

REDUCTION OF THE QUALITATIVE MISMATCH BETWEEN THE
SUPPLY OF AND DEMAND FOR LABOUR : GUIDELINES FOR
LABOUR MARKET POLICY AND WORKING CONDITIONS POLICY

(Commission Staff Paper)

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SUMMARY

The theme of the document "The Reduction of qualitative mismatch between the demand for and supply of labour" - tabled for the Standing Employment Committee meeting on 22 May - constitutes one of the elements in the overall strategy presented by the Commission at the last Tripartite Conference and accepted by the participants as a useful basis for future work.

As usual in these Tripartite meetings, the Commission's contribution has a double objective: - to present the position of the Commission on this problem and to establish the basis for a coordinated conclusion to be arrived at by the members of the Committee.

Without claiming to deal exhaustively with the problems underlying qualitative mismatch on the labour market, the Commission proposes to focus the Committee debate on three essential questions:

1) The importance to be attached to the problem of qualitative mismatch on the labour market

A rapid analysis - based on an attached working document - tends to show that the different factors of mismatch (mobility, qualification, working conditions) have an unquestionable role in current unemployment, without for all that constituting its essential cause.

2) The contribution of policies acting on the labour market

The changes that have occurred in the past years in the economic situation and in the behaviour of enterprises and workers have increased the role of these policies. They should be adjusted or reinforced. The document presents a certain number of precise recommendations on vocational guidance, initial and further training and the role of public employment services or agencies.

3) The adjustment and improvement of working conditions

Among other important fields, the Commission suggest that particular attention be paid to the adjustment and improvement of working conditions. This part refers in particular to an outline of the problems posed by the development of part-time or temporary work, problems which are also covered in the Communication to the Council on worksharing.

The conclusions underline the need to reconcile the requirements of flexibility for the economy with the aspirations of workers. They suggest a certain number of community initiatives, especially in regard to the following points:

- the development of linked work and training
- the cooperation of public employment services on a number of specific points (technical assistance, training of personnel, computerisation)
- the improvement of information on the labour market.

REDUCTION OF THE QUALITATIVE MISMATCH BETWEEN THE SUPPLY OF AND DEMAND FOR LABOUR : GUIDELINES FOR A LABOUR MARKET POLICY AND A WORKING CONDITIONS POLICY

1. In order to reestablish a high level of employment and balanced growth in the Community, the Commission advocates a strategy based on three complementary lines of action. First, it is necessary to strengthen Member States' concerted action in order to boost growth, whilst complying with the need for greater harmonization of economic performance. Secondly, the movement towards structural readjustment now underway in the Community must be continued. Lastly, these policies must necessarily be accompanied by "a more active employment policy, by pursuing improvement of working conditions and by a more equitable sharing of work" for "the effect of these growth and re-adaptation policies will be insufficient to cope rapidly with a growing supply of labour and the prevalent mismatch on the labour market". (Communication of the Fourth Tripartite Conference on Employment, November 1978, document COM(78) 512 final, page 15). The participants at the Conference were unanimously of the opinion that the document presented by the Commission was a good basis for future work in the Community.
2. Preliminary guidelines for the implementation of a more equitable distribution of work were presented in the Communication from the Commission of 11 April 1979 for consideration at the next Council meeting. The present Communication to the Standing Committee on Employment defines the guidelines required to reduce the three principal sources of qualitative mismatch which impede the smooth running of the labour market : geographical mismatch, mismatch in training or qualification, mismatch in working conditions.

Mismatch partly explains the fact that there are a considerable number of job vacancies at the same time as there are six and a half million unemployed. Outstanding vacancies registered at official placement offices alone represent nearly 15% of officially registered outstanding applications for employment.

If this problem is ignored, it could result in an expansion of employment by means of a policy of general expansion which, sooner or later, would run up against this problem of qualitative mismatch.

Mismatch has always existed. It even forms part of the dynamics of the labour market. Today, however, it occurs in new conditions. Considerable changes have occurred in the economic environment and in the behaviour of workers and employers. Any action taken must therefore take this into account.

3. The Commission considers it advisable to centre the discussion around three essential questions:
 - (a) How important is qualitative mismatch in the present unemployment situation? Is it likely to impede the current revival? To what extent does it occur in the different Community countries? Is it possible to obtain general agreement within the Committee on the relative importance of these factors?
 - (b) Policies acting directly on the labour market (training, guidance, matching of job vacancies and applications) and the institutions responsible for implementing them constitute the first line of action to be developed. Does the Committee agree with the Commission concerning the greater role to be played by the institutions and on the guidelines it suggests for national and Community action?
 - (c) Among the other major actions likely to contribute to a reduction of qualitative mismatch, the Commission suggests that at its meeting on 22 May 1979, the Committee concern itself more particularly with the adjustment and improvement of working conditions. What are the views of the Standing Committee on Employment on this aspect of the problem?

I. ASSESSMENT OF THE SITUATION

- 4) As early as the mid-Sixties, a structural tendency to a rise in unemployment appeared in most Community countries. This trend was partly the result of the inadequate policies adopted at that time to reduce mismatch between supply and demand. Thus, for example, the training or skills of job applicants were frequently not suited to the needs of the economy. On the other hand, the jobs available in certain industries were not always adapted to the new and pressing aspirations of workers to better working conditions.
- 5) The present employment crisis stems from the close inter-relation of several factors. In addition to the mismatches referred to above, there is a lack in general demand and in the profitability of certain production capacities. Empirical studies confirm that in most Community countries, mismatch factors are partly, but not wholly, responsible for present unemployment.

In view of the complexity of the present situation, the resolution of the crisis will probably be only gradual. It is to be feared that economic growth for some years to come will be less favourable to employment than in the Sixties. Furthermore, the need to restructure and modernise the production apparatus will also spread to the tertiary sector, which will be affected appreciably by the revolution in data processing started in the preceding decade. The labour market will therefore be widely and deeply affected by these new conditions. Moreover, intervention procedures and methods adopted by labour market policy during the years of strong growth and virtually full employment need to be adjusted in keeping with the size and probable persistence of present difficulties.

- 6) Social and economic behaviour has also changed in a way which is not favourable to an improved balance of supply and demand on the labour market.

Where employers are concerned, two facts stand out : on the one hand, faced with greater financial difficulties, undertakings have tended spontaneously to curb training expenditure and is not certain whether public expenditure in this field has compensated for this fall in private effort. On the other hand, staff recruitment policies have hardened.

In the past, undertakings displayed a certain degree of flexibility. They employed workers who did not necessarily possess the characteristics required at the outset, concerning, for example, age, sex, state of health, vocational training or experience. There are indeed very few posts which, technically, cannot be partially adapted in these areas. The flexibility of undertakings greatly facilitated restructuring or reconversion operations in the past, as the expanding sectors absorbed the labour from less dynamic or condemned sectors. Nowadays, undertakings' requirements on recruitment have become more stringent as a result of the implementing of more binding legislation on dismissal, greater uncertainty as to markets and, in particular, a more favourable position on the labour market which now offers a wide choice of potential labour. This situation particularly affects women, young persons, girls, older workers and handicapped persons.

Where workers are concerned, there are also two facts that stand out. First, employees are increasingly reluctant to move because of the rising number of spouses at work and also because of difficulties in finding or leaving accommodation. Secondly, new demands concerning production conditions and the rearrangement of working hours are being expressed with greater vigour. Thus, whilst the standard of living and education of the population continues to rise, a certain number of jobs still involve hours and rhythms of work that produce an excessive degree of physical and mental fatigue in workers. Similarly, the small amount of initiative or autonomy given to certain employees does not always correspond to their real potential. In the same way, the social status of certain occupations no longer fulfills the expectations of workers. Last on this incomplete list is the fact that there is an upswing in the demand for part-time jobs. The lack of vacancies in this field is not the only problem; the lack of public equipment is also a factor.

Any policy aimed at reducing mismatch on the labour market cannot ignore the number of changes that have occurred in socio-economic environment and behaviour.

II. GUIDELINES FOR AN ACTIVE POLICY ON THE REDUCTION OF MISMATCH BETWEEN THE SUPPLY OF AND DEMAND OF LABOUR

7) The success of such a policy depends on two conditions.

First, the cost of an adjustment of the supply and demand for labour must be fairly distributed among workers, employers and society. The lack of geographical mobility, training and skills of a portion of the labour force is not the only problem. It is also necessary to study the adjustments needed both from the standpoint of working conditions and from that of the geographical movement of productive capital towards regions with a large surplus of labour.

Secondly, action to improve balance depends to a great extent on labour market policy and on the policy for the adjustment and improvement of working conditions. Such action, however, also concerns to an equal extent other fields of economic and social policy : educational, general economic, industrial and regional, investment, prices and incomes and social protection policies. These policies must therefore be closely coordinated to enable full and better employment to be achieved.

It seems neither possible nor desirable to discuss all these problems within the limits of a single meeting of the Standing Committee on Employment. The Commission considers it advisable to focus discussion on matters related to the reform and strengthening of labour market policies on the one hand and the adjustment and improvement of working conditions on the other.

8) Direct action on the labour market should form the subject of a more active policy designed to increase workers' employment potential and to relax the requirements of undertakings. Such labour market policies are capable of strengthening the dynamism of the labour market by encouraging necessary adjustments and, in the longer-term, helping to raise the level of employment.

In the face of the current employment crisis, these policies first developed category actions designed to ensure the vocational integration of persons particularly affected by current changes. The Committee has already on several occasions discussed the need for such actions, which it has helped to develop at Community level (in particular employment of the young and women). It is worth considering, however, whether such actions do not frequently transfer the burden of unemployment on other social categories. This is why it is also desirable to attack this lasting employment crisis by means of an overall strategy, paying particular attention to the various functions to be fulfilled on the labour market namely, vocational guidance and training and placement.

9. These central functions of labour market policy must be reorganised and reinforced to face up better to the new requirements.

For vocational guidance and training, the Commission advocates the following guidelines :

- a) the benefits of vocational guidance should be more widely available, particularly to young people and to the unemployed, but also, as a preventive measure, to workers already in employment. For young people, particularly girls, one should avoid guidance towards training that leads to no jobs.

To achieve this, two conditions should be fulfilled. Firstly, information on and analysis of the real demand for qualifications must be improved. Secondly the development of the education system towards a better preparation for active life must be encouraged, particularly by the adaptation of programmes in schools and universities and by the extension of exchanges and contacts between teachers and the economy.

- b) Post school vocational training must be given a fresh impetus to enable it to overcome its quantitative and qualitative shortcomings, particularly in the field of in-plant training.

As regards initial training countries with a developed system of apprenticeship and of linked work and training have experienced considerable success in the battle against youth unemployment. The current efforts under way in most Member states should be pursued and added to. The last European Council in March 1979 emphasised the importance of this in its conclusions.

Continuous education and training has a primary role to play in the current employment crisis. It should be available, as a preventive measure, to workers who already have a job both for their social benefit and to increase their capacity to adjust to other tasks. For some categories of unemployed persons who are particularly difficult to place, this training should be followed by financial incentives to recruitment even by direct job creation measures.

Furthermore, in the spirit of the Directive of February 1976 on equal treatment for men and women as regards access to employment, vocational training and promotion, the training centres should be better adapted to the needs of women (problems of location, hours of operation, creches). Finally, training for workers who have health problems calls for certain arrangements which are not yet properly taken into account.

10. The central role of public employment services must be recognised and their strengthening must be a priority objective. The Commission recommends the following guidelines:

- (a) The function of managing unemployment should be clearly separated from the operational functions of placement and prospecting. Thus, for example, the control of possible abuses by procedures which are often clumsy, for example, stringent signing - on procedures, hinders the unemployed person in his search for employment and absorbs a great share of the capacity of public employment services to the detriment of other functions, especially those of the guidance and placement of the unemployed. In particular, the services available for the long-term unemployed should be reinforced. At the same time, personalised and differentiated action should be envisaged by public employment services on behalf of undertakings which do not fill their vacancies after a normal delay.
- (b) Public employment agencies or services should have sufficient personnel with the necessary qualifications to win credibility with employers and workers and to carry out efficiently their task of mediation. The collection of job offers must be improved in most Member States. Following what is already done in some Member States, notification of vacant jobs could be envisaged within the framework of collective agreements. The definition and quality of both vacancies and applications should also be improved.
- (c) This function of placement cannot be developed in isolation from other functions, especially vocational guidance and training. A real synergy of functions has to be sought at the very least within the public employment service or in liaison with the specialised external services in the interest of both job-seekers and enterprises.
- (d) This group of actions should be developed as guidelines in close liaison with enterprises and trade-union organisations at both regional, local and national level.

11. Policies to adapt and improve working conditions should be developed.

The existence of specific demands for part-time work by employees and for temporary work by enterprises must be recognised. These demands should nevertheless be developed in non-discriminatory conditions.

In regard to part-time work in particular, this should cover a larger field of occupation

Social security systems should try to be neutral towards part-time work and on the other hand public employment services or agencies should also be able to intervene to prevent any possible abuses.

(On this point the Communication on Work-Sharing should be consulted).

Action to improve working conditions (in particular the reduction of the monotony and the harshness, for example in case of continuous production) calls for a particular effort on the part of enterprises, an effort which could be encouraged by government and Community measures.

Incomes policies also have an important contribution to make to the reduction of mismatches. Employer and union organisations should take account of the necessary increases in pay for the most arduous and difficult work.

12. Finally, the necessary encouragement of mobility should better reconcile the interests of the economy with those of workers. On the one hand the targeting of capital towards regions with excess manpower should be encouraged. On the other hand the mobility of workers would be greatly favoured by a reexamination of the factors which reduce the readiness of workers to move (especially as regards housing).

Furthermore, the actions that should be carried out in the Community, are also needed right now to favour employment in the non-Community mediterranean countries by a policy of economic, technical and financial cooperation involving for example policies to encourage investment in order to reduce imbalances between the North and the South of Europe and to reduce the need for emigration in these countries.

CONCLUSIONS

- 13) The battle against the factors of qualitative mismatch on the labour market is a necessary but not sufficient condition for a return to full employment. It calls for a better reconciliation of the need for geographical and vocational mobility which is inherent in a healthy and balanced growth situation with the needs of workers for stable employment. Flexibility is indispensable but should not lead to a multiplicity of precarious jobs.

This reconciliation means that each of the parties concerned - undertakings, workers, public authorities - should be ready to play its part to facilitate the adjustments needed on the labour market through dialogue and a coordinated search for solutions, both in order to cope with the crisis and to prevent harmful developments.

Reconciliation, however, also requires the development of active policies in the two essential fields referred to in this document:

- strengthening and qualitative improvement of labour market management
- adjustment and improvement of working conditions.

- 14) In order to support the necessary national actions Community action should be undertaken or extended in the following areas :
- a) It will be remembered that the Commission has already outlined Community action on part-time and temporary work and that preliminary guidelines for action have been forwarded to the Council of Ministers for Labour and Social Affairs. They will be, with the expected support of the Ministers for Labour the subject of a close concerted action within the Community Tripartite framework, more especially at the next meeting of the Standing Committee on Employment.
 - b) As regards the other aspects of the improvement of working conditions, the Social Partners could intensify their efforts at Community level to examine together sector by sector if necessary the possible scope for concerted action on the preparation of joint agreement on working standards. At the same time, public research programmes in the Member countries on the improvement of working conditions should be concerted at Community level. This group of actions could rely potential support of the European Foundation for the Improvement of Living and Working Conditions and on the Community programme of actions on health and safety at work.

- c) A concerted effort to improve information about and the analysis on the labour market is necessary. The research work undertaken at national level, especially within the public employment agencies, concerns all the Community countries. This removal of barriers between national research work could be accelerated by research work carried out in common with the framework of the Commission's 'Programme for Research and Actions on the Development of the Labour Market.
- d) As regards vocational training Community action takes many forms, more particularly within the Social Fund and the European Centre for the Development of Vocational Training (CEDEFOP). Largely based on the problems of reconversion and of target groups, it would benefit if it were also to consider the actual functioning of vocational training systems.

In this context, the Commission attaches particular importance to incentives for the development of alternance training, the equivalence of qualifications and the adjustment of training to the development of technology and final demand.

These, however, are complex problems which must be considered first at national level and in respect of which Community action, if it is to develop, requires a concrete expression of cooperation from the social partners themselves.

This problem could be tackled at a future meeting of the Standing Committee on Employment.

- e) Lastly, public employment services should strengthen their cooperation so as to cope better with common difficulties, whilst taking national differences into account. Involved in the same crisis, they are often, in most Member countries, led to implement measures developed by the Community concerning aids to training, mobility and job creation. In addition to the development of the Community system of the international clearing of vacancies and applications for employment (SEDOC), which must continue, the Commission advocates the following steps :
- intensification of existing technical assistance actions aimed at the modernisation of placement services in certain Member countries on which better results of Social Fund intervention depend;
 - development of a Community cooperation programme in the field of training for placement, advice and guidance staff, possibly with the assistance of the European Social Fund;
 - concerted action for the development of data processing techniques to assist placement officials.

15. These are the guidelines and actions suggested by the Commission to reduce qualitative mismatch on the labour market. It would like to know the opinion of the Standing Committee on Employment regarding these suggestions. It is relying on its support to promote active employment policies at the level of the Member countries and the Community.

COMMISSION OF THE EUROPEAN COMMUNITIES

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REDUCTION OF THE QUALITATIVE MISMATCH BETWEEN THE
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LABOUR MARKET POLICY AND WORKING CONDITIONS POLICY

ANNEX

"QUALITATIVE MISMATCH BETWEEN THE SUPPLY OF
AND THE DEMAND FOR LABOUR IN THE COMMUNITY"

(Commission Staff Paper)

QUALITATIVE MISMATCH BETWEEN THE SUPPLY OF
AND THE DEMAND FOR LABOUR IN THE COMMUNITY

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QUALITATIVE MISMATCH BETWEEN THE SUPPLY OF
AND THE DEMAND FOR LABOUR IN THE COMMUNITY.

INTRODUCTION

1. For five years the Community has been facing a severe employment crisis. The number of registered unemployed has more than doubled since 1973. Today, in the Community, unemployment affects six and a half million persons, or nearly 6 % of the working population.
2. The crisis may be explained by the combined effect of demographic and socio-economic factors. Some of them were already in the process of gestation in the preceding two decades. In the first place, the number of young people and women on the labour market has increased rapidly, whilst the number of persons of retirement age has diminished. Second, these new arrivals on the labour market in common with other job-seekers frequently did not possess the training required for the needs of the economy. Third, whilst the standards of living and of education were rapidly rising and new requirements were emerging concerning environment and working conditions, the jobs offered were not always suited to these new aspirations. Lastly, the increase of competition between low-wage, developing countries continued and strengthened, to the detriment of certain industries in the Community. In addition to this incomplete list of structural causes, there are a certain number of factors of more recent origin: the collapse of the monetary system in 1971 and, at the end of 1973, the oil crisis and the sudden rise in the price of imported raw materials.
3. This rapid note will concentrate on the role played in the present crisis by the three customary sources of qualitative mismatch between the supply of labour and the demand for labour: territorial mismatch caused by insufficient geographical mobility; mismatch in training; mismatch in working conditions, excluding the wage element. The analysis does not attempt to be exhaustive. It is limited to explaining the action to be taken to reduce mismatch. Such an action has a dual interest. From the social standpoint, it is necessary to reduce the disparities between the working conditions still offered by some undertakings and the aspiration of workers, particularly for the reduction of repetitive, arduous and boring tasks.

From an economic standpoint, an active policy to combat the mismatch between the supply of and demand for labour gradually helps to increase productivity and constitutes a necessary but not a sufficient condition for a return to a high rate of balanced growth permitting the restoration of a high level of employment in the Community.

4. The present situation in relation to qualitative mismatch is analysed in the first part of this document. Two facts stand out from this analysis. Firstly current unemployment is, to a considerable extent, due to this phenomenon. Consequently macro-economic policies of stimulation of overall demand, and of reduction of production costs are limited in their effects by the current functioning of the labour market. Secondly these problems occur today in conditions that are different resulting from, in particular, the profound changes in the economic and social environment and in the behaviour of employers and job-seekers.
5. The second part of the paper sets out the guidelines that it is appropriate to adopt today to reduce the mismatch between supply and demand for labour. Three guidelines are proposed:
 - employment and labour market policy should be more closely linked with other policies;
 - the traditional functions of labour market policy (guidance, training, placement) should be reorganized and reinforced;
 - the reorganisation and improvement in working conditions are an indispensable element of a policy to reduce mismatch.

I. ANALYSIS OF THE CURRENT SITUATION

6. The labour market has always been characterised by a virtually permanent gap between supply and demand. The persistence of this fact is due to the slowness of adjustments in the field of employment. The regulation of this market is not dependent solely on changes in real wages within the different branches of the economy. In view of the complexity and the growing differentiation of modern economies, this classic picture of the process of reabsorption of the disparities between supply and demand must be supplemented by other adjustment parameters, of a basically qualitative or "structural" nature: geographical locations, qualifications and working conditions other than real wages.

I.A. OVERALL EFFECT ON UNEMPLOYMENT RATE

7. Disparities between the supply of and demand for labour varies considerably from one country to another, depending on time and place. An overall view of the variety of situations is shown in the graphs indicating outstanding job vacancies and job-seekers since 1960 (see graph 1 attached hereto). The juxtaposition of graphs is only striking in the case of the Federal Republic of Germany, the Netherlands and the United Kingdom (1). For the other countries, the rate of job vacancies is either non-existent or too low to reflect significantly the different phases of tension which prevailed on the labour market: virtual "full employment", and even "over employment" before 1973 and "under-employment" since then.

(1) In these countries, the public employment agencies play a major part in the collection of employment vacancies - a third, for example, according to a recent United Kingdom survey. Even as regards these three countries, caution is required in interpreting the results of an analysis of series of outstanding vacancies and applications, as they are not "fully" representative. Occupations requiring little or no qualifications are generally over-represented. A shift over time can also occur. This is the case in the Netherlands where a growing number of collective agreements stipulate the compulsory notification of vacant jobs. The extension of this measure doubtless explains the remarkable stability of outstanding vacancies in the Netherlands: from 1973 to 1978, they dropped by only 6 %, as compared with 50 - 80 % in other Community countries (see Table 4 appended hereto).

8. Before 1973, in several Member States (Belgium, France, Netherlands, United Kingdom and Ireland), a tendency to an increase in the unemployment rate occurred in the mid-sixties. In Germany, this trend could have started in 1971 (see Graph 1 appended hereto). The long term trend is partly the result of increasing mismatch between, for instance, the qualifications of new arrivals on the labour market (young people, women) and those required for the vacancies. An expansionist policy which, at the time, would have relied solely on that unemployment indicator and which would have attributed the increase in unemployment to an insufficiency in overall demand would certainly have been inflationary and have helped to block future growth.
9. Since 1973, a strengthening of the impact of mismatch on the overall unemployment rate can be detected in countries where a comparative analysis of unemployment rates and the rate of job vacancies may be considered as significant. Thus, in Germany, the Netherlands and the United Kingdom, a given rate of vacancies is now associated with a distinctly higher rate of unemployment. In other terms, the curve that describes the inverse relationship between the unemployment rate and the vacancy rate, has shifted upwards. This recent deterioration is the result, for the most part, of employers' lack of flexibility in regard to what they consider to be an "unsuitable worker" and also to the lack of flexibility displayed by workers in regard to what they consider "unsuitable work". These changes in attitude also affect other Member countries.

Employers' requirements for recruits, particularly as regards vocational training and experience, have hardened as a result of the implementation of more strict regulations on dismissal, greater uncertainty as to sales and above all a more favourable position on the labour market which currently offers them a wide choice of labour. This has led to the development of jobs which are precarious, under-protected, under-qualified and less well paid (mainly contract jobs, temporary work and black work).

As regards job-seekers, the strengthening and improvement of unemployment benefits (see statistical annex - Table 5) enable the unemployed to prolong their search for employment and be more demanding as to working conditions. Such demands can be excessive, inasmuch as it is difficult to establish objective rules making it possible to characterise "unsuitable work" in terms of geographical location, qualification and working conditions that an unemployed person is "entitled" to refuse. Nevertheless, in principle, the decreasing scale of and time limit imposed on unemployment benefits constitute a powerful barrier to possible abuses. Time-scale reductions of unemployment benefits do not exist in Belgium. Control is achieved by means of restrictions, such as daily reporting. The legislator was therefore obliged to draw up a sort of code to define the type of suitable job that the unemployed cannot refuse. On a lesser scale, such provisions also exist in Germany and the Netherlands.

10. Observers have commented in this connection on the difficulty of finding applicants for a number of vacant jobs. Some even go so far as to express doubts as to the real extent of unemployment and attribute the basic cause of the rise since 1973 to structural problems. Such opinions appear to be excessive in the light of the following empirical facts.

In the first place, according to harmonized surveys carried out on the current economic situation in undertakings in the Member States, the percentage of "undertakings where production is hampered by a shortage of manpower" has dropped considerably since 1973 in all the countries in which this problem occurred. On the other hand, according to the same surveys, production is principally hindered by the lack of overall demand (see Graph 2 appended hereto).

Secondly, and purely as an illustration, one can extrapolate the long term upward trend in unemployment which began before 1973 (see Graph 1 appended hereto). The suddenness and extent of the differences between this trend and the unemployment rate recorded since 1973 support the hypothesis of the not considerable role played by economic factors.

Lastly, a large number of econometric studies have attempted to quantify the impact of the various possible sources of unemployment on the overall rate. One study, probably the most recent published in this field, was carried out by the Organization for Economic Cooperation and Development (Annex II to "A medium-term plan for employment and labour policies", Paris 1978). According to this research work, about one half of the unemployment recorded in 1976 in Germany, France, Italy, the Netherlands and the United Kingdom was due to a lack of demand and a lack of profitable productive capital stock caused by the unfavourable development in the relative costs of capital and of labour. The balance, i.e. about a half, is the result, firstly, of normal turnover of the labour-force and secondly, of a qualitative mismatch between supply and demand for labour. It is practically impossible to determine the respective impact of each of the last two sources of unemployment. Indeed, as the analysis developed in the preceding paragraph shows, the frontier between these two categories is often subjective and vague.

11. In sum, therefore, the continued qualitative mismatch between the supply of and demand for labour is an old problem which does not however explain definitively the rapid rise in unemployment since 1973.

It is nevertheless a problem of a certain magnitude. Consequently policies of stimulation of overall demand and of reduction of production costs are limited in their effects by the current functioning of the labour market. They should therefore be accompanied by an active policy of reducing qualitative mismatch. This policy should take account of changes in the environment and in behaviour in the economic and social domain. These are important as will be shown by the following analysis of the three principal sources of qualitative mismatch.

I.B. GEOGRAPHICAL MISMATCH AND MOBILITY

12. In the fifties and sixties, and in most Member States, immigration and voluntary geographical mobility of manpower enabled them to cope with strong growth and rapid industrialization. Many wages and salary earners were motivated to move to another region by the impossibility of finding a job in their home region or by higher remuneration or sometimes by a better socio-cultural infrastructure.

13. The geographical mobility of workers has now diminished for both economic and structural reasons. The impact of the appreciable slowing down in net job creation on the mobility of workers may be illustrated by the results of the survey on workforces carried out in 1977: the percentage of the population employed full-time not living in the same country or region one year before the survey dropped from 1 % in 1975 to 0.8 % in 1977 (see Table 6 appended hereto). However the geographical mobility of the unemployed remains high. Thus according to a survey carried out in Germany in 1978 by the Federal Ministry for Employment, 20 % of the unemployed were prepared to move providing they found employment (12 % were "fully prepared", the remaining 8 % "perhaps"). This favourable attitude of the unemployed towards mobility has moreover increased in recent years: from 12 % in September 1976 to 20 % in September 1978. It is particularly marked among the long term unemployed: in September 1978, 28 % in this category declared themselves ready to change locality. A survey carried out by the Federal Employment Bureau in September 1978 confirmed that 16 % of the unemployed had moved to another locality in order to take up a job.

14. Structural factors explain wage and salary earners' low level of geographical mobility. Firstly it reflects a change in social value: the workers' deeper attachment to their region goes hand in hand with the greater social value assigned to specific regional characteristics. It also represents rational economic behaviour. The rapid growth in the number of working wives means that in most cases a change of region or country will result in a drop in the family income. Furthermore, current property laws frequently discourage mobility. Sale and purchase of houses are heavily taxed: if a worker keeps his initial accommodation and lets it while himself renting another, he is frequently subject to taxation on the income derived from the rent; in addition to this disadvantage, the worker sometimes loses the benefit of public aid for the acquisition of a principal residence; lastly, waiting lists for low-cost housing also tend to curb mobility.

I.C. MISMATCH IN TRAINING AND SKILLS

15. The gravity of the problem is reflected in the statistics on youth unemployment. Whereas in 1977 the proportion of men and women under 25 in the working population amounted to 14.5 % and 22.3 % respectively, the proportion of these categories in registered unemployment in September 1978 came to 35 % and 50 % (see statistical Annex - Table 8). Young women are therefore particularly affected by this type of mismatch.
16. Similarly, the long-term unemployed are equally extremely vulnerable in this field and the gravity of the problem can only worsen with prolonged inaction. In the middle of 1978, the proportion of job seekers registered for over a year among the total unemployed ranged from 18.8 % in France to 54.4 % in Belgium. The fact that this category of unemployed is increasing gives rise to all the more concern (see statistical Annex - Table 10).
17. For several years, and particularly in view of their favourable position on the labour market, most undertakings have become more stringent in their requirements for applicants, lengthening the period of their search for the ideal applicant for the vacant post. This attitude can constitute rational economic behaviour. It does not often correspond to a technical necessity. In a great majority of cases, there is no rigid relationship between the job and the qualifications of the person in the job. Thus, for example, an analysis of the data on placements carried out in 1972 by the German Federal Employment Bureau shows that 26 % of vacant posts for semi-skilled workers were in fact filled by workers with other skills than those required.

Such flexibility on the part of the undertakings facilitated, in the past, restructuring and reconversions, the expanding sectors absorbing the labourforce from the less-dynamic or condemned sectors. There is virtually no basis for thinking that, from the technical standpoint at least, there is less potential flexibility for undertakings in regard to the man/job relationship than before. The placement officials of the public employment offices of Member States should thus play a determining role in the negotiations for the harmonization in the supply of and demand for qualifications.

18. Many indicators show that training efforts in undertakings have stagnated, perhaps even regressed over the last few years.

Firstly with regard to continuous training, the efforts made by employers is well known in France, where undertakings with more than 10 employees are required, under a law of 1971, to allocate 1 % of their payroll to continuous training of their staff or pay the difference to the Treasury. Following a period of regular growth, undertakings' rate of contribution to training stagnated between 1974 and 1976 at a level in excess of the legal threshold and approaching 1.6 % of the payroll. In 1977, this rate rose to 1.7 %, but only 1.5 % of the payroll was in fact allocated to continuous training; 0.2 % was allocated to initial training for the young within the framework of innovatory measures contained in the National Employment Pact of 1977.

Secondly, in Germany, there was a distinct drop in the number of apprenticeships available to young school-leavers at the start of the current employment crisis. Concerned by this development, the German authorities promulgated a law in 1976 requiring employers to create a sufficient number of places. Failing this, a temporary tax would be levied on the undertakings for as long as the needs of young persons were not satisfied. To date, no such penalty has been imposed. In 1976, the number of apprenticeships in undertakings started to rise again rapidly. The current system applied in Germany goes a long way to explaining their relative success in relation to youth employment. In 1978, the proportion of young persons under 25 among the registered unemployed amounted to only 28.5 % compared with the Community average of 36 %. The same observation applies also to Denmark, which also has a developed apprenticeship system (see statistical Annex - Table 9).

As far as the other countries are concerned, the services of the Commission have no precise information on expenditure on training in the private sector. However, as in the two previous countries, there is reason to suspect a spontaneous reduction in the training effort of enterprises. Expenditure on training was doubtless one of the budgetary items to have been cut back as a result of economic and financial difficulties encountered by undertakings.

I.D. MISMATCH IN WORKING CONDITIONS

19. During the preceding period of practically full employment, the excessive use of assembly line work and the compartmentalization of work were denounced by a growing number of workers. New requirements concerning production conditions and the reorganization of working hours are now emerging very clearly. Many undertakings have not yet succeeded in tackling this aim which many workers are deeply committed to. In the past many of them resorted to immigrant labour, thereby deferring the moment when working conditions and terms of employment would have to be improved. Frequently, nowadays, the nature of the jobs available is unsuited to the aspirations of job-seekers and newcomers in particular to the labour market (young persons and women).
20. Thus, whilst the standard of living and education of the population continues to grow, a certain number of occupations still involve an excessive degree of physical and nervous fatigue caused by the duration and rhythm of work; similarly, the slight degree of initiative or autonomy entrusted to certain employees does not always correspond to their full potential; last on this incomplete list is the fact that the social status of certain occupations no longer corresponds to the aspirations of workers. Purely as an illustration, an analysis by trade of outstanding vacancies and applications for employment provides a few pointers for an assessment (see statistical Annex from Table 15 onwards). The two other sources of qualitative mismatch, as well as wages, also help to explain the recorded gaps.

In most Community countries, a labour bottleneck appears in the building sector with the first signs of recovery, when immigration, which in the past supplied a relatively high fraction of the workforce, is now practically at a standstill.

Similarly, the mismatch in the supply and demand for nurses is partly a result of the arduous nature of this job (night and/or week-end work).

Lastly, the gaps between supply and demand for domestic staff are also due to the hours of work required by employers. Many of the vacant jobs demand a very long working week, often close to the maximum statutory duration (6 x 8 hour days, for example), whereas persons seeking such jobs are usually looking for part-time work or greater freedom in their hours of work.

21. In the Community countries in which there are statistics on persons seeking part-time work (Denmark, Germany, France and the Netherlands), there is a rapid growth of this type of demand. Between 1973 and 1978, the numbers doubled in France, quadrupled in the Federal Republic of Germany and rose twenty fold in Denmark; from 1975 to 1978, the number almost doubled in the Netherlands. The percentage of such demand among the total number of demands registered varies between a few percent in France and nearly 20 % in the Federal Republic of Germany.

They mainly involve young persons who wish to continue studying or who are waiting to be called up, women with dependent children or who simply wish to return to work, elderly workers who are coming up to retirement age and handicapped workers. The total potential demand for part-time work is probably considerably in excess of the figures officially recorded. This demand comes both from persons temporarily unemployed (discouraged unemployed persons, for example) and from workers who are forced to work full time.

The possibilities for part-time employment vary considerably from one country to another. Thus the proportion of part-time jobs compared with the total number of persons employed amounts to 5.2 % in Luxembourg as against 22 % in Denmark. Breakdowns by sex or by sector of activity show up such marked gaps (see Tables 11 and 12). These gaps probably reflect the different methods of production from one country to another, within the same sector, and undoubtedly reflect institutional differences. Thus, the social security contribution ceiling (except for Denmark and Italy) increases the wage costs of an undertaking which uses part-time work unless, as in France, the ceiling can be split directly in line with the number of hours worked. The higher the wages paid the more marked the effect.

22. The above analysis brings to light certain important changes in employers' and workers' attitudes.

The economic and financial difficulties faced by undertakings have led them both to demonstrate less flexibility in their staff recruitment policies, taking the form of a demand for higher qualifications for a given job, and to reduce spontaneously, in the absence of legal constraints or financial incentives, their initial or continuous training schemes.

From the workers' point of view, reservations with regard to geographical mobility have increased, aspirations regarding better working conditions have strengthened and a growing demand is developing for greater flexibility in the timing of work, particularly in the form of part-time work.

Policies designed to reduce mismatches on the labour market cannot ignore these recent changes.

II. CONDITIONS TO BE RESPECTED BY POLICIES DESIGNED TO REDUCE
MISMATCH BETWEEN THE SUPPLY OF AND DEMAND FOR LABOUR

23. A fair apportionment of costs between workers, employers and society as a whole in a condition of success in this field also. The economy demands an adjustment of the labour force in terms of mobility and flexibility. Workers want greater stability of employment and the jobs available to be more suited to their aspirations and working potential. A joint effort must be made to reconcile these seemingly contradictory requirements.

The steps which should be taken in this connection are firstly at labour market management level, particularly in the areas of training, placement and guidance. They also imply increased efforts as regards working conditions. Lastly, they will only be fully effective if labour market policy is more closely connected with other policies.

II.A. LABOUR MARKET POLICY MUST BE MORE CLOSELY ALLIED WITH
OTHER POLICIES

24. In past years of virtual "full employment", overall economic policy and labour market policy went largely their separate ways. The former was responsible for maintaining stable, regular and balanced growth by regulating overall demand. The latter, then known as "manpower policy", was responsible for supplying undertakings with a labour force.

In the current phase of slow growth, considerable structural readjustment and stagnating employment, any labour market policy pursued regardless of other policies (economic, industrial or regional policies in particular) would be of limited effectiveness. For a policy on the reduction of mismatch between the supply and demand for labour to result in the effective growth of employment, it is also necessary to take parallel action with regard to the other factors preventing the revival of economic activity. Some of these factors are, for example, the lack of profitable capital, the inadequacy of overall demand and the constraints, for example those imposed by energy supplies, which affect the external balance.

What effect can vocational training measures have when employment opportunities are slight and frequently non-existent in certain regions? Similarly, an isolated geographical mobility policy can only increase regional imbalances, particularly in regions affected by the restructuring of certain sectors in difficulty. Lastly, for example, a system of temporary premiums to job creation can only have any real impact if combined with a macroeconomic policy to stimulate overall demand.

Furthermore, initial training for young persons would be facilitated and gain efficiency if the educational system were to improve its assessment of the needs of the economy.

Thus, in order to be effective, labour market policy must be defined in close connection with other policies. They in their turn must be aware of their effect on employment. In other words, labour market policy will achieve its end only by constituting an integral part of an overall policy which attends to the coherence of all its components.

II.B. LABOUR MARKET POLICY MUST BE MODIFIED AND STRENGTHENED

25. Labour market policy can be seen from two interrelated points of view.

On the one hand, a fairly wide range of instruments to facilitate the reciprocal adjustment of supply and demand (training, placement guidance, aids to mobility) are available.

On the other hand, measures vary according to the categories of workers involved, to facilitate the retraining of those forced to change occupation and to ensure their vocational integration.

During the last few years, action for the various categories of young people, particularly, has been strengthened in all Member States (1). It is possible, however, that such specific measures are liable to place the burden of unemployment on other social categories. Thus, for example, in the Federal Republic of Germany, unemployment statistics show that the proportion of workers with "health problems" among the total unemployed is still rising, having increased from 20 % in September 1975 to nearly 30 % in September 1978 (2). At the same time the increase in women's unemployment became less spectacular (55 % of total unemployment in September 1978 against 46 % in September 1975), whilst the proportion of young people in total unemployment stabilised at 28.5 %.

Moreover, experience acquired over the last few years demonstrates that the success of categorical measures taken to promote the rehabilitation of workers affected by the crisis largely depends on the efficiency of other actions taken to bring supply and demand closer together on the labour market. It would also be desirable for the present contribution to concentrate on instruments.

26. In the past, labour market policy traditionally made use of immigrants and premiums to geographical mobility in order to reduce geographical imbalances.

Faced with the crisis and the drop in employment in the building industry in particular, Member States considerably altered their migration policies in relation to countries which were not members of the Community. The recruitment of labour from these countries was restricted, and in some cases stopped. Member States are now pursuing a policy of stabilisation of the labour force at a lower level than that of 1973.

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- (1) Current Community action to reduce the mismatch between the supply of and demand for labour is shown in Annex 1.
- (2) The category of worker "with health problems" covers a fairly wide range of illnesses, from small, temporary injuries to permanent physical disabilities.

In view of the social and demographic pressures which will certainly continue into the middle of the next decade, massive recourse to non-Community immigrants should not be necessary in the course of the next few years. However, localised shortages cannot be excluded, if working conditions and the social status connected to jobs offered in certain sectors are not considerably improved. In other words, a restrictive immigration policy only increases the urgency and need for an active policy of improvement of working conditions.

In addition, as a reflection of what should also be done within the Community measures should also be immediately envisaged to promote employment in the non-Community Mediterranean countries by means of a policy of economic, technical and financial cooperation comprising, for instance, measures in favour of investment, in order to reduce imbalances between northern and southern Europe and to reduce the need to emigrate from these countries.

27. With regard to geographical mobility within the Community, more emphasis during the years of regular growth was placed on worker mobility than on the mobility of capital. Today, in a lengthy phase of minimum growth and intensive restructuring of the production machinery, care should be taken to avoid increasing regional imbalances. Close coordination of labour market policy and industrial and regional policies is essential, so that the weight of the spatial adjustment can be equally distributed between workers and undertakings. The need for regional equilibrium and a stable labourforce should be taken into greater account.

In this respect, experience has demonstrated that financial aids to the mobility of persons are frequently less effective than measures designed to facilitate their reception: social and cultural facilities and accommodation. Furthermore, in most Member States, the provisions in force concerning property still impede geographical mobility.

28. Altogether, vocational mobility is better received by workers than geographical mobility. The current employment crisis and structural changes, either under way or foreseen, only increase the need for mobility. Thus vocational guidance and training will bear the main responsibility for increasing labour market flexibility in the years to come.

The following guidelines on vocational training can be envisaged.

First, training should be generally increased. The financial difficulties confronting employers lead one to think that the training given by undertakings has, undoubtedly, been reduced. It is therefore necessary to reverse this trend, in particular by means of legal constraints and

financial incentives. It is also necessary to strengthen and extend the general training of employees, notably to increase their ability to transfer from one job to another.

Secondly, and at the same time, attempts to bring the quality of training into line with real (present and future) needs should be intensified. There are still many out-of-date training courses (particularly for girls) which could profitably be reorganized. At the same time, the current industrial changes and the increasing spread of data processing means that the gap between training and requirements, particularly in the service industries, could well widen. Contact between instructors and users should be increased, and awareness of the demand for new skills which is currently emerging needs to be improved.

Thirdly, the flow of young persons and women on to the labour market is giving rise to numerous adjustment problems for training centres (problems of motivation, timetabling, accommodation and creches). These problems call for special efforts to work out new solutions, more in line with the new categories of workers.

Fourthly, certain countries are currently studying or planning reforms of their training or apprenticeship systems. Reference should be made in this connection to the value of exchanges of information and comparative studies such as those being carried out at the European Centre for the Development of Vocational Training in Berlin (CEDEFOP).

Lastly, both initial and continuous training measures should be followed by rapid implementation. In particular, for particularly vulnerable categories on the labour market (certain young persons and women, the handicapped, the elderly unemployed, the long-term unemployed and the chronic unemployed), these training activities are frequently not enough to ensure effective and lasting placement. As inaction continues, skills and qualifications drop in value and vocational reintegration becomes more difficult. In order to remedy this situation, most Community countries have already taken special measures on behalf of these categories of persons: recruitment premiums and direct job creation. There is little basis for thinking that this type of incentive will not continue.

29. Current vocational information and guidance activities will have to be stepped up and strengthened. New demands have emerged during recent years. Thus, the traditional guidance given to girls should be revised if equal access to employment is to be achieved. Similarly, the network

of job opportunities for young graduates is undergoing radical changes. Lastly, the benefits of vocational guidance should be extended, preventively, to all workers and young adults in education, in order to reduce the risks of unemployment to a minimum. This type of guidance can already be found in certain undertakings, where it is given principally at executive and managerial levels (long-term staff management). At Community level, in April 1972 the Council adopted a Directive (72/161/EEC) on social and economic information for and vocational qualifications for persons employed in agriculture. In Germany, continuous guidance is given to all categories of workers.

In order to satisfy these new needs, the guidance given by placement services and in undertakings needs to be strengthened. Close cooperation should be established between the bodies which contribute to the collection of information and to decentralised vocational guidance.

30. The management of the labour market is organized around the identification of job opportunities and placement. This function may take very different forms according to the individual case, ranging from the simple operation of bringing together job vacancies and demands to a process of mediation aimed at achieving a realistic balance between the respective requirements of employer and worker.

At the present time the exercise of this function is beset with difficulties which can be explained as follows: first of all, the extent to which public placement services succeed in penetrating the labour market is still very small. Secondly, in the countries in which unemployment benefit administration is linked to placement administration, the duties of the placement services have become more and more onerous. Thus for example daily registration hinders the unemployed person in his search for a job and the public placement services in fulfilling their guidance function. Lastly, in order to mediate effectively between undertakings and job applicants, the public employment agencies must have sufficient staff with suitable qualifications.

Vacancy registration therefore needs to be improved as regards both quantity and quality, to enable the public employment agencies to help undertakings and job seekers. Several paths, which are not mutually exclusive, can be followed to achieve this objective. First, it could be made compulsory to notify all vacancies. This obligation is textually in force in France and Italy. The experiment of total public monopoly in these two countries has not given the expected results, partly owing to an inadequate infrastructure. The law on "work promotion" in Germany also entitles the Ministry of Labour to introduce compulsory notification of vacancies. This obligation has not been enforced, for the situation never made it necessary and, furthermore, the Federal Employment Office feels unable to carry out this task in a satisfactory manner.

Secondly, more flexible solutions could be envisaged, ranging from an obligation limited to undertakings of a certain size, to the conclusion of contract agreements at the level of collective agreements, as is the case in the Netherlands. The latter solution has the advantage of enabling a dual control of the quality of data notified to the public employment agencies to be effected. Lastly, a third type of solution consists of improving available information on undertakings recruitment difficulties by further extending the scope of questions contained in surveys carried out in Member States and by taking vigorous action at the same time to increase the efficacy of the public employment agencies.

The credibility of the public placement services should also be developed by improving the assessment of the needs of undertakings, location of offices and staff training qualifications. A general prohibition on the activities of temporary employment agencies would not directly improve the quality of the service rendered by the public employment agencies. In certain countries, private and paying placement services have some importance (see Table 13). Rather than prohibiting them, it would be more advisable to increase control over them, both to avoid abuses in this field and, in particular, to preserve the economic and social rights of the workers concerned. The establishment or strengthening of the links between public and private placement agencies seems to be a promising solution adopted in some countries.

31. The placement function cannot develop in isolation from other functions of labour market policy, namely guidance and training. In the interests of applicants and employers alike, it is necessary to obtain a true synergy of functions, and it is essential that the activities of placement services develop in liaison with the undertaking and trade unions whose support, cooperation and even participation are indispensable.

It therefore seems to be essential for Member countries to pursue their efforts to develop a public employment service which, without maintaining an absolute monopoly of the placement function, is capable of carrying out its tasks of mediation and matching in an operational and not a bureaucratic manner, on behalf of a varied range of user and without being limited to dealing with difficult cases only.

A public service of this type is essential to the implementation of policies designed to improve the balance between the supply of and the demand for labour. It should be useful for the job seeker and appear credible to the employer. To this end, it should primarily have at its disposal (or give access to) a varied range of instruments and incentives to training, guidance and aids to mobility. It should also possess the requisite information and expertise to mediate competently

between applicants and employers. Lastly it should disseminate information, on the one hand between the various employment areas and on the other hand to the other public and private decision-making centres, in particular the educational system.

II.C. THE REORGANIZATION AND IMPROVEMENT OF WORKING CONDITIONS IS AN ESSENTIAL ELEMENT IN A BALANCED EMPLOYMENT POLICY

32. The analyses contained in Part I stressed the importance of working conditions. This factor affects different countries in varying degrees. Two sets of problems deserve particular attention in this connection.

The first concerns the question of working time. Many job-seekers are primarily interested in part-time work. This form of organization of working time is, moreover, very developed in certain countries such as the United Kingdom and Denmark. It is, however, clear that such forms of employment are liable to encourage discrimination, for example against women, particularly in terms of wages and social security cover and also to push work rates up. Furthermore, they tend to complicate the organization of work within the undertakings. Three suggestions can be made.

Firstly, employment statistics should be improved in such a way as to show separately - where this is not already the case - the number of people seeking part-time work.

Secondly, efforts are needed to promote forms of part-time work which are non-discriminatory with respect to age, sex, level of skill, etc.: the status of part-time workers should be aligned with that of full-time workers, in proportion to the hours worked.

Lastly, temporary financial aids might be introduced to absorb any costs involved in reorganizing production. In some countries, adjustments will be required in social security schemes to ensure that part-time work is not penalized.

33. The other important aspect of working conditions is the need for them to be better matched to the characteristics of the worker as regards skill level and the physical conditions of production.

An active policy of improving working conditions should be pursued with a view to ensuring that the skill level of jobs rises in such a way as to fulfil the aspirations of an increasingly highly skilled and qualified workforce. The emphasis should be particularly on jobs which are arduous (e.g., continuous shift work), unpleasant (because of inadequate safety and health protection at the workplace) or repetitive and compartmentalized.

The three possible ways of attacking this problem, in no sense mutually exclusive, are as follows: by investing in improvements in working conditions, by modifying present patterns of work organization, by raising low wages. This last fulfils a clear social need. It is also perfectly justified in economic terms, since the earnings of the workers concerned all too often bear little relation to their productivity and to their social utility. They are simply a reflection of their weak bargaining position in comparison with other groups of workers.

34. Measures to reorganize and improve working conditions would be more effective if they were coordinated with aid policies aimed at promoting modernization and the development of new patterns of organization of work. Because of the resultant increases in productivity and profitability, the net cost of such policies would actually be less than the additional costs directly incurred by the undertakings.

Similarly, the implementation in parallel of measures designed to hold down unit costs (reform of the method of calculating social security contributions, reduction in wage differentials, fiscal or para-fiscal measures) would prevent those economic side-effects of attempts to eliminate imbalances between supply and demand as regards working conditions (inflationary tensions, loss of competitiveness) which might otherwise have undesirable consequences for the employment situation.

35. To summarize, the analysis in this second part of the paper shows that, to be fully effective, policies aimed at reducing qualitative mismatch between labour supply and labour demand, must be an integral part of a wider policy leading to a return to high, balanced growth and to a high level of employment in the Community.

With regard to labour market policies two matters are imperative. Firstly vocational guidance and vocational training must be strengthened. One can envisage legal constraints and financial incentives to prevent a drop in the efforts of undertakings. Secondly, the public employment services must have the information and the expertise necessary to assure an efficient bringing together of job offers and job demands.

Finally, a policy of reorganization and improvement of working conditions is also necessary to ensure that the level of qualifications and the quality of jobs offered follow the rise in the level of education and qualifications of workers and thus meet their aspirations.

ANNEX 1

Current Community action to reduce the mismatch between the supply of and demand for labour

From the time of its creation, the Community has been concerned to solve the lasting imbalances between the supply of and demand for employment by taking action in sectors and categories.

The treaty of Paris(1952) establishing the European Coal and Steel Community (ECSC) attaches great importance to the working conditions offered to workers in these industries and to the employment problems created by the development of the market or the introduction of new processes or machinery. ECSC aids take the form of premiums to geographical mobility (and for accomodation) and of aids to training or retraining whilst maintaining worker's incomes during their period of retraining.

Since its entry into force in 1960, the main task of the European Social Fund has been to improve job opportunities for workers affected by economic changes resulting from the operation of the European Economic Community. Its action also take the form of aids to vocational mobility (with income maintenance) and geographical mobility. It applies both to changing sectors (agriculture, textile and clothing industries) and to categories particularly vulnerable to unemployment young persons, (women, migrants, elderly workers). With the arrival of the employment crisis, the scope of the Fund was extended to more offensive action in favour of youth employment (Council Decision of November 1978 on recruitment premiums and subsidies for job creation programmes for young persons).

In conjunction with these measures affecting categories and sectors which receive financial aid, Community action also take the form of increased cooperation between national policies through the medium of advisory groups and Community recommendations and guidelines.

With regard to the improvement of working conditions, the Advisory Committee on Safety, Hygiene and Health Protection at Work was set up in June 1974. This tripartite committee assisted the Commission in the preparation of the proposal of December 1977 to the Council in the field of health and safety. At the same time, the Commission is continuing its efforts to encourage consultation between employers' and workers' organizations at Community level, in order to promote job enrichment in specific sectors. The European Foundation for the Improvement of Living and Working Conditions, the creation of which was approved by the Council in December 1974, is also carrying out studies in this field.

With regard to vocational training, the Commission published a Recommendation to Member States in July 1977, inviting them to improve the vocational preparation of young persons who are unemployed or threatened with unemployment. At Community level, the following structures : Education Committee (1974), the European Centre for the Development of Vocational Training (1975) and the Advisory Committee on Vocational Training (1964) were invited to work in close cooperation in order to define measures to promote the transition from school to work.

Lastly, as regards placement, cooperation between Member States resulted, in 1977, in the progressive setting-up of an intra-Community device for the exchange of information (sedoc)¹ within the framework of the free movement of workers and the Community priority attached to the employment of nationals of Member States. Where it has not been possible to fill vacancies on the local, regional or national labour market, they are exchanged between the specialist employment services of Member States and matched with (Community) job applicants prepared to work in another Member State.

In addition, concerted action by Member States was strengthened by the setting-up in 1974 of the Group of Directors-General for Employment, and the creation in 1978 of the group of officials of the public employment services.

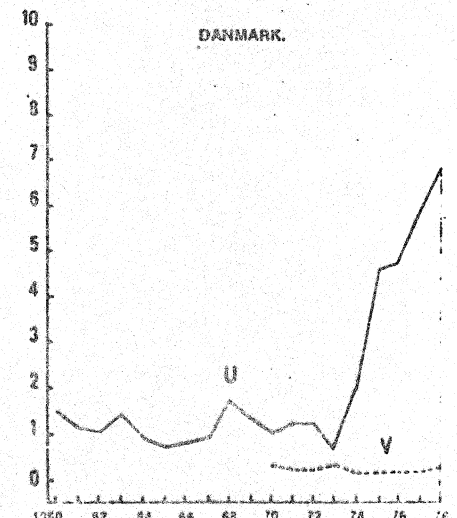
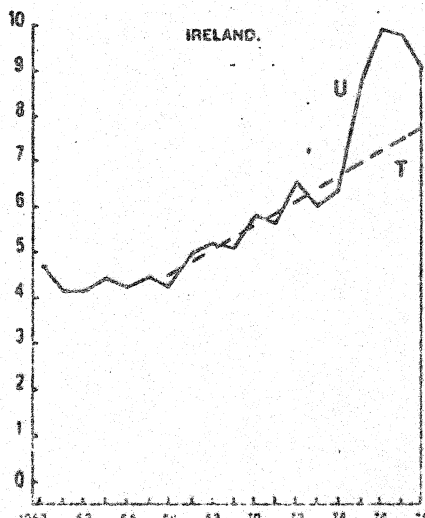
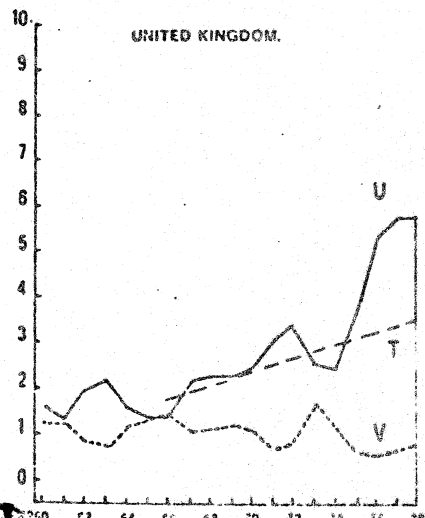
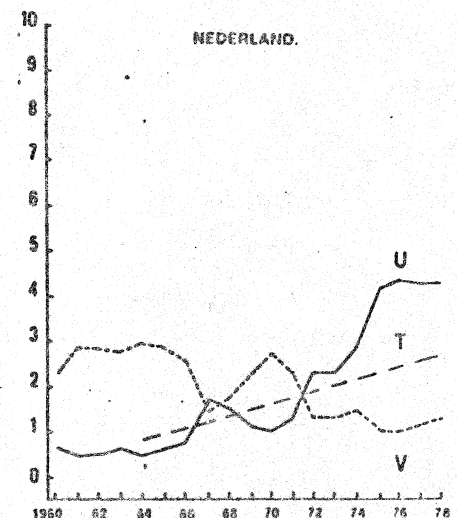
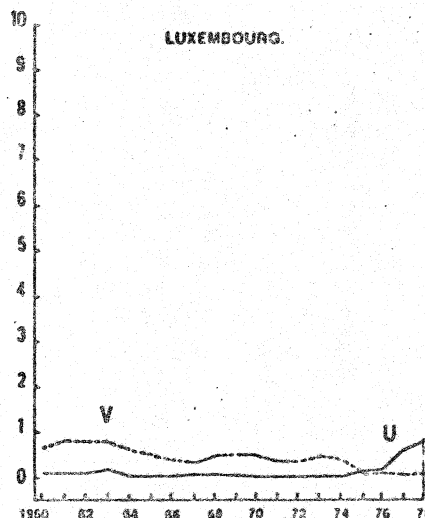
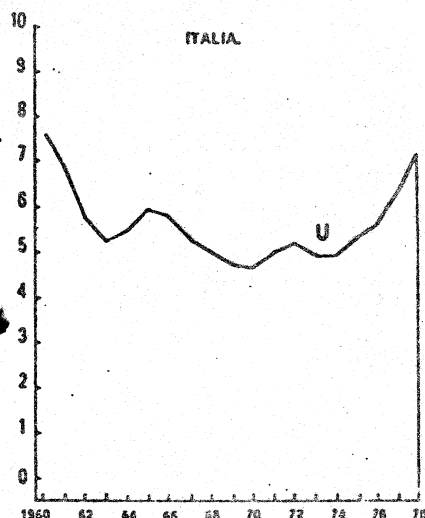
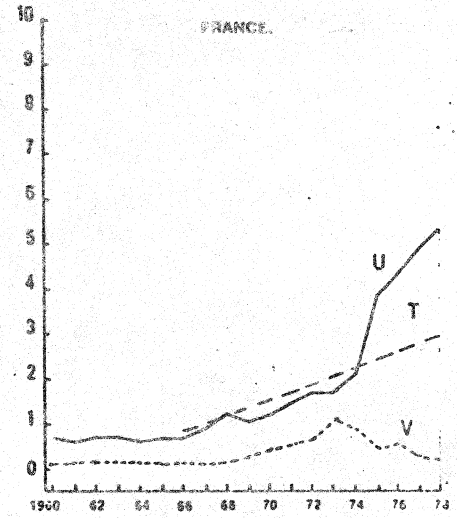
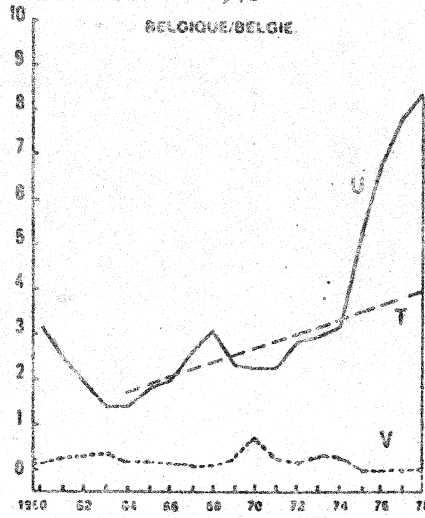
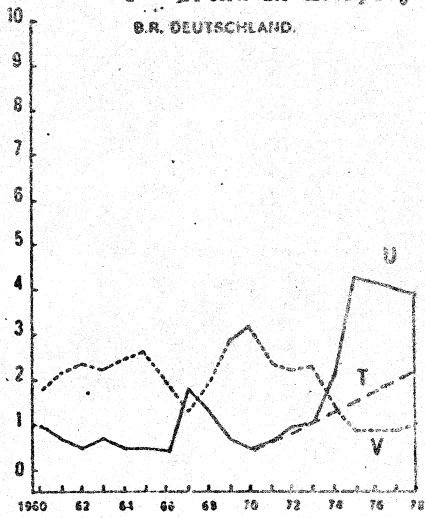
¹ European System of the International Clearing of Vacancies and Applications for Employment.

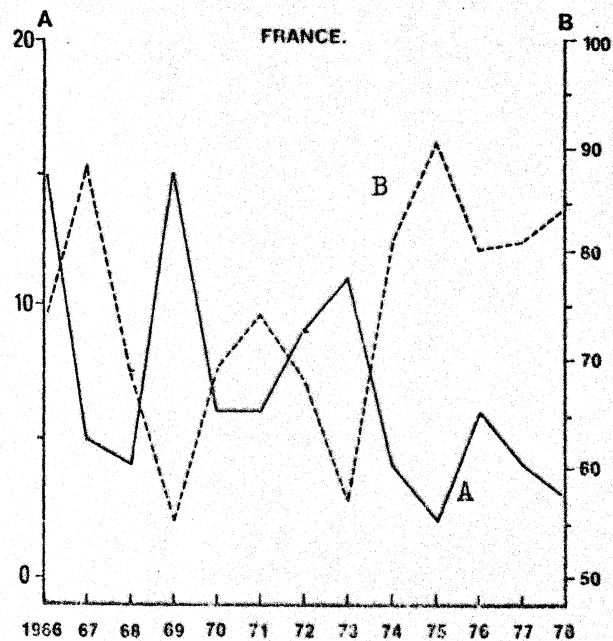
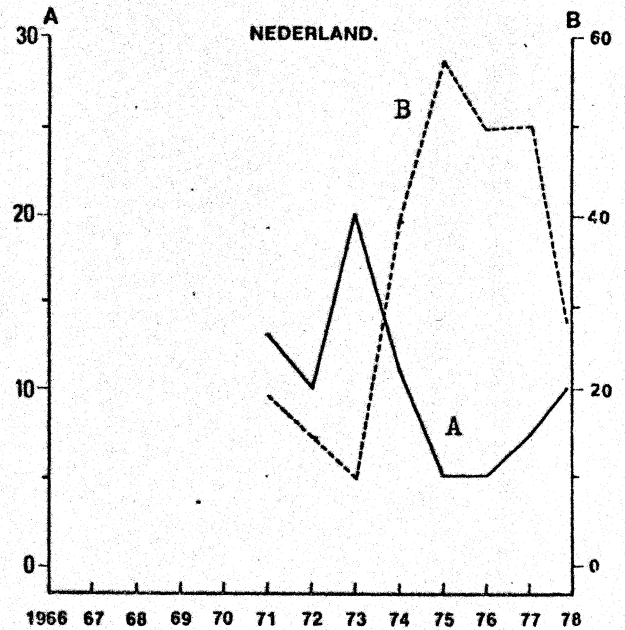
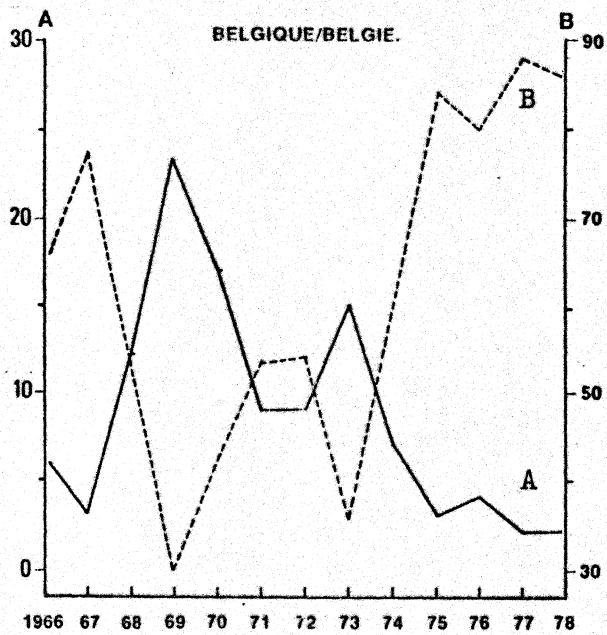
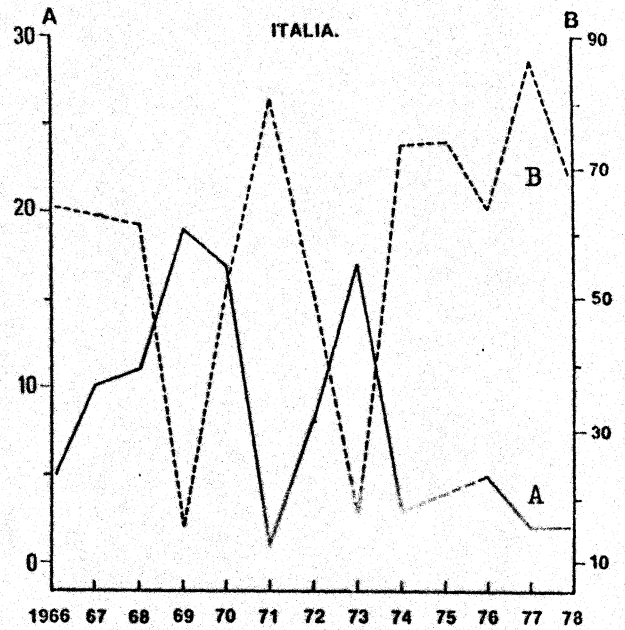
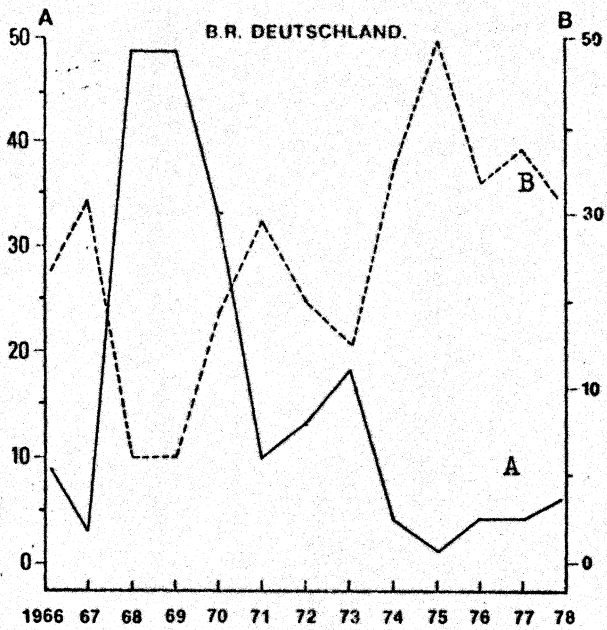
Statistical Annex

1. Graphs on "Rate of unemployment and rate of unfilled vacancies"
2. Graphs on "Results of harmonized business surveys"
3. Monthly placings by official placement agencies
4. Unfilled vacancies
5. Principal characteristics of unemployment benefit schemes
6. Geographical mobility in the Community
7. Occupational mobility in the Community
8. Percentage of young people under 25 amongst registered unemployed
9. Apprenticeship in the Community
10. Breakdownⁿ of unemployed by time on register
11. Persons in part-time employed
12. Persons in part-time employment by sector
13. Temporary employment in the Community
14. Main features of the public employment services
15. France : occupations in which at the end of the month there were over 500 vacancies which had been unfilled for more than one month
16. Belgium : occupations in which at the end of the month there were over 50 vacancies
17. Netherlands : occupations in which at the end of the month there were over 600 vacancies
18. Ireland : vacancies and applications for employment at the end of the month.

1. RATE OF UNEMPLOYMENT (U) AND RATE OF UNFILLED VACANCIES (V).

T = Trend in unemployment rate before 1973
(as % of the labour force)





2. RESULTS OF HARMONIZED BUSINESS SURVEYS :

% of firms operating below normal level of activity because of :

- A) shortage of labour
- B) insufficient demand

Source : Commission services

3. MONTHLY PLACINGS BY OFFICIAL PLACEMENT SERVICES

(annual average, in '000)

	1 9 7 3	1 9 7 5	1 9 7 8	1978/1973
B.R.DEUTSCHLAND.....	221.1	177.2	178.1 E	- 19.4 % E
FRANCE.....	56.1	42.9	37.2	- 33.7 %
ITALIA.....	473.1	365.9	348.5 E	- 26.3 % E
NEDERLAND.....	14.7	11.2	8.1	- 45 %
BELGIQUE/BELGIE.....	10.0	8.1	12.2	+ 22 %
LUXEMBOURG.....	1.8	1.2	1.2	- 33 %
UNITED KINGDOM.....	158.6	131.7	146.6	- 8 %
DANMARK.....	15.7	13.7	15.8	+ 0.8 % E

Source : SOEC, Eurostat (employment and unemployment)

E = estimate

4. UNFILLED VACANCIES

(Situation at month end, annual average, in '000)

	1 9 7 3	1 9 7 5	1 9 7 8	1978/1973
B.R.DEUTSCHLAND.....	572.0	236.2	247.1	- 57 %
FRANCE.....	251.7	109.3	87.0	- 65 %
NEDERLAND.....	67.1	47.3	63.3	- 6 %
BELGIQUE/BELGIE.....	14.0	4.1	4.2	- 70 %
LUXEMBOURG.....	0.7	0.2	0.2	- 71 %
UNITED KINGDOM.....	402.8	150.0	210.3	- 48 %
DANMARK.....	8.9	1.0	1.9	- 79 %

Source : SOEC, Eurostat (employment and unemployment)

5. PRINCIPAL CHARACTERISTICS OF UNEMPLOYMENT BENEFIT SCHEMES

	YEAR	BELGIUM	DENMARK	F.R. OF GERMANY	FRANCE	IRELAND	ITALY	LUXEMBOURG	NETHERLANDS	UNITED KINGDOM	EUR 9
Persons insured as % of civilian employees	1960 1970 1978	79 81 80-85	46 44 50	77 86 95	53 72 70-75	90 93 100	60 72 70-75	78 (1) 79 (1) 100 (2)	69 86 85-90	87 82 85	72 79 82
Benefits as % of wage of adult unemployed worker (excluding family allowances)	1960	50-60 % of wage of unskilled worker	-	55 % and over of net income	Flat rate of FF 3.85-4.20 a day	-	Flat rate of Lit 300 a day	60 %	80 % (70 % unmarried)	£ 2.50 a week	
	30.6.1978	60 %	Standard benefits with a ceiling of Dkr 1 349 a week	68 % of net income (insurance) 58 % of net income (assistance)	-Flat rate of FF 12.20 - 25.70 a day + 35 % or -90 % increases for economic reasons	£ 14.35 a week (£ 12.50 for married women) + 40, 30, 25 or 20 % of income (4)	-Flat rate of Lit 800 a day + 66 % in industry in the event of dismissal for economic reasons	80 %	80 % then 75 %	£ 14.70 a week + 33.3 % of weekly income of between £ 13 & £ 30 or 15 % of such income of between £ 30 & £ 95	
Period of payment	30.6.1978	Unlimited	Limited to 3 1/2 years	-Insurance : From 78-312 days depending on period of actual employment in last 3 years (3) above, -Assistance: unlimited	-Flat rate : no limit, but reduction of 10 % of the amount each year -Benefits in proportion to income : maximum 1 year	Limited to 390 days (married women : 156 days)	180 days a year	365 days per period of 24 months	80 % for 6 months then 75 % for 2 years	-Flat rate : Limited to 312 days -Benefits in proportion to income : 156 days	

1 Unemployment assistance.

2 In 1976, a general unemployment insurance scheme was introduced.

3 For periods of unemployment of 6, 9, 12, 18 and 24 months, the periods taken into account for benefits are 78, 120, 156, 234 and 312 days respectively.

4 40 % for the first 145 days, 30 % for the following 78 days, 25 % for the next 78 days and 20 % for the last 78 days.

Source : Commission departments.

6. GEOGRAPHICAL MOBILITY IN THE COMMUNITY

(% of persons with a main occupation who were not living in the same country or region one year before the survey)

	1973	1975	1977
BELGIQUE / BELGIE	0.7	0.9	1.1
DANMARK	-	-	-
B.R. DEUTSCHLAND	0.8	0.8	0.7
FRANCE	1.0	1.0	0.9
IRELAND	-	0.5	0.4
ITALIA	1.4	1.5	1.0
LUXEMBOURG	1.5	0.5	(0.6)
NEDERLAND	1.1	1.2	1.1
UNITED KINGDOM	1.0	0.8	0.6
COMMUNAUTE	-	1.0	0.8

7. OCCUPATIONAL MOBILITY IN THE COMMUNITY

(% of persons with a main occupation who were not in the same occupation one year before the survey)

	1973	1975	1977
BELGIQUE / BELGIE	3.6	3.3	-
DANMARK	-	14.9	12.7
B.R. DEUTSCHLAND	9.6	17.9	18.6
FRANCE	9.0	13.6	10.2
IRELAND	-	4.8	3.5
ITALIA	3.8	6.8	6.4
LUXEMBOURG	4.5	3.3	2.8
NEDERLAND	4.5	4.2	3.7
UNITED KINGDOM	7.8	7.9	6.2
COMMUNAUTE	-	11.2	10.6

Source : SOEC, Eurostat (Labour Force Sample Survey)

- : figures not available

Note : These figures are not directly comparable. The size of regions and the occupational categories vary from country to country

8. PERCENTAGE OF YOUNG PEOPLE UNDER 25 AMONGST REGISTERED UNEMPLOYED- SITUATION END SEPTEMBER 1978 -

	FR	FRANCE	ITALIA	NEDER- LAND	BELGIQUE BELGIE	LUXEM- BOURG	UNITED KINGDOM	IRELAND	DANMARK	EUR 9
<u>Total</u>										
1974	28.4	44.4	-	38.8	40.2	-	-	-	-	-
1975	28.6	46.4	-	41.2	46.1	-	36.6	-	-	-
1976	28.6	46.3	-	42.9	43.9	-	44.0	-	-	-
1977	29.4	46.0	-	46.0	43.5	59.7	45.5	-	-	42 *
1978	28.5	45.0	-	47.3	43.6	60.9	38.6	-	28.0 *	36 *
<u>Men</u>										
1974	25.2	35.6	-	33.5	31.3	-	-	-	-	-
1975	26.3	38.5	-	35.7	41.4	-	30.9	-	-	-
1976	24.8	37.1	-	34.9	39.2	-	36.2	-	-	-
1977	25.5	36.9	-	36.5	40.2	55.4	37.1	-	-	35 *
1978	24.4	36.0	-	36.4	41.8	56.2	30.7	-	21.7	29 *
<u>Women</u>										
1974	31.8	51.6	-	57.4	47.5	-	-	-	-	-
1975	31.2	54.3	-	58.9	50.4	-	58.5	-	-	-
1976	32.3	53.9	-	60.2	47.2	-	65.2	-	-	-
1977	32.8	53.5	-	65.3	45.7	65.7	64.9	-	-	50 *
1978	31.8	52.6	-	65.0	44.7	65.6	56.4	-	37.7	44 *

* Beginning January 1979.

Source : SOEC, Eurostat (Structure of registered unemployment in the Community in 1978).

9. APPRENTICESHIP IN THE COMMUNITY

	Obligatory apprenticeship for entry to specific jobs	Detailed official curriculum	Number of apprentices as % of active population	% of unemployed who are under 25 (end september 1978)	% of the active population who are under 25 (1977)
BELGIQUE / BELGIE	No	Yes	in 1976 : 0,9 %	43,6 %	18,0 %
DANMARK	Yes	Yes	in 1976 : 2,2 %	28,0 % *	16,6 %
B.R. DEUTSCHLAND	Yes	Yes	in 1977 : 5,2 %	28,5 %	17,6 %
FRANCE	No	Yes	in 1978 : 0,9 %	45,0 %	16,6 %
IRELAND	No	No	in 1977 : 1,6 %	-	25,8 %
ITALIA	No		in 1976 : 3,6 %	-	15,3 %
LUXEMBOURG	No	Yes	-	60,9 %	20,9 %
NEDERLAND	No	Yes	in 1974 : 1,5 %	47,3 %	19,7 %
UNITED KINGDOM	No	No	in 1974 : 2,1 %	38,6 %	17,9 %

- : figures not available

Sources : National and SOEC (Eurostat) reports.

* Beginning January 1979.

10. BREAKDOWN OF UNEMPLOYED BY TIME ON REGISTER (IN X)
 =====

	Reference month	- 1 month	1-3 months	3-6 months	6-12 months	1-2 years	over 2 years
BELGIQUE / BELGIE	June	19,9		13,4	22,9	22,1	21,7
	1977	17,6		11,5	18,8	22,9	29,3
	1978	16,5		10,8	18,2	20,3	34,1
B.R. DEUTSCHLAND	May	11,6	22,9	20,8	27,9	13,6	3,2
	1977	12,9	24,0	21,2	23,7	11,9	6,2
	1978	11,6	22,5	23,5	20,2	12,3	9,9
FRANCE	September	29,2	23,3	15,3	16,6	11,3	4,3
	1977	25,4	23,7	16,5	17,5	11,4	5,5
	1978	23,9	23,1	16,6	17,5	12,1	6,7
NEDERLAND	August	16,4	25,9	16,2	20,8		20,8
	1977	15,8	27,3	15,2	17,9		23,8
	1978	15,6	28,3	15,0	16,6		24,5
UNITED KINGDOM	July	25,4	24,9	15,9	17,4		16,4
	1977	25,1	24,5	15,0	15,6		19,8
	1978	24,4	23,0	15,0	16,1		21,7

Note : National sources, not comparable

11. PERSONS IN PART-TIME EMPLOYED

(as % of labour force)

		1 9 7 3	1 9 7 5	1 9 7 7
BELGIQUE/BELGIE	TOTAL	3,8	4,9	6,1
	Men	1,0	1,0	1,2
	Women	10,2	13,0	16,7
DANMARK	TOTAL	-	21,2	22,0
	Men	-	4,7	5,4
	Women	-	45,2	46,3
B.R. DEUTSCHLAND	TOTAL	10,1	11,2	11,7
	Men	1,8	1,9	1,8
	Women	24,4	26,7	28,3
FRANCE	TOTAL	7,2	8,1	8,9
	Men	2,6	2,9	3,1
	Women	14,7	16,5	17,8
IRELAND	TOTAL	-	6,7	7,3
	Men	-	2,6	2,7
	Women	-	16,9	18,9
ITALIA	TOTAL	6,4	6,0	5,9
	Men	3,7	3,4	3,3
	Women	14,0	12,7	11,9
LUXEMBOURG	TOTAL	6,4	6,0	5,2
	Men	1,3	1,3	1,3
	Women	19,4	17,6	14,4
NEDERLAND	TOTAL	4,7	9,5	9,7
	Men	2,4	2,4	2,5
	Women	26,3	28,8	28,3
UNITED KINGDOM	TOTAL	16,0	17,1	17,2
	Men	2,3	2,3	2,3
	Women	39,2	41,0	40,8
COMMUNAUTE	TOTAL	-	10,8	11,2
	Men	-	2,6	2,6
	Women	-	26,0	26,4

Source : SOEC, EUROSTAT (Labour Force Sample Survey)

12. PERSONS IN PART-TIME EMPLOYMENT BY SECTOR
(Breakdown in % of total persons in part-time employment)

	Agriculture		Industry and Building					Services				
	Total	Energy	Chemicals	Metal/Eng.	Others	Build.	Total	Distrib- ution	Transp.	Banking	Pub. Serv.	Others
BELGIQUE/ BELGIE	6,6	0,1	1,5	1,9	5,9	2,1	81,9	32,6	2,0	7,6	-	29,7
	77	-	1,4	1,9	7,0	1,5	81,2	29,1	2,8	8,5	5,6	35,2
DANMARK	6,4	-	1,0	2,9	8,7	1,9	78,9	20,8	4,3	5,1	4,1	44,6
	77	-	1,2	2,6	8,3	2,0	80,3	20,7	4,5	6,5	3,6	45,2
B.R. DEUTSCHLAND	9,2	0,3	2,5	9,0	12,8	2,6	63,4	24,3	3,9	7,0	7,3	20,9
	77	0,5	2,7	6,4	11,7	3,2	65,3	25,1	3,5	7,0	6,5	23,2
FRANCE	18,0	0,5	1,1	3,4	6,7	2,7	67,6	19,9	3,7	5,7	5,7	32,7
	77	0,2	1,0	2,9	6,6	3,8	64,3	20,0	3,3	5,6	5,6	29,8
IRELAND	30,3	-	-	1,6	8,4	3,5	54,9	22,3	4,5	1,7	2,1	24,4
	77	-	-	-	5,3	-	46,1	19,7	2,6	-	-	18,4
ITALIA	29,5	0,3	1,1	8,5	20,9	5,7	34,0	13,1	1,5	0,4	0,8	18,3
	77	-	0,7	1,3	12,7	4,6	40,8	18,4	1,7	1,1	1,4	18,1
LUXEMBOURG	23,8	-	-	-	-	-	65,7	24,0	-	-	9,4	23,7
	77	-	-	-	-	-	78,0	19,8	-	10,0	-10,5	35,4
NEDERLAND	2,4	0,4	1,8	3,9	9,0	2,8	79,7	22,0	3,6	8,2	2,8	43,1
	77	-	0,9	2,2	6,7	3,3	79,1	21,5	2,8	7,6	2,6	44,6
UNITED KINGDOM	1,5	0,7	1,8	6,3	10,5	1,5	77,6	27,4	2,3	5,1	2,5	40,3
	77	0,6	1,9	4,9	10,0	1,4	79,7	29,4	2,1	4,9	2,2	41,1
COMMUNAUTE	9,0	0,5	1,8	6,4	11,3	2,4	68,6	23,8	2,9	5,4	4,3	32,3
	77	0,4	1,7	4,3	9,9	2,7	69,3	24,8	2,8	5,4	3,9	32,4

Source: SOEC, Eurostat (Labour Force Sample Survey)

- : figures not available

13. TEMPORARY EMPLOYMENT IN THE COMMUNITY

	B	DK	RFA	F	IRL	L	N	UK
<u>Number of agencies</u>								
1973	-	-	1.264	-	-	-	-	-
1974	-	-	-	1.020	-	1	-	-
1975	-	28	1.049	1.104	1	1	585	-
1976	-	23	797	1.280	3	1	581	-
1977	-	26	1.097	-	3	1	479	3.417
<u>Number of temporary workers employed</u>								
1973	-	-	34.379	-	-	-	-	-
1974	-	-	13.235	-	-	-	-	-
1975	-	4.200	11.805	85.000	-	-	37.000	105.000
1976	-	5.575	16.800	115.000	-	-	39.500	-
1977	14.784	5.400	21.000	-	5.300	-	-	-

-: Figures not available.

Note: 1. Temporary employment agencies are prohibited in Italy. In Luxembourg they are not yet subject to regulation.

2. The "Bundesanstalt für Arbeit" (FRG) is the only public body in the Community engaging in the placement of workers in temporary jobs. Fifty-eight specialized departments have been set up for this purpose since 1975. The number of placings in this area is rising steadily (in 1975, 78 688; 1976, 80 426; 1977, 87 535)

The "Office national de l'emploi" (ONEM) in Belgium is also to enter the domain of temporary employment in 1979, and will itself pay wages and social security contributions

Source: Commission services

14. MAIN FEATURES OF PUBLIC EMPLOYMENT SERVICES

FEATURES	BELGIUM	DENMARK	F.R.G.	FRANCE	IRELAND	ITALY	LUXEMBOURG	NETHERLANDS	UNITED KINGDOM
NAME	Office National de l'Emploi (ONEM).	Arbejdsdirektoratet	Bundesanstalt für Arbeit	Agence Nationale pour l'emploi (ANPE)	National Manpower Service (NMS)	Ufficio del Lavoro	Administration de l'emploi	Directoraat Generaal voor de Arbeidsvoorziening	Manpower Service Commission (MSC)
STATUS									
Part of Ministry of Labour	No	Yes	No	Yes	Yes	Yes	Yes	Yes	No
Independent agency	Yes	No	Yes	Yes	No	No	No	No	Yes
Tripartite management	Yes	Regular Consultations	Yes	No	No	No	Regular Consultations	Regular Consultations	Yes
Legal monopoly of Placement	No	No	Yes	Yes	No	Yes	Yes	Yes (full-time only)	No
RESPONSIBILITIES									
Placement	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Vocational guidance	Yes	Yes	Yes	Yes, in part	Yes	No	Yes	Yes	Yes
Vocational training	Yes	Yes	Yes	Generally no	No	No	No	Yes	Yes
Mobility aids	Yes	No	Yes	No	Yes	No	No	No	Yes
Job creation aids	Yes	Yes	Yes	No	Yes, in part	No	No	No	Yes
Unemployment benefit - supervision	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No
- Payment	Yes	No	Yes	No	No	No	Yes	No	No
BASIC STATISTICS									
Number of offices	120	287	887	600	28	8.515	4	96	1.018
Number of employees	3.000	1.620	53.000	8.000	78	10.128	60	3.211	15.570

Sources : LAVAL Report on "Coordination of national employment policy instruments", Economic and Social Committee (CES 278/76 fin np), 1976.

National reports on operation and duties of national employment services (1977 - 1978).

15. FRANCE : OCCUPATIONS IN WHICH AT THE END OF THE MONTH THERE WERE OVER 500 VACANCIES WHICH HAD BEEN UNFILLED FOR MORE THAN ONE MONTH

- END OF DECEMBER 1978 -

O C C U P A T I O N S	V A C A N C I E S		J O B S E E K E R S	
	TOTAL	Of whom over one month	TOTAL	Of which over one month
SEMI-SKILLED BUILDING WORKER	1 223	686	16 061	13 308
BRICKLAYER	3 465	2 288	21 008	16 530
CONSTRUCTION JOINER	1 471	946	7 769	6 225
BUILDING PAINTER	1 040	682	10 993	8 185
SHEET-METAL WORKER	742	511	5 207	4 222
AUTOMOBILE MECHANIC	1 443	868	10 359	8 208
MECHANIC IN CLOTHING INDUSTRY	2 275	1 430	24 269	21 884
SALES REPRESENTATIVE	4 063	2 787	14 143	11 842
INSURANCE AGENT	778	639	296	259
STATE-REGISTERED NURSE	974	842	816	665
DOMESTIC STAFF.: HOUSEHOLD DUTIES	1 007	511	39 867	36 212
MACHINE OPERATOR	2 214	1 459	59 255	50 801
WAREHOUSE WORKER	2 747	1 459	112 735	94 313

Source : Agence nationale pour l'Emploi.

16. BELGIUM : OCCUPATIONS IN WHICH AT THE END OF THE MONTH THERE WERE OVER 50 VACANCIES

- END OF DECEMBER 1978 -

O C C U P A T I O N S	V A C A N C I E S		J O B S E E K E R S	
	TOTAL	Of whom over one month	TOTAL	Of which over one month
CLERICAL WORKERS	2 409	1 888	87 079	79 666
TRANSPORT AND COMMUNICATIONS WORKERS	283	241	6 212	6 583
SPINNERS, WEAVERS, KNITTERS	56	27	11 434	11 019
TAILORS, CUTTERS, FURRIERS	88	54	31 084	29 952
MECHANICS, TOOLMAKERS, PLUMBERS, WELDERS	318	187	23 141	21 210
CARPENTERS, JOINERS, CABINET-MAKERS	126	74	7 980	7 128
PAINTERS, PAPERHANGERS	92	76	2 119	1 838
BRICKLAYERS, TILE-LAYERS, PLASTERERS	159	115	12 909	11 822
GRAIN MILLERS, BREWERS, BAKERS	55	38	4 591	4 227
DOCKERS, WAREHOUSE PORTERS	62	33	7 824	7 413
LABOURERS	848	672	28 500	27 138
COOKS, MAIDS, WAITRESSES	187	125	11 172	10 493
OTHER SERVICE WORKERS	175	120	20 685	19 885

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17. NETHERLANDS : OCCUPATIONS IN WHICH AT THE END OF THE MONTH
THERE WERE OVER 600 VACANCIES

- END MAY 1978 -

O C C U P A T I O N S	V A C A N C I E S		J O B S E E K E R S
	TOTAL	Longer than 1 month *	
<u>A. M E N</u>			
Joiner	5.619	4.618	879
Masons	3.147	2.625	847
House painter	1.850	1.393	907
Sheet- iron workers	822	661	270
Carpenter	995	749	918
Adjuster-mechanic	879	675	1.481
Heating installations	1.251	877	1.173
Car tuners	1.647	1.324	930
Arc-welders	602	497	1.520
Plumbers	1.082	820	519
Electricians	1.327	1.068	1.900
Accountants	1.293	974	630
Office staff	1.964	1.188	7.886
Teaching staff	1.217	814	4.882
<u>B. W O M E N</u>			
Sales persons	1.368	832	7.518
Office staff	2.170	1.148	7.223
Typists	826	539	548
Nurses	1.370	940	1.854

* Includes Permanent demand.

Source : Ministry of Social Affairs.

18. IRELAND : VACANCIES AND APPLICATIONS FOR EMPLOYMENT

AT THE END OF THE MONTH

- OCTOBER 1978 -

O C C U P A T I O N	VACANCIES	JOB SEEKERS
Liberal Professions	283	7,690
Office and secretarial	316	12,967
Sales	234	4,468
Food and catering	155	1,589
Household staff	124	3,531
Drapery	133	563
Carpentry	65	2,077
Mechanics	123	5,291
Installation & upkeep of electronic & electric equipment	24	2,049
Metallurgy	49	2,111
Quality control and packaging	162	5,387
Construction	75	1,769
Others	1,027	33,188
TOTAL	2,770	82,680