

TARGETED HEAT ILLNESS PREVENTION CAMPAIGN

2010 REPORT TO THE LEGISLATURE



DEPARTMENT OF
INDUSTRIAL
RELATIONS

DIVISION OF
OCCUPATIONAL
SAFETY & HEALTH

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INTRODUCTION AND PURPOSE

For fiscal year 2009-10, the Department of Industrial Relations', Division of Occupational Safety and Health (DOSH) requested and the California Legislature provided funding for a targeted outreach campaign to reduce the incidence of heat illness in the California workplace.

The Legislature included a provision in the 2009 Budget Act calling for this report that reads:

“Of the amount appropriated in this item, \$1,530,000 shall be used to conduct a targeted outreach campaign to reduce the incidence of heat-related illness in the California workplace. Funds shall be focused on direct outreach to workers identified by the Department of Industrial Relations as most at risk of suffering from heat-related illness and their employers, in order to educate them on how best to prevent heat-related illness and to better inform them of their rights and responsibilities under the law. None of these funds shall be expended on television air time, and no more than 50 percent of these funds may be expended on the purchase of radio air time. Any media utilized in this outreach campaign shall reference a toll-free hotline number to file a complaint or to receive information about employee and employer rights and responsibilities regarding safety and health. The department shall track the amount and cost or any radio air time purchased, number of calls, actions taken, and outcomes achieved and report to the Legislature by April 1, 2010, with the intent that the data collected will better inform the design of future outreach.”

This report provides an overview of the targeted heat illness prevention outreach campaign that has been developed and is currently being implemented. The information available at this time detailing how the funds will be expended to accomplish the goals is substantial, but does not include detailed performance numbers as the majority of the outreach implementation does not occur until the coming heat season, between May and September, 2010.

BACKGROUND

Occupational heat illness is a serious condition that can also be fatal. Heat-induced occupational illnesses, injuries, and reduced productivity can occur with excessive exposure to a hot work environment. Heat-induced disorders include transient heat fatigue, heat rash, fainting, heat cramps, heat exhaustion, and heat stroke.

In July 2005, there were twelve reported heat-related deaths due to a significant heat wave which prompted the promulgation of emergency heat regulations that took effect August 22, 2005.

The permanent regulations, which became effective July 27, 2006, require training for all employees and supervisors about heat illness prevention. This training includes providing enough fresh water so that each employee can drink 1 quart per hour and encouraging them to do so; providing access to shade for at least 5 minutes of rest when an employee believes he or she needs a preventative recovery period and not waiting until the employee feels sick to seek shade; and developing and implementing written procedures for complying with the Cal/OSHA Heat Illness Prevention Standard.

The emergency heat regulations signed in 2005 have significantly reduced the number of heat-related deaths in the workplace. In 2005, there were 12 deaths out of 25 heat-related illness cases. In 2006, there were 8 deaths out of 38 heat-related illness cases. In 2007, there was 1 death out of 17 heat-related illness cases. In 2008, there were 6 confirmed occupational heat-related deaths out of 49 heat-related illness cases. In 2009, there was only 1 death out of 41 heat-related illness cases and one potential heat-related illness case pending final determination.

TARGETED HEAT ILLNESS PREVENTION CAMPAIGN

Purpose

The Department of Industrial Relations (DIR) was established to improve working conditions for California's wage earners and to advance opportunities for profitable employment in California. DIR and its Division of Occupational Safety and Health, better known as Cal/OSHA, falls within the California Labor & Workforce Development Agency. DIR has developed and implemented a targeted heat illness prevention campaign as directed by the 2009 Budget Act to be funded by a one time augmentation of \$1.53 million.

Objective

Educate non-English speaking, at-risk population and their employers on how best to prevent heat-related illness, as well as to inform them of their rights and responsibilities under the law. Utilize and improve the California Worker Information Hotline in order to effectively respond to callers. The campaign will include an analysis of the hotline, including possibly arranging for live operators on the hotline, providing messages in multiple languages, and other changes as deemed necessary to improve communication with the public. The campaign will also leverage current outreach activities, to include a "train the trainer" outreach campaign directed to governmental agencies, community groups, advocate groups, and others that provide information and resources to the targets identified below.

Markets

The campaign is targeting markets statewide, with an emphasis on inland, desert, Central Valley, and agricultural areas in coastal regions.

Target

Primary target: Working adults 18 and older, non-English speaking, primarily immigrants, annual household income of less than \$50,000, with low-paying jobs at outdoor worksites. Secondary target: Working minors, ages 12 – 17 years old, including migrant workers. Tertiary target: Employers and front-line supervisors of outdoor workers. Targeted languages include but are not limited to: Spanish, Hmong, Punjabi, Mixteco, and Trique.

Also “train the trainer” targets will include other state agencies, community based organizations, advocate groups, etc. that have contact and provide resources to the above targets.

Targeted Campaign Implementation

DIR and Cal/OSHA have contracted and partnered with the Labor Occupational Health Program within the University of California, Berkley (UC Berkeley), to develop and implement the targeted heat illness prevention campaign. Under the contract, the value not to exceed \$1.44 million, UC Berkeley will develop and implement a comprehensive outreach campaign designed to best reach the target audiences identified; evaluate and track benchmarks for the occupational heat illness prevention campaign; provide analytical expertise, creative expertise, and guidance for all aspects of the campaign; negotiate all media placement; plan creative design for all media, negotiate all aspects of other deliverables and its dissemination; provide budgets and timelines for campaigns, along with qualitative and quantitative data; manage creative development, production, media placement, and staff, including subcontractors and vendors.

Goals and Objectives

Under the master contract developed to implement the targeted heat illness prevention program for the 2010 heat season, five (5) specific goals were developed to be used both for guidance of the project and as performance measurements. They are:

GOAL 1: Improve access to water, shade, breaks, and training at the worksite, as required by the heat illness prevention standard.

GOAL 2: Promote adoption of heat illness prevention measures by non-English speaking outdoor workers (especially in agriculture, construction, and landscaping).

GOAL 3: Increase visibility of the Division of Occupational Safety and Health as an agency responsive to workers’ needs.

GOAL 4: Involve community-based organizations, government agencies, and others who serve as good access points for the target worker populations in heat prevention activities.

GOAL 5: Improve DIR’s access to hard-to-reach populations, and provide recommendations and lessons learned about working with these groups that can be implemented in the future by DIR.

Summary of Deliverables

Below is a summary of the contracted deliverables and projected quantities where appropriate as detailed within the agreement with UC Berkeley in order to achieve the above stated project goals.

Deliverable	Projected Quantity	Completion Date or Percent Completed
Radio Campaign Radio spots (:30 and/or :60) in 5 languages (5 total) (English, Spanish, Hmong, Mixteco, and Punjabi) and three radio plays in all languages	Total of 15 radio spots and 15 plays	70% complete. Needs assessment findings are being worked into draft scripts. Media buy negotiations under way.
Outdoor Media Campaign Advertising billboards/ads (English/Spanish) and posters (Spanish, Hmong, Mixteco, Punjabi, and English)	Billboard and outdoor advertising quantities (e.g., public transit ads) to be determined based on developed priorities. 50,000 posters	70% complete. Concepts complete. Finalizing headlines; photo shoot scheduled for week of April 12, 2010.
Branded Give-away items Branded bandanas and/or other items	30,000	50% complete. Needs assessment complete. Currently pricing options and design.
Public Relations plan with recommendations for how to pitch the story and use campaign messages in obtaining earned media.		To be developed in April/May 2010
Analysis of worker hotline and messages	Revised messages in five languages	100% complete.
Training kit for employers in agriculture, construction, and landscape	2,000 copies of agriculture guide 1,000 each of construction and landscape guides	Being revised and will be printed in April 2010.
DVD with training guide	10,000 copies	DVD script is final; filming scheduled for April 2010.
Fact sheets: -worker fact sheet -worker fact sheet for filing complaints	150,000 50,000	90% complete. Illustrations and content completed; into final design.

<p>Webinars -focused on practical solutions for employers and members of the Heat Illness Prevention Network -train-the-trainer for organizations that can reach workers -for DOSH staff on improving capacity to respond to non-English speaking workers</p>	<p>1 webinar 1 – 2 webinars 1 – 2 (webinar or seminar)</p>	<p>50% complete Have plan; working on detailed agenda; implementation in May 2010.</p>
<p>Cal/OSHA Health fair booth With interactive games and activities</p>	<p>N/A</p>	<p>50% complete Currently in design.</p>
<p>Outreach: -dissemination plan for reaching organizations that can educate workers -e-alert network for the agency to use -youth focus through ESL curriculum and Safe Jobs for Youth month campaign</p>	<p>N/A</p>	<p>60% complete. Compiling database. -Are including activity in Safe Jobs for Youth month resource kit to be released in late April 2010 (for teachers and youth employment trainers to use in classrooms).</p>
<p>Evaluation report that includes reports on process and outcomes measures, as well as lesson learned and recommendations for ongoing efforts.</p>	<p>Status report in April and June 2010 Final report in September 2010</p>	<p>Have met several times with evaluator who is developing draft evaluation tools and methods -- will go through Human Subjects approval at UCLA.</p>

Detail of Specific Program Deliverables

Hotline Analysis / Improvement

Thorough analysis of the current worker information hotline is required, including hotline structure, message content, and reports. Improvement of the hotline for effective communication with the public may include:

- Improved message content
 - Translation to additional languages
 - Crafting of messages for ease of access
- Tracking / reporting improvement on hotline
 - Geographic specific
 - Message specific
- Improved public access / ease of use

Print materials

Targeted to functionally literate English-limited populations, such as:

- Pictorial posters and handouts depicting heat illness symptoms and prevention methods (“Rogelio’s Story”) in multiple languages;
- Update and translate to other languages existing materials (e.g., heat illness prevention pocket guide); and
- Comic book or coloring books – to complement “Radio Theatre” CDs, below.

Audio/digital materials

Targeted to illiterate English-limited populations:

- “Radio Theatre” Audio Compact Discs – fashioned on radio plays and popular soap operas that are regularly viewed by the targeted audience and their families, the CDs will depict staged situations to illustrate and educate the public on heat illness prevention, emergency response, identifying signs and symptoms, as well as worker rights and employer responsibilities. The CDs will have multiple distribution methods, including at outreach events, to community partners for their distribution, to radio stations as public service announcements (PSAs), to community based organizations as part of a complete training packet, etc. Will include multiple mentions of the worker information hotline.
- Targeted to community groups and others that provide information and resources to primary and secondary targets.
- DVD for use in Employment Development Department offices, consulates, community based organizations, with public waiting areas. To be fashioned as a novella / soap opera idea and will feature actors in various work situations, highlighting the importance of preventative methods for working in times of high heat. Can be prepared with a training guide for use by employers, group meetings, etc.
- DVD for advocate groups on how to accurately file a complaint with Cal/OSHA.
- Produce video segments of all applicable content for DIR’s “Youtube” channel and other online tools.

Train the Trainer / Partner Communications

A comprehensive outreach plan targeted to governmental agencies, community groups, advocate groups, and other entities (hereafter referred to as “partners”) that have contact with and provide resources to the primary and secondary targets. The plan may include:

- Distribution of CDs, DVDs, and print materials to partners for their dissemination to outdoor workers and their families in conjunction with orientation materials.
- Webinar sessions for detailed “train the trainer” seminars on topics including how to file a complaint with Cal/OSHA, resources for outdoor workers, consultative assistance, etc.

- Webinar sessions for Heat Illness Prevention Network – on heat illness prevention topics, including emergency plans, training methods, etc.
- In-house sessions to train DOSH personnel on effective customer service, outreach and media relations for heat illness prevention topics including how to receive complaints from non-English speaking individuals

Media Mix: Those which will most effectively provide direct outreach and educate the target audience – no television and no more than 50% in radio. The budget should be efficiently allocated to effectively meet the campaign objectives, utilizing a media campaign in conjunction with a direct outreach campaign to complement and expand current outreach efforts. All costs associated with this objective are to be met by the allocated budget. Emphasis will be placed on media placement, rather than planning/production costs. Complete campaign metrics / measurements and methodologies will be detailed.

Campaign Outcome Evaluation

At the conclusion of the targeted heat illness prevention campaign, an analysis of the numbers of hotline calls will be conducted comparing a comparable three month period. Logs of calls will be analyzed for the three month period starting when the campaign begins comparing it to the same period last year. Call volume, the nature of the calls, and the outcome will be analyzed.

Additional performance measures will be the total number of targeted individual and employer contacts that were made during the outreach and educational aspects of the campaign.

Funds Accountability

Of the \$1.53 million budget augmentation, \$1.44 million was encumbered by the contract to include any staffing and subcontracts awarded to UC Berkeley. The unencumbered remaining \$90,000 shall be used by the Department of Industrial Relations to purchase collateral advertising, marketing, promotional and training materials, to produce and conduct webinars, and to use within the campaign as later identified unforeseen needs may arise.

In accordance with the Budget Act, none of the funds have, or will be used for any television air time, and less than 50% of the funds will be expended for the purchase of radio air time.