

Ref. Ares(2013)1165285 - 17/05/2013

PROJECT PROPOSAL FOR ENPI PROGRAMME

PREPARATORY MEASURES FOR THE COLLABORATION OF ENP COUNTRIES WITH EU-OSHA

Duration of the project: 2 years

The European Agency for Safety and Health at Work (EU-OSHA) was established by Council Regulation (EC) No 2062/94 of 18 July 1994.¹

According to its founding regulations, the European Agency for Safety and Health at Work (EU-OSHA) was created as a **network organisation** for the protection of safety and health of workers through the **provision of technical, scientific and economic information in the field of safety and health at work** to Community bodies, the Member States, the social partners and those involved in the field. This is to be achieved in cooperation with existing national Community and international bodies.

The European Agency for Safety and Health at Work (EU-OSHA) is committed to making Europe a safer, healthier and more productive place to work. The Agency collects analyses and disseminates information and promotes a culture of risk prevention to improve working conditions in Europe and beyond.

We raise awareness and disseminate information on the importance of worker's health and safety for European social and economic stability and growth.

We design and develop hands-on instruments for micro, small and medium-sized enterprises to help them assess their workplace risks, share knowledge and good practices on safety and health within their reach and beyond.

We work side-by-side with governments, employers' and workers' organisations, EU bodies and networks, and private companies. Our voice is multiplied by occupational safety and health network represented by a dedicated focal point in all EU Member States, EFTA countries and candidate and potential candidate countries.

We identify and assess new and emerging risks at work, and mainstream occupational safety and health into other policy areas such as education, public health and research.

With a globalised world of work, occupational safety and health is a cross-border issue. EU-OSHA promotes the European health and safety culture to ensure a tripartite approach based on goal setting legislation.

EU-OSHA has been working with ILO, WHO, and other international stakeholders to disseminate key occupational safety and health information to the world's workplaces.

Justification

¹ Amended by Council Regulation (EC) No 1643/95 of 29 June 1995, Council Regulation (EC) No 1654/2003 of 18 June 2003 and Council Regulation (EC) No 1112/2005 of 24 June 2005.

Globally in the world, 6,300 people die every day as a result of occupational accidents or work-related diseases – more than 2.3 million deaths per year. 317 million accidents occur on the job annually; many of these resulting in extended absences from work.

The human cost of this daily adversity is vast and the economic burden of poor occupational safety and health practices is estimated at 4 per cent of global Gross Domestic Product each year.

The safety and health conditions at work are very different between countries, economic sectors and social groups. Deaths and injuries take a particularly heavy toll in emerging economies and developing countries, where a large part of the population is engaged in hazardous activities. Often, the poorest and least protected - often women, children and migrants - are among the most affected.

EU-OSHA has a long experience of working with pre-accession countries through DG Enlargement funded programmes. This is not simply to ensure the Western Balkans and Turkey progress towards accession. In the modern global economic system, occupational safety and health does not remain in one country. Common issues include the transmission of ill-health through cross-border workers, the complexity of prevention where there are multiple enterprises from different states and workers from around the world.

The European Agency for Safety and Health at Work is the only European body established to operate as a tripartite information network for occupational safety and health. EU OSHA has an established, effective model for the collection and dissemination of information to all stakeholders – whether policy-makers, researchers, OSH professionals, workers and their representatives, businesses or managers of small and micro enterprises.

Specifically, articles 3 and 4 of the founding regulations require EU-OSHA to set up a network, in cooperation with the Member States, and coordinate the network referred taking into account the national, Community and international bodies and organizations which provide this type of information and services, **establishing contact with and collecting and making available information on safety and health matters to and from third countries** and international organisations.

At the national level, the EU-OSHA is represented through a network of Focal Points. Agency Focal Points have been set up in each EU Member State, EEA/EFTA and candidate and potential candidate country. Focal Points are the official representatives in that country and are normally the competent national authority for safety and health at work.

The network is an integral part of the Agency's organisation and plays an important role within the Agency structure, as they are responsible for the organisation and co-ordination of the national networks and are involved in the preparation and implementation of the Agency's Work Programme. Focal Points also coordinate and disseminate information from the Agency within their individual countries and provide feedback and recommendations about Agency initiatives and products.

The catalogue of EU-OSHA products allows the Agency to provide to ENP countries current, practical, qualitative and accessible data for all actors in the field. This material is provided in all EU official languages as well as translated into other languages (from IPA funding e.g. Turkish). In addition there is "language-free" materials that can be directly provided to actors for immediate use.

In short, EU-OSHA offers a tested model, an extensive, multilingual catalogue, and a wide network reach that can bring together actors in ENP countries with experienced information providers. No national institute can offer similar reach, no other European institute has the equivalent model for information collection and dissemination.

EU-OSHA has in the past been active with ENP countries even through there has been no budget, particularly in collaboration with ILO. EU-OSHA has been in contact with Armenia, Ukraine, and Israel, and through the ILO CIS network with Morocco, Tunisia, and Libya. There is now a need for EU-OSHA to formalise contacts with ENP countries, to establish their level of activity in occupational safety and health, and the degree to which they are aligned with EU policies.

The proposal of EU-OSHA is a first step in engaging with ENP States in occupational safety and health, identifying the existing structures, actors, and processes, and building networks at national level that can interact with the EU structures. This model has been used and demonstrated effectively in pre-accession States.

Issues of relevance include:

- Use of goal setting legislation
- The extent of social dialogue
- The role of the labour inspectorate
- Support to enterprises in protecting workers (information, tools for prevention and risk assessment)
- Data collection activities (accident and ill-health data, reporting processes, other data collected)
- Worker rights (for all workers, including migrants and female workers)
- Addressing demographic challenges (older and younger workers)

The selected activities in this application form the basic and core work of the Agency. The activities will allow them to further develop their infrastructures on health and safety at work and include all relevant partners in the national information networks, making it thus possible to collect and disseminate useful health and safety information and present it on their national websites.

Assumptions

In undertaking this project, EU-OSHA is making the following assumption

- EU-OSHA will continue to be funded and staffed to an appropriate level for the duration of the project
- EU programmes associated with ENP States will continue in the form anticipated for the duration of the project
- The EU will make no major changes to its external policy or occupational safety and health policy that would render the project unviable during the project

Risks

Risks identified in this project include:

- Engagement with states that may undergo significant instability (political, environmental, or otherwise) during the project. This risk is mitigated by the monitoring of the situation in the States and liaison with DG DEVCO and EAS.
- A significant change in the relations between the EU and an ENP country is possible that would render activities with the said country as no longer acceptable. In such a case, EU-OSHA would suspend its activities with this country until the situation is clarified and in consultation with other relevant EU bodies (e.g. DG DEVCO). The spread of activities across several States means that an issue with one State would not invalidate the project as a whole.
- There is a risk that some of those with whom EU-OSHA would engage would not follow the financial norms anticipated and associated with European-funded projects. This risk is mitigated primarily by the initial engagement with governmental organisations (e.g. Employment ministries, Labour Inspectorates) and by the Agency maintaining control of the budget to the largest possible extent (e.g. by purchase of flight tickets on behalf of participants to a seminar). An audit is also planned into the project.

Objectives

Through the implementation of this programme, EU-OSHA intends to:

- Support the development of occupational health structures and systems in the target countries to help the development of a coherent approach to occupational safety and health
- Encourage the development of a tripartite approach to occupational safety and health
- To facilitate the development of communication channels between stakeholders in occupational safety and health

- To develop awareness of workplace hazards and risks and knowledge of available solutions
- To raise awareness of the risk-assessment based prevention systems used within the European Union
- To transfer good practice information

Main activities and results

Activity 1 – Identification of stakeholders and stakeholder needs in the beneficiary countries through missions to these countries to participate at meetings in the relevant ministries, informing them of EU-OSHA activities and outputs and the European occupational safety and health system. To these missions the Agency might bring along representatives from its network to share experiences.

The project manager, agency staff, network members and other experts might participate at these missions.

One mission is planned to each beneficiary country with the participation of three persons (two agency staff and one network member). A network member (e.g. a Focal Point) will be invited to come along with agency staff to share experiences on national awareness raising activities and setting up and functioning of national information network.

This activity also includes missions of agency staff or network members to the beneficiary countries to contribute to national trainings, seminars, workshops or other major OSH-events when invited. One mission is planned to each beneficiary country with the participation of one agency staff or network member.

Mission participants will be reimbursed after their missions in accordance with the Agency's rules adopted by the Governing Board at its meeting of 27 February 2008. When governmental experts are invited to contribute to events they might be treated as private experts to be able to cover their hotel costs and other expenses.

Activity 2 – Invitation of national stakeholders from the beneficiary countries to EU-OSHA to take part in specific seminars based on the needs identified in activity 1. The seminars will also include provision of information on the functioning and operation of the Agency, activities, projects, initiatives and the European occupational safety and health system. To these seminars the Agency might invite network members (e.g. Focal Points to share experiences) or other experts e.g. from ILO, WHO etc.

Two seminars are foreseen with the participation of three countries with three persons.

Agency network members, e.g. focal points, network partners, Agency bureau members, board members or other experts might be invited to contribute to the above mentioned seminars. They will be reimbursed after their mission in accordance with the Agency's rules adopted by the Governing Board at its meeting of 27 February 2008. When governmental experts are invited to contribute to events they will be treated as private experts to be able to cover their hotel costs and other expenses.

Through the Activities 1 and 2, EU-OSHA would endeavour to facilitate the creation of a national focal point in each beneficiary country which would run a national tripartite network. Through these focal points, that would be following the model used for the Member States, EEA-EFTA and pre-accession countries, EU-OSHA would establish a structure for the on-going collection and dissemination of occupational safety and health information.

Activity 3 – Support of national stakeholders from beneficiary countries to attend occupational safety and health conferences/events to which EU-OSHA is also contributing or when the Agency considers it to be important for the beneficiaries.

During the 24 months period of the projects four events of this kind is expected to take place (e.g. organized by the Agency's network partners as ILO, WHO, ISSA, ENETOSH, FIOH etc.

Two countries are expected to participate at these events and two participants per country will be reimbursed by the Agency for flight tickets and will receive daily allowances for the meeting days. The Agency will also pay the registration fee of participants for the conferences if required.

Activity 4 – Translation of key EU-OSHA materials into relevant national languages of beneficiary countries.

Selection of materials and languages will depend on national needs but it may cover European Campaign materials, Good Practice information, case studies, other key Agency publications or information materials from the Agency network of websites etc.

The Agency expects requests from five countries for translation of key EU-OSHA materials. In the budget 300 pages of materials per country are planned to be translated.

Target groups

Stakeholders in occupational safety and health are very broad. The following are targeted stakeholders for EU OSHA activities within the EU and pre-accession states.

Stakeholders identified include:

- National policy makers in the fields of employment, labour, economics, health and transport
- Social partners (employer and worker group) at national, local, and sectoral levels
- Labour inspectors and policy makers within the Labour Inspectorate
- Occupational safety and health professionals and experts (including safety engineers, occupational physicians and nurses, health professionals, toxicologists, ergonomists, psychologists and of the professionals)
- Legal duty holders such as employers
- Managers, supervisors, workers and their representatives who implement preventive measures within enterprises.

EU-OSHA will provide information and support to:

- Policy makers, to allow them to make coherent decisions in the field of occupational safety and health
- Experts, to allow them to have the knowledge to take and disseminate preventive action
- Actors in the workplace, to ensure that they have awareness of the hazards and risks present and of the available practical solutions.

Location

EU-OSHA is based in Bilbao, Spain and it is anticipated that most visits by persons from beneficiary countries would be to Bilbao. However, it is foreseeable that other events may take place in other EU locations, in particular Brussels.

EU-OSHA staff and Agency network partners and other experts will travel to the beneficiary countries to meet the identified stakeholders. Agency network members and other experts will be invited to Bilbao or to other EU locations to make contribution to specific seminars.

Target countries identified

Realistically the EU-OSHA expects to be able to co-operate successfully with 50% of the countries.

- Moldova (interest was raised by Moldova to DG EMPL)
- Armenia (initial contacts made via engagement in ILO activity in 2012)
- Georgia
- Azerbaijan
- Israel (preliminary contact made with Israel Institute for Occupational Safety and Hygiene)
- Ukraine (initial contact made during visit to EU-OSHA in 2009)
- Libya (preliminary contact made through EU delegation to Lybia)
- Morocco (initial contact made at ILO CIS network)
- Algeria (initial contact made at ILO CIS network)
- Tunisia (initial contact made at ILO CIS network)

Method of implementation

The project will build on the achievements from the earlier pre-accession programmes in the frame of the grant agreements between the European Commission (DG ELARG) and the Agency for “preparatory measures for future participation of Candidate countries, from Central and Eastern Europe, in the Community Agency for Safety and Health at Work”.

One Assistant Network Manager will be recruited for the day-to-day management of the project.

The EU-OSHA is a very small agency with a limited number of staff therefore it cannot propose a “team” for the implementation of the action. Therefore the Agency wishes to include into the estimated budget the cost of the salary of a full time staff for the management of the programme.

At EU-OSHA, the project manager will have the full responsibility alone to plan all the operational activities, manage and implement the programme i.e. to carry out desk research for 10 countries, organize seminars, organize missions of agency staff, invite other external experts to missions and meetings, invite ENP countries to Bilbao but also to prepare and give presentations.

The staff member will be expected not only to carry out all administrative and organizational tasks but he/she will be responsible for the management of the budget with all the financial actions associated with each programme activities. He/she will be responsible for the preparation of commitments for each individual actions, preparing the call for tender and the contract for the audit services and cooperating with and directing, monitoring the work of external service providers (e.g European Translation Centre).

Following the experience of similar projects under the IPA programmes for pre-accession countries, the general administrative tasks and financial actions found to have significant time demands as the person will act not only as operational initiating agent but will also carry out the tasks of a financial initiating agent.

In the start-up phase, the staff member will have to carry out desk research to establish the contact points and potential tripartite network members in the ten recipient countries. Again, on the experience of the previous IPA programmes, this is somewhat time consuming.

The person managing the programme will also be responsible for the cooperation with the Financial Unit of the Agency, prepare the internal reports, planning documents, provide information for audit and provide updates on the programme for internal documents. The person managing the programme will draft the interim report after the first 12 months and the final report at the end of the programme. Additionally, s/he will also draft a report every 4 months in order to inform the European Commission on the developments relevant to the programme. Such report will contain a brief overview of how the different activities were carried out in the last 4 months and their contribution to the achievement of the

programme objectives. Furthermore it will contain a quick summary of the activities planned in the next 4 months.

The nature of the programme means that the staff member recruited will be largely unsupported as mainstream Agency budget or staff resources cannot be allocated to the programme.

The persons managing the programme would belong to the Network Secretariat of the Agency.

EU-OSHA would in the first instance contact the country Representations to Brussels or directly the relevant ministry in the beneficiary country (typically the ministry of labour) and seek to identify existing stakeholders and networks in the field of occupational safety and health and collaborators in the activities identified above.

Following on from the initial collaboration, the key stakeholders would be identified and engaged so that information can be cascaded to reach the largest number of actors. The key stakeholders would then be supported in their knowledge development and information dissemination activities.

The significant variation in the occupational safety and health situation in the Member States and their different needs makes identification of specific needs difficult, but information sharing in the following areas are likely:

- Occupational safety and health strategies
- Networking in occupational safety and health
- Risk assessment
- Health and safety management
- Dangerous substances
- Ergonomics
- Accident prevention
- Psychosocial issues
- New and emerging risks,
Demographic change and OSH (migrants, young and old workers)

The Agency would invite network members and other experts to provide expertise and share experiences at certain seminars or during missions to the countries.

Duration and indicative action plan for implementing the action:

The duration of the action will be 24 months.

Year 1													
	Month												
	1	2	3	4	5	6	7	8	9	10	11	12	Implementing body
Activity 1 – Identification of stakeholders													EU-OSHA
Activity 2 – Invitation of national stakeholders													EU-OSHA

to EU-OSHA													
Activity 3 – Support of national stakeholders to attend events to which EU-OSHA is also contributing.													EU-OSHA
Activity 4 – Translation of key EU-OSHA materials													EU-OSHA

Year 2													
	Month												
	1	2	3	4	5	6	7	8	9	10	11	12	Implementing body
Activity 1 – Identification of stakeholders													EU-OSHA
Activity 2 – Invitation of national stakeholders to EU-OSHA													EU-OSHA
Activity 3 – Support of national stakeholders													EU-OSHA
Activity 4 – Translation of key EU-OSHA materials													EU-OSHA

Sustainability

Establishing a focal point in each of the beneficiary countries is crucial for the continuation of the positive effects of this project. He/she can continue to act as the main conduit of occupational safety

and health information between the EU and the country concerned. This model is used already with EU, EEA-EFTA, and pre-accession countries with success.

The sustainability of this initiative is strong because the network approach does not rely on a network centralised on EU-OSHA. As happens in Member States, there is a key actor (the “focal point”) at State level that operates the national tripartite network. This focal point can operate according to local conditions with minimum input from EU-OSHA. The focal point gains added value from association with the Agency and by operating as a conduit for data passing to and from the European level, while at the same time the network benefits from a clear identity, and having the active engagement of all relevant actors in a State. A system is not imposed from above, a model is provided and adapted to local circumstance. This provides the greatest degree of sustainability.

The success of the process is based on the engagement with existing networks and structures, which ensures effectiveness, cost effectiveness, and a reduced reliance on on-going funding.

Expected results

- Better infrastructure in the health and safety administration, more up to date information about the different national systems, national legislation and national good practice examples. It will also give the workplaces in the countries better information about good practice examples.
- Information networks in the beneficiary countries include all relevant national partners. The networks will collect and disseminate useful and high quality information on OSH.
- The ENP countries will have learned about the operations of the Agency and subsequently received assistance in establishing their own national structures and functions. The assistance also allowed the beneficiaries of the ENP programme to mobilise the relevant national stakeholders similar to those in the EU MS.
- Well - functioning information networks that will include all relevant national partners.