ACTIONS FOR THE FUTURE:

1. Pilot comparative suitability of various safety gears and means
2. As it's important to follow the medical ethics in medical studies, the study methodology should be reviewed and authorized by ethical committee of medical professionals
3. Purchase and translate the European horse race standards
4. Adapt the European standards and develop a new standards on the personal safety gears and measures
5. Manufacture the newly developed standards on the personal safety gears and measures and pilot on a case of soum or national level horse race
6. Assess the impact and outcomes of this intervention
7. Review the piloted standards and adopt its corrected and revised version

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**ANNEX 1. PROPOSAL
ON THE DRAFT STANDARDS FOR
PERSONAL SAFETY CLOTHING AND GEARS**

Personal safety means for Child jockeys shall be of the following types:

1. Head protection means – helmet
2. Body protection means – jacket, raincoat and protective cotton pants
3. Foot and ankle protection means – protective boots
4. Protective gloves -
5. Saddle
6. Other additional clothing and means – gears for elbows and knees, hair band, body band, belt, etc.

In case the study proves that long years of horse racing causes disorders of the kidney, then a body band shall be included into the above set of personal safety tools. Such a study needs to be conducted in the immediate future.

Any competition shall mandatorily require application of all the above mentioned personal safety gear in particular the helmet, jacket, and protective boots. Other means such as rain coat, gloves, special pants etc shall be required depending on the specific weather conditions and the season.

General requirements to the personal safety gear

- Personal safety clothing and gear shall be worn completely and properly
- Personal safety clothing and gear shall fit the child size
- The completeness and quality of personal safety clothing and gear shall be checked regularly. These means shall be replaced as recommended by the manufacturer or other relevant parties if and when torn, worn out or lost their quality.

1. Requirements for a helmet

Picture...

Европын стандартад нийцсэн каска буюу дуулган малгайнууд **Helmets according to the European standard**



- Should be light, and made of sufficiently strong material to protect from external injuries
- Helmet shall always have a tie
- The tie should have buckles or buttons in order to adjust to the size
- The internal lining of the helmet should be soft material that absorbs perspiration
- Helmet can have a cap like shield
- Helmet also can have ventilation holes on the part of the back neck

2. Requirements for a jacket

Picture 2.

A jacket according to the European standard



- A jacket should be made of light and soft material and be able to protect the trunk of the body, i.e. collar bone, shoulders and internal organs from injuries and chatter.
- The jacket should be adjustable to the size of the child or to the thickness of clothing and have adjusting ropes as well as a front zipper.

3. Requirements for the child jockey pants

Picture 3.

Pants according to the European standards



- Made of half synthetic or cotton material
- Should be stretchable following the body movements
- The lower part should be narrow and allow fitting in the boots.
- The inner and back parts of the pants should be lined with soft material in order to protect child legs, buttocks, thighs and lower back from friction with and chafe by the saddle parts.

4. Requirements for the rain coat

- Child jockeys shall wear rain coats in rainy day competitions during spring and summer in order to protect from getting wet and soaking.
- The rain coat should be free from clatter, waterproof and made of light material.

5. Requirements for the jacket

- In order to protect children from freezing during competitions in spring, children should be required to wear thick and warm but light jackets.
- The jackets should be made of wind proof material and lined with soft material that absorbs perspiration
- The jackets also should be lined with sufficiently thick cotton warming to protect from cold and frost.

6. Requirements for the boots

- Boots should be sufficiently high
- The heels should be lower than 2.5 sm
- The boots material can be leather or rubber.
- The top section of boots can have girth to tighten or loosen but safe to prevent from movement restrictions and hooking with parts of saddle.
- The boots shall have a lining and the inner sole should be made of felt.
- For racing in spring the socks inside the boots could be have a cotton lining or be made of felt..

7. Requirements for the gloves

Picture 4.

Gloves according to European standards



- Gloves should have sections for each finger.
- Gloves should be made of light but warm material.
- The material of gloves can be leather, cotton, fleece or wool.

8. Requirements for the saddle

The design of saddle should be developed based on a study of relevant standards.

- Assess the safety of the currently used *Shonhor* saddles from the perspectives using the following criteria:
 - Possibility of adjusting to the height and age of kids;
 - Equipment with girth etc. that protects kids from falling
 - Stir-ups that fit the child's boots and protect from hooking to allow dragging in case of a fall
 -