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## GUIDELINES FOR A COMMUNITY LABOUR MARKETING POLICY

(Communication from the Commission to the Council)

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LABOUR MARKET POLICY**

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GUIDELINES FOR A COMMUNITY LABOUR  
MARKET POLICY

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I. INTRODUCTION

1. At its meeting on 28 October 1977 and at the time of the review of the European Social Fund, the Council instructed the Commission to undertake a study on the need for establishing guidelines for a Community labour market policy which could, inter-alia, serve as a basis for action by the European Social Fund.

The accomplishment of this task has been broadly prepared by the discussions in the Standing Committee on Employment on 22 May and 9 October 1979 on the mismatch between the supply of and demand for labour and by the conclusions of the Presidency, which, although recognising the undeniable but limited role of mismatch in current unemployment, emphasised the importance of an active labour market policy and the interest in strengthening the Community dimension.

2. The purpose of the present paper is to meet the requests of the Council and the Standing Committee on Employment. The guidelines put forward in respect of "Community labour market policy" incorporate the lessons learned from the past. They also take account of the principal data that will probably characterise the economic and social climate in the Community in coming years: poor growth of employment, inevitable structural adaptation and the enlargement of the Community.

3. This report deals solely with "labour market policy" namely, the policy designed essentially to facilitate adjustments, both in time and space, on the labour market.

Four functions are traditionally attributed to it. The central function is that of placement, that is the active mediation between job offers by firms, and job demands by workers. To accomplish this task, three other functions are necessary: knowledge of the labour market (statistics, studies and forecasts), aids to geographic mobility, promotion of vocational mobility by vocational guidance and training. Exceptionally, and in the event of particularly serious regional sectoral or categorial difficulties, employment subsidies and aids to direct job creation also constitute part of its attributes. All these actions may be incorporated in measures of general application, and also measures aimed at certain regions, sectors or categories.

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The importance of the role of labour market policy was already stressed in the Commission document submitted on 22 May 1979 and 9 October 1979 to the Standing Committee on Employment (SEC(79) 634 final).

In the first place, it is clear that the effectiveness of policies to revive the economy has been in the past and still is, in most Member States, restricted by the qualitative mismatch between the characteristics of job seekers and the nature of the posts offered by undertakings and by the weaknesses that still encumber certain public placement and vocational training systems.

Second, the question of worksharing does not involve the control of production costs alone, but also the taking-into-account of delicate adjustment problems that will certainly affect the labour market, particularly in relation to qualifications.

Lastly, an active labour market policy is a necessary, but not sufficient condition for a return to full and better employment. The achievement of this objective through employment policy requires a better connection than in the past between labour market policy and the other policies affecting employment, in particular the general economic, industrial and regional policies.

4. The Community dimension of a labour market policy was introduced in the Treaties of Paris and of Rome. Freedom of movement between Member States of workers with suitable training is designed, with the financial backing of the European Social Fund, to facilitate adjustments between the supply of and demand for labour with the Community.

In addition to the 1974 Social Action Programme which was an integrated answer to the problems common to all Member States (youth and women's unemployment in particular), the Community labour market policy was strengthened by joint legislation (directives on women's employment) and an increase in the financial means available to the European Social Fund. The purpose of this policy, which supplements that defined by the Treaties, is to accompany or support Member countries' own efforts, to direct them where necessary to common objectives whilst taking due account of the differences of national realities.

5. This Communication is part of an overall action embracing other elements briefly described below.

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Firstly, in response to the request by the European Council meeting held in Dublin on 30 November, the Commission is studying the most appropriate methods of working out a more coordinated approach to employment problems and specific measures that could be developed to promote firmer Community action to cope with the problem of unemployment. In this connection, the Commission recalls that economic policy has a primordial responsibility with respect to employment and is continuing its consultations with a view to developing appropriate measures.

In addition, in accordance with the terms of reference outlined at the Council meeting of 22 November 1979, the Commission is continuing its work with a view to obtaining concrete results with respect to the adaptation of working time. Its initial communications on temporary work, part-time work and flexible retirement will soon be forwarded to the Standing Committee on Employment. At the same time discussions are continuing with the two sides of industry on the reduction of annual working time and restrictions on the systematic use of overtime.

In view of the nature of the paper, the precedents on which it is based, and in agreement with the two sides of industry, the Commission did not believe any purpose would be served by including the analyses of the situation and on the labour market trends on which the guidelines advocated are based (1).

6. This Communication is in two parts. The first contains a brief survey of current Community labour market policy as it results directly from the Treaties and from the new elements introduced by the Social Action Programme. It then defines the guidelines advocated: Community action already under way should be reinforced and supplemented by a number of new measures.

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(1) See Annual Economic Report 1979-1980 (European Economy, Commission of the European Communities) No. 4, November 1979.

See Doc. SEC(79) 634 final of the Commission of the European Communities, 11 April 1979, "Reduction of the qualitative mismatch between the supply of and demand for labour: Guidelines for labour market policy and working conditions policy".

See Doc. COM(80) 16 final, "Employment and the new micro-electronic technology".

## II. DESCRIPTION AND ASSESSMENT OF RESULTS OBTAINED

7. The results obtained by any labour market policy are necessarily difficult to assess.

On the one hand, the observable changes in the operation of the labour market are not only the result of changes in labour market policy as other factors, for example the policies of social protection or improvement of working conditions also affect the working of the labour market (see document SED (79) 634 final).

On the other hand, the effectiveness of any labour market policy is also dependent on the implementing of other, supplementary policies. Thus, for example, training measures in a region with under-employment with a view to attracting capital investment can be effective only if other back-up measures promoting investment are implemented.

8. The brief picture given above is therefore inherently incomplete as the present contribution concerns the labour market alone. Despite this imperfection, it is nevertheless an essential stage in the definition of the guidelines to be followed in the next few years.

### A. COMMUNITY LABOUR MARKET POLICY AS DEFINED BY THE TREATIES

9. By the adoption in 1968 of Regulation (EEC) No 1612/68 on free movement and Directive 68/360 on entry and stay of Community workers, an important step towards the elimination of obstacles to the integration of labour markets was taken with a view to attaining a balance between the supply of and demand for labour at Community level and to giving priority to the Community workforce on recruitment.

Community regulations supply the basic instruments which are essential to a Community-wide labour policy. The gradual setting-up of the machinery for the clearing of vacancies and applications for employment in the Community (SEDOC) \* is also capable of improving the transparency of the European labour market.

Lastly, the current action aimed at the mutual recognition of diplomas, certificates and other titles by Member States should give increasing access by nationals of other States to labour markets where the possession of national diplomas is required.

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\* European system for the international clearing of vacancies and applications for employment.

10. The objectives of the Treaty in respect of a balanced Community labour market and Community clearance have not, however, been fully attained. Thus a certain failure to recognise the obligations arising out of Community law occasionally leads to administrative practices and procedures that are not compatible with the principle of non-discrimination, the essential legal basis to the correct operation of the European labour market. For example, the practice of applying to Community workers the national rules applicable to foreigners taking up residence, instead of derogating them from such rules, creates an element of insecurity for workers. Independently of the action which it might take under the Treaty in relation to the correct application of Community law, the Commission considers that there should be increased cooperation with the Member States in order to correct these anomalies.

Furthermore and above all, the original concept of a true common labour market, which should have led to a better balance of employment in the Community through large movements of labour, has in practice encountered major difficulties. The variety of languages, cultures, training systems and social structures means that substantial movements cannot be counted on to compensate for geographical employment imbalances. Nonetheless, the strengthening of the action taken hitherto with SEDOC could provide a partial solution to the problem.

11. With regard to vocational training, as early as 1963 the Council adopted, within the framework of the EEC Treaty (Article 128), a Decision establishing the general principles for the "implementation of a common vocational training policy" to be developed with the aid of the Advisory Committee on Vocational Training created at that time to assist the Commission. Notable results were obtained in the field of the transition from school to working life, thanks to the priority allocated to the problem of youth employment since 1974 (see part II.B below).

12. On the whole, however, the follow-up to the 1963 Decision is still relatively limited, in particular as regards the gradual harmonization of training levels. The first attempt to harmonize training in order to facilitate the free movement of skilled machine-tool workers was embodied in the Council Recommendation of 29 September 1970. The Recommendation was implemented by a certain number of training centres in several Member States. It was not, however, extended to other types of training in view of the complexity and length of the necessary preparatory work.

The Commission therefore employed a more flexible and rapid approach with the close cooperation of the European Centre for the Development of Vocational Training (CEDEFOP). The approach is based on the direct analysis of the minimum requirements to a given occupation, apart from the system of vocational training followed. A preliminary report on the work carried out in the last few years will be available shortly.

13. Aid from the European Social Fund, the principal financial instrument of Community labour market policy, has greatly helped in facilitating the retraining operations made necessary by setting-up of the Common Market but, from 1960 to 1973, aids from the Fund were of greater benefit to Member States with the most productive training and placement structures than to the countries with serious structural problems.

With the reforms of February 1971 and December 1977, Fund intervention was redistributed in favour of the less-developed Community regions and efforts were concentrated on the most acute problems (youth unemployment) particularly in regions with the smallest financial means. In 1979, 71 % of appropriations were allocated to expenditure on the budgetary items "young persons" and "regions" (see Annex I).

14. Nevertheless, the degree of success of projects undertaken can still be questioned.

It would, however be inadvisable to return to the rigid rules of the first Fund which only granted retroactive appropriations, subject to the express condition that the workers had been employed for at least six months after having been retrained. The lessons learnt from that period should not, however, be forgotten; the success of European Social Fund action is closely linked to the dynamism and efficacy of the vocational training and placement services. Action along these lines is therefore necessary to enable the European Social Fund, whilst preserving the flexibility of operation obtained in 1971, to ensure the effectiveness of the aids it grants.

#### B. THE 1974 SOCIAL ACTION PROGRAMME AND THE COMMUNITY'S REACTION TO THE EMPLOYMENT CRISIS

15. Towards the end of the Sixties, it became clear that unemployment was particularly affecting certain specific social categories (young persons, women), certain regions and even, since 1974, certain sectors (iron and steel, shipbuilding, some textile industries). National and Community labour market policies were therefore swiftly faced with a serious situation urgently requiring the implementation of selective and coordinated policies.



The Social Action Programme adopted in 1974 already clearly defined such policies. It is thus able to supplement and strengthen the Community labour market policy as defined in the Treaties.

(a) Action on behalf of categories

16. It became generally evident that men and women were not being given equal opportunities to exercise their right to work and so, in 1975, the Commission submitted a memorandum to the Council together with a proposal for a directive on equal treatment for men and women as regards access to employment, vocational training and production, and working conditions. The Directive was adopted by the Council on 12 February 1976 and entered into force on 12 August 1978.

This Directive and the Directive on the harmonization of laws on mass dismissals constituted the beginning of a series of Community laws that complement the provisions of Article 118, which referred only to studies and opinions. This legislative action was strengthened by the Council Decision of 20 December 1977 on action by the European Social Fund for women of or over 25 years of age whose entry or re-entry into working life proves particularly difficult. The Commission is currently compiling a preliminary report on these recent measures. The report, which could be presented in early 1980, will enable any corrective action to be defined.

17. Young persons in all the countries of the Community pay a heavy tribute to unemployment. As early as July 1975, the Council decided that training for young first-job seekers would benefit from aid from the Social Fund and, in November 1978, the scope of the Fund was extended to aid to national schemes granting premiums for the recruitment and employment of young persons. These rapid developments under Community labour market policy only confirmed a trend already started by the Member States where "recruitment premiums" or temporary aids had already been introduced. The problems of competition which arose as a result were for the most part settled in conformity with the Treaties.

Lastly, the Commission Recommendation of 6 July 1977 on vocational preparation for young persons, the Council Resolution of 22 November 1979 on linked work and training for young persons and the pilot projects of the Education Committee and of the European Social Fund provided the Community with the means of guiding the actions both of the Member States and of the European Social Fund. The measures taken on behalf of young persons and women over the last three years thus gave the Community a number of instruments which contributed to the solution of two problems that will become of increasing importance in the next few years.

(b) Sectoral action

18. When an application is submitted to the European Social Fund, restructuring or conversion operations may be eligible for the usual Community aid for the training or geographical mobility of the workers concerned. To provide this type of support is one of the main tasks of the European Social Fund (Article 123 of the EEC Treaty).

Most Community sectoral aid has been granted under the ECSC Treaty. Article 56 provides that where employment problems are created by the introduction of new technical processes or equipment, the financing of job-creation programmes and the payment of allowances for resettlement and vocational retraining for workers having to change their employment may be facilitated. Accordingly, between 1954 and 1975, 265 million units of account were disbursed to assist nearly 600,000 workers; for 1975-1979 these figures are 178 million EUA and 120,000 workers respectively.

(c) Coordination of national policies

19. Cooperation between national employment services which, since 1967, had developed mainly at the operational level (SEDOC) was given fresh impetus by the introduction of cooperation at policy-making level: the setting-up in 1974 of the group of Directors-General for Employment and the creation in 1978 of the group of Directors of Employment Agencies. The cooperation made it possible to improve the Commission's information base. It also facilitated the preparation of meetings of the Standing Committee on Employment. Lastly, it resulted in some opening up of national structures and measures. Thus, Member States confronted with reforms of their placement agencies, (France and Italy in particular) were able to benefit from the experience of Member States with proven, productive structures. Community support given in the form of a Social Fund pilot scheme enabled a training operation to be carried out in 1978 for the staff required to set up a new placement structure in Italy.

20. These preliminary results were obtained in spite of the differences in national structures and concepts. On the one hand, the structure responsible for the management of the labour market and the distribution of responsibilities vary considerably from one Member State to another (see Table in Annex II). On the other hand, concepts of labour market policy are not always homogeneous. In particular, the role that a public employment service should play in relation to undertakings is viewed very differently. The most limited concept sees a public employment service as dealing solely with the unemployed. This is the old concept of "labour policy". In a less restricted sense, the scope also includes

the payment of recruitment premiums to undertakings. Lastly, in the broadest, and most symmetrical concept, a public employment service should be concerned with both workers and undertakings in order to favour the matching of vacancies and applications for jobs. Intervention in undertakings, whilst respecting the relations between the two sides of industry, is based on the observation that undertakings' recruitment requirements are not always subject to strict technical requirements. On the contrary, empirical studies and the experiences of certain employment agencies show that there is considerable potential for flexibility in the undertaking and that this potential can be put to good use, in appropriate cases with the employment agency as mediator.

Exchanges of experience between the Member States showed that it was necessary to strengthen public employment services and to improve their standing with enterprises not only to improve their performance in collecting job vacancies but also to develop their counselling activities with enterprises in the way already practised in certain Member States.

#### C. OVERALL REVIEW

21. On balance, the Community labour market policy has produced to date successful results, within the limits of its attribution:

- (a) The free movement of workers in the Member States is today a tangible fact which in 1978, guaranteed equal treatment to 1,600,000 workers (\*). It represents a fundamental right of all Community workers.
- (b) The intervention resources of the European Social Fund were increased and in 1979, some 775 million units of account were allocated for approximately 1,000,000 workers. The ESF is now a financial instrument, which is both operational and flexible, at the disposal of the Member States whose task it is to submit viable projects and ensure that they are implemented efficiently.

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(\*) With respect to the former Community of Six, for which figures are available since 1960, the number of workers concerned doubled between 1960 and 1973 (from 635,000 to 1,150,000). A slight drop has occurred since 1973 (940,000 workers in 1978).

- (c) The range of instruments available to the Community was extended over the past three years with the addition of the measures on young persons and women, Directives on equal treatment in women's employment and the opening of the European Social Fund to youth recruitment premiums and jobs fulfilling a public need. The Community is now better equipped than in the past to deal with these categories which will continue to pose a problem in the next decade.
- (d) Lastly, the setting-up of structures for the coordination of national labour market policies was accompanied by a general awareness of the need to strengthen national placement and training structures and improve their efficacy and credibility. It will be the Commission's task to encourage such concerted action and the Member States' responsibility to implement the necessary reforms - the sole guarantees of the effectiveness of national and Community measures.

### III. GUIDELINES FOR THE FUTURE

22. Community labour market policy is now a fact. Guidelines for the future must initially be viewed in the light of the economic and social environment of the 80's. The different aspects should then be defined.

#### A. THE ECONOMIC AND SOCIAL ENVIRONMENT OF THE 1980'S AND ITS IMPLICATIONS FOR LABOUR MARKET POLICIES

23. With growth prospects that are not favourable to employment, with the urgent need for a structural adaptation of the European economy and with the enlargement of the Community to include the countries of southern Europe, Community labour market policy is faced with three major challenges.

##### (a) Growth inadequate to promote employment

24. For several years to come the Community will probably have to deal with the effects of slow growth, particularly in view of the need to maintain stable prices and of balance of payments restraints. In the absence of appropriate measures the most likely prospect for the next few years is therefore that underemployment will persist, with a selective effect on the less-favoured categories on the labour market, in particular certain young people, women, handicapped persons, migrant workers and older workers.

Under these conditions, Community countries will be faced with a grave danger that the quality of the labour force will deteriorate, which will be all the more difficult to accommodate in view of the fact that the demographic trend is expected to reverse after 1985.

Besides, in the absence of corrective policies, the growth of underemployment will also aggravate regional differences.

##### (b) The inevitable structural adaptations

25. Faced with the new international division of labour, Community undertakings will be forced to turn to activities that use high technology and offer high productivity. The introduction of new technology, such as microprocessors, is bound to raise several problems of adjustment on the labour market. All those involved - workers, undertakings, public

employment services - will therefore need to display a considerable degree of flexibility and adaptability (\*).

(c) Continuing enlargement

26. The characteristics of the economies and labour markets of Greece or of the applicant countries, Spain and Portugal, are very different from those of the present Community.

As an example, the activity rates for women are relatively low in the south European countries. In 1975, they amounted to about 30% in each of the three countries, compared to about 45% in the countries of the present Community (ranging from 26% in the Netherlands to 56% in Denmark). In the future it is probable that a large proportion of the potential workforce will be mobilised, which is likely to increase the need to emigrate from such countries.

In addition, the labour market management structures (training and placement) in these countries will probably have to be improved in order to cope with accelerated development.

Community labour market policy will therefore be confronted with the delicate problem of coordinating contacts between markets with different structures and characteristics. Gradual interpenetration should therefore be initiated, as was done in Greece. Such timing will, however, be ineffectual if the Community labour market policy to be set up is not accompanied by additional policies. An active policy on the adaptation of jobs and the improvement of working conditions in the sectors of the present Community that have always employed immigrant labour should be implemented. Community action should also be taken to promote investment in the applicant countries so as to reduce the need to emigrate from them. In this matter effective coordination with regional policy matters is important.

Implications for labour market policy in the 80's

27. The future trend of policies at both national and Community levels must be guided by two concerns.

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(\*) The impact of technological changes on employment is also dealt with in the following documents :  
"European society faced with new information, techniques: a Community answer" (COM(79) 650 final)  
and  
"Employment policy and the new technology of microelectronics" (COM(80) 16 final).

28. On the one hand, greater attention must be paid to the adjustment mechanisms of the labour market. The requisite flexibility must be obtained not only by requesting greater geographical and occupational mobility of workers, but also by requiring undertakings to make a greater effort to adapt to the labour supply available and to plan ahead, particularly by means of forward manpower planning. The contribution of the public authorities should not so much take the form of further legislation but rather the provision of operational support for necessary changes and adjustments.

29. On the other hand, in a number of Member States, the effectiveness of national and Community action in favour of target groups or sectors is often limited by inadequate development, in quality and volume, of placement, guidance and training services. A considerable effort thus remains to be made in this field. This is all the more true of acceding countries.

30. Community labour market policy must conform to certain requirements. On the one hand, Community action is not a substitute for national or regional action: rather it must complement and support it. On the other hand, it must take account of the specificity of national situations and serve their needs as coherently as possible.

B. ACTION UNDERTAKEN BY THE COMMUNITY UNTIL NOW MUST BE REINFORCED

31. At its meeting of 9 October 1979, the Standing Committee on Employment emphasized the importance of action to improve information on the operation of the labour market (statistics and studies) at Community level. The following areas should be given priority for more intensive cooperation as regards statistics and specific studies:

- working time and forms of employment (part-time work, temporary work, shift work);
- flows in unemployment, with a view to obtaining more precise information on the introduction and withdrawal of job offers and applications, duration of unemployment, recurrence of unemployment, mobility of the unemployed;
- the structure of employment and unemployment, based in particular on the Community labour force survey, the primary and most widely used basis for comparative studies and Community measures;
- the transition from education to working life;
- vocational training for young people outside school;
- the content of, and trends in, qualifications required.

Work has been begun in all these areas by Community and national departments; the SOEC's essential role in improving and harmonizing statistics should be strengthened. Largely thanks to the labour market research and action programme and the network of employment agencies, the Commission has also been able to carry out comparative studies which were used as a basis for the recent contributions to the Standing Committee on Employment.

The Commission is, nevertheless, concerned about the gap between the increasingly varied information needed in respect of the labour market and the actual data available. Accordingly, ways should be found of meeting the statistical requirements without complicating the collection of primary data. In the case of studies, action begun under the labour market research and action programme should be reinforced, and comparative studies should be facilitated by steps to disseminate national studies of general interest more widely throughout the Community.



32. As regards free movement, Community action should be based on the following measures:

- preventing future development from tampering with the application of the principles on which freedom of movement is based, as they are essential to the European labour market;
- making all circles and all levels aware of the need to bring into full operation the system for the international clearing of vacancies and applications for employment (SEDOC), particularly in increasing the frequency of exchange of information on offers and demand (presently monthly);
- combating illegal immigration and employment of labour from non-Member States in the spirit of the proposal from the Commission to the Council dated 5 April 1978.
- organizing the coordination of third country migration policies in accordance with the conclusions of the Council of Ministers which met on 22 November 1979. A priority in this field should be given to the problems of social and occupational integration of migrant workers in the host country and their preparation in the event of a return to the home country.

The above-mentioned measures take account of the extension of the Community to three countries of which at least two have relatively large labour resources and whose nationals will be entitled, once accession has taken place, to priority of employment in all cases where the Member States of the present Community use non-Community labour.

33. Sectoral adjustments (restructuring or conversion) must be continued in the next few years. Everything must be done to facilitate the retraining of workers or reduce the effects of rationalisation. The Commission advocates a policy of support for affected workers. But it does not intend to lend Community support in every case of adaptation. It is necessary, in fact, to make a distinction between two separate levels.

34. First, most restructuring and reconversion operations are carried out either at the level of the undertaking at regional or even national level. One of the factors determining their success is the presence of local employment services and their efficiency in locating and mobilising alternative employment. Therefore it is important to improve the quality and credibility of these services vis à vis the employers. In this context, the Commission also

attaches considerable importance to the spirit of the Directive on mass dismissals whose implementation by the Member States will constitute the subject of a forthcoming report.

35. At Community level, measures undertaken can be granted assistance from the European Social Fund without requiring a new Council Decision, or they could be the subject of specific plans after adoption by the Council. For example, the Commission has already made proposals to the Council relating to the social aspects of the restructuring of the steel industry.\* Two types of financial measures for these workers are proposed: appropriations for early retirement schemes and for the reorganization of work and working time.

36. The Commission considers that in such cases, the social and industrial policy measures should be established simultaneously. Although it is not intended that all such measures should be financed, it seems natural that some of them should receive Community assistance, to be determined on a case by case basis.

37. At the level of the regions, Community labour market policy mainly operates through the existing Funds. Any action taken must be situated between two extremes. The first would consist in a simple accounting exercise, by financial transfers that do not give the right to check on their actual utilization. The second would consist in checking the effects of such transfers in detail and laying down rules that are incompatible with the situation in such regions.

The Commission considers that it is necessary to develop a Community policy lying between these two extremes, based on the following points.

Firstly as each region is different, it is important to place the financial assistance provided by the European Regional Development Fund and the European Social Fund within the context of a coherent regional development programme. The Commission attaches great importance to these programmes which are provided for in the Regulations governing the two Funds. The development of integrated measures that coordinate the contributions from the various Community Funds should constitute a starting point of major importance.

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(\* ) Documents COM(79) 199 final and COM (79) 436 final.

Secondly the Member States and the Community must promote the capacity of the regions to develop or restructure themselves. This depends both on the size of the physical infrastructures (communications and transport, educational and hospital facilities) and on the quality of the human infrastructures (local training, management and analytical resources). The possibilities of job creation at the level of small- and medium-sized undertakings in the next few years must give priority to this aspect by using the most appropriate means and, as regards the labour market policy, by improving the quality of the job prospection, placement and vocational training and guidance apparatus.

Community action in respect of regions and the free movement of workers should not disregard the specific problems of frontier zones where considerable movements of manpower take place.

A solution should be found to the many administrative, economic, occupational and cultural problems with a view to facilitating two-way flows on these regional labour markets while ensuring full social protection for the workers concerned.

38. The development of specific policies based on individual categories of job-seekers must remain at the forefront of the social aspects of labour market policy, at both national and Community level. The common objective is to promote equal employment opportunities for all these categories (particularly young people, women, migrants, handicapped and older workers). With specific regard to Community action, women and young people will remain the priority categories in the years to come.

It is a fact that there is in the Community a continued increase in the participation of women in active life. Even in those Member States where the participation of women in active life is relatively low, there has been an increase in the female activity rates for certain age groups, particularly those for young married women. This trend reflects a fundamental and probably irreversible change in behaviour. Only an active policy of a fairer division between men and women of available work can prevent this new demand by women for work from being directed, as in the past, toward the least-qualified jobs.

39. Within this spirit, the Commission will present, before the end of 1980, its report on the application of directive 76/207 and will draw the conclusions on which future action will be based. This action will be supplemented by specific measures to establish true equality on the labour market, in particular by encouraging women's access to jobs and types of training considered to be reserved for men. It will base its action on specific assistance from the European Social Fund and on work carried out by CEDEFOP based on experiments within Member States in the field of innovatory training of women and girls. In addition, in May 1980, the Commission will hold a conference on equality for women; its purpose will be to formulate guidelines for medium-term Community action, with particular account being taken of the impact of the introduction of new technology on women's employment.

40. Youth employment is another matter as in fact it covers all the problems connected with the transition from school to working life. The decisions adopted by the Council over the last three years have provided the Community with a set of instruments which must be used to the full. It should be ensured that equal employment opportunities are open to young untrained persons whose employability should be increased, that national policies on the transition to working life are strengthened and that labour market imbalances are reduced. Lastly, all young persons must be able to have access, if they wish, to vocational training.

It should be noted, however, that Community action runs into two obstacles. First, there is the persistent shortage of jobs. Secondly, the success of Community action - of a subsidiary nature - rests on the desire and ability of Member States to develop this strategy and take firm steps to direct changes. Failing this, the priorities laid down by the Council are liable to result in a series of palliatives.

41. Community measures in favour of other social categories (migrant workers and the handicapped) must also be strengthened, if they are to avoid transferring the burden of unemployment from young persons and women to these other categories.

The social, occupational and cultural integration in the host country of migrants must be improved, particularly as regards the "second generation". It is also necessary to set up the assistance schemes that migrant workers are entitled to expect from the Member States when they return to their own countries (aids to reintegration into the labour market and into the society of the country of origin).

Measures concerning migrants from non-Community countries will of course form part of the coordination of Member States' migratory policies vis-à-vis third countries.

42. In regard to the handicapped, the Commission has already emphasised in its report to the Council at the end of October 1979 the need to promote their employment in a normal environment. It is also advisable not to limit actions exclusively to the most serious cases and to extend the field of action to stimulation measures, aimed at complementing the compulsory legislation in operation, in all enterprises especially as regards small enterprises who in many regions account for the near totality of salaried employment.

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C. THE COMPLEMENTARY OR NEW TASKS THAT MUST BE DEVELOPED

43. In the light of experience gained in the past ten years, it is clear that national and Community measures aimed solely at sectors, categories and regions and at solving problems once they have arisen, run into several obstacles.

Their immediate effectiveness of measures depends on the quality of the local structures that implement them. It will be necessary to encourage the development of national placement and training structures, both qualitatively and quantitatively.

The measures taken in recent years can cure but often not prevent imbalances that have arisen. It is therefore necessary to plan a forward-looking approach to labour market problems which, whilst taking account of economic uncertainties, would enable risks to be reduced and avoid taking those responsible by surprise.

Furthermore the development of new forms of employment (particularly temporary work and part-time work) concerns labour market policy as well.

Finally, the success of national and Community labour market policy, to a large extent, depends on a better link with other policies that affect employment (particularly economic policy, industrial policy and regional policy). The Commission had already brought home this important point to the Standing Committee on Employment (document SEC(79) 634 final) at its meetings of 22 May 1979 and 9 October 1979. It will therefore not be reiterated in this Communication.

44. Recent forms of employment. Employment difficulties in most Member countries were accompanied by the development of temporary forms of employment (particularly agency work and limited-duration contracts). Such instability particularly affects the target groups referred to above, more especially young persons and women. The development of temporary work is in the interest of certain undertakings. In many cases, however, it is a sign of weak planning and management of human resources in such undertakings. The development of such unstable forms of employment must therefore be controlled, in the interests not only of the workers but also of the undertakings themselves and the community for whom the need to keep a resource of skilled labour is essential to cope with the new international division of labour.

45. These problems concern labour law, labour market policy and the Community plan on worksharing. These problems should be approached with clarity in reconciling the interests of the workers with the need for a flexible economy.

Two themes have been given priority: the development of non-compulsory part-time work in non-discriminatory conditions and an effective control of temporary work. The requests made by the European Trade Union Confederation at the meeting of the Standing Committee on Employment on 9 October 1979 are at present being discussed with the Social Partners. Preliminary guidelines on these subjects will be submitted to the Standing Committee on Employment.

46. The Commission considers that the needs of workers faced with the current changes would justify special attention being paid to measures aimed at encouraging training-leave schemes for adults.

This field merits examination by the two sides of industry at Community level with a view to setting up studies, reports and exchanges of experience.

47. The development of an active prospection-placement structure. The matching of job vacancies and applications is done through a number of different channels involving private enterprise (advertisements, private agencies, etc.), and public action (employment agencies). The latter tend to concentrate on the most difficult placements, whereas the former tend to skim the top off the market. The resulting imbalance partly explains the difficulties public employment agencies have in appearing credible to undertakings.

The imbalance should be corrected by enabling public agencies to compete with the private sector and, if necessary, to improve the market, and to play the predominant role which should be theirs, according to the Recommendations of the International Labour Organisation. In this case incentives will be more effective than compulsion, but such measures require true cooperation from both sides of industry, and greater public effort. In this matter, annex II shows the great diversity of the functions undertaken by the public agencies and of their means.

In this connection, particular attention needs to be given to the development of vocational guidance and its adaptation to an employment system that is undergoing fundamental change. Within their labour market policy, the Member States should apply themselves to the development of guidance activities, not only to make easier the transition of young people into working life but also to promote vocational counselling of adults - in close liaison with labour market forecasts.

48. The Commission refers in this respect to the considerations it presented to the Standing Committee on Employment on 22 May and 9 October 1979 (doc. ref. SEC (79) 634 final), which may be summarized as follows:

- (a) public employment agencies must be capable of acquiring credibility in the eyes of undertakings and workers by improving their qualitative capacity. This requires a sound balance of economic and social criteria;

- (b) the operational functions of prospection and placement should be clearly distinguished from the management of unemployment, either into two separate institutions or with separate services and staff within a single institution;
- (c) placement must be viewed in terms of mediation between undertakings and job seekers. It must be based on other linked factors (training, guidance, counselling for job seekers and undertakings). Agency staff must be qualified and trained to carry out the role of mediator. The agencies should be located in each region, close to the users;
- (d) the active participation of employers' and workers' representatives in public placement must be sought in order to provide it with solid foundations in the labour market;
- (e) methods of improving the collection of vacancies in undertakings should be developed, for example within the framework of collective agreements. The Commission is aware of the importance which the European Trade Union Confederation attaches to this problem and of its wish to have compulsory notification of vacancies. The matter of compulsory notification should be examined with a view to establishing whether it helps the market penetration of public agencies and does not lead to bureaucratisation instead.

49. National institutions have on the whole still to make a big effort along these lines, with the assistance of governments and the two sides of industry. Community assistance should be directed to the development of cooperation on concrete matters such as staff training or data processing, or the development of vocational and occupational guidance in agencies. Such cooperation is, however, limited by the inadequate number of personnel allocated to tasks of support. It would nevertheless be desirable to examine whether an impetus from the Council to Member States would be appropriate.

#### The strengthening of vocational training structures

50. The weaknesses of these structures in a number of Member States, in relation to the requirements of the present and, more importantly, the future, is a matter for concern. It is essential that Community action should not be limited to the sectoral and category objectives described above; it should also enable the vocational training apparatus to cope better with new economic demands (e.g. introduction of microprocessors) and social needs (refresher training for long term unemployed and aid for reinsertion into working life).

One must not, however, underestimate the difficulties of such action, which is related to the decentralization of national systems, their institutional differences and the danger of remaining at a level too general to be of use.

In addition to continuing its activities on linked training and employment, the Commission intends to develop its activities in the following directions:

- specific assistance to certain Member countries (including the future new members) when they reform certain elements of their vocational training and apprenticeship systems. On this last point Annex III recalls that the countries with the most developed apprenticeship system are also those who have been the most successful in the struggle against youth unemployment;
- reactivating the move towards the mutual recognition of diplomas and certificates by promoting cooperation between those responsible for training in certain sectors wherever such a need is recognized;
- encouraging the establishment in frontier zones of training centres offering courses which lead to qualifications recognized in several Member States;
- developing a Community response to problems in the field of training resulting from the introduction of new technologies, in accordance with the conclusions of the Standing Committee on Employment of 26 February 1980.

#### A forward-looking approach to the labour market

51. The ability of national and community policies to move on from curative measures to preventive intervention depends greatly on their power to establish forecasts. Past experience, however (even in the years of constant growth), has shown the limitations of measures based on quantitative forecasts.

The uncertainties that have always weighed on the development of labour demand and that in the present economic climate have only increased, have meant that forecasting has become an essential tool.

There should be a clear distinction between quantified general or sectoral employment forecasts based on economic analysis and models and forecasts that are both more specific and qualitative relating to requirements in skills, based on direct surveys of informed circles. Experience has shown that the former are difficult to apply to the needs of vocational training and guidance policy. The latter, which should provide important solutions to present concerns, for instance as regards the development of new technology, are worthy of special attention both by the public services and by undertakings.

52. In the first place, the success of a forward-looking approach depends primarily, within placement services, on the expertise of the placement official and to the experience he can acquire through his contacts with industry. The best basis for a forward-looking policy lies in the quality of the placement services, in the development of its outside contacts and in the efficient circulation of the forecasts in full knowledge of their disadvantages.



In the second place, current Commission studies on telematics clearly show the limitations of a quantitative analysis of effects on employment but, at the same time, demonstrate the possibility of identifying a certain number of qualitative problems. Considerable progress would already be achieved if the training services, for example, could gradually incorporate the implications of these problems, in particular in terms of the content of training and the direction it should take. The idea of medium-term flexible programming of training merits development by placing the emphasis on qualitative changes rather than on quantitative needs, which can be only assessed in broad figures and with caution. Much remains to be done in all these areas in the majority of Member countries.

The Community should investigate the advisability of providing operational assistance to facilitate progress in these fields.

53. Finally it is in the interest of each undertaking to set up forward-looking manpower planning. Thus, in the past, certain mass redundancies could have been avoided if such a forward-looking approach had been adopted.

In this matter, undertakings must have at their disposal information and forecasts on the labour supply in their area. The local public employment agency has, therefore, a crucial role in informing undertakings, particularly small and medium-sized firms who do not always have the necessary staff. In return, it is important that undertakings strive to specify their need for workers, taking into account their growth plans and their policies for developing and adapting jobs. This information should be sent to the regional and national offices. The public employment agencies will naturally be of great help in the collection and transmission of this information.

This question must be settled at local level, or even regional or national level. However the Community could provide a contribution to the success of this action in helping the exchange of experience between undertakings within the Community.

#### IV. CONCLUSIONS

54. Reducing the number of jobless and re-establishing a high level of employment mainly depend on the revival of non-inflationary growth, the success of the necessary structural adaptations and an appropriate policy on the re-organization of working time.

In this connection, labour market policy is an important aspect of the overall strategy to be evolved. Although it cannot increase the volume of employment, a good labour market policy is nevertheless an essential means of ensuring the reciprocal adjustment of supply and demand and making structural adaptations more effective. These tasks will be even more important in the light of the problems raised by the development of new technologies.

55. Within the limits of its scope, the overall result of the Community labour market policy so far is positive:

- Freedom of movement for workers is recognized as a fundamental right of all Community workers;
- The European Social Fund is now an operational and flexible financial instrument available to the Member States, whose task is to submit worthwhile projects and make sure they are properly implemented;
- The Community is now better prepared than before to cope with the employment problems of young people and women, thanks to the Directives on equal treatment in the employment of women and Social Fund assistance for young peoples' recruitment premiums, including those for jobs serving the public interest.

56. The Commission feels that the measures which the Community has taken so far should be stepped up in the future. First and foremost, the financial potential of the European Social Fund should be used as wisely as possible and the legal instruments which the Community has set up in recent years should be effectively implemented (particularly as regards migrant workers, young people and women).

If these measures are to succeed, the existing structures will have to be strengthened. The number and quality of public placement, guidance and training services should be increased, as measures adopted at national and Community level have to be channelled through them.

Finally, the Commission also feels that Community action taken up to now should be further developed in two directions. In the first place, a close watch should be kept on developments in recent forms of

employment: temporary work (which should be properly supervised with social protection for the workers involved) and part-time work (which should be developed while avoiding discrimination). Secondly, there should be a coordinated, forward-looking approach to the management of the labour market both at undertaking level and on the part of the public employment services.

57. The Commission suggests that discussions should be centered on three basic questions:

- (a) improvement of information on the labour market,
- (b) strengthening public placement and training services,
- (c) introduction of, concerted and forward-looking labour market management.

Policies for Community action with regard to temporary and part-time work will not be examined until the second half of 1980, in agreement with the two sides of industry. The consultations already underway will be over by the middle of the year.

#### A. IMPROVEMENT OF INFORMATION ON THE LABOUR MARKET

58. The main aim of Community action in this field is to throw more light on the policies to be implemented both at national and Community level.

Six priority areas were mentioned in § 31: working time and forms of employment (temporary and part-time work in particular), duration and features of unemployment, structure of employment and unemployment, transition from school to working life, vocational training of young people out of school and skill requirements.

The Commission feels that efforts should be made in three different but complementary areas: improvement and harmonization of statistics under the aegis of the Statistical Office of the European Communities; stepping up qualitative and quantitative data compilation, and making comparative studies under the labour market action and research programme; coordination of research carried out in the various member countries and publication at Community level of national studies of common interest.

The Commission is pursuing the work it has already started. It points out, however, that if there is to be an improvement in the present situation as regards information on the labour market, adequate resources will have to be provided at both national and Community level.

B. STRENGTHENING OF PUBLIC PLACEMENT AND TRAINING SERVICES

59. The parties consulted during the preparation of this document were in broad agreement with its main lines, except as regards the problem of the notification of vacancies, on which opinions differed.

Regarding the implementation of the policies advocated in paragraph III C of this document, the Commission suggests setting up an action programme to strengthen public employment services and encourage cooperation between them. This programme could concern the training of personnel, the introduction of data processing systems, the development of adult guidance and counselling services and the application of the SEDOC system. It would be drawn up with the help of senior employment officials. The Commission also suggests considering whether an act of the Council would be desirable to give the necessary political backing to the efforts of these services.

Furthermore, the Commission notes that informal cooperation between senior employment officials and also between directors of employment exchanges has been working successfully for three years. It feels that these meetings should be institutionalized by setting up a Labour Market Committee to bring these officials together. This Committee, for which there are precedents, would enable their formal opinion to be obtained on certain points where this proved necessary and would make it easier to link the labour market policy with other Community policies. After consulting the two groups involved, the Commission will make proposals to the Council along these lines.

60. As certain vocational training systems have fallen alarmingly behind, Community action should be taken to supplement the Social Fund existing intervention, it should take the form of measures to help national systems to meet new economic and social requirements. Hence the Commission intends to follow up the recent Council Decisions with regard to vocational preparation and linked work and training by adopting the following priorities:

- specific support measures for certain Member countries,
- development of Community cooperation in certain sectors where the need is felt,
- promotion of the mutual recognition of qualifications,
- concerted response to the training problems raised by the new technology.

It will examine these priorities with the Advisory Committee on Vocational Training.

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C. IMPLEMENTATION OF COORDINATED AND FORWARD-LOOKING MANPOWER POLICIES

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61. There are several aspects to the implementation of coordinated and forward-looking manpower policies. It must start at undertaking level, where transparency must be improved and discussions held in an appropriate form on decisions concerning personnel management and questions likely to have a marked effect on the level and conditions of employment. It should be developed at regional and national level, with the two sides of industry taking an active part in labour market institutions (placement and training) as these play a decisive role in keeping the employment situation balanced at local level.

62. The Commission asks the two sides of industry at European level to discuss between themselves, and with the Commission, which practical measures would help to make coordinated manpower policy more effective. It suggests that they should look particularly at problems connected with manpower planning within undertakings and ways of making adjustments to the employment situation within specific areas. Comparative studies and exchanges of information should be undertaken as soon as possible.

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The Commission hopes that the Council will wish to confirm its priorities in the light of the debates and the conclusions of the Standing Employment Committee. The Commission will prepare on these bases the forms of actions to be developed.

Répartition par Etat-Membre et par Secteur

Unité: Millions d'U.C.E.

Nomenclature Budgétaire	BELGIQUE		DANEMARK		ALLEMAGNE		FRANCE		IRLANDE		ITALIE		LUXEM- BOURG		PAYS-BAS		ROYAUME UNI		TOTAL		
	muces	%	muces	%	muces	%	muces	%	muces	%	muces	%	muces	%	muces	%	muces	%	muces	%	
5000 Secteur AGRICOLE	-	-	-	-	0,81	6,8	8,61	72,3	0,53	6,8	1,69	14,1	-	-	-	-	-	-	-	11,95	100
5001 Secteur TEXTILE	0,97	6,9	-	-	2,38	16,9	1,08	7,6	-	-	3,56	25,2	-	-	2,61	18,5	3,51	24,9	14,11	100	
5010 JEUNES	3,64	1,6	2,84	1,2	13,18	5,7	35,44	15,3	18,64	8,1	53,89	23,3	0,51	0,2	6,31	2,8	96,54	41,8	230,99	100	
5020 HANDICAPES	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
5030 MIGRANTS	1,07	3,4	0,38	1,2	5,69	17,8	10,82	33,9	0,04	0,1	12,19	38,2	-	-	0,78	2,4	0,97	3,0	31,9	100	
5050 FEMMES	0,01	0,1	0,39	2,1	12,10	65,5	2,35	12,7	0,23	1,2	2,29	12,4	-	-	0,45	2,4	0,66	3,6	18,45	100	
50	5,69	1,9	3,61	1,2	34,16	11,1	58,35	19,0	19,71	6,4	73,62	23,9	0,51	0,2	10,15	3,3	101,68	33,03	307,48	100	
5100 REGIONS	4,12	1,3	6,65	2,1	11,78	3,7	40,76	12,6	26,46	8,2	150,21	46,6	-	-	5,89	1,8	76,43	23,75	22,3	100	
5101 GROUP. ENTREPRISES	-	-	0,66	60,6	-	-	-	-	-	-	0,43	39,4	-	-	-	-	-	-	1,09	100	
5102 PROGRES TECHNIQUE	1,52	15,2	-	-	0,68	6,8	2,24	22,4	-	-	4,10	40,9	-	-	1,47	14,7	-	-	10,01	100	
5110 HANDICAPES	4,11	6,8	2,86	4,8	5,46	9,1	8,23	13,7	9,03	15,1	11,97	20,0	0,49	0,8	1,44	2,4	16,34	27,3	59,93	100	
5120 RECONV.Industr.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
51	9,75	2,5	10,17	2,6	17,92	4,6	51,23	13,0	35,49	9,0	166,71	42,4	0,49	0,1	8,80	2,2	92,77	23,63	93,33	100	
5200 EXPERIENCES PILOTES	0,50	16,2	0,14	4,6	0,37	12,0	0,41	13,3	0,17	5,5	0,7	25,0	-	-	0,27	8,8	0,45	14,6	3,05	100	
5300 AID A L'EMPLOI	-	-	0,78	1,1	0,43	0,6	24,83	33,3	2,76	3,9	40,1	56,9	-	-	0,10	0,1	1,53	2,3	70,5	100	
50 - 53 TOTAL	15,94	2,1	14,70	1,9	52,88	6,8	134,8	13,1	53,13	7,5	281,23	30,3	1,00	0,1	19,32	2,5	96,43	25,77	45	100	

MAIN FEATURES OF PUBLIC EMPLOYMENT SERVICES

FEATURES	BELGIUM	DENMARK	F.R.G.	FRANCE	IRELAND	ITALY	LUXEMBOURG	NETHERLANDS	UNITED KINGDOM
NAME	Office National de l'Emploi (ONEM).	Arbejdsdirektoratet	Bundesanstalt für Arbeit	Agence Nationale pour l'emploi (ANPE)	National Manpower Service (NMS)	Ufficio del Lavoro	Administration de l'emploi	Directoraat Generaal voor de Arbeidsvoorziening	Manpower Service Commission (MSC)
<u>STATUS</u>									
Part of Ministry of Labour	No	Yes	No	No	Yes	Yes	Yes	Yes	No
Independent agency	Yes	No	Yes	Yes	No	No	No	No	Yes
Tripartite management	Yes	Regular Consultations	Yes	Yes	No	No	Regular Consultations	Regular Consultations	Yes
Legal monopoly of placement	No	No	Yes	Yes	No	Yes	Yes	Yes (full-time only)	No
<u>RESPONSIBILITIES</u>									
Placement	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Vocational guidance	Yes	Yes	Yes	Yes, in part	Yes	No	Yes	Yes	Yes
Vocational training	Yes	No	Yes	Generally no.	No	No	No	Yes	Yes
Mobility aids	Yes	Yes	Yes	No	Yes	No	No	No	Yes
Job creation aids	Yes	Yes	Yes	No	Yes, in part	No	No	No	Yes
Unemployment benefit									
- supervision	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	No
- payment	Yes	No	Yes	No	No	No	Yes	No	No
<u>BASIC STATISTICS</u>									
Number of offices	120	287	887	625	28	8 515	4	96	1 018
Number of employees	3 000	1 620	53 000	9 000	78	10 128	60	3 211	15 570

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

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

APPRENTICESHIP SYSTEMS IN THE COMMUNITY AND YOUTH UNEMPLOYMENT

	Obligatory apprenticeship for entry to specific jobs	Detailed official curriculum	Number of apprentices as % of working population	% of unemployed who are under 25 (end Sept. 1979)	% of total labour force aged 14 to 25		
					1973	1977	% change between 1973 and 1977
BELGIQUE / BELGIE	no	yes	in 1976 : 0.9 %	42.7 %	18.3 %	18.0 %	- 0.3 %
DANMARK	yes	yes	in 1976 : 2.2 %	31.4 %	15.8 % *	16.6 %	+ 0.8 %
B.R. DEUTSCHLAND	yes	yes	in 1977 : 5.2 %	26.1 %	18.2 %	17.6 %	- 0.6 %
FRANCE	no	yes	in 1978 : 0.9 %	45.0 %	17.7 %	16.6 %	- 1.1 %
IRELAND	no	no	in 1977 : 1.6 %	-	27.9 % *	25.8 %	- 2.1 %
ITALIA	no	no	in 1976 : 3.6 %	-	16.4 %	15.3 %	- 1.1 %
LUXEMBOURG	no	yes	-	57.8 %	20.7 %	20.9 %	+ 0.2 %
NEDERLAND	no	yes	in 1974 : 1.5 %	48.7 %	22.5 %	19.7 %	- 2.8 %
UNITED KINGDOM	no	no	in 1974 : 2.1 %	38.2 % **	17.9 %	17.9 %	0

- : figures not available

Sources : National and Eurostat reports (Labour Force Surveys)

\* As Denmark and Ireland did not take part in the 1979 survey, the figure relates to 1975

\*\* October 1979