



Implementation of multi-sectoral guidance on third party violence in the workplace

Report of regional workshop (Rome, 14 June 2010)

A report prepared by GHK

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A report for CEMR, CoESS, EFEE, EPSU, ETUCE, EuroCommerce and UNI Europa
prepared by GHK

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1 Introduction

This document provides the report from the second regional workshop of the project on the Implementation of the multi-sectoral guidance on third party violence in the workplace, which was held in Rome on 14 June 2011.

1.1 Background of the project

On 16 July 2010, EPSU, UNIEuropa, ETUCE, HOSPEEM, CEMR, EFEE, EUROCOMMERCE, COESS, representing the social partners of the commerce, private security, local governments, education and hospital sectors have reached an agreement on multi-sectoral guidelines aimed to tackle third-party violence and harassment at work (<http://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=896&furtherNews=yes>)..

These Guidelines have been developed following two major conferences organised with the support of the Commission in March 2008 and October 2009 at which the outcomes of a research on third-party violence were presented along with case studies and joint conclusions . Therefore, these Guidelines build on these initiatives and complement the cross-sectoral *Framework Agreement on Harassment and Violence at Work* of 26 April 2007 (http://ec.europa.eu/employment_social/dsw/public/actRetrieveText.do?id=8446).

The organisation which were party to the multi-sectoral guidelines subsequently decided to disseminate the guidelines and obtained funding from the European Commission for a project to assist with the translation of the guidance into all EU languages, for three regional seminars and a final conference to be held with the goal making the guidelines more widely known, sharing good practices in tackling third party violence in the workplace and encouraging national member organisations to think about how the guidelines will be implemented in each Member State. GHK Consulting was commissioned to assist in the moderation of these events and in the preparation of reports.

1.2 Participating countries

The first regional workshop was held in Rome on 14 June 2011 with the participation of 47 representatives of sectoral social partner organisations from Croatia, Cyprus, Greece, Italy, Malta, Norway, Portugal, Sweden and Spain, as well as Brussels based sectoral representatives. A full list of participants, the agenda of the workshop and the presentations provided are included in the Annex to this report.

1.3 Purpose of this report

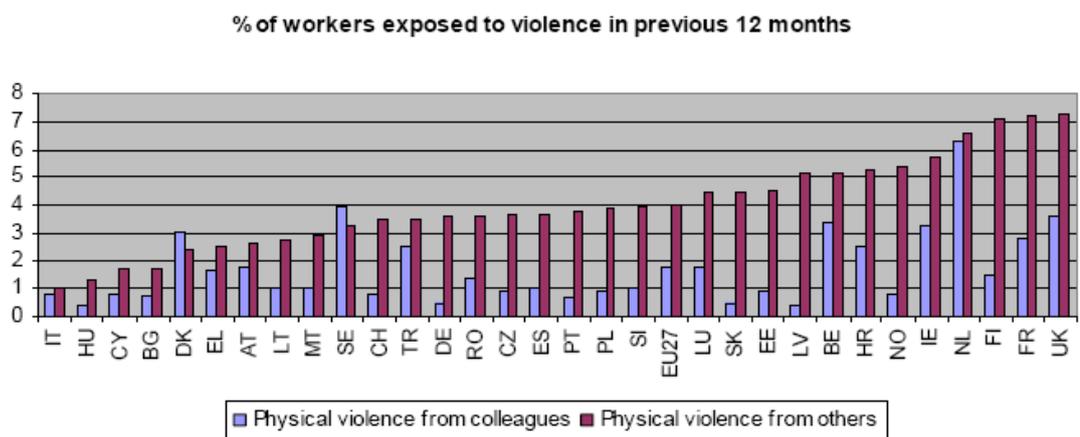
The goal of this report is to summarise the discussions of the workshop.

2 The importance of tackling third party violence in the workplace

In opening the workshop, representatives from the secretariats of the sectoral social partner organisations highlighted the importance of tackling third party violence in the workplace in their sectors.

In her presentation, Dr Tina Weber (GHK), who was also responsible for the research conducted for the RESPECT project, carried out prior to the agreement of the multi-sectoral guidelines, underlined the scale of the challenge of third party violence in the European Union, with research from the European Foundation for the Improvement of Living a Working conditions (as part of the European Working Conditions Survey, last carried out in 2007) showing that between 1 and 7.2% of workers in the European Union were exposed to physical violence from service user/customers in the 12 months prior to the survey. This figure is significantly higher than the figure for workplace violence resulting from attacks from colleagues. The differences in the incidence of third party violence between countries is notable (see figure 2.1) and could be linked to “cultural” factors and perceptions regarding the “acceptability” of certain types of behaviour.

Figure 2.1 Worker exposed to violence in the workplace in past 12 months



Source: Eurofound, European Working Conditions Survey, 2007

It was, however, made clear that the social partners involved in the multi-sectoral guidelines, that third party violence in the workplace should never be considered as being acceptable. It is notable that a recent study by OSHA

(<http://osha.europa.eu/en/publications/reports/violence-harassment-TERO09010ENC>) found that the definition of third party violence differs significantly from country to country, with an official definition only being found in 10 of the 22 countries which responded to their study survey. Furthermore, different data collection methods are employed at national level, meaning that it is difficult to come by comparable data on the incidence of third party violence.

The risk of third party violence is clearly shown to be greatest in a number of specific sectors, most of which are represented in the organisations who are signatories to the multi-sectoral guidelines:

- Health care
- Social work
- Education
- Public administration
- Commerce
- Transport (not party to the agreement on the guidelines)
- Hotels and Restaurants (not party to the agreement on the guidelines)
- Private security

The incidence of third party violence experienced was also considered to be linked to the workplace environment, including to the level of training received and control exercised by individual workers over work processes, as well as the clarity of information provided on service standards to be expected by clients.

Evidence clearly shows the important impact of third party violence not only for individuals affected (in terms of their health and well-being), but also for the organisation and the economy as a whole.

Being a victim of third party violence can lead to short and indeed longer term emotional difficulties, which can also manifest themselves in physical ailments (resulting from anxiety, lack of sleep etc). The EWCS found that 35% of workers who experienced third party violence missed work in a given year (compared to 23% overall).

A survey of social partner organisations carried out by GHK in 2009 which found that third party violence was linked to low staff morale, absences from work, as well as retention and recruitment difficulties.

Despite the significance of the problem, the GHK survey, as well as the larger scale OSHA survey found that the number of countries, sectors and organisations having developed specific policies to deal with third party violence remains limited.

The OSHA survey (see figure 2.2) quotes the lack of appropriate tools and methods for assessing and managing the issue as well as the lack of scientific evidence and data as among the main reasons for not having nationwide or sector specific initiatives to deal with the issue.

Figure 2.2 OSHA findings on the reasons for not having national or sectoral initiatives to deal with third party violence

Table 17: The number of selected main reasons for not having nationwide or sector-orientated initiatives to address third-party violence (n = 22, all Focal Point answers)

Reason	Number of selected as one of the reasons
There are no appropriate tools/method for assessing and managing the issue	7
Scientific evidence is limited or lacking	6
Low of prioritisation of the issue	5
Lack of awareness	5
Specific regulation on the subject is limited or lacking	5
Extra-occupational factors are considered to be the main causes of the issue	3
Lack of tripartite agreement	2
Other	2

3 Good practices in tackling third party violence

3.1 Key elements of good practice

The research carried out for the RESPECT project highlighted the following key elements of policies and practices aimed at dealing with third party violence in the workplace:

- A clear definition
- Preventative measures including:
 - Managing expectations by providing clear information regarding the nature and level of service clients/customers/service users should expect
 - Designing “safe workplaces” through risk assessment, including
 - The provision of “tools” aimed at safeguarding employees
 - Workplace design
 - Process design and work organisation
- Training and awareness raising
- Clear monitoring report and follow-up
- Provision of support to victims
- Procedures for policy evaluation and review

In this context, it should be noted that EU and national law already define an employers' duty to protect workers against violence and harassment in the workplace, including through

- Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin
- Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation
- Directive 2002/73/EC of 23 September 2002 amending Council Directive 76/207/EEC on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions
- **Directive 89/391/EEC on the introduction of measures to encourage improvements in the safety and health of workers at work**

Directive 89/391/EEC stipulates that the employer has a duty to carry out a risk assessment and should take all reasonable measures to prevent identified threats. Measures arising from risk assessment can relate to:

- The provision of clear information regarding the nature and level of service clients/customers/service users should expect
- The provision of “tools” aimed at safeguarding employees
- Workplace design
- Process design and work organisation

Training is identified as a vital part of the prevention of third party violence. Key elements of training packages developed include:

- Raising awareness of potential threats of abusive behaviour, harassment and violence and what is considered to be unacceptable
- Awareness raising of relevant policies and their responsibilities in implementing the policies, including customer care policies

- Information about reporting, monitoring and follow-up procedures and various roles and responsibilities in relation to these processes
- Information about support and counselling services available to victims of third party violence
- Techniques for identifying and dealing with aggressive behaviour and potentially violent situations

Finally, successful policies aimed at tackling third party violence should include clear policies and processes of reporting and follow-up, including procedures for victim support.

3.2 Examples of existing practice presented at the workshop

Six examples of existing practices were presented at the workshop, which are briefly summarised below. Further information can be obtained from the slides which will be lodged on a dedicated website.

3.2.1 Italian health care sector

Professor Laura Volpini (Università La Sapienza di Roma) presented research on the impact of third party violence on health care workers and examples of good practice in seeking to address this issue. She emphasised the importance of the working environment and organisational culture, as well as the 'policy' framework as affecting the number of incidence of third party violence (e.g. if patients feel that the system is not treating them fairly or equally, they may be more likely to resort to threatening or violent behaviour). The extent to which such behaviour can be managed is also linked to staff skills, both with regards to their job and in dealing with such issues. The pressure being felt at work was seen to have a strong link to incidents of bullying, harassment and violence.

Professor Volpini also elaborated on the impact that experience of harassment and violence have in the individual with regard to short term emotional trauma (feelings of anger and helplessness), socio and psycho-social impact (sleep pattern disturbance, body tension etc) and long term emotional scars.

In order to address the risk factors which can lead to violent behaviour, she recommended practices which improve the working environment, humanise communication with patients and their families, increase moral and ethical accountability of health care sector staff and increase awareness among patients of the role and responsibility of different health care sector staff.

3.2.2 Italian commerce sector – ConfCommercio

Antonio Serro from ConfCommercio reported on data regarding violence associated with theft from shops and banks. The evidence points to increases in thefts from pharmacies, tobacco shops and supermarkets. He argued that prevention is the best way of addressing potential violence arising from incidents of theft. Italian law requires employers to carry out risk assessment and address potential hazards. ConfCommercio has promoted a vademecum for safety and security in the commerce sector which is targeted at employers as well as employees and deals with prevention as well as follow up once an incident of harassment or violence has occurred. It highlights the importance of co-operation with the police at all stages and provides guidance on how to deal with post traumatic stress among affected employees.

3.2.3 Norwegian local government sector – City of Oslo

Marit Tovsen and Ellen Kobro from the City of Oslo and Norwegian local government employers provided an overview of how the City of Oslo worked with guidance developed by Norwegian local government employers to address third party violence in the workplace. It highlighted the particular challenges of working with a client group with complex needs, including mental health problems and drug abuse issues. Particular emphasis is placed on training health and social workers on how to identify individual who may pose a risk, identifying high risk situations and how to act in instances of threatening or violent behaviour.

Training and information is also provided on how to follow up violent or threatening acts. Community health and social workers are particularly at risk when carrying out home visits on their own in situations where, in addition to a potential high risk client, family and friends may be present and pose an additional threat.

A training and awareness raising pilot project has been run in three districts. As a result of these pilots the existing guidance will be reviewed and enhanced with real life case examples and the training will then be rolled out on a larger scale.

3.2.4 Cypriot central government sector

On behalf of the trade union of public service employees of Cyprus, Glafkos Hadjipetrou outlined the services most at risk of experiencing third party violence which include the police, prison and probation officers, health care and social workers. A declaration has been signed by social partners and the government to seek to address third party violence in these sectors.

3.2.5 Portuguese education sector

Arminda Braganca presented some revealing statistics about the level of incidence of third party violence in schools in Portugal. The number of such events has decreased from 6039 in 2007/2008 to 4713 in 2009/2010. Other students are at greatest risk of becoming victims of such incidents, followed by teachers and support staff. Most of these violent incidents are concentrated on a very small number of schools, demonstrating that the risk tends to be concentrated on inner city areas with high levels of social deprivation. The main difficulty in addressing the issue had been the lack of willingness by individuals affected as well as school heads to report and tackle the issue. The first step that therefore need to be taken was to raise awareness that such behaviour would not be tolerated and action would be taken in all cases. Appropriate training was provided to principals and management staff as well as pupils, teachers and support staff. A policy based on risk assessment was developed which incorporated safer workplace design and the provision of suitable communication tools and security measures. Equally important were agreements with relevant authorities such as the police and the courts on how to deal with such cases.

In order to make this approach work a wide range of partners had to be involved, including the Ministry of Education, the Ministry of Internal Safety and Administration, the Ministry of Health, the Ministry of Labour, the Attorney General, the police and National Guard, the National Observatory for School Safety, Committees for the protection of children, Universities and other civil society organisations.

Legal regulations and guidelines are of significance in regulating how violent incidents should be dealt with. These are set down in the penal code, student statute and internal school rules.

An electronic system was set up to register incidents. As a result of all these actions it has been possible to reduce the occurrence of third party violence and to offer better and clearer follow up for victims.

3.2.6 Spanish health care sector

According to Visitacion Vaquero, representing the trade unions in the Spanish health care sector, systems have been developed here to prevent third party violence (through workplace design and appropriate staff training) as well as providing clear guidance on follow up after such events. This has followed a detailed analysis of the reasons for why and where such incidents are most likely to occur. Detailed written guidance is available which can be distributed at individual hospital level.

4 Next steps in national implementation

As part of the regional workshop, national working groups began to consider a number of key questions:

- Is the translation of the agreement into your national language accurate and understandable (where appropriate)? Which adjustments are necessary?
- How should the guidance be implemented at national level?
- Has implementation already begun and if so, in what form?
- Which partners should be involved?
- How and when should national discussions on implementation take place (e.g. who should take the lead in convening meetings if necessary/virtual group to discussion implementation etc)?
- What form should implementation take (e.g. collective agreement, national guidance, good practice tools, other possibilities?)
- What are the key elements in the agreement which you consider to be most important for implementation?
- Which elements may prove more difficult than others to implement?
- Which timeline do you put on implementation?
- What practical next steps can be scheduled at this stage?

In the report back from each national group, the following key points were raised:

4.1 Italy

- The impact of the financial crisis should be highlighted as it has increased the incidence of micro criminality
- Harassment should also be accorded similar importance, as this can also have strong scarring effects on the individual
- The focus should now be placed on implementation of existing guidance and examples from other countries are valuable in providing inspiration
- Collective bargaining should play an important role in implementation both at national and sectoral level
- It was considered to be important to establish public and private round tables, see projects such as the one for children hospitals, see distribution chain, monitor progress, improve communication for employees and clients

4.2 Spain

- The translation needs minor review but is generally good
- It is important to emphasise differences between sectors and develop appropriate responses/guidance and tools
- An informal group is to start work in this issue in the second semester
- Joint dissemination is envisaged while implementation may be sectoral
- Commissions for health and safety can be a good tool for implementation
- Guidance should include existing examples of good practice
- Training is necessary, as well as prevention
- Sensitisation is essential, funds are necessary, social consensus of all partners as well
- See culture of prevention, as well as protection of employees, see teachers and some health staff
- See protection, but if costs are cut, there is an impact on employees as well

4.3 Portugal

- Implementation should be a joint processus, include social partners
- Also include the bodies in charge of the monitoring of working conditions
- Collective bargaining can provide the correct forum for implementation
- Guidelines should be part of the legislation
- Importance should be given to developing human resources to be able to deal with third party violence
- Difficult to implement the guidelines, but not impossible!
- Timeline: 2013 as foreseen
- Also important to sensitize the public

4.4 Cyprus

- Some specific remarks on the translation will be provided (for example on the definition of third party violence)
- Will send comments on the text
- Implementation has not started year but there is a relevant existing law of 2006
- It is up to the service sector to take the initiative, see local governments
- Also take into account the problem of resources
- Organise training seminar, but this needs to be discussed in more detail
- Need for an observatory for follow-up

4.5 Malta

- Some activities already undertaken in this area
- Involved in the organisation of training courses, provide a certification
- In the commerce sector measures can be introduced to better manage cash and prevent and deal with theft
- CCTV can help to reduce theft related incidents
- Cooperate with commerce, education, health
- Activities could take place with the association for economic and social development
- Key elements: training, awareness raising, see also commerce training modules
- Awareness raising not complicated, but HR difficulties
- Organise a meeting in Malta to speak on the problems regarding the sectors

4.6 Norway

- Important issue, much activity already going on and no conflict between guidelines and the national legislation
- Sometimes lack of information, see authorities, tripartite cooperation, etc.
- Difficulty: implementation at workplace
- Implementation has started, but improvement possible
- Already cooperation with municipalities, involve also users
- Also national discussions, understand the problem and see how to solve it.
- Group will take the responsibility
- Link with absenteeism
- Essential importance of training and monitoring

4.7 Sweden

- See unified translations, changes will be submitted, difficult to have a timeline
- Implementation: continue, see multi sectoral meeting, common discussion to share experiences in Sweden
- Public sector: see how to focus, it is a wide topic, see schools, cyber bullying, etc

5 Forthcoming events

A further regional seminar will be held in Prague with participants from Austria, Belgium, Czech Republic, France, Germany, Hungary, Luxembourg, Slovakia, Slovenia, Romania.

A closing conference will take place in Warsaw on 27 October 2011.

A report will be prepared following each event.

ANNEXES

Annex 1 Agenda of Regional Seminar Rome

Annex 2 List of participants

Presentations to be lodged on dedicated website (tbc)

Annex 1 Agenda Regional Workshop Rome

Workshop on Implementing the Multisectoral Guidelines on Third Party Violence

14th June, Rome

- 09:00 – 09:30 Welcome and registration of participants
- 09:30 – 10:00 Introduction to the workshop (Ilaria Savoini, EuroCommerce; Federica Benassi, HOSPEEM; Sarah King, EPSU)
- Background to the guidelines and main elements of the text
 - Objectives of the workshop for social partner organisations
- 10:00 – 12:30 Importance of the issue of third party violence and measures to address it (Tina Weber, GHK; Professor Laura Volpini, Università La Sapienza di Roma (healthcare sector, Italy); Daniela Florida, Confcommercio (commerce sector, Italy); Marit Tovsen, KS, local government sector, Norway); Glafkos Hadjipetrou, PASYDY, health care sector, Cyprus); Maria Arminda Bragança (FNE, education sector, Portugal); Pilar Navarro (FSP-UGT, health care sector Spain, tbc)
- Findings from the research
 - Presentation of existing practices
- 12:30 – 14:00 Lunch
- 14:00 – 15:00 National working groups to discuss implementation
- Translation of guidance
 - Possibilities for national implementation
 - Next steps
- 15:00 – 15:50 Report back from national groups
- 15:50 – 16:00 Conclusions and next steps
- 16:00 Close of workshop

Annex 2 Participants list

Rome

1	<u>No</u>	2	<u>Name</u>	3	<u>Country</u>	4	<u>Sector</u>	5	<u>Organisation</u>	6	<u>Email</u>
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