



**“OSH: What levers for a culture of prevention in the workplace?”**  
Initial report on the conference of 21 March 2019 (Paris)

## PROGRAMME

### 9.15 Welcome of participants

- Daniel BOGUET, President of the Board of Directors, EUROGIP

#### Introduction to the Discussions

- Marine JEANTET, Director of Occupational Risks, CNAM

#### Challenges of a culture of prevention

- Thomas BARNAY, Professor of Economics, Université Paris-Est Créteil
- Jérôme PELISSE, Professor of Sociology, Sciences Po, Researcher at CSO
- Erick LEMONNIER, Prevention Director, Eiffage Branche Infrastructures
- Sandra CAMPANER, Co-manager, Steproco

### 11.00 Approaches at international, national, sectoral levels

- Manal AZZI, Occupational Safety and Health Specialist, ILO
- Joachim BREUER, President, ISSA
- Jennifer WOLF HOREJSH, Executive Director, IAIABC, USA
- Just MIELDS, Occupational Psychologist, BG ETEM, Germany
- Vincent DETEMMERMAN, Director for Strategy, Innovation and International Relations, Construction Confederation, Belgium
- Stephan WANHOUT, Health and Safety Director, Groupe SEB

### 14.00 Support for companies

- Sandrine MOCŒUR, QHSE Manager, Norske Skob Golbey
- Sébastien VERDONCK, Consulting Engineer Manager in Occupational Risk Prevention, CARSAT Nord-Picardie
- Karin STURM, Quality Assurance Referee, AUVA, Austria
- Julie BACHE BILLESBØLLE, Head of section at the Psychosocial Working Environment Section, Arbejdstilsynet, Denmark
- Riccardo VALLERGA, Coordinator, INAIL, Italy

### 15.30 Safety culture and OHS management in companies

- Ivan BOISSIÈRES, Director General, ICSI
- Uwe MARX, Head of Subcommittee "Systematic integration of occupational health and safety in companies", VBG, Germany
- Éric DRAIS, Sociologist, INRS
- Patrice LAMENDOUR, Industrial Director, Europhane

#### The point of view of the social partners

- Florence SAUTEJEAU, President (MEDEF) CAT/MP
- Christian EXPERT, Vice-President (CFE-CGC) CAT/MP
- Ronald SCHOULLER, Vice-President (CGT-FO) CAT/MP, President of INRS

### 17.00 End of the conference

See the speaker profiles at [https://eurogip.fr/images/Debats/Debats\\_EUROGIP-2019-EN-Speakers.pdf](https://eurogip.fr/images/Debats/Debats_EUROGIP-2019-EN-Speakers.pdf)

## Introduction to the discussions

"In the area of occupational risk prevention, we are at a crossroads," explained Daniel Boguet in introducing this discussion day. After a constant decline in the frequency of occupational injuries over 70 years, the incidence rate is stagnant. "Enterprises find it hard to provide a single answer to the diversity of risks they face."

At this stage, "technical and organizational measures are no longer sufficient," feels Marine Jeantet. The causes of injury, namely handling errors or falls, are often the same and largely avoidable. We are reaching a level where it is important that every individual should take into account prevention priorities.

Everyone agrees to develop a prevention culture. In order that reflexes may be so automatic that they become natural, the Occupational Injuries Branch is going to actuate several levers. Developing initial training and vocational training is one of them, as well as tutoring in the enterprise. To reach very small enterprises, a "specialist activity" approach is more appropriate, and the new objectives and manage-

ment agreement («Convention d'Objectifs et de Gestion» - COG) plans to make highly operational guidelines available. The development of a prevention culture also requires awareness raising campaigns, and this means has until now been little explored by the Health/Occupational Risks Insurance system.

The standards and regulations are not called into question. They are still there, but they should no longer be regarded merely as constraints. The idea is to help firms understand that prevention is a factor of performance. "It's a concept that is easy to understand intuitively, but admittedly, this relationship between safety and performance is harder to prove in the field."

For this reason, Marine Jeantet is very interested in the experience of other countries. "We are not the only country facing this threshold effect, she says. Other approaches have a proven track record in other countries." Exploring them is precisely the purpose of this discussion day.

## Prevention culture issues

Developing a prevention culture means not just putting in place rules and processes. It also means examining how all the firm's stakeholders - employees, managers and company officers - allow for them and apply them.

Because it turns out that all the rules, including legal standards, are subject to interpretation. In the area of occupational safety and health, this divergence between the legislation and its application is a real problem which Jérôme Pélisse has studied notably in French and American nanoscience laboratories, where there is a constant confrontation between an "improvised approach to safety, by which a mere Scotch tape demarcates a clean area", and a more bureaucratic culture. "The legitimacy of those promoting the standard depends above all on their leadership," notes the sociologist, convinced that "the legislation must be constantly compared with everyday real work situations" and emphasizing

"the importance of tacit knowledge in the enterprise".

The healthcare economist Thomas Barnay has investigated the long-term impact of disease and disability on working life. "Although we have a large quantity of data, very few longitudinal studies have been carried out on the relationship between health records and career records", he regrets. This leads to underestimation of risks. "By cross-checking data from the National Retirement Insurance Fund (CNAV) and healthcare consumption, we realized, for example, that psychosocial risks during working life also have an impact on living conditions in retirement. More generally, the factors determining pensioners' health are very largely impacted by their working conditions at the start of their career." This should cause us to thoroughly re-examine our public health policies and invest more in prevention, which accounts for only 2% of healthcare expendi-

ture in France, compared with 3% on average for OECD countries and 6% in Canada. Thomas Barnay stresses that "Our research shows clearly that the first factors of disorder, as of childhood or at the start of working life, will have an impact on the whole health record of the person in question. We should therefore put in place "Painful conditions" schemes at the start of careers, to prevent risks, rather than at age 50, to heal their consequences." The infrastructure division of Eiffage, which covers road engineering, civil engineering and metalworking activities, has always been strongly committed to safety and health at work. But three years ago it decided to completely rethink its strategy: "We had reached a plateau," remembers Erick Lemonnier. "By inviting 400 managers of the infrastructure division to raise questions concerning safety, we became aware that it was associated only with negative words: risk, accident, disaster, constraint, etc."

To adopt a more positive and "non-stigmatizing" approach, Eiffage therefore switched from a "zero accident" objective to a "100% safety" objective. "We must stop approaching safety via the consequences of accidents but, on the contrary, prevent them from occurring." To achieve this, the firm designed "Safety Force", a digital tool that has won numerous awards since its launch in 2016. "Safety Force" makes it possible to have a personalized approach to health and safety: about twenty

constants associated with six risk management variables enable each employee to express their own perception of risk.

Based on these observations, an algorithm calculates accident probabilities. "So it is not a reporting tool but a guidance and information tool," specifies Erick Lemonnier. In his opinion, 80-90% of identified problems can be settled immediately without a lot of action plans.

This was confirmed by Sandra Campaner, who, with her husband, runs a very small enterprise with seven employees in the field of water treatment: "In our firm, the safety culture is more natural and intuitive. But it is deeply rooted."

It is based on simple things: a group visit to the Préventica show from which everyone should return with an idea of prevention, job descriptions strongly focused on health and safety, site visits, etc. "I have also developed an Excel tool for reporting and follow-up of administrative forms and declarations. It's a "home-made" tool, better suited to the realities of an SME than certification formalities. Most SMEs do not have the means to create paper conformity". Sandra Campaner knows what she is talking about: she has committed the firm to a MASE (corporate safety assurance manual) certification process. "The administrative work is far too complicated. If I had not backed it fully, we would never have achieved it."

## International, national and sector approaches to prevention culture

How could the emergence of a prevention culture bring about changes in public and sector policies? International stakeholders have given their answers. Starting with the ILO (International Labour Organization), which as of 2006 gave a definition of this still vague concept of a prevention culture.

Article 1 of the ILO Convention 187 states that "the prevention culture refers to a culture in which the right to a safe and healthy work environment is respected on all levels, in which the government, employers and workers actively endeavour to ensure a

safe and healthy work environment by means of a system of defined rights, responsibilities and obligations, where the principle of prevention is assigned the highest priority."

This is an important statement, because it lays the foundations of public policies on the principle of prevention, according to the analysis of Manal Azzi. The prevention culture must, of course, come from enterprises. But it cannot exist without the mobilization of governments and the social partners. Also, it must form part of a systemic approach, with a very



broad field of action, extending as far as the school and initial training.

This prevention culture was the subject of an international campaign officially launched in 2017 by the International Social Security Association (ISSA) on the theme of "Vision Zero". In fact, the idea is older, explains Joachim Breuer, and it aroused much questioning at the start. "We were aware that a paradigm change was needed, which is easier said than done."

If regulations were initially the main way to improving OSH, what is needed now is a change of mindsets and attitudes. No serious injury or disease, still less a fatal one, is acceptable, and we must do everything possible to eradicate them. That is the "Vision Zero" goal promoted by the ISSA. "It's not a toolbox that we propose to achieve quantified objectives by certain dates. But rather a mindset that should be shared by all."

Two initiatives illustrate this strategy. In Germany, BG ETEM, which is one of the divisions of the Occupational Injuries Branch for the energy, textile and electronics sectors, has launched a campaign on the theme: "Safety and health are values that we share". "It's a campaign that forms part of a long-term approach (ten years), because we know that many years are needed to establish a prevention culture," explains Just Miels. "This also allows us time to make changes in it, and in particular to remove excessively abstract issues." The campaign is now based on very practical examples, with pragmatic media such as card games for example.

In Belgium, the Construction Confederation has mobilized the branch around the watchword "Safety is

my priority". This campaign targeted the entire production chain: subcontractors and suppliers, but also prime contractors who, by putting pressure on prices, can put workers in danger. "We would like invitations to tender to allow for selection criteria related to the prevention strategy," explains Vincent Detemmerman. "We even call for the "occupational health and safety" item to be treated as non-negotiable in invitations to tender so that it may not be sacrificed to competition on prices."

This prevention culture should be spread and rooted in all enterprises. In the United States, the insurers, who are very careful to control their costs of compensation, have established a dual system to instil a prevention culture: financial incentives for employers and behavioural training for employees. "It's a way to make the former more responsible and to make the latter the focal point of the strategy," feels Jennifer Wolf-Horejsh.

And in French enterprises? "Respect for persons is one of the values of SEB Group," explains Stephan Wanhout. "That concerns health and safety in particular." In a highly competitive environment, this household appliances manufacturer considers prevention as a performance driver which must be factored in as of the product design stage and involve all the stakeholders, including subcontractors. Stephan Wanhout stresses the importance of information feedback and immediate information processing. "It's hard to put a figure on this, but there is no doubt that we are rewarded in terms of quality and well-being at work. Prevention is also a very powerful management lever. In particular, it involves training and skills upgrading for the personnel."

## Support for workplaces

In the Vosges region, the Norske Skob paper mill completely overhauled its risk prevention strategy against the backdrop of an economic crisis in the sector, but also a moral crisis due to a series of four fatal injuries. "When I arrived, in 2012, the firm already had prevention tools," Sandrine Mocœur remembers. "But the safety basics were not in place." With the CHSCT (com-

mittee for health, safety and working conditions), she therefore produced a new action plan, the main aspects of which were adapted to each work station (with three priority actions for each station). "This very pragmatic approach made it possible to restore cohesion and refocus all the personnel on safety issues."

Sandrine Mocœur explains that, over the years, the

Health and Safety team refocused on the strategic guidelines and gave more independence to the working groups, which are now capable of carrying out their projects by themselves. "I am basically there for support, and this allows me to think about and initiate new projects."

This support can also come from outside the firm. The Austrian government has decided to grant a free expert consultation each year to every firm with less than 50 employees. Around 300 experts recruited and trained by the AUVA (the Austrian national health insurance fund) provide these consultations. "They go into the field to help firms establish a diagnostic and define an action plan," explains Karin Sturm. "They have no monitoring and assessment role. But in the event of accidents, the firm must prove that it followed the recommendations of its expert."

This scheme is a real success. To strengthen this relationship, the AUVA has developed six applications since 2016: some are purely informative, with a store of standards, rules and tools; others are truly interactive, enabling an employer or employee to send a photo, for example, in order to better assess risk situations. This strategy has a cost, about €27 million per year, or €550 million since its launch 20 years ago. Denmark, too, has spared no expense. In 2011, the Danish Work Environment Authority decided to offer to SMEs in industry sectors with a high incidence rate (construction, metallurgy, cleaning, transport, butchery, etc.) expert advisory services over a period of six months.

"These advisory services, completely free of charge, are adapted to each sector of activity, with a specific methodology prepared with the social partners," confides Julie Bache Billesbølle.

In 2017, a study revealed that these "packs" had resulted in a fall in the incidence rate and an improvement in social dialogue, with a certain constancy over time. The government therefore wound this programme down in 2017 before suspending it completely in 2018. In early 2019, a new programme was undertaken, but without financial support.

Italy has made a similar wager: in 2009, INAIL (the public-sector body in charge of risk insurance, prevention and compensation) set up a fund which finances up to 65% of prevention systems (mainly

machines and fittings, within the €5,000 to €130,000 range). All that is needed is to state a request online. This fund, with €60m in assets in 2010, reached €380m in 2018. This is a great success, which has led INAIL, over the years, to concentrate its operations on the sectors identified as of highest priority each year: commerce in 2016, ceramics and woodworking in 2017, and fisheries and textiles in 2018.

In 2018, projects relating to work organization and management (generally linked to an ISO certification) received a special allowance of €2m. "We noted a decline in the number of requests for these activities. So we dedicated a specific section to them to reduce competition with other types of projects when clicking online," notes Riccardo Vallerga.

In France, the Nord-Picardie Carsat fund in 2014 established "Mobiprev", a mobilization and support scheme to provide a "prevention" base for more than 1,000 firms mostly with 20 to 70 employees and with a high incidence rate. "We observed that very small and medium-sized enterprises find it hard to see beyond their short-term priorities," explains Sébastien Verdonck. "Depending on the representatives and environment of the firm, we deploy an action strategy, and explain the benefits of prevention measures for the firm's requirements and performance."

In such firms which are remote from risk prevention, it is hard to assist them, for example, in reducing MSDs. The idea in each firm targeted is to "do Mobiprev", to support it by introducing it in an organized manner with a methodology and tools to anchor the basics of prevention and prepare the firm for the future.

"Support is provided based on an assessment of the OSH level, with a personalized service offering, and a relationship of trust is established with the firm," says Sébastien Verdonck with satisfaction.

A three-day Carsat-INRS training course is designed to provide skills upgrading for the OSH referral employee (risk and accident analysis, updating of the Single Document, and action plans).

Financial assistance can be provided to support the firm's investments (subject to compliance with eligibility criteria) in the action plan to be implemented (technical, organizational and human aspects).

## Safety culture and OSH management in the workplace

At Europhane, the Single Document (DU: Document unique) was for a long time merely a long list of various risks, apparently not very useful because it seldom came out of the cupboard... until the new management of this lighting systems manufacturer in Normandy made OSH a lever for improving social dialogue. "We completely revamped the DU to make it a strategic management tool in our production plant with 200 employees which experienced a high and recurring rate of accidents," explains Patrice Lamendour.

The Carsat fund, with which relations were previously strained, made Europhane a pilot plant for its «TMS Pro» offer. "It assisted us in defining and implementing seven projects." The firm demonstrated its commitment by, for example, taking into account prevention issues as of the R&D stage so that ergonomic constraints would be allowed for in product design. Patrice Lamendour specifies: "We invested €60,000, deployed 1,000 hours' work and implemented 173 prevention measures." As a result, the incidence rate was divided by three.

This comprehensive approach is one of the levers needed to develop a real prevention culture as conceived by Éric Drais. "All firms have a prevention culture, even a rudimentary one," he explains taking the example of the personal services sector, which is characterized by low skill levels, very high staff turnover, and fragmented workforces... "It is therefore difficult to share prevention standards," observes this sociologist for whom prevention culture is above all "a balanced combination of values, perceptions and standards."

To help firms assess their prevention culture, the INRS has developed an occupational safety and health positioning grid («GPSST»). "This is an indicative and not an injunctive tool which makes it possible to establish a jointly witnessed review of the existing situation and identify what remains to be done," explains Éric Drais. "But with regard to prevention, tools will never replace a culture in the enterprise".

This culture can be forged by sharing good practices: that is how the Institute for an Industrial Safety Culture (ICSI: Institut pour une culture de sécurité industrielle) was created, in response to the

AZF disaster. "This disaster was not, as some thought, the symptom of carelessness but proof that it was necessary to think differently and make better allowance for human and organizational factors in order to develop a real prevention culture," explains Ivan Boissières. And he insists: "before changing how we do things, it is essential to change how we see things".

This means, for example, that health and safety must be central to processes, of course, but also to decision making. "To identify what is valued in a firm, you need merely look at how management decisions arbitrage between quality, costs, deadlines, safety, etc.," in the opinion of Ivan Boissières. "If OSH always takes the back seat, statements regarding prevention are no longer anything but injunctions."

Certification standards and processes can also play a role in the emergence of a prevention culture. VBG, the German OSH insurance organization for the civil service, relies on the ISO 45001 standard to assist firms. "We had our national reference frameworks and we did not need another standard on OSH management. But now that it has been adopted, we have to live with it," in the opinion of Uwe Marx.

According to him it has the advantage of supplementing the family of management standards (ISO 9001, ISO 14001, etc.). Moreover, as such, this standard is highly participative, bringing all the personnel, managers and company officers together in an innovative approach, which transforms the risk evaluation grid into an opportunity evaluation grid. To illustrate his argument, Uwe Marx gives the example of workplaces designed so that personal protective equipment is not necessary, as opposed to a more conventional approach which involves providing this equipment.

Another positive aspect that is stressed by Uwe Marx is the definition of an approach that is not merely top-down, but also bottom-up, which is sometimes a constraint, but a necessary one and a concept that is very important in Germany.

This development is not sufficient to convince Éric Drais: "The problem with certifications is that their procedures are far too complex for SMEs."

## The viewpoint of the social partners

The negotiation of the objectives and management agreement («Convention d'objectifs et de gestion» - COG) 2018-2022 between the French government and the Occupational Injuries Branch gave rise to fierce discussions.

The Branch has a budget of €13 billion; the €50 million allocated to prevention incentives each year, as proposed in the initial version, was inadequate to meet the challenges, explains Florence Sautejeau. "We unanimously called for an increase in the prevention funds to be able to make a paradigm change and use part of our surpluses to promote an ambitious plan." In the end, the annual amount was doubled.

Will it make it possible to redesign the tools in order to innovate and constantly reach firms better? According to Ronald Schouller, efficient tools exist, and this amount should be used to better reach our core target. "We are all aware that more attention has been paid to compensation than prevention for many years," he says.

Behind the tools, there are people. "In these negotiations, we saw to it that the number of inspectors in the Carsat funds would be left unchanged," adds Christian Expert. "We need professionals to go into the firms, especially SMEs."

He also stresses the importance of partnerships between the organizations in question, which exist, admittedly, but are vulnerable because they are based on human relations and are not institutionalized.

At the same time, one of the main approaches to be developed is training: it is necessary to acquire the basics in order to establish a real prevention culture.

The three speakers vigorously defend equal representation in occupational safety and health management. Contact with the field and close relations with the specialist activities and industrial sectors ensure the capability of the social partners for building and disseminating efficient prevention tools, feels Florence Sautejeau.



## Les Débats d'EUROGIP

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[www.eurogip.fr](http://www.eurogip.fr)

51, avenue des Gobelins - F-75013 Paris

+33 (0) 1 4056 3040

[eurogip@eurogip.fr](mailto:eurogip@eurogip.fr)



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