

European Coal and Steel Community
European Economic Community
European Atomic Energy Community

SOCIAL PROGRESS IN EUROPE

ACTION BY THE COMMISSION
IN THE FIELD OF SOCIAL AFFAIRS
IN 1969



BRUSSELS—LUXEMBOURG
MARCH 1970

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COMMISSION OF THE EUROPEAN COMMUNITIES

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Contents

INTRODUCTION	5
I. <i>Social aspects of the common policies</i>	11
1. Correlations	11
2. Economic policy	11
3. Agriculture	12
4. Transport	12
5. Energy	12
6. Trading companies	13
7. Symposium on the merger of the Communities	13
II. <i>Employment</i>	13
8. Freedom of movement	13
9. Employment	14
10. Vocational guidance and vocational training	15
11. Readaptation and reconversion	16
12. European Social Fund	17
13. Housing	17
III. <i>Living conditions</i>	18
14. Wages and incomes	18
15. Social security	19
16. Working conditions	20
17. Industrial relations	21
18. Social services and miscellaneous	22

IV. <i>Health</i>	22
19. General industrial safety	22
20. Mines safety	23
21. Safety in the steel industry	23
22. Industrial health	23
23. Industrial health and medicine	24
24. Mines Safety and Health Commission	24
25. Health Protection against radioactive hazards	25
CONCLUSIONS	27
ANNEXES	29

INTRODUCTION

*by Mr. L. LEVI SANDRI,
Vice President of the Commission*

In 1969, the International Labour Organization had been in operation for 50 years. The ILO held its first general conference in Washington in 1919, the year of its foundation, soon after the end of the First World War, and this was to mark the beginning of an activity which was to make such an effective contribution to social progress in the world.

This anniversary has been fêted in all the countries of the Community. The European Parliament, for example, devoted a special ceremonial session to this event. On these occasions, and at the ceremony which took place in Geneva during the 53rd session of the International Labour Conference, authoritative voices echoed the message of Albert Thomas on the priority of the "social" over the "economic" and declared, in the actual words of Pope Paul VI, that labour must be "in the service of man, of every man and of man as a whole."

The Commission of the Communities found in this declaration a new confirmation of the validity of the position which it has always given to social objectives in the process of economic integration, in accord, moreover, with the explicit provisions of the Treaty of Rome, which are a reminder that the essential aim of the Six is the constant improvement of the standards of living and working conditions of their peoples.

The results obtained during the transitional period of implementation of the Treaty, which terminated on 31 December 1969, confirm that Community policy was consistently geared to the pursuit of this aim. The distinct dynamism imparted to the economies of the six countries by the integration and expansion of the market, and specific social measures designed to achieve the greatest possible geographic and occupational mobility of workers have led to an increase in real wages and the extension and improvement of social security provisions, reductions in working hours and longer holidays, additional improvements to many institutions of social legislation, finally more jobs and less unemployment, which has made it possible in many parts of the Community to arrive at situations of full employment.

The conclusion of the transitional period represents for the Community the start of a period of more intensive integration. Alongside customs union, we now have to establish economic and monetary union. This requires a special effort on the part of the institutions of the Community and of the economic and social forces acting within it to ensure that economic and social measures are pursued in complete interdependence, as it is necessary that they

should be. With this in mind, the Commission has endeavoured to analyse in greater depth the correlations which exist between social policy and the other policies pursued by the Community and the ways in which they influence one another. And the Council, noting this analysis, has clearly stated that a progressive social policy cannot restrict itself to correcting in terms of social criteria the results of economic measures, but must be actively involved in the process of determining the economic objectives.

The organs of the Community have been examining in the light of this the ever increasing importance of problems relating to employment. These problems are now regarded, and not merely from the social point of view, as having definite priority. Indeed, employment will be increasingly affected during the years to come by the far-reaching structural changes in our economy, by technological innovation, and by new working techniques which will affect jobs and create the need for an ever greater occupational mobility of workers, if they are to enjoy continuity of employment and maintain their wage levels. On the other hand, the continued existence of large areas of structural unemployment alongside other areas where tensions are in evidence due to overemployment, raises extremely important social and economic problems which must be tackled within the framework of a consistent policy of regional development.

The need for close co-ordination of employment policies between Member States, as a first step towards a common policy, thus becomes increasingly pressing. This common policy is moreover rendered necessary by the accomplishment of customs union and the gradual establishment of economic and monetary union, in which common economic policies could certainly not coexist with unco-ordinated or divergent employment policies.

The proposals drafted by the Commission for reforming the European Social Fund meet this requirement, that is to say, they correspond to new situations which have emerged on the labour market and which will intensify during the coming years. Given its own resources and freed from the automatic intervention system to which it is subject, the European Social Fund could intervene at the right time and to good effect within the framework of an employment policy which was more in line with the needs of the Community. The Hague Summit recognized that it would be worthwhile to reform the Fund within the framework of close co-ordination of social policies.

The future importance of the Community's employment policy is also demonstrated by the Council's decision in November of last year to hold a conference on employment problems, in which, apart from the governments and the Commission, representatives of European labour organizations and employers' associations will take part. The real importance of this meeting is that the two sides of industry, the governments and the Commission will be sitting down together on a Community basis in order to work out a joint programme on at least certain aspects of such a complex problem.

The priority given to employment problems must clearly not be allowed to eclipse the many other problems which will be claiming the attention of the Community organs in the vast sphere of social affairs. The report on the activities of the Commission and the Council during the year just concluded and on initiatives in hand show that these problems have not and will not be ignored.

In every modern democratic state, social policy is not merely the province of governments. The trade unions and the employers' organizations play a significant part in defining it and in implementing it, either indirectly by suggesting or demanding legislative reforms or more directly by collective bargaining. With due modification, the same situation should also apply in the Community. This is why the Commission has watched with particular interest the recent reinforcement of the structures and functioning of certain trade union secretariats, which have by this means emphasized their role as true European confederations. The Commission has observed with equal interest the setting up of liaison bodies at Community level between certain national trade union centres which hitherto had not participated in the life of the Community.

This effort of organization and action on the part of the two sides of industry must naturally lead to their greater involvement in the life of the Community and in the formulation of common policies. The creation of bipartite or tripartite bodies, of which there are already numerous examples within the Community framework, may play a useful part in this respect. There is no doubt that more intense and more active participation of workers and employers, through their European organizations, in the process of economic integration is helping to effectively democratize the institutions and provides a better guarantee of the accomplishment of the social objectives assigned by the Treaty to the European Community, the importance of which was emphasized at the Hague Conference when it recognized the usefulness of close co-ordination of social policies.

Acting in the spirit of Articles 117 and 118 of the Rome Treaty, the Commission of the European Communities has constantly sought to promote, develop, intensify and render more fruitful this essential alignment of social policies. Encouraged by the final realization on the part of the Member States that any programme for the resumption and consolidation of European integration needed to be founded on a social policy which was suitably aligned, the Commission is about to submit to the governments and the two sides of industry a co-ordinated set of guidelines and objectives which may mark out the road and stimulate social progress during the 70's.

ACTION TAKEN BY THE COMMISSION IN THE SOCIAL SPHERE DURING 1969¹

This report seeks to set out briefly and in logical progression the essential aspects of the action pursued in the social sphere by the European Commission during 1969. This short twelve-month period has been a period of activities, which, in the field covered, have been particularly extensive and diversified.

The report deals successively with activities concerned with the social aspects of the common policies, with standards of living and with health questions; touched briefly on the work arising from the meetings of the Council of Ministers for Social Affairs (13 March and 24-25 November 1969).

¹ Text based essentially on the information contained in the *Third General Report of the Commission*, published in February 1970, Chapter IV, § 7 (Social policy).

I. SOCIAL ASPECTS OF THE COMMON POLICIES

1. Correlations

The Commission's first interim report on the "correlations between social policy and the other Community policies" submitted to the Council at the end of July 1968, was discussed at the latter's session on 13 March 1969.

The indispensable correlations between the social policy and the other Community policies were brought out in a general way in the conclusions then adopted by the Council by common accord with the Commission. The text of these conclusions emphasizes in a passage of major importance that "a progressive social policy should aim at doing more than merely compensating, from the social point of view, the impact of economic measures; it should also help in the process of determining economic objectives. It is therefore clear that the various economic measures must not be devised and implemented without the social requirements being taken into account from the outset".¹ Following this session the Commission drew up a complementary report on these correlations.

2. Economic policy

In the work relating to this field the social aspects continued to be kept in mind, in particular during the drafting of the 3rd medium-term economic policy programme.

From the short-term economic policy angle, employment problems and the measures called for have been given priority.

The devaluation of the French franc in August 1969 involved consequences for Community workers, particularly as regards freedom of movement and social security. At the beginning of October 1969, the European Commission, in response to a verbal question, reported on the latest situation and described the measures taken or envisaged at both governmental and Community level to find a solution (examination by the Council's Working Party on Social Affairs, the Advisory Committee on Freedom of Movement for Workers and the Administrative Committee for the Social Security of Migrant Workers). The decision of the German Government on 28 October 1969 to revalue the Deutsche Mark was also examined from the angle of its social consequences.

¹ See *Bulletin* 6-69, pp. 17 to 24.

3. Agriculture

The Memorandum on the reform of agriculture in the European Economic Community (and its annexes) submitted by the Commission to the Council on 21 December 1968, provides for certain social measures, particularly with regard to the creation of new jobs, vocational readaptation and training and the grant of an additional annual income allowance. In 1969 the Commission participated in the discussions on these measures within the various bodies competent, especially the ad hoc group in the Council. It consulted the Joint Committee on the social problems of paid agricultural workers on the repercussions of the "Mansholt" Memorandum. The Committee stressed the prime necessity of providing re-employment for workers obliged to leave agriculture.

4. Transport

At its sitting of 17-18 March 1969 the Council adopted a regulation on action by Member States with regard to obligations inherent in the concept of public service in the three modes of transport and a regulation on standardizing railway accounts. The Commission is now preparing a proposal for a regulation on the gradual harmonization of the rules governing financial relations between railway enterprises and States; the aim of this harmonization will be to ensure the financial independence of these enterprises. These three measures have pronounced social aspects, particularly as regards employment, working conditions and professional relations.

The first regulation on social harmonization in road transport came into force on 1 April. The Joint Advisory Committee on social matters in inland water transport was set up by the Commission on 25 February 1969.

5. Energy

On 26 February 1969 the Commission submitted to the Council an initial document for guidance setting out general lines of approach and entitled "Social aspects of coal policy in the framework of a Community energy policy". This document, which has meanwhile been published, is intended to promote a manpower policy for the European mining industry, whose simultaneous objectives are to remedy the negative consequences of the decline of coal and to modernize the industry, determining as exactly as possible the hard core below which extraction in the Six must not fall.

The reorganization of coal production is inconceivable without a suitable examination of the social and regional problems connected with the restructuration and modernization of enterprises—problems which are becoming more and more important from year to year.

This is in fact the concept defined in December 1968 by the Commission in the "First guidelines for a Community energy policy" according to which the pace at which it is planned to shut down collieries will have to be adapted to make allowance for the social and economic consequences they entail both for the workers and the regions. The views of the Commission on this point are expressed clearly in sections 25 and 27 of its proposals, which are basically interconnected.

Before framing the concrete proposals announced, the Commission, on 12 June 1969, obtained the opinion of the European Parliament's Committee on Social Affairs and Health Protection, on 19 June 1969, that of the ECSC Consultative Committee and on 25 September 1969 that of the Economic and Social Committee. The question was referred to the Joint Committee (Coal) on 31 October 1969.

6. Trading companies

The social aspects of certain studies concerning trading companies have engaged the attention of the Commission. The points at issue are a draft convention on international mergers (work contracts and acquired rights of workers of companies which merge), a draft directive on internal mergers (the inclusion of employment forecasts in the merger report) and a study on the representation of the workers within the organs of the European company. The professional organizations were consulted on the harmonization of Member States' laws concerning certain aspects of commercial representation (commercial agents and representatives).

7. Symposium on the merger of the Communities

To follow up the symposia at Menton in February 1966 and Turin in October 1966, the European Commission in agreement with the ECFTU (European Confederation of free Trade Unions in the Community) and WCL trade unions, on 6 and 7 March 1969, held a third symposium in Luxembourg on the prospects of European integration. The trade unions solemnly adopted a memorandum expressing their basic thinking on the content of the future single treaty called for by the merger of the three European Communities.

II. EMPLOYMENT

8. Freedom of movement

Articles 48 and 49 of the EEC Treaty have been widely implemented by a complex of legal and statutory provisions including Directive Nr. 68/360 on the stay of workers, which entered into force on 17 July 1969. The Com-

mission supplemented these provisions with a draft regulation on the right of workers to remain on the territory of a Member State after having been in employment there; this draft was communicated to the European Parliament and the Economic and Social Committee for their Opinions.

In its conclusions on employment problems, the Council, at its session of 13 March 1969, considered that the Member States should compare their recruiting policies in non-member countries to take account of their common interests.

In its report on the free movement of manpower and labour markets in the EEC for 1968, the Commission mainly studied manpower movements in the Community in that year and the application of the principle of equality of treatment to Community workers and national workers.

In the field of conflicts of laws the Commission has completed an exhaustive study which will be discussed in the Advisory Committee on Freedom of Movement. The object is to promote a certain harmonization of the situations encountered in the various countries.

In 1969 the Commission continued to compile its "List of activities and occupations", which is a short description of the 1,200 most important occupations the equivalent terms for which in the languages of the various countries are being codified. It is expected that the work will be finished by the end of 1970.

9. Employment

In 1969 the Commission drew up three reports considered to be particularly important:

- (i) The 10th "Annual Report on Manpower Problems", which contains more detailed information than the preceding reports on the problems of certain sectors and regions, and outlines the features of the trend of employment and the measures to cope with them;
- (ii) The 1st "Survey on employment exchanges" which describes the co-operation between the Commission and the national administrations. This initial report, mentioning the improvements planned to employment exchanges, will be followed by other similar documents at regular intervals;
- (iii) The 1st report on the "Regional development of the agricultural working population" drawn up jointly with the Directorate-General for Agriculture, which appeared in synthetic form in March 1969.

A report on worker placement techniques and another on employment in construction have been completed.

Through the Statistical Office of the European Communities, the Commission has published a "Sample survey of the labour force", which reflects the situation in 1968 in the various countries (Social Statistics Series 6-1969). This survey was repeated in 1969.

At the same time, the Commission is now completing reports on:

- (a) The use of computers by employment exchanges;
- (b) Propective studies on employment carried out at national and Community levels;
- (c) Methods of forecasting employment.

At its November 1969 session the Council made the necessary arrangements so that the European Conference on Employment may take place in April 1970. The Governments, the Commission and the employers' and workers' organizations (set up at European level or equivalent) will take part in this conference.

A co-ordinating group on "Employment", closely associating the Commission of the European Communities with both sides of industry, has been set up and met in March and September 1969.

In the same connection, the Commission has set up between the Directorates-General mainly concerned a special Working Party to co-ordinate the detailed examination of employment and vocational training questions.

Lastly, the Statistical Office has brought up to date the forecasts of total population and working population previously established for the decade 1960-1970; the new period covered is 1970-1980.

10. Vocational guidance and vocational training

With regard to vocational guidance, the Commission has drawn up and distributed the 2nd "Annual Report on Vocational Guidance Activities in the Community (1968)". It has also organized two collective in-service training periods, one in the Netherlands and the other in France, for the benefit of the officials of the national administrations concerned.

Concrete progress has been achieved with regard to the harmonization of vocational training in the Community. After consulting the European Parliament and the Economic and Social Committee, the Council will take a decision in 1970 on the "Proposal for a recommendation by the Council to the Member States on the use of the Community career monograph on the training of skilled machine-tool operators" which the Commission submitted to it in June 1969.

Studies on current or planned reforms in the Member States with regard to vocational training, and multi-skill training programmes, have been completed. A list of the statutory provisions governing vocational and technical training in the member countries and the results of an initial statistical survey on the vocational training of adults will be available in 1970.

Following an outline plan prepared by the Commission, the Council, on 24 November 1969, studied the present problems of the vocational training of adults as an instrument of an active employment policy.

In the field of teacher and instructor training a synoptic report on teaching methods and media has been completed. About forty training supervisors and representatives of trades organizations took part in the first seminar on the common vocational training policy held in December 1969 in Turin.

The publication of the bulletin of "training documentation" (extended to include all economic sectors) has been continued. Documentation on programmed instruction in vocational and technical training is being prepared.

The ECSC subcommittees have pursued their activities. The Commission has published the second volume of the "Community manual on new technical processes in the steel industry" and the covering report on "changes in the structure and training of staff in the steel industry".

11. Readaptation and reconversion

In 1969 the Commission's readaptation activity under Article 56 of the ECSC Treaty reached its highest point since the beginning of operations in 1954. Between 1 January and 31 December 1969 credits made available totalled 26.5 million units of account. The operations decided concern 31,000 workers in collieries, iron-ore mines and the iron and steel industry. The development of these operations in the steel industry, which began in 1968, became more pronounced in 1969. (See Table 1 annexed.)

Generally speaking, the gradual establishment of effective machinery for readaptation and reintegration facilitating the transfer of workers from one enterprise to another may be noted in all the Community countries.

In 1969 the Commission, with the approval of the Council, granted ECSC reconversion loans for a total of over 14 million units of account. These operations will gradually create nearly 3,300 jobs for former workers of the ECSC industries. Applications under study concern loans for a total of nearly 90 million units of account, to create about 75,000 jobs, some of them for ECSC workers. These figures emphasize the very steady pace at which the European Commission's reconversion activity developed in 1969.

As regard the reconversion of agricultural workers the Commission has collected information to determine the dimensions of the problem in the various member countries; the synoptic study embodying the results of this work is expected before the end of 1970.

12. European Social Fund

In 1969 the European Social Fund repaid 35.1 million units of account in retraining expenses (154,300 workers) and 1.5 million in resettlement expenses (20,500 workers). (A Table, broken down by countries, is given at Annex 2.)

On 11 June 1969 the Commission submitted to the Council, under Article 126(b) of the EEC Treaty, an Opinion containing its proposals for the reform of the fund. This Opinion, which sums up the past experiences of the EEC and the ECSC with regard to readaptation, envisages a flexible framework to enable the Fund constantly to adapt its aid to the needs and requirements of the life of the Community. The reorganized Social Fund would be an instrument at the disposal of the Community to help the Governments solve employment problems arising from the working of the Common Market and the implementation of the common policies or of the medium-term economic policy adopted. The Fund's activities would be concentrated on precise and particularly important objectives determined in according with Community needs and priorities. Lastly, it would be endowed with ample resources of Community origin adapted to the European dimension of the problems to be solved.

On the basis of this Opinion, the Council is consulting the Economic and Social Committee and the European Parliament. It is expected to deal with the question in the first half of 1970.

It should be specially mentioned that the Hague political summit, at the beginning of December 1969, which gave a new boost to the European idea, stated in its final communiqué that "the Heads of State or Government acknowledge the desirability of reforming the Social Fund, within the framework of a closely concerted social policy". (Point 12 of the communiqué.)

13. Housing

In order to help improve overall productivity in coal-mining and steel-producing areas by a rational distribution of employment, the Commission, in 1969, continued its policy of promoting ECSC subsidized housing. Scheme VI (20 million units of account) is in the course of completion. In all, since the start of Community operations in this field, 112,500 dwellings have been

financed, of which 105,500 were finished at 31 December 1969. (See Table 3 and graph annexed.)

The preparation of Scheme VII, which will cover the years 1970-1974, has been completed by the Commission, which, at its sitting on 22 October, took a decision on detailed implementation (two financing instalments of 10 million units of account: 1970-1972 and 1973-1974).

In accordance with the EEC Treaty, the Commission is completing a synthetic study on "the recent development and the present trends of housing policy in the Community", for publication in the first half of 1970.

Concerning housing for migrant workers, the Commission has obtained from the Governments additional information on how far the Member States have followed its recommendation on the subject in 1965. In spite of the many measures already taken, migrant workers and their families are still too often housed in unacceptable conditions which sometimes do not conform to the elementary rules of hygiene. The Commission will complete its second report during 1970.

III. LIVING CONDITIONS

14. Wages and incomes

In the wages field the Commission has explored the possibility of carrying out an initial survey on wage costs in the retail trade, banks and insurance enterprises. On 3 July 1969 it submitted to the Council a draft regulation to this end which was approved by the latter on 17 October 1969.

Two studies "Wage-drift" and "Information on incomes and assets" have been completed and will be soon diffused.

For its part, the Statistical Office has published the harmonized data concerning the hourly earnings and working week of workers in industry and employment [for April and October 1968]¹ and also the detailed results of the survey on "Labour costs in 1966 (wage costs and related employer's contributions) in the industries of the Community".² This is the first time that a Community statistical document of this kind deals, for the same reference year, with the whole of industry: the extractive industries, manufacturing and construction.

The Statistical Office of the European Communities has also begun to publish the results of the survey on the structure and distribution of the wages of industrial workers in October 1966, the first survey of this kind made at international level.

¹ "Social Statistics" 2 and 5-1969.

² "Social Statistics" 4-1969.

The Commission has decided to set up a tripartite working party on "wage statistics in agriculture" to investigate the best means of collecting and collating comparable statistics in this field.

15. Social security

With regard to social security the following developments should be mentioned:

In February 1969, the communication to both sides of industry of studies on the economic effects of social security and the financing of the social security in agriculture;

The completion of the study on the financial problems of social security (1958-1970), which was submitted to the Council, as was the case with the other two studies;

The framing of a covering report on the above three studies; this covering report was submitted on 24 and 25 November 1969 to the Council, which was thus able to indicate to the Commission the new studies it considers worth undertaking in the setting of Article 118. The report also deals with the examination by the Medium-term Economic Policy Committee of certain social security problems and includes comments on the German social budget and similar studies carried out in other Community countries.

The completion of 50 brochures on occupational diseases;

The completion of the collection of "social security indicators" to be available shortly in the 4 languages. In a general way the harmonization of social security statistics has been continued by the Statistical Office as part of "Social accounts".

In accordance with the decision of the Coal Committee of the UK/ECSC Council of Association, the Commission will carry out jointly with the National Coal Board two studies on:

- (a) Standard social security benefits;
- (b) The effects of staff reductions on pension schemes.

Studies in the field of social security for migrant workers continued without interruption during the period considered. Absolute priority was given to the discussion by the Council's Social Affairs Working Party, with Commission representatives present, of the proposed Council regulation on the application of social security systems to wage-earners and their families moving in the Community. The problems posed by this regulation were examined by the Council of Ministers of Social Affairs on 13 March 1969. The Ministers worked out some useful lines of approach which made it possible to reach conclusions at the Council session of 24 and 25 November 1969.

The Administrative Committee for the Social Security of Migrant Workers has held several meetings.

16. Working conditions

With regard to working conditions, the survey of Sunday working in the glass industry, which is additional to those already made in five other industrial branches, is completed and the report in the course of drafting.

A comparative study on labour and social security law has been examined and the finishing touches are now being put to it with a view to publication shortly. Activities in the field of comparative law continue.

The Commission has asked the Member States what response has been made to its recommendation of 31 January 1967 on the protection of young workers.¹ On the basis of the replies already received, it has had a report drawn up.

Following the Council Decision of 29 February 1968, the Commission has invited the Member States to communicate to it how the ratification of certain international conventions is proceeding. Using the data provided, the Commission is studying in detail, with the assistance of the Governments, the difficulties encountered in this field by the Member States and a second report is being prepared.

The Giugni report on "the law and practice of collective agreements in the countries of the European Coal and Steel Community" has been distributed. It was the subject of study days, on 9, 10 and 11 December 1969 in Milan, in which both sides of industry, representatives of the Governments and of the international organizations and universities took part. The proceedings of these meetings will be published.

In August 1969 the Lyon-Caen report on "the methods of representing the interests of the workers in European limited liability companies" was sent to both sides of industry, the Governments, university circles and others concerned.

Using the information provided at its request by the member countries, the Commission collected and analyzed the data available at the end of July 1969 on the contents of collective agreements (European card-index). The Commission has elucidated the results in a report which is limited for the time being to the mechanical and electrical engineering industries but which is to serve as a basis, early in 1970, for the discussions with the competent government departments of the member countries and experts of the employers' and workers' organizations and for the conclusions the Commission will submit to the Council.

¹ Official gazette 25, 13 February 1967.

17. Industrial relations

The Commission has arranged several meetings of representatives of the trade-union and professional organizations set up at European level. On 30 and 31 January 1969 a meeting was organized to obtain their opinions on "the correlations between the Community's social policy and its other policies" and on employment problems. The participants unanimously decided to give absolute priority to the drawing up and implementation of a coherent employment policy. At the meeting on 18 November 1969, the representatives of the organizations unanimously agreed on the priorities for certain employment and vocational training problems, the distribution of work among various existing committees and the creation of a co-ordinating committee for these questions. They also exchanged views on the proposals for the reform of the Social Fund and on certain aspects of the studies on the working week and social security.

As a result of an approach by the CGT-CGIL (Confederation Générale du Travail/Confederazione Generale Italiana di Lavoro) Standing Committee, the Commission received the representatives of this Committee in April to examine their request for recognition as working partners at European level. The Commission acceded to this request, as it was anxious to establish contacts which may prove to be beneficial for the social and economic progress of the Community, with all the trade-union organizations set up at European level which endeavour to develop relations with it in accordance with the Treaties and in conformity with the law and the European institutions. Thus it was that the representatives of this Committee for the first time attended the meeting of representatives of management and labour on 18 November 1969.

As the International Confederation of Executive Staffs also expressed a wish for closer co-operation with the Commission, a contact group was set up in March 1969. As at present constituted this group takes over from the contact group which existed in the ECSC framework¹ and enables relations to be extended to all industrial branches. The subjects of the first two meetings were correlations between the Community's social policy and its other policies, vocational training and the reform of the Social Fund.

From the sectoral point of view the Commission has also endeavoured to widen its contacts. Thus, on 28 March 1969, it received the representatives of the free trade unions of the metallurgical industry in the ECSC to examine in detail with them the "Social plan" for the protection of workers in the case of loss of employment and income.

The attention of the two Joint Committees on Harmonization of Terms of Employment in the coal and steel industries was principally drawn to the social repercussions of structural and economic developments in these two

¹ *Second General Report*, sec. 416.

branches of industry. The Joint Committee for Steel analyzed the measures taken in the various Community countries to remedy the social repercussions of structural development and the Joint Committee for Coal examined the legal and contractual provisions adopted with regard to the industrial readaptation and reconversion of miners. Sociological surveys on the fluctuations of manpower in the coal and steel industries have been embodied in synoptic reports approved by these Committees.

18. Social services and miscellaneous

Several studies have been put in hand on the instigation of the Commission; they deal with:

- (i) The social problems of elderly persons on which the synoptic report will be ready during the first half of 1970 and will be submitted to the Council;
- (ii) "Social assistance benefits of a public nature and their connections with those of social security", which is expected to be completed during the first half of 1970;
- (iii) Social tourism in the six countries; the synoptic report will be ready within the same period.

The Commission is also drawing up its third report on the action taken by the Member States on the Recommendation of 13 July 1962 concerning the activity of the social services with regard to migrant workers. This will describe the situation in 1967-1969 and will be completed in the first half of 1970.

At the end of October 1969 the Commission arranged, in co-operation with the Ministries concerned, a course of in-service continuation training in Germany for leaders of organizations responsible for social work on behalf of migrant workers and their families. This course was similar to those organized in preceding years in Italy and France. Other meetings of this kind are being prepared; the next is planned to take place in Belgium.

IV. HEALTH

19. General industrial safety

With regard to industrial safety the Commission has been concerned in 1969 with developing protection provisions relating to the use of certain machines or dangerous substances. In accordance with Article 118 of the EEC Treaty, the questions raised in this context, particularly the methods of

co-operation between the Member States, were discussed in detail in September 1969 with the national industrial safety administrations. The Commission's efforts are directed in the first place towards drawing up technical safety rules for the use of agricultural machines and farm tractors in particular.

The Statistical Office of the European Communities has published the results of two surveys on the frequency of accident risks, one covering the paper industry and the other the glass industry and rubber processing.

20. Mines safety

On 9 July 1969 the Commission decided to back two research projects into mines safety. The aim of the first is to facilitate the rescue of miners trapped in accidents; the second concerns the development of new means of combating coal-dust explosions in fields in which the usual techniques have not proved sufficiently reliable. The financial aid for these two projects amounts to 320,700 units of account.

21. Safety in the steel industry

In 1969 the Safety Commission and its working parties examined a series of prevention problems relating to:

Cut-off and control elements, filters and assembly elements of oxygen lines;

The insulation of gas pipes and the removal of gas;

Pig-iron solidification processes;

The establishment and equipping of sick bays and first-aid posts;

Suitable systems to obviate collisions between travelling cranes.

An investigation on the seat and nature of lesions, to be carried out by the Statistical Office of the European Communities in the steel industry in 1970, has been prepared. It should be recalled that the survey on the frequency of the risk of accident in the steel industry, organized for the first time in 1960, continues to be made each year and that its results are regularly published.¹

22. Industrial health

On 25 July 1969 the Commission decided to approve the overall commitment of 214,982.50 units of account to finance five research projects from the credit of 6 million units of account granted in 1964 for the second research

¹ "Social Statistics" 7-1969.

programme (dust control in mines). These projects are intended to promote industrial health in coal and iron-ore mines and will go on for two years in two institutes of the Community. The financial aids granted since the implementation of the programme thus amount to 4,710,580 units of account in all. The studies concerning the epidemiology of pneumoconioses decided on last year are now going on in three important coalfields.

The second research programme on air pollution prevention in the iron and steel industry has entered the phase of concrete achievements. On 20 January 1969 the Commission approved the commitment of 848,475 units of account to finance 23 research projects. This amount is to be charged against the 4 million units of account allocated to the research programme. The work is divided among 17 research institutes or organizations, generally for a period of two years. Two other important projects also included in this programme were the subject of a new Commission Decision on 4 July 1969 allocating 1,123,500 units of account as financial assistance.

23. Industrial health and medicine

At the present time several research programmes started in 1964 are in the course of completion. In the utilization and synthesis of the results the Commission takes account of the possibilities of practical application which may be of general value for all industries as well as of the aspects specifically concerning ECSC industries.

On 4 June 1969 the Commission decided to put in hand the study of three new research programmes concerning chronic respiratory diseases, industrial traumatology and re-employment and ergonomic problems in an industrial environment. The launching of these programmes will be spaced out over three years.

24. Mines Safety and Health Commission

In 1969 the Commission approved the interim or final reports of the studies of its working parties concerning:

- (a) Rescue arrangements and mine fires;
- (b) Electricity;
- (c) Winding ropes and shaft guides;
- (d) Health.

On 20 June 1969 the Commission approved its annual report for 1968 which it then communicated to the Member States and the European Parliament. It studied the circumstances, causes and preventive measures of three

group accidents which had caused the death of 28 persons in all and received the first information on a roof-fall which caused four casualties.

The studies of the various working parties on combined statistics of accidents have been continued.

25. Health protection against radioactive hazards

The implementation of the directives laying down the Basic Standards, adopted by the Council in 1959, and amended in 1962 and 1966, continued in 1969. Provisions relating to particular aspects of radiological protection have come into force in France, Italy and the Netherlands. The joint studies for the general revision of the Basic Standards made considerable progress in 1969.

In 1969 the Commission was consulted on seven radioactive waste projects in accordance with Article 37 of the Euratom Treaty (five German projects, one Belgian and one Italian).

In the field of technical harmonization it continued, in co-operation with the competent laboratories of the Member States, the programme of comparison of individual dosimetry aimed at producing lasting improvement in the precision of dosimetric measurements.

The Commission's research programme advanced in several fields: studies on the radioactive contamination of human beings and environment, on physical dosimetry and on the long-term effects of radiation on humans.

The problem of the information and training of workers as regards radiation protection was the subject of a symposium which the Commission arranged in Brussels from 16 to 18 December 1969.

CONCLUSIONS

*by Mr. F. VINCK,
Director General for Social Affairs*

A brief but comprehensive review of the social achievements of the Community should first of all give some attention to the close interdependence of social and economic facts. Thus it may be said that the very existence of the European Community has considerably improved standards of living and working conditions and the level of employment in the six countries. Taking into account fluctuations in the economic situation, the level of employment has increased considerably since 1958, and current strains on the labour market are chiefly the result of available workers not having the right skills.

One of the first preoccupations was to give workers the possibility of circulating freely within the Community. The ECSC Treaty had already laid down the right of free movement for skilled workers in the coal and steel sectors; under the EEC Treaty the freedom of movement for all workers was established in successive stages and was fully attained in 1968.

The logical consequence of freedom of movement was, of course, the establishment of rules guaranteeing the rights of migrant workers in respect of social security. A new regulation was adopted by the Council at the end of 1969 improving or simplifying the procedures whereby those concerned can obtain more quickly the benefits to which they are entitled.

In general, the Commission has endeavoured to apply an active employment policy. It should be remembered that in the coal and steel sector, the High Authority was able to take a number of initiatives which the Commission of the Communities is still applying today. These include the readaptation grants financed from Community funds for firms closing down or undergoing structural reorganization (in 1969 credit amounting to some 26.5 million units of account was made available, affecting over 30,000 workers); loans for retraining miners and steel workers (in 1969 more than 14 million units of account were set aside to create several thousand new jobs). Within the framework of the EEC Treaty, the European Social Fund has a different role in that it reimburses costs already incurred, i.e. it refunds 50% of Member States' expenditure on vocational retraining or redeployment of workers (in 1969, reimbursements from the Fund totalled a little more than 35 million units of account for the benefit of 175,000 workers). In 1969 the Commission laid before the Council an opinion on the reform of the Social Fund, a task which was given priority at the Hague Conference and which should make the Fund into a powerful instrument for adjusting employment to economic developments in individual industries and in individual regions.

With more specific reference to vocational training (in 1963, general principles had been laid down as the basis for Community action), efforts have been concentrated mainly on the alignment of training standards. In order especially to encourage multi-skill training as a means of enabling workers to adjust more effectively to changes in industrial structure the Commission in 1969 submitted to the Council its first career brief on the training of skilled machine tool workers.

The Commission's most recent studies and actions are designed to integrate the essential social targets (adjustment of men to changing structures, optimum employment of the labour force, constant improvement in standards of living and working conditions) as fully as possible with the various common policies: economic policy, farm policy, industrial policy, transport policy, regional policy, etc. Especially worthy of note, for the year just concluded, are the first proposals to the Council, within the framework of energy policy, on the "social aspects of coal policy".

Only passing reference can be made to those activities of the Commission which affect the most widely varying aspects of social policy, as it ranges over so vast a field: wages and incomes policy, health protection, industrial health and safety (especially in the mines and in the steel works), collective bargaining, research connected with biology and health physics (ex-Euratom) etc. A number of these activities have produced tangible results, whether in the construction of workers' housing under the ECSC Treaty (nearly 106,000 dwellings completed to date), measures for the protection of workers, or for the conclusion of the first European collective agreement; the remaining activities are making their contribution in any case to the patient process of harmonizing social legislation, which the Commission for its part, is endeavouring to speed up, along with the alignment of progress in standards of living and working conditions. The Hague Conference moreover gave new impetus to these tasks by recognizing that the Communities' priorities included the need for close co-ordination of the Member States' social policies.

Finally, in this brief outline of developments in the social field should include a mention of the increasing tendency to involve the workers' trade unions and the employers' associations more closely in the work of the Community and in the search for solutions to problems arising.

The diversity and intensification of the tasks to be done in the social field has had to be tackled with a reduced staff, which was particularly affected by the merger of the executives. In view of the active development of Community social policy, it has become a matter of urgency to reinforce the means placed at the Commission's disposal.

ANNEXES

TABLE 1

Readaptation measures under Article 56(2) of the ECSC Treaty
(1 January 1969 - 31 December 1969)

Country	Coal industry		Iron and steel industry		Iron-ore mines		Total	
	Workers aided	Amount furnished ¹	Workers aided	Amount furnished ¹	Workers aided	Amount furnished ¹	Workers aided	Amount furnished ¹
Germany (FR)	3,447	13,224,532.12	10,498	1,943,654.37	459	97,500.00	14,404	15,265,686.49
Belgium	2,620	1,380,000.00	1,512	509,000.00	—	—	4,132	1,889,000.00
France	2,817	3,451,244.26	1,502	498,114.73	573	316,810.37	4,892	4,266,169.36
Italy	—	—	—	—	—	—	—	—
Luxembourg	—	—	—	—	—	—	—	—
Netherlands	7,550	5,041,436.46	—	—	—	—	7,550	5,041,436.46
Community	16,434	23,097,212.84	13,512	2,950,769.10	1,032	414,310.37	30,978	26,462,292.31

¹ In units of account.

TABLE 2
Assistance provided by the Social Fund in 1969

Country	For retraining		For resettlement		Total	
	Amount (u.a.)	Number of workers	Amount (u.a.)	Number of workers	Amount (u.a.)	Number of workers
Germany (FR)	11,347,541	6,457	526,462	7,208	11,874,003	13,665
Belgium	959,641	1,127	—	—	959,641	1,127
France	2,625,977	3,030	974,647	13,183	3,600,624	16,213
Italy	19,295,881	142,865	17,495	155	19,313,376	143,020
Luxembourg	—	—	—	—	—	—
Netherlands	843,840	789	367	2	844,207	791
Community	35,072,880	154,268	1,518,971	20,548	36,591,851	174,816

TABLE 3
Financing from 1955 to 1969 of ECSC workers' housing programmes

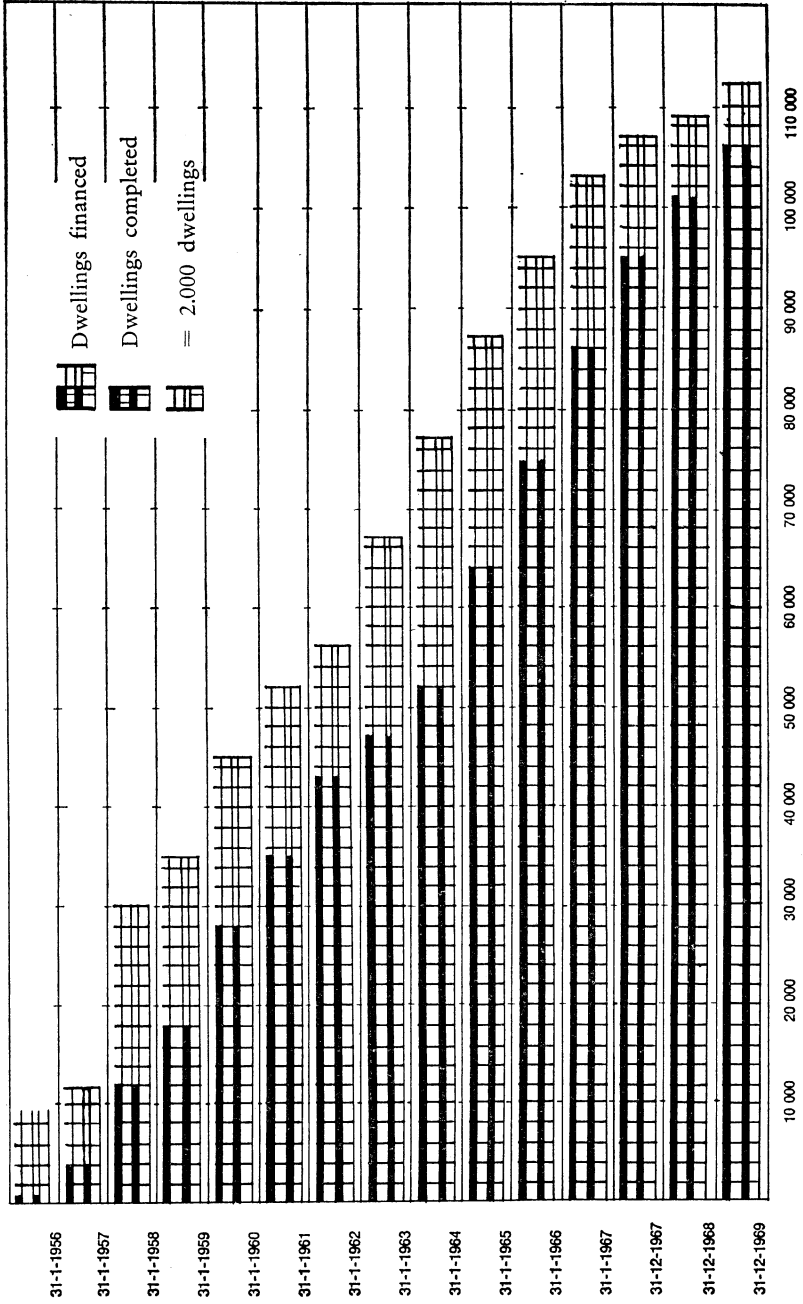
(million u.a.)

Country	Commission advances		Additional funds mobilized at Commission instigation	Total amount advanced	Funds from other sources (housing associations, etc.)	Total cost of dwellings built
	from own resources	from borrowings				
Germany (FR)	48.20	13.24	109.21	170.65	676.04	846.69
Belgium	4.11	18.59	2.30	25.00	25.53	50.53
France	25.53	—	5.06	30.59	125.45	156.04
Italy	6.54	8.04	2.06	16.64	25.21	41.85
Luxembourg	2.15	1.70	0.63	4.48	6.22	10.70
Netherlands	5.20	2.14	5.97	13.31	12.90	26.21
Community	91.73	43.71	125.23	260.67	871.35	1,132.02

N. B. The report on the development of the social situation in the Community in 1969 (annexed to the Third General Report of the Commission) contains as an annexe 60 pages of statistical tables concerning employment, housing, social security and industrial accidents in the Community.

Financing of construction and completion of ECSC workers' dwellings

Position at :



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