

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

Belgium : Entitlements to UB suspended ; **Germany** : Employment forecasts ; **Spain** : Employment 1986 ;
Italy : Mechanisms restructured.

Employment maintenance

Germany : Short-time allowance.

Aid to the unemployed

Spain : New groups ; **Italy** : Reorganising benefits ;
Portugal : Social aid.

Training

Spain : National plan modified ; **France** : ACP traineeships ;
Netherlands : Apprenticeships ; **United Kingdom** : Training Access Points ; Job Training Scheme.

Job creation

Belgium : Contributions' exemptions ; **Greece** : 1987 programme ;
Spain : Capitalising UB ; **France** : Peripheral activities ;
Italy : Public utility work ; **Portugual** : Promoting ex-trainees' self-employment ; Madeira youth programmes.

Special categories of workers

Belgium : Youth work and training ; **Germany** : Repatriation allowance effects ; **Greece** : Quotas for disabled ; **France** : 1987 LTU programme ; **Ireland** : Job Search Scheme ; **Italy** : Equal opportunity bill ; **Netherlands** : Combatting youth unemployment ; Repatriation subsidy modified ; **United Kingdom** : Restart evaluated.

Working time

Netherlands : Women's working hours

Placement

Germany : Public placement effectiveness ; Computerising jobs sought ; SEDOC ; **France** : ANPE guidelines ;
Netherlands : Profit principle.

Miscellaneous

Netherlands : Compiling unemployment figures ; Concept of unemployment count ; Social funds.

Developments at a glance

- Belgium** Long-term unemployed persons' entitlement to unemployment benefits can now be suspended under certain conditions (p 3). Temporary (limited) exemptions from their social security contributions are granted to certain employers hiring young jobseekers and the long-term unemployed (p 9). A similar approach is being used in a system to connect work and training for the 18-25 year olds (p 12).
- Germany** Forecasts indicate that services' employment will continue to increase to the year 2000 (p 3). The short-time allowance can now be claimed for 24 (instead of 6) months (p 5). An analysis has been made of the reasons inducing foreigners to take up the 1983 repatriation allowance (p 13). The development of the public placement service, particularly its performance on key criteria, is the subject of another analysis (p 16), whereas two other articles deal with computerisation : of the national programme dealing also with jobs sought (p 18) and of the European SEDOC (p 18).
- Greece** The 1987 job creation programme (p 10) includes 12,000 new jobs for the under-25s and 15,000 for the over-25s. Enterprises with more than 50 employees now have a 3% hiring quota for the disabled (p 13).
- Spain** Dependent employment increased overall by 330,000 in 1986 - 6.4% in the private and 2.1% in the public sector (p 4). Protection against unemployment has been extended to new groups, including toreadors and agricultural workers (p 5). Changes have been introduced in FIP, the national vocational training and integration plan (p 6). Some 72,000 persons took advantage in the first 14 months of the scheme to capitalise unemployment benefits to set up on their own (p 10).
- France** ACP short traineeships are being put on for over-25s (p 7). Peripheral activities can be carried out by the jobless working less than 78 hours a month for intermediary associations (p11). The 1987 action programme for the long-term unemployed consists of vocational training and work experience actions as well as 50% exemptions from employers' social security contributions (p 13). New guidelines have been circulated to enhance employment agencies' relationships with employers (p 19).
- Ireland** The Job Search Scheme for the long term unemployed has now been extended to the whole country (p 14).
- Italy** The labour market mechanisms have been restructured (p 5.). A bill has been introduced to reorganise benefits for redundant workers (notably the CIG system) and the unemployed (p 6). Another bill provides for public utility work for the 18-25 year olds (p 11). Bringing down the barriers to equal employment opportunity between the sexes is the subject of a third bill (p14).
- Netherlands** The contents of collective agreements are examined as regards apprenticeship (p 7) and the availability of social funds (p 20). An analysis has been made of the 1984 recommendations to companies to combat youth unemployment (p 15). The repatriation subsidy scheme has been modified (p 15). Regulations on women's work are being relaxed (p 16). The Directorate General for Manpower is increasingly adopting the profit principle (p 19). The possibility of improved compiling of unemployment figures is being examined (p 19) and the concept of the unemployment count reviewed (p 19).
- Portugal** Social aid has been introduced for long-term unemployed youths (p 6). To promote self-employment special measures for long-term unemployed youths have been started on Madeira (p 12) and financial support given to vocational training alumni (p 11).
- United Kingdom** Training Access Points have been set up in city centres to provide comprehensive information on training opportunities (p 8.). The new Job Training Scheme should enable 250,000 (mainly 18-24 year olds) unemployed annually to gain skills, qualifications and experience (p 8). Restart pilot schemes for the long term unemployed have been evaluated (p 15).

Overall developments

BELGIUM

Suspending the right to unemployment benefits

The royal decree of 30 December 1986 (MB of 29 January 1987) modified the system of exclusion from entitlement to unemployment benefits for the long term unemployed (art. 143 of the royal decree of 20 December 1963 concerning employment and unemployment) into a suspension of the entitlement to unemployment benefits.

The principle

From now on an unemployed person can only be deprived of his/her entitlement to unemployment benefits if the duration of his/her unemployment is more than twice that of the average duration within the regional office on which he/she depends and of the age bracket and sex group he/she belongs to.

However, this regional average is corrected according to the national average of the duration of unemployment for each category of unemployed person: if the national average exceeds the regional average it is the former which is taken into account to assess whether the unemployment is long term.

Furthermore, the unemployed person's past employment must be taken into consideration: when he/she can prove at least 15 years of dependent employment, *twice the average duration of unemployment* is replaced by a duration based on that of the occupational career, in particular by 6 months per year of dependent employment. For instance, an unemployed person who has worked for 20 years can count 10 years of unemployment.

Area of application

Suspension applies to workers of less than 50 years of age who cannot prove the loss of a sole income and who are in their third period of unemployment (ie. those who receive a monthly lump sum of 10,504 BF -- cfr iM 16). This regulation does not apply to the unemployed who work at least half-time within the framework of part-time work which has been accepted to avoid unemployment.

The procedure

The unemployment inspector must warn the person concerned at least 3 months before the expiry that the duration of his/her unemployment will exceed twice the average duration of unemployment and that as a consequence his/her entitlement to unemployment benefits will be suspended. The suspension starts on the first day of the third month following the overrun date.

Appeal

In cases of suspension, the unemployed person has two possibilities for appeal, the one dealing with the legality of the suspension decision and the other with its opportuneness.

* Objective reasons

The worker can make an administrative appeal to the inspector in the month following the day of the notification of the warning. This is an appeal on "objective" grounds. This means that the unemployed person contests that the statutory conditions laid down for suspen-

sion are applicable to him/her

- either in that he/she does not meet the conditions for the duration of unemployment or of status
- or because the annual net taxable income of the household to which he/she belongs is (not taking unemployment benefits into consideration) less than 600,000 BF (increased by 24,000 BF per dependant).

The inspector is required to decide on the appeal in the month following its being received. If the inspector stands by his decision, the unemployed person can appeal to the labour court.

* Subjective reasons

Within the same time period of one month, the worker can make an administrative appeal to the National Administrative Commission. This appeal is based on subjective reasons: that the unemployed person, although falling under the statutory conditions, considers that he/she can appeal against the suspension decision for one of two subjective reasons:

- either because of the exceptional and continuous efforts he/she can show to have undertaken during the whole of the duration of the unemployment to find another job
- or because of his/her limited fitness for work, ie. his/her very reduced or partial fitness characterised by a physical fitness below the normal requirements of the occupation.

The National Administrative Commission consists of a judge, an inspector of *ONEm* (the national employment office), an inspector of finance and two representatives each of employers and trade unions. The appeal is only considered founded if at least 6 members of the Commission come out in its favour.

Possibility of recovering entitlement to unemployment benefits

The suspension ends if the worker fulfils one of the following three conditions:

- when he/she can establish that the net annual taxable income of the household to which he/she belongs does not exceed 480,000 BF (increased by 24,000 BF per dependant);
- when he/she can prove a change in his/her family situation such that he/she is entitled to claim an unemployment benefit which is not a lump sum;
- when he/she can prove 300 days of work during the 18 months preceding the new claim for unemployment benefits.

GERMANY

Employment prospects to the year 2000

The **service sector** will continue to grow and provide employment for an increasing proportion of the working population.

This is the outcome of projections of labour requirements to the year 2000 by Prognos-AG, Basel. Prognos was commissioned by *BA*, the Federal Employment Institute, to make, in conjunction with the *IAB*, the Federal

Labour Market Research Institute, estimates of labour requirements under three scenarios of economic growth: +1%, +2.5%, and +3%.

These three projections do not promise by the year 2000 Fourastié's "service society" in which an "insatiable hunger for services" will employ 80% of the working population in the tertiary sector and would thereby guarantee a new equilibrium on the labour market. Yet the middle variant foresees an increase in employment in the service sector between 1984 and 2000 which will fully compensate for the losses in the primary and secondary sectors. In the higher variant the increase in employment in service sector activities would even exceed job losses in the two other sectors by a factor of four. The less advantageous conditions in the lower variant would, however, lead to a decline in employment even in the service sector.

According to the **middle variant** between 1982 and 2000 there will be a net increase of 1.6 million jobs in the 12 growth industries of the **service sector**. But in **trade** and **transport** there is likely to be a decrease of 300,000 jobs.

The expected increase in employment in the service sector does not mean an equivalent increase in full-time jobs. Prognos estimates that there will be a more than proportional increase (compared with the past) in all service industries from 1982 to 2000 in the proportion of part-time jobs.

Most of the additional jobs will be in the eight service industries classified as **miscellaneous services**; and one quarter of them will be in legal advice, business consulting, architecture, advertising and housing. For business and technology are becoming increasingly complex and complicated. This requires intensive planning and raises demand for advice and software.

The employment boom in health and veterinary care as well as in science, education and sport in the 1970s, will not be repeated to the year 2000. There is already a very high level of health care (eg. doctors and nurses). No great expansion of staff-intensive concepts (such as mobile care services, preventive medicine) is expected because of financial constraints.

As regards pre-vocational schooling, the demand for teachers will, with the same student-teacher ratios, fall with the decline in numbers of children and young people. On the other hand, as regards recurrent education and research there will be a relatively strong increase in employment.

The striking growth in employment in regional government and social security bodies does not signal any significant expansion in the amount of work but a clear increase of part-time jobs. The state as employer cannot, because of continuing labour market problems, shirk its social and labour market responsibilities and must increasingly bring in part-time jobs.

In all three variants, numbers employed in **trade and commerce** will fall. The opportunities for organisational and technical rationalisation in these industries have not yet been exhausted. Even if, as expected, trade increases, employment will be held in check by rationalisation. There will thus be no increase in employment.

The same holds true for **transport**. Because of increases in productivity there is expected to be a significant drop in employment in particular in rail transport.

SPAIN

Employment in 1986

Data provided by the 1986 survey of the working population shows that the change in employment growth in 1985 was consolidated. However, over these two years there were three major shifts in the employed labour force:

- * the scale of its increase: 332,000 in 1986 compared with 68,400 in 1985

- * the continuity of this increase: whereas in 1985 the increase in employment had only started in the third quarter, it continued throughout 1986

- * in 1986 the sharp increase in employment was accompanied by a very strong growth in the labour force whose percentage change was 2% compared with 1.1% in 1985. Despite this there was a drop in the number of the unemployed because, contrary to the previous year, the increase in the employed labour force was greater than the increase in the working population.

There were two reasons for the growth in employment in 1986: on the one hand, the percentage change of GNP went from 2.2% in 1985 to 3% in 1986 according to the latest estimations. On the other hand, this difference in the rate of year-on-year economic growth cannot itself explain the extent of the growth in employment -- account must also be taken of the labour market effects of employment promotion measures. The overall results imply a very high number of hirings (more than 1.4m) through the various programmes which significantly contributed to the number of placements hitting a record high (more than 3m).

But the real nature of the change in trend which has taken place over these past two years can be ascertained by analysing the composition of the increase in dependent employment. In 1985 the net increase in dependent employment worked out at 178,400 persons (some 2.5% in relative terms), of whom 134,900 were in the public sector (an increase of 7.8%). This compensated for the weak propensity of the private sector to generate employment. The opposite was the case in 1986: the increase in dependent employment corresponds mainly to an increase in the growth in the number of dependent employees in the private sector (354,900) which represents an increase of 6.4% as against a 2.1% increase in new public sector jobs (38,600).

One of the more favoured groups in this growth of employment was that of young people, who saw their numbers employed rise for the first time in many years. Whereas there had been a constant fall in the employment of young people since the beginning of the economic crisis in the 1970s, the number of the under-25s having a job increased by 125,200 in 1986. At the same time there was a slight fall in the annual unemployment rate for persons of this age despite their numbers in the labour force having increased more than in previous years. The relative weight of young people in the overall figures for unemployment, though remaining very high, dropped significantly over the last few years: from 54.3% in 1982 to 48.1% at the end of 1986.

There has been a significant absolute increase in male employment and a consequent sharp drop in male unemployment. On the other hand, the considerable increase in female employment was insufficient to reduce the figure of female unemployment. This is because of the considerable increase in the female wor-

king population which reached an annual percentage change of 4.3% as against 1% for males. This massive influx of women on to the labour market is a response to improved employment prospects and the consequent reduction in the "discouragement effect". This enhanced the finding of first jobs as well as the reintegration of women who had left the labour market at times when job opportunities were rare.

The existence of significant numbers of potential working women in Spain is shown by the low rates of female employment compared with other European countries. This will exert considerable pressure in the future on the labour market from the moment that the economic situation will nourish hopes of employment.

ITALY

Regulations on the organisation of the labour market

Within the framework of a wide-ranging renewal of the

labour market mechanisms, law no. 56 of 28 February 1987 introduces new legislation on the organisation of the labour market.

Its most significant innovations concern :

- the establishment of district employment commissions and district labour offices
- a new structure of and tasks for the regional employment commissions
- the setting up of labour market observatories
- a new classification of workers registered on the placement lists
- new provisions pertaining to fixed term contracts and to apprenticeships and
- the creation in every region of employment agencies which are technical planning bodies for implementing manpower policies aimed at fostering and stimulating employment.

Employment maintenance

GERMANY

Short-time allowance extended

The Federal Minister of Labour has issued an Order generally extending the maximum period for which short-time allowance can be claimed from six to 24 months.

The Order took effect on 1 April 1987 since the current Order laying down a 24-month maximum period for short-time allowance expired on 31 March 1987.

According to the Federal Minister of Labour, the extension of the period for claiming short-time allowance is to help avoid dismissals in enterprises affected by short-time working once the statutory 6-month period has expired.

Aid to the unemployed

SPAIN

New groups for unemployment benefit and agricultural assistance

Royal decree 2622/1986 (24.12.86) enables new groups to receive unemployment benefits : professional football players, commercial travellers, toreros and others who had just previously been integrated into the general social security system. The same decree also improves the protection of artists against unemployment. These groups have some idiosyncrasies which are taken account of in the regulation by differences in the duration and reference basis for calculating the rate of benefit.

A further royal decree (April 1987) extends unemployment protection to casual occupational groups linked to the armed forces by a temporary agreement. By this decree their situation is equated with that of other casual employment contracts in public administrations which were included in the unemployment protection system in 1985.

Furthermore, two modifications were brought in for 1987 to the previous regulations concerning the unem-

ployment protection system of **agricultural workers** covering only casual workers in the rural areas of Andalusia and Extremadura (their concentration in 1986 being respectively 83% and 17.6% of beneficiaries). Royal decree 2697/86 (30.12.86) increases from 10 to 20 the minimum number of days needed to be worked to be entitled to agricultural assistance. It furthermore specifies that to make up this minimum figure, account can be taken of the number of days subject to contribution to the **general system** of social security, the upper limit being the number of days actually contributed to the **special agricultural system**. Subsequently royal decree 186/87 (6.02.87) laid down as an exception for 1987 that all days subject to contribution to the general system of social security in the context of work carried out under the Rural Employment Plan during the 12 months preceding unemployment can also be counted towards the minimum of 20 days.

According to the regulation the maximum duration of payment of the assistance will be

- * 180 days for workers who have contributed for at least 60 days
- * equal to three times the number of days of contributory employment where there are from between 34 and 59 days, and

* 100 days when there are between 20 and 33 days of contributory employment.

In 1986 the average monthly number of beneficiaries of the special agricultural assistance was 232,066 workers, representing a 26% increase over the previous year. Expenditure was some Ptas 58bn compared with some Ptas 45bn in 1985. 83% of the beneficiaries were entitled to the maximum duration of assistance.

ITALY

Regulations on wage compensation, manpower surpluses and unemployment benefit

The government has recently presented a bill to parliament aimed at

- reorganising the *Cassa Integrazione Guadagni - CIG* (the Wage Compensation Fund),
- the mobility of surplus manpower, and
- the daily unemployment benefit.

The measure seeks to make the "exit mechanisms" of the labour force more suitable to the current needs of the labour market, providing for a significant reform of the whole area. Thus the "extraordinary" assistance under the *CIG* will have to stop being used as a substitute unemployment benefit and be brought back to its original purpose: an instrument which enables the temporary lay-off of workers with a view to their being subsequently reinstated in the enterprise. The duration of the compensation must not exceed a maximum which can vary from 3 to 5 years according to the purpose for which it has been requested; the firm has to pay an additional contribution equivalent to 4% or 8% of the wage compensation being paid to its own employees.

Furthermore, provision is made for the possibility of granting compensation under the "extraordinary" *CIG* for a period not exceeding 12 months for workers of firms involved in bankruptcy procedures, who have been laid off work but are not redundant since they have prospects of being reemployed.

The law also defines the mobility regulation for those workers whom the company considers not to be in a position of being reinstated. Workers who have been declared redundant after the consultation procedures with the trade-union will be registered on "mobility lists" and their contract cancelled. Workers registered on the "mobility lists" will receive, for a period of 3 years, a "mobility allowance". At the outset, the allowance will be

equivalent to that under the Wage Compensation Fund, decreasing over time.

For such workers, initiatives will be launched to foster their reinstatement in self-employment activities or in a partnership. They can request the payment of the "mobility allowance" in a one-off lump sum if they wish to start their own business or join a cooperative.

Firms will have to contribute proportionately to the amount of the mobility allowance which the workers receive.

Furthermore, a special provision aims at fostering replacement of manpower in certain firms belonging to specific industries which have signed a solidarity contract or which draw on the *CIG* for a certain number of hours. To obtain the benefit foreseen by the law, the firms must submit a plan for replacing their manpower. Such workers, who are considered "mobile", may avail themselves of early retirement at the age of 55. Until that date they will receive an allowance equal to the *CIG* benefit. The said allowance will be paid out in a one-off payment if they wish to start their own business.

Finally, the bill provides for redefining the ordinary unemployment benefit (which currently amounts to 800 lire per day). It will be raised to 15% of the contributory wage. The benefit will also be extended to workers who are currently lacking such financial protection.

PORTUGAL

Social aid for unemployed youths

A new measure was published in the official gazette of March 31, 1987 for long term unemployed youths aged 18-25 to become operative from May 1. It lays down the following conditions which applicants have to fulfil to qualify for financial assistance:

- * to have finished their ninth year of schooling or have obtained the certificate for having completed IEFEP vocational training (or the equivalent)
- * not to be in receipt of unemployment benefit
- * not to be enrolled in a schooling or vocational training establishment
- * to be a member of an economically disadvantaged family

The allowance currently amounts to 7,500 Escs. This corresponds to the level of the allowance of the general non-contributory system of social security.

Training

SPAIN

FIP modifications

FIP, the national vocational training and integration plan, was brought in in 1985 by a decree (31.07.85) of the Ministry of Labour and Social Security (cfr. iM 14). The ministerial decree (20.02.86) subsequently brought *FIP* into line with the orientations of the European Social Fund (ESF) and facilitated the implementation of training actions. A further ministerial decree

(9.02.87) modified various aspects of *FIP*. All these changes can be explained on the one hand by the need to adapt the contents of some of the *FIP* programmes to the ESF's orientations for 1987 and, on the other, by the desire at the same time to extend as far as possible vocational training and integration activities and to improve their management.

The changes brought in concern in the main the following aspects:

- * New regulation of *FIP* programmes as regards their arrangement in the presentation of the decree. In the

previous regulation a group of programmes was governed by a supplementary provision.

* Increase in the amounts of financial aids provided for in *FIP* which affect the grants and scholarships given to the participants and the enterprises for taking part in these activities. Increases have been made according to *IPC*. Likewise, help given for transport and board has been generalised to all those whose participation in courses requires a change of domicile.

* Employers are now required to inform the legal representatives of the workers about the contents of the vocational training courses for workers on a training or a practical traineeship contract.

* The *CGFP*, the General Council for Vocational Training (cfr. IM 15) must be consulted for the approval of the amounts of the grants made to the collaborating centres and the contents of the vocational diplomas given by *INE*, the National Employment Institute, have to be made known.

* The groups of beneficiaries and the aids provided for in the vocational integration programmes through practical traineeship contracts have been modified. As regards the groups, the age limit required (25 years) for taking part in the programme, has been abolished.

* The target groups of the training programmes for rural area workers have been extended: they no longer have to be casual workers. To be able to draw on training, enterprises and sectors will no longer be required to be both undergoing restructuring and implementing a procedure of regulating employment; they only need to meet one of the two conditions.

FRANCE

ACP : Short traineeships for the over 25s

The Ministry of Social Affairs and Employment has requested *ANPE* to run experimentally short further training activities (*ACP*) for jobseekers who are more than 25 years of age.

During such training participants keep the status of jobseekers. The purpose of the training is to increase the chances of the lasting reintegration into working life of those who have been unemployed for between 3 and 6 months. In other words, specific deficiencies have to be made up for or their occupational skills and qualifications enhanced so as to bring about their rapid reintegration. Thus, an electrician could be trained in programmable robots, a secretary in office automation, an accountancy assistant in management data-processing, a turner in numerical control, a TV repairer in video recorders or a typographer in computer setting.

Such short courses (less than 300 hours) are run by company training centres, training bodies or inter-enterprise organisations with which *ANPE* has an agreement. The priority target group is jobseekers who have already had working life experience.

Financed by the *ANPE* budget, such courses do not entitle the participant to receive pay as a trainee undergoing vocational training. For the duration of the traineeship participants maintain their status as jobseekers and continue to receive, if this was previously the case, their unemployment benefit according to the regulations adopted by *UNEDIC* (the national union

for employment in industry and commerce), the joint body managing unemployment insurance.

ACPs started in December 1986. An evaluation will be made before extending the system enabling jobseekers to participate in programmes for wage-earners which are a part of recurrent training.

NETHERLANDS

Collective agreements and apprenticeship policy

A study of the practical component (as opposed to the teaching component) of the apprenticeship system commissioned by the Ministry of Social Affairs and Employment has now been published. Its main findings were as follows:

Collective agreements (*CAOs*) dealing with the apprenticeship system have played an important role over the last years in changing policy in industry in this field. Previously the provision of practical training places depended in the main on decision-making in individual companies. That has now been changed because, as a consequence of *CAOs*, the supply is now less stringently tied to the need for trained staff in individual companies.

The study builds on an earlier survey of the factors influencing the provision by companies of practical training places. The field work for the study was carried out under the traditional situation as it existed until 1983. That means that a training contract (indenture) was signed between the apprentice and the company; this training contract was linked to a work contract which specified, in principle, the same contents as for comparable employees. The wages and the training costs were borne entirely by the company. Since then the policy governing apprenticeships has changed under the influence of, inter alia, agreements reached within the Labour Foundation in 1982 on strengthening the practical component of the apprenticeship system. Since 1982 the government has financially supported the policy, mainly by means of *BVJ*, the Regulation on contributions to the vocational training of young people.

The study maps out the policy instruments developed over the past years aimed at strengthening the practical component. The instruments most commonly used are: information and canvassing, joint training activities (*GOAs*), part-time approaches (whereby apprentices share one full job), didactic innovations and collective agreements. Furthermore there are the financial stimuli stemming from the *BVJ* and/or the branch of industry. The study shows that the policy instruments are used and combined differently according to the industry concerned.

The researchers see the collective agreements as being important in two respects. First, they can provide financial stimuli to enable the sector to develop a training policy of its own. In this respect there are, for instance, agreements on compensatory contributions (i.e. levies on the paybill per company for the creation of a training fund in the branch of industry). Greater financial independence of government brings about a more independent policy ("he who decides, pays"). Secondly, collective agreements can stimulate the development of other policy instruments. In this context the researchers refer to use being made of part-

time approaches, applying a legal status and/or wages which differ from those which were usual in the traditional situation and joint training activities.

UNITED KINGDOM

The Training Access Point (TAP) Initiative

The **aim** of the TAP project is to make it easier for individuals, employers and company trainers to access information about vocational education and training opportunities, and identify provision which matches their requirement. It will also encourage more flexible attitudes to training and less reliance on standard and perhaps less suitable training solutions. TAP is being developed in close consultation with the Department of Education and Science.

Relevant information can be accessed through computerised Training Access Points (TAPs) based in a variety of locations including Jobcentres, public libraries or High Street shops. TAP points should offer details of local and nationally available vocational education and training provision, enrolment dates and costs of provision, sources of finance, qualifications available and credit transfer systems.

TAP will draw upon existing national databases and encourage the development of information on local opportunities. In the longer term TAP will also be looking at the possibility of using information technology to offer analysis of training needs to small businesses.

TAP Network Agents

TAP is not just about computers. The system will be backed up by TAP Network Agents who will run a local TAP network with a number of TAP points in different locations. The TAP Network Agents will also help individuals and companies interpret the information and put together suitable training packages. The aim is to make sure that TAP users will have the benefit of impartial expert advice and brokerage.

Agents might provide either a general service supporting a number of TAP points in a particular area or a specialist service covering a particular industrial sector or occupation. Some agents will be primarily interested in providing a service for employers, others for individuals, or for both. Agents may also be training providers if their impartiality can be assured. Although the MSC (the Manpower Services Commission) will initially fund TAP Network Agents, over a period of time TAP networks should aim to recover most of their costs.

Different organisations may be TAP Network Agents including local collaborative project consortia, chambers of commerce, industry training organisations, enterprise agencies, education and training providers, or local authorities and other institutions providing advice and guidance for individuals.

1986/87 Projects

During 1986/87 the aim will be to test out the TAP idea in a range of different types of networks and get some idea of the demand for and value of the information. Negotiations are well advanced for the funding of up to 20 pilot projects which started to come on stream from mid-March 1987.

As pilot projects they will not at first offer the full range of TAP services.

UNITED KINGDOM

New training opportunities for unemployed people

The **new Job Training Scheme**, which offers new training opportunities to unemployed people, is currently being extended nationwide and should become available in every area of the country within the next few weeks.

The scheme (cfr. iM 17) was originally piloted in the nine areas of the country where the Restart programme was also tested. When nationally extended it should offer opportunities for up to a quarter of a million unemployed people in a full year to gain the skills, experience and recognised vocational qualifications they need to compete effectively in the labour market. It will be open to those who have been unemployed for six months or more - most of whom will be identified and approached through Restart interviews - but priority will be given to meeting the special needs of those aged 18-24.

The scheme represents a highly innovative approach to the skill needs of unemployed people, with its emphasis on specially tailored training packages designed to fit the exact training requirements of each individual going on it. Each trainee will receive an initial detailed assessment, which will examine his/her existing skills, qualifications and experience, and consider these in the context of local labour market opportunities. On the basis of this assessment an agreed training plan will be drawn up, specifying what training and linked experience the trainee will receive, and what qualifications he/she will work towards. In this way, the scheme will be able to cater for all ability levels, from the highly qualified graduate who needs top-up vocational training and experience, to the young person who left school without any qualifications and lacks basic literacy and numeracy skills. In every case, the emphasis will be on enabling that individual to improve on his/her existing skills, and thus have a better chance of competing for jobs.

Trainees will spend between three and twelve months on the scheme with the average period being six months. The trainee's week will be divided between training off the job, and linked training and experience on employers' premises. Training will cover a wide range of occupational fields, depending on demand in local industry and commerce, but all trainees will be given the opportunity to acquire skills in the area of information technology, and help with job searching; training for self-employment will also be available for those that want it. A range of different training methods will be used including colleges, training centres, employers' in-house training facilities and conventional or open learning techniques, depending on the occupational area, and the background, experience and aptitudes of the trainee.

The scheme is being managed on behalf of the Manpower Services Commission by a number of managing agents in each area of the country. Typically a managing agent may be a chamber of commerce, a local authority, or a private training provider. The managing

agent will be responsible for carrying out the initial assessment of trainees, for drawing up and agreeing training plans with them, and for arranging the various components of the plans including placements with employers. Managing agents will receive a management fee of £35.87 for everyone who starts on the scheme, and a training fee of £13.72 for each trainee's completed week of training.

The evidence suggests that unemployed people - particularly long-term unemployed people - are at a severe disadvantage in competing for the jobs that are available. The new Job Training Scheme will offer them the opportunity to gain relevant skills, recognised qualifications and linked experience on employers' premises, which should in turn greatly improve their chances of getting a job.

Job creation

BELGIUM

Temporary reduction in employers' social security contributions

Royal decree no. 498 of 31 December 1986 (MB of 23 January 1987) aims to promote the recruitment of young jobseekers and the long term unemployed. It lays down that enterprises which achieve a net increase in employment in 1987 through hiring such persons can draw on a (limited) exemption from employers' social security contributions until the end of 1990 and a reduction in contributions in 1991 and 1992.

The employers concerned

To qualify for the temporary reduction of employers' social security contributions employers have to:

- employ persons who are subject to social security
- come under one of the laws governing corporate closures.

Hence, enterprises which are not industrial or commercial are excluded.

The decree also applies to members of the professions.

Who can be hired?

To be able to draw on the system enterprises must hire:

- a youth aged 18-25 who was registered on 1 January 1987 for at least one year as a fully unemployed person receiving benefit; or
- a youth aged 18-25 registered on 1 January 1987 for at least 18 months as a jobseeker without work; or
- a jobseeker who, at the time of being hired, has been a fully unemployed person in receipt of benefit for at least 2 years; or
- a jobseeker who, at the time of being hired, has been drawing uninterrupted for at least 6 months the minimum means of existence.

These persons must be hired during 1987. This must be done by means of an open-ended employment contract.

Additional hirings must be net

A reduction in employers' contributions is only granted if the hiring of unemployed youths or long term unemployed leads to a net increase in the numbers employed. To this end, two conditions must be met:

* the hiring must increase the number of workers in the enterprise compared with the number of workers employed at the end of the 4th quarter of 1986, and this increased number must be maintained at least for the period of exemption and reduction;

* following the hiring, the company's paybill such as it is declared to the ONSS (national social security office) must rise compared with the paybill declared for the corresponding quarter of the previous year and this increased paybill must be maintained at least during the period of exemption and reduction.

In no case can the increase in numbers of workers result from a corporate merger, splitting, transformation or amalgamation.

Scope and duration of the reduction

Until the end of 1990: exemption. For all workers hired under the conditions outlined above, employers are exempt from paying employers' contributions for social security and wage moderation until the end of 1990 with the exception of contributions for annual vacations for manual workers, paid educational leave, the livelihood guarantee fund (*fonds de sécurité d'existence*) and the corporate closure fund. This exemption is, however, limited to the contributions due on that part of pay which does not exceed the average minimum monthly income (currently 33,348 BF). Contributions due on the part of the wage above the minimum income must be paid entirely.

1991 and 1992: reduction. For 1991 employers' contributions for social security and wage moderation are due on one half of the part of the wage which does not exceed 33,348 BF. For 1992 the reduction is limited to one quarter for the part of the wage which does not exceed the minimum income.

In cases of **part-time work**, the average minimum monthly income on which the exemption from employers' contributions for social security and wage moderation is applied is calculated as a percentage of the average minimum monthly income of the full-time worker in question and on the basis of the working hours in the enterprise.

When the employment of the worker ceases before 31 December 1992, the reduction is maintained until the expiry of this period in respect of the worker hired as a replacement, provided that the conditions presented above are respected.

If a worker is dismissed during the period in which the reduction is allowed and if he/she is entitled to severance pay, the employers' social security contributions due on the severance pay are not reduced.

Administrative requirements

To be able to draw on the advantages laid down by the decree no. 498 the employer must specify, in his quarterly statement to the *ONSS*, the exact identity of the worker for whom he reduces the employers' contributions and prove that this worker is a young job-seeker or a long term unemployed person whose hiring has led to a net increase in the numbers employed and in the company's payroll.

Concurrent drawing of benefits

Employers who draw on the exemption from or reduction in employers' contributions cannot, for the same worker, make use of the benefits of other employment schemes (eg. the royal decree no. 111 of 15 December 1982, cfr iM 1 - i.e. temporary social security reductions for taking on a first worker).

GREECE

Job creation schemes 1987

The following schemes, some renewing existing schemes, constitute the 1987 job creation programme :

* A project for the creation of 12,000 new jobs for young people under 25 years and of 15,000 new jobs for those over 25 years. This programme provides finance for private enterprises, cooperatives, organisations and municipalities for hiring new employees without dismissing existing personnel. The amount of the grant depends on the sector in which the employee is hired and on his/her qualifications: graduates, returning migrants, ex-prisoners, etc. Finance is given for one year with the employer being required to retain the person for at least a further 6 months.

* A financial grant programme of 300,000 Dra each for funding 2,000 young persons up to the age of 25 years and 3,000 persons over that age who wish to become self-employed. 100,000 Dra are paid in advance on enrolment in the programme with the remainder being paid in 5 bi-monthly instalments, each of 40,000 Dra. For enrolment on the programme, the following conditions have to be fulfilled :

- the economic activity of the person must be his/her main occupation ;
- the business must be new, employing less than 10 persons and be a permanent establishment, not being seasonal in character

The following occupations and types of business are excluded :

- scientists, doctors, lawyers and architects
- gambling and amusement businesses
- petrol stations
- private educational institutions
- agricultural businesses

* A programme financing the creation of new jobs for 1,600 handicapped persons.

* A programme financing the redesign of workplaces for 200 disabled persons.

SPAIN

Capitalising unemployment benefits

Unemployment benefits can be paid out in advance as a lump sum according to the amount of contributions made by the worker under the contributory system. This is laid down by the unemployment protection law of 2 August 1984, the implementing provisions being set out in the royal decree 1044/84 of June 1985. This measure is intended to encourage the unemployed to either set up on their own or to become members of associated work cooperatives or workers' partnerships.

Thus has a change of conception been brought into the Spanish unemployment benefit system : the worker without employment is encouraged to abandon a passive attitude of waiting for work (even if he/she is looking actively for a job) and to adopt a positive, active attitude by creating (alone or jointly with other workers) his/her own job or enterprise.

Furthermore, *INEM* pays on behalf of workers making use of this measure either 50% of the social security contributions for the self-employed or 100% of the worker's contribution to the corresponding social security scheme. These payments are made for a period equivalent to that for which the worker would have received the unemployment benefit had he/she not requested the capitalisation. Receiving the capitalised benefit can be cumulated with other grants for encouraging self-employment or the creation of or participation in cooperatives or workers' partnerships.

To receive the one-off capitalised payment of unemployment benefit, the worker must submit together with his application an outline of his investment project and intended professional activity. If necessary, he/she must provide the proof of having requested enrolment as a member of an associated work cooperative or a workers' partnership.

The effects of this measure started to be felt in September 1985. Between then and November 1986 71,901 applications were accepted. Of these, 56,955 (79.2%) chose to set up on their own, 5,102 (7.1%) as members of cooperatives and the remaining 9,844 (13.7%) as members of workers' partnerships.

Most of those requesting the one-off capitalised payment benefited from the longest capitalisation periods, the maximum length allowed being 24 months. This is only logical given the aim of the measure. At the present time, the average period is some 18 months. There has been a slight increase in the number of workers who capitalise for shorter periods ; this indicates a growing interest for this type of payment of benefits.

The differences in the average amounts which the workers receive are explained by the amount of contributions which had been paid, by the period of time eligible for capitalisation and by the point in time of benefit payment at which the one-off capitalised payment of unemployment benefit is requested. The total amount capitalised between September 1985 and November 1986 amounted to 67,598 million Ptas, representing an average of 940,200 Ptas per worker. During the last month, the average sum paid out was 988,957 Ptas.

In November 1986 the proportion of workers concerned by this measure compared with the total number of fully unemployed persons in receipt of unemployment

benefit under the contributory scheme was 13.7%. This reveals an appreciable level of participation by workers in this job creation measure.

FRANCE

Developing peripheral activities

New measures are being brought in to develop activities to meet needs which are, for a variety of reasons, badly satisfied. These reasons concern essentially the cost of labour, the rules laid down by labour law and the problems involved in matching labour supply and demand for activities which last a very short time, or are one-off or occasional.

To enable such activities to develop there was a need to define specific conditions as regards both the work contract and the cost of labour (exemption from social contributions) at the same time avoiding problems of competing with existing jobs. The aim is clearly to create new activities and to avoid employment displacement.

The intention is to reserve these activities to persons who are jobless so as to enhance their opportunities of returning to social and working life, to provide them with income or income supplements at the same time as maintaining their social coverage. This is considerably facilitated by the opportunity opened up to the unemployed in receipt of benefit to work for a limited period of time (less than 78 hours a month) while maintaining their rights to unemployment benefits (suspended when they are working).

Intermediary associations enable these new activities to be implemented. The Labour Administration has learned from local pilot projects to design intermediary associations which have been established by Law no. 87-39 of 27 January 1987. "Their purpose is to hire jobless persons and to enable them to be made available in return for payment to natural persons or corporate bodies for activities which are not already provided under the local economic conditions by private initiative or by the action of public authorities or bodies drawing on public resources".

The intention is to spread this type of association throughout the country to provide jobless persons with work (but not employment) thanks to these new activities.

To avoid problems of competition, the association has to be approved by the *Préfet* after having sought the advice of the vocational bodies concerned. It is desirable that there be smooth concertation between the intermediary association and its socio-economic environment.

There is complete exemption from social charges for working time of less than 200 hours per quarter. Between 200 and 234 hours, the social contributions are small. Above that, contributions have to be paid at the standard rates (for the whole of the pay). This mechanism was brought in to enable the opening of a right to persons who would no longer be covered in case of sickness. Contributions for occupational accidents and for unemployment insurance are also foreseen.

Before preparing the texts applying the law (Orders, decrees, circulars, etc) a Forum of Intermediary Associa-

tions was organised at the request of the Ministry of Social Affairs and Employment. This Forum, which took place on January 27-28, enabled numerous existing associations operating for the benefit of the unemployed to spell out their difficulties, to give their reactions to the law creating the intermediary associations and to make known their remarks and wishes within working groups.

The Order of 3 May 1987 lays down the procedure for approval and the nature of both the work contract and the commitment of the intermediary association.

ITALY

Special employment for young people in public interest initiatives

The government has prepared a bill to be debated in parliament as soon as possible. It provides for the financing of public interest projects of a maximum duration of 12 months, sponsored by public bodies, companies, associations, foundations and professional bodies and carried out, without a view to profit, by contracting organisations.

Such projects require the recruitment of young people between the age of 18 and 25 who are unemployed and registered on the placement lists. The persons concerned will be hired for a fixed term based on the duration of the project. Employment will be part-time and working hours must not exceed 80 per month. The young people employed in such projects will be paid LIT 6,000 for every hour actually worked which will replace the unemployment benefit which might be due.

The area covered will be the south of Italy. A total expenditure of LIT 1,500 billion would be earmarked for the 1987-88-89 triennium.

PORTUGAL

Financial support to former trainees of vocational courses to become self-employed

Two similar programmes were started in January, the one by *IEFP*, the national vocational training and employment institute, and the other by the employment directorate of the autonomous region of Madeira. They aim at giving persons who have successfully completed vocational training at state training centres financial support in creating their own jobs.

* The experimental *IEFP* programme is for young people of less than 25 or the long-term unemployed who finished their course in the second half of 1986. The amount of the (non-reimbursable) allowance is 12 times the minimum monthly wage. It is estimated that some 430 former trainees will take part in 1987.

* The programme of the autonomous region of Madeira is unlimited in duration. It aims at enabling those who have successfully completed their vocational training by July 1 in one year to draw on financial aids during the following year. The total amount of the grant is 12 times the minimum monthly wage of the autonomous region, paid in three stages (decree no 6/87 of 22 January 1987 - Joram no 3 I Series).

PORTUGAL

Youth programmes on Madeira

In January 1987 the regional government of Madeira launched special measures aimed either at enhancing the creation of self-employment by young people or at creating temporary work opportunities in public works. They comprise :

* financial aids for stimulating 18-24 year old jobseekers to set up on their own. These (non-reimbursable) grants are paid in three stages, with the total amount being fixed for a period of 52 weeks. The grants are fixed annually taking account of the European Community's

guidelines for such support and for 1987 amounts to Escs 5,192 per person per week.

(Decree n 7/87 of 22.01.87, Joram n 3 - 1 Series).

* an experimental programme for putting young people to work *ETJ*. This lays down that 16-24 years olds registered at the placement office should be given a job for 9 months. The sponsors of these jobs are public and non-profit private bodies. Priority is given to young persons looking for their first job. This annual programme specifies that the jobs shall last from April to December with a monthly remuneration. The amount fixed for 1987 is Escs 19,238, ie. 3/4 of the minimum wage of the autonomous region.

(Resolution of the Regional Government of Madeira n 97/87 of 22.01.87, Joram n 3 - 1 Series)

Special categories of workers

BELGIUM

A system for connecting work and training for youths

Royal decree no. 495 of 31 December 1986 (MB of 23 January 1987) seeks to stimulate the development of systems linking work and training for young workers aged 18-25. The scheme provides for the temporary reduction of employers' contributions for employers who hire young jobseekers aged 18-25 if at the same time they are called upon to work and to be trained in such a way that their full integration into working life is enhanced.

The employers concerned

Employers can claim exemption from employers' social security contributions if they come under the laws governing corporate closures -- hence, companies which do not have industrial or commercial activities are excluded. The professions are also considered as employers.

The youths concerned

The exemptions foreseen above are applicable to all jobseekers who, at the time of being hired, are more than 18 but less than 25 years of age with the exception of those :

- holding a university degree
- holding a diploma of an institution of higher learning (both long or short cycle)
- holding a diploma of higher technical secondary education

The King can, however, waive the diploma conditions for those graduates running a considerable risk that their diploma will lead them to unemployment.

The employment-cum-training agreement

The employer who wishes to make use of the exemption has to conclude an employment-cum-training agreement with the youth. This lays down that the employer hires the youth under an indefinite term contract embracing work and training.

The training must be recognised by the King on the basis of proposals by an inter-ministerial commission. It is spread over a minimum of one year and a maximum of three years :

- 256 hours per annum when it is provided by the employer within the framework of recurrent training of the Small Business ministry ;
- 500 hours per annum at least in other cases.

The other types of training still have to be worked out and approved by royal decree. They will consist of a combination of already existing or newly created types of training.

The employment contract

The employer wishing to draw on the measure signs an employment contract with the youth. On this basis the youth is hired for an indefinite period. The employment contract stipulates that the hiring is for at least half-time without being allowed to exceed, on an annual basis, the length of working time decided by collective agreement for a full-time job less the time for training.

Exemption

Any employer who hires a youth by means of an employment-cum-training agreement can claim the exemptions indicated below for the duration of the contract and up to the contractually agreed amount of work. Exemptions are granted from employers' contributions for social security and wage moderation, with the exception of contributions for annual vacations for manual workers, paid educational leave, the livelihood guarantee fund (*fonds de sécurité d'existence*) and the corporate closure fund.

The exemption can under no circumstances exceed the contributions due on the pay pertaining to half the duration of the collectively agreed to annual working time. It is furthermore limited to the amount of these contributions calculated on the average minimum monthly income.

To benefit from the advantages laid down by the decree, the employer must specify in his quarterly statement to the *ONSS* the identity of the worker for whom he claims the exemptions from employers' contributions and prove that this worker is aged more than

18 and less than 25 and that he has signed an employment contract and an employment-cum-training agreement with him.

The modes of granting and monitoring the reduction in question have yet to be determined by royal decree.

GERMANY

Why foreigners returned home

The number of foreigners returning home leapt forward in 1984. This increase is related to the Repatriation Promotion Law (cfr iM 4, 7) which came into operation at the end of 1983. Applicants for the so-called repatriation allowance were asked by the IAB what reasons had induced them to return and what plans they had for their future life once they had returned to their country of origin.

Influence of the repatriation allowance

Over half (60%) the applicants asked stated that the repatriation allowance had influenced their decision or its timing to return home. This held above all for the Portuguese and those in the 35-45 age bracket. It was least true for Spaniards and the older persons questioned. The result is higher if the impact of the financial allowance is judged on the timing of the decision by foreign families: 80% of those asked had decided relatively rapidly (25% spontaneously and 56% a few months before the return).

Taking into consideration further results of the survey and the latest statistics on movements, it can be concluded that the repatriation allowance influenced above all the timing of the decision to return home and not so much the decision as such.

Reasons for repatriation

Considering the conditions for taking up the repatriation allowance relating to the labour market situation, it is not amazing that the most important reason for the return of the foreign workers was connected with the workplace : threat of loss of work or no prospect for a new job. Such workplace problems played a more important role for younger (under 35) and older (over 55) repatriates than for the average. Almost as important was the longing for home. Health problems also played a role and influenced the decision to return home increasingly with age. In addition, the decision to return home of a quarter of those asked had been influenced by their feeling of being badly treated in Germany. This was particularly so with the group of Turkish workers.

Plans after return

Only a small proportion of the foreign workers already had a job or their own company back home. On the other hand, a relatively large proportion of those asked had no clear plans. There was a considerable difference by nationality and by age of repatriates' future orientation: the younger the person questioned, the more likely he/she was to be interested in dependent work and to have only a vague idea of future plans; the older the person, the more often he/she wanted to create his/her own independent

existence. The desire for self-employment (a shop, restaurant, own farm, firm) was particularly strong with the Turks.

The older the persons questioned, the more often they wanted to live off their savings and/or a pension. This was, again, more often the case for the Turk than for other nationalities.

But in this respect, some special characteristics concerning pension rights should not be forgotten: thus the Turk could choose whether to have his/her pension contributions paid out or to wait until under German law he/she has the right to draw an old-age pension. Alternatively, the pension contributions paid out can be paid into the Turkish pension insurance. Under specific circumstances men from 45 years of age (and women from 40) or from 55 (women, 50) can draw old age pension according to the law of the country. The repatriates could also use the money for other purposes and forfeit their right to a pension. On the other hand, Spaniards and Jugoslavs could not have their pension insurance contributions reimbursed because the social insurance agreements with these countries did not permit this. These repatriates could only wait for their old-age pension.

Financial situation

Turkish families in particular counted on rather large overall amounts connected with the repatriation allowance : more than half expected amounts of more than 50,000 DM and a further 15% of more even than 70,000 DM. These were not unrealistic expectations since the repatriates were essentially persons who had worked in Germany for a very long time (10 years or more). To a not insignificant extent, several persons from one family were working who had also applied for the payments.

It could hence be assumed that the repatriates could start off again back home without financial problems. But there are hints that numerous repatriates spent above average sums of money in Germany on long-term consumer goods. How much money was available in the country of origin after their return and what this money was used for is the subject of a further enquiry.

GREECE

Compulsory hiring of the disabled

Law 1648/86 regulates the compulsory hiring of disabled persons in private and public enterprises. It requires public bodies and private enterprises employing more than 50 persons to ensure that 3% of their jobs are filled by disabled persons regardless of whether vacancies exist.

FRANCE

1987 action programme for adult LTUs and for unemployed, unskilled women living alone

Long term unemployment is becoming a major preoccupation: in December 1986 there were 811,000 category 1 jobseekers who had been continuously on

the register for more than one year, 50% of whom were in the 25-49 years age bracket. More than 50% were industrial workers who, because most of the new jobs are in the tertiary sector and because of the low level of their skills and basic training, experience particular problems in finding another job. One year of unemployment constitutes an important threshold as regards the employability of jobseekers. The rate of spontaneously finding a job during a quarter drops from 34.7% for those registered for less than one year to 11.9% for those registered for more than one but less than two years to 6.6% for those registered between two and three years.

The strong rise of long term adult unemployment which could be observed from September 1983 as well as the stabilising role of specific actions undertaken over the last years bear witness to the need to launch a broad scale programme for 1987 drawing on a variety of instruments in order to take account of the range of difficulties facing the adult LTUs concerned. The 1987 programme consists of three parts :

1. Vocational training

Three types of vocational training activities will be run in 1987 :

* Increasing to 240,000 places the programme of classical "insertion traineeships" for young and adult LTUs (86,000 modular traineeships, 47,000 *FNE* (National Employment Fund)/ LTU traineeships, 19,000 upgrading traineeships (*stages de mise à niveau*) and 90,000 16-25 year-old traineeships).

* Renewal for 1987 of activities foreseen in 1986 for 7,000 women living alone : 5,000 *PLIFs* (local programmes for the integration of women) and 2,000 *FNE* specific traineeships.

* Bringing in "alternance reintegration contracts" (*CRAs*) and "alternance reintegration traineeships" (*SRA*s) enabling adult LTUs to be reintegrated in enterprises.

CRAs combine doing a job with a significant chunk of training (600 hours on average). They are primarily intended for LTUs whose problems of becoming reintegrated into working life are directly linked with insufficient or inadequate training for being hired.

To ease employers' reticence to hire adult LTUs **CRAs** come with a financial incentive : total exemption from employers' social charges for one year.

Since the aim is to encourage lasting vocational reintegration of adult LTUs, hiring should be by open-ended employment contract or by a limited term contract of at least two years.

This formula should be sufficiently attractive to achieve a target of 20,000 beneficiaries in a full year. Assuming that this formula becomes operational in mid-July 1987, the number of beneficiaries in the second half of 1987 can be estimated at 10,000.

SRAs last 5 months, one half being vocational training and the other a traineeship within a company. 20,000 traineeships could be run in 1987.

2. Implementing reintegration through work

Not all LTUs are in a position to benefit from training. Those who have been longest out of the labour market need a period of "resocialisation" by immersion into working life. This period which can only be transitory should enable those concerned to get used again to the rhythm of working life and to working with others. Adult LTUs in receipt of specific solidarity allowances

or end-of-entitlement allowances can thus draw on local reintegration programmes implemented by community bodies. In return for working 80 to 120 hours per month for a community interest activity, they can receive an allowance equivalent to the unemployment benefit they were receiving (1950 FF per month) increased by an expense allowance of from 500 FF to 750 FF per month.

Several tens of thousands of persons will be able to benefit from this scheme from 1987.

3. 50% exemptions from employers' social security contributions

A system is being introduced for a 50% exemption from employers' charges for hiring an LTU in the three months following the completion of a traineeship or a reintegration into working life action. Experience with previous schemes shows that their impact on the vocational reintegration of the adult unemployed is by no means negligible. Follow-up surveys by SES on those completing *FNE/LTU* training and by *ANPE* on those completing modular training indicate for both approaches that around 35% find jobs in the three months, a rate which is significantly higher than rates of spontaneous job finding which can be observed from *ANPE* statistics.

The aim of the new scheme is to raise still more these job-finding rates by offering those enterprises which hire LTUs completing courses a further advantage.

Assuming that this exemption scheme comes into force in mid 1987, the number of beneficiaries in the second half of 1987 can be estimated at 25,000.

IRELAND

Job Search Programme

The Job Search Programme was introduced on a pilot basis in September 1986 (cfr iM no. 16). It has now been extended to the entire country.

The programme is designed to help the unemployed, particularly the long-term unemployed, by improving their job searching skills and giving them access to training and employment schemes.

The objective of the Programme is to offer a one-to-one counselling interview to 150,000 (ie. 60% of the Live Register) before the end of 1987. The participants will be able to avail themselves of more than 50,000 places which have been reserved for them on various manpower programmes and schemes. These include a special 4-week job search course incorporating instructions, advice and coaching in job-finding skills and the use of facilities (telephones, stationery, typing services, etc).

ITALY

Positive actions for bringing about equality between men and women

The Government's bill on "positive actions for bringing about equality between men and women" was communicated to the President of the Council on 5 January 1987.

Its aim is to foster women's employment by bringing down the barriers impeding the complete equality of opportunity in employment.

The measure encourages public and private employers, trade-union organisations and public administrations to adopt special measures for women so as to achieve real equality between the sexes. The exact contents of the "positive actions" are not defined within the law, being left to the various interested parties concerned to determine. Such measures can have a variety of orientations covering a vast range of interventions influencing both labour supply and demand. For carrying out "positive action" projects, a total or part reimbursement of financial expenses is foreseen.

The measure also provides for the establishment of a National Commission for Implementing the Principles of Equal Treatment and Opportunity between Men and Women at Work (CNP).

NETHERLANDS

Survey of youth employment schemes

In July 1984 the Labour Foundation made recommendations for fighting youth unemployment. They included the creation of additional jobs for young people, the extension of the apprenticeship system and the offer of *growth jobs*, i.e. jobs which *grow* from part-time into fulltime jobs. Fleshing out the recommendations was left to the social partners.

A survey has now been completed of the impact of the recommendations. For the purposes of the survey, a youth employment scheme is any more or less elaborated measure seeking to enhance the chances for young people on the labour market.

The survey showed that 36% of the companies with a workforce of more than 100 have a youth employment scheme, whereas the figure is 13% in companies employing less than 100. It is striking that in the building industry even the smaller firms are relatively often involved in drawing up a youth employment scheme; this is probably because the approach chosen in this sector (i.e. training places provided for jointly through collaboration among the employers on the local or regional level) is well suited to involving smaller companies in carrying out a youth employment scheme.

In 87% of the companies with youth employment schemes, agreements have been reached on creating training places in the context of the Act on the Apprenticeship System.

The government introduced two measures in 1985 to prevent the statutory minimum wage and the social security system from inhibiting the implementation of youth employment schemes. Thus the requirement to pay the statutory minimum wage does not apply where it is difficult to differentiate between training and productive work. Furthermore, the Decree on Youth Employment Regulations sets out the allowances applicable for persons participating in a youth employment scheme.

NETHERLANDS

Repatriation subsidy scheme modified

The Experimental Repatriation Scheme (cfr iM 13) provides for payment of a permanent monthly allowance for unemployed or disabled foreigners aged between 55 and 65 years who are prepared to return to their country of origin. To be eligible, the persons in question must have been recruited from countries of the Mediterranean or from Surinam or be returning refugees or persons having right of asylum. Furthermore, they must have been unemployed or disabled for at least six months.

The scheme is intended, inter alia, for recipients of *RWW* benefit who satisfy the conditions of entitlement. In some cases the unemployed person need not or no longer, for social or medical reasons, remain available for employment; in such cases, however, the person no longer receives *RWW* benefit but *ABW* benefit (subsistence benefit under the National Assistance Act - cfr iM 17). Previously, the fact of claiming *ABW* benefit excluded a person from being eligible for a repatriation allowance. The Cabinet has now decided to end this situation by admitting to the scheme both *RWW* and *ABW* recipients.

To qualify for the experimental scheme, people must have been legal residents in the Netherlands for 5 years. When setting up the scheme, a one year's experimental period was opted for to get a better idea of its effects. At the end of 1986 the Cabinet decided to extend the period to November 16, 1987.

The Basic Repatriation Subsidy Scheme has also been modified: the repatriated worker and the persons accompanying him/her must have legally resided in the Netherlands for 2 years. This modification aims at preventing persons who have only recently taken up residence in the Netherlands from benefiting from the scheme. The basic scheme is intended for those persons who have sufficient means of subsistence in their country of origin. They receive a contribution towards the removal expenses and cost of living during the first three months after returning to their country of origin.

UNITED KINGDOM

Evaluation of the Restart pilot schemes

Restart pilot schemes to help the long-term unemployed (cfr. iM 13) were extended to provide a national Restart programme, announced in the March 1986 Budget (cfr. iM 14). The programme was further extended to include people unemployed for over six months and to introduce Restart interviews at six monthly intervals (cfr. iM 17).

An evaluative study of the first Restart pilot schemes has been carried out by the Manpower Services Commission. Its main findings are outlined below:

The counselling initiative, which took place in nine selected travel-to-work areas, met its objective of offering an interview to everyone who was or became 12 months unemployed during the period of the pilots. The results of the interviews have shown that there is considerable value in discussing with unemployed people their individual problems and offering positive

help and advice towards getting them back to work. The pilots also confirmed that many people were not aware of the wide range of help available to them - a sample survey of those interviewed revealed that 69% were more aware of the help available to them following the interview than before it.

During the pilot 30,308 people were interviewed and 91.5% received an offer of a job or an opportunity in one of a range of different programmes including Jobclubs (cfr. iM 12), the Enterprise Allowance Scheme (cfr. iM 2,5,7,8,17), Jobstart (cfr. iM 13), the Restart course (cfr. iM 13,14), training and the Community Programme (cfr. iM 2,8). As Restart interviews are intended as the first step to help people back to work, most of the offers made entailed help to improve job prospects. Of those who received an offer of help 20%

were submitted to Community Programme, 15% to training, 14.6% to Restart courses, 6.8% to Jobclubs and 5.8% to the Enterprise Allowance Scheme. 73.1% of those interviewed agreed to follow up the offer made.

The experience of the pilot suggested that one interview was not enough for many long-term unemployed people and that by the time people have reached the stage of 12 months unemployment many were very demotivated towards seeking work. These findings reinforced the decision to extend the national Restart Programme to interview people when they became six months unemployed and to re-interview them at six monthly intervals whilst they remain unemployed.

Working time

NETHERLANDS

Relaxation of regulations on women's work

Women who work shifts are permitted to work overtime within the statutory norms of 10 hours per day and 55 hours per week. Women who do not work shifts are permitted to work nights in all circumstances

where men are authorised to do so. In future, the overall ban on Sunday working for women which stems from the labour law of 1919 is to be lifted. In anticipation thereof, and with the agreement of the labour inspector, women are permitted to work on Sundays if this is allowed for men.

These changes bring women's opportunities for overtime, night and Sunday working into line with those applied to men.

Placement

GERMANY

Recent developments in the Public Employment Service

BA, the Federal Employment Institute, is constantly striving to increase its market share of placement and broaden its opportunities and scope. To these ends it has defined the following focuses for carrying through matchings:

* rapid reaction to job vacancies and filling them with suitable workers;

* intensive and continuing attention to vacancies which cannot be filled at once;

* individualisation of the follow through of individual jobseekers so as to avoid useless suggested matchings. Unsuccessful matchings discourage jobseekers and irritate employers;

* the difficult-to-place must be included in placement efforts in so far as there is a chance of successful matching. The greatest possible use should be made of reskilling, employment incentives for employers and/or "ABM" (job creation programmes) to overcome placement problems.

Results of placement and employment counselling

Employment offices have been successful in their efforts to consolidate and further develop their involvement in the matching processes. They have of late improved their position on the labour market despite the growing difficulties of placement.

This development is all the more noteworthy in that labour offices are, from the viewpoint of the firm, only **one** of many means of recruiting workers and thus compete with other sources, in particular

- company internal (partial) labour markets and associated partial labour markets

- job vacancies advertised in newspapers.

In addition there is the growing number of so-called "self-help" jobseekers who are encouraged and helped by labour offices to contact companies directly.

* Vacancies, placement activities

The extent to which companies provide the labour office with information on their manpower needs is shown up in the statistics of "new vacancies". These statistics only include as "vacancy" jobs which last for more than 7 calendar days.

In the past few years employers have increasingly notified labour offices of job vacancies. In 1986 there were some 1.8m notified vacancies, 716,000 or 64% more than in 1982.

The increased number of job vacancies notified to the labour offices has enabled there to be a significant increase in placements: just under 2m in 1986, which was 571,000 (41%) more than in 1982. The placement service has directly (ie. without intermediaries) con-

tributed to this amount by providing employers with the manpower required and by helping workers to find a job.

The notification of new job offers and the number of placements showed a falling trend until the beginning of the 1980s.

Number of placements 1980-86

Year	Placements							
	total	Changes on previous year		of which:	Changes on previous year		Percentage	
		absolute	%	in employment of more than 7 days	absolute	%	more than 7 days	up to 7 days
1980	1 905 143	- 206 085	- 9,8	1 121 544	- 140 167	- 11,1	58,9	41,1
1981	1 622 483	- 282 660	- 14,8	961 836	- 159 708	- 14,2	59,3	40,7
1982	1 394 745	- 227 738	- 14,0	841 194	- 120 642	- 12,5	60,3	39,7
1983	1 557 216	+ 162 471	+ 11,6	979 793	+ 138 599	+ 16,5	62,9	37,1
1984	1 754 198	+ 196 982	+ 12,6	1 101 278	+ 121 485	+ 12,4	62,8	37,2
1985	1 876 378	+ 122 180	+ 7,0	1 178 070	+ 76 792	+ 7,0	62,8	37,2
1986	1 965 359	+ 88 981	+ 4,7	1 275 136	+ 97 066	+ 8,2	64,9	35,1

Thus, the subsequent increase in placements is particularly positive from a labour market policy viewpoint since it is precisely the number of placements in jobs lasting more than 7 days which has shown a more than average increase (+52%). This demonstrates that repeated criticism that placements are increasingly concerned with short-term jobs is unfounded.

* Using placement services for filling company vacancies

An analysis of the current situation and the efficiency of the placement service must not be focused exclusively on the indices "vacancies" and "placements". It must furthermore answer two central questions:

- what external impact, what market share does the placement service have and how has this share changed over time?
- how efficient and targeted is the handling of the job offers, ie. to what extent, with how much friction and with what quality are vacancies transformed into placements?

There is a whole range of indices for assessing these issues. The external impact can be assessed particularly by the so-called 'degree of involvement', the efficiency of the handling by means of the indicators of 'take-up rate' (*Ausschöpfungsgrad*), 'time taken to fill a vacancy' as well as 'rate of placement'.

The degree of involvement brings out the extent to which the placement service is involved in establishing employment relationships which are subject to social security contributions. This index defines the market share of the labour offices which is calculated as the ratio of placements over 7 days to hirings subject to social security contributions less the number of training contracts concluded. In our opinion, this index is the most meaningful both as regards the efficiency of the placement services and the assessment of the extent to which the placement services

fulfil their statutory task. Of late, the degree of involvement has significantly increased and reached a higher level than previously expected. If one adjusts the number of jobs subject to social security contributions by deducting the number of training relationships established, the percentage for 1985 is 22.9% compared with 22.2% for 1984. Though the figures for 1986 are not yet available, there is likely to have been a continued improvement.

* Take-up rate (*Ausschöpfungsgrad*) of vacancies notified to labour offices

The take-up rate as the ratio of placements of more than 7 days to the number of vacancies notified, provides information about the extent to which notified vacancies are or can be transformed into placements by the employment service. There was a steadily growing trend between 1979 and 1983 from 63.7% to 78.5%, where it plateaued in 1984 and then fell to 75.9% in 1985 and just 70% in 1986.

There are plausible reasons for the downward trend. Jobseekers in skilled jobs are increasingly going it alone, efforts which are running parallel to the involvement of the public placement services. Similar behaviour can be observed by employers who are not only drawing on the labour offices in the search for highly skilled staff but are also advertising job vacancies in daily newspapers and specialist journals. However, the changed take-up rate also reflects the shortages of skilled labour which can be seen in some occupations.

* Time taken to fill a vacancy and placement rate

The time taken for filling a vacancy by the placement services was just under 17 days. On the other hand, vacancies which were filled not through the employment services but by the employer himself or through other channels took on average 48 days to fill.

The placement rate provides information on the proportion of those who were redeployed through the placement services, ie. in how many cases the placement services have been successful in the search for new jobs as an alternative to other successful search and recruitment channels. The rate was 45% in 1986. This meant that 55% of the unemployed who returned to employment found their job through their own efforts. In all age brackets more employment relationships came into being through individuals' own efforts than through placements. This says something for the initiative of many unemployed persons and their interest in finding a job. But it should be remembered that the employment offices assist the unemployed who conduct their own job search-- a situation which holds true for placement figures in general as well as those indices which are worked out using placement figures. In this way, statistical data tend to give too modest a picture of the efficiency of the placement services in establishing employment relationships.

Summary

The FRG's public placement service has put a priority on rapidly filling vacancies in order to carry out the task conferred on it by the AFG (Labour Promotion Act) to act as an intermediary between jobseekers and employers wishing to hire persons. The most recent statistics indicate a further improvement in the involvement of the employment offices in bringing about equilibrium on the labour market. These positive results have to be consolidated and, in the longer term, further improved. To do this various organisational measures are required in particular to ensure that matching approaches are adapted to the current situations. This will be the subject of a further article.

Dr. Andreas Stöhr
Klaus Sudau

GERMANY

Computerising placement - including jobs sought

Developments on the labour market as well as the workload of the employment offices underline the need for bringing in computerised placement as a priority in all employment offices. Of the 628 offices, some 450 are currently computerised as regards placement and employment counselling, albeit with different functional facilities.

Two steps in the approach have already been generalised: "management of vacancies" and "exploitation of data on benefit recipients". Computerised management of data on jobseekers has been successfully tested in the employment offices in Frankfurt and Darmstadt and is now being extended to the whole of the country. The automatic storage of the data on jobseekers also creates the necessary conditions for the computerised compilation of statistics of jobseekers.

BA, the Federal Employment Institute, has high hopes of computerised matching and the experience to date bears out the expectations. Computerised matching leads to improving the "placement and

employment counselling" service and thus also to enhanced effectiveness in this area. Through the direct access of all placement officers to all vacancies in their own catchment area and surrounding region, and to all jobs sought in their catchment area, the placement possibilities are broadened. The transparency of the labour market is improved, the time of filling the vacancy and duration of individual unemployment are positively influenced and regional and occupational mobility of jobseekers are enhanced. Computerised placement improves the information basis as a result of exact data collection and data capture. It leads moreover to a continuous inclusion of **all** jobseekers in the placement selection. The preparation and planning of labour market measures are greatly facilitated. Access to data on those in receipt of benefit enables the issuing of short information, which leads to improved services for the citizen.

GERMANY

Computerising SEDOC

The Decision (EEC) no. 1612/68 of the Council of the European Communities created the legal basis for the freedom of movement of workers within the Community and hence for the internal labour market.

To reach this goal articles 14 and 15 of this Decision provide for

- * the mutual communication of vacancies and jobseeker requirements and
- * the exchange of information on living and working conditions, the labour market situation and the existing placement possibilities.

Experience so far indicates that the exchanges within SEDOC are, overall, still at a rather low level. There are various reasons for this including technical difficulties in implementing the SEDOC approach.

Information on vacancies and jobseekers is passed on to the "special service centre" of the other Community countries by telex every ten days.

Based on this situation and drawing on experience with the system of computerised placement, BA, the Federal Employment Institute, set down considerations on computerising and raising the efficiency of the SEDOC approach which it submitted to the EC. The ideas were favourably received and have since led to a series of planning discussions.

Put briefly, the conceptual considerations are concerned in the first place with a pilot project to equip the special services in the FR Germany (ZAV) and France with screens and printers which are linked to a central computer of the EC in Brussels. This opens up the opportunity for the special services to receive, modify and erase the data on jobs offered and sought. Data are teletransmitted to the central computer, where they are stored and collected into the appropriate data bases. This data can be sorted according to various relevant criteria relating to placement and the labour market, displayed and printed. Thus can the relevant information be immediately accessed and dialogued with.

The EC will decide at the end of April whether there will be a pilot project. The EC would cover the costs of such a pilot project.

FRANCE

Guidelines for improving relations with companies

Two new guidelines, designed and tested between April and December 1986 with the help of *ANPE* field officers from 14 local agencies, were brought into general use by all agencies in January 1987. "F36" deals with relationships with companies and "F37" the follow-up activities for all companies as well as working relationships with intermediate bodies.

Replacing the former document setting out the approach to canvassing, the guidelines are a part of a set of organisational methods and approaches for helping agencies improve their services to companies. They have a four-fold purpose :

- * systematising the organisation of relationships with companies, particularly by taking account of activities undertaken within the context of action plans ;
- * broadening the range of contacts and diversifying the action taken by *ANPE* for companies ;
- * refining the accounting for local agencies' activities for improving the follow-up of their operational activities (establishing a simplified management information system) ; and
- * preparing for including the information contained in the new guidelines in computerised "company" files (SAGE2 - cfr iM no. 9).

Before the guidelines were brought into general use, each *ANPE* regional centre designed an awareness campaign in cooperation with the specialised services of the Ministry's Directorate General, to wit

the corporate relationships and employment promotion and the corporate studies and recruitment division.

NETHERLANDS

Applying the profit principle at the Directorate General for Manpower

It has become increasingly clear that there are different socially acceptable situations in which the profit principle can be applied.

On 1 February 1987 the profit principle was applied for specific tasks in the interest of local establishments and of the whole manpower services. Not that it is new within the manpower services : several GABs (regional employment services) and CVVs (adult vocational training centres) have already tried it out.

Each GAB and CVV may decide for itself whether to join in and for which products/services it will bill the client.

The Manpower Services Directorate has set out an objective for each province. Should a province not achieve it, the amount will be deducted from the money which the province is allocated for implementing policy objectives.

From the money it will earn this year, *Arbvo* will have to pay back 4 million Hfl. to the Ministry of Finance. The Directorate intends to make at least 8 million Hfl. profit in 1987 in order to have something left over.

Miscellaneous

NETHERLANDS

Composition of the unemployment figures

The government has asked the Central Statistical Bureau (*CBS*) to examine the possibility of producing a figure of registered unemployment based on data from the recently started *CBS* survey of the working population, data from employment offices and possibly data from other sources.

Unemployment will continue to be measured on the basis of the current definition of registered unemployment. The *CBS* is being asked to examine the frequency, rapidity and detailed character with which *CBS* figures can be produced. The Cabinet is furthermore asking the *CBS* to explore the possibility of indicating in figures the relationship between "corrected" and "uncorrected" data with a view to measuring the effects of improved registration of jobseekers and to linking the very detailed data of the employment offices and the less detailed figures of the survey of the working population. The Cabinet stresses the need to gain insight into the composition of unemployment.

Behind these questions is the idea of entrusting the *CBS* with compiling and publishing unemployment

figures which are better suited to policy-making than the current figures of registered unemployment.

It is hoped that from early 1988 the *CBS* will be able to publish figures of registered unemployed which are based on several sources. This means continuing the survey of the working population and developing collaboration with the employment offices to be able to obtain monthly data from them.

NETHERLANDS

Stocks of jobseekers

In May 1986 the tripartite working group on unemployment figures, in which employers, employees and government are represented, agreed to calculate regularly the rate of distortion of the official unemployment count. Agreements were also made in connection with the survey into the distortions of data of the stocks of jobseekers. It resulted from the survey that at the end of 1986 more than 40% of the 700,000 odd unemployed persons registered with the employment offices did not meet all the conditions for being defined as "unemployed". On the other hand, about 25%

of the remaining registered jobseekers (150,000) were, by error, not counted as being unemployed. From these data it can be deduced that the statistics provided by the employment offices are some 38% out.

To prevent distortions of the unemployment figure the extension term for all new registrations with all employment offices has been reduced as from 1 October 1986 to 3 months. From 1 January 1987 the regulation also applies to those who were previously registered.

Furthermore, an experiment is currently being carried out to pass on information in particular on temporary work between two periods of unemployment. This way of working could subsequently be extended to the whole country.

NETHERLANDS

More social funds in collective agreements

At the end of 1985, 103 of the 192 industry-level collective agreements (CAOs) known to the DCA (the unit in the Ministry of Social Affairs and Employment which registers and analyses collective agreements) included a contributory clause for industry-level training funds and trade-union activities. These contributory regulations are known as "social funds". The regulations cover 1,4 million employees, i.e. 60% of all

employees covered by an industry/sector-level CAO.

This is known by an analysis of contributory regulations in industry-level CAOs in both the market and state-aided sectors. The contributory regulations which were analysed aimed, as a rule, to (part) finance training and development activities at the industry level, activities of trade-unions and employers' organisations as well as other activities related to the branch of industry, such as preparing for and disseminating information about CAOs or joint consultation.

The study shows that the number of CAOs with contributory regulations has gradually increased: since 1975 their number has risen from 70 to 103, and the total number of employees covered from 1.2 to 1.4 million. The researchers are struck by the increase in CAO clauses which finance (partly or mainly) training and education activities at the branch of industry level. Such funds are jointly managed by employers' and employees' organisations.

Although an earlier study showed that the role of the CAOs in financing training at industry/sector level is probably fairly limited compared with other sources of finance, such as state subsidies, the CAO-financed funds nevertheless make a not insignificant contribution to the training and education efforts of the branches of industry.

Social fund contributions are mainly employers' contributions. Only 8 of the 103 collective agreements with a fund regulation mention a (part) contribution of the employees. Funds amount on average to 0.3% of the total wage costs of all workers covered by an industry/sector-level CAO.

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Rough currency conversion rates

One European Currency Unit (ECU) was roughly equivalent to the following amounts of national currencies in May 1987:

● Belgium	43 BFR
● Denmark	7.8 DKR
● Germany	2.07 DM
● Greece	151 DRA
● Spain	145 PTA
● France	6.9 FF
● Ireland	0.77 IR£
● Italy	1,500 LIT
● Luxembourg	43 LFR
● Netherlands	2.34 HFL
● Portugal	162 ESC
● United Kingdom	0.69 UK£