

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(79) 470 final

Brussels, 11th September 1979

THIRD PROGRESS REPORT
OF THE ADVISORY COMMITTEE ON SAFETY,
HYGIENE AND HEALTH PROTECTION AT WORK
(PERIOD : 1978)

COM(79) 470 final

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0. INTRODUCTION

Article 3 of the Council Decision of 27 June 1974 on the setting up of an Advisory Committee on Safety, Hygiene and Health Protection at Work provides that 'the Committee shall produce an annual report on its activities' and 'the Commission shall forward that report to the European Parliament, the Council, the Economic and Social Committee and the Consultative Committee of the European Coal and Steel Community'.

The third progress report was compiled by the Secretariat and approved by the Committee on 10 May 1979.

1. MEMBERSHIP OF THE COMMITTEE, WORKING PARTIES AND RESTRICTED GROUP

10. COMMITTEE

Since the members' terms of office ended on May 1978, the Council, after allowing quite a long time for the nomination of candidates by the Member States, appointed the full and alternate members for a second three-year period by its Decision 78/1014/EEC of 23 November 1978* (OJ L 349 of 13 December 1978).

The new membership is shown in Annex 1, Pages 21 and 22. The changes made are shown in the following table:

Country	New members FULL		New members ALTERNATE		Total
	Completely new	Ex-alternates	Completely new	Ex-full members	
BE	0	1	2	0	3
DK	1	1	1	1	4
DE	1	0	2	0	3
FR	0	0	3	0	3
IR	0	0	1	0	1
IT	3	0	5	0	8
LU	3	0	0	0	3
NL	1	0	0	0	1
UK	1	0	2	0	3
Totals	10	2	16	1	29
	12 (22% of 54)		17 (31% of 54)		

(*) Terms of office ending on 22 November 1981.

11. WORKING PARTIES

In accordance with Article 16, Paragraph 5 of its Rules of Procedure, the Committee renewed the membership of the three working parties at its meeting on 20 December 1978.

Working Party III became tripartite (it was formerly a joint committee) and a second Vice-chairman (Mr Schuster - government member) was appointed.

The existing Chairmen and Vice-chairmen of the three working parties were reappointed.

This ensured a fair distribution of these offices between government, workers' and employers' representatives (as provided for in Article 15, Paragraph 2, of the Rules of Procedure of the Committee).

Since work on the membership of the three working parties was not quite completed on 20 December 1978 (see Annex 2, Pages 24, 25 and 26), it was continued by written procedure.

12. RESTRICTED GROUP

At its meeting of 20 December 1978, the Committee fixed the membership of the Restricted Group: Chairmen and Vice-Chairmen of the three Working Parties (See Annex 2, Pages 24, 25 and 26) as in the past.

2. STRUCTURE AND OPERATION

20. After forming the Restricted Group provisionally in 1977, the Committee not only decided to retain it but also entrusted it with more preparatory work in 1978 which meant that the number of its meetings doubled.

21. In order to adapt its structure to the Community action programme (see Point 41, Page 10), the Committee extended the terms of reference of its three working parties, giving them the following titles:

- WP I 'Technical Preventive Measures and Regulations Relating to Health and Safety at Work'
- WP II 'Statistics and Research'
- WP III 'Role of Both Sides of Industry, Problems of Training and Information'

In giving Working Party I a wider title and adding statistics to the terms of reference of Working Party II and training and information to those of Working Party III, the Committee distributed the whole contents of the action programme among the three existing working parties, thus obviating the need to create new working parties.

22. Since the agendas of Committee and working party meetings were always very full and the Secretariat was not able to arrange more frequent meetings, the Committee requested the Restricted Group to study ways of improving the Committee's functioning.

23. In this connection the Committee invited representatives of the European Trade Union Federation and the European Employers' Liaison Committee to all its meetings to assist these two organizations in their European coordination work.

In order to improve coordination and decision-making within the Committee, preparatory meetings of the workers' and employers' groups started in 1978 before each Committee meeting and several working party meetings, with the assistance of the Committee secretariat; they lasted between two hours and one day depending on the volume and importance of the items on the agenda of the meeting concerned.

24. For the purpose of liaison and cooperation with the European Foundation for the Improvement of Living and Working Conditions, the Committee invited an observer from this organization to attend its meetings.
25. Attendance at Committee, Restricted Group and the preparatory meetings mentioned under Point 23 continued to be very high throughout 1978; it was, on the whole, good for the working parties.
26. The Committee requested the Restricted Group to examine whether it was possible and advisable to have substitutes for working party members.

3. MEETINGS

30. In 1978 fifteen MEETINGS were held as follows:

- Committee	2 meetings:	18, 19 and 20 April 18, 19 and 20 December
- Working Party I	5 meetings:	15 and 16 February 23 and 24 May 4 and 5 July 18 and 19 September 16 and 17 October
- Working Party II	3 meetings:	22 and 23 March 2 October 18 October
- Working Party III	1 meeting:	7 June
- Restricted Group	4 meetings:	23 February 6 June 3 October 19 December

Total 15 meetings in 1978

31. FIGURES ON THE NUMBER OF MEETINGS AND THE NUMBER OF DAYS DEVOTED TO MEETINGS over four years

<u>Number of meetings</u>	<u>1978</u>	<u>1977</u>	<u>1976</u>	<u>1975</u> (6 months)
- Committee	2	2	2	1
- Working Party I	5	4	2	1
- Working Party II	3	0	1	1
- Working Party III	1	2	0	1
- Restricted Group	4	2	1	0
Total	15	10	6	4
<u>Number of days devoted to meetings</u>	<u>1978</u>	<u>1977</u>	<u>1976</u>	<u>1975</u> (6 months)
- Committee	6	5	5	2
- Working Party I	10	6	2	1
- Working Party II	4	0	1	1
- Working Party III	1	4	0	1
- Restricted Group	4	3	1	0
Total	25	18	9	5

The number of meetings was 50% up on 1977 but was still lower than the needs expressed by the Committee.

4. ACTIVITIES OF THE COMMITTEE

40. GENERAL MATTERS

In relation to past years, the volume and scope of the Committee's activities increased considerably in 1978, as shown by :

- a 50% increase in the number of meetings and days devoted to meetings (see point 31);
- the increased number of opinions issued or in preparation;
- and the search for basic information for its work.

This very positive situation does not alter the fact that the Committee always has more work than it can handle. The subjects and documents laid before the Committee by Commission departments or by the Committee itself have increased greatly; there are the directives on 'technical barriers' and the first work under the action programme mentioned under Point 41.

Thus the Committee has had to cope with the difficulties brought by overloaded agendas, the importance and volume of documents to be examined and the preparation of opinions on what is often complex subject matter.

The Committee, which refuses to rush its work in a way that would undermine its effectiveness, but wishes its authority to be respected, is aware of these problems and has requested the Restricted Group to study ways of improving its functioning.

The resolutions adopted by the Committee, given in point 44 and Annex 4, should also be interpreted in this light.

41. COUNCIL RESOLUTION OF 29 JUNE 1978 ON AN ACTION OF THE EUROPEAN COMMUNITIES PROGRAMME ON SAFETY AND HEALTH AT WORK (OJ C165 - 11 July 1978)

410. The Committee was kept informed of the progress of this programme within the Council.

The Council resolution covered the whole action programme as proposed by the Commission with particular emphasis on a series of actions (fourteen points) for the period up to the end of 1982 (See Annex 3).

411. The Committee generally approved of the Council Resolution. They considered that, although it was slightly restrictive, it did express the political will to undertake a series of important activities.
412. The Committee drew attention to the fact that DG V/F in Luxembourg had to have additional staff to implement the programme and to run the Committee secretariat (see the resolutions in Annex 4).
413. As regards the actual implementation of the programme, the Committee requested the Commission to provide it with
- an annual plan of work with a corresponding timetable of meetings;
 - a progress report on this plan of work at each plenary meeting.

42. COMMITTEE OPINIONS REQUESTED BY THE COMMISSION

420. Opinions completed

4200. The Committee gave its opinion on

- three proposals for Council directives on
 - . machine tools and similar machines for the working of metals, wood, paper and other materials (OJ C23 of 27 January 1978)
 - . hand-held power-driven portable grinding machines (OJ C23 of 27 January 1978)
 - . amendment of Directive 73/173/EEC on the classification, packaging and labelling of dangerous preparations (solvents) (OJ C25 of 31 January 1978)
- a draft directive on the control of certain industrial activities with regard to accident hazards
- a pilot study (and the action to be taken on it) entitled 'Carcinogenic potential of fibrous materials: synthesis of the data now available'.

4201. These five opinions have the following characteristics:

- some (2, 3 and 5) are relatively short, while others (1 and 3) are longer and quite detailed
- two (2 and 5) were adopted unanimously (with slight reservations) and two others (1 and 4) unanimously as regards most points and by a majority on some points: one opinion (2) was accepted entirely by majority vote.

421. Opinions in preparation

4210. The Committee noted the content of:

- four draft Council directives on
 - . safety requirements for tower cranes for building work
 - . rollover protection structures for certain constructional plant (ROPS)
 - . falling objects, protection structures for certain constructional plant equipment (FOPS)
 - . limitation of dangerous chemical, physical and biological agents at work (framework directive)
- two pilot studies entitled:
 - . analysis of occupational risks in the construction industry
 - . determination of the type and extent of hazard presented by the production, utilization, handling and stocking of flammable goods.

It also requested Working Party I to prepare draft opinions on the draft directive and Working Party II on the studies.

4211. In reply to the Commission's question about the best method of taking action to restrict pollution of the working environment, the Committee supported the proposal that a framework directive should first be submitted to the Council and

completed later by specific directives for the most important pollutants; this would be done in 1979.

43. OPINIONS ON THE COMMITTEE'S OWN INITIATIVE

430. Opinions completed

4300. After examining the report entitled 'Thoughts about Risk', the Committee unanimously adopted an opinion proposing that the Commission should organize and sponsor a symposium on occupational risks to health and safety in March 1980.

4301. When it was informed of the Commission's intention to undertake work on asbestos, the Committee proposed to prepare an opinion on the matter but because there were differences in ideas on many points, it was only possible to produce a series of indications (of various types: formal and unanimous - with certain reservations or comments proposing measures or limits and questions for future Commission action on asbestos. The Committee will resume its discussions when the Commission submits concrete proposals to it.

431. Opinions in preparation

4310. During examination of a draft opinion prepared by Working Party III on the setting up of a Community instrument on prevention bodies involving both sides of industry, the Committee encountered complete disagreement between the worker members and employer members on two essential points in particular, the choice of instrument (directive or recommendation) and the size of undertaking where a safety committee was to be compulsory; it sent the draft opinion back to Working Party III for a new attempt to reconcile the different points of view.

4311. As it was often consulted on directives on 'technical barriers', the Committee requested Working Party I to prepare an opinion on

- reference wherever possible to standards (drawn up by institutions other than the European Communities) and
 - the choice between total and optional harmonization;
- directives of this type often involve these two points.

44. RESOLUTIONS ADOPTED BY THE COMMITTEE

440. The Committee unanimously approved two resolutions (see Annex 4, Pages 40 and 41), one on 20 April 1978 and the other on 20 December 1978 addressed to the Commission and
- expressing support for approval and then implementation of the action programme of the European Communities on safety and health at work;
 - asking for additional staff to implement this programme and improve the functioning of the Committee's secretariat.

441. When the Committee's second progress report was approved on 20 April 1978, the workers' representatives adopted a declaration with the same intention as the two resolutions quoted (see Annex 4, Page 42).

The worker members declared (on 20 December 1978) in the presence of the Vice-President of the Commission, who was chairing the Committee, that their protests should be heard outside the Committee and that the Commission should shoulder its responsibilities and make it possible to implement the programme properly.

45. VARIOUS REQUESTS MADE OF THE COMMISSION

450. All the requests made by the Committee in 1978 involving various forms of participation by the Commission (documents, studies, information are shown in the table under Point 451. Many requests involve follow-up to opinions issued or preparations for opinions to be issued.

Work on these requests has had to be carried over to 1979 and 1980.

Summary of the requests

Field	Subject of the request	See point(s) ...of this report
<p>A. Action programme</p> <ul style="list-style-type: none"> . instruments . publications . events to be done 	<ul style="list-style-type: none"> - Framework directive on dangerous 'agents' (pollutants) - Followed by specific directives - Directive on information for workers exposed to hazard caused by dangerous machines, equipment and products - Community instruments on prevention bodies involving both sides of industry - Guidance notes (the first dealing with lead) - Introduction to toxicology - Symposium on occupational risks to health and safety - Plan of work for 1979 	<p>4211</p> <p>(4221</p> <p>(4301</p> <p>(continuation of 4211)</p> <p>4310</p> <p>(Council Resolution)</p> <p>continuation of 4212</p> <p>4300</p> <p>413</p>
<p>B. Committee</p> <ul style="list-style-type: none"> . functioning . rules of procedure 	<ul style="list-style-type: none"> - Improvement of functioning - Regular progress reports - Possibility of having substitutes for working party members 	<p>22</p> <p>413</p> <p>26</p>

<p>C. Documents and studies (as a basis for activities on</p>	<ul style="list-style-type: none"> - Value and legal basis of Community instruments and related procedures - Limit values for exposure and measurement methods - Total or optional harmonization - Reference to standards - Job profile of persons responsible for safety in the undertaking - Risk differences between 'blue asbestos' and other types of fibre - Classification of fibres by degree of danger 	<ul style="list-style-type: none"> { (continuation of various activities) { (continuation of 4211) 4311 4311 { (Council Resolution 4301 4200
<p>D. Staff</p>	<ul style="list-style-type: none"> - More staff for implementing the programme - More staff for the secretariat 	<ul style="list-style-type: none"> { 412 and 44

46. VARIOUS ACTIVITIES

460. Information

The Committee was informed of activities or projects by Commission departments concerned with

- carcinogens (in general)
- the organization (November 1978) of a seminar on allergic respiratory diseases in agriculture
- night work (shift work).

It was also informed of safety studies being carried out or planned by the European Foundation for the Improvement of Living and Working Conditions.

461. Documentation

Committee members had received the following documents as background material:

- a research directory with European index (INRS)
- a summary of the directives on technical barriers
- the report on a workshop on occupational health services
- 'occupational hygiene standards'
- ISO Standards Nos 3164, 3184, 3449 and 3471
- 'working conditions - 1975 (Eurostat).

5. ACTIVITIES OF THE WORKING PARTIES

Almost all the Committee's activities were prepared by or came from the Working Parties as shown below:

50. WORKING PARTY I

- prepared an opinion
 - on the directives on
 - 'machine tools'(see 4200)
 - 'portable grinding machines'(see 4200)
 - 'solvents'(see 4200)
 - 'industrial activities and accident hazards'(see 4200)
 - 'pollutants'(see 4211)
 - on the symposium on
 - 'occupational risks'(see 4300)
 - on asbestos
 - (see 4301)
- was the author of requests to the Commission on
 - the 'introduction to toxicology' (see 451A)
 - the value and legal basis of Community instruments (see 451C)
 - exposure limits and measurement methods (see 451C)
 - the choice between total and optional harmonization (see 451C)
 - reference to standards (see 451C)
 - the job profile of persons responsible for safety in the undertaking (see 451C)

51. WORKING PARTY II

- prepared an opinion on
 - . the studies on the 'carcinogenic potential of fibrous materials: synthesis of the data now available' (see 4200)
 - 'analysis of occupational risks in the construction industry' (see 4210)
 - 'determination of the type and extent of hazard presented by the production, utilization, handling and stocking of flammable goods' (see 4210)
- was the author of requests to the Commission on
 - . risk differences between blue asbestos and other types (see 451C)
 - . the classification of fibres by degree of danger (see 451C)
 - . provision of the research directory with European index (see 461)
- continued its preparatory work on an inventory for the promotion and coordination of national research.

52. WORKING PARTY III

- prepared an opinion on
 - . prevention bodies involving both sides of industry (see 4310)
- was the author of a request to the Commission for the preparation of
 - . a directive on information for workers (see 451A)
 - . guidance notes (see 451A)

53. OVERALL SITUATION

Working Party I, which has very broad terms of reference, did the greater part of the preparatory work. The pressure of work felt by the Committee (see 40) applies all the more to this Working Party. At the end of 1978 it was certain that this would continue into 1979 and might even get worse.

Working party II had the problem of 'clarifying' research; it was looking for practical ways of doing effective work.

Working Party III was hampered in its work by differences of opinion between workers and employers on the matters under consideration (see 4310), which went beyond the choice of a quantity or technical process and were matters of policy.

6. ACTIVITIES OF THE RESTRICTED GROUP

60. The Restricted Group, provisionally created in 1977, not only continued but also increased its activities considerably. By acting in many cases as an 'aid' and an 'adviser' to the Committee, Chair and Committee secretariat, it proved its usefulness beyond all doubt. The Committee reappointed the Group in its present form at the end of 1978 after appointing members for the second term of office of the Committee and Working Parties.

61. The Restricted Group

- was informed: - about all the Commission's activities in occupational health and safety
- followed: - the activities of the three Working Parties closely
- prepared: - the Committee's two plenary meetings
- a procedure to make it easier to reappoint the Working Parties (see 11)
- the wider terms of reference of the Working Parties in order to adapt them to the content of the action programme (see 21)
- began examining:
 - ways of improving the functioning, of the Committee (see 22) the problem of substitutes and additional experts at working party meetings (see 26)
- was the author of requests to the Commission for:
 - drawing up a work timetable for 1979 (see 413)
 - drawing up regular progress reports (see 413)
 - the distribution of the information and documentation mentioned under Point 46.

7. SECRETARIAT

7. In 1978 the secretariat consisted of

- 2 A grade officials (secretary and assistant secretary to the Committee)
- 2 C grade officials (typing, records, documentation and dispatching) i.e. one more than in 1977.

8. CONCLUSIONS

80. In 1978 the Committee prepared and adopted a large number of opinions of various types and did more work in spite of very real operating difficulties.

81. Nonetheless, the Committee had two major reasons for dissatisfaction (to a greater extent than in 1977):

- according to its terms of reference, the Committee is to produce more opinions without more staff in its secretariat; in addition to the directives on technical barriers (DG III) there were a number of new activities under the action programme (DG V) in 1978;
- the Committee is taking more initiatives but wants the Commission to do more work, in particular on the preparation of information and discussion documents, to support the activities planned in the action programme.

Because of the problems connected with running the secretariat adequately and dealing with certain matters, it is difficult

- to increase the number of meetings in order to enable the Committee to express itself validly (on projects which are important and often lengthy and complex) in a shorter time;
- for Commission departments to meet the Committee's requests adequately and within a relatively short time.

Drawing up a work timetable for the implementation of the action programme would be affected by these factors and the Commission should bear this in mind when fixing priorities for Community action.

COUNCIL DECISION

of 23 November 1978

appointing the members and alternate members of the Advisory Committee on Safety, Hygiene and Health Protection at Work

(78/1014/EEC)

THE COUNCIL OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Economic Community,

Having regard to the Council Decision of 27 June 1974 on the setting up of an Advisory Committee on Safety, Hygiene and Health Protection at Work (1), and in particular Article 4 thereof,

Having regard to the list of candidates submitted by each of the Governments of the Member States,

Whereas by its Decision of 5 May 1975 the Council appointed the members and alternate members of the Advisory Committee on Safety, Hygiene and Health Protection at Work for the period 5 May 1975 to 4 May 1978;

Whereas the members and alternate members of the Advisory Committee should be appointed for the period 23 November 1978 to 22 November 1981,

HAS DECIDED AS FOLLOWS:

Sole Article

The following are hereby appointed as members and alternate members of the Advisory Committee on Safety, Hygiene and Health Protection at Work for the period 23 November 1978 to 22 November 1981:

A. GOVERNMENT REPRESENTATIVES

	<i>Member</i>	<i>Alternate</i>	<i>Member</i>	<i>Alternate</i>
Belgium:	Mr Bens	Mr Paque	Mr Denonne	Mr Grégoire
Denmark:	Mr Saxild	Mr Toft	Mrs Jensen	Mr Blou
Germany:	Mr Kliesch	Mr Opfermann	Dr Wagner	Dr Wolff
France:	Mrs Lamirand	Mr Babusiaux	Mr Coursault-Durand	Mr Belhote
Ireland:	Mr Kennedy	Mr Morrison	Mr Cashell	Dr Murphy
Italy:	Dr Fredella	Dr Franciosi	Dr Fiore	Dr Poti
Luxembourg:	Mr Schuster	Mr Mousel	Mr Noesen	Mr Demuth
Netherlands:	Mr Tinga	Mr Rikmenspoel	Dr Wink	Mrs Rooyakkers-Beemster
United Kingdom:	Mr Martin	Mrs Barger	Dr Neild	Dr Blackadder

(1) OJ No L 185, 9. 7. 1974, p. 15.

B. TRADE UNION REPRESENTATIVES

	<i>Member</i>	<i>Alternate</i>	<i>Member</i>	<i>Alternate</i>
Belgium:	Mr Thyre	Mr Keenes	Mr Silon	Mr Colle
Denmark:	Mr Drewsen	Mr Nielsen	Mrs Christensen	Mr Elikofer
Germany:	Mr Konstanty	Mr Kienappel	Mr Partikel	Mr Gärtner
France:	Mr Atlan	Mr Rouxel	Mr Guillon	Mr Diaz
Ireland:	Mr Cassells	Mr O'Halloran	Mr Daly	Mr Keating
Italy:	Mr Stanzani	Mr Leli	Mr Luciani	Mrs Gloria
Luxembourg:	Mr Rech	Mr Dunkel	Mr Sabus	Mr Klein
Netherlands:	Mr De Bruin	Mr Van Tol	Mr Hogenes	Mr Schmitz
United Kingdom:	Mr Jacques	Mr Hamilton	Mr Lloyd	Mr Parry

C. REPRESENTATIVES OF EMPLOYERS' ORGANIZATIONS

	<i>Member</i>	<i>Alternate</i>	<i>Member</i>	<i>Alternate</i>
Belgium:	Mr Van Gaever	Mr Cloquet	Mr Cordy	Mr Leonard
Denmark:	Mr Holm	Mr Rasmussen	Mr Nygaard	Mr Linius
Germany:	Mr Meyer	Mr Winckler	Mr Müller	Mr Von Hassell
France:	Mr Cave	Mr Frederic-Moreau	Mr Tassin	Mr Delage
Ireland:	Mr Rice	Mr Doherty	Mr Clarke	Mr Cassidy
Italy:	Dr Garlanda	Mr Palladino	Dr Bussetti	Dr Ghiselli
Luxembourg:	Mr Rauchs	Mr Berweiler	Mr Olinger	Mr Beffort
Netherlands:	Mr Den Boer	Mrs De Quant	Mrs De Meester	Mr Kortten
United Kingdom:	Mr Amis	Mr Petrie	Mr Cobb	Mr Dewsbury

Done at Brussels, 23 November 1978.

For the Council

The President

J. ERTL

MEDLEMNER
MITGLIEDER
MEMBERS
MEMBRES
MEMBRI
LEDEN

- A = Repraesentanter for regeringen
Regierungsvertreter
Representatives of the Government
Représentants du gouvernement
Rappresentanti del governo
Vertegenwoordigers van de Regering
- B = Repraesentanter for arbejdsstagerne faglige organisationer
Vertreter der Arbeitnehmerorganisationen
Representatives of trade unions
Représentants des organisations syndicales de travailleurs
Rappresentanti delle organizzazioni sindacali dei lavoratori
Vertegenwoordigers van de organisaties van werknemers
- C = Repraesentanter for arbejdsgivernes faglige organisationer
Vertreter der Arbeitgeberorganisationen
Representatives of employers' organizations
Représentants des organisations syndicales d'employeurs
Rappresentanti delle organizzazioni sindacali dei datori di lavoro
Vertegenwoordigers van de organisaties van werkgevers

Arbejdsgruppen I
Groupe de travail I

Arbeitsgruppe I
Gruppo di lavoro I

Working Party I
Werkgroep I

- tekniske og forskriftsmæssige aspekter i forbindelse med forebyggelse og beskyttelse
 Technische Aspekte und Vorschriften der Unfallverhütung und des Gesundheitsschutzes
 Technical protective measures and regulations relating to health and safety at work
 Aspects techniques et réglementaires de la prévention et de la protection
 Aspetti tecnici e normativi della prevenzione e della protezione
 Technische en reglementaire aspecten van de ongevalpreventie en gezondheidsbescherming

	A	B	C
Belgique België	BENS	SILON x)	CORDY
Danmark	SAXILD	ELIKOFER	NYGAARD
Bundesrepublik Deutschland	HORNEFFER	PARTIKEL	
France	JANIN	LEVY	CAVE
Ireland		DALY	CLARKE xx)
Italia	FIGLIORE xx)	STANZANI	GARLANDA
Luxembourg	SCHUSTER	SABUS	OLINGER
Nederland	RIKMENSPOEL	SCHMITZ	DEN BOER
United Kingdom	WOODCOCK		COBB

x) Président

xx) Vice-président

Arbejdsgruppe II
Groupe de travail II

Arbeitsgruppe II
Gruppo di lavoro II

Working Party II
Werkgroep II

Statistik og forskning
Statistik und Forschung
Statistics and research
Statistiques et recherches
Statistiche e ricerche
Statistiek en onderzoek

	A	B	C
Belgique België			CORDY
Danmark		DREWSEN	NYGAARD
Bundesrepublik Deutschland	HAGENKÖTTER	KIENAPPEL	
France	DARMON	GUILLON xx)	FREDERIC-MOREAU
Ireland		O' HALLORAN	
Italia	FREDELLA		
Luxembourg	DEMUTH	KLEIN	RAUCHS
Nederland		VAN TOL	DEN BOER x)
United Kingdom	NEILD xx)		

x) Président
xx) Vice-président

Arbejdsgruppe III
Groupe de travail III

Arbeitsgruppe III
Gruppo di lavoro III

Working Party III
Werkgroep III

Arbejdsmarkedets parters rolle, problemer i forbindelse med uddannelse og information
Rolle der Sozialpartner, Ausbildungs- und Informationsprobleme
Role of both sides of industry, problems of training and information
Rôle des partenaires sociaux, problèmes de formation et d'information
Ruolo delle parti sociali, problemi di formazione e d'informazione
Rol van de sociale partners, opleiding en voorlichting

	A	B	C
Belgique België		KENNES	VAN GAEVER
Danmark		ELIKOFER	HOLM
Bundesrepublik Deutschland		KONSTANTY	
France		CHAVROT	TASSIN xx)
Ireland		CASSELLS x)	RICE
Italia		LUCIANI	
Luxembourg	SCHUSTER xx)	RECH	MARGUE
Nederland		DE BRUIN	DE MEESTER
United Kingdom	MUNNS		DEWSBURY

x) Président

xx) Vice-président

11. 7. 78

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I

(Information)

COUNCIL

COUNCIL RESOLUTION

of 29 June 1978

on an action programme of the European Communities on safety and health at work

THE COUNCIL OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaties establishing the European Communities,

Having regard to the draft resolution submitted by the Commission,

Having regard to the opinion of the European Parliament ⁽¹⁾,

Having regard to the opinion of the Economic and Social Committee ⁽²⁾,

Whereas the Council resolution of 21 January 1974 concerning a social action programme ⁽³⁾ provides for the establishment of an action programme on safety and health at work;

Whereas, under Article 2 of the Treaty establishing the European Economic Community, the Community shall have among its tasks, by establishing a common market and progressively approximating the economic policies of Member States, that of promoting throughout the Community a harmonious development of economic activities, a continuous and balanced expansion and an accelerated raising of the standard of living;

Whereas at the Conference held in Paris in October 1972 the Heads of State or of Government affirmed

⁽¹⁾ Opinion delivered on 12 June 1978 (not yet published in the Official Journal).

⁽²⁾ Opinion delivered on 21 June 1978 (not yet published in the Official Journal).

⁽³⁾ OJ No C 13, 12. 2. 1974, p. 1.

that the first aim of economic expansion, which is not an end in itself, should be to enable disparities in living conditions to be reduced and that it should result in an improvement in the quality of life as well as in standards of living;

Whereas moreover, in Article 117 of the said Treaty, the Member States agree upon the need to promote improved working conditions and an improved standard of living for workers, so as to make possible their harmonization while the improvement is being maintained;

Whereas prevention of occupational accidents and diseases and also occupational hygiene fall within the fields and objectives referred to in Article 118 of the said Treaty; whereas in this context collaboration should be strengthened between the Member States and the Commission and between the Member States themselves;

Whereas suitable health protection for the public and effective prevention of accidents at work and occupational diseases would meet these general objectives;

Whereas in spite of sustained efforts the continuing high level of accidents at work and of occupational diseases remains a serious problem;

Whereas efforts made in the field of accident prevention and health protection at the work place have beneficial effects which are reflected in the economic sphere and in industrial relations;

Whereas a considerable effort is needed at Community level to search for and implement

suitable means for maintaining or creating a working environment tailored to the needs of man and his legitimate aspirations;

Whereas both the effectiveness of the measures and their cost should be taken into account in the choice of action at Community level to be undertaken and of the measures to be taken to implement it;

Whereas the improvement of working conditions and the working environment must be envisaged in overall terms and must concern all sectors of the economy;

Whereas the actions should be implemented in accordance with the provisions of the Treaties, including those of Article 235 of the Treaty establishing the European Economic Community;

Whereas it is essential also to encourage the increasing participation of management and labour in the decisions and initiatives in the field of safety, hygiene and health protection at work at all levels, particularly at the level of the undertaking;

Whereas the Advisory Committee on Safety, Hygiene and Health Protection at Work, set up by Council Decision 74/325/EEC of 27 June 1974⁽¹⁾, must be closely associated with this work;

Whereas the European Foundation for the Improvement of Living and Working Conditions and the European Centre for the Development of Vocational Training may have a role to play in the implementation of certain aspects of the programme;

Whereas, in implementing the actions, account must be taken of work undertaken in other fields, notably in the context of the Council resolution of 17 December 1973 on industrial policy⁽²⁾ and of the Declaration of the Council of the European Communities and of the representatives of the Governments of the Member States meeting in the Council of 22 November 1973 on the programme of action of the European Communities on the environment⁽³⁾, in order to ensure the closest possible coordination of actions and proposals;

Whereas, in order to carry out the actions, it is important to ensure that concepts, terminology and also methods of identification, measurement and assessment relating to safety and health risks are harmonized; whereas such a task is of major importance in the context of these actions;

⁽¹⁾ OJ No L 185, 9. 7. 1974, p. 15.

⁽²⁾ OJ No C 117, 31. 12. 1973, p. 1.

⁽³⁾ OJ No C 112, 20. 12. 1973, p. 1.

Notes the action programme from the Commission annexed hereto and approves its general objective, which is to increase protection of workers against occupational risks of all kinds by improving the means and conditions of work, knowledge and human attitudes;

Expresses the political will to take, in keeping with the urgency of the matter and bearing in mind what is feasible at national and Community level, the measures required so that between now and the end of 1982 the following actions in particular can be undertaken:

Accident and disease aetiology connected with work — Research

1. Establish, in collaboration with the Statistical Office of the European Communities, a common statistical methodology in order to assess with sufficient accuracy the frequency, gravity and causes of accidents at work, and also the mortality, sickness and absenteeism rates in the case of diseases connected with work.
2. Promote the exchange of knowledge, establish the conditions for close cooperation between research institutes and identify the subjects for research to be worked on jointly.

Protection against dangerous substances

3. Standardize the terminology and concepts relating to exposure limits for toxic substances.

Harmonize the exposure limits for a certain number of substances, taking into account the exposure limits already in existence.
4. Develop a preventive and protective action for substances recognized as being carcinogenic, by fixing exposure limits, sampling requirements and measuring methods, and satisfactory conditions of hygiene at the work place, and by specifying prohibitions where necessary.
5. Establish, for certain specific toxic substances such as asbestos, arsenic, cadmium, lead and chlorinated solvents, exposure limits, limit values for human biological indicators, sampling requirements and measuring methods, and satisfactory conditions of hygiene at the work place.

6. Establish a common methodology for the assessment of the health risks connected with the physical, chemical and biological agents present at the work place, in particular by research into criteria of harmfulness and by determining the reference values from which to obtain exposure limits.

7. Establish information notices on the risks relating to and handbooks on the handling of a certain number of dangerous substances such as pesticides, herbicides, carcinogenic substances, asbestos, arsenic, lead, mercury, cadmium and chlorinated solvents.

Prevention of the dangers and harmful effects of machines

8. Establish the limit levels for noise and vibrations at the work place and determine practical ways and means of protecting workers and reducing sound levels at places of work.

Establish the permissible sound levels of building-site equipment and other machines.

9. Undertake a joint study of the application of the principles of accident prevention and of ergonomics in the design, construction and utilization of the plant and machinery, and promote this application in certain pilot sectors, including agriculture.

10. Analyse the provisions and measures governing the monitoring of the effectiveness of safety and protection arrangements and organize an exchange of experience in this field.

Monitoring and inspection — improvement of human attitudes

11. Develop a common methodology for monitoring both pollutant concentrations and the

measurement of environmental conditions at places of work; carry out intercomparison programmes and establish reference methods for the determination of the most important pollutants.

Promote new monitoring and measuring methods for the assessment of individual exposure, in particular through the application of sensitive biological indicators. Special attention will be given to the monitoring of exposure in the case of women, especially of expectant mothers, and adolescents.

Undertake a joint study of the principles and methods of application of industrial medicine with a view to promoting better protection of workers' health.

12. Establish the principles and criteria applicable to the special monitoring relating to assistance or rescue teams in the event of accident or disaster, maintenance and repair teams and the isolated worker.

13. Exchange experience concerning the principles and methods of organization of inspection by public authorities in the fields of safety, hygiene at work and occupational medicine.

14. Draw up outline schemes at a Community level for introducing and providing information on safety and hygiene matters at the work place to particular categories of workers such as migrant workers, newly recruited workers and workers who have changed jobs.

Notes that the Commission will take the necessary initiatives for the implementation of this resolution;

Invites the Commission to submit an annual report to it on the progress made in implementing this resolution.

ANNEX

ACTION PROGRAMME OF THE EUROPEAN COMMUNITIES
ON HEALTH AND SAFETY AT WORK

Introduction

A high percentage of the population of the nine Member States is exposed to varying degrees of many and widely divergent occupational risks which could threaten their health and personal safety. Occupational pathology is habitually concerned with accidents and diseases resulting from work, the prevention or diagnosis of which have been the subject of action within the Community for several years, and the harmful effects of which are partly or totally compensated through various schemes.

Despite the efforts made in the Member States of the Community, the number of accidents and diseases resulting from work remains high. Quite apart from their financial importance, the human and social consequences of occupational accidents and diseases are incalculable, since it is not easy to assess the psychological damage done or to take into account the long-term factors connected with accidents and disease. Thus there is good reason to believe that the total social and financial cost of occupational accidents and diseases is far greater than the quantitative estimates at our disposal suggest.

Modern technology uses increasingly advanced processes which present new dangers. They produce or use chemical substances which are inadequately tested for their harmful effects on man. All chemical, physical, mechanical and biological agents and the psychosocial factors connected with work must be readily recognizable and brought under control or eliminated by suitable means so as to avoid any damage to health or a significant reduction in safety.

The prevention, limitation and, where possible, elimination of occupational risks constitute major elements of a policy to protect the health and safety of the workers.

Of course, the Member States have a long tradition in the organization of industrial safety and health but they must also agree to shoulder a joint programme of positive and effective actions to improve the conditions under which man performs his job and do everything possible to ensure his well-being and guarantee the quality of his working environment. In order to implement such a

programme, it is necessary not only to harmonize ideas and basic principles, but also to plan and guide technical progress and the organization of work in such a way as to take account of the requirement of health and safety.

In view of the persisting gravity of the problem, the Commission must initiate, promote and develop a common preventive policy with regard to all occupational risks, especially by obtaining fresh knowledge, by encouraging cooperation and coordination and by developing appropriate actions at different levels of responsibility or competence. In addition to promoting exchanges and the improvement of reciprocal information, such a programme should aim to persuade responsible authorities in the Member States and the social partners to join forces against risks of all kinds which the work environment brings to bear on the health and safety of workers and on society at large.

The present programme takes account of the guidelines proposed by the Commission and of several studies made and consultations held over the past two years. It also takes into consideration the experience gained by the Commission in the coal and steel industries and the nuclear field where, under the terms of the ECSC and Euratom Treaties, research programmes and work on harmonization and standardization in accident and disease prevention and protection with regard to specific risks in these three sectors have been carried out for many years.

This programme does not effect other programmes such as those for the elimination of technical barriers to trade and for the protection of the environment. In proposing specific actions within the framework of this programme, the work undertaken by other research programmes, notably in the environmental field will be taken into account, so that maximum coordination is ensured.

Some action could be taken in collaboration or conjunction with other organizations, such as the European Foundation for the Improvement of Living and Working Conditions and the European Centre for the Development of Vocational Training.

I. General objectives of the action programme on safety and health

The main aim of the programme is to increase the level of protection against occupational risks of all types by increasing the efficiency of measures for preventing, monitoring and controlling these risks.

One of the primary conditions for the implementation of such a programme is the full participation of both sides of industry in preventive and protective measures.

Each of the actions proposed in the programme must be seen as an element contributing to the better organization of preventive and protective measures for workers and to closer collaboration between the social partners towards that end. Furthermore, in order to take account of the experience obtained by international organizations and to avoid duplication of effort in the surveys or actions undertaken, liaison between Member States must be improved with a view to organizing joint action in international agencies responsible for occupational health and safety.

Such a programme should make it possible to achieve the following general objectives:

- (a) Improvement of the working situation with a view to increased safety and with due regard to health requirements in the organization of the work. Such an improvement should cover not only the existing situation but also new technical developments. Technical progress which contributes to the creation of a new working situation or to the improvement of an existing situation is not always conceived and directed in line with the dictates of safety and health; where machinery, premises and plant are concerned, safety aspects should be considered at the design stage and integrated into the subsequent stages of their production and commissioning. Due attention must also be paid to health considerations at every stage in the production and use of chemical substances.

There is a close link between occupational accident and disease prevention on the one hand, and the organization of work and safety and health training and information at the place of work on the other. There is an urgent need to review and redefine a more effective accident and disease prevention strategy in order to up-date traditional methods.

Where it is not possible to eliminate it, exposure to occupational risks must be kept to permissible levels applicable to all workers within the Community and based on common concepts and references.

So as to monitor more effectively the application of preventive measures, surveillance of health and working conditions must be intensified, notably in line with the exigencies of occupational medicine, hygiene and safety appropriate to present-day conditions.

- (b) Improvement of knowledge in order to identify and assess risks and perfect prevention and control methods.

In view of the complexity and diversity of the factors it embraces, aetiology is a priority subject for research and analysis. Valid and comparable statistics must be prepared and existing research coordinated. The promotion of new research is an essential corollary to any Community action in occupational medicine, hygiene and safety.

- (c) Improvement of human attitudes in order to promote and develop safety and health consciousness.

Alongside the technical aspects of accident prevention and health protection, a real system of safety instruction and health education must be created. This has yet to be introduced and will be taught in different ways at the various educational levels and at the various levels of responsibility and action within undertakings.

II. Description of the initiatives to be taken at Community level

Attainment of the general objectives requires many initiatives involving various scientific disciplines. Such initiatives presuppose the effective participation of individuals in managing their own health and safety and should encourage the social partners and the various professional associations and bodies to take a more active part in the formulation and implementation of a policy for the prevention of dangers at the workplace.

The following six concrete initiatives are planned within various time limits for the attainments of these general objectives:

1. incorporation of safety aspects into the various stages of design, production and operation;

2. determination of exposure limits for workers with regard to pollution and harmful substances present or likely to be present at the workplace;
3. more extensive monitoring of workers' safety and health;
4. accident and disease aetiology and assessment of the risks connected with work;
5. coordination and promotion of research on occupational safety and health;
6. development of safety and health consciousness by education and training.

INITIATIVE I

Incorporation of safety aspects into the various stages of design, production and operation

Aim

In order to promote this incorporation the Commission will consider actions aimed essentially at harmonizing, from the safety point of view, the principles and designs of workplaces, machinery, equipment and plant and at the formulation or coordination of rules for their use and guidance on the use of dangerous substances.

The principle of integrated safety is today generally regarded as essential for all preventive measures and it is receiving increasing attention at national and international level. In all decisions with regard to undertakings (planning and construction of the undertaking, purchase and operation of plant, organization of production, working methods, etc.) more attention must be paid to safety. Similarly operational safety should be studied in advance for the design and manufacture of machinery and tools so as to guarantee protection of the worker's health as far as possible. As concerns the production and distribution of dangerous substances, the same principles have to be taken into account.

The principles of ergonomics are not yet sufficiently well applied in the search for better safety. In particular design ergonomics which is already widespread in the Community has not been sufficiently adopted, as compared with the work carried out in the Scandinavian countries and in the United States.

The results of research carried out over several years in the coal and steel industries indicate the measures which should be planned at Community level in other sectors of industry.

In this field the Commission is planning to propose a certain number of measures which will encourage the application of the principles and which could progressively form a basis of legal, regulatory and administrative provisions or of up-to-date technical guides

drawn up at Community level in order to improve the current situation in many industrial or agricultural spheres. These measures concern in particular:

(a) *Setting up of undertakings and planning of layout and equipment*

The Commission has selected the following points from amongst the numerous factors which must be taken into consideration: ventilation and lighting, temperature, protection against falling from heights and against falling heavy objects, protection against fire, noise and vibrations, gases, vapours and dusts, design of general and emergency thoroughfares and location of doors and windows.

(b) *Organization of work within undertakings or between several undertakings*

The following points are to receive special attention: equipment and layout of workplaces, outdoor workplaces, warning signs, dangerous jobs, no-access and limited access areas, transport within the undertaking, inspections, maintenance work, plant testing, coordination of work within the undertaking, coordination of the work of various departments belonging to the same undertaking or to different undertakings, etc.

(c) *Manufacture and use of machinery, equipment and tools*

This is the chief area for the application of technical accident and disease prevention which is of paramount social and economic importance. In this sector harmonization measures require lengthy preparation. With regard to the manufacture of machinery and equipment the concept of their safety was already considered in the general programme of 28 May 1969 on the elimination of technical barriers to trade (1). However, there exist inherent dangers in the use of machinery and equipment and a procedure should be introduced for the exchange of experience and information so that such dangers are recognized and identified. Furthermore, since 1969 the Council had already pointed out that it would be possible, if necessary, to lay down rules on use supplementing Community Directives on harmonization with regard to the manufacture of machinery and equipment. Guidelines and rules must be drawn up with a view to determining appropriate legislation at Community level.

(d) *Handling of dangerous substances and preparations*

In this field Community harmonization action must be taken with regard to the handling of dangerous substances and preparations, with a view to improving the practical organization of safety, that is, handling at the workplace, storage, marking of containers and pipes. Technical and health protection measures, working restrictions and prohibitions, the number of hours worked and medical protection measures should also be harmonized at Community level. The

(1) OJ No C.76, 17. 6. 1969.

distribution of dangerous substances (classification, identification and packaging) is taken into account in the programmes for the 'elimination of the technical barriers to trade' and 'environment'.

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Some of the objectives set out above can be achieved only in the medium and long-term. The problems will be selected for study on the basis of the wishes expressed or guidance given by relevant bodies who should above all bear in mind practical considerations and on the basis of urgent needs which may arise from unforeseen dangerous situations such as accidents or disasters, or which may be recognized as a result of the acquisition of fresh knowledge on the effects of chemical substances and the need to control their use with a view to protecting health.

The Commission plans to begin work in this field by studying the following matters:

(a) Setting up of undertakings and planning of layout and equipment

1. Organization and layout of agricultural holdings. There is reason to consider that modern agricultural holdings should meet requirements similar to those imposed upon industrial enterprises. So far these requirements have generally not been taken into account in national regulations and it would be appropriate to take the necessary steps at Community level.
2. Noise and vibration control. This requires special medium and long-term attention. The main task consists in setting an optimum machine-noise level on the basis of health data and an assessment of results obtained to date by research and the examination of practical experiments (for example the use of machinery with a low-noise level, which has already been perfected). Noise emission levels, designed to take account especially of the practical problems involved in occupational protection, will be established after national experts have been consulted and will be published in the form of Directives.

(b) Organization of work within undertakings

1. Transport within undertakings. Internal transport, particularly the safe organization of general thoroughfares, needs to be examined and suitable practical instructions should be drawn up. This sector has a particularly high accident rate.
2. Safety signs at workplaces. Council Directive 77/576/EEC of 25 July 1977 on safety signs at workplaces provides that these signs must be able to keep up with technical progress and meet recommendations for harmonization at international level.

In this connection provision is made for a committee to meet at regular intervals. This action was initiated in 1977 and will be continued in 1978 and 1979 by means of proposals for Directives.

3. Coordination of the work of principal and secondary undertakings. The internal and external collaboration of principal and secondary undertakings (subcontracts) requires special technical examination from the point of view of safety. In practice — especially for the coordination of collaboration between several independent undertakings — there are many problems still to be solved. A Community examination of these questions leading to such coordination by means of suitable legal instruments is required.

(c) Manufacture and use of machinery, equipment and tools

In addition to the work completed within the context of the elimination of technical barriers to trade which is concerned with the design and manufacture of machines, equipment and tools it seems essential to examine in the short and medium-term the need for joint rules on the use of the following: agricultural machinery, lifting gear, machinery used in construction, metal scaffolding and woodworking machines. Depending on the circumstances and on the results of the collaboration to be organized such rules would take the form of guidelines or Directives.

(d) Handling of dangerous substances and preparations

An urgent study must be made of the handling of dangerous or toxic substances and agreement reached on common standards which will then be proposed to the Member States. An essentially practical approach is required and attention will initially be directed towards the problems of health protection connected with the use of pesticides and herbicides in agriculture. Similar problems arise with other products, e.g., arsenic, lead, mercury, cadmium, chrome, nickel, vegetable dusts, biological pollution, etc.

As information is obtained on the toxicological effect of these substances, as outlined in paragraph 5 of Initiative 2, practical guidelines will be drawn up for all products which involve handling problems or health risks.

INITIATIVE 2

Determination of exposure limits for workers with regard to pollutants and harmful substances present or likely to be present at the workplace

Aims

With a view to the organization of disease prevention and to the monitoring of many occupational risks it is

essential to have data on exposure limits for workers with regard to pollutants and harmful substances. It is therefore important for the Commission to achieve, at Community level, harmonization of the concepts, methodologies and references on the basis of which the Member States determine their permissible exposure limits.

There are already standards for protection against radiation at Community level which have been in force since 1959 (Directive) and which were recently revised by a Directive issued in June 1976. They are an example of a joint health policy concerned with an industrial risk facing workers and the general public and based on uniform standards for the whole Community. This example should be extended to other pollutants present at the workplace.

Moreover the studies carried out by the Commission over the past four years in particular in relation to the environment programme and the experience acquired with regard to certain environmental pollutants now make it possible to present concrete proposals for action with regard to certain specific pollutants affecting workplaces in particular.

In addition to these short-term actions, however, the Commission plans to make an objective analysis at Community level of the harmful or undesirable effects of exposure to pollutants in given circumstances — taking account of the results already obtained at international level, in particular by the WHO and the ILO. From this analysis it is proposed to deduce criteria of noxiousness on which to base acceptable exposure limits for workers. Such a project would cover a large number of substances and would be extended as industrial toxicity studies currently in progress are completed.

The protection of human health against chemical substances requires a complex toxicological evaluation which at present is incomplete. The Commission must take priority action with regard to carcinogens, since it is generally accepted that a high proportion of human cancer is caused by external factors including chemicals present at the workplace.

Contents

The Commission is planning the following initiatives:

1. *Non-ionizing radiation and other physical agents*

With regard to non-ionizing radiation, proposals for Directives will be submitted to the Council on microwaves, laser radiation, ultra-violet radiation and ultrasound, on the basis of the procedure followed for standards in protection against radiation.

2. *Harmonization of exposure limits*

The Commission plans, at the earliest possible opportunity, to make a comparative study of existing regulations and recommendations in Member States with regard to permissible exposure levels of workers to toxic substances or physically harmful substances.

The values adopted in different countries vary, the terminology used is not the same and the concepts used to determine the limits are not based on the same principles. Harmonization is therefore essential and a general Directive coordinating and harmonizing exposure levels, possibly updated later on in accordance with the latest scientific data and international information available to the Commission, could be prepared between now and 1979.

This short-term initiative would have the advantage of achieving harmonization at Community level and avoiding the delay of waiting for the completion of on-going research projects in the field of occupational toxicology, whether within the Commission or in the Member States.

3. *Directives on specific pollutants*

The general harmonization discussed in paragraph 2 must be supplemented by the preparation of specific Directives such as those proposed by the Commission for vinyl chloride monomer and those shortly to be put forward on asbestos, lead, mercury, solvents, carbon monoxide, noise and vibrations. The studies in progress within the Commission and the state of knowledge have now reached the stage where they can be used to determine the permissible exposure levels for the abovementioned pollutants from the point of view of health protection.

4. *Carcinogens*

Specific Commission action with regard to carcinogens present at workplaces will consist in:

- collecting data on the distribution of carcinogens and their concentration at the workplace,
- collecting and analysing medical data,
- perfecting readily applicable detection,
- fixing the lowest possible levels or, if necessary, prohibit a certain number of carcinogens present at the workplace.

5. *Toxicological evaluation*

Toxicological evaluation is central to the assessment of the health risks due to the presence of many chemical and biological agents in the working environment. This can be carried out only if sufficient knowledge is available on the effects of the agents under

consideration on man. The methodology adopted by the Commission for assessing the dangers from environmental pollutants in general is based on research into criteria for noxiousness from which permissible human exposure levels may be deduced. The data already collected by the Commission on the effects on health of urban atmospheric pollutants and certain water pollutants provide a basis for the action planned in industry, but it needs to be considerably extended and developed. Priority will be given to the following substances: arsenic, cadmium, chromium, iron oxides, nickel, vegetable dusts, ozone, nitrogen oxides and biological pollutants.

The Commission, while taking account of studies already carried out and projects being planned at international level, is to give priority to the extension and development of information relating to the objective evaluation of risks associated with toxic substances present at the workplace. This action will lead to Directives on exposure levels for workers and also to the compilation of handbooks on the safe handling of such substances at the workplace. The Commission intends to carry out this action by means of a series of studies and scientific and technical consultations. It will be assisted in this action by a Scientific Committee on Toxicology planned for the end of 1977.

INITIATIVE 3

More extensive monitoring of workers' safety and health

Aim

Whereas exposure limits for workers and safety and health protection measures are essential factors in the organization of accident and disease prevention, various permanent and well-adapted methods are also required with which to monitor the measures adopted and the exposure levels prescribed for the workplace.

These monitoring methods must be harmonized and coordinated at Community level.

The monitoring of workers' health and safety depends upon several types of monitoring which complement each other:

- (a) monitoring of the effectiveness of individual or group safety and protection measures with regard to machinery, equipment and plant;
- (b) monitoring of hygiene and working conditions from which the types of exposure to different physical, chemical and biological agents present in the working environment are derived;

- (c) monitoring of the state of health and behaviour of the worker as part of occupational medicine;
- (d) special monitoring as a result of work entailing special risks;
- (e) industrial toxico-vigilance;
- (f) inspections.

The Commission feels that it is essential to harmonize at Community level principles and methods applicable to monitoring. Moreover, efforts should be made to interest workers in monitoring within the undertaking, either by direct means or by means of existing bodies or institutions.

Any proposed solutions must allow workers' and employers' representatives to play a fuller part in the practical organization of such monitoring at various levels of action and responsibility.

Contents

1. Monitoring of the effectiveness of safety and protection measures

Planning and execution of this form of monitoring varies at present from country to country and according to the regulations and activities concerned. Once the provisions currently governing such monitoring have been analysed, suitable proposals will be submitted to the Council for adoption in order to harmonize and strengthen the organization of this type of monitoring in which the workers' and employers' representatives should play a greater role.

2. Monitoring of hygiene and working conditions

Monitoring of pollutant concentrations at workplaces and the intensity of environmental factors is essential for the organization of disease prevention and monitoring.

Measuring programmes do exist in Member States but they are based on different methods and sometimes different principles. These measures must be harmonized at Community level with regard to sampling, techniques and measuring intervals.

When the Commission has analysed these different methods, it will draw up intercomparison programmes and prepare reference methods for the determination of the major pollutants present at workplaces.

Special attention will be paid to promoting the development of new monitoring and measuring methods for individual exposure.

The Commission will make a similar effort to apply the human biological indicators already in existence and will carry out research for new indicators which will make it possible to detect any changes in the state of health at an early stage. The European list of occupational diseases will be used as a reference document for drawing up the priorities for this action scheduled to take place as from 1978. Account will have to be taken not only of individual sensitivity, which may be very high for some pollutants, and of workplaces so that groups with a high occupational exposure risk may be identified, but also of some special groups of workers such as adolescents and women.

3. *Monitoring of workers' health*

In accordance with the terms of Article 118 of the Treaty establishing the EEC, occupational medicine must be considered as an area in which the Commission has the task of promoting close cooperation between Member States in the social field, particularly in matters relating to working conditions and to the prevention of occupational accidents and diseases. The term 'occupational medicine', as stated in the 1962 recommendation on occupational medicine in the undertaking, refers to a service established in or near a place of employment for the purposes of:

- (a) protecting the workers against any health hazard which may arise out of their work or conditions in which it is carried on;
- (b) contributing towards the workers' physical and mental adjustment, in particular by the adaptation of the work to the workers and their assignment to jobs for which they are suited; and
- (c) contributing to the establishment and maintenance of the highest possible degree of physical and mental well-being of the workers.

In addition, Recommendation 112 of the ILO stated that the role of occupational health services should be essentially preventive and defined their functions so as to include the prevention of accidents and occupational diseases, the rehabilitation of workers, job analysis in the light of physiological and psychological considerations, surveillance of hygiene, advice on the placement of workers, medical supervision, emergency treatment and research in occupational health.

Consideration must be given to closer harmonization of the methods used by occupational health services in undertakings in order that the work of the industrial medical officer may be more fully integrated into the system for monitoring workers' safety and health, as recommended in this programme.

This revision will be carried out with effect from 1978 by consultation with the relevant bodies and should culminate in a directive on the organization of occupational medicine in the Member States of the Community, to be proposed in 1979.

4. *Special monitoring*

In many undertakings there are some jobs which present higher than average risks; certain types of casual work may also involve exposure to risk which is higher than that present in normal working conditions or than the exposure levels laid down. Such jobs are done, for example, by members of rescue teams or of maintenance and repair teams and by workers in virology laboratories and in institutes producing sera or viruses, etc.

Exchanges of information and experience for cases involving these aspects should be organized at Community level and should lead to a definition of the principles and criteria for this particular type of monitoring.

5. *Industrial toxico-vigilance*

The Commission plans to set up an industrial toxico-vigilance system along the lines proposed by the ILO and which is aimed at establishing a central information system for all observations made in industrial activity concerning the harmful effects of toxic substances. This system should be based on a network of highly specialized centres which could analyse information received from occupational health services and transmit it when required to interested persons or institutions.

The Commission will make an appropriate proposal to the Council, after holding the necessary consultations.

6. *Inspections*

Inspections carried out for the purposes of occupational safety, medicine and hygiene should be organized so that they assume full responsibility and control by placing the emphasis on preventive measures. With this end in view the necessary provisions must be made in close collaboration with the competent authorities in Member States for the strengthening and development of the work of inspection at national level. The Commission intends to review the role of the inspectorate responsible for implementing in each Member State the regulations of occupational health, hygiene and safety. This review will cover diplomas, certificates and other qualifications, and the powers and scope of their responsibilities in this field.

INITIATIVE 4

Accident and disease aetiology and assessment of risks connected with work

Aim

The risk of accident or disease may be estimated objectively only if reliable methods are available which make it possible to determine the scope, seriousness and development in time and, in a general way, to acquire greater knowledge of the various factors involved in the cause of accidents at work and of diseases due to work.

Statistics are essential tools for the analysis and interpretation of facts and for assessment of the results obtained from an accident and disease prevention policy.

The improvement of statistics and their comparability, the harmonization of methodologies and the more precise interpretation of the data they provide are important steps in the development of an improved organization of work with regard to accident and disease prevention. Since so many different approaches are used a distinction must be drawn between action in respect of accidents at work and action in respect of disease due to work.

Such actions must provide a clearer picture of the different causative factors of accidents at work and of diseases due to work and must use them as a basis for practical preventive and protective measures against hazards connected with work. It will then be possible to provide preventive-type protection for men at work, on an objective and realistic basis.

In addition, special attention will be paid to calculating the economic and social cost of accidents at work and diseases due to work so as to establish the order of priority for preventive measures.

Account will be taken of the harmonization work already carried out by other international organizations and of work completed or in progress, particularly by the ILO.

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These initiatives deal separately with accidents at work and diseases resulting from work.

As regards accidents at work the two sectors for which Community statistics are already available are the iron and steel industry and mining. Drawing on the experience gained in the sectors the Commission plans to draw up Community statistics concerning other sectors, to launch sectoral in-depth studies and to harmonize accident

definitions and methods of reporting accidents in order to establish more precisely the aetiology of accidents. Preparatory surveys are in progress and the first results will be available in 1979.

With regard to diseases due to work, statistics collected at national level usually concern only occupational diseases and are drawn up on different bases so that it is not possible to compare them. There are no Community statistics in this field and it would be appropriate to devise a joint methodology as soon as possible so that existing national statistics may be processed. The Commission therefore plans to gather and analyse national statistical information and to draw up proposals for methodologies with a view to a common approach, so that calculations may be made of mortality, sickness and absenteeism rates and their evolution over a period of time.

Close collaboration must be instituted with the national statistical offices and the national social security offices with regard to these new problems.

This is a medium-term initiative and the first results will become available only after two or three years.

INITIATIVE 5

Coordination and promotion of research on occupational safety and health

Aim

The action planned in the programme must find its scientific support in a research programme which is coordinated and/or carried out jointly and which deals on the one hand with the measurement and effects on health of pollutants and harmful substances and, on the other hand, with the development within undertakings of safer, 'cleaner' technologies which do not threaten the general environment.

Collaboration must be organized and strengthened between the institutes and laboratories of Member States in order to avoid duplication of work, to derive greater benefit from the financial resources available and where necessary to bring together highly specialized laboratories to work on problems which cannot be solved in a single Member State.

Moreover, research must be carried out in fields where little or no work has been done, such as agriculture and the tertiary industries.

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Two permanent inventories of research in progress or planned (occupational safety and medicine) at national level are already being prepared at Community level. From 1978 the inventories will make it possible to set up a reciprocal information system on responsible bodies in order to promote the exchange of knowledge and create conditions for close collaboration between research institutes. These permanent inventories will also mention fields in which there are gaps. Three pilot studies are in progress on inflammable substances, occupational risks in the building industry and certain carcinogens. During 1978 these studies will also indicate which subjects should be covered by joint research.

On the basis of these inventories the data bank being compiled within the Commission should be progressively supplemented and should include details of new research; account is taken of the fact that this data bank will subsequently be linked to the information system on medical research which is being set up at Commission level.

Research work aimed at closing the gaps in knowledge on toxic agents and their effects on health or at improving methods for measuring these agents is of major importance for the success of several parts of the programme — in particular the section on the determination of criteria for harmfulness. It will also help to determine as accurately as possible the potential and actual effect on health of pollutants and nuisances present or likely to be present at the workplace.

The results of the implementation of the various initiatives making up the programme will be analysed by the Commission with effect from 1979 and could form a basis for the preparation of a detailed and precise Community research and development programme which could be the subject of a future Commission proposal for adoption by the Council.

INITIATIVE 6

Development of safety and health consciousness by means of education and training

Aim

This initiative is aimed at developing safety and health consciousness by means of education and training. It is of paramount importance for the success of the promotion of safety and hygiene at workplaces. It is based on instruction and training and involves various levels of education and the undertaking itself. It also concerns in a

general way occupational and social sectors involved in problems of accident prevention and health protection at work.

This is a medium and long-term initiative in view of the different sectors involved and of the absence to date of any real methodology and common principles. Various studies and consultations will be required before results and concrete proposals are obtained at Community level.

This action concerns educational bodies, undertakings and society in general.

As for education the basic principles of safety and of health education must be taught in schools. Knowledge of and the correct attitudes towards occupational safety and hygiene must be taught at various levels of education as an integral part of the curriculum and at the same time attention must be paid to the requirements of prevention in relation to real life situations. The question is one of establishing at Community level a safety training scheme which takes account of the differences between national characteristics and traditions but which is based on common principles and a common approach.

Within undertakings steps for the elimination of risks must be systematically organized and coordinated at all levels of responsibility and management. Principles of safety must be consolidated, developed and made public. Action designed to sharpen the awareness of industrialists and heads of undertakings must be taken together with the campaign aimed at workers.

For the training of society in general the action taken in education must be supplemented by action aimed at certain population groups. The use of audiovisual aids is one of the most modern and most effective means of informing the public of the importance and significance of accident and disease prevention.

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1. Education

The Commission plans to carry out, together with the bodies responsible for national education, preparatory studies for the purpose of defining harmonized planning at Community level.

In general education — starting at the earliest age and continuing throughout school life — instruction must be on two levels:

— theoretical and practical instruction to give children and young people an awareness of the risk of accidents,

— instruction to develop a sense of moral and public responsibility with regard to safety and health protection.

In technical education relevant training in safety and health protection should accompany all levels of technical instruction and vocational training. Special attention should be paid to the training of persons particularly concerned with safety and health protection who have a specific task or responsibility in this field.

The Commission plans to propose Community training models for persons in certain occupations and concerned with specific tasks, such as industrial medical officer, occupational safety officer, engineer, architect, member of a company safety committee or union official.

2. Undertaking

Within an undertaking training in safety must be under the control of the undertaking itself since general and technical training cannot take the place of appropriate action at the workplace. This type of training must supplement the instruction received in schools and it must also be given to those who have not previously received any such instruction.

Such training, to be carried out within industry, will be more specialized and more detailed. In many cases it will be organized by specialist bodies whose work must be coordinated at Community level. It should be remembered that education covers a broad span of learning situations — for example instruction given by experienced workers and learning on-the-job.

Beginning in 1978, the Commission intends:

- to draw up Community models for safety training and refresher courses for certain categories of staff: administrative grades, executive grades, instructors for courses on safety and health education and safety delegates,
- to draw up Community models for presenting various aspects of safety to newly recruited workers, migrant workers and workers who have changed jobs,

- to draw up manuals and codes of practice with regard to sectoral activities or dangerous jobs,
- to organize safety campaigns of limited duration with a specific aim, in which workers will feel fully and actively involved,
- to extend the group training courses already in existence to other groups of persons concerned with accident prevention and safety measures.

This action will be furthered by making available to both management and labour knowledge or concepts acquired either by exchange of experience within specialist groups in the relevant sectors or by research projects jointly agreed and financed. Such knowledge could be included in instructions, regulations or codes of practice, to be distributed with commentaries in the appropriate quarters and to be kept constantly up to date.

The Commission will support this type of cooperation and promotion of safety by providing information gathered from specific aspects of the action programme, such as information on accidents and on technical progress in the design, manufacture and use of machinery and plant, and by making available the industrial toxicovigilance results.

3. Population groups

In addition to the action taken in education, general information for certain population-groups (such as parents' associations, professional bodies, women's associations) must be organized with regard to the importance of accident and disease prevention. Some steps have already been taken in this field at national level. Audiovisual aids are already used to provide this information. The Commission plans to coordinate these initiatives and develop them jointly, to produce films and set up a permanent file on audiovisual aids available on an exchange basis.

RESOLUTION

The Advisory Committee on Safety, Hygiene and Health Protection at Work, meeting at its 6th meeting on 18, 19, 20 April 1978,

having regard to the draft resolution of the Council of the European Communities on an action programme of the European Communities on safety and health at work (OJ C 9 of 11 January 1978),

emphasizing the very great importance of this document, which concerns the health and safety of workers,

being informed that the Council of Ministers of the European Communities will discuss the said draft resolution at its meeting next June,

noting that this action programme, as soon as it has been adopted, must be implemented progressively by the departments of the Commission of the European Communities,

emphasizing that the adoption of the action programme would have no effect if the Commission of the European Communities did not possess the financial resources which are indispensable for its implementation,

requests that the Commission of the European Communities bring the matter to the attention of the Council of Ministers of the European Communities so that the funds required for the implementation of the action programme by the Commission of the European Communities may be released in order, in particular, to enable sufficient staff to be provided for the departments which, in conjunction with the Committee referred to above, are responsible for dealing with the questions relating to the said programme.

RESOLUTION BY THE
ADVISORY COMMITTEE FOR SAFETY, HYGIENE
AND HEALTH PROTECTION AT WORK,
UNANIMOUSLY ADOPTED AT ITS 7TH PLENARY MEETING
IN LUXEMBOURG ON 19TH AND 20TH DECEMBER 1978

The Advisory Committee for Safety, Hygiene and Health Protection
at Work

- expresses its satisfaction at the Council Resolution of 29 June 1978 on an action programme of the European Communities on safety and health at work and the priorities specified therein;
- considers that as a result the Commission and Council are responsible for the implementation of this programme;
- reiterates that it has already pointed out to the Commission several times that the number of staff available for the purpose is altogether inadequate;
- urges most emphatically that, notwithstanding all budgetary problems which have arisen, enough additional staff should be made available by DG V in Luxembourg, to ensure that the action programme does not remain a dead-letter;
- urges the Commission to bring this Resolution to the notice of the Council, the European Parliament and the Economic and Social Committee.

Luxembourg, 20 December 1978

Statement by the workers'
representatives on the
1977 report

The workers' Group has no comments to make on the content of the report as it stands. Indeed, it reflects the real situation. This, however, is not enough, and we wish to express our disappointment with the minor role played up to now, by the Advisory Committee, whose work has lacked impact. When the Committee was founded we had high expectations of its possibilities and believed that it would be a force in improving the working conditions of wage-earners.

Today - at the end of the first term of office of the members of the Committee - we must reluctantly state that our hopes have not been fulfilled. This failure is not the fault of the personnel of the Commission, which is considerably understaffed, but stems from the Commission's lack of the political will to treat problems of such importance as the health and safety of workers on the same level as other current problems. The workers' representatives hope that after the Council of Ministers has adopted the action programme the Advisory Committee will become more effective. If there is no improvement, the representatives of the trades unions will be forced to reconsider their participation in meetings of a purely formal nature.