

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

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

Overall developments

Greece : Programme of measures; **France** : Redundancies law; ANPE budget 1986; **Italy** : Wage indexation; Fiscalisation; **Netherlands** : Encouraging self-employment.

Aid to the unemployed

Spain : Public utility projects; **Netherlands** : Clarifying unpaid work.

Training

Spain : Council established; " Taller " schools; **France** : Modular traineeships evaluated; **Ireland** : Youth Traineeship Initiative; **Netherlands** : Management courses for women; **United Kingdom** : TVEI extended; College of the Air; Career Development Loans.

Job creation

Italy : Cultural assets programme; **Portugal** : Government LEI criteria.

Special categorie of workers

Denmark : Women; **Germany** : Severely disabled; Foreign workers; **France** : 16-25 year olds' programme; **Ireland** : Long-term unemployed analysed; **Italy** : 1986 Youth employment scheme; **Netherlands** : Act on work for the disabled.

Working time

Belgium : Career breaks; **Netherlands** : Reductions; Training leave.

Placement

Germany : Equal treatment; **France** : ULYSSE; **Netherlands** : Removals aid change.

Miscellaneous

Denmark : Nordic cooperation

Short notes

Developments at a glance

Belgium	Details are provided of career breaks in the private sector (p. 15).
Denmark	The position of women on the Danish labour market is outlined (p. 12) as is the nature of Nordic cooperation in the area of labour market policy (p. 19).
Germany	The Act on the severely disabled has been amended to enhance the hiring and employment opportunities of the disabled (p. 12). New work permits are improving the rights of foreign workers (p. 13). New regulations have been introduced to ensure equal treatment of men and women for placement and training (p. 18).
Greece	Continuing its 1986-87 programme for improving the balance of payments and reducing inflation, the government has introduced various measures including part-time early retirements, local initiatives programmes and self-employment for the unemployed (p. 3).
Spain	The government has improved the conditions under which the unemployed can work in public utility projects (p. 6). A General Council for Vocational Training has been established, tripartite in structure, to give advice to the government (p. 7). Taller schools have recently been set up providing a 3-step approach to enable student-workers' access to occupations safeguarding Spain's cultural environment (p. 7).
France	The law of July 3 abolishes the need for prior authorisation when declaring redundancies (p. 3). The National Employment Agency's current budget is dissected on p. 4. Modular traineeships to enhance the vocational integration of job seekers were launched in mid 1985 and have been (positively) evaluated (p. 8). In mid 1986 the government brought in a scheme of exemptions of social security contributions to encourage youth (16-25 year olds) employment (p. 13). ULYSSE is a new on-line job offer service for skilled workers (p. 18).
Ireland	An experimental Youth Traineeship Initiative has been launched with training agreements (p. 9). The young long term unemployed are essentially poorly qualified early school-leavers (p. 14).
Italy	The social partners in the private sector have resolved their remaining differences on wage indexation (p. 6). A new Government decree extends "fiscalisation" (costs will be borne by the State out of tax income) until the end of November 1986 (p. 6). Guidelines are now available for projects aimed at saving and enhancing cultural assets and creating employment (p. 11). Criteria have also been spelt out for the implementation of the 1986 special youth employment scheme (p. 14).
Netherlands	Changes are being introduced on assistance and loans granted to the self-employed (p. 6). A bill has been introduced clarifying what unpaid work those in receipt of benefit can perform (p. 7). Six-month management courses are being launched by the government for women re-entering the labour market (p. 9). The Act on work for the disabled (WAGW) came into operation on July 1, 1986 (p. 15). Working time reductions continued in 1985 leading to increased employment essentially in large firms (p. 18). The extent and nature of training leave is surveyed (p. 18). Removal aid now only exists when a firm relocates to a priority area (p. 19).
Portugal	The government has set out its criteria for supporting local employment initiatives (p. 12).
United Kingdom	The Technical and Vocational Education Initiative is being made available to all 14-18 year olds; a National Council for Vocational Qualifications is being established (p. 9). A College of the Air will provide open vocational learning from September 1987 (p. 10). Career Development Loans are intended to enable adults to study to improve their employment prospects (p. 11).

Overall developments

GREECE : Applying the 1986-87 programme

In pursuit of its 1986-87 programme for improving the balance of payments situation and the rate of inflation (see IM 13), the government is now orientating its action towards new measures specifically for creating new jobs and improving the competitiveness of enterprises.

Unemployment is not only a quantitative problem of those currently seeking work. Various studies show that the Greek labour force is increasing annually by some 30 000 new job-seekers, these being both school-leavers / graduates and returning migrants.

These studies also indicate that to eradicate unemployment by 1990, 90 000 new jobs are needed in addition to those for the currently unemployed. The increase in unemployment, as shown by statistics, mainly affects women and young persons under 25 years of age.

In the light of this situation the government is taking measures to enhance the solidarity of the labour market. The concept of increased labour market flexibility is being examined by employment officials.

The following measures are going to be implemented following the necessary legislative arrangements :

- **Pre-retirement status** : Employees over 60 years of age or those over 55 who have not completed the requisite years of employment to qualify for retirement, can make an agreement with their employer to remain part-time in their job. These part-time jobs are of at least 4 hours a day and paid accordingly; they last until all the conditions needed for retirement are fulfilled.

Both employers and employees pay social security contributions according to the time actually worked, with the National Manpower Agency, OAED, making up the difference with full-time contributions. Employees who thus have full social security coverage are naturally not allowed to take on a second job.

The employer should hire a person in receipt of benefit to fill the remainder of the full-time job.

The government will appraise the results of the measure after six months and thereafter decide on its continuation.

- **Employing pensioners** : Pensioners are not allowed to work in the public sector except in cases of special consultants. Nor is their employment allowed in the private sector if their pension exceeds a certain threshold. Exceptions are foreseen in some cases of their being hired as advisers.
- **Implementing shift-work** : Following agreement at the enterprise level, a fourth shift can be introduced for taking on new employees.
- **Overtime** : Working overtime will not be allowed in the public sector. In the private sector the upper limits of overtime are unchanged, but it will start after 45 hours of work per week, rather than 48 hours as today.

- **Implementing local initiative programmes** : The creation of a special committee for local initiatives is foreseen for each region. This will cover technical, financial, information etc. assistance to small local enterprises, municipal firms, producer cooperatives and all other efforts covering local needs.

- **Enhancing worker mobility**

- **Improving vocational training**

- **Self-employment initiatives** : A Presidential order has been published enabling OAED to finance those in receipt of unemployment benefit to set up in business on their own.

FRANCE : Abolition of administrative authorisation prior to dismissals (law of 3.07.1986)

This law dealing with the abolition of the need for prior authorisation when declaring redundancies comprises two sets of measures. The first come into force immediately whereas the others become effective from January 1, 1987.

After having briefly gone over the situation as it was until the new law came into force, this article reviews successively those measures which are of immediate effect and those which come into force later.

I. The previous situation

Ever since the law of January 3, 1975 any individual or collective redundancy for economic reasons, whether cyclical or structural, required the authorisation of the competent public authorities. Only companies which were being wound up or whose affairs were under court administration were exempt from this rule; in these cases the public authorities were only **consulted**.

The law furthermore distinguished two cases :

- where enterprises were considering the dismissal of at least 10 employees within a single period of 30 days;
- where enterprises were considering the dismissal of less than 10 employees within a single period of 30 days.

In both cases the public authorities were required to monitor the validity of the grounds for redundancy. But in the first case they had furthermore to check the adherence to the procedure for consulting employee representatives as well as the scope of the redeployment measures (" social plan "). In the second case monitoring dealt solely with the validity of the grounds for redundancy.

Furthermore, any employer who, during the 12 months following a dismissal for economic reasons, wanted to recruit personnel, had to request authorisation from the competent authorities.

II. Measures taking immediate effect

These measures, **three in number**, concern :

- the abolition of the procedure to obtain prior authorisation for recruitment in the 12 months following redundancy;
- the abolition, in all cases, of the public authorities monitoring the validity of the grounds for redundancy;
- the abolition of consultation with public authorities over redundancies declared in the context of a recovery procedure or a winding-up procedure by court order.

1. The first immediate measure concerns the abolition of the requirement to obtain **prior authorisation** for recruitment and dismissal in the 12 months following redundancy, a requirement which stemmed from the May 24, 1945 Order on controlling employment.

Thus there is no longer any employment control except the sole requirement for establishments and professions specified in an inter-departmental decree to **inform** public manpower services of any hiring or termination of an employment contract. The current monthly statement of manpower flows which concerns establishments with more than 50 employees is thus maintained.

In its new version, the law nevertheless keeps open the possibility of recruitment monitoring but on a negotiated basis between Government and companies when the latter reduce their manpower while drawing on special early retirement allowances from the National Employment Fund.

2. The requirement to monitor the **validity of the grounds for redundancy** and, in consequence, to obtain prior authorisation for redundancies affecting less than 10 employees in a single period of 30 days has also been abolished.

2.1. Abolishing the monitoring of the validity of the grounds for redundancy has two aspects. For redundancies affecting at least 10 employees within a single period of 30 days, prior authorisation will still be required until December 31, 1986 but will only involve the adherence to the rules of consulting employee representatives and the scope of the social plan drawn up by the employer. For redundancies affecting less than 10 employees in a single period of 30 days, the procedure which involved only monitoring the validity of the grounds for redundancy has been abolished since publication of the law.

In other words, until January 1, 1987 when the authorisation procedure will completely disappear, the only enterprises or establishments which are subject to public authorities' authorisation are those falling under Article L.321.3 of the Labour Code : **those which usually employ more than 10 employees** and when the number of redundancies envisaged is at least equal to 10 during a single period of 30 days.

2.2. In cases where the authorisation procedure disappears, i.e. dismissals of less than 10 employees, the law seeks to ensure that the employees concerned receive all the requisite information of the ground for the redundancy and give them an

opportunity of making known their views on this subject. It does this, as in the case of individual dismissals, by requiring there to be a previous interview with the employer for employees with at least one year's seniority.

This requirement is being provisionally extended until December 31, 1986 to cover redundancies in all enterprises or establishments, including those with less than 11 employees.

3. The third measure with immediate effect concerns the abolition of the **consultation** with public authorities over redundancies declared in the context of a turn-around or a winding-up procedure by court order.

Under the new law, in cases of turn-arounds or winding-up procedures by court order the administrator or, failing him, the employer or the liquidator, depending on the case, must inform the competent public authorities prior to declaring redundancies.

III. Measures to be carried out later

1) The entire procedure to obtain **prior authorisation for redundancies** will be abolished from January 1, 1987.

Before then, the Government will put a Bill before the first 1986-87 ordinary session of parliament. Taking into account the results of collective bargaining on this subject between the social partners, the bill will set out the procedures aimed at ensuring the adherence to the rules concerning the information and consultation of the employee representatives and the drafting of redeployment measures and compensation envisaged by the employer for redundancies. This same bill also has to define the changes to be made to labour law to respect the EEC directive 75/129 of February 17, 1975 on collective redundancies.

2) Article 6 of the law provides for the Ministry in charge of labour and employment to present to parliament on June 30 of each year, from 1987 onwards, a **report on dismissals and hirings** which occurred in the course of the past year. This report should include in particular exact indications on the numbers, reasons, size of enterprises and industries to which they belong.

FRANCE : 1986 budget of the national employment agency (ANPE)

Deciding on ANPE's annual budget is a fundamental act which conditions its action and collective intentions as well as sets out its limits. ANPE's room for manoeuvre is not unlimited : it falls within the framework of general directives for preparing the budget of the State and the internal constraints of on-going activities.

The draft budget is the outcome of collective thinking which takes account of multiple local and national data, the medium term orientations of the IX Plan as well as ANPE's own multi-annual plans. It seeks to closely espouse the objectives defined with the programme contracts.

Moreover, it is the outcome of progressively bringing together the needs expressed by the network and programme coordinators and the resources made available at the end of the arbitration process through state grants and ANPE's other resources.

Representing 0.3 % of the State's budget, the ANPE budget has exceeded from 1985 the figure of FFR 3 billion (bn), amounting in 1986 to more than FFR 3.3bn. Compared with the recent past (the 1980 budget amounted to FFR 1 bn) this is a considerable sum, the management of which is, to a large extent, decentralised. It has to be rationally divided up, managed with rigour and its utilisation at all levels monitored.

1) Preparing the budget

In conformity with the decisions taken in 1984 concerning financial reorganisation, ANPE's budget is now presented in the form of a programme budget. Its preparation, implementation and monitoring are divided up between programme coordinators at the national level, the centres having budgetary responsibility (these being those in charge of regional centres, of *départemental* sections, of regional computer centres, of training centres and of some divisions and local offices), and DABCB, the directorate for administration, the budget and budgetary control.

This recent approach, which is being continuously improved, aims to bring closely into line the operational objectives and the management of budgetary and material resources. It renders managers responsible at the same time as guaranteeing the overall financial equilibrium of the Agency. Drawing in 1985 on manual management information systems, the approach is being completely computerised from the first quarter of 1986 through implementing the computerised application of SAGA-Pyramide. Hardware is currently being brought in to the central office, regional centres and departments. This is being accompanied by the completion of the decentralisation of the budgetary process and the implementation of the first elements of the policy of budgetary control.

2) Overall orientations

The programme contracts and the budget were prepared on the basis of the following orientations :

- developing actions on behalf of job seekers, in particular those starting their fourth and thirteenth month of unemployment;
- strengthening actions towards enterprises with a view to improving matching job offers and developing services to enterprises, particularly related to alternance training measures;
- continuing the programme of computerising the Agency both for operational needs and internal management;
- improving the reception areas of employment offices and continuing the programme of refurbishing the premises.

Each of these main areas of action was the subject of an analysis in terms of operational achievements and subsequently of a budgetary study taking into account the new resources made available to ANPE in 1986.

3) The Programmes

The programme of services for job seekers is receiving additional finance amounting to FFR 35m. This will cover the development of various programmes described in issues 9 and 12 of iM : SOA (in-depth guidance session), TRE (job search techniques) and ENCP (appraisal of the level of vocational competence), as well as taking over young people at the end of the scheme aimed at preparing their insertion into working life. These resources also enable the activities of the Agency concerned with industrial restructuring to be continued.

The "*prestations-interventions*" programme consists both of activities which are included within the Agency's budget (FFR 208m in 1986) as well as actions financed by the State through the national employment fund (FNE) or through the (new) alternance training fund. On FNE financing, ANPE can draw on FFR 287m in 1986 to continue running modular training periods for the long-term unemployed (a scheme which is really successful by exactly meeting the needs of the users). On the other hand the "up-grading" actions ("*actions de mise à niveau*") will be continued at the same rhythm as in the past, with a budget of FFR 50m. ANPE will play a central role in carrying out the scheme of training periods providing initiation into working life, the necessary resources having been written into the initial budget.

The programme for developing ANPE's computerisation is being given significant additional funds : FFR 107.9m. This is being used in the area of computerising operations by running GIDE ("*computerised management of jobs sought*") in all units (the hardware having been acquired in the time allotted), and bringing the NORD / Pas de Calais platform into operation. The 1986 budget also enables new projects and applications : GIDE 2, SAGE 2 ("*computerised job offers' management system*"), the Provence-Alpes-Côte d'Azur regional platform, extension of CTIN ("*national computing centre*") and vocational information technology and the general public.

For its internal management, ANPE will be able to provide its *départemental* services with micro-computers linked in to the major information systems : GIP (computerised personnel management); SAGA (system for helping administrative management); FAR (file for analysing the network); and SAO (system for helping guidance). These micros will also be able to operate on their own, in line with the orientations of the information technology plan ("*plan bureautique*"). The sum available amounts to FFR 12.7m.

For the whole of its computerised programmes, ANPE is receiving an additional endowment of FFR 107.9m, which raises its 1986 operational budget for computerisation to FFR 236.3m. As regards investments, the amount of authorisations for programmes for purchasing computer hardware and software and for studies amounts to FFR 49.5m.

The modernisation of offices and installations will be actively pursued in 1986 at the same rhythm as in 1983 and 1984. This is because the amounts made available for operations and investments will enable some 13 500 m² to be refurbished and brought into use. ANPE intends, over and above the strictly necessary refurbishings, to emphasise adapting the premises to new services, improving the public reception facilities and enhancing the quality of the facilities which contribute considerably to ANPE's image.

The training budget (FFR 25.2m) enables the actions of past years to be maintained at a high level. These particularly concern recurrent training and ensuring the operating of the training centres.

Finally, there is a need to stress that management will be further tightened during the year, drawing in particular on computerisation. The development foreseen in the level of activities will thus be made possible despite a more difficult budgetary situation brought about by a 3 % reduction in the State operating subsidy. It should also be stressed that personnel remains the largest budgetary item, amounting in 1986 to FFR 1.72bn.

ITALY : Agreement on decimals

On May 8, 1986 Confindustria, the Confederation of employers, and the trade union confederations CGIL, CISL and UIL signed an agreement on the cost-of-living "decimals", sanctioning the social partners' rediscovered willingness to negotiate. The parties thereby agreed on the timeliness of overcoming the contentious issue of the decimals in the cost-of-living index by :

- reintroducing into the pay packet the two additional contested points in the index, the one in May and the other in September
- paying a compensatory one-off amount of 100.000 lira in two part payments of 50.000 lira each with the September and December 1986 pay packets.

This same principle was subsequently adopted by the Confagricoltura (May 20) and the Confapi (May 24) agreements.

The agreement was necessary to clarify uncertainties concerning the application of the agreement of January 22, 1983 between the government and the social partners and of the draft agreement of February 12, 1984. The agreement also provided the opportunity for laying down a regulation to accelerate the procedure for approving training-cum-work contracts for member companies of Confindustria.

ITALY : Fiscalisation of social security contributions (DL no. 328)

The decree-law no. 328 of July 3, 1986 proposes the same reliefs in social security contributions which had been fixed with the two preceding decree laws : DL 34 of February 20, 1986 (see iM no. 14) and DL no. 123 of April 26, 1986. The application of the measure has been extended to November 30, 1986.

The rates of the relief are fixed at :

- 1,60 points for male personnel
- 4,00 points for female personnel.

The additional reliefs have been maintained at 5,24 points for industrial and craft firms in manufacturing and mining and for firms in the mechanical engineering sector, and at 2,54 points for companies operating in the Mezzogiorno.

In agriculture the additional relief has been maintained at 17,50 %.

NETHERLANDS : Draft resolution on assistance to the self-employed

In the future, interest-bearing loans granted to the self-employed to provide them with working-capital will be limited to Dfl. 200.000.

If the self-employed person's own assets are valued at more than Dfl. 250.000, assistance will no longer be given in the form of a non-refundable capital grant, but as a loan which will bear interest once the assistance granted has expired.

If the self-employed person's assets are more than Dfl. 75.700 but less than Dfl. 250.000, he/she will be given a non-refundable capital grant only if his/her own funds amount to less than 30 % of the total investment.

As a rule the subsistence allowance is paid to the self-employed person at the outset as an interest-free loan. Subsequently a settlement is made taking into account the actually earned income.

If the income in the first two years following the granting of the loan has remained below the assistance level, relief in interest charges may be granted.

Aid to the unemployed

SPAIN : Revision of the regulation governing "community work"

If the worker in receipt of unemployment benefits does not accept the proposed job, benefit rights will be suspended for six months for a first refusal and will be cancelled altogether in the case of a second refusal. INEM pays the unemployment benefit or unemployment assistance. This sum will be topped up by the public administrations to the reference amount on which the calculation of the amount of benefit is based, or to the collective wage, depending on each case; the public administration will also cover travelling expenses the workers might incur and take over the corresponding contributions for accidents at work and occupational diseases.

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The government has just approved an amendment to the regulation governing "community work" on the duration and workers' remuneration. Firstly, whilst main-

taining the temporary nature of such jobs, the amendment provides for the possibility of a longer duration than that previously foreseen, i.e. five months, the maximum duration allowed being that which the worker needs to be entitled to unemployment benefit or unemployment assistance. Secondly, the public administrations will top up the unemployment compensation to the reference amount on which the contribution-related benefit is based which the worker receives or received before coming under the assistance scheme, with a guaranteed minimum amount equal to 100 % of the national minimum wage in force at any one time.

NETHERLANDS : Bill on unpaid work for persons in receipt of benefit

The intention of the Bill on unpaid work for persons in receipt of benefit (WOAU) is two-fold : on the one hand, to make working whilst in receipt of benefit legal; for many jobseekers want to do unpaid work as long as they do not have a paid job. On the other, a monitoring procedure will be introduced to ensure that doing unpaid work will have no detrimental consequences on others.

WOAU provides for the establishment of a number of regional inspection committees to approve or reject applications for doing work whilst in receipt of benefit. Such activities are only approved if they entail no distortion in competition or lead to regular workers being made redundant.

The inspection committees will be composed of representatives of trade unions and employers' organisations, of all municipalities in the region and of organisations involved in activities for the unemployed. Anyone considering that his interests have been damaged through such jobs or through the permission of carrying out unpaid work, can appeal to the committee and subsequently to one of the five review committees to be set up.

Under the WOAU persons who can claim benefits and have been registered at the regional employment office (GAB) for over a year will be allowed to work whilst in receipt of benefit.

In principle, the authorisation for doing unpaid work is valid for one year. The validity of the law has been provisionally fixed at four years.

Training

SPAIN : Establishment of the General Council for Vocational Training

The General Council for Vocational Training (CGFP) was set up on June 26 in accordance with law 1/1986 of January 7. It is an advisory body to the government on both "regulated" vocational training (i.e. that which falls under the regulations of the Ministry of Education and Science -- "formación profesional reglada") and recurrent vocational training ("formación profesional ocupacional" -- see iM 14).

Council members represent institutions : 13 representatives each of the most representative employer and trade union organisations as well as 13 from public administration. The last are drawn from the ministries of labour and social security, of education and science, of agriculture, fisheries and food, of industry and energy, of the prime minister's office, of economics and finance, of culture and of defence.

During the first year of operations the Council will be chaired by the minister of labour and social security, who will subsequently rotate on an annual basis with the minister of education and science.

Two plenary meetings have so far been held. The second was devoted to drafting the Council's by-laws which must now be submitted by the two ministers to the government for its approval. These by-laws lay down that the Council will operate in plenary sessions and as a standing committee in addition to which there will be working groups. The standing committee will be made up of four representatives each of trade unions and of the employers elected from among the plenary members.

Plenary meetings will be held at least twice a year and the standing committee will come together at least once a month. Decisions will be taken by an absolute majority of those present.

SPAIN : "Taller" schools

"Taller" schools are vocational training centres mainly for young people. They can contribute to work schemes promoted by any kind of institution with a view to providing integrated training for young people. This integrated training combines practical experience on the scheme with theoretical training, opening up access for the young person to stable employment. These schools are thus employment-cum-training centres having four aims :

1. to facilitate the integration of young unemployed people into working life by providing them with training and some work experience
2. to train specialists for some vanishing crafts for which there is still some demand and some specialists who are holders of a degree to enable them to find jobs as wage-earners, self-employed or members of a cooperative society
3. to promote the restoration and conservation of the artistic, architectural and physical environment, thus contributing to make the cultural heritage better known
4. to stimulate and start up various artistic, cultural and social activities by making them known and heightening awareness of them.

For their work of restoring the historical, artistic, cultural and natural heritage in question, "Taller" schools are able to draw on the aid provided by municipal authorities, the autonomous communities and other institutions through their own investment budgets. The ministry of labour and social security provides the requisite resources for the establishment and smooth functioning of the schools through additional and coordinated activities of the Solidarity Fund for Employment and INEM, the national employment institute. The "Taller" schools are involved in the areas of restoring architectural and archeological sites, crafts, ceramics and the environment.

“ Taller ” schools’ vocational training and integration of students in the labour market takes place in three steps which combine measures for training and employment promotion :

1. During the first stage (4 months) students aged between 16 and 25 years receive a study grant and as such do not have an employment contract. These grants are given by the Solidarity Fund of the ministry of labour and social security. This is a training stage of initiation and qualifying.
2. During the second stage (8 months) students become student-workers spending one part of the day working and the other undertaking qualifying and specialisation training. The wages of the student-workers are paid by INEM by virtue of an agreement with local corporations for 1986. This stage can subsequently be extended by new arrangements.
3. During the third and final stage, student-workers can use their training to become wage-earners in enterprises specialised in restoration or set up as groups of self-employed workers within a cooperative or any other type of enterprise entitled to offer their services both to local units as well as to individual initiatives. For this purpose the ministry of labour and social security has developed a set of incentives aimed at facilitating their vocational integration.

Each “ Taller ” school consists of one or more training modules. Each module has 24 students. There are four teachers for theoretical subjects and four vocational training instructors or monitors for practical training. Each “ Taller ” school furthermore has a director of training, a studies’ tutor and a tutor for practical training.

The overall “ Taller ” Schools’ programme has developed in two phases. The first started in February 1986 with the approval of 37 schools. In June 1986 the second phase got under way with the recognition of a further 77 schools and the extension of 7 of the first. A total of 5184 students has been trained by 1959 teachers. The budget earmarked for the two phases is 11.993 million pesetas of which 6500 million come from various local and regional administrations, 2100 million from INEM and 3393 million from the ministry of labour and social security (Social Fund for Employment). The average annual training cost per student is 65.400 pesetas.

FRANCE : Preliminary evaluation of “ modular traineeships ”

In July 1985, the Minister of Labour, Employment and Vocational Training decided to launch training and aid actions for the vocational integration of job seekers. Priority was given to those who, enrolled at ANPE (the national employment agency) for more than one year, were experiencing problems in finding work. At the same time the aim was also to respond better to the needs of enterprises hiring them.

Within this context, ANPE was given the job of putting on 50 000 “ stages modulaires ”. Lasting some 600 hours on average (which varies from 300 to 1200 hours according to the needs), these modular traineeships meet a set of criteria laid down by ANPE on the basis of an analysis of the difficulties of reintegration and local

employment opportunities.

The aim is to build up, with the trainees in question, a “ path to integration ” passing through various stages of evaluation, “ retraining ” for employment, broadening knowledge, training periods within enterprises and help in job search. With this in mind, the training body (or the enterprise) in question must design a method for training and help towards vocational integration which at the same time takes account of the real situation of the users so as to meet their needs and is adapted to locally available employment openings.

Setting up a coherent system of evaluation

This scheme, which reached some 70 000 job seekers in 1985, brought about the setting up of an evaluation system to appraise the extent to which the objectives were being achieved, the methods used as well as their relevance and effectiveness.

Thus, two files are opened at the beginning of each traineeship. One concerns the main characteristics of the traineeship: name of the training body, number of trainees, length of the traineeship. The other is for each trainee. These individual files enable both a statistical analysis to be made of the characteristics of the trainees and an enquiry to be launched on what happens to a sample of trainees.

A qualitative follow-up of the implementation of the measure in four regions (Upper Normandy, Rhone Alpes, Nord Pas de Calais and Paris) is being carried out by four research teams and ANPE’s directorate of studies.

First lessons from the preliminary evaluation

The preliminary evaluation of the measure carried out jointly by ANPE’s directorate of studies and statistics and that of actions (“ interventions ”) brings out that :

- * very different training bodies have responded to the call for tender launched by ANPE : AFPA (the adult vocational training association), GRETA (the group of (training) establishments, independent bodies of the chambers of industry and commerce, professional bodies, joint training bodies and enterprises.
- * the quantitative objectives were reached : more than 79 000 trainees really did start on a traineeship over an eight months’ period.

Furthermore, it is clear that training has been given to the target group in line with the objectives :

- * to help the integration of adults since the majority of trainees (86 %) are aged between 25 and 50 years, with 20 % more than 40 years and 40 % more than 50 years;
- * to help the target groups facing integration problems, in particular women, since a majority of women (57 %) has entered modular traineeships;
- * to give priority to the long term unemployed since a majority (55 %) of trainees has been registered between one and two years at ANPE, but 35 % have been so for more than two years;

- * to give priority to enhancing the vocational skills of those needing them most (since 87 % of the trainees had a training level between VI and V¹);
- * to take account of all types of skills which are needed by companies. Thus, 35 % of the participants were skilled employees, 18.5 % skilled workers and 42 % had no qualifications at the outset.

The training periods organised appear to have focused on three main types of approaches according to the characteristics of the target group and the nature of the objectives striven for. These were :

- * "insertion" training periods aimed at re-instilling trainees with confidence and synergy, emphasising both retraining for employment, particularly through in-company traineeships and upgrading their general and vocational level;
- * specialisation traineeships focused on jobs available and technical knowledge;
- * vocationally broadening training periods emphasising the heterogeneous character of the groups and aiming to impact on vocational mobility by moving towards adjacent occupations through the transferability of skills.

Furthermore, despite some problems in implementing the programme (for instance, as regards learning as such, given the current situation as regards the supply of training, there are some obstacles, essentially organisational, limiting the development of the individualisation and the modularisation of the training), the result of the scheme has been positive, provided that its original character is kept.

Moreover, in addition to the considerable mobilisation of all those concerned at various levels and the recognition of the firm as a training place, the following should be pointed out :

- * that the open and positive stance of firms towards the scheme contributes in particular to modifying the often negative image which the company manager has towards job seekers and associating the enterprise both socially and economically in the re-integration of the unemployed;
- * that significant behavioural changes have taken place in the majority of trainees who have re-asserted their self-image and thus been able to find entry points which previously seemed to be beyond their grasp (the training period itself being structured as a cluster of resources with an emerging spirit of mutual help and solidarity).
- * that the strong commitment of training bodies to the training objectives and structures proposed (individualisation, modularisation, heterogeneity of the trainees, alternance) augurs profound change within the landscape of the supply of training as well as in the development of the relationships between employment technicians and trainers.

1. Level V corresponds to leaving school after the last class of the first cycle of secondary education or giving up the short form of the second cycle of secondary education before the terminal year.

Level VI corresponds to those leaving the first cycle of secondary education before the last year, those leaving vocational education lasting 1 year or education of the "lightened" or practical type.

IRELAND : Youth Traineeship Initiative

AnCO – The Industrial Training Authority have introduced on a pilot basis a Youth Traineeship Initiative in two areas, one rural and one urban. The target set for each area is to achieve 80 employer / employee training agreements.

The **objective** of this scheme is to fill a gap in the training needs of young people in first-time employment whose jobs do not provide any real opportunity of structured training. This is particularly relevant to the needs of early school-leavers with little or no qualifications.

The **main elements** of the scheme are :

1. Training agreements will be arranged between each participating employer and employee.
2. Training will consist of two elements :
 - "on-the-job" training provided by the employer with assistance from AnCO on programme structures and content.
 - "off-the-job" training provided through a combination of AnCO training centres and local educational colleges (Regional Technical Colleges, Vocational Educational Committees, etc.).

Progress and effectiveness in the operation of this pilot scheme will be considered in 1987.

NETHERLANDS : Management course for women re-entering the labour market

The Centres for Administrative Vocational Training for Adults (CAVVs) which are the training institutions of the Ministry of Social Affairs and Employment, will soon be organising courses in the field of management. These will be aimed at "re-integrating" women, i.e. helping women who have not done any paid work for a number of years and are looking again for a job on the labour market. The courses are organised in connection with an experiment which was carried out in East-Groningen in the autumn of 1985. The experiment has shown that former course participants have succeeded very quickly in finding a paid job.

The courses are essentially geared to the requirements of working-life and last for six months. Subjects dealt with are job-hunting, marketing, financial management, informatics and skills in social matters. Lessons are given in 10 blocks, each of four days with a concluding traineeship in a company.

Participation is open to women between 25 and 40 years of age who are looking for a job and who have at least a higher vocational education (HBO) background. Courses are free of charge, the costs being borne by the Ministry's Directorate-General for Manpower.

UNITED KINGDOM : Developments in vocational education and training

On 2 July, the UK Government published a White Paper* which made two major announcements concerning vocational education and training. The first is the intention to make the Technical and Vocational Education Initiative available to all 14-18 year olds in Great Britain; the second is the establishment of a National Council for Vocational Qualifications.

Technical and Vocational Education Initiative (TVEI)

TVEI was launched in 1983, to widen and enrich the curriculum for 14-18 year olds of all abilities. Each education authority in Great Britain has been given the opportunity to run a pilot scheme to explore and test ways of stimulating the provision of technical and vocational education. There are currently 74 projects involving nearly 40,000 pupils in some 500 schools and colleges. By 1987, 98 of the 116 authorities will be involved, and over 100,000 pupils are likely to benefit from the pilot schemes, at a total programme cost of around £ 250 m.

From the pupil's point of view, the main features of TVEI are its emphasis on practical learning using problem-solving techniques and the close relation between the curriculum and the world outside the school. TVEI aims to equip young people more effectively for entry into employment at whatever age they decide to leave full time education. The TVEI projects have been popular with pupils whilst at the same time capturing the enthusiasm and commitment of both teachers and education authorities.

The extension of TVEI will begin in 1987 and the Government has committed itself to substantial funding for this development averaging £ 90 million a year over the next 10 years. The extension, like the pilot phase, will be administered by the Manpower Services Commission in close association with the Education Departments. All education authorities in Great Britain will be invited to take part. It is seen as a significant step towards the Government's objective that all young people in schools should have the opportunity of following a more relevant and practical curriculum leading to the achievement of reorganised standards of competence and qualifications.

The National Council for Vocational Qualifications (NCVQ)

In 1985, the Government established a Working Group to review vocational qualifications in England and Wales. Its remit was to put forward proposals designed to bring coherence and comprehensibility to a system which was overdue for reform. Emphasis was also to be placed on the need for accessibility and progression within the system, together with the demand that qualifications should reflect a person's competence and capability in the application of knowledge and skill.

The main recommendations of that Working Group have now been taken up by the Government, which has decided to bring vocational qualifications in England, Wales and Northern Ireland within a new national framework to be called the National Vocational Qualification (NVQ). It will also be setting up this Autumn a new National Council for Vocational Qualifications (NCVQ) to develop the NVQ framework.

The NVQ framework will initially consist of four levels. Each level will reflect increasingly complex levels of practical competence as well as theoretical knowledge – from that needed for jobs now entered by 16 and 17 year olds up to that required at higher technician level or equivalent. The standards these qualifications represent will then be apparent and the routes of progression to other full or part qualifications will become clear. The aim is to have the new four-level framework in operation by 1991, and to begin discussions immediately to clarify the relationship between these levels and higher professional qualifications.

The new National Council will promote quality and the recognition of competence in the field of qualifications. It will also accredit qualifications to form part of the new framework. So the Council will not itself be an examining or validating body. The existing bodies will continue to develop their qualifications, and if the qualifications satisfy National Council criteria they will be accredited for a limited number of years, and assigned to one of the levels of the framework.

The National Council will have a basic annual budget in the initial years of some £ 3 million. The Government will provide pump-priming funding but the aim will be for the National Council to become self-sufficient after three years, from income received from bodies whose qualifications it accredits.

UNITED KINGDOM : College of the Air

The Government has announced plans for an open college, the College of the Air. It is hoped that it will be able to start broadcasting from September 1987. Both radio and television will be used to help deliver and support open learning courses in all areas of vocational competence.

Aim

The aim of the College would be to promote a large scale increase in access to open learning, providing up to one million people with training opportunities within the first five years. Both employed and unemployed people could benefit from a wide range of general and specialist vocational training courses.

The development would thus extend to a new and much wider audience the benefits of open learning, which takes education and training outside the classroom and puts the student in control of his or her own studies. The College would build upon previous developments in open and distance learning – particularly the Government's Open Tech programme – and upon the experience of educational broadcasters and private and public sector colleges involved in open learning techniques.

Structure

The College itself would be a company limited by guarantee, registered as a charity and independent of Government. It would attract industrial and commercial sponsorship and become self-financing. It is intended that the College should have access to as many television and radio stations as possible, to ensure its needs for a wide audience are met. Both the Independent Broadcasting Association and the BBC have expressed a willingness to be involved in the project, as have a number of companies, and discussions are proceeding on how best to pursue these opportunities.

A small Central Unit would bring together into active collaboration those organisations already involved in open learning including broadcasters, colleges and employers. Through them the Unit would make use of existing training, information and marketing materials and develop new ones. It would also arrange for students' enrolment, tutor support, practical training facilities and assessment and certification of performance. The College would work to ensure that the highest quality of materials and support services was maintained and achieved.

* " Working Together – Education and Training " (CMND 9823)

Courses

Over the initial five years it is hoped that a full range of courses would be developed in such broad areas as :

- **basic education**, including training for learning and attracting students back into vocational education and training;
- **general education**, including languages, general science and health, leisure and welfare;
- **subjects of general interest**, including budgeting, consumer rights;
- **vocational education and training**, including support and encouragement for the would-be entrepreneur, and new technology skills;
- **technical and business updating** provision, including in-service teacher training in key and shortage skills.

Students would be able to choose which courses they wanted to undertake, paying for materials, tutor support, assessment and certification services to the extent that they need them. They could be funded by their employers, or if unemployed, by Government training schemes, and would be able to gain a qualification or a credit towards one where these were relevant.

Next steps

The next step will be for the Government to appoint a Chairman for the College. His or her first task will be to hold detailed discussions with interested parties with the aim of drawing up more definite plans for the formation and development of the College. It is hoped that these will be announced later this year.

UNITED KINGDOM : Career Development Loans

The UK Government is testing demand from individuals for a greater role in choosing their own training courses. Career Development Loans are intended to make it easier for people to undertake training of their own choice independently of an employer or the Government.

A three year pilot project was launched on 15 April by the Secretary of State for employment. Initially it is operating in four areas (Aberdeen, Bristol and Bath, Greater Manchester and Reading and Slough) selected to reflect socio-economic variations in the UK as a whole.

Unlike many training schemes there are very few conditions attached to the scheme. Anyone over 18 who lives in or intends to train in one of the four pilot areas can apply for a loan, provided the course is vocational and likely to improve their employment prospects. They must intend to work in the UK or elsewhere in the EEC after the course and must not be receiving any government grant for education or training or any help from an employer for the course. The scheme is administered for the Government by three commercial banks : Barclays and the Clydesdale in Aberdeen, and Barclays and the Co-operative in the three English pilot areas. Their local manager decides whether or not the applicant is eligible and whether he or she is likely to be able to repay the loan.

So far, nearly 6000 Information Packs have been distributed to people seeking further information. Questionnaires to a sample of these suggest that some 14 % have taken out a loan or are thinking of doing so. A further 14 % have yet to decide. Comments from all respondents were overwhelmingly favourable suggesting that there is a significant interest in this more independent approach to training.

Of the approved loans notified so far by the banks to the Department of Employment an equal number are from those in work and those who are unemployed. (The scheme is open to both.) A wide range of courses are being taken from chiropody to computer programming. The average length of course so far is 31 weeks and the average size of loan nearly £ 2,000. Most of these trainees are taking full-time courses and the proportion of men to women is about 3:1.

The Department is arranging a follow-up survey of trainees after the end of their " repayment holiday ", that is the period during which the Government pays the interest on the loan (the length of the course plus up to a further 3 months). The repayment holiday is the key incentive for potential trainees and makes the cost of borrowing significantly cheaper than for normal personal bank loans.

Career Development Loans have been publicised through advertising on local radio and in local newspapers, using a Freefone and Freepost facility to obtain further information. Direct contact with local training providers is thought to be a key way of reaching potential trainees who may have had difficulty in obtaining funds from other sources. The banks taking part publicise the scheme through leaflets in their branches and at local exhibitions. The Department itself is able to arrange publicity through Ministerial visits, articles and its Action for Jobs Campaign.

Job creation

ITALY : Programme to encourage initiatives aimed at enhancing and salvaging cultural assets

Article 15 of law no. 41 of February 28, 1986 concerned the areas of priority for initiatives aimed at enhancing and salvaging cultural assets (iM 14). By a decree of March 27, 1986 the Minister of Cultural assets and the Environment, in agreement with the Minister of Labour and Social Security, approved the programme guidelines for interventions.

This decree specifies that projects are eligible which

- provide for companies or consortiums of companies to be entrusted with the execution;
- aim at enhancing cultural assets in areas foreseen under article 15, law 41/86;
- aim at creating additional employment, by young persons under 29 years of age who have been unemployed for more than 12 months being recruited under a

limited term contract. These workers may be chosen directly by the employer (unlike the normal arrangement which obliges the employer to accept the candidates proposed by the labour exchange). Technicians and graduates who are older than 29 years and have already worked on cultural assets can also be hired;

- which set out the contents and arrangements of the training activities intended for the recruits;
- make use of "new" technologies;
- foresee a minimum duration of 6 months and a maximum of 36 months and costs of not less than 3.000 million lira and not more than 50.000 million lira;
- are immediately feasible.

The request for finance had to be submitted not later than May 31, 1986 to the Ministry of Cultural Assets and the Environment and the Ministry of Labour and Social Security, containing all information necessary, as set out in the decree, for the project to be approved.

A special committee, set up "ad hoc" by decree of March 21, 1986 checks on adherence to the eligibility conditions and monitors the effects of the project on enhancing cultural assets, reducing youth unemployment, using the most advanced technologies, and contributing to economic development, by applying cultural, employment, technological, economic, quality and reliability parameters.

PORTUGAL : IIEFP supports LEIs

D.N. n° 46/86 of June 1986 lays down the first legal framework for local employment initiatives. It sets out the conditions for drawing technical and financial help from the IIEFP, the national employment and vocational training institute.

Priority in support is given to projects fitting the following situations :

- a) highest percentage of applicants looking for their first job and unemployed persons to be hired in the LEI
- b) highest percentage of persons cooperating in, associated with or partners of the total initiative
- c) location within regions most affected by unemployment or least favoured by economic and social development
- d) the lowest capital-intensity of the investment envisaged.

Absolute priority will, however, be given to projects meeting conditions a) and b) taken together.

D.N. n° 46/86 also foresees the evaluation of the results of actions being undertaken on the basis of annual reports.

Special categories of workers

DENMARK : Women in the labour force

In the public debate which has been taking place in Denmark over the last decade, the increase in unemployment has been linked with women's entry to the labour market. In the last year, developments have shown that the rising employment has only had a minor impact upon women's unemployment.

By the end of 1983 there were some 2.6 million Danish females. Half were in the labour force. Of the 1.3 million outside the labour force a little more than 1 million were not economically active because they were children, young persons undergoing education or training, or elderly persons receiving pension or voluntary early retirement pay. The remaining 1/4 million women outside the labour force were not economically active without belonging to any of these categories. This last category of women outside the labour force must thus be more or less identical with the group of women working in the home.

About 100,000 women in the labour force were employed in their own or their husband's business. Furthermore, there were about 130,000 unemployed women.

This means that there were just over 1 million female employees in employment. Of these a little more than 700,000 were working full-time, while more than 300,000 were working part-time.

Since 1977 the unemployment rate of women has been higher than that of men, but the number of unemployed

women only exceeded the number of unemployed men in one year before 1984. That was in 1979 when the introduction of the voluntary early retirement pay scheme removed a considerably larger part of male unemployment than of female unemployment.

Female unemployment not only differs quantitatively from that of men - it is also different in its structure since it is somewhat more concentrated. This is reflected in the fact that the average degree of unemployment was significantly larger for women than for men. On the other hand, there is no difference as regards the average number of unemployment periods.

The fact that women are experiencing a disproportionately large share of unemployment and that female unemployment is concentrated on a comparatively small number of persons means that there is a group of women shouldering a very large share of total unemployment. Thus about 125.000 women were unemployed for more than half of 1984.

GERMANY : Enhancing the employment opportunities of the severely handicapped

The Federal Parliament ("Bundestag") has passed a Bill on the revision of the Act on the Severely Disabled (see iM 7). The most important goal of the amendment is to enhance the hiring and employment opportunities of the severely disabled on the employment and training places market.

The new Act includes the following changes :

- The concept of "reduction of earning capacity" ("Minderung der Erwerbsfähigkeit") has been replaced by that of "degree of disablement" ("Grad der Behinderung"). This is because the former was misleading and hampered employability.
- Employers who fail to meet their legal obligation to employ the severely disabled or do not employ the required quota have to pay a compensatory levy. The monthly amount of this levy for each compulsory job has been increased from DM 100 to DM 150. This increase is in line with the rise in gross income since 1974. The intention is to get employers to hire and employ the severely disabled to the prescribed quota of 6% of those employed by the enterprise.

The levy should also create cost compensation between those employers who employ the severely disabled and those who do not comply with hiring requirements and thereby have cost advantages. Without the adjustment made by the law, the compensatory levy could not properly fulfil its functions.

- Training places are no longer to be counted in the computation of the number of jobs which have to be reserved for the severely disabled. The aim here is to increase the willingness of enterprises to provide training. The job quota for the severely disabled is 6% of all employees, so that as from 16 jobs there must be at least one reserved for a severely disabled person.
- Assistance to the severely disabled undergoing training ("Azubis") is being increased. Generally speaking, one severely disabled Azubi should count for two compulsory places. This rule is valid until 31.12.89.
- The special protection against dismissing the severely disabled remains in force. However, to provide employers with the opportunity of testing a severely disabled person on a given job, the special protection against dismissal has been adapted to the general one. Thus, the special protection against dismissal of the severely disabled will, as with the general dismissal protection, come into force after 6 months of employment.

Special protection against dismissal remains necessary. But it could impact negatively on hirings if it comes into operation too early and impedes employers from testing sufficiently the severely disabled in specific jobs. Hence special protection against dismissal is being adapted in its time dimension to general dismissal protection.

- The hiring and employment of the severely disabled is being financially supported by the compensatory levy. Support from the compensatory levy will be given in priority to those groups of the severely disabled who, because of their disablement, have particular problems on the employment and training market. Those falling into this category are the severely disabled who could not do a job without additional assistance (visual and movement aids). Furthermore, employers will be reimbursed for the additional costs incurred by employing a particularly badly disabled person (costs for a personal reader for blind people). In this way the good experience gleaned from the previous four special programmes is turned into reliable permanent rules.

- The legal status of the representative for the severely disabled has been strengthened. The representative is given the right of participating in checking whether vacant jobs can be filled by the unemployed who are severely disabled. In this way he/she can contribute to the severely disabled being offered a job or training place.

GERMANY : New work permit improves foreign workers' rights

The Federal Cabinet has approved a suggestion of the Minister of Labour to modify the Order on work permits. The legal bases for integrating foreign workers and their families living in Germany should thereby be greatly improved.

Foreign workers who have been living in Germany for many years and working there for most of that time should receive better status for free access to the German labour market. This is in conformity with the resolution of the "Bundesrat" (the federal upper house) and a decision of the "Bundestag" (the federal house of representatives). Foreign workers will in future be entitled to a work permit irrespective of the labour market situation when they have legally had dependent employment in the Federal Republic for five of the last eight years. Until now an already acquired legal claim to a work permit could be withdrawn were the foreigner not to be employed for more than three months.

However, only those foreigners who have been living in the Federal Republic for many years and have been working there for most of that time will be able to benefit from the new regulation. Anyone permanently leaving the Federal Republic cannot draw on the new regulation.

FRANCE : Employment measures for 16-25 year-olds

On July 16, 1986, the Minister of Social Affairs and Employment submitted to the Council of Ministers a draft ordinance on the employment of young people between 16 and 25 years of age. This was an application of the Law of July 2, 1986 authorising the government to take various economic and social measures.

Since every third unemployed person is under 25 years of age, the fight against youth unemployment is a national priority.

I. This scheme mobilises significant resources :

FFR 4 billion (bn) were allotted under the modified finance law adopted by parliament. This amount is added to funds already earmarked for the long-term unemployed, in particular adults, representing a total effort for 1986 alone of FFR 4.5bn.

II. This plan relies on enterprises

In order to encourage enterprises to make massive hirings of young people and to participate in their training, social security exemptions are being granted by the State for each wage-earner or trainee between 16 and 25 years of age recruited.

There are three cases of exemption :

1. Exemption of 25 % on employers' contributions to social security for each hiring of a young person between May 1, 1986 and January 31, 1987. This relief holds until June 30, 1987.
2. Exemption of 50 % of the same contributions for any hiring of a young person during the three months following the end of an apprenticeship contract, alternance training, a training period for a young long-term unemployed person or extended military service with vocational training.

This exemption, valid for training completed by June 30, 1987, holds for all hirings made from June 1, 1986 for the whole of the year following the recruitment.

To enable this scheme to get under way without delay, the exemption is increased to 100 % for the 30 days following the publication of the ordinance.

3. Exemption of 100 % of employers' contributions to social security for all apprenticeship or alternance training contracts ("adaptation" or "qualification" contracts). Furthermore, no employer or employee contribution is due on the supplementary allowance paid by the employer to persons finishing within the enterprise a training period providing initiation into working life. The length of these training periods will moreover be increased to 6 months.

As from the publication of the ordinance, this 100 % exemption will hold for all contracts in operation and new contracts concluded by January 1987.

III. The formalities which enterprises have to comply with in order to benefit from these aids have been deliberately cut down.

All employers (enterprises and individuals) compulsorily insured with UNEDIC (the national social security administration) can claim these exemptions. Only the State, local communities and public establishments for administration are excluded.

For the employer, the administrative formalities consist of a declaration to the *départementale* directorate of labour and employment within 15 days following the hiring and of a deduction of the amount of the exemption at the time of the normal payment of contributions to the URSSAF. These exemptions are reimbursed by the State to the Social Security.

Finally, the arrangements for alternance training, including apprenticeship, are simplified at the same time. They are in particular being opened without any restrictions to all those aged 16-25 years.

This whole set of measures should enable enterprises to participate effectively in the national effort for employing young people.

IRELAND : Survey of the young long-term unemployed

The Youth Employment agency (YEA) have recently published the results of another survey on young people. This survey which was conducted by the Economic and Social Research Institute (ESRI) on behalf of the YEA examines the young long-term unemployed, their characteristics, labour market and training experiences and use and attitude to State manpower and training programmes.

The survey was carried out in May and June 1985 using a random sample of young people aged between 19 and 25 years who were unemployed for more than a year.

One of the most significant findings of the survey was that the young long-term unemployed tend to be the unqualified and lesser qualified early school-leavers. (This confirms one of the findings of the YEA follow-up survey of 1981/82 leavers, iM No. 14). The results of the survey also indicate that the young long-term unemployed come from families which encounter well above average levels of unemployment and that these young people are predominantly male, single and in their early twenties.

The survey also showed that the young long-term unemployed have few skills. Only slightly over one third had received training since leaving school and participation on State work experience and temporary employment schemes was found to be low. The young long-term unemployed do not appear to have high career aspirations, the majority of those looking for work at the time of the survey were seeking relatively unskilled jobs, those who had been previously employed had occupied such jobs.

Other findings of the survey were :

- the average duration of unemployment was around two and a half years.
- over half of the respondents had not been unemployed prior to their current spell of unemployment
- just over a quarter had never worked since leaving school.

ITALY : Implementation of the special youth employment scheme provided for under law no. 113 of April 11, 1986

The decree implementing the special youth employment scheme, provided for by law no. 113 of April 11, 1986 (see iM no. 14) was passed on June 23, 1986.

The decree elucidates the operational details for enforcing the law. Under article 1 it reaffirms that projects for hiring workers by means of a training-work contract can be submitted by private firms, public enterprises and their consortiums, as well as by associations and foundations carrying out research or providing technical assistance to companies.

Persons to be hired for the projects must be aged between 18 and 29 years and have been registered at the employment office for at least 12 months. Projects have to specify the time to be devoted to training and work and the way in which training and work activities are to be carried out. They furthermore have to outline the training programmes and indicate what vocational qualifications are to be acquired. Projects have to be submitted to the Ministry of Labour and Social Security whose approval takes account of the advice of the Technical Evaluation Committee with respect to the priority criteria fixed by law no. 113/86 and detailed in the implementing decree.

According to the criteria laid down in the decree of implementaton, **priority** is given to projects which

- are to be carried out in provinces where the rate of youth unemployment is higher than the average regional rate;

- provide for hiring women for jobs leading to managerial positions, for which a university-level diploma is required with technical and industrial qualifications;
- provide for the recruitment of manpower with higher education for highly specialised jobs which imply a training programme of a least 200 hours of technical training in new technologies and a diploma of not less than higher secondary education level;
- foresee the recruitment of workers from particularly disadvantaged groups, such as young persons who have been unemployed for more than two years, young persons heads of household without any income, or young disabled persons; and
- which are prepared in agreement with the regional associations of trade unions or of the categories of workers who are members of the most representative organisations on the national level; such agreements have to be backed up by a requisite declaration of the parties concerned.

NETHERLANDS : Act on Work for the Disabled (WAGW)

The Act on work for the disabled (WAGW) came into operation on July 1, 1986. This law obliges employers,

employers' organisations and trade unions to take action within three years at the latest aimed at maintaining or (re)integrating disabled workers into working life. If they fail to do this or do it only insufficiently, the employers will be compelled to employ a certain quota of disabled workers. This quota ranges from a minimum of 3 % to a maximum of 7 %.

The purpose of the WAGW is to foster and ensure the participation of the handicapped in working life. It furthermore aims at reducing the number of disabled who have to depend on social benefits.

The law improves the opportunities for the disabled to enter working life during the first year of sickness. Any employer who refuses to offer suitable work in the first year of sickness can now, through a modification of the Sickness Benefits Act, be forced by the industrial insurance board to pay the wages not paid.

The Act contains a clause enabling an allowance to be granted for adapting the workplace and corporate facilities in line with the possibilities of the disabled. In this context the package of measures provided for under the General Disablement Benefits Act (AAW) and under the laws on State pensions has been broadened.

Working time

BELGIUM : Career breaks

Any worker may suspend his contract of work for a limited period, being guaranteed the right to return to his job at the end of the break and, under certain conditions, claim a career break allowance from the National Social Security Office (ONEm). This career break allowance may either take the form of

- compensation for entire suspension of the contract of work of the person concerned, or
- compensation when the person concerned wishes to work half-time.

The measure applies to the private sector, the public sector and to teaching. Only the private sector is presented here, the situation in the two others being described in the next issue of iM.

Career breaks in the private sector

(Royal decree (AR) of 25.01.85 (Official gazette (MB) 14.02.85)

Ministerial decree of 14.04.85 (MB 03.05.85)

Royal decree of 21.03.85 (MB 10.04.85)

1) Types of career breaks

The law of January 22, 1985 distinguishes between two types of career breaks :

- a) an entire career break, i.e. a suspension of the employment for a specified period;
- b) conversion from full-time to half-time employment.

Different conditions apply to these two types of career breaks.

2) Persons concerned

All private sector employees provided they have worked in the company for a certain number of years.

3) Entitlement to career break

The persons concerned have no **right** to a career break unless there is a collective work agreement (CCT) applying to the enterprise which opens up such a right. In all other cases the career break requires prior agreement between the employer and the employee concerned.

4) Organising the total career break

The employment contract is suspended for a specific period.

a) The following persons are **eligible** for a career break :

- i. employees having worked in the company for at least six months provided they have the written agreement of the employer;
- ii. employees having worked in the company for at least six months provided the CCT opens up the right to a career break

b) Duration of the break

- i. to be able to claim compensation (see under f)) the break must be for at least six months. Compensation is granted for 12 months at most;
- ii. there is nothing stopping the break from being shorter than 6 months or longer than a year if the employer agrees.

However, if the career break is for less than six months, the employee can claim no compensation; nor is he/she covered as regards protection from dismissal or social status.

If the employment is suspended for more than a year, the employee can only for the first year claim compensation, protection from dismissal and social status.

c) **Several career breaks** are authorised, but there must be at least six months employment between two career breaks.

d) **Procedure**

- i. If the career break is the outcome of applying a CCT
 - the procedure laid down by the CCT must be respected
 - if the CCT does not lay down the procedure, see ii. hereunder
- ii. in all other cases : the worker must present his request in writing to the employer at least three months before he wants to start the break.

e) **The employer's attitude**

- i. if the request stems from the application of a CCT the employer must honour the CCT
- ii. in all other cases the employer is free to accept or reject the request but he must give his answer in writing.

f) **Entitlement to compensation**

The employee taking a career break can claim a career break allowance if the following conditions are met :

- i. at least six months' service in the company;
- ii. break of at least six months;
- iii. request introduced according to the procedure outlined under d)
- iv. the employer has to replace the employee for the time of the career break by taking on a fully unemployed person receiving unemployment benefit;
- v. fulfil the probationary requirements set out by the " unemployment " regulation;
- vi. filing an application with the National Social Security Office (ONEm) providing the proof that the employer has actually replaced the employee
- vii. no professional activity may be carried out during the career break **unless** the break has been requested to set up as a self-employed.

The employee taking a full-time career break receives a monthly allowance of BF 10.504. The allowance is paid for the whole duration of the break but at most for a year.

g) **Sanctions** are imposed on the employer who fails to respect his commitment to replace the beneficiary of the career break. Thus ONEm can recover from the employer the amount of the allowance paid to the beneficiary during the career break.

h) **Protection against dismissal**

- i. the person taking a career break is protected against dismissal if certain conditions are met (see ii. hereafter). Protection against dismissal resides in the fact that the employer cannot dismiss the beneficiary of a career break for reasons connected with the break;
- ii. the career break must be of at least six months, with the request having been introduced according to the law (see d) above) and the employer must have committed himself to replacing the employee;
- iii. duration of the protection
 - if the break stems from a CCT, the protection **begins** three months before the beginning of the career break;
 - if the break does not stem from a CCT, protection **begins** on the day on which the employer agrees to the career break;
 - protection comes to an end 3 months after the end of the break.

i) **The situation with regard to the employer**

For the duration of the career break, the contract of work is suspended.

j) **Social status of persons taking a career break**

Persons who, whilst taking a career break, are replaced by an unemployed person are given the following status as regards social security (AR of 21.03.1985 which came into force on 01.01.1985) :

- i. **health and invalidity insurance (AMI)**
 - health care sector : the employee retains his full rights
 - benefits sector : the employee does not receive AMI benefit during the period of the career break since he can claim a career break allowance (F 10.504). The person in question is again entitled to AMI benefit once the career break is finished.
- ii. **family allowance**

The worker retains his entitlement to family allowances which are granted on the basis of the activities he/she has interrupted
- iii. **pensions**

the period of complete career break is counted as a period of employment up to a maximum of 12 months. Further career break periods may only be counted as periods of employment if employment has actually been taken up after a career break.

iv. **unemployment (Ministerial decree of 16.04.1985)**

workers who become fully unemployed during a period of full career break are considered as having become unemployed under the work system that they have interrupted. They are entitled to unemployment benefit on the basis of the pay they would have received had they not taken a career break.

5) Converting from full-time to half-time employment

This type of career break is reserved for employees who work full-time and agree to change over to half-time work.

a) **Persons** who have been working full-time in a company for at least 1 year can change over to half-time work.

b) Duration of conversion

To be able to claim benefit (see f) below), the person must change from full-time to half-time employment for at least 6 months.

c) It is possible to change **several times** from full-time to half-time employment; but between two requests the person in question must have worked on a full-time basis for at least 1 year.

Exception : Persons who are at least 50 years of age may only once make such a request.

d) Procedure

i. if moving from full-time to half-time employment is the result of a CCT

- the period specified in the CCT has to be respected
- if the CCT does not provide for a procedure, see under ii.

ii. in all other cases the employee has to introduce his/her request in writing to the employer three months in advance

e) The employer's attitude

i. if the request to move from full-time to half-time stems from the application of a CCT, the employer must honour the CCT;

ii. in all other cases the employer is free to accept or reject the request. If the employer accepts the request (be it in the context of the application of a CCT or in the context of an individual agreement) a supplementary agreement to the initial contract of employment has to be prepared in writing

f) Entitlement to compensation

The employee moving from full-time to half-time employment can claim a career break allowance if the following conditions are met :

i. the person has been employed in the company on a full-time basis for at least 1 year;

ii. the conversion from full-time to half-time will be for a period of at least 6 months;

iii. the employer commits himself to replace the vacated half-time employment by taking on a fully unemployed person in receipt of benefit;

iv. the person taking the half-time career break may carry out no other professional activity than the half-time;

v. the probationary conditions laid down in the "unemployment" regulation must be met;

vi. the person must introduce his/her request at ONEm backed up by a proof that the employer has replaced him/her for the vacated half-time employment;

The monthly allowance amounts to
F 5.252 if the person is under 50 years of age
F 10.504 if the person is at least 50 years old.

The allowance is paid for the whole period during which the employee has changed over from full-time to half-time work and at most for 5 years.

g) **Sanctions** are imposed on the employer who fails to respect his replacement commitment. Thus ONEm can recover from the employer the amount of the allowance paid to the beneficiary during the half-time career break.

h) Protection against dismissal

The employee moving from full-time to half-time employment is not protected against dismissal.

Compensation for termination of contract is calculated on the basis of half-time employment.

However, when dismissing persons who are at least 50 years of age, the period of notice is calculated on the basis of full-time employment.

i) **Social status** of the person taking a half-time career break

Persons taking a half-time career break are granted the following status as regards social security provided

– the half-time career break lasts at least 6 months, and

– they are replaced for the vacated half-time.

i. health and invalidity insurance (AMI)

Any person changing from full-time to half-time employment is considered as a normal half-time employee (health care and benefits)

ii. family allowance

The worker retains his full rights

iii. pensions

A difference is made between employees under and over 50 years of age.

A person under 50 years of age is considered, as regards the pension system, as a half-time employee. In the case of persons over 50 years of age the period during which they work half-time – covered by a career break allowance – is counted as a period of full-time employment.

iv. unemployment (Ministerial decree of 16.04.1985)

Persons under 50 years of age who are dismissed during the first five years of their half-time career break as well as persons from 50 years of age who are dismissed during their half-time career break period can claim unemployment benefit on the basis of full-time employment (work system and remuneration).

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Evaluation

On October 31, 1985 some 800 persons had started a full-time career break : 528 employees (466 women and 62 men) and 301 workers (239 women and 62 men). On the same date the number of persons taking part-time career breaks was 347 employees (299 women and 48 men) and 209 workers (188 women and 91 men).

NETHERLANDS : Reductions in working time

A survey of Dutch enterprises shows that in about 40 % of enterprises, covering some 70 % of all persons employed, working time reductions were made in early 1985. It is mainly the small companies which have not yet introduced working time reductions.

The form most frequently used is the so-called " roostervrij " (off-duty periods) which means a reduction in working time over 2 weeks, one month or over one year. The overall impression of the employers asked was that the average compensatory hiring for all enterprises amounted to 20 % or 25 % in early 1985.

The employment effects of working time reductions seem to increase with the size of the companies.

NETHERLANDS : Educational leave in collective agreements (CAOs)

A recently published report indicates that most collective agreements contain provisions on education / training leave for employees. Some provisions apply to all employees and others to specific groups of employees. In most of the collective agreements concerned the employer continues to pay the salary during the leave.

The report surveys the clauses on education and training. In virtually all cases the employees can have leave to participate in a vocational training course or to take a vocational exam. Some collective agreements also contain clauses on general courses and/or exams. Many collective agreements include clauses on educating and training young persons. This mostly consists of one day's paid leave for taking part in schooling, mainly vocational training and in a number of cases general education.

Placement

GERMANY : Equality of treatment in the placement activities of the public employment service

BA, the Federal Employment Institute, has introduced some new regulation on equality of treatment for male and female applicants for jobs and training places. The original idea came from the Federal Ministry of Labour. This Ministry welcomes the advances contained in the new regulation to pay still more attention than previously to the basic legislation on the equality of treatment between men and women in BA's placement activities.

BA's new circular lays down that job and training placement should be guided above all by the aptitudes of the job-seeker and should not take into consideration the person's sex. Even when an employer gives instructions to look for only a man or a woman, the placement officer is required to make suggestions for jobs and training places without reference to the sex of the person. The most appropriate candidate, irrespective of sex, should be given a chance.

This is for the benefit of both those seeking and offering jobs and training places. As regards placement for training in particular the range of occupations for young women can be broadened, for at present employers only offer them a part of the available training openings.

To achieve the aim of placement which takes no account of the sex of the applicant, BA is stepping up its efforts to ensure that its officers are even more knowledgeable of the rules on equality of treatment laid down in the Civil Code. These rules prohibit sexual discrimination when hiring, promoting and dismissing employees. Vacancies will in future be publicised without reference to the sex of the person.

FRANCE : ULYSSE - A computerised service on specialised job offers

ANPE, the national employment agency, has started jointly with the Télésystème company a computerised service on specialised job offers : Ulysse. This is aimed at enhancing its service to key economic users and sectors.

Through a nationwide network, Ulysse will significantly contribute to fill highly qualified vacancies or those from specific industries, these at the moment being air transport, cultural jobs, the press, health care, agriculture and teaching as well as job offers for managers, engineers and technicians.

The aim of the scheme is two-fold to enable

- on the one hand, job-seekers to extend, rapidly and effectively, their search to the national level, both from their home (if they have a " minitel " ⁽¹⁾) and from certain ANPE locations where they can use such terminals
- and enterprises on the other to disseminate their job offers at the national level to give them the greatest possible catchment area.

By making use of this information technology, ANPE not only demonstrates its own innovative capacity but also shows its willingness to increase its part of the employment market and its concern for improving its image, both towards the general public and enterprises.

Furthermore, since the on-line data service will be fed with job offers from ANPE (drawing on SAGE, the computerised operational management system of job-offers - see iM no. 9, and LICRA, the linking between regional centres of ANPE) and its partners (APECITA for instance, the association for the employment of managers, engineers and technicians in agriculture), the success of ULYSSE will to a great extent depend on the ability of ANPE's staff to back up this new system of matching labour supply and demand.

Thus, after the user chooses a job offer, he will apply by letter, enclosing his curriculum vitae, to the local employment agency which has registered the offer. The details of the offer and the agency in question are given after the wording of the offer as such. The employment of-

(1) Minitel is a terminal made available by the Telecommunication's Directorate General for receiving TELETEL which itself is an interactive videotex system using normal telephone lines. Thus the subscriber, by means of a keyboard, calls up a telephone number of an on-line data service centre (information or service) and dialogues with it, hence the term " interactive ".

ficers will then short-list the candidates and submit their applications to the employer without delay. It is essential that applicants should be informed rapidly of the result of the short-listing and then of the employer's choice.

The system came into operation on September 8, 1986. In addition to job offers the new service is also providing general information on employment, such as job promotion schemes decided by public authorities. Furthermore, it will be the source of statistics on job offers and the use made of the on-line data service.

NETHERLANDS : 1977 Relocation Aid Scheme

The 1977 Relocation Aid Scheme (BVK) has been modified from the beginning of January 1986.

The BVK consisted of two parts : the one applying to individuals and the other to companies. The individual part provided for reimbursement of removal costs for an unemployed person who could not be placed in his own region but could take up a vacancy in another region which could not be filled. This has now been dropped.

The collective part of the scheme will be maintained for the next four years in a somewhat modified form. It provides for relocation aid when a company moves to a priority area.

Miscellaneous

DENMARK : Nordic cooperation in the area of labour market policy

On the basis of an agreement on a common Nordic labour market there has traditionally been a very close cooperation on labour market policy questions among the five Nordic countries : Iceland, Finland, Sweden, Norway and Denmark.

This cooperation takes place within NAUT, the Nordic labour market policy committee. It comprises organised cooperation concerning labour market services / employment services, vocational training, etc., employment measures and labour market research.

In order to ensure the exchange of information between the national labour market administrations, an information service has been set up. This is integrated into the information activities of the Nordic Council of Ministers.

An annual catalogue is published of addresses and telephone numbers of Nordic labour market authorities. Furthermore, "NAUT-information" is published three times a year. This publication provides information on national and Nordic pilot projects, research, proposed legislative reforms and changes in the practical administration of the labour market policy in the Nordic countries.

Furthermore, an annual survey, the "NAUT-catalogue" is published with information on current projects, activities and cooperation bodies in the labour market policy field.

Since 1982 the publication and distribution of these labour market policy publications have been systematized in a special "NAUT report series".

Short notes

GREECE : To enhance the coordination of employment and vocational training and their mutual interrelationship, a new directorate has been set up within the Ministry of Labour. The secretary of state heading this directorate is the former Secretary General of the Ministry, Mr. Konstantinos Papanagiotou.

NETHERLANDS : Policy of aid to aliens

In the context of the General Assistance Act a bill has been introduced aimed at giving aliens, who legally reside in the Netherlands complete equality of treatment with Dutch nationals. Until now the government has only been required to give assistance to foreigners from

countries with which treaties had been signed to this effect. The bill formalises the existing assistance practice.

NETHERLANDS : Placement of the blind and partially sighted persons

A working group has been set up to examine "jobs for the blind and partially sighted persons". It is looking for jobs and functions which can be carried out by the blind and partially sighted persons. Furthermore, a temporary subsidy from the Manpower Services has enabled a special coordinator to be appointed (who is at the same time a member of the working group) to support the regional employment offices (GABs) in placing blind and partially sighted persons.

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Rough currency conversion rates

One European Currency Unit (ECU) was roughly equivalent to the following amounts of national currencies in August 1986 :

• Belgium	44 BFR
• Denmark	8.0 DKR
• Germany	2.10 DM
• Greece	137 DRA
• Spain	137 PTA
• France	6.8 FF
• Ireland	0.76 IR£
• Italy	1,450 LIT
• Luxembourg	44 LFR
• Netherlands	2.4 HFL
• Portugal	142 ESC
• United Kingdom	0.68 UK£

The MISEP Basic Information Reports are now available. For each of the Member States in 1985, they describe the structure and content of employment policy, setting out institutions, procedures and measures.

They can be ordered from the ECWS, P.O. Box 3073, NL-6202 NB Maastricht, price ECU 6 each or ECU 40 for the set of 10 reports.