

**Commission of the European Communities DG V**  
Working document on employment policies

On the basis of an agreement of the directors general for employment, the Commission of the European Communities has created a Mutual Information System on Employment Policies (MISEP). inforMISEP (iM) is the quarterly outcome of this system. It presents the changing policies and actions, particularly those sponsored by national ministries and agencies, aimed at promoting and improving employment within the European Community. It is compiled on the basis of information provided by national correspondents (listed on the back page). No statistical information is provided, readers being referred to the various Eurostat publications. The present issue covers the following areas:

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**Overall developments**

**Belgium:** Central agreement; MARIBEL scheme; **Denmark:** Organisational restructuring; **Germany:** AFG 9th amendment; **Italy:** TdL information system; **Netherlands:** Benefits freeze; Unemployment statistics.

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**Employment maintenance**

**Italy:** Fiscalisation of social security contributions.

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**Aid to the unemployed**

**Belgium:** Modifying regulations; **Spain:** Agricultural allowance; **France:** CRE jobclubs; **Netherlands:** Jobclubs evaluated; Temporary scheme evaluated.

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**Training**

**Ireland:** School-leavers survey; Management training report; **Luxembourg:** Financing apprenticeships; **Netherlands:** «I see!» information system; **Portugal:** New vocational training network; Management training for unemployed graduates; Training-employment programme; **United Kingdom:** New national training set up.

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**Job creation**

**Belgium:** Temporary social security reductions; Public sector subsidized employment contracts; **Netherlands:** Loan guarantee scheme.

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**Special categories of workers**

**Italy:** Iron and steel workers; Youth programme extended; **Netherlands:** LTUs in engineering; Counselling interviews evaluated; LTU scheme extended; Young women in society; Technical occupations for women.

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**Working time**

**Germany:** Part-time retirement; **Luxembourg:** Sunday working.

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**Placement**

**Germany:** SIS placement; BIZs — careers information.

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**Miscellaneous**

**Spain:** Pay survey; **Luxembourg:** Adoption leave.

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# Developments at a glance

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<b>Belgium</b>	The 1989-90 central agreement between employers' and trade unions covers in particular youth training and employment and early retirement schemes (p. 2). The MARIBEL scheme of reducing industrial and commercial employers' social security contributions has been made unconditional (p. 3). Recent modifications to the provisions of the unemployment regulations cover the waiting period, voluntary part-time workers and a supplement for years of service for the older unemployed (p. 7). A new law consolidates, harmonises and extends existing schemes making use of temporary social security reductions for job creation for the unemployed (p. 16). Subsidized employment contracts now cover a range of public authorities (p. 18).
<b>Denmark</b>	Within the Ministry, the directorates of labour and adult vocational training are being merged with the goals of economising resources, raising efficiency and developing decision-making (p. 4).
<b>Germany</b>	The 9th amendment of the Labour Promotion Act (AFG) cuts annually some DM 1.1bn off the required disbursements of the public employment service (p. 4). A new law on part-time work for persons aged 58 came into force in January (p. 22). "SIS" is a new approach to placement enabling jobseekers to contact directly employers offering vacancies (p. 25). Careers' information centres (more than 100 such BIZs currently exist) are being further developed (p. 25).
<b>Spain</b>	The agricultural allowance in two autonomous communities is being extended for the benefit of workers aged 55+ (p. 8). A new quarterly pay survey has been brought in in line with EUROSTAT directives (p. 26).
<b>France</b>	ANPE has launched a nationwide scheme of jobclubs termed 'cercles de recherche d'emploi' (p. 9).
<b>Ireland</b>	A summer 1988 survey indicates that of all summer 1987 school-leavers, 43 % were employed, 30 % were in further education, 18 % were seeking their first job or unemployed and 7 % had emigrated (p. 11). A national report on management training in particular provides a series of user and provider guidelines and argues for the integration of activities of the Irish Management Institute and the Institute of Public Administration (p. 11).
<b>Italy</b>	"Teleporto del Lavoro" is a computerised information system aimed at raising the efficiency of active labour market policy (p. 5). In 1989 LIT 9.600bn has been earmarked for social security reliefs to employers in the Mezzogiorno (p. 7). Social support measures and restructuring incentives for the iron and steel industry have been introduced (p. 19). The 1986 special youth employment programme has been extended to December 1989 (p. 20).
<b>Luxembourg</b>	A Grand-Ducal ruling has specified the conditions and modalities for financial support for promoting apprenticeships (p. 12). An August 1988 law has clearly laid down the requirements for weekly rest, including (with specified exceptions) the ban on Sunday working (p. 23). An adoption leave has been introduced giving rights to time-off to adoptive parents employed in the private sector (p. 26).
<b>Netherlands</b>	The government intends to freeze the minimum wage and social benefits in 1989 (p. 6). The Central Statistical Office's figures indicate that unemployment is one third lower than the official figures (p. 6). An evaluation of jobclubs indicates that 65 % of the members find a job within 9 weeks (p. 10). An evaluation of the temporary scheme of municipal employment initiatives shows that it is reaching its target groups of unskilled women and minorities (p. 10). "I see !" is a new computerised information system on training, occupations and the labour market (p. 13). A new loan guarantee scheme helps individuals with no private capital to set up a firm or become self-employed (p. 19). A pilot programme has been started in the engineering industry to encourage the hiring of LTUs (p. 20). Evaluation shows that the 1988 counselling interviews' scheme has enabled 65 % of LTUs to undertake an action programme (p. 21). The scheme subsidizing employers hiring LTUs has been extended to December 1989 (p. 21). A policy paper on the position of young women in society indicating that attitudes change slowly advocates strengthened links between education and the labour market (p. 21), whereas a campaign (including a prize contest) is being run for women in "men's jobs" (p. 22).
<b>Portugal</b>	A network of public and private non-advanced vocational education schools is being established (p. 14). IEFP, the vocational training and employment institute, has started a management training programme for recent, unemployed graduates (p. 14). IEFP has also started a training-work programme for 9.000 unemployed youths who have completed basic schooling (p. 14).
<b>United Kingdom</b>	Following the demise of the Manpower Services Commission, the government is establishing a network of training and enterprise councils, helping companies develop a training strategy, and considering privatising the Skills Training Agency (p. 14).

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# Overall developments

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## BELGIUM

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### A new central agreement

A new central agreement for the years 1989-90 was signed on 19.11.88. This agreement was the result of long and sometimes difficult negotiations. The viewpoints of the trade unions, on the one hand, and the employers, on the other, diverged and concertation got bogged down on several occasions. This caused the government to intervene to take charge of some contentious points notably the protection of trade union representatives, making the pension system more flexible and trade union representation in small and medium sized companies (SMEs).

In the end the social partners were able to reach a draft agreement which was subsequently approved by the Cabinet. The government considered that the agreement provided a sufficient guarantee as regards employment promotion initiatives and noted that besides the priority concern for the promotion of employment in general, some of these initiatives are focused in particular on the vocational integration of young people and the long-term unemployed. Hence the government committed itself to take the legal initiatives necessary to implement the agreement. It also considered that the efforts for promoting employment were sufficient to warrant the unconditional granting of the benefits linked to the «Maribel» scheme (the flat rate reduction in social security contributions – cfr. article p. 3).

This article simply summarises the main thrusts of the central agreement.

### Protection of employee representatives

The social partners noted that the government has committed itself to tabling a bill on the protection of employee representatives. It will, more specifically, aim to guarantee a more rapid and effective arbitration of disputes as well as the legal protection and guaranteed remuneration of the parties concerned.

### Pensions

Tripartite concertation on pension flexibility will be organised focusing on the following aims:

- greater flexibility in pension ages
- an examination of the feasibility of retirement on a full State pension from the age of 60.

### Trade union representation in SMEs

The social partners noted that the government requested them to examine within the sectors concerned the possibility of trade union representation adapted to the specific needs of the enterprises concerned.

### Free collective bargaining

Both parties reiterated their commitment to the principle of free collective bargaining.

### Employment and training

Promoting employment in general and that of young people in particular was a prime concern of the two parties. This concern brought them to agree on the following:

#### \* Training

The two parties want to make special efforts for training and integrating young people and difficult-to-place jobseekers into working life.

In this context the parties in the first place reiterated their unanimous recommendation of 1986 to reserve the employment fund (cfr. iM 2) for supporting initiatives for promoting employment. Furthermore, all employers liable to pay contributions to the social security office (ONSS) will contribute towards funding such initiatives by paying to the fund 0.18% of gross wages in 1989 and 1990. (This contribution has already been brought in by Art. 137 to 139 of the «programme law» of 30.12.88.) The employment fund will provide support for employment and training efforts, with the priority target group being the risk groups of jobseekers and in particular for young people in compulsory part-time schooling, the poorly qualified unemployed and the long-term unemployed.

#### \* Positive actions for women

The parties proposed that a unit be set up to make proposals and suggestions for promoting the employment of women.

#### \* Career breaks

The parties asked the sectors concerned to explore how applications for career breaks (cfr. iM 15) can best be met. The ministry of employment and labour was asked to increase the career break allowance for workers aged 55 years and over who take a half-time career break.

#### \* Youth traineeships

The parties especially drew the attention of the sectors and enterprises to creating opportunities for risk groups among young people and more particularly for long-term unemployed young people.

#### \* Combined training and employment

The parties agreed to clarify the following points in the form of a CNT (the national labour council) Opinion:

- as regards royal decree n°495 of 31.12.86 (cfr. iM 18): maintaining the age conditions, the duration of compulsory training, extension to non-market sectors, simplification of administrative procedures, etc.
- as regards compulsory part-time schooling (cfr. iM 3): training leading to recognised certificates;
- as regards the industrial apprenticeship contract (cfr. iM 3): maintaining the current age conditions.

### Early retirement

The parties asked the minister of employment and labour to extend to 31.12.90 the current legal derogations from the principle of the age of early retirement. At the same time they asked the sectors and the enterprises in which early retirement age is above 58

years to lower this age to 58 years in their agreements for 1989 and 1990.

The parties agreed to conclude a collective agreement within the CNT, the national labour council. This agreement is for enterprises employing at least 10 workers which, for the 1989-90 period, are not covered by a sector or company level CCT (collective agreement) providing for either a system of early retirement or new measures to promote employment. Such new measures include efforts for risk groups among jobseekers, reduction of working time, promotion of career breaks, setting aside of training places for long-term unemployed young people and positive actions for women. This supplementary agreement will provide for early retirement from 58 for older workers made redundant as well as for the same early retirement benefit and the same funding method as laid down in CCT n°17 bringing in a supplementary benefit system for certain groups of older workers if they are made redundant (early retirement by agreement).

### **Older unemployed workers**

The parties are agreed to correcting the very divergent financial situation of (older) unemployed persons according to whether they are unemployed or early retirees.

Without harming the more favourable position of the early retirees, the parties propose to increase unemployment benefits for the unemployed who have reached the age of 50 when they have been unemployed for one year, provided they have been in contributory employment for 20 years. To this end, employers liable to social security contributions will pay BEF 1.5bn (0.1% of gross wages), which is additional to the BEF 1bn earmarked in the government's budget.

### **Minimum income — RMMG**

The parties agreed to adapt CCT n°43 (cfr. iM 23) in order to increase the minimum average guaranteed monthly income for workers who have 6 months' seniority in the enterprise and coverage under CCT n°43 (BEF 500 on 1.07.89 and BEF 500 on 1.07.90).

### **Quality of employment**

The parties agreed to make an examination within the CNT of

- flexibility
- the status of shift-workers
- part-time working
- introducing new technologies.

## **BELGIUM**

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### **MARIBEL scheme**

In 1981 the Planning Office brought out an econometric model aimed at improving corporate competitiveness. This model was called «MARIBEL» — Model Analysing

Rapid Investigation of the Belgian Economy. Maribel consisted of a reduction in employers' social charges for blue-collar workers (Art. 35 to 37 of the law of 29.06.81 laying down the general principles of social security for wage-earners).

During the evaluation of the draft central agreement for 1989-90 (cfr. article p. 2), the government confirmed to the social partners «that from 1.01.89 and provided the central agreement is approved (which in fact happened on 18.11.88), the Maribel scheme must be considered as being unconditional.»

This article reviews the implementing regulations and the rates of the Maribel scheme for 1989-90. Amendments brought in by the «programme-law» of 30.12.88 (MB of 5.01.89) have been included.

### **Employers concerned**

The reduction in employers' social security contributions applies to employers who:

- \* are liable to contribute to social security on behalf of their workers;
- \* employ manual workers other than servants or apprentices;
- \* contribute to the «Fonds de Fermeture des Entreprises» (corporate closure fund).  
The following are excluded from claiming the reduction:
  - \* employers not engaged in an industrial or commercial activity;
  - \* employers falling under certain «paritary commissions»;
  - \* non-profit associations (but sheltered workshops are not excluded);
  - \* the professions.

### **Workers entitling to the reduction**

The reduction is granted for workers who are at the same time

- subject to all areas of social security for wage-earners (which means that servants, apprentices, etc. are excluded)
- working more than half of their working time for the same employer.

### **Rate of the reduction in social security contributions**

— Reduction of BEF 4.250

From 1 January 1989 to 31 December 1990 a flat rate reduction in employers' social security contributions of BEF 4.250 a quarter is granted for every manual worker employed by

- \* small and medium sized companies (SMEs) employing fewer than 50 workers on 30 June of the previous year
- \* other (large) companies which fall into one of the following three categories:
  - were bound by a collective agreement (at sector or company level) within the framework of the 5-3-3 scheme for 1983-84, 1985-86 and/or 1987-88. (The 5-3-3 agreement provided for a 5 % reduction in wor-

- king time with an additional recruitment of 3% financed through wage restraint of 3% a year.);
- were recognized in 1987 and/or 1988 as being firms experiencing exceptionally unfavourable circumstances under the terms of Royal decree n°492 of 31 December 1986 setting out social provisions in favour of employment;
  - are bound for 1989-90 by a collective agreement (concluded within a paritary body, in a single enterprise or a group of enterprises) filed at the Clerk's Office of collective labour relations of the ministry of labour and employment by 1.04.89 at the latest.

If the collective agreement is concluded within a firm or a group of firms, it must provide for compensatory hiring and a reduction in working time and be approved by the minister of labour and employment.

\* recognized sheltered workshops, whether or not they are bound by a collective agreement in the context of the 5-3-3 scheme.

— Reduction of BEF 1.250

From 1.01.89 to 31.12.90 a flat rate reduction in employers' social security contributions of FEB 1.250 a quarter is granted for every manual worker employed by enterprises which are not bound by a 5-3-3 collective agreement for the years 1989 and 1990 and have never been bound by such an agreement from 1983 to 1988.

## DENMARK

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### Restructuring the Danish Ministry of Labour

In December 1988 the Danish Government published its action plan for what has come to be known as the «debureaucratisation» of the public sector. The aim is to simplify existing rules and procedures and to obtain a higher degree of efficiency. A number of administrative bodies and agencies in the central government sector will be abolished. Others will be merged or their activities cut down and a few new bodies will be set up.

The proposals will be implemented in the period up to 1992. They will have a slimming effect on public administration, with about 10,000 jobs disappearing in the public sector. The annual amount saved as a result of this reorganisation is estimated to amount to some DKR 3bn on an annual basis.

### Ministry of Labour

One of the proposals affecting the Ministry of Labour is to merge two directorates under the ministry, viz. the Directorate of Labour and the Directorate for Adult Vocational Training. The aim is to obtain a simplification and a decentralisation of labour market services.

Today the Ministry of Labour has two separate systems: the adult vocational training system and the public employment service system. The first system provides services to both sides of industry in the field of skills' training and skills' requirements; the second offers services and guidance in the field of matching labour supply and demand.

The main purpose of the adult vocational training system is to ensure that the skills possessed by the labour-force at any one time are updated and in line with the rapidly changing skills' requirements of employers. The main task of the public employment services is to prevent and remedy imbalances on the labour market.

A merger of these two systems into a single labour market service will offer a number of advantages. The most important are:

- \* the services offered to employers and to the unemployed will now be available at a single place and their quality will be improved;
- \* the knowledge possessed by the public employment service and regional labour market boards (tripartite regional bodies) as regards both firms' demand for labour and skills' requirements and the skills possessed by the unemployed will make it possible to initiate training activities which are more specifically targeted in qualitative as well as in quantitative terms. At the same time, the public employment services will be better equipped to offer labour with the required skills;
- \* economies can be obtained, both at the central and the local/regional level;
- \* decentralisation will take place so that many of the tasks which are now the responsibility of the Directorate will be delegated to the local public employment offices and to the vocational training schools.

The new structure will consist of a directorate in charge of both the public employment services and the adult vocational training schools, 14 regional public employment services and 23 vocational training schools.

## GERMANY

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### 9th amendment of the Labour Promotion Act (AFG)

The Federal Parliament passed a bill for the 9th amendment of the Labour Promotion Act (AFG) which came into force on 1.01.89.

The background to this limited consolidation of labour market policy measures is the heavily growing expenditure with which the «Bundesanstalt für Arbeit» (public employment service) has been faced in recent years. A considerable part of the expected deficit will be financed from Federal budgetary funds. However, it is not possible for the Federal budget to shoulder the whole of the deficit. Since an increase in contributions to the «Bundesanstalt für Arbeit» would result in a rise in ancillary wage costs with adverse effects on employment, an amendment of the Labour Promotion Act was called for.

The 9th Amendment regulates the following areas:

1. Henceforth trainees will be granted an allowance for initial vocational training only if the following conditions are met:

- the trainee no longer lives with his/her parents
- the training centre or company is too far away from his/her parents' home. (Saving: 140m DM per year.)

2. The reimbursement of costs (eg. course fees, travelling expenses) for participation in a programme of continuing training or retraining which previously constituted a legal claim, henceforth lies within the discretion of the public employment service. However, participants who are unemployed, directly threatened with unemployment or unskilled will have their expenses refunded by and large as before, provided participation in the programme is necessary in order to get a new job. (Saving: 300m DM per year.)

3. Exclusion of certain vocational training measures from support

- \* Financial help for training measures, in the course of which unemployed persons acquire vocational knowledge and skills through working in a company, is henceforth granted only in cases where these measures lead to a vocational qualification or where training in theoretical knowledge which is of use on the general labour market accounts for at least 25% of the working time. This modification is to help prevent trainees from being used as cheap labour. (Saving: 50m DM per year.)
- \* The subsistence allowance for further training in occupations with skill shortages (73% or 65% of the last net pay) is being done away with and replaced by a 58% loan. (Saving: 10m DM per year.)

4. Currently the average rate of financial aid for job creating measures (ABM) is 86%. Henceforth it cannot exceed 75%. In the catchment areas of employment offices where the unemployment rate is 30% above the federal average, job creating measures can be subsidized to 90% provided that the majority of the persons employed in the programme are recruited from among the difficult-to-place unemployed. A 100% subsidy can only be granted in these areas if it is necessary for labour and social policy reasons and if the sponsor is financially unable to contribute to the pay. For the Federal Republic as a whole, the 100% subsidy can only account for 15% of all ABM job creation measures. The minimum rate of the subsidy is 50%. (Saving: 160m DM per year.)

5. Adaptation subsidy, integration subsidy, tideover allowance

- \* The adaptation subsidy («Einarbeitungszuschuß») is designed to offset additional expenditure incurred by the employer through adapting the new employee to his/her work and compensate for the shortfall in performance of the employee during the adaptation process. The subsidy is reduced from the previous 70% to 50% of the remuneration. (Saving: 50m DM per year.)
- \* the integration subsidy («Eingliederungsbeihilfe») which is designed to assist the vocational integration

of difficult-to-place unemployed persons is reduced from the previous 70% to 50% of the remuneration. (Saving: 50m DM per year.)

- \* The tideover allowance («Überbrückungsbeihilfe») is to help the worker having taken up a new job to secure subsistence until payment of the first wage or salary. Henceforth this allowance is only paid in cases of hardship, with the worker being expected to get an advance wage payment from his/her employer. (Saving: 50m DM per year.)

6. When granting adaptation subsidies, particular attention is to be focused on workers who, after a period of bringing up children, want to re-enter the labour market.

7. As regards recipients of short-time allowances, employers could previously claim a contribution towards the health insurance from the public employment service. This contribution is now cancelled. (Saving: 180m DM per year.)

8. Previously workers over the age of 63 were exempt from the liability to contribute to unemployment insurance. Henceforth they will have to contribute until they are 65 years old. Since unemployed persons from the age of 65 are no longer entitled to claim unemployment benefit, only the employer's contribution will be due for such workers. (Additional income: 170m DM per year.)

9. If an unemployed person falls ill during the period of drawing unemployment benefit, the time of illness will no longer result in the extension of the period for which unemployment benefit is paid. (Saving: approx. 100m DM per year.)

## ITALY

### «Teleporto del Lavoro» — data processing system for the labour market

In accordance with the regulations in force and in particular with law n°56 of 28 February 1987 (cfr. iM 18), the Ministry of Labour and Social Security has recently started a modernisation programme. This covers its own organisational structure, both central and decentralised and the instruments for a more efficient active labour policy. The data processing aspect of the new system has been called «Teleporto del Lavoro» — TdL. TdL's **main objectives** are:

- \* to set up an efficient data processing structure able to link up with that of the supervisory bodies (INPS — the National Social Insurance Institute, INAIL — National Institute for Insurance against Industrial Injuries, etc.) and to exchange data and information with other national and Community data banks;
- \* to put in place the «osservatorio del mercato del lavoro» for monitoring the labour market in conjunc-

tion with the Regions, the local authorities, the trade-union and employers' organisations and the other public and private bodies concerned;

- \* to increase the activities of promoting work and developing employment, particularly in the Mezzogiorno;
- \* to obtain complete and up-to-date information on all aspects of the labour market by means of advanced technology;
- \* to collect all data able to help obtain a full picture of the nature and extent of unemployment ;
- \* to develop the activities of the labour inspectorate, especially as regards counselling for small and medium-sized companies and coordinating actions related to safety, social security and taxation.

TdL will thus constitute the basis for the active labour market policy in the country. It is needed to be able to plan social policies and to check the effects of various legislative measures dealing with work, taking into account at the same time the behaviour and attitudes of the persons concerned, in the Community and international contexts. It will also constitute an indispensable instrument for the regional employment commissions as well as for the Regions and the other local government bodies. For in preparing employment policy measures and vocational guidance and training initiatives, these bodies must coordinate their actions and join forces with the central government.

Finally, TdL will provide all interested parties with timely and reliable data and information so that effective and suitable choices can be made. These parties include trade-unions, employers' associations, study and research centres and associations as well as individual workers and groups of workers.

Thus, by means of the total range of audio-visual media, TdL must be able to communicate with anybody in the country and outside. It will consist of three integrated sub-systems:

- \* «Data sharing system» involving both the central and the decentralised units (regional, provincial and local labour offices and labour inspectorates) in the management;
- \* «Office automation» required to guarantee the smooth functioning of all levels of the ministry;
- \* «Telecommunications» consisting of regional and local networks for direct communication between the various units of the ministry and with the other public and private (including Community) bodies and agencies.

The Ministry of Labour is required to carry out the project as soon as possible and in any case not later than 1991.

## NETHERLANDS

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### Minimum wage and benefits

A bill has been put before parliament to freeze the minimum wage and social benefits in 1989.

The government considers that a policy of moderating wage costs and controlling public expenditure is neces-

sary to reduce unemployment and continue economic recovery. This is the context for the proposal to maintain in 1989, as in previous years, the minimum wage and social benefits at their existing level.

Freezing the minimum wage will, according to the government, moreover contribute to the maintenance and growth of a number of jobs for the lowest paid. Unemployment is to a large extent concentrated in groups having a low level of basic education and pay. Freezing the minimum wage will have a positive effect on employment and will benefit above all this group.

## NETHERLANDS

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### Modifying unemployment figures

Following estimates of the central statistical office (CBS) the number of registered unemployed in the third quarter of 1988 amounted to an average of 428.000 whereas the number in the first two quarters amounted to 484,000 and 409,000 respectively. Two sources have been used to compile these figures: registrations at the employment offices and the CBS labour force survey. The CBS estimates are, on the request of the minister of employment and social affairs, presented in the form of three-month averages.

For the period between November 1987-January 1988 and February-April 1988, the CBS estimates appear to be some 33% lower than the corresponding official figures for unemployment. These official figures are solely based on registrations at the employment offices. As of the March-May 1988 period, the estimates of the number of registered unemployed are 37% to 38% lower than the official unemployment figures. The drop in registered unemployment of 75,000 between the first and second quarters is thus twice as much as the drop in the official unemployment figures. This last figure fell by 34,000 from 698,000 to 664,000 in the period in question. The 19,000 increase in the numbers of registered unemployed between the second and third quarters is of roughly the same order of magnitude as the increase in the official unemployment figure (22,000).

With the data now available it is still not yet possible to ascertain the extent to which the difference between the drop in the official and the new CBS unemployment count can be attributed to developments which are seasonally related, or others.

The statistical imprecision of the estimates now published by the CBS of the actual numbers of registered unemployed is relatively great. This statistical imprecision should be reduced by 40% in the September-November 1988 period. To achieve this, the sample structure and the sample size of the labour force survey will be adapted.

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# Employment maintenance

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## ITALY

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### Fiscalisation of social security contributions and relief in contributions in the Mezzogiorno

As regards **fiscalisation of social security contributions**, decree-law n°548 of 30 December 1988 lays down that for the wage payment period between 1 December 1988 and 30 November 1989 employers will be granted a monthly reduction of the employers' contribution to the national health service of:

- LIT 108.500 for all persons employed by industrial and craft firms operating in the manufacturing and mining industries, engineering companies and shipping companies operating on international routes;
- a further LIT 30.000 for all persons employed by firms located in the Mezzogiorno;

- LIT 42.000 for all persons employed by hotels, public commercial concerns, travel agents, holiday clubs for tourists, commercial firms;
- LIT 133.000 for all persons employed in the agricultural sector with the exception of those in the Mezzogiorno as they benefit from other reliefs.

A monthly reduction of LIT 56.000 will be granted until 30 November 1989 to certain firms located in the Mezzogiorno. To qualify, the firms are required to hire, after 30 November 1988, young persons up to the age of 29 or women on an open-ended employment contract in addition to the workforce employed at that date.

Expenditure for implementing this provision of the decree-law is estimated at LIT 5.732 billion for 1989.

Decree-law n°548 also covers **relief in contributions** to the National Social Security Institute for industrial firms operating in the Mezzogiorno. It extends the relief until 31 May 1989.

Expenditure for applying the provision on relief in contributions is estimated at LIT 3.865 billion.

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# Aid to the unemployed

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## BELGIUM

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### Changes in unemployment regulations

Besides the modifications introduced to humanise unemployment checks (cfr. IM 24), several other provisions of the unemployment regulations (Royal decree of 20.12.63) have been revised during the last few months. This article briefly reviews the most important modifications, most of which came into force on 1.01.89.

#### Waiting period

Young persons who have just completed their studies and have not found a job are only entitled to retaining pay («allocation d'attente») or unemployment benefit after having completed a waiting period («stage d'attente»).

Until now, this waiting period was interrupted during the period of military service or non-military service for conscientious objectors. From 1.01.89 on, this period is treated as equivalent to a period of registration as jobseeker and counts as a waiting period (Royal decree of 4.10.88 — MB of 5.10.88).

#### Voluntary part-time workers

The rights of voluntary part-time workers under the unemployment insurance system have been significantly modified by the Royal decree of 3.10.88 (MB of 6.10.88).

Contrary to the provisions of the previous regulations, these workers can from now on draw unemployment benefit for an unlimited period of time when they lose their job. However, to be able to draw benefit, the following conditions must be fulfilled:

- the system of voluntarily accepted part-time work under which the unemployed person has been employed normally consists of, on average, at least an 18 hour working week or at least half the number of weekly working hours normally worked on average by a worker employed full-time in a similar function in the same enterprise;
- the unemployed person must, as under the previous system, have worked a sufficient number of days during the reference period; however, from now on account will be taken of all working days, including days of less than 3 hours.

For the computation of the benefits, a distinction must be made between «partial unemployment» for the duration of the contract and the right to benefit when the contract ends.

During the duration of the employment contract the worker is, in case of «part-time unemployment» (short-time working), entitled to benefits for those hours when he is usually employed. The number of half-days entitled to compensation is obtained by the formula

$$\frac{P \times 12}{S}$$

where P represents the number of hours of «partial unemployment» in the period in question and S the number of hours of a full-time working week.

When the contract is terminated, the worker is entitled to unemployment benefits for the hours he was usually



employed. The number of half-days per week entitled to compensation is obtained by the formula

$$\frac{Q \times 12}{S}$$

where Q represents the weekly average number of hours of work and S the number of hours of work worked on average by a worker employed full-time in a similar function in the same enterprise.

### Supplement for years of service

The Royal decree of 13.01.89 (MB of 19.01.89) provides for payment of a supplement for years of service to older unemployed persons provided certain conditions are met. The decree applies to fully unemployed persons in receipt of benefit who have been unemployed for more than one year and who:

- can prove 20 years of contributory employment (or employment-equivalent days with the exception of those of full unemployment);
- are not drawing a supplementary benefit paid under the system of early retirement by agreement;
- have not, though fulfilling all the eligibility conditions for early retirement by agreement, refused early retirement or waived the supplementary allowance.

The amounts vary according to the categories of the unemployed (cfr. iM 16) and age. They take the form of flat rate benefits for heads of households while for single people or cohabitants they take the form of a percentage. Moreover, the minimum benefits paid to the unemployed persons in question have also been increased and the maximum amounts adjusted.

Increased amounts		
Heads of households	Single persons	Cohabitees
50-54 years 95 BEF/day	5%	5%
55-65 years 115 BEF/day	12,5%	7,5%

  

new monthly rates		
Heads of households	Single persons	Cohabitees
50-54 years		
min. 26,286	19,136	16,380
max. 31,096	21,450	19,084
55-65 years		
min. 28,806	22,360	17,394
max. 31,616	25,038	20,280

## SPAIN

### Extending the «agricultural allowance» for the unemployed over 55

The «subsídio agrario» (agricultural allowance) is an unemployment allowance scheme providing financial assistance for casual agricultural workers in case of unemployment. It was introduced in 1984 and applies only to Andalusia and Extremadura. In these two autonomous communities the rate of unemployment of casual workers is above the national average and relatively higher than that of other agricultural regions.

To be eligible for assistance under the «subsídio agrario» scheme (the legal system of which is described in the Basic Information Report — cfr. ESP-iii.3), the unemployed person must have paid contributions to the Special Agricultural Social Security System for at least 60 days during the 12 months preceding unem-

ployment. However, over the six years in which the system has been in operation, access to the allowance has been temporarily facilitated for workers who, having been beneficiaries of the former «community employment» system, did not satisfy the contributory requirement laid down within the general framework.

This transitional scheme has been maintained due to the beneficial effects which its application generated as regards the coverage of the unemployment situation; however, subsequent modifications were introduced designed gradually to align this transitional scheme with the general unemployment protection system.

For 1989, Royal decree 1585/88 of 29.12.88 maintains the transitional scheme of access to the allowance which has been in force in 1987 and 1988. It brings in a significant change to the system in that it enables certain casual agricultural workers over the age of 55 to be eligible for benefit. The persons in question are those who do not meet the requirement, in accordance with the general regulations, of contributory employment for a minimum of 60 days during the previous year but satisfy three specific conditions:

- \* they have contributed as casual workers to the Special Agricultural Social Security System for at least six years of their working life;
- \* they have been receiving the allowance continuously since 1984;
- \* and, at the moment of the claim, they satisfy all conditions, except that of age, entitling them to some retirement pension or other.

The aim of this modification is to bring the regulations on the agricultural allowance into line with those governing the unemployed over 55 under the general scheme. Such persons are in fact considered as a group who are particularly hard hit by unemployment. As such they need special protection. This consists of guaranteeing them their entitlement to the agricultural allowance until they reach retirement age, even if they have not the minimum number of days of contributory employment required to be entitled to the allowance in accordance with the general regulations.

The general rules fixing the duration of payment of the allowance at a maximum of 180 days during a 12 month period do not apply for these beneficiaries. For the unemployed over 55 who are entitled to the allowance in accordance with the special provisions outlined above, the maximum duration will be equivalent to that recognised the previous year.

## FRANCE

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### Jobclubs

ANPE, the national employment agency, has followed other countries' employment services (Canada, UK, Sweden) in launching, in 1989, a programme for setting up jobclubs, termed «cercles de recherche d'emploi».

The introduction of these jobclubs demonstrates the willingness of the French ministry of labour, employment and vocational training to develop and diversify its services for coaching jobseekers in job-hunting techniques and putting them into contact with enterprises. The aim is to reinforce the activities of the public placement service for jobseekers who have already had a job for whom an ill-structured job search means that they run the risk of becoming long-term unemployed.

Since 1987, pilot jobclubs have been experimented with in three ANPE regions: Poitou-Charentes, Aquitaine and Midi-Pyrénées. Their results were similar to those of other countries.

In 1989, a significant budget item will enable ANPE to extend jobclubs nationwide and gradually to equip 63 of them.

For the rapid construction of this programme, ANPE is in the first place drawing on the competences it has developed in approaches accompanying job search on the local labour market. The basic material for designing the original approach is provided by three recent sets of experience:

- \* the everyday actions of canvassing for vacancies and matching jobseekers

- \* running coaching sessions for job-hunting techniques and, more recently,
- \* intensive job search workshops conducted by 52 technical teams for redeployment established within the framework of the 1986 national accord on conversion agreements.

But ANPE is also drawing on the work of British and Canadian employment services' teams as they have been presented at symposiums, in documentation exchanges (Arthur Mills' guide for the Canadian jobclub counsellor) and during study visits to other services (meeting with UK jobclubs).

### Jobclub objectives and members

The aim of a jobclub is to enable each member to

- \* find the best opening possible, as quickly as possible, by means of learning and effectively applying appropriate behaviours and an active and structured method of job search; and
  - \* develop mutual information and support networks both within the group and with the environment.
- To become a member of a jobclub a person must
- \* be a jobseeker who has not been found work after having been registered at ANPE for at least three months; or
  - \* be long term unemployed, particularly those leaving a training programme and those who do not come under a special training programme.
  - \* A majority of members must be over 25 and have had work experience.
- Members must also
- \* have a clear idea of what they want to do which is compatible with their experience and the employment market. ANPE selects from among these persons those who really need personalised and active help in their job search;
  - \* be immediately available to work full time on this activity;
  - \* volunteer to join by signing a written commitment. Members of a jobclub retain their status as jobseeker.

### Methods

The methods used have been approved by the managing board of ANPE. They differ from the training provided for job search, by emphasising the action orientation: it is not just learning how to look for work but actually looking for work.

The jobclub provides an intensive learning programme in behaviours which are adapted to job search. Phases for acquiring knowledge alternate with those for applying this knowledge over an average of 80 hours.

A session comprises 10 to 15 participants, making up, in as far as possible, an occupationally, socially and personally heterogeneous group. Each participant can draw on the services of the jobclub until he/she has found a job or is reorientated towards other services.

In as far as possible, jobclubs must ensure their own renewal, replacing members leaving to take up employment with new recruits.

Jobclubs members are provided by ANPE with their

basic needs (video equipment, photocopying facilities, secretariat services, telephone and occupational documentation). The premises are accessible to members outside planned working sessions. Members can go about their own business there using the available equipment. They can also participate in collective information sessions.

Specific ways and means for the organisation and workings have been drawn up. The jobclub is considered as an extension of the action possibilities of the local agency. This means that the jobclub:

- \* is physically located near the offices of the local agency to which it is attached;
- \* has its activities integrated into the action plans of the local agency; and
- \* collaborates closely with the local agency.

As the agency entrusted with implementing the scheme, ANPE can itself run the jobclub or do so jointly with other partners on the basis of a schedule of conditions. When outside partners are drawn on, joint ANPE-outsiders' teams are preferred.

### **ANPE preparations**

A large-scale programme of training those running jobclubs is under way. It foresees training in running jobclubs for all future ANPE staff concerned (ie. some 250 persons) as well as meeting possible requests from outside agents.

Arrangements are being made to follow up and evaluate jobclubs in 1989. These would collect the greatest possible information on the operations and results of jobclubs so that possible adjustments could be made in 1990.

Thus it would seem that, for ANPE, the jobclub is a means for increasing the placement chances of groups who need more intensive help in their job search. This is being done by facilitating the links between the various socio-economic actors in an area of employment and putting jobseekers in direct contact with enterprises.

## **NETHERLANDS**

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### **Evaluating Jobclubs**

The Policy Research Foundation has completed research commissioned by the Ministry of Social Affairs and Employment on the working of «sollicitatieclubs», or jobclubs. They would appear to be rather effective, with an average of 65% of the participants finding a job within nine weeks.

A jobclub is a group of unemployed persons who, after a short training period, spend half of each day searching — under supervision — for a job. The aim is to help the participants find the best possible job as quickly as possible. Participants must in principle have been unemployed for more than half a year. The first clubs were started in five towns in September 1987. In the meantime 21 jobclubs have been set up, a number

which is being increased to 30 at the beginning of 1989.

Overall, during the period examined 68% of the participants have been able to find a job through club membership (a further 3% finding work through job search started previously). 7% took up various types of retraining or further training. Thus, 78% of participants experienced a positive outcome (work or training).

The quality of the jobs found by the participants is in general high. The study found that in 84% of the cases the work was in keeping with what the jobseeker was looking for. In 79% of the cases permanent work was found or temporary work with the prospect of extensions. Of all the participants who got a job, 87% were still employed three months after leaving the jobclub.

A relatively high proportion of jobclub participants were long-term unemployed. But some of them (17%) had been registered as jobseekers for less than six months. As a result of the recruitment problems amongst other things, the duration of registration criterion is not always strictly handled.

The unemployed with a low level of education (at the most primary education) and the unemployed over 40 years of age are proportionately less often members of jobclubs. The unemployed with a commercial or administrative occupation are, on the other hand, overrepresented.

The researchers consider that the most important reason for the success of jobclubs is that the unemployed are urged to go about looking for a job intensively. Training and supervision play an important role in this respect. Training enables the participants to acquire a number of skills and to enhance their self-confidence. Supervisors act as stimulators and «listening posts». Group work is also important, breaking through the isolation of the jobseeker and providing opportunities to exchange experiences and job vacancies. Good relations with the employment office also seem propitious for the effectiveness of a jobclub. Employment offices draw participants' attention to jobclubs, receive notification of job vacancies and refer participants to career guidance or training.

The researchers make some remarks on a number of points about how the functioning of jobclubs can be further improved. They believe that by making clubs better known, improving canvassing, ensuring that training and supervision are more practically orientated and sharpening up the monitoring of progress, it should be possible to ensure that jobclubs continue to help 65% of the participants to find work.

## **NETHERLANDS**

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### **Evaluating the Temporary Scheme of Municipal Employment Initiatives**

Municipalities («gemeenten») have taken up in great numbers the temporary scheme of municipal employment initiatives. The attitudes at the local level towards the scheme which were critical in the begin-

ning have become positive. The more the employment initiative develops, the greater is the willingness of young unemployed persons themselves to join the scheme. This can be seen from a study of the implementation of the temporary scheme.

In recruiting young persons a good half of the municipalities draw on the stock of the employment office. The social services are also often consulted. Young people are also contacted through local newspapers and radio stations, posters and brochures. Articles in newspapers presenting the experiences of young persons with the scheme seem to be particularly effective and bring about spontaneous enrolments.

At the time of the research on 1 March 1988, 2594 young people had been placed on the scheme, 69% being girls. The proportion of non-natives is 14%, which is in line with the minority representation in the target group.

Two thirds of the young persons placed had had the lowest level of secondary education, half of them having left school without a school-leaving certificate. One third had had a middle level education (HAVO, VWO, MEAO), and two thirds of these had left without a school-leaving certificate. This meant that almost 60% of young people placed had not completed their education.

The profile of the young people placed fits the composition of the target group, as this is recorded at the local

level: many girls and youths with low education. The municipalities also state that it is above all the motivated young people whom they have been able to place. They tend to characterize this as the top end of the target group. This does not mean that a relatively large number of young people from minority groups have not been placed, while some municipalities have succeeded in placing young people with deficits as regards education or social aptitudes.

Municipalities have on average entrusted three staff members on one and a half jobs with implementing the scheme. It is difficult to recruit young people living in caravans, youths from marginal groups, youths who speak no Dutch and youths having attended special schools. The municipalities consider that more time and human resources as well as knowledge of these groups are needed to obtain insight into the wishes and the possibilities of these groups of youths.

Despite their overall positive appreciation of the scheme, the municipalities pointed to a number of bottlenecks. At the beginning of the scheme, cooperation with the employment offices was not always good. Moreover, the training provision for the participating young people was problematic in many cases. Besides the placement of young people in a guaranteed job, training is an important supportive element to improving the labour market prospects of young people.

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## Training

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### IRELAND

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#### School-leavers' survey 1988

The Department of Labour's annual school-leavers' survey was published in December 1988.

The survey was carried out in May and June 1988. It examines the career developments of second-level school-leavers from the 1986-87 academic year. In line with the practice in previous years, almost a full year was allowed to elapse before conducting the survey. This time lapse allows a more settled picture to emerge in relation to school-leavers entering the labour market or continuing in further education. The results are based on a national sample of 1,981 school-leavers from an estimated total of 66,500 students who left second-level education in 1986/87.

The main findings are that an estimated 28,500 school-leavers (42.8%) were in employment, while 20,300 (30.5%) were engaged in further education. A further 9,000 (13.6%) were still seeking their first job, while 3,400 (5.1%) were unemployed after having had a job and lost it. Emigration accounted for 4,800 (7.3%) of school-leavers and 500 (0.8%) were unavailable for work (through being engaged on home duties, or through illness or other causes).

Compared to the previous year's survey, the findings show some improvement in the unemployment situation with unemployment among school-leavers falling by 4.2%. The proportion of school-leavers in employment also decreased slightly (0.7%). The number going on to further education increased by 2.4% while emigration rose from 4.2% to 7.3% between 1987 and 1988.

### IRELAND

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#### Advisory Committee on Management Training

In January 1989 the Minister for Labour published the report of the Advisory Committee on Management Training. The report, «Managers for Ireland — The Case for the Development of Irish Managers», emphasises the general lack of commitment to management development among all types of organisations in Ireland in both the public and the private sectors. The Committee's research showed that in 1987:

— Over one-fifth of the top 1,000 companies either spent nothing on management development, or do not know how much they spent.

- Over half the top 1,000 companies spent less than £5,000 on management development.
- Public service organisations spent more than the average for all private sector companies, but well below the level for large companies.
- Foreign-owned companies spent on average 50% more than Irish-owned companies.

This major weakness underlies all six critical issues identified by the Committee as areas requiring immediate attention. The **six issues** are:

- \* Lack of commitment to management development among all types of organisations.
- \* Lack of understanding of how to develop managers.
- \* Absence of common core of relevant business knowledge and skills among people who reach management through a diversity of routes.
- \* Particular problems of small businesses in implementing policies for the development of their managers.
- \* Lack of clarity as to the State's role in funding management training.
- \* Separate training of public service and private sector managers.

These six issues impact on and are influenced by each other and the Committee's recommendations to address them are intended to reflect this interdependence and to provide context and direction for the development of future management training activity in Ireland. In brief, the Committee's broad **recommendations** for dealing with the issues mentioned above are:

- \* Promotion of the need for management development to be achieved, *inter alia*, through a short-life Action Group for Management Development.
- \* Guidelines for Management Development (drawn up by the Committee) to be used by all organisations.
- \* Guidelines for Business Education (drawn up by the Committee) to be used by educational institutions.
- \* Assistance for small businesses in drawing up and implementing management development programmes.
- \* Funding of post-experience management training on the principle of user pays, with State assistance channelled to users rather than providers and to areas of national interest which cannot be provided by the market.
- \* Integration of the management training activities of the Irish Management Institute and the Institute of Public Administration.

The Committee believes that the joint implementation over time of all its recommendations by the public service and the private sector will contribute to the development of higher standards of management in Ireland and ensure economic and business success.

## LUXEMBOURG

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### Financial support for apprenticeships

(Grand-Ducal ruling of 29.08.88 — GDR — setting out the conditions and modalities for financial support for

promoting apprenticeships)

The amended law of 27.07.78 concerned various measures in favour of the employment of young persons. It dealt among other matters with:

1. Aids for promoting apprenticeships  
In order to encourage employers to take on apprentices, the minister of labour can draw on the employment fund to provide financial aids; the eligibility conditions and modalities are laid down by Grand-Ducal ruling.
2. Guidance premia  
The law authorises the minister of labour to provide, by drawing on the employment fund, guidance premia for young persons who enter working life (in industries and occupations which have a structural shortage of manpower) as wage-earners with an employment contract or as apprentices with an apprenticeship contract.

As regards both the aids for promoting apprenticeships and the guidance premia, the definition of trades and industries eligible for receiving aids is left to the minister of labour who decides after consultation with the national employment commission.

The aim of the GDR of 29.08.88 is to define the system for granting the financial aids to employers and to apprentices.

The new system brings in, on the one hand, a standard system of aid for all employers and harmonises, on the other, the apprenticeship premium system for all apprentices. Moreover, it makes a distinction between the common law system and the special system designed for promoting apprenticeships in certain trades and professions.

### Main themes of the GDR

Generally speaking, the new system strengthens the system of financial aids for promoting apprenticeship and considerably extends its scope.

1. As regards the financial aids for promoting apprenticeships paid to employers training an apprentice, the following should be brought out:

- \* the generalisation of the taking over of the employer's social security contribution by the employment fund;
- \* the generalisation of the taking over of 8% of the apprenticeship allowance by the employment fund;
- \* the taking over by the employment fund of 12% of the apprenticeship allowance in the case of apprenticeship in the craft sector;
- \* the taking over of an additional 12% of the apprenticeship allowance paid to the apprentice trained in a trade or profession which is experiencing a shortage of manpower or apprenticeship positions.

2. Concerning the apprenticeship aids paid to the apprentice, the following should be brought out:

- \* the generalisation of the right of every apprentice to an apprenticeship premium of FL 18,000 for each apprenticeship year, i.e. a monthly premium of FL 1,500;

\* the bringing in of a supplementary system for trades and professions experiencing a shortage, consisting of the payment of an additional monthly premium which can be drawn concurrently of FL 28,800 for each apprenticeship year, ie. an additional FL 2,400 per month (the total monthly premium being FL 3,900). The premiums are covered by the employment fund.

3. The minister of labour draws up and publishes each year, after consultation with the national employment commission, a list of the trades and professions which are characterised by a structural manpower deficit or by a shortage of apprenticeship positions which are eligible for the additional aid and premium.

4. The aids and the premiums are paid per apprenticeship year. Payment is made by the employment fund on the basis of a detailed statement submitted by the employer to the employment administration, before the first of January of the year following that during which the apprenticeship year which opens up the right to the aid or premium ended.

By agreement concluded with the minister of labour, the professional/trade chambers can be associated in the procedures for introducing claims for and paying out financial aids.

The minister of labour can agree to the employment fund giving its financial support to public information and awareness campaigns run by representative employers' organisations for promoting apprenticeship.

## NETHERLANDS

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### «I see!» information system

«I see!» is a computerised information system on training, occupations and labour market data which is becoming operational in spring 1989. It has been designed as an instrument to provide users with easy access to standardised information on available studies and career openings. The users are "intermediaries" such as careers masters, careers' advisers, psychologists and regional consultants.

#### The modules

«I see!» is modular in structure with information covering training, careers and occupations, and labour market data. The **training module** consists of information on training and studies in general and on specific programmes including the following data:

- name
- costs

- dates and duration
- requirements as regards previous education
- training level
- type of studies (eg. day or part-time training)
- possible selection criteria for access to training
- final examinations
- name, address and telephone number of the training institute
- as well as occupations opened up or possibilities of further training.

Information is provided about all levels of training in the Netherlands, from adult education to university education.

The **occupations module** comprises information on a great number of occupations and careers at all levels:

- the sector to which the occupation belongs
- the major components of the occupation
- the aids used in the occupations
- the requirements of the occupation as regards previous training, physical and social skills
- the working conditions
- pay
- other related occupations

The **module on labour market** data includes information on forecasts for a number of training clusters and occupational categories covering

- employment perspectives
- replacement issues
- trends in supply

#### Updating and extending

During the production phase of the first edition of «I see!», consideration will be given to further dissemination: short courses (also at the regional and local levels); more information on occupations; and disseminating more broadly information on the labour market for training and occupations. Information will subsequently be added on more training and further occupations. Future expectations about the labour market module will be honed down on a more disaggregated level.

In addition to these modules providing data, others should help in making and following up on choices. These will be further developed for an expanded edition of the system. This second edition is foreseen, together with the first update, in spring 1990. Efforts are being made to provide subscribers with an update of data at least once a year.

The system is being made available on a CD-ROM for which a CD player is necessary which can be plugged into any PC.

Four Dutch ministries are contributing to the «I see!» project: education and science, social affairs and employment, agriculture and fisheries and economic affairs. They have jointly established an inter-ministerial steering committee which is responsible for the coordination and progress of «I see!». In the longer run, «I see!» should be lodged in a national service centre.

## PORTUGAL

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### Vocational training schools

The decree-law 26/89 of 21.1.89 creates a network of non-advanced vocational education schools. Initiated especially at the local level, they are the outcome of a joint initiative of the ministries of education and of employment and social security.

The aim on the one hand is to strengthen the various approaches to vocational training and, on the other, to reinvigorate vocational education, both with a view to facilitating the vocational integration of young people and to providing a response to regional and local training needs.

The vocational schools to be established outside the formal educational system can be either public or private. The prime purpose is to contribute to training young persons who have at least 6 years basic schooling. The schools will prepare them for working life either by initial vocational training or by providing vocational qualifications. The outcome is that these young people will have the right to a certificate of a level equivalent to the last three years of secondary education which would enable them to enter higher education.

All proposals as regards creating vocational schools must be submitted to the ministry of employment and social security. Units which could put themselves forward are in particular the «autarquias», cooperatives, enterprises, trade unions, associations, foundations and social assistance bodies.

## PORTUGAL

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### Management training for graduates

To facilitate the integration of graduates and those holding post-secondary diplomas in the labour market, and given the need to overcome the problems of adapting academic training to the world of work, IEFP (the vocational training and employment institute) is launching a specific job creation programme for graduates.

This programme is called FIQ after the initials for the Portuguese words for «training (formação) and integration (integração) of executives (quadros)». It provides places for 400 unemployed persons who have graduated in the last three years and are aged up to 35 years. It seeks to provide an extension to existing employment policy measures such as FIEQ and COPEMPREGO. It intends to facilitate the vocational integration of executives through theoretical training and a practical in-company learning period. The total duration will be of 12 or 9 months depending on whether the persons have an intermediate diploma («titulares com cursos médios») or a higher education degree. In

addition to some social benefits, participants receive a grant during the training period. This is paid in totality by IEFP during the first four months and 50% thereafter, the remainder being covered by the enterprises.

On completion of the training period, enterprises which hire the trainees under an indefinite employment contract while at the same time creating new jobs receive a non-repayable grant. This grant amounts to 12 times the national minimum wage for each new job created.

## PORTUGAL

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### IJOVIP — Integrating young people into working life

In March 1989, IEFP launched a training-employment programme for a nine months' period. Its purpose is to prepare young persons aged 18 to 25 with at least the level of compulsory schooling for working life.

This programme will cover some 9,000 young people. Priority will be given to those looking for their first job. Training will be both theoretical and practical within public or private enterprises in manufacturing industry, the services, agriculture, forestry, fishing, new technologies and environmental protection.

This activity requires there to be a vocational training contract binding the young person to the managing unit as well as an agreement between IEFP and this unit. Trainees receive a monthly grant equivalent to the national minimum wage as well as other social benefits. The costs of training are covered in the main by IEFP but partially also by the employers.

## UNITED KINGDOM

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### Employment for the 1990's

A White Paper entitled "Employment for the 1990's" was published by the UK Government on 5 December 1988. It identifies the most significant barrier to job growth in the 1990's as the lack of skills. A new approach to training is outlined which will establish a training and enterprise framework to meet Britain's key employment needs.

The White Paper sets out a number of **key training objectives** to be met over the next three years. The immediate priorities are:

- \* to invite local employer-led groups to establish a national network of Training and Enterprise Councils to plan and deliver training as well as to promote and support the development of small businesses at the local level;
- \* to set up a National Training Task Force to assist in the development of new local training arrangements and to promote greater investment by employers in the skills of the workforce;

- \* to launch the Business Growth Training Programme to help companies develop a training strategy to meet their business objectives;
- \* to consult with the remaining statutory Industrial Training Boards and organisations representing employers in their sectors with a view to drawing up an agreed programme and timetable for becoming independent non-statutory bodies;
- \* to take immediate steps to determine the future of the Skills Training Agency and to take professional advice on the feasibility of moving into the private sector.

### **Training and Enterprise Councils**

The existing involvement of business will be extended by inviting local groups led by employers to form Training and Enterprise Councils (TECs).

TECs will have four key functions:

- \* they will examine the local labour market, assessing key skill needs, prospects for expanded job growth and the adequacy of existing training opportunities;
- \* they will draw up a plan for securing quality training and enterprise development that meets both Government guarantees and community needs;
- \* they will manage training programmes for young people, for unemployed people and for adults requiring new knowledge and technical re-training;
- \* and they will be responsible for ensuring the development and provision of training and other support for small businesses relevant to local needs.

At least two-thirds of TEC members should be employers at top management level drawn from the private sector. Others on the Councils will include senior figures from local education, training and economic development activities and from voluntary bodies and trade unions who support the aims of the Council.

Under the new system, TECs will subcontract training and small business support activities to local providers in the same way as the Training Agency area offices currently contract with training managers and managing agents. TECs are expected to evolve gradually over a period of three to four years with the first Councils established before the end of 1989.

### **The Training Agency**

At national level the main authority concerned with training promotion and development will be the Government's Training Agency. The Training Agency will continue to operate as did its predecessor, the Training Commission. In addition it will also take on some of the small firms' and enterprise functions of the Employment Department.

The Training Agency will have the following tasks:

- \* to encourage employers to develop the skills and experience of their employees of all ages;
- \* to provide and encourage appropriate training for young people when they leave full-time education;
- \* to help the long-term unemployed acquire the skills and experience that will help them find regular employment;
- \* to help the education system become more relevant

to working life and more responsive to changing demands and opportunities in the labour market;

- \* to ensure that the distinctive needs of the self-employed and small firms for training, counselling and other support are met.

### **National Training Task Force**

Employers will also play a key role at the national level. A National Training Task Force will be created to assist in the establishment and development of the new Training and Enterprise Councils. It will also help to convey to employers the importance of investing in the skills of the working population. The Task Force will have up to twelve members, two-thirds of whom will be drawn from leading figures in industry and commerce.

### **Quality and Standards**

The National Council for Vocational Qualifications (NCVQ) was set up in 1986 to focus on the developments of a system of nationally recognised qualifications which both embodies the levels of competence required by employers and allows for maximum mobility (cfr. iM 20 and 23).

### **Industrial Training Boards**

Industrial Training Boards were established in 1964. Despite progress, they have not succeeded in raising the standard and quantity of training in the sectors they covered; in particular, they have failed to make any significant impact on the problem of training and retraining for people already in employment. The seven remaining Boards have therefore been asked to make plans for moving as quickly as possible to become independent non-statutory training organisations. These would be fully supported by employers in their sectors and would be free to generate income from subscriptions and charges for services or products.

### **Skills Training Agency**

The White Paper points out that the Skills Training Agency must become a more competitive and viable training business which is able to compete on equal terms with other training providers and that this is more likely to occur if it were to move into the private sector. The feasibility of such a move is now being studied.

### **Programmes**

#### **— Employment Training**

The Training and Enterprise Councils will become responsible for the new programme for the training of unemployed adults, Employment Training (cfr. iM 21 and 23). ET is now available nationwide through over 1000 training managers with 170 training agents advising and assessing would-be participants. The Training and Enterprise Councils will be expected to involve employers in the programme to the maximum extent possible so that appropriate training of the right quality is available and so that what is on offer is relevant to the jobs into which trainees might move.



### — Youth Training Scheme (YTS)

The YTS was introduced in 1983 and has trained well over two million young people. The changing nature of the youth labour market means that in future the scope and role of the YTS will need to be kept under review. More emphasis on qualifications will be necessary. Employers will be expected progressively to take over from Government the ownership and development of youth training, by way of the new Training and Enterprise Councils (cfr. above), and in this way the level of qualifications among new entrants to the workforce will be raised.

### — Business Growth Training

It is planned to introduce, through the Training Agency, a new programme, Business Growth Training, which will unify the help available to companies. This will include: help to people who are self-employed or who own their own firms, in order to stimulate the provision of relevant, flexible and accessible training; help to small businesses to plan and implement the training and development of their employees; and targeted help to industrial training organisations and local bodies such as Training and Enterprise Councils to tackle acute skills' shortages in particular areas. This will take place in spring 1989.

### — Technical Vocational Education Initiative (TVEI)

Every education authority in Great Britain is now taking part in TVEI (cfr. iM 3). By the early 1990s, all schools and colleges will have the opportunity to participate in the Initiative and all young people aged 14 to 18 in full time education will have access to it.

### — Work Related Further Education Programme (WRFE)

The main aim of WRFE is to link vocational education more closely with the needs of employers. The programme provides incentives and help to the public sector of further education to help it to respond more rapidly to the changing needs of employers and to enhance the cost effectiveness of its provision. All local education authorities in England and Wales have now development programmes for further education provision.

#### Other barriers to employment

The White Paper also identifies other significant barriers to employment growth.

### — Industrial relations

Employers are now free to decide for themselves whether or not to recognise and negotiate with trade unions. They can, in general, settle pay rates with trade unions or employees free from external interference. They can seek legal redress against unacceptable forms of industrial action. Trade union members too can make use of the rights which legislation has given them, to ensure that their trade unions are run in accordance with their wishes. In addition, the operation of the pre-entry closed shop will also be examined.

### — Employee involvement

Employers will increasingly need to involve their staff directly in the economic success of their businesses by, for example, giving them a direct stake in business performance through profit-related pay and employee share-ownership.

### — Deregulation

The objective of the Single European Market should be to reduce unemployment across the Community. Any measures which help economic growth and boost employment will be supported. Any unnecessary regulation which raises the cost of employment and reduces labour market flexibility would be unwelcome.

### — Pay

Many existing approaches to pay bargaining will need to change if the UK is to secure the flexibility essential to employment growth.

### — Wages Councils

The relevance of Wages Councils to pay determination in the 1990's is questionable. The future of the Wages Council system will be reviewed.

### — Attitudes to employment

Both employers and employees will need to change their attitude to employment. Employers will have to recognise that as demographic change reduces the scope for recruitment from such traditional resources as school leavers, they will have to recruit and, where necessary, train unemployed people to meet their manpower requirements. Surveys have shown that a significant minority of benefit claimants are not actively looking for work. Some need training to brush up old skills or learn new ones, but with more than 700,000 unfilled job vacancies in the economy, unemployment could be considerably reduced if unemployed people looked more intensively and more effectively for work. A bill will be introduced to amend the law so as to provide that unemployed benefit claimants, in addition to being capable of work and available for employment, must actively seek work.

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## Job creation

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### BELGIUM

#### Temporary reductions in social security contributions

The scheme for the temporary reduction of the employer's contribution to social security was brought in

by the law of 30.12.88 (M.B. of 5.01.89). This «programme law» merges and harmonises in a single system the benefits provided for by the royal decrees n°111 of 15.12.82, n°494 of 31.12.86 and n°498 of 31.12.86 (cfr. iM 1 and 18) and extends their scope. It applies to recruitments after 31.12.88, those having been made before that date continue to be governed by

the aforementioned royal decrees.

The scheme concerns all private sector employers, natural persons or legal persons.

### Cases covered

The law covers four types of cases:

- \* When hiring a first worker, i.e. either when the new employer has never been subject to the social security law on the grounds of employing workers other than servants or apprentices, or when he has not come under this law during the 12 consecutive calendar months preceding the hiring, except if the person(s) on account of whom he was subject to the law were servants, apprentices or trainees undergoing training to become entrepreneurs.

The reduction of the employer's contribution to social security, however, is not due when only the legal personality of the employer is new and the technical operating unit remains the same.

The reduction is granted for a full-time worker, a part-time worker or two workers working half-time.

- \* When a worker is replaced who has voluntarily given notice, whose legal pension has started or who has died. The replacement must take place during the three months following the departure of the worker who is being replaced. The reduction is, however, only granted for those quarters during which the paybill declared to the national social security office (ONSS) and the number of workers employed are at least equal to what they were at the end of the quarter preceding the hiring of the replacement.
- \* When replacing a worker who is taking a career break and has agreed with his employer to completely suspend the performance of his employment contract or to reduce his performance.

Also in this case, the reduction is only granted for quarters during which the paybill and the number of workers are at least equal to what they were at the end of the quarter preceding the hiring of the replacement.

- \* When hiring a worker resulting in a net increase in numbers employed. The reduction is limited to those quarters during which this increase in fact takes place and is maintained. This is verified by ensuring that the following conditions are met:
  - at the end of each of the first four quarters of the worker's employment, the number of workers employed and the paybill must be higher than they were at the end of the corresponding quarter of the previous year;
  - furthermore, at the end of each of the four quarters following the first four quarters of the worker's employment, the number of workers employed and the paybill must be a) at least equal to what they were at the end of the corresponding quarter of the previous year and b) higher than they were at the end of the corresponding quarter of the year preceding the previous year;
  - finally, at the end of the ninth quarter of employment, the number of workers employed and the paybill must be at least equal to what they were at the end of the corresponding quarters of the two previous years and higher than they were at the end of the

corresponding quarter of the year preceding the previous two years.

However, the reduction is not granted when the increase in the number employed results from corporate merger, split-up, transformation or take-over.

### Workers to be hired

- \* The workers concerned by this scheme must be jobseekers who at the time of being hired satisfy one of the following conditions:
  - be fully unemployed in receipt of benefit for a continuous period of 12 months and aged between 18 and 25 years;
  - be fully unemployed in receipt of benefit for a continuous period of 18 months;
  - be fully unemployed in receipt of benefit for a continuous period of 12 months and at least 40 years of age;
  - be a beneficiary of the minimum means of subsistence for six months;
  - be a disabled person registered with the FNH, the national fund for the handicapped;
  - be a voluntary part-time worker drawing "partial unemployment benefit" for a continuous period of 18 months - 12 months if he/she is aged at least 40.
- \* In addition to the workers mentioned above, new employers can also recruit as a first worker a person who, at the time of hiring, satisfies one of the following conditions:
  - be fully unemployed in receipt of benefit;
  - be fully unemployed not in receipt of benefit, registered as jobseeker at the ONEm for more than one year;
  - be a worker who, having completed an apprenticeship, meets the conditions for drawing unemployment benefit except benefit relating to the waiting period;
  - be a fully unemployed person registered at ONEm as a jobseeker who, for the two years preceding the hiring, has been liable for at least one year to contribution to the social security system for the self-employed and in that capacity.

### The contract

The contract to be concluded is full-time or part-time, of unlimited duration, unless the person is hired as a replacement for a worker taking a career break.

### The benefits

- \* In all cases of hiring, a reduction in social security contributions is granted on pay up to a ceiling equivalent to the RMMG, the minimum monthly guaranteed income (BEF 34.731 per month on 1.01.89) for workers employed full-time.

For workers employed part-time, the RMMG is calculated in proportion to the average minimum monthly income of the full-time worker according to the working time at the employer's. The reduction in contributions starts the day on which the worker concerned is employed and finishes at the end of the eighth quarter

following that during which the employment started. The reduction in contributions is not due on compensation for breach of contract.

Should the worker leave before the end of the period, the reduction is maintained for the worker hired to replace the original worker provided he/she belongs to one of the above mentioned categories. However, in this case the replacement must take place in the three months following the departure of the person replaced.

\* In the case of hiring a first worker and when an employer has been able to draw, for his first worker, either on RD n°111 of 15.12.82 or on the reduction in contributions mentioned above, he is entitled to choose a «social secretariat» which will handle the administration of his/her first and second worker free of charge.

### Exclusions

The reduction in the employer's contribution to social security and, where appropriate, the shouldering of the expenses for the social secretariat by the ONSS is not available where

- the employers are debtors to the ONSS
- the employers do not meet their quota obligation as regards taking on trainees
- the worker is hired under the regulation governing youth traineeships and the vocational integration of young people.

### Prohibition to draw several benefits concurrently

The benefits of the scheme for reducing the employer's contribution to social security cannot be drawn at the same time as those provided by other legal or regulatory provisions aimed at granting benefits of the same nature when hiring specific categories of workers.

## BELGIUM

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### Subsidized employment contracts («contractuels subventionnés»)

Royal decree n°474 of 28.10.86 (cfr. iM 17) brought in a system of subsidized employment contracts in certain local authorities. This scheme sought to harmonise the various local level programmes for mopping up unemployment. Given its undeniable success (there are currently some 39,000 subsidized employment contracts), a similar system has been created for other public authorities by the «programme-law» of 30.12.88 (MB of 5.01.89).

### Area of application

The law covers:

- a) the central administration and services and those placed under their supervision;
- b) the administrations of the Communities and the

Regions (cfr. iM 24) and the public establishments which report to them;

- c) educational institutions organised, recognised or subsidized by the State;
- d) the greater Brussels authorities and the French- and Dutch-language cultural councils;
- e) some public welfare establishments as well as some non-profit making associations and local subsidized housing societies.

These are thus all public authorities or other authorities currently recognized as being "authorities providing temporary jobs under the "employment for the unemployed" scheme" («pouvoirs occupant des chômeurs mis au travail»). In line with the government agreement, the aim is in fact to end all job provision by the public authorities under the "employment for the unemployed" scheme.

Moreover, since there is a requirement that all employees on a subsidized employment contract must work in the non-market sector, public credit institutions are specifically excluded from the notion of «public welfare establishments» («établissements d'utilité publique»).

Nor does this law cover «para-communal» non-profit making associations (which can already draw upon subsidized employment contracts under the terms of Royal decree n°474 referred to above) and hospitals (which are covered by the FBIE, the interdepartmental budgetary fund for employment).

Finally, the King is authorised to limit, or extend, the scope of the law to other public authorities.

### The benefits

A subsidy will be granted to the authorities hiring employees on a subsidized employment contract. The rate of the subsidy will be fixed by the King (in accordance with the public authority's contribution to carrying out employment policy). Furthermore the public authority in question will be exempted from paying the employer's social security contributions.

### Conditions

Persons on a subsidized employment contract can only be hired to carry out precise and clearly defined tasks, in particular:

- a) to meet exceptional and temporary staffing needs;
- b) to replace staff who do not take up their job or are only doing so part-time (including staff who are taking a career break);
- c) to carry out subsidiary or specific tasks.

Moreover, the subsidy will only be granted if the public authority in question adheres to the following three criteria:

- a) application of the benefits of the career break;
- b) recruitment of the number of trainees laid down by Royal decree n°230 of 21.12.83 relating to young persons' training periods and their integration into working life;
- c) the persons hired on a subsidized employment contract must carry out their activities in the non-market sector.

ONEm is entrusted with paying the subsidy to the public authorities which have concluded an agreement either with the Ministry of Labour and Employment (as regards the administrations and services falling under the central authority) or with the competent regional Executives as regards the other public authorities.

### Who can be hired?

The scheme of subsidized employment contracts is only open to:

- a) a fully unemployed person who has been in receipt of benefit for at least six months or one who has been in receipt of benefit for at least six months during the year preceding his/her hiring;
- b) persons employed by the public authority in question in one of the following three schemes: «employment for the unemployed» («les chômeurs mis au travail»), the special temporary «cadres» (CST) and the third circuit of labour (TCT);
- c) certain fully unemployed persons in receipt of benefit aged at least 40 years ;
- d) certain jobseekers drawing the subsistence minimum.

They are hired on a fixed-term or open-ended employment contract. The employment contract is similar to that of persons employed in the private sector as defined and regulated by the law of 3.07.78 governing the employment contract. The public authority in question is the employer of the person on a subsidized employment contract and it pays the person directly.

### Final remark

The scope of decree n°474 instituting the system of employment contracts subsidized by the State in certain local authorities has been extended to the provinces and the associations of provinces, except those with economic aims (Royal decree of 29.12.88 — M.B. of 11.01.89).

## NETHERLANDS

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### Corporate start-ups

From January 1989 a new loan guarantee scheme has been brought in for small and medium-sized firms (SMEs). This replaces the State-guaranteed loan scheme available to the self-employed from SMEs.

A significant difference between the two schemes is that the new one provides easier access for persons who want to set up a firm or become self-employed. Thus the applicant no longer has to provide any minimum amount of private capital. Hence, the so-called starters credit of up to HFL 25.000 under the «Bz» (decree on assistance for the self-employed) is going to be discontinued.

Due to some technical problems the new provision cannot become operational everywhere. This means that both possibilities for obtaining loans remain provisionally in force. Given the broader possibilities provided under the new loan guarantee scheme for SMEs of 1988, before a decision is taken as regards a request for initial capital to become self-employed under the «Bz» scheme, an enquiry will be made to ascertain whether the applicant qualifies under the provisions of the new guarantee scheme.

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## Special categories of workers

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### ITALY

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#### Iron and steel restructuring measures

Decree-law n°5 of 11.01.89 provides for several important social support measures and reindustrialisation incentives.

Until 31 December 1991 workers employed by the following types of companies are entitled to early retirement: firms with State participation in the iron and steel industry or firms carrying out service or maintenance activities in the iron and steel works of such firms as well as coking companies. To qualify, the workers have to have been employed before 1 January 1988, to

be at least 50 years old and be able to evidence 180 monthly or 780 weekly contributions to the statutory insurance covering invalidity, old-age and survivors. Payment of the pension is due from the first day of the month which follows the termination of the employment contract. Managers can also qualify for early retirement if they satisfy the age condition, the contribution requirements and introduce a claim.

An upper limit has been fixed for each year with regard to the total number of workers who can take early retirement: 3100 workers in 1989, 2800 in 1990 and 2600 in 1991.

Expenditure for implementing this measure is estimated at LIT 200 billion in 1989, LIT 220 billion for 1990 and LIT 245 billion for 1991.

Workers who were in the employ of the above mentioned companies before 1 January 1988 and who

receive benefit from the wage compensation fund (CIG) can be helped towards self-employment or association with other workers. To this end, the decree-law provides for the possibility of claiming, in place of said benefit, the payment of a lump sum equivalent to 36 times the maximum monthly rate of wage compensation. In the Mezzogiorno regions this amount is raised to 42 times the monthly wage compensation rate.

Workers employed by the firms referred to above who are in receipt of the extraordinary CIG benefit can register on a placement list which is specifically prepared for them at the regional level.

To facilitate the reintegration into working life of CIG beneficiaries, the decree-law provides for a relief in contributions to employers who recruit such workers on an open-ended employment contract. This relief is equal to that applying for apprentices and its duration is of 36 months. In such cases nominative placement can be used (i.e. the employer can select the person he wants to hire), or direct transfers can be made between companies. For employers located in the Mezzogiorno and benefiting already from relief in contributions, a further subsidy is provided: paid for 18 months it amounts to 15% of the remuneration.

These reductions will apply until 31 December 1990.

As regards initiatives aimed at promoting the reemployment of iron and steel workers by 31 December 1990, the companies in question can submit vocational training and retraining schemes to the Ministry of Labour and Social Security. These schemes have to be drawn up according to the guidelines of the European Social Fund; they can be financed by the rotating fund («fondo di rotazione»), finance being limited to 20% maximum of the fund's resources.

The regulation on early retirement for workers and managers in industry and for miners (Art. 16, 17, 18 of law n°155/81) continues to be applied until the enactment of the law reforming the regulation governing the Wage Compensation Fund, unemployment and mobility but not later than 28 February 1989. This reform is currently being discussed in parliament.

For workers employed by companies in the aluminium sector, the early retirement scheme will continue to be applied in 1989. However, it will be restricted to those workers who had applied for early retirement by 31 December 1988.

The decree-law also extends the extraordinary benefit of the Wage Compensation Fund for workers employed by companies constituted by the GEPI S.p.A. («gestione e partecipazione industriale»). The extension applies until the enactment of the law reforming the regulation governing the CIG, unemployment and mobility, and in any case not beyond 31 March 1989. The same extension has been laid down as regards the provisions relating to **unemployment benefit** (cfr. iM 22).

The second part of the decree-law provides for incentives to boost reindustrialisation and speed up economic recovery and employment growth in those areas affected by the restructuring process of the iron and steel industry. To this end, CIPI (Interministerial Committee for Coordination of Industrial Policy) is examining the special programme for reindustrialising

these areas. The programme will specify what individual initiatives are to be carried out and which communes of the provinces of Genoa, Terni, Naples and Taranto are to be singled out for their location.

The special re-industrialisation programme will also define the minimum percentage of redundant iron and steel workers to be recruited as well as the nature and characteristics of the individual initiatives and the qualifications required.

The initiatives specified in the programme will benefit from the facilities provided under law n°64/88 on the «extraordinary intervention scheme» in the Mezzogiorno as well as from financial incentives such as capital grants and reduced rates of interest.

The decree-law also provides for the institution within the Ministry for State Participation of a «Special fund for re-industrialisation» with a total endowment of LIT 660 billion over the two years of 1989 and 1990.

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## ITALY

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### Special youth employment programme (Law n° 113/86)

Decree-law n° 548 of 30 December 1988 (Art. 14) extends further the final date for the completion of the special youth employment programme introduced by law n° 113 of 11 April 1986 (cfr. iM 14). The programme has been extended to 31 December 1989.

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## NETHERLANDS

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### Pilot project in the engineering industry

The Ministry of Social Affairs and Employment, the FNV trade-union confederation, the CNV Christian Industry and Foodstuffs trade union and the FME employers' association are jointly setting up in two regions (Tilburg/Den Bosch and Twente) a project for placing the long-term unemployed in metal-working and electrotechnical industry. The aim of the experiment is to enable LTUs to fundamentally improve their position on the labour market by means of training and a job lasting at least two years.

Participating firms in both the regions are offering a number of vacancies which the employment offices should try to fill from the existing unemployed who have been registered for more than two years. If no suitable unemployed person can be found in this category, those who have been unemployed for more than one year can be considered. The project-like character of the experiment is expressed inter alia by the fact that the unemployed who are going to fill the vacancies will be trained and supervised. In many cases the unemployed will take part in training lasting several months. Whenever the unemployed can start a job without needing training beforehand, the supervision takes on another form, for example through training one day a week.

For the pilot experiment, the CVV vocational training scheme and the ministry's framework regulation for

training (KRS) can be drawn upon to cover training costs. Moreover, the joint engineering industry consultative council (ROM) can provide a grant of up to Hfl. 5.000 per unemployed person. Those who have been unemployed for more than two years can also draw on the Vermeend/Moor law. This provides for exemption from a number of employers' contributions for up to four years. Furthermore a grant of Hfl. 4.000 can be given towards supervising and training the unemployed person. ROM doubles the amount of the sum exempted from contribution for a period of two years.

## NETHERLANDS

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### Counselling interviews evaluation

Counselling interviews with the long-term unemployed have, after a pilot phase, been extended nationwide. Thus 17,000 persons have been called to an interview, and 31,000 interviews made with them. So far action plans have been worked out for nearly 11,000 persons. Thus it would seem likely that the planned interviewing of 45,000 persons annually can be achieved.

Hfl. 41,5m was earmarked for such interviews in 1988, starting in April. In the first instance interviews were made with persons who had been unemployed for three years or more. The intention is to set up action plans designed to enable these persons to return to the labour market. These plans can include in particular: training, work experience and career counselling. Municipalities and regional employment offices («GABs») have set up cooperative associations for holding interviews and working out action plans.

An evaluation of experience shows that 65% of those interviewed so far have got an action programme. Since 9% of those concerned subsequently found work, such a plan was no longer necessary. For 19% of the participants it was impossible to set up an action programme. In many of these cases personal circumstances played a role in this. Less than 4% of those who turned up did not want to cooperate in setting up an action programme. Paid employment could be found immediately for 8% of those interviewed. Two thirds of the cases could be integrated into grant-aided measures such as the Vermeend/Moor Law (cfr. iM 22) and the JOB-plan for young people (cfr. iM 19).

At the start of the interviews the cooperative associations were free to decide on the composition of the target group. The group of people which has so far been called to an interview varies greatly in composition. Of the 17,000 people so far interviewed, nearly one third is older than 35 years, and one third are women. 16% of the group are non-native and 44% have a low level of education. In a number of cases people have spontaneously made an appointment for an interview whereas 7% have never turned up despite several convocations. Although the people who do turn up adopt a somewhat reserved attitude to start with, they find the interview positive and expect something to come of it.

To set out an action programme an average of two interviews proved to be needed.

Almost all the additional 250 staff who were to be taken on for the counselling interviews are now in place.

Overall, 64 GABs have worked out 370 cooperation agreements with municipalities. In only a few cases has it been impossible to reach such an agreement. Thirty local authorities did not enter a cooperation agreement since there would have been virtually no takers.

## NETHERLANDS

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### Vermeend/Moor law extended

The Vermeend/Moor law enables employers who take on long-term unemployed persons to obtain a subsidy and to be exempt from paying employers' social security contributions (cfr. iM 16, 19 and 22). It has now been extended to 31 December 1989.

In agreement with the WRR (the scientific council for governmental policy), a number of so-called «labour integration regulations» of the employment offices are being bundled to streamline the whole of the existing regulations aimed at combatting long-term unemployment. This covers MOA (the measure to support integration into working life), the Vermeend/Moor law and JOB, the temporary work experience scheme for long-term unemployed youths. These intentions have not yet been fully worked out since the policy for combatting long-term unemployment is still the subject of consultations with the social partners.

Meanwhile it has further been decided that, on the basis of decisions taken within the CBA (the central tripartite body for the administration of the labour market which is being set up), the foreseen integrated measure should be launched, if possible, as early as 1 March 1989.

## NETHERLANDS

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### Policy paper on the position of young women in society

The conceptions of girls and young women of their place in society have changed over the past ten years. Their societal position, on the other hand, has not altered to the same extent. In many areas, including upbringing, education, work and income, there is no question yet of the new generations of girls and young women being independent. This affirmation is found in a recently published government policy paper on the subject.

The policy objective is to prepare the new generation of girls and young women for an independent existence. In this, emphasis is placed on the relationship

between socio-cultural and socio-economic independence. The paper elaborates this policy in the fields of upbringing, education, leisure, work and income, assistance, information and support for the process of emancipation. The paper sets out the policy which has already been started in these fields and reviews new policy intentions and measures.

As regards work and income, the «Emancipation Policy Plan» takes the line that the new generation of girls and young women — those who will be 18 in 1990 and the following years — is considered to be in a position to provide for their own subsistence. This starting point will be bolstered in various laws. At present almost 65% of married women aged 20-25 years have a paid job. 85% of the girls of the new generation advocate a division of roles in which both partners work. The report states that the behaviour of men and women, employers and employees is nevertheless in many ways more traditional than could be expected from the changed conceptions. Just like older women, younger women work in a limited number of sectors and occupations and in the lower functions. The earned income of young women in 1985 was, on average, Hfl. 100 to 250 lower than that of men of the same age.

Although the vast majority of girls still going to school imagine a future in which paid work continues to occupy a place, the traditional «girls education» which they choose does not in general provide any favourable employment prospects. The drop in unemployment benefits boys more than girls. Measures by employment offices reach proportionately fewer girls.

The government considers that it is indispensable to improve the link between education and the labour market. Policy aimed at ensuring that greater numbers of girls and young women are reached through the employment offices' training and employment schemes must be strengthened. With the establishment of the new central body for labour market administration (CBA) there should be consultation on giving grants for guidance and work experience projects for girls who are no longer in education nor in the labour force. The activities of the training funds for young women in the BVJ (apprenticeship) scheme must be boosted. The

proportion of girls in the CVV, vocational education centres for adults, must be increased and the vocational careers guidance service for girls and women improved. Training programmes must be set up for non-natives. The emancipation coordinators of the employment offices should also consider young women - they have so far been mainly concerned with women re-entering the labour market. And for a balanced division of paid and unpaid work the policy note affirms that it is necessary for there to be child care, the possibility of parental leave and of a more flexible and longer maternity and confinement leave.

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## NETHERLANDS

### Contest

The Minister of Social Affairs and Employment has called on employers in a number of sectors to send him ideas or plans aimed at improving the working environment for opening up technical occupations for women. The best idea or plan will be rewarded with a Hfl. 50.000 prize. The minister will award the prize to the winner in spring 1989.

To increase insight into the needs for technically trained women workers, employers are being asked to cooperate in a study drawing up a full inventory. Employers can use the questionnaire to give their opinion on technically trained women and to estimate their future needs as regards personnel.

For some time already the government has been undertaking activities to stimulate girls' and women's enthusiasm for technical training and jobs. Within the «women sought for "men's" work» campaign, a number of TV spots and commercials are being made in 1989 and 1990.

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## Working time

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### GERMANY

#### Part-time work from age 58

The new law on part-time work for older workers which came into force on 1 January 1989 is designed to facilitate smooth transition from working life into retirement. At the same time it is intended to contribute to improving the employment situation. The broad thrusts

of the Act are as follows:

To be able to draw upon the scheme there has to be an agreement with the employer which as a rule is made on a voluntary basis, though a collective agreement, for instance, can impose on the employer the obligation to make such an agreement for a certain number of employees. The law gives preferential treatment to employees who

- \* have reached the age of 58,
- \* have been in contributory employment for at least 1.080 calendar days during the last five years previous to starting the part-time work for the elderly scheme, having worked the collectively agreed re-

gular weekly hours

- \* and from this time on reduce their working time to half that of the collectively agreed regular working hours (but work at least 18 hours a week).

In the agreement, the employer commits himself to topping up by at least 20% the pay earned by the employee under the part-time scheme and to paying contributions for increased insurance under the statutory pension insurance scheme; these contributions are based on the difference between the reduced pay for parttime work and 90% of the last gross pay for full-time work.

BA, the federal employment services, reimburses the employer for the above mentioned minimum expenses, but not for any benefits which exceed these, provided a registered unemployed person (preferably one in receipt of unemployment benefit or unemployment assistance) is recruited to fill the job made available through the reduction in working time.

Sickness benefit, which an employee receives after the period of continued payment of wages during illness has expired, is calculated on the basis of the pay for part-time work under the scheme. In addition, BA continues to pay the subsidy of at least 20% of the part-time pay by which this pay is being topped up; it also pays the contributions for increased insurance under the statutory pension insurance scheme. The same applies when such a worker becomes unemployed, draws unemployment benefit or unemployment assistance and the benefit is assessed solely according to the part-time employment under the scheme.

The BA allowances are paid for the duration of participation in the scheme - at the longest until old age pension is drawn or a similar allowance for old age provision. But they are not continued beyond the month in which the employee reaches the age of 65.

## LUXEMBOURG

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### Weekly rest

(Law of 1.08.88 concerning the weekly rest of employees and workers)

### Background

On 6 November 1985, an Opinion was adopted on the problems of growth, employment and training. In this connection, the tripartite coordination committee set up a working group to examine in detail "the problem of re-arranging working time in various forms, including the appropriateness of and practical issues connected with a policy for encouraging voluntary retirement from dependent employment».

The ensuing discussions did not, however, lead to an agreement on the question of answers to the problems of early retirement, working time flexibility and Sunday working.

For this reason the government, having examined the question of early retirement, tabled a bill in January 1987 modifying legislation concerning the weekly rest

of workers and employees and laying down legal provisions for the employment contracts of private sector employees.

### Basic considerations

The following are extracts from the report of the Commission for Labour, Social Security, Health and the Family relating to the reform of legislation on the weekly rest of employees.

«In setting out the legislative intent of bill 3070, it is stated that: "Aware of the place and role assigned to Sunday rest in our civilisation which is based on respect for the citizen's religious, cultural and family life, the government strongly underlines that the reform envisaged under the present bill intends in no way to question the fundamental principle of Sunday rest, solidly rooted in the spirit and the letter of the law of 21.08.1913 concerning the weekly rest of employees and workers and the legal status of the private sector employee as this results from the law of 7.06.1937, which reformed the law of 31.10.1919 laying down the legal provisions for employing employees in the private sector. Given this fundamental position, the bill, far from weakening the general philosophy underlying legislation governing Sunday rest, pursues the aim of ensuring its modernisation and adaptation to the needs of optimal management of working time while at the same time safeguarding the legitimate interests of employees both socially and as regards religion, culture and the family."

The bill is not aimed at facilitating Sunday working but rather at making it more difficult, at the same time as setting out opportunities for Sunday working in cases where there are well-founded arguments for using this instrument. In such cases, the terms and the compensations for the employees are strictly regulated so as to improve the situation of those private sector workers and employees who are required to work on Sundays.

The bill avoids having a minister deciding on his own, by simple ministerial decree, against the wishes of all parties concerned, as is the case with the present legislation.

By placing the minister of labour downstream from the contractual commitments of the social partners as regards Sunday- working, the bill avoids compelling the trade unions to give their agreement to the boss's decision on Sunday working. On the other hand, the government will not in this way relinquish its responsibility and its decision-making power on this issue, and it can refuse Sunday working in enterprises which are unable to put forward valid reasons related to internal organisation or production.»

### Main thrusts of the 1.08.88 law

#### 1. General ban on Sunday working

Public and private sector employers are prohibited from having their wage-earners work Sundays, from midnight to midnight.

#### 2. A single law for all wage-earners

The law is of general application. It includes all wage-earners having an employment or apprenticeship



contract, irrespective of whether they are workers or employees.

### 3. Exceptions

**Exceptions** concern in the first place the identity of the personnel:

As regards members of the employer's family, companies staffed solely with the employer's ascendants, descendants, brothers and sisters or relations of the same degree by marriage are not subject to the general ban on Sunday working.

Exceptions concerning the job of the employee deal, on the one hand, with commercial travellers and representatives in as far as they work outside their companies and, on the other, employees in a real managerial position as well as higher executives whose presence within the enterprise is indispensable to ensure its operations and surveillance.

Secondly, exceptions concern the nature of the work to be carried out, with the following work being allowed on Sundays:

Security work on the corporate premises

Cleaning, repairs and maintenance necessary for the normal working of the plant, work other than that of production on which the regular resumption of the activity of the following days depends

Work necessary for stopping the deterioration of raw materials or products

Urgent works which have to be carried out immediately for organising rescue measures, to prevent imminent accidents or to repair accidents to the company's material, machinery and buildings.

In all these cases, the corporate head is required to inform the director of the labour and mines inspectorate in advance, as well as the competent representative body of the personnel. He must draw up a list providing information on the workers working on Sundays, the length of their work and the nature of the work carried out or to be carried out.

Thirdly, there are exceptions relating to the nature of the enterprise.

\* In retail outlets wage-earners are allowed to work for 4 hours on Sundays. A Grand-Ducal ruling can do away with this possibility or extend working time to 8 hours maximum for 6 Sundays at the most each year, subject to the provisions governing normal hours of work.

When Sunday closing of a retail outlet is likely to compromise its normal working because of the size of the turnover on Sundays and the impossibility of having enough clients coming on other days of the week, the minister of labour can grant exemptions, temporary or permanent, from the ban on Sunday working in duly justified cases, also subject to the provisions governing normal hours of work.

\* Certain enterprises are exempt from the general ban by their very nature:

— A Grand-Ducal ruling can exempt different enterprises from the general ban on Sunday working: enterprises which use water; those carrying out activities needed on Sundays for satisfying the needs of the public which occur either every day or mainly on Sundays; activities which are only carried out for part of the year or whose intensity fluctuates according to the seasons; and public utility activities.

— There are ten categories of enterprises which by right do not come under the general ban on Sunday working:

- \* hotels, restaurants, canteens, bars and other establishments serving drinks;
- \* chemists and shops providing medical and surgical equipment;
- \* fairgrounds and entertainments;
- \* agricultural and viticultural enterprises ;
- \* public entertainment enterprises ;
- \* companies providing lighting and water and energy distribution;
- \* transport companies;
- \* establishments whose aim is the treatment or hospitalisation of the ill, the infirm, the destitute and the insane, community clinics, children's homes, sanatoriums, convalescent homes, old people's homes, holiday camps, orphanages and boarding schools;
- \* enterprises in which work, because of its very nature, allows neither interruption nor delay;
- \* household workers' services.

This list can be completed by Grand-Ducal ruling taken after consultation with the Council of State.

\* Enterprises where continuous shift-working is based on conditions which are not inherent in the production technology (introducing Sunday working for purely economic reasons) can also be exempt under certain conditions:

An enterprise agreement can lift the ban on the principle of Sunday working to provide for better use of production facilities and the increase or consolidation of the existing number of jobs. The social partners are thus given the right to take the initiative in this respect.

Once the enterprise agreement has received the approval of all the trade unions which are authorised to conclude it, it must be approved by the minister of labour. This approval enables the minister to check that the legal criteria are respected. The minister can rescind, after consultation with the minister of economics, if the conditions and terms which accompany the introduction of Sunday working are not respected.

When a consensus of trade union organisations cannot be reached, the decision-making competence is transferred to the minister of labour who exercises it after having consulted the whole of the personnel concerned by the reorganisation of working time.

In cases of opening new enterprises, the law confers the exclusive decision-making power on the minister of labour.

### **Social compensation**

There are two elements to social compensation:

— each hour worked on Sundays opens up the right to

one paid hour of rest during the week;  
— moreover, each hour worked on Sundays opens up the right to a 70% pay supplement  
However, this pay supplement can be replaced in hotels, restaurants, canteens, bars and other esta-

blishments serving drinks as well as in agricultural and viticultural enterprises by two additional days of paid holiday a year if the wage-earner works at least 20 Sundays in the course of the year.

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## Placement

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### GERMANY

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#### «SIS» – A new approach to placement

«SIS» (an abbreviation in German for «job information service») is being tested in a selected number of employment agencies since October 1988. The novelty of this placement procedure consists in the fact that, under SIS, vacancies are advertised with the full name and address of the employer.

SIS is an additional service of the public employment service. It is based on the principle that the extent and intensity of the demands on the office's placement and counselling staff are determined by the need of the jobseeker to exchange information with the employment office and the degree of difficulty experienced by the individual in the search for a new job. Each jobseeker will be given the attention that he/she actually wants. So long as the jobseeker wants to remain anonymous, this wish will be respected.

The more employment offices are involved by employers and jobseekers in the matching process on the labour market, the better they can carry out their placement function. It is hoped that SIS will lead to more employers and more jobseekers making use of the employment offices for filling vacancies and looking for jobs than is currently the case.

It is expected that SIS will facilitate a better matching of profiles through self-determined job search, so that jobseekers might possibly apply for vacancies which — given the narrow organisation of the job placement service according to occupational classifications — they would not necessarily have been referred to.

SIS should also enable job vacancies to be more quickly filled and the unemployed to leave unemployment more rapidly than is the case in the organisational arrangement of «half-open» placement (ie. where employment office staff retain the necessary information to act as professional brokers).

Particular attention has to be paid in this connection to the possible effects of SIS on vocational (re-)integration into working life of so-called «problem groups». There is a need to analyse whether in particular those jobseekers with educational and vocational training deficiencies will, in addition to having problems in looking for jobs, be exposed by SIS to increasing competitive pressure and exclusion; or whether there are not, in fact, possible positive consequences of SIS for these problem groups.

#### Techniques

The presentation of job vacancies in SIS is two-fold in form:

- \* on a screen
- \* printed lists

Calling up information on a screen has been developed completely from scratch. Simple and self-explanatory programmes and search processes are essential in ensuring user acceptance of an electronic medium. SIS must lead every user to the occupation sought as quickly and as easily as possible.

The variety of search processes provides the user for the first time with a multi-dimensional access procedure to advertised job vacancies. The test period will show which search processes are preferred and what needs to be optimised.

Staff of the employment office are on hand to provide help in using SIS. SIS also provides the opportunity for jobseekers to telephone the employers, directly and immediately. The telephones available within SIS can be used freely for the immediate vicinity. Telephone calls beyond the local call area can be made through the staff of the employment office located within the SIS.

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### GERMANY

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#### Careers information centres — BIZ

There are currently in the Federal Republic of Germany, including West Berlin, more than 100 BIZ - careers information centres. BIZ provide young people and adults with the full range of information on careers choice and development, training and labour market opportunities.

Employment offices offer two sorts of self-service information units: the stationary (the BIZ as such) and the mobile. The latter, called MOBIS, are used in the catchment areas of those employment offices which do not yet have a BIZ. The supply of self-service information ranges from folders, through books and periodicals, films and slide presentations to recorded programmes. There is no need to make an appointment for calling on a BIZ. And whoever wants to can remain anonymous.

In the future development of BIZ, the possibility of demonstrating careers and occupations by computers is being considered. EDP should be used, for instance, to ascertain interests by playing on the screen.

Some two million persons visit BIZ and MOBIS every year. In addition 45.000 events are held every year in BIZ, including lectures, meetings and group discussions.

BIZ and MOBIS are striving to encourage information

search by the individual, thereby opening up and supporting self-initiative. Given the continuing problems on the labour market, it is imperative for the individual to develop initiative. For successful career start and development, personal commitment is required.

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## Miscellaneous

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### SPAIN

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#### New pay survey

A new pay survey in industry and the services was brought in in January 1989 after having been run on an experimental basis since October 1988. It is an in-depth revision of the former survey. The main reasons justifying the revision are:

- \* the need to harmonise the methodology and objectives with those of other Community countries to obtain international comparability in accordance with EUROSTAT directives
- \* the need to provide more detailed and more exact information because of a growing demand for more pay statistics
- \* the obsolescence of the previous survey resulting from changes on the labour market.

The new pay survey is of short term changes aimed at reflecting the level and development of remuneration of the labour factor in non-agricultural sectors. It enables periodic and harmonised information to be obtained on the following points:

- \* average monthly pay per worker
- \* average pay per hour worked
- \* average number of hours worked per worker and month.

This data is broken down by groups of workers employed full-time and part-time as well as by categories of workers and employees, irrespective of the type of contract, in enterprises employing at least five persons. Results by sex are given once a year.

At the national level, 45 industries are presented whereas at the level of the autonomous communities three major sectors are given: manufacturing, construction and services.

Information is provided on a quarterly basis for the whole country, with monthly results provided in advance.

As recommended by EUROSTAT, the workers are grouped for the purposes of the survey into «workers» and «employees» defined according to the occupational classification drawn from the bases of contribution to the social security. The survey uses the Community definition of gross average pay for industrial workers established by EUROSTAT. In this sense pay is recorded in gross terms. It is defined as being remuneration in cash and in kind paid monthly to the workers for the hours of work or the work performed, together with the

remuneration for periods of time not worked, such as vacation and bank holidays, prior to any deduction made by the employer for tax purposes, employees' contributions to social security and other contributions the worker is required to make. Employers' social security contributions and allowances paid to workers by the social security as well as compensation are excluded.

The questionnaire is based on the principle of simplicity to facilitate its use. Most of the headings refer to administrative concepts and documents in general use by enterprises, collecting data, on the one hand, identifying the employer and, on the other, the workers concerned in the reference month, distinguishing between workers employed full-time, part-time or those who are «in a situation of proceedings of employment regulation» (collective redundancies) or those affected by a labour dispute. Questionnaires are collected by the provincial services of INE — the statistical office. Information is sorted in two phases: first by the provincial services of INE; and secondly, by the promotor unit in the central INE services through monthly computations.

The main differences compared with the former pay survey concern the group of workers examined (which has now been extended to all workers irrespective of the type of employment contract or daily working time); results broken down according to full-time and part-time workers and annually by sex; the break-down of results by autonomous communities, the simplification of the questionnaire, and its regularity.

### LUXEMBOURG

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#### Adoption leave for private sector employees

(Law of 14.03.88)

There exists under civil law a very broad equality of treatment between legitimate descendants and adoptive descendants. The purpose of the law of 14.03.88 is also to eliminate, in as far as possible, irregularities persisting between the legitimate family and the adoptive family in the social field, in particular by creating a statutory claim to adoption leave for adoptive parents who are wage- or salary-earners.

The intention of the legislator has also been to harmonise the right to adoption leave which can be claimed by private sector employees with the system of «welcoming leave» (cong  d'accueil) which is appli-

cable to civil servants. The law on terms and conditions of civil servants gives them 8 weeks' leave if they adopt a pre-school age child. The period of leave is 12 weeks if more than one child is being adopted.

### Provisions of the law of 12.03.88

1. Where a married couple adopts a pre-school age child, the wife employed under an employment contract by a private sector employer has the right to 8 weeks' paid leave on producing a certificate from the court certifying that the adoption procedure has been started. In cases where more than one child is adopted, the duration of the adoption leave is raised to 12 weeks.

The husband can assert a claim to adoption leave from his private sector employer provided his wife waives her right to adoption leave. The same applies for the husband employed in the private sector whose wife is self-employed. When the adoption leave has been requested and granted to the husband, it can no longer be applied for by the wife.

Where one of the adoptive parents is employed in the public sector and has been granted adoption leave under the general terms and conditions of civil servants, the adoption leave laid down in the provisions of the law of 14.03.88 can no longer be granted.

2. Single parents, whether a male or female wage-earner, are also eligible for adoption leave, provided that the pre-school age child is not already living with the adoptive parent.

3. Adoptive parents having the right to adoption leave are protected as regards employment maintenance and reemployment in the same way as mothers having the right to post-natal leave.

4. The adoption leave is paid for by the State, just as the maternity leave. Since the adoption leave is a statutory right (adoption leave has thus to be given if the conditions are fulfilled), penal sanctions are laid down in cases of offences against the provisions of the law.

5. Finally, private sector adopters who do not have the right to adoption leave — or do not request it — can claim an extraordinary leave of two days provided the child adopted is under 16 years of age. The extraordinary leave is paid for by the employer.

### Financial impact

There are few adoptions in Luxembourg. From 1974 to 1979, the annual number of adoptions exceeded 100. 1975 was a record-breaking year with 180 adoptions.

Between 1980 and 1985 the number of adoptions was well below 100, with only 68 in 1982. Since 1986 the 100 barrier has again been broken, and in 1987 there were 103: 45 Luxemburgers, 23 Koreans, 10 Brazilians, 5 Colombians, 5 Indians, 3 Portuguese, 2 Germans, 2 Belgians, 2 Dutch children, 1 Dane, 1 Italian and 1 Ecuadorian.

The small number of adoptions means that the financial impact of the law will not be very significant.

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