

DOCUMENT

REPORT ON SOCIAL DEVELOPMENTS YEAR 1984

Brussels - Luxembourg / March 1985

(Addendum to the 'Eighteenth General Report on the Activities of the European Communities' in accordance with Article 122 of the EEC Treaty)



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Commission of the European Communities

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A. INTRODUCTION

1. Whilst the customary review of the past year on this occasion reveals an encouraging improvement in the major economic indicators - GDP growth and inflation - as compared with preceding years, the same cannot yet be said of the social situation. The festering sore of unemployment remains the major source of anxiety for the Community's citizens. With unemployment running at 11.6 % at the end of 1984, a total of some 13 million people are officially registered as job seekers. Aside from the individual tragedies resulting from this situation, the reader will find evidence in this report of the imbalances between groups which are either associated with or accentuated by unemployment. The value of certain social benefits has fallen steadily in recent years and developments in 1984 confirmed this trend. On occasion, however, the imbalances resulting from the recession have, by their persistence or accumulation, had the effect of pushing a large number of people into poverty. At the same time, as the review of developments at national level shows, the social services have become less able to assist these people. Finally, in behavioural terms, two trends would currently seem to dominate the social scene: on the one hand, the demands and determination which have characterized a number of bitter, large-scale industrial disputes ; on the other, a search for new patterns of work organization and new education and training curricula which would seem, in the majority of Member States, to herald an effort to adapt to change both at the workplace and in job profiles.

2. This deterioration in the social situation does not affect all individuals or social groups equally. Some are harder hit than others by current economic constraints. Moreover, even within a particular

group - e.g. young people under 25 - the situation varies from country to country. In some, youth unemployment is declining slowly - as in Belgium - whilst in others - e.g. Italy - it is still on the increase. In general, however, it is for the long-term unemployed (i.e. those who have been without work for more than a year) and even more for immigrants that the employment situation seems most unsatisfactory. The progressive marginalization of these two groups as a result of lack of work and, in many cases, inability to cope with the culture in which they live, is generally reflected in a feeling of rejection by the "working world" or host society. Whilst praiseworthy efforts have been made almost everywhere to promote the occupational, social and cultural integration of these groups, the fact remains that, overall, their material situation and public image have continued to deteriorate. In 1984 these groups were faced with even greater economic uncertainty on account of a reduction in financial assistance related to the duration of unemployment or the adoption of stricter legal and administrative rules.

The year under review also saw growing concern, notably on the part of national authorities, regarding another group - the elderly. This group, which is more exposed to the risk of illness and more heavily dependent on the various forms of social protection than the norm, represents a growing proportion of the population, and its size and special needs highlight both the demographic imbalance and the financial difficulties of social protection systems.

3. In the face of these problems and with a view to meeting the varying expectations of the groups in question, national authorities have, it is true, already taken action. As will be seen from the body of this report, the measures in question, whilst many and varied,

show considerable similarities from country to country. In many instances this is because they take their inspiration from guidelines agreed at Community level. Cases in point are the campaign against youth unemployment and action in the field of vocational training. As far as action to promote equality for women is concerned, some of the measures reported have been taken in compliance with legal obligations under Community instruments. The Commission welcomes such instances of convergence in the action taken by national authorities and is convinced that the combined effect of these efforts and their coordination within the Community economic and social framework will be to reduce unemployment significantly by fostering a return to competitiveness in European industry and by creating new jobs.

4. The Commission would, however, point out that action by the public authorities alone will not suffice and was perturbed to note a marked deterioration in the industrial relations climate during the year under review. The large-scale disputes which were a feature of 1984 and the failure of various rounds of talks between the two sides of industry - notably on working time and the organization of work - are in the Commission's view evidence of this deterioration. Such a situation is clearly damaging not only to the interests of workers but also to the economy in general. It may also appear paradoxical if one compares developments in the field and in relation to concrete objectives with the statements made jointly at Community level by the majority of representatives of the Member States and the two sides of industry. The Commission therefore feels that it is essential to intensify and improve the effectiveness of the social dialogue at all levels.

It is to this end, at all events, that it will direct its efforts throughout 1985. The work programme outlined below is motivated by observation of developments in the social situation during 1984 and by the need to continue and follow on measures proposed and approved in the course of that period.

5. Employment has been and will continue to be the Commission's major concern. For justification of this one need look no further than the fact that, in the space of a year, the number of unemployed in the ten Member States has risen by 680.000¹. The campaign against youth unemployment - identified as an absolute priority - is beginning to yield results in some Member States. As far as the Community is concerned, 1984 saw three quarters of the resources available to the European Social Fund devoted to this purpose - following the reform of the Social Fund rules in 1983². Efforts in this direction will continue, with the emphasis on a more effective concentration of Fund assistance firstly on operations conducted in priority areas and secondly on operations corresponding to Community objectives. The medium-term social action programme formally adopted by the Council on 22 June 1984³ clearly indicates the degree of concern regarding youth unemployment. The fear that some 5 million young people might find themselves irremediably excluded from the mainstream of society without ever having found work led to a solemn undertaking to the effect that : "The measures taken by the Community will have to be strengthened for this purpose (improved employment possibilities for young people), in particular as regards training and reconversion to new technologies and social integration". This priority objective takes on even greater significance on the eve of International Youth Year.

6. The Community's determination to act quickly to counter unemployment also extends to women. Thus, at the instigation of the Commission, the Council acknowledged in another resolution dating from 7 June 1984⁴ that "given the particular characteristics of female unemployment, it is

¹ Monthly Bulletin on Unemployment, December 1984, EUROSTAT.

² OJ L 289, 22.10.1983; Social Report 1983, point 13.

³ OJ C 175, 4.7.1984.

⁴ OJ C 161, 21.6.1984.

also necessary to make specific efforts to remove the handicaps affecting the employment of women and to promote equal opportunities on the labour market". It should in particular be noted that the initiatives advocated in this resolution include "the development of positive measures to correct de facto inequalities and thereby improve female employment prospects and promote the employment of both men and women". Towards the end of 1984, the Council duly called on Member States to adopt a positive action policy ¹. This involves measures aimed, for instance, at eliminating or counteracting the prejudicial effects on women in employment or seeking employment which arise from existing attitudes, behaviour and structures based on the idea of a traditional division of roles in society between men and women. Positive action also entails encouraging the participation of women in various occupations in those sectors of working life where they are at present under-represented, particularly in the sectors of the future, and at higher levels of responsibility in order to achieve better use of all human resources.

7. The long-term unemployed, whose problems are mentioned at a number of points in chapter I of this report, constitute more than a third of all unemployed persons; over 2 million of them have been out of work for more than two years. It will be evident from the body of the report that all Member States are endeavouring to assist this group. Above all, the need is to maintain employability - not only in the sense of maintaining occupational skills and work habits but also in the sense of tackling the psychological repercussions of a prolonged period of unemployment. Where the long-term unemployed are concerned, general recruitment incentive schemes and conventional

¹ OJ L 331, 19.12.1984.

training programmes have not, unfortunately, produced the anticipated results. To date, it is primarily via the European Social Fund and more particularly in the form of aid towards recruitment subsidies, the development of special skill upgrading programmes and, more recently, the creation of jobs meeting a public need that the Commission has acted to assist this group. Now, however - thanks to the adoption on 13 December 1984 of a Council resolution on action to combat long-term unemployment ¹ - there would seem to be scope for diversifying the instruments employed and pursuing a more incisive medium-term policy better suited to addressing this particular problem

8. Local employment initiatives, which were the subject of a Commission communication of 21 November 1983² and whose role and potential in the fight against unemployment the Council has now acknowledged in a resolution of 7 June 1984³, constitute one of the main instruments which can be used to assist the long-term unemployed. In this context the Council noted, on the basis of experimental schemes and consultations conducted throughout the Community, that "local employment initiatives are particularly important for persons whose chances of integration or reintegration into the labour market are very slight" and "may rebuild confidence and produce skills, qualifications and capacity for enterprise".

Aside from the special needs of the long-term unemployed, the Council also acknowledged, as suggested by the Commission in its abovementioned communication, the need to strengthen existing structures and monitor the results of local initiatives. The resolution therefore calls on Member States to adopt certain very specific policy guidelines within the framework of their overall policies and practices. National

¹ OJ C 2, 4.1.1985.

² Social Report 1983, point 11.

³ OJ C 161, 21.6.1984.

authorities are, for example, urged to adopt appropriate legal instruments, promote the transfer of experience, make available information on existing aid arrangements and examine possibilities for new methods of providing finance for LEIs, in particular with a view to making it easier to launch them.

As far as Community action is concerned, the resolution encourages the Commission to support action by the Member States, in particular by granting assistance from the European Social Fund, developing its programme of consultations and information transfer in order to facilitate the direct exchange of experience at Community level - in close coordination with the OECD - and, finally, carrying out specific studies to help to guide and assess existing initiatives and their development. In line with the above, the Commission started a further round of local consultations in 1984 following on those undertaken throughout the Community between mid-1982 and mid-1983.

9. The prevailing employment problems and labour market tensions once more focussed the attention of public opinion on migrant workers. Since the Council's adoption on 9 February 1976 of a resolution establishing an action programme in favour of migrant workers and their families, ¹, and aside from the specific measures concerning migrant workers in the field of social security, no major Community initiative has been taken in relation to this group. The migrant population of the Community now amounts to some 12 million people, including 9 million immigrants from non-member countries, and some Member States are now facing the question of whether, in the light of current employment problems and the difficult economic situation, restrictions on entry and residence are justified and to what extent

¹ OJ C 34, 14.2.1976.

migrants established in the Community should be encouraged to return to their country of origin. Also under debate are the scale and nature of the efforts to be made to promote the social and cultural integration of immigrant minorities, more especially the second and third generations.

10. Since these are questions which no Member State can afford to ignore, the Commission formulated them in the Community medium-term social action programme. In its conclusion concerning this programme, the Council takes note that the Commission will be submitting proposals to it aimed at intensifying Community policies encouraging the cultural and social integration of migrant workers, developing cooperation between Member States on the control of migratory flows from non-member countries and, finally, comparing retraining policies for migrant workers volunteering to return to their countries of origin and examining the links between these policies and the Community policy on cooperation with those countries. The Commission has now complied with this by presenting a memorandum on migration policy to the Council on March, 7 1985¹... This memorandum outlines the possible strategies for attaining the objectives of integration and improved social protection for migrant workers and their families.

11. In today's changing society, where everyone should have access to the knowledge essential for success, exploitation of the new technologies constitutes a vital challenge and an opportunity to be grasped both by workers in employment and by those seeking jobs. Both at work and at home, "know-how" and the ability to communicate will be more than ever dependent on microprocessors and other increasingly widespread

¹ COM (85) 48 final of 1 March 1985.

technologies. The Community's citizens - and especially the young - must start equipping themselves now to cope with this pattern of development. With this in mind, the Commission put a memorandum on technological change and social adjustment before the Council in January 1984 ¹.

Following in-depth discussion of this topic by the Standing Committee on Employment at its meeting on 10 May, the Council took the view in its conclusions on 7 June 1984 ² that a common strategy on the social impact of new technologies should be based on certain clear principles, the first of these being the need for an overall Community response to the new industrial revolution and its social repercussions. Also important are acceptance of the necessary changes and of the fact that their social implications must be mastered via training and advance information and consultation arrangements for workers. The two sides of industry meeting in the context of the Standing Committee on Employment and the representatives of the Member States have thus acknowledged more clearly than hitherto that "this information and consultation should be as exact and full as possible and regularly accompany the implementation of technological options" and, incidentally, that "the parties concerned should be able to benefit from expert advice".

12. The Commission will in the months to come be following the line of action thus approved by the Council. The work already begun by the Commission in preceding years in the fields of industrial development, research and innovation will draw new strength from this recognition by all parties of the priorities associated with technological change. The Commission has been urged to expand its activities in relation to the implications of technological change in a range of fields : employment and the labour market, training and education, working conditions and the organization of work. The work undertaken will relate to forward labour management (notably at regional and local level), short and medium-term sectoral employment trends and the identification of new types of job and changes in job content.

¹ COM(84) 6 final, 26.1.1984.

² OJ C 184, 11.7.1984.

The importance of vocational training and of the contribution to be made by education in facilitating the acceptance and mastery of technological change has already been strongly emphasized in the past ¹. More than ever, the Commission plans to direct its energies towards supporting the efforts of Member States in these critical fields. It takes the view, for example, that all young people should be familiarized with the new information technologies at school. Similarly, as far as adults are concerned, the Commission feels it to be vital that a consensus be sought at Community level between the two sides of industry and the Member States with a view to expanding continuing education provision. Finally, the initiation or strengthening of cooperation between employment-creating industry and higher education should make it possible to both encourage and adapt more closely to real requirements the initial training and retraining of specialists, more particularly in the most advanced fields.

13. As far as the organization of work is concerned, the Commission is in a position to encourage certain necessary developments now that all parties are ready to accept both the need for and the limits to such developments. Taking up the ideas expressed by the Commission in several of its communications, the two sides of industry are now - since the 10 May 1984 meeting of the Standing Committee on Employment - agreed on a position of principle which the Council enunciated in the following terms at its meeting on 7 June : "Since technological change has consequences for employment, the organization of work and production, these ought to form the subject of dialogue between labour and management. While the competitive position of undertakings should be preserved, particular attention should be paid to improved utilization of plant and equipment, to employment problems, to working conditions and safety at work, as well as to the length of working hours" ². Whilst there

¹ Social Report 1983, point 12.

² Conclusions of the Council of 7 June 1984, point 6.

is some distance between theory and practice - as can be seen from the numerous breakdowns in negotiations and disputes recorded during the year under review - the Commission remains convinced that this is the direction in which we must move.

For its part, the Commission will continue, in collaboration with Member States and the two sides of industry, to investigate ways and means of adjusting both internal company labour markets and the external labour market to the changed requirements of production. Specific subjects such as the reorganization of working time in firms, shift working and weekend work will be considered in this context. The Commission is firmly convinced that this search for new patterns of work organization must aim to improve both the economic performance of firms and the living and working conditions of the Community's citizens. These two premises - which some have been tempted to contest - are undoubtedly associated with real difficulties in bargaining between management and labour. They are compatible, however, if one acknowledges that it is possible to increase competitiveness whilst maintaining the principal regulatory provisions of labour law and social law, and if, moreover, one takes the view, as does the Commission, that efforts to achieve social progress cannot disregard economic facts.

14. In a word, therefore, the social dialogue is, in spite of the vicissitudes encountered in recent years, an essential element in the process of improving living and working conditions. First and foremost, given the across-the board impact of technological change and as a means of setting the necessary social dialogue in motion, the Commission will endeavour to identify at Community level the basic principles for the legal and collectively agreed instruments to be adopted in the Member States with a view to ensuring that workers are genuinely informed and consulted when new technologies are introduced in firms.

The aim here will also be to put into practice the wishes of the Council, as expressed in the medium-term social action programme approved in June 1984, which requests the Commission "to work out appropriate methods for encouraging, while scrupulously respecting the autonomy of, and responsibilities peculiar to, the two sides of industry, the development of relations of parity at Community level". The fact that the dialogue between the two sides of industry at Community level must - as the Council acknowledges - be intensified and refined in order to associate them better with the Community's economic and social decisions illustrates another point rather disguised by some of the pronouncements made at national level, namely the interdependence of the Member States' economies and, more specifically, the interaction of those factors essential to the competitiveness of European industry and the gradual but lasting absorption of unemployment.

15. It is vital that inroads be made into mass unemployment and, even more critically, long-term unemployment - not for the sake of some statistical demonstration of the success of our efforts or the rightness of our economic policy, but rather because this would of itself reduce poverty in Europe. As the Commission emphasized in its last report on social developments ¹, the structural link between the employment situation and poverty trends is clear. This is all the more true given

¹ Social Report 1983, point 2.

that it is the groups most vulnerable to changes in the labour market which have in recent years considerably swelled the ranks of those whom an insecure situation and inadequate resources place below the poverty line. It should also be recalled in this context that poverty is rarely the result of a single factor, being more often the outcome of a cumulative process which makes it a multi-dimensional phenomenon. Figures (prior to Greek accession) showed some 30 million people to be below the poverty line in the nine ¹ - in other words, according to criteria laid down in the mid-seventies, in receipt of incomes amounting to less than half the relevant national average. Now, with the addition of the "new poor", the total is in all probability well above the 30 million mark.

16. Whilst it is not possible to present in this report a full analysis of poverty and poverty trends, it should nevertheless be recalled that, after approving the Commission's final report on the first programme to combat poverty in December 1982, the Council concluded that more specific Community measures were necessary ². After consulting a large number of bodies active in this field, the Commission therefore put before the Council in July 1984 a proposal for a Decision on specific Community action to combat poverty (action-research, the dissemination of information and the transfer of innovative approaches). The resulting Council Decision, adopted on 19 December 1984 ³, provides for Community financial assistance to combat poverty in deprived urban zones and impoverished rural areas, giving priority to certain population groups - the long-term unemployed, jobless young people, the elderly, one-parent families, second-generation migrants, refugees, returning migrants and the so-called "marginal" groups. Persons belonging to one of these groups may benefit from measures undertaken in the context of this four-year programme provided that their resources (material, cultural and social) are so limited as to exclude them "from the minimum acceptable way of life in the Member States in which they live".

¹ COM(81) 769 final, 15.12.1981, p.1.

² Sixteenth General Report, point 305.

³ OJ L 2, 3.1.1985.

17. Aside from situations of need such as to justify assistance under the anti-poverty programme, however, there is one group - the elderly - which is growing in number and will, inevitably, require increasing support from the working population and place an increasing burden on the resources of social protection systems. The combined effect of demographic trends and the problems of financing social protection in a period of recession led the Council to include it amongst the major topics which constitute the recently adopted medium-term social action programme. As far as population trends - and more especially the consequences of ageing - are concerned, this programme calls for information to be exchanged on a regular basis and studies to be conducted. It describes social protection systems as an important feature of the social cohesion of the Community countries and one facilitating occupational mobility in the face of technological change and competition.

18. The Council feels, however, that adjustments should be envisaged in order to consolidate achievements and increase the efficiency of social protection systems. This is the aim of a whole range of discussions and consultations initiated at Community level by the Commission and mentioned in the 1983 Report on social developments¹. Whilst the Member States have not hesitated to take action - sometimes of a drastic nature - in the social security field, as will be seen from Chapter VIII, the Community as such must also not stand idly by. The Council recognized this fact when it asked the Commission, in the context of the medium-term social action programme, "to ensure that these adjustments do not become a stake in the competition between European economies". Here too, as in the field of work organization above, provisions must be adopted aimed at ensuring a coordinated attitude among the Member States. With this in mind, the Commission has therefore been asked

¹ Social Report 1983, points 17 and 18.

to "endeavour to identify better the impact of social security payments on the competitiveness of undertakings, employment and the standard of living of households in the economic context as a whole".

19. This desire for rationalization is directed particularly towards the controlling of health expenditure trends - a special concern which can be explained by the size of the financial and economic stake in this area. Another objective is, however, involved here. The Commission undoubtedly regards the preservation and improvement of health as a vital element in the campaign to better living and working conditions. This is, however, a matter concerning all population groups, whereas Community action to safeguard health and safety at work mainly relates to workers. This priority is, moreover, echoed in the medium-term social action programme, which emphasizes that aspects concerning the health and safety of workers are "important factors in labour productivity". The Commission's activities in this field will therefore follow the lines laid down in the Council resolution of 27 February 1984 on a second programme of action on safety and health at work ¹.

Efforts to improve protection against dangerous substances at work will continue with the drafting of specific proposals to supplement the basic Directive (80/1107/EEC) ² on the protection of workers from the risks related to exposure to chemical, physical and biological agents at work. These specific instruments will relate to substances such as benzene and acrylonitrile, whose potentially substantial dangers for workers are well known. Work of a more clearly targeted nature than hitherto will also be undertaken on the ergonomic and safety implications associated with the spread of the new information technologies and the effects of their use in the production process. This is in line with

¹ OJ C 67, 8.3.1984.

² OJ L 327, 3.12.1980.

the Council's wish to see arrangements sought for "taking systematic account of the ergonomic implications of technological innovations as from the stage of the study and design of the equipment" ¹.

20. Such, in brief, is the Commission's assessment of the significance at Community level of social developments in 1984, together with a summary of its activities and the prospects for the coming months. So short a summary of events, ideas and policy intentions cannot, of course, claim to be exhaustive. It does, however, show that the balance of social developments in 1984 was still less than favourable. This is, naturally, a serious matter for the growing army of the deprived. It is also cause for concern in the sense that the persistence of such a situation is inconsistent with the ambitions and hopes of the founders and promoters of the European ideal. The Commission is very much aware of this gap between reality and expectations for the Community's citizens - especially the young. Admittedly, there is now a convergence of views regarding the problems encountered, their causes and the possible solutions. Some positive results are, moreover, being achieved - e.g. the year under review saw a comparative stabilization of youth unemployment. Most importantly, the economic outlook has brightened somewhat.

Nevertheless, the battle is by no means won. The effort to achieve economic recovery must be continued and stepped up, social solidarity mechanisms need to be targeted more effectively on the

¹ Medium-term social action programme, point 1.4.

most vulnerable groups and certain outdated attitudes need to be abandoned. Community social policy will form a framework, on the same basis as the industrial and common agricultural policies, for this voluntary, reasoned process. The Commission calls on all Member States and the two sides of industry - without whom no progress is possible - to take part in this process. It is convinced that coordination and consultation are essential if the immense human potential of Europe is to be fully exploited and will constitute the surest safeguard for the collective and individual interests of the Community's citizens.

B. Social developments in the Community in 1984

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Chapter IEMPLOYMENT

(including migrant workers)

Trends within the Community

21. After growing by less than 1% in 1983, GDP in the Community is expected to rise by 2.2 % in 1984, the largest expansion in Community economic activity since the recession began. Nevertheless, this is insufficient to have any effect on the unemployment rate. Total employment is expected to remain stable (0.0 % growth compared with a decline of 0.8 % in 1983), but with the labour force expanding by 0.5 %, unemployment averaged 11% for the year as a whole, compared with 10.4% in 1983).

In December 1984, the number of unemployed was more than 13 million, equivalent to 11,3% of the Community's labour force, compared with 12 1/2 million (10.8%) a year earlier. At the same time, there was a slight change in the situation of the young unemployed. The proportion of unemployed young people under 25 years of age was estimated at 38.6% in December 1984 compared with 38.7% a year earlier. The situation of women has worsened slightly, with their share in total unemployment (42.2 % in December) marginally higher than in December 1983 (41.5%).

22. Both overall and in terms of the situation for particular groups, the trends in unemployment reflect the measures which have been taken at Community level and in Member States to combat unemployment. As in previous years, emphasis has been placed particularly on special measures to provide job opportunities for disadvantaged groups, most notably young people under 25 years of age - following the adoption of the Council Regulation on the promotion of employment for young people on 23 January 1984 ¹.

23. The emphasis on small-scale, local-level action in the fight against unemployment also led to the preparation by the Commission of a communication on the role of local employment initiatives. This was the culmination of some two years work, presenting the results and conclusions

1 Social Report 1983, point 23.

of a series of twenty consultations at local level in all areas of the Community. On June 7 the Council adopted a Resolution which noted that "the development of local employment initiatives should be supported and stimulated by the Member States' policies accompanied by specific measures at Community level". The Member States were invited to adopt a series of measures to support and promote LEI's through better communications, the establishment of support structures, access to existing finance and provision of new finance, as well as the creation of appropriate legal structures. The Commission was invited to use its resources to support innovative projects, develop its consultation and information transfer programme and carry out further studies. In this context a new round of consultations throughout the Community has already begun and the European Local Initiatives System of Exchange (ELISE) has been set up and is starting to operate.

24. Finally, in line with the request of the "Jumbo" Council of November 1982, the Commission submitted a communication on long-term unemployment to the Council and the Standing Committee on Employment. This communication analyses the scale and nature of the problem: the rapidly rising numbers of people involved, statistical difficulties encountered in measuring the phenomenon and the characteristics of the long-term unemployed. The social and economic costs are also considerable, both for individuals who encounter financial and personal problems and for the economy in terms of wasted real resources and budgetary losses. It is noted that the measures which have been adopted so far to combat long-term unemployment, firstly by national governments and also by the Community, have been somewhat piecemeal - lacking overall consistency.

The conclusions for policy and further action note that an effective policy response requires both individual and co-operative actions by all parties concerned and sets out the proposed actions to be taken by national governments, social partners and the Community. In particular, national governments are requested to ensure that the employment services

are structured, organized and staffed to ensure that policy interventions are "triggered" at the appropriate moment - particularly for those unemployed for at least one year. Moreover, Member States should ensure that temporary work initiatives are prepared on a scale determined by the extent of the long-term unemployment problem at the local and regional level.

Finally, the questions for further policy discussion examine the various economic and social policy objectives which need to be reconciled if the particular problem of long-term unemployment is to be tackled effectively and on a lasting basis.

25. The foreign population resident on Community territory continued to attract the attention of public opinion in connection more especially with the questions of employment and unemployment, clandestine migration, the cultural remoteness of the new ethnic minorities and the natural growth of a second and third generation.

Whilst various measures have been taken to limit numbers of foreign residents in line with the absorption capacities of society and the labour market, and to facilitate voluntary repatriation by means of financial incentives, this has in no way diminished the efforts undertaken to promote integration. The two trends would not appear irreconcilable, especially where supporting action is taken to facilitate the maintenance of cultural links with the country of origin, step up education and training programmes and increase the efforts undertaken in favour of young immigrants, which should help to improve the quality of foreign labour.

The Commission submitted new guidelines to the Council on 7 March 1985¹, taking account in large measure of the concerns motivating Member States in their efforts to pursue effective and equitable migration policies, but at the same time underlining the need for closer collaboration and consultation within an institutionalized framework at Community level.

1 Point 10.

Development of the situation in the member countriesBelgium

26. The employment situation improved slightly compared with the previous year: there was an improvement in the trend as regards the overall employment level (+ 0.2 % over the year compared with - 1.1 % in 1983) and a marked slowdown in the fall in employment in industry (- 0.3 % compared with - 3.7 %). A corollary of this greater stability was a halt to the rise in unemployment. At the end of December 1984, the unemployment level was below that twelve months previously: 605.400 compared with 606.500 representing an unemployment rate of 14.7 %. However, a breakdown by sex and age shows differing trends; unemployment among women increased by 1.9 % (December 1984/December 1983), whereas over the same period, unemployment among men and young people declined by 2.5 and 5.3% respectively.

While continuing with its past policy, particularly on wage restraint, the Government made a number of changes in 1984, with a view, among other things, to achieving savings. For example, the working hours and pay of civil servants recruited during the year were limited to 80 % of those normally expected for a full-time post. In view of budget restrictions, the promotion of part-time work is a positive way of preserving jobs. The same is true of the decree restricting overtime. The declared aim was to share the available work and reduce short-time working of which the cost to public funds is by no means negligible. In addition, the rules on periods of on-the-job training for young people were revised at the end of December 1983 to improve the quality of the training and increase the number of young people taken on permanently after completing their course (e.g., by offering a 10 % reduction in employer's social security contributions). Coupled with this, a number of measures were introduced to help unemployed people wishing to set up businesses (e.g., option of community unemployment benefits up to an amount of 11 000 ECU). Similarly, wage subsidies were granted to non-profit-making agencies providing assistance to small and medium-sized firms, for any unemployed person taken on.

27. A law governing certain aspects of the status of foreigners and introducing a Code of Belgian Citizenship, adopted on 28 June, also introduces new measures which in some cases are more restrictive than before, particularly as regards the immigration of workers' families, foreign students, registration in certain municipalities and the right to social assistance. The second part of the abovementioned law seeks to facilitate the naturalization of foreigners so that they may be integrated more quickly into the national community.

As stated in its communication of 15 March, the Government adopted a draft law introducing a repatriation grant for foreign nationals holding a visa who have been receiving unemployment benefits for more than a year and wish to return permanently to their country of origin together with their dependents. The amount of the grant increases with the number of dependents.

Denmark

28. With an estimated GDP growth of some 4% in 1984, (as against 2.5% in 1983) employment is expected to expand by more than 1.5%. As a result, the average unemployment rate for the year dropped from 10.2 % in 1983 to 10.0 % in 1984; the first time since 1979 that the annual average unemployment rate has fallen. The proportion of unemployed people under 25 years of age has also declined - from 26.3% in December 1983 to 25.5% in December 1984.

Against this background of a relative stabilisation of unemployment, employment policy initiatives have concentrated on improving the situation of specific labour market groups. In March 1984, a Government committee reported on ways of improving the employment opportunities for conscripts on termination of their military service. About 15 000 are conscripted each year, and of the half in employment on being drafted about one third lose their jobs as a result. No political follow-up has yet been taken on this report.

In line with action being taken at Community level, the Government prepared a special programme to combat youth unemployment in 1984 and 1985. This "youth package" envisages the provision of some 16 000 new education and training places for 1984 and includes among other things two measures: an increase of 10% in the number of young people admitted to introductory work experience courses and an amendment to the Job Offer Act so that young people under the age of 25 who are entitled to a job offer may choose a training allowance of DKR 52 000 per year for up to 2 years instead. The purpose of this arrangement is partly to channel young people with little or no training into the system and partly to relieve pressure on the job offer scheme.

29. Pursuant to the Law on the entrance and residence of foreigners, two Decrees were adopted on 18 June, one relating to foreigners at large and the other to Community nationals. The latter Decree transposes the Community rules of freedom of movement for workers more fully into national law than had hitherto been the case.

The Government plans to increase the number of political refugees admitted to Denmark from the present level of 500 per year.

Federal Republic of Germany

30. Following settlement of the labour disputes in the metalworking and printing industries, which resulted in serious losses of output in the second quarter, the favourable underlying trend in the economy which had been apparent at the beginning of the year appeared to re-assert itself. As a result, GDP rose by 2,6 % over the previous year.

However, this upward trend did not lead to any improvement in the labour market situation; the total number of registered unemployed remained above two million throughout the year. The average figure for the year was 2 260.000. The unemployment rate (unemployed as % of wage earners) was 9.1% in 1984, the same as in 1983.

A regional comparison of the situation in the Federal Republic of Germany shows a North-South divergence: the annual average unemployment was highest (over 12%) in the Lower Saxony-Bremen area, followed by Schleswig-Holstein and North Rhine-Westphalia with around 11%. At the lower end of the scale were Bavaria (8%) and Baden-Württemberg (5.5%).

Unemployment among young people under 25 years' old improved, since jobs were found for many young people - who had registered as unemployed on completing their vocational training. At the end of September there were still 582.000 young people under 25 looking for a job compared with 623.000 12 months previously; during this period their proportion of the total number of registered unemployed fell from 29.2 % to 27,2%.

The Federal Government declared the restoration of higher employment levels, the reduction of unemployment and the integration of the high birth-rate years into working life as its main priorities. In its view, the preconditions for achieving these objectives are vigorous, self-sustaining economic growth, with increased investment playing a key role, and the consolidation of the Federal budget.

Along with the economic growth needed for a higher level of employment, the Federal Government feels that working time should be geared more to labour market conditions. This was also the aim of the Law to facilitate the transition from working life to retirement¹ which came into force on 1 May and which created the legal framework enabling workers to retire early from their 58th year and thus release jobs for unemployed young people.

In addition, the Federal Minister for Labour and Social Affairs presented a draft Employment Promotion Law in March which aims to remove obstacles to the recruitment of those excluded from working life and the unemployed through a series of changes to existing labour and social legislation. In particular this involves: increased authorisation of fixed-term contracts of employment, and increased opportunities for part-time work.

The year under review again saw the beneficial effects on employment of the measures implemented under the Employment Promotion Law; according to estimates of the Labour Market and Vocational Research Institute of the Federal Employment Office, job creation, further training and retraining measures and the granting of allowances for short-time working alone reduced the numbers of unemployed on the labour market by some 300 000 during the year.

In the year under review, the Federal Government also made efforts to promote the integration of handicapped persons into working life and employment. With the aid of a sizeable financial contribution, the Fourth Exceptional Federal Programme was extended to 30 June 1985. This aims at the reduction of unemployment and the promotion of training offers for the handicapped. Financial aid granted to employers for them stimulates employment and vocational training. In addition, in its "Report on the situation of the handicapped and trends in their rehabilitation" the Federal Government has fixed its objectives and ideas which will provide the basis for future actions in this field.

¹ Point 117.

31. As far as its policy towards foreigners is concerned, the Federal Government still has three main priorities:

- integrating foreign workers and their families who have been living in the Federal Republic for a long time,
- restricting further immigration, and
- encouraging voluntary repatriation.

Over 4.3 million foreigners are currently resident in the Federal Republic of Germany, of whom over half have been living there for ten years or more. Almost two thirds of foreign children and young people were born in the Federal Republic. For them, the only alternative to possible voluntary repatriation is integration. This means that foreigners will have to play a full role in society and in particular that young people of foreign nationality will have to be given proper access to jobs. The Federal Government sees its task as establishing and improving the necessary framework to encourage such integration, particularly the laws governing right of residence.

Although the rise in the number of foreigners, which amounted to more than 700 000 between 1977 and 1983, has given way since 1983 to a situation where emigrants outnumber immigrants, the steady decline on the labour market has led to additional problems, particularly among foreign workers. Among other things, this has affected the willingness of the native German population to play an active role in the integration process. For this reason, the Federal Government feels that maintenance of the systematic restrictions on immigration from non-EEC countries is just as essential as measures to encourage voluntary repatriation.

Migrant workers were given the opportunity of returning voluntarily to their countries of origin through financial incentives and counselling by specially trained advisers. By the end-of-June deadline for the submission of applications laid down in the Law on repatriation grants, some 17 000 applications by foreign workers for repatriation grants had been approved. Around 125.000 foreign workers entitled to do so have claimed back their pension insurance contributions. In all, some 250.000 migrant workers and members of their families (mainly Turks) have decided to return to their country of origin under the law on repatriation grants.

Greece

32. Unemployment rose rapidly again in 1984 after the slowdown in 1983 (+15% between September 1983 and September 1984) and women were particularly hard hit (their unemployment rate is estimated at 11,7% compared with 5,9% for men). It is still difficult to make an objective assessment of the actual numbers of unemployed, which are much higher than the statistics suggest. The Ministry of National Economy estimated that in October there were 300.000 unemployed in Greece.

The measures adopted in 1982 to promote employment for young people have hitherto enabled almost 10 000 to be recruited, while 600 young people were taken on under the job-creation programme for 18 - 25 year olds (local authority schemes).

The arrangements for granting employment subsidies were changed in 1984 to meet the twin objective of:

- creating 5 000 new jobs for 18 - 25 year olds;
- creating 4 000 jobs for people over 25.

The subsidies vary between DR 400 and 800 per day according to the sector in which the firms in question operate and are granted for one year. This programme also covers the recruitment of ex-migrant workers returning to Greece.

In addition, Parliament adopted the law introducing the principle of equal treatment at work; it contains a number of anti-discriminatory provisions and sets up special departments to deal with equal treatment within the public service.

33. The reorganization of administrative services around a new Government department for Greeks abroad has improved the coordination of measures taken to assist Greek emigrants when they leave, during their stay abroad, and when and if they return.

The authorities pay particular attention to the general and vocational education of Greek migrant workers' children. Various schemes were launched with Community aid to improve the education of immigrants' children in the host country and step up measures in favour of workers and their families wishing to return home.

Similarly, the new code of Greek nationality and the work being carried out on the question of the political rights of Greeks abroad help Greek emigrants to maintain their links with their native country.

France

34. In 1984, unemployment started to rise once again (+ 300 000 against December 1983). This is the highest percentage increase (+ 13.4%) in the Community and brought the total to over 2.5 million by the year end; of these, 1.1 million were young people aged under 25.

In response to this situation, a number of measures were adopted at the end of the year; supplementing provisions already in force, however, they will not become fully operational until 1985. The main changes concern the priority target groups and areas.

1) Measures for young unemployed workers:

- Action by the public authorities

- o Work in the public interest: the details will be determined by joint agreement at local level. Remuneration: FF 1 200 contributed by the central Government and FF 500 by the local authority or association concerned, for 20 hours of work per week. It is intended for young people aged under 21 for a period of six to 12 months. The ventures involved will receive support enabling them to take on 10 000 young people;
- o youth enterprise fund: in each département this fund will be used support projects launched by young people;
- o expansion of action to help young people in difficulties: the network of local offices for social and occupational integration, coordinated by the inter-ministerial office, has extended its scope: today 100 offices are in operation, covering 25% of the potential target public.

- Action by labour and management

Following the agreement of 26 October 1983 between labour and management, employers undertook to offer employment training contracts to 300 000 young people under three separate schemes very similar to the existing employment/training and employment/adaptation contracts:

- o qualification contracts (6 to 24 months) for 18 to 25 year-olds with little education: training is given for 25% of the time and remuneration is based on the trainees' age (17 - 75% of the SMIC);
- o employment/adaptation contracts (6 to 12 months) for 18 to 25 year-olds who have already received vocational training: 200 hours of training with remuneration amounting to at least 80% of the relevant wages under collective agreement;
- o introduction to working life for 16 to 25 year-olds: beneficiaries enjoy the status of trainees, receiving 25 hours of training per month, for 3 to 6 months. Remuneration is provided by the Government (FF 700 per month) and topped up by the firm (17% of the SMIC for people under 18, and 27% for those over 18).

2) Measures for sectors in difficulties

A wide range of industrial, economic and social measures adopted in May are applicable to the 14 priority 'development areas' particularly affected by industrial change. These measures are intended to facilitate the rapid redeployment of wage-earners whose jobs have been eliminated. They include:

- improvements to the early retirement scheme;
- greater flexibility regarding the machinery of solidarity agreements on cut-backs in working time;
- introduction of re-training leave (2 years' training to adapt to a new job).

3) Structural measures

- The "long-term unemployed" operation introduced in 1983 was extended to 1 200 000 job-seekers who were interviewed individually at the end of their 4th and 13th month of registered unemployment respectively;
- incentives for part-time work: since June, a state subsidy of FF 6 000 is awarded on the recruitment of each part-time worker (28 - 32 hours per week);
- incentives to set up a business: under certain conditions (36 months' service and 6 years' occupational activity) wage-earners are entitled to 12 months' leave, renewable, to set up or take over a business. During this time the employment contract is suspended and the worker can return to his job in the event of failure.

35. The measure adopted on 4 April 1984 by the French Government to facilitate the repatriation of foreign workers provides for different types of aid for immigrant workers who have lost their jobs through no fault of their own (beneficiaries of the freedom of movement arrangements are excluded). They include:

- a repatriation grant of up to FF 20 000, plus a resettlement allowance and payment of travel costs;
- payment of 66% of the unemployment benefit to which the beneficiary would have been entitled had he remained in France;
- payment of a financial contribution by the firm;
- tax and customs facilities negotiated with the country of origin.

The Government emphasizes that repatriation is a right and wishes it to take place on a voluntary basis in the framework of a development programme and in cooperation with the country of origin.

To facilitate the integration of foreigners established in France, the Government has adopted a single residence and work permit. It is valid for 10 years, is automatically renewable and entitles the holder to engage in any occupation throughout the territory; the spouse and minor children are also entitled to this permit.

A decree of 17 July 1984 set up an Immigrants' Council which can be consulted on questions of concern to the immigrant population regarding living conditions, housing, work, employment, education and training, as well as social and cultural activities.

To make sure that strict immigration control policy is not bypassed, applications for residence permits for members of an immigrant family must now be submitted for approval to the national immigration office before entry into France. Applicants will have to demonstrate that they have sufficient income deriving from stable and regular employment, before authorization is granted.

Ireland

36. Despite growth in economic activity estimated at 3.1 % in 1984, employment is still expected to fall by 0.5%, resulting in a further rise in unemployment to average 16.5% for the year as a whole, the highest in the Community. By December 1984 it had reached a total of 225.400, or 17.4% of the labour force.

During the year, the Irish authorities announced several new measures to combat unemployment, particularly among the worst hit categories. While much of the emphasis has remained on training for young job-seekers, other measures to promote job matching or job creation have been adopted, with greater emphasis on small firms or local initiatives.

In December 1983 the Enterprise Allowance Scheme was launched to encourage people receiving unemployment benefit to establish a business. New, independent business in most sectors can be considered, and applicants who satisfy certain conditions and can provide IRL 500 of their own money receive an allowance for a maximum of 52 weeks.

At the same time the Employment Incentive Scheme is being modified in favour of small firms. This scheme, which aims to encourage recruitment by wage subsidies is limited to 2 jobs per annum per employer. It does not apply to firms in the financial sector. The higher rate grant for the older longer-term unemployed has been made more attractive.

With the highest proportion of its population in the under 25 age bracket in the Community, training remains a high priority in employment policy. ANCO (the industrial training authority) has launched a number of new initiatives this year, of which the LINC programme is a major innovation¹. It aims to provide, through training, the maximum employment potential for the unemployed of a particular area. Local steering groups identify potential projects offering employment and training opportunities, and as a

1 Point71.

result, unemployed job seekers can be linked through training and development to local job opportunities. Four regional LINC programmes have so far been set up. ANCO has also set up the country's first Information Technology Centre where all ANCO trainees may receive experience in basic computer skills no matter what course they are taking. This recognises that such skills will be increasingly relevant for most jobs over the next 10 years.

37. The high unemployment trend in the period under review has caused an increase in the outflow of labour towards other EEC countries; particularly young people, going to Britain in search of work is on the increase. On the other hand, figures released lately relating to the Census of 1981 reveal a rise in the number of people formerly resident in the U.K. or even born in the U.K., who have returned to live in Ireland.

As regards inflows of foreign labour, there has been some small scale movement, but most in the higher skilled sector. Residence permits issued to EEC nationals increased slightly.

Italy

38. As forecast in 1983, unemployment continued to rise in 1984. Compared with December 1983, the number of jobless rose by over 200 000, bringing the unemployment rate to 13,5%. Youth unemployment followed the same trend: in December 1984, 1 461 200 under 25s were unemployed - 7.5% up on the previous year.

In its efforts to reduce unemployment, the Italian Government continued to promulgate a series of employment promotion measures. On 14 February 1984, it signed a protocol agreement with labour and management confirming the earlier protocol agreement of January 1983¹ designed to reinvigorate economic activity and stimulate employment. The instrument contains a number of measures relating to the reform of the labour market, industrial policy (metalworking, steel, telecommunications, textiles, etc) taxation, prices and tariffs. With respect to employment, measures envisaged include a plan to create long-term, viable jobs in the Mezzogiorno, action to safeguard and stimulate employment in the public sector and a number of legal provisions to facilitate entry into the labour market for young unemployed workers. The Government hopes these projects will lead to the employment of about 50 000 persons.

On 30 July 1984, the Cabinet approved a draft law on youth employment in the Mezzogiorno. The proposal contains several measures designed to create jobs for young people in private concerns of a cooperative type where at least 80% of the participants are aged under 25. Cooperatives can be organized in all production sectors, particularly those providing services to firms (accountancy, taxation, information technology, social services, etc).

In the framework of the special plan, projects put forward by local enterprises, will be accepted if they meet the selection criteria.

The Government published Decree Law N° 94 on the preservation of an increase in employment levels, which provides for the possibility of solidarity agreements to offset wage losses where collective agreements reducing working time are concluded, for training/employment contracts for 15-29

¹ Social Report 1983, point 38.

year-olds for up to 24 months, short-time working contracts and nominative recruitment.

The national agreement of January 1983, voted into Law N° 79 of 25 March 1983, concerns the conclusion of fixed-term training contracts.¹ It enabled 83 797 young people to find unemployment in the second half of 1983. In the context of the measure concerning nominative or numerical recruitment under the same law, between July and December 1983, employers recruited 51 021 workers, of whom 34 975 were men and 16 046 were women.

39. The Italian Government has restated its commitment to a range of legislative measures known as the 'emigration package' adopted by the Interministerial Committee for Emigration. The Senate has already approved a preliminary draft law setting up Italian Emigration Committees. Other measures concern the creation of a Council for Italians abroad, a census of the latter, an overall review of the nationality code, and the protection of Italian workers employed in Italian firms in non-member countries.

At the present time the draft law concerning emigration, proposed by the Government, has been examined and adopted by the Senate only.

¹ Social Report 1983, point 38.

Luxembourg

40. In 1984, the situation on the job market continued to deteriorate albeit at a slower pace than in 1983. The annual rate of job losses is slowing down in the economy overall and in manufacturing industry in particular (- 0.4% and - 1% respectively in 1984, against - 0.8 % and - 0.2% in 1983). Youth unemployment, moreover, has fallen. The total number of jobless, however, has continued to rise up (by approximately 6% between December 1983 and December 1984 against, admittedly, a rise of 15.4% in 1984), due mainly to higher unemployment among women (up 10% between December 1983 and December 1984). At the end of December 1984 every second unemployed person was a woman (at 2.6% their unemployment rate is double that for men 1.3%); at the same time, almost half the jobless are below the age of 25.

To stem the tide of youth unemployment, at the end of 1983, the Government decided to make provision in the 1984 budget to strengthen the measures to promote the employment of young people adopted in 1978¹. These mainly take the form of easier access to industrial work experience contracts and temporary community service workers' units, together with higher roles of assistance. Work experience/vocational preparation schemes are also planned, comprising both practical and theoretical training, as well as the creation of socially and economically relevant jobs. Another measure involves a scheme whereby the unemployed can commute unemployment benefit for setting up their own businesses.

41. The Government has declared its intention to clearly define the principles governing its immigration policy (while paying tribute to the contribution made by immigrants to the economic, demographic and cultural development of the country). The Government is committed to fight any form of xenophobia and considers that the solution to problems lies in a policy of voluntary integration, involving respect for differing cultural identities. For this purpose the right to family reunion (limited to the spouse and children) will be guaranteed. An extensive programme of further measures is planned; these will be worked out in detail in close cooperation with the National Immigration Council.

¹ Social Report 1978, point 66.

The Netherlands

42. At the end of December there were 796 500 registered unemployed, corresponding to an unemployment rate of 14.0% (14.3% for men and 13.4% for women). Compared with December 1983 the total number of jobless has therefore fallen by 59.100 or 7%. The youth unemployment situation has also improved: in December 1983, 332.100 young people under 25 were still unemployed while in December 1984 this figure had fallen by 22.900 or 7%. These figures would suggest that the rise in unemployment has been halted and that, thanks to job-creation schemes, this more favourable trend in unemployment begun in September may continue.

The Government has decided to give a grant under the job-creation programme to five areas with exceptionally high rates of unemployment. The aim is to set up additional projects involving the greatest possible number of long-term unemployed, which should contribute to the creation of long-term jobs. For 1984 and 1985, moreover, the Government has made substantial funds available to promote the creation of jobs in the housing sector. This should make it possible to get 7 100 long-term unemployed building workers back to work (70% of the work planned must be carried out by workers who have been unemployed for more than 1 year).

As regards measures to help young people, it should be noted that the Ministry for Social Affairs and Employment circularized some 250 000 young people leaving school in 1984, urging them to register immediately with their local job centre. The Government has launched an impressive campaign encouraging young people to begin looking for work without delay, using the slogan "get to work now to find work". Employers are also being urged to give priority to young people who have finished school or completed other studies.

The Philips company has set up a plan for young people involving part-time work, temporary work contracts (one year maximum), and a bid to improve the transition to working life through training within the firm, under this plan, the company will take on 700 young people.

A new experiment has been set up in three areas allowing unemployed people to register at job centres through the intermediary of the post office. The purpose of this experiment, which will last one year, is to simplify and speed up the registration procedure. Nevertheless, people making use of this procedure will have to present themselves for an interview, at their local job centre within two weeks.

43. The Royal Decree of 26 April 1984 extends the scope of the provisions under which foreigners may be exempted from the obligation to obtain a work permit. This applies to:

- holders of residence permits;
- foreigners with refugee status;
- all foreigners authorized to reside in the country indefinitely;
- foreigners who could have obtained the exemption referred to above but failed to do so (providing they have maintained their principal residence in the Netherlands);
- persons once authorized to reside indefinitely who have lost that right (e.g., through a change in family situation), on condition that they have maintained their principal residence in the Netherlands.

United Kingdom

44. Gross domestic product fell by about half a percent in the second quarter of 1984, largely due to lower coal production because of the dispute, but was still 2 1/2% higher than a year earlier. Although the number of employees in employment has risen slightly, unemployment has continued to rise steadily. In December 1984, the number of registered unemployed was 3.22 million or 12.2% of the civilian working population, compared with 3.08 million (11.6%) in December 1983.

Long term unemployment remains a major problem. Almost 40 % of the unemployed have been continuously unemployed for over a year and over 30 % of these long term unemployed have been without a job for three years or more.

38,7% of the unemployed are under 25 years old. This percentage is slightly down on the December 1983 figure of 39,6%, but this is largely as a result of the higher numbers involved in the Youth Training Scheme (YTS). In November 1984 there were 311 000 participants in the YTS compared with the 297 000 who were involved in the YTS or its predecessor, the Youth Opportunities Programme, in November 1983.

Information Technology Centres (ITeCs) play an important part in the Youth Training Scheme. Over 160 Centres which aim to teach unemployed school leavers basic skills in the area of new technology are now fully operational. It is hoped that the target of 175 ITeCs will be reached by the end of the 1984/85 financial year, offering some 6 400 training places and providing training for other YTS schemes. As with all YTS schemes, the courses last up to 12 months, including at least 13 weeks off the job training or further education, and there is also a limited amount of time spent on work placements. ITeCs also have a valuable role to play in involving local enterprise in identifying, developing and producing marketable goods and services arising from the application of new technology.

Another major scheme for young people is the Young Workers Scheme (YWS) which provides financial incentives to employers who recruit young people at low wage rates; changes were made to the YWS conditions with effect from April 1, 1984. These changes aim to make the YTS and YWS more complementary and encourage employers to provide young people with training under YTS and permanent jobs when the scheme was ended. Young people who leave full time education at 17 as well as those under 18 who left school at 16 and who have been out of school for a year are eligible. Employers are able to claim a subsidy of UKL 15 a week for up to one year for those eligible young people who are paid UKL 50 a week or less.

The Enterprise Allowance Scheme which provides a taxable allowance of UKL 40 of a week for a year to those unemployed people wanting to start a business has proved popular and the weekly allocation of places was raised from 600 to 1 000 from the beginning of May. In August there were 39 000 people on the scheme.

On the 31 January the Government published a White Paper "Training for Jobs".¹

¹ Point 79.

45. The Commission for Racial Equality's "Race Relations Code", mainly on discrimination and equal opportunity in employment, came into effect on April 1st. Although not legally binding, industrial tribunals may take account of relevant sections when considering claims of racial discrimination.

Dispite the relaxation of the Immigration rules at the beginning of 1983, women who are not British citizens but who are settled in the United Kingdom are still legally prevented from living with their foreignborn husbands in Britain. Three women who have been separated from their husbands is this way applied to have their cases reviewed by the European Commission of Human Rights. The Commission announced in October 1983 that it had referred these cases to the European Court.

Even British citizens still face difficulties in bringing their husbands into the country now that the onus is on them to prove that their marriage was not entered into for immigrational purposes.

Under the Immigration Rules in force since 1980, other families have been affected by the 'sole responsibility' clause which holds that where only one parent is settled in the United Kingdom and the other is not on the same occasion admitted for settlement, their children can join the parent in Britain if (s)he has 'sole responsibility' for the child upbringing.

Chapter IIEDUCATIONTrends within the Community

46. In 1984 Member States were active in considering ways to make their education systems ever more responsive to challenges presented simultaneously by major changes in demographic, economic and social conditions. This was set against a sobering backcloth of youth unemployment at the age of transition from school to adult and working life and new hopes and fears engendered by the rapid introduction of the new information technologies into the learning environments of many homes and classrooms.

47. Within the context of the Community Education Action Programme, the Commission continued its efforts to foster growing cooperation between the Member States in sharing experience in the quest to find solutions to what prove increasingly to be problems common to the majority. A significant contribution continues to be coordination of the second major network of Community projects in the field of Transition undertaken by the Commission with the technical assistance of IFAPLAN:

The intensive work of the Education Committee which was established by the Resolution of the Council and Ministers of Education adopted on 6 June 1974, was crowned with a pragmatic success when the Council and the Ministers of Education reached common conclusions on a significant number of issues of joint concern at their meeting of 4 June. It should perhaps be recalled that the mandate of this Committee is to coordinate and have oversight of the implementation of the Action Programme for educational cooperation established by the same resolution. It consists of representative delegations of the governments of the Member States of the European Community and the Commission. It prepares the proceedings of the Council and of the Ministers of Education meeting within the Council and it meets monthly.

With the technical assistance of the EURYDICE (Education Information Network in the European Community) Central Unit the Commission undertook a detailed analysis of demographic trends in the Member States together with the measures taken in response to the demographic downturn linked to perceptions of need for economic discipline. The analysis provided the base for a broad exchange of views between the Ministers of Education which resulted in each delegation announcing measures taken or planned in the sphere.

48. At their meeting on 4 July, the Ministers stressed the priority role which education and training must play in the implementation of a strategy for increasing the innovative capacity and competitiveness of industry while ensuring that social and cultural demands are served. They considered that cooperation between universities and industry, proposed in the Commission's Communication is complementary to that already existing in the field of research, development and innovation (ESPRIT).

A fresh impetus to the teaching of foreign languages was agreed by the Ministers. One modern language in addition to the mother tongue is to be studied in depth, with measures to be taken to enable the maximum number of pupils to acquire a practical knowledge of two languages in addition to their mother tongue and to permit the maintenance of levels of knowledge of foreign languages in vocational training, higher education and adult education. Member States will make arrangements enabling them to increase their cooperation in the training of language teachers, and will designate one or more information centres responsible for providing teachers with all available information on methods and materials used in other Member States. Within the framework of the joint study programmes, the Commission tries to implement direct collaboration between establishments of higher education providing training for foreign language teachers.

Development of the situation in the member countriesBelgium

49. One of the aims of the law extending compulsory schooling from 15 to 18 years of age (29 June 1983) is achieved by the Royal Decree of 16 July 1984 on the organisation on an experimental basis of part-time secondary education. From 1 September 1984 those young people who have completed the first two years of secondary education must attend either full or part-time education or some recognised form of training.

During part-time compulsory education, pupils can carry out training recognised and subsidized by community authorities, such as an apprenticeship at a centre for continuous training organised by the "Ministère des Classes moyennes", or an apprenticeship with a firm (not yet organised), or attend part-time secondary education. This consists of 12 to 15 periods per week of both general training and preparation for a particular profession. Part-time secondary education will be organised in the 90 centres which still are to be created. Standards for the creation of the centres and reception, information, and guidance structures have been established.

A Royal Decree of 29 June 1984 on the organisation of secondary education modified the structure of vocational education. Article 25 stipulates that lower and upper secondary school certificates can henceforth be awarded to vocational education pupils. Certain transfers are possible : pupils who have successfully completed the sixth year of vocational education may enter the fifth year of technical or artistic education, or they may carry out a seventh year of vocational education to obtain an upper secondary education certificate. The aim is to prepare pupils to enter working life, but now that vocational education pupils can obtain this certificate, it also permits them to study up to higher education.

The Law of 29 June 1984 also introduced the certificate of primary studies. Those pupils who do not manage to obtain this certificate at primary school will have the opportunity to acquire it at the end of the first year of secondary school (articles 24-29 of the Royal Decree of 29 June 1984).

Regulations on the modification and planning of nursery and primary education have been drawn up by a Royal Decree of 2 August 1984. Modification of the education available allows the infrastructure to be adapted to present needs by closing and merging schools that are too small or too close to each other. It is now possible to open new schools, departments and branches in response to new needs according to fixed criteria.

The standards for pupil-teacher ratios in nursery and primary schools have been replaced by the 'capital-periods' system (30 August 1984) whereby nursery and primary education is arranged on the basis of the number of periods organised and subsidised by the State and allocated to the school. This is calculated according to the number of pupils in the school.

Two Laws have been passed within the framework of the Law on economic recovery :

- the Law of 31 March which established the freezing of the number of fixed appointments at its present level; the effective strength of temporary government personnel; the rationalisation of the higher education (short type) curriculum in relation to the length of the studies; the restriction of leave for special missions designed to benefit teaching personnel; the organisation of minimum norms for higher education of the short type by which a number of departments with few students will be closed down;
- the Law of 31 July 1984 introduced the raising of the number of contact hours for full time teachers in secondary education by one full lesson hour; the possibility of an early retirement for personal reasons for teachers with more than 30 years of service; and part-time employment for teachers of over 50 years.

Denmark

50. In the early Summer the Danish Parliament approved an amendment to the Law on Primary and Lower Secondary Education. The main features of this amendment are as follows:

- school leisure-time schemes can be organised by local initiatives, under which primary/lower secondary schools offer children facilities for play and other activities outside school hours;
- the possibility of retaining small schools on an economically and educationally acceptable basis is improved, by introducing arrangements for grouping classes together in the nursery school and in the first and second years of primary;
- parents' existing opportunities for organising a poll among local residents with the aim of rejecting a local authority decision concerning the closure of a school are curtailed;
- local authorities can offer computer studies as an optional subject in the eighth to tenth classes.

In May 1984 a resolution was passed by the Lower House of the Danish Parliament concerning "a 10-point programme for adult education and general education".¹

In October 1984 the Minister of Education sent out the government's 'introduction' to necessary adjustments in the 'Folkeskole' (primary and lower secondary education). The introduction, which is the preparatory stage of drafting a bill for Parliament, covers such matters as a better start to school, more lessons in the younger classes, split-level tests, new possibilities for pupils in the 10th class and a free choice of school.

The Danish Parliament has decided that, with effect from 1986, secondary schools shall be transferred for administrative purposes to the county authorities. However, overall educational supervision will remain the responsibility of the Ministry of Education.

In the first half of the year the basis was laid for introducing instruction in new information technology at essentially all levels of the education

¹ Point 64.

system - i.e. from the primary school to vocational training and further training. Accordingly, considerable resources have been made available for the further training of teachers and the acquisition of equipment. The provision of these resources forms part of a major reorganisation of priorities to move resources from training in sectors where the employment opportunities are limited and allocating them to sectors where opportunities for future employment are good.

Federal Republic of Germany

51. On 19 June 1984 the Federal Government issued its overall education policy concept in the "report on ways of ensuring adequate training and employment opportunities for young people". The new approach to education policy, it sets out puts greater emphasis on the formation of character and the instilling of a sense of values, the stimulating and fostering of individual achievement, greater adaptation of school subjects to the requirements of working life and a greater appreciation of the value of vocational training.

On 26 January 1984 the Conference of Land Education Ministers concluded a framework agreement on the setting up of small classes for training pupils in recognized skilled trades/occupations.

The exemptions and payment rates under the federal law on financial assistance for students were increased as from the autumn of 1984 and brought into line with price trends. As part of a family allowance package which will come into effect in 1986, tax exemption rates will be raised to offset expenditure on training.

In the wake of the Federal Government's cuts in education grants, most of the Laender have passed, or are considering, laws on financial assistance for students. In view of the financial difficulties with which the Laender have likewise to contend, some Laender intend to make such assistance more dependent on ability and performance.

1984 saw the first application of the newly introduced partial remission of loans granted under the federal law on financial assistance for students.

In June 1984 the Land Education Ministers discussed possibilities of introducing Islamic religious instruction in state schools and agreed on a regular exchange of experience in the standing school committee of the Education Ministers Conference.

Despite the continued rise in the number of applicants, there was no change in university entrance conditions and the additional restrictions on entrance which had been feared were avoided.

The Federal Government's guidelines for the university sector envisage that, in the interests of efficiency, greater emphasis be placed on differentiation and competition and these be elevated to fundamental regulating principles. Earlier ideas of combining institutions of higher education as comprehensive universities have been dropped.

To implement its guidelines for higher education the Federal Government put forward proposals for amendments of the 1976 outline law for higher education.

In December 1983 the Land Education Ministers decided that financial assistance for prospective academics up to doctorate level, which was previously covered by a federal law which expired in 1981 and to which the federal authorities contributed, would in future come exclusively from the Laender in line with standard principles.

Draft laws incorporating these principles are currently under discussion in the parliaments of several Laender. Baden-Wuerttemberg, Berlin, Hessen, North Rhine Westphalia and Schleswig-Holstein have already passed such laws.

In 1984, the Joint Federal Government-Laender Commission for Educational Planning and the Promotion of Research Activities adopted an "outline plan for the incorporation of the information technologies in school and training curricula". The Federal Government and the Laender are making DM 43 million available under the heading "new information and communication technologies in the education system".

Greece

52. A draft law on primary and secondary education aimed at upgrading general, technical and vocational education at these levels is soon to be presented to Parliament. The interested parties have made their opinions known and public discussion of the draft law is coming to an end. As regards special education, new classes and schools are being founded and the draft law, when passed, will also result in fundamental changes concerning the integration of handicapped children in ordinary schools.

From the 1984-85 school year 14 "comprehensive" high schools (polykladika lykeia) began to operate on an experimental basis.

In May the Ministry of Education published a draft law on private education envisaging stricter State control of private general, technical and vocational schools.

Special preparatory departments and reception classes have been established in some State primary and secondary schools for repatriated children of Greek migrants. Seminars are to be organised to give additional training to the teachers who teach in the special preparatory departments and reception classes.

Presidential decrees have been enacted to complete Law 1404/1983 on the "Structure and operation of institutes of technological education" (TEI) on: the internal regulations on the operation of the TEI; the provision of medical care for students; the creation of new schools and departments in the TEI in Mesologio, Ioannina and Athens; the organisation and administration of "students' clubs"; the regulation on studies in the TEI; practical exercises.

Ministerial decisions have been issued on the new curricula of all TEI departments and on facilities for working students.

Some new universities and schools have been founded: the Aegaen University in Mitilini, the Ionian University in Corfu and the University of Thessaly in Volos, the School of Social Sciences, University of Crete, and the School of Fine Arts, University of Thessaloniki.

France

53. In 1984 measures were drawn up or implemented at all levels with the aim of modernising the education system.

The modernisation of primary education was affected by the follow-up to the national "consultation-consideration" which resulted in a report underlining the following main aspects :

- the extension of reading lessons to all primary education;
- the implementation of new aims and instructions for certain subjects such as history and geography;
- the development of team work and cooperation.

Another key decision in the framework of the improvement of the quality of primary education was the extension of teacher training from 3 to 4 years.

The modernisation of the "colleges" (= lower secondary education) (10% of the 'colleges' were chosen from those volunteering to take part) entered its active implementation phase, and comprises the following main aspects:

- the modernisation of curricula, bearing namely upon the development of biology-geology, and also upon the technological education systematically installed in the 6th and 5th forms as a replacement for manual and technical education;
- the installation of data-processing equipment (8.000 micro-computers in the secondary education institutions);
- the very important development of in-service teacher training, particularly for those involved in the modernisation of the 'colleges' and the introduction of new technologies (introduction of study sessions of six months' or a year's duration in each "Académie" (educational district).

The objectives allocated to the "lycées" (= upper secondary education) are :

- to bring the highest number of young people to the end of secondary education and beyond the baccalauréat;
- to develop scientific and technical education in order to raise the qualifications and to adapt them to the needs of industry.

With this aim in view, two types of ventures were conducted as from September :

- one related to guidance in order to motivate pupils to select

scientific and technical studies, the second form becoming a "determination" form.

Decisions have been taken to make girls specifically the object of this motivation at various levels of training and education. In fact, on 20 December 1984 an agreement was concluded between the Minister of Education and the Minister of Women's Rights on equal opportunities for girls and boys and guidance for girls;

- an other related to technical education comprising, on the one hand, the introduction of experimental classes (4th) for the pupils of the "Lycées d'Enseignement Professionnel" (Professional training lycées) who have failed, and, on the other hand, the development of post-graduate additional training for the holders of CAP, BEP, BTN, which is better adapted to the labour market, negotiated with firms and offers pride of place to sandwich courses.

The reassessment of technical education has been defined as one of the priorities of the beginning of the 1984-85 school year. To this end a national "Education-Entreprise" commission was created to study the possibility of linking the school to the economy.

The Law on Higher Education of 26 January was implemented by

- 1°) The reform of undergraduate level education, namely :
 - the reorganisation of the DEUG : "Diplôme d'Etudes Universitaires Générales" (Diploma of General University Studies);
 - the introduction of the DEUST : "Diplôme d'Etudes Universitaires Scientifiques et Techniques (Diploma of Scientific and Technical University Studies) incorporating some forms of new and varied training leading directly to working life or to entry into graduate level education;
- 2°) The reform of doctorate studies, which brings together the different procedures under one single regime while retaining two distinct levels of scientific recognition : the doctorate and the ability to carry out research;
- 3°) The implementation of the decree of 6 June which henceforth governs the status of the teachers-researchers who are divided into two bodies : university professors and lecturers.

Ireland

54. The Minister for Education launched the Government's Programme for Action 1984-1987, which was published in January. She will be working to achieve the various proposals made in this programme over the next three years. The Programme sets out the steps to be taken to bring about significant changes in education :

- a major programme of reform of curriculum and assessment systems is being carried out by the Curriculum and Examinations Board which was set up in January;
- planning is at an advanced stage following consultations for the establishment of a National Parents Council with two tiers, one at the primary and the other at the post-primary level;
- a key principle in the programme is positive discrimination in favour of the educationally disadvantaged. A special fund has been provided in 1984 to aid such pupils at primary level. It is intended to extend this programme as quickly as resources allow;
- much progress is being made in the reform of modern language teaching in post-primary schools. New syllabuses and examination formats are being introduced at both Leaving Certificate and Intermediate Certificate levels;
- many steps are being taken to achieve the elimination of sexism/stereotyping in education. Guidelines for text-books have been agreed with publishers, examinations are being revised, seminars are being held for teachers and schools have been advised in the conduct of interviews for teacher appointment;
- an extensive programme of vocational preparation and training courses were introduced in post-primary schools which will cater for up to 19,000 young people to whom annual allowances of 300 IRL will be paid. New vocational courses in third-level will provide 12,000 places. These courses are grant-supported by the European Social Fund;
- a discussion paper "The Ages for Learning" was published in June, which puts forward options about the age at which children should start school, the best age to transfer to post-primary school, and the

number of years to be spent in the post-primary cycles. Views in response to the various options outlined have been sought from all interested parties by 31 October;

- the report of the Commission on Adult Education was published in May. The Government has identified literacy and community education as priorities. Separate VEC budgets for Adult Education will be identified as from 1985 and local Adult Education Boards will be set up as recommended by the Commission.

In October the Government launched a national plan 'Building on Reality 1985-1987' which gave priority to education and in particular to primary education, to the disadvantaged and to adult/community education. Increased investment on third-level buildings and facilities was also announced.

In November the report of the Committee on In-service Education was presented to the Minister.

The Minister also announced the supplying of micro-computer facilities to over 200 post-primary schools, which now means that all post-primary schools who applied have been provided with these facilities.

As part of the Irish Presidency of the Council the Minister arranged a conference in cooperation with the Commission on "Equality of Opportunity for Girls and Boys in Education" on 27 and 28 November in Brussels.

In December a major international conference on 'Higher Education/Industry Cooperation and Technological change : its role in training and enterprise development' was organised in Galway, Ireland, with the assistance of the Commission.

Italy

55. Several laws relating to major reforms in the Italian education system have been examined in depth. In particular, the National Council for State Education has expressed itself in favour of the new curricula for primary education which concerns:

- the organisation of teaching by appointing more than one teacher per class;
- the extension of teaching time from 24 to 30 hours per week;
- the subjects taught by adding new subjects to traditional ones, such as imagery, sound and music, movement, foreign language;
- the replacement of traditional religious education by the teaching of 'knowledge of religious facts';
- the replacement of the single primary school textbook by several separate books;
- the lowering, on an experimental and school by school basis, of the compulsory entry age to school to 5 years old.

These new curricula are due to be implemented during the 1986/87 school year.

The school report book for compulsory school pupils has been abolished by Law N° 13 of 16 February.

The Ministerial Circular N° 14 of 12 January determines standards for the introduction of classes with extended teaching time in secondary education for 1984-1985.

On 16 November the Senate took up the debate on the reform of upper secondary education on the basis of the document approved by the Commission for Education on 8 November and which deals inter alia with the creation of a short period of in-service training for teachers every two years and with the increasing of compulsory schooling by two years.

Ministerial committees continue to work on initial and in-service teacher training, and a draft law on the university training of all teachers has been submitted. The Law of 16 July amends Law N° 270 of 20 May 1982 by completing the work to make the position of teaching staff more stable, which then solves the problem of temporary teachers.

The Ministerial Circular N° 235 of 31 July contains the provisions on the training year for lower secondary teachers, which comprises a series of seminars and in-depth activities relating to educational methodology. The Ministerial Circular of 18 January establishes officially the second 4-month period of the training year for teachers who have passed the State examinations to teach at nursery and primary school. This training is under the responsibility of the district education director and includes 30 hours outside normal teaching time and two reports, by the teacher being trained and the person responsible for training respectively.

The teaching of religion in State pre-university education has been modified by the Concordat between the Italian State and the Holy See signed on 18 February. Article 9 of the Concordat deals mainly with making religious education coherent at pre-school, primary and secondary levels, and also with guaranteeing everyone the choice of whether or not to follow a course in catholic religion.

Several governmental draft laws issued during 1984 have already been approved by the National Council for State Education or the National University Council. The most important refer to the reform of examinations at the end of upper secondary education, the organisation of institutions training primary school teachers, the legal status of university researchers, and the introduction of a foreign language into the curricula at all levels.

Law N° 761 of 18.10.84 concerns the ratification and application of the framework agreement on university cooperation between Italy and France signed in Paris on 5 July 1982.

Luxembourg

56. The major changes which have taken place in the education system are as follows:

- the Grand-Ducal Regulation of 15 May concerning a centre of continued vocational training at Walferdange, with annexes at Esch-sur-Alzette and Ettelbruck;
- the Law of 27 February creating a National Youth Service;
- the Law of 30 May amending the Law of 21 May 1979 on the organisation of vocational training and secondary technical education;
- the organisation of continued vocational training: article 7 is amended as follows: lower secondary vocational education also includes a domestic science section;
- the Grand-Ducal Regulation of 28 June determines the function of the apprenticeship in obtaining a 'certificate of manual ability'.

In pursuance of the Grand-Ducal Regulation of 5 September, teaching staff is authorized to work part-time.

During 1984 much progress was made in primary education concerning the reform of the method and content of language teaching (German, French and Luxemburgish) with a view to the better integration of migrant children.

There was also an in-depth study of the primary school timetable. The aim of this work was to free additional class time for 'matières d'éveil' (a concept for teaching certain prerequisites through history, geography, observation sciences, ethics, drawing, arts and crafts and music) and physical education, and also to allow two lessons per week of the mother tongue and culture of migrant children to be integrated into the normal timetable.

A reform of upper secondary education was studied with the aim of giving pupils a certain amount of free choice by the systematic creation of elective courses and optional courses in addition to a large number of compulsory courses. This structural reform became necessary in order to facilitate the introduction of new subjects such as information technology and to allow pupils to adapt their secondary curriculum according

to their particular choice as regards tertiary studies or work.

At tertiary level, the Grand-Ducal Regulation of 16 August 1984 created a section of applied computer science at the 'Institut Supérieur de Technologie' (Higher Institute of Technology) and the Grand-Ducal Regulation of 25 October 1984 created a non-advanced course in management comprising the following sub-sections: 'management and data processing'; 'commerce and banking'; 'management and auditing'.

The Netherlands

57. The main priorities in the education field are:

- priority educational policy: action to prevent groups from being held back within the system;
- adult education;
- application of information technology;
- emancipation activities.

For all priority areas, their significance lies in that they represent the influence of significant social changes on the functioning of education.

The following new forms of education have been introduced as per 1 August :

- Teacher Training Academy for New Primary Education: training for teachers for the New Primary School in connection with the merging of Infant and Primary Education to form New Primary Education;
- Middle Level Services and Health Education: the linking of a great number of training types to form 10 new courses for groups of professions in the services sectors;
- Open University students can begin to study in a number of learning areas: regional study centres will provide support.

For the introduction of the New Primary Schools, regulations have been taken up in the Transition Act on Primary Education.

The division of tasks, and concentration of policy in Higher Education (Universities and Technical High Schools) have led to the giving up of established places for some lines of study and more coherence for the total education and research policy. Space has been made for sufficient renewal in Higher Education and Research.

Within the framework of the plan to stimulate computer science, regional assistance centres have been established for a period of five years to encourage the integration of education and information technology. The centre creates a link for cooperation between the teacher training institutions and the public institutions in a specific

region. Institutions providing new types of teacher training, teacher training academies for primary school teachers and certain agencies dealing with the employment of teachers take part. They give assistance to primary, special and secondary schools. The task of the regional assistance centres is to coordinate and finalize support activities in the following areas:

- the provision of information and guidance
- the demonstration of educational software
- in-service training and the improvement of skills
- the initiation and support of projects.

The Centre for Information Technology in Enschede plays a central role in providing information, improving skills and coordinating the activities of the regional assistance centres.

The Advisory Committee on progress in industrial policy has formulated some proposals aimed at improving relations between education and the world of work.

Under the chairmanship of the Minister of Education and Science, discussions by the authorities, both sides of industry and educational organizations have led to the Cabinet adopting a position which underlines the following principle: the world of work, education and the authorities (as ministries and employers) are jointly responsible for vocational education with a view to achieving better collaboration between education and the world of work.

Other points arising from the position adopted are: the doubling of pupil numbers, the increase in the number of training places, the examination of the quality of the practical training given to pupils and support for pupils by the creation of a community training centre by small and medium enterprises. Additional financial resources are available for the different areas.

United Kingdom

58. In his speech at the North of England Conference held in Sheffield on 6 January, the Secretary of State for Education and Science, outlined his objectives to raise school standards and pupils' achievements. The major initiatives towards achieving these objectives are as follows:

- with effect from the Summer 1988 examinations, the present General Certificate of Education (GCE) Ordinary Level and the Certificate of Secondary Education (CSE), will be replaced by a single system of 16+ examinations leading to the award of a General Certificate of Secondary Education (GCSE). Proposals for GCE Advanced Supplementary Level examinations have been made to broaden the curriculum of those students preparing for the GCE Advanced Level;
- a Council for Accreditation of Teacher Education (CATE) has been set up. The selection and appointment of head teachers, and a proposal to introduce a period of probation for new head teachers are the subject of much discussion;
- a government consultative document "Parental Influence at School" proposes an increase in parental representation on school governing bodies;
- a government discussion document "The Organisation and content of the 5-16 Curriculum" has been issued as a tentative outline for a debate.

In parallel initiatives related to the quality of higher education provision, the limitation of tenure of new academic staff and the efficiency of universities are at present being reviewed, as are arrangements for the validation of degree courses in non-university institutions. A national advisory body responsible for planning higher education in polytechnics and colleges has been established on a permanent basis, and work has started on a central admissions system for polytechnics.

Developments in the field of adult and continuing education include the launching of a 3-year programme (now known as replan) to encourage the further development of suitable educational opportunities for unemployed adults, the announcement of enhanced funding for the adult literacy and basic skills unit and the extension of the Professional and Industrial Commercial Updating (PICKUP) programme of employee updating provision

through the institutions, and a newly-established series of local collaborative projects involving employers as partners in adult updating schemes.

In the education system in Scotland, two major focuses of development have been the implementation of plans to reform curriculum and assessment in the last years of compulsory education (14-16 years) and in non-advanced post-compulsory education.

The first of the three main phases to introduce new arrangements for 14-16s began in August. Overlapping syllabuses and assessment procedures, including criterion-referenced assessment and profile reporting, will permit a new certificate, the Standard Grade, to ensure that all pupils receive recognition for their achievements.

New courses aimed at rationalising non-advanced further education and increasing its flexibility were also introduced in Autumn 1984. The present varied provision will eventually be replaced by a framework of 'modules' (self-contained 40-hour study units) which can be taken at school or college over an unspecified period of time, and which will be recorded on a single National Certificate. The principles are a curriculum individually negotiated, assessments criterion-referenced and profiled and certification by credit accumulation.

A five year project which aims to improve the quality of primary education was announced in June.

From Autumn 1984, a four-year first degree course replaced the three-year non-degree course for those intending to teach in primary schools.

The Scottish Tertiary Education Advisory Council (STEAC), appointed to advise the Secretary of State for Scotland, has been asked, as its first task, to carry out a review and report on future strategy for higher education in Scotland, taking account of relationships between the university and non-university sectors.

Chapter IIIVOCATIONAL TRAININGTrends within the Community

59. Two broad trends dominated the Member States' vocational training policies during 1984.

The first derives directly from the delegation of powers from central governments to regional authorities. This change in the division of responsibilities created certain problems - due sometimes to the imperfect character of the reform and more often to a lack of horizontal and vertical coordination. In those countries such as Greece which have a strong centralist tradition, these changes have taken on the character of radical innovation. In the majority of cases policy makers have been obliged to look at a whole series of questions: the importance of investigating and monitoring training requirements on a more precise, though smaller scale; the value of interregional cooperation in those cases where the economies of neighbouring regions are in certain respects complementary; the desirability of setting a balance between training provision for young people and provision for adults in line with local circumstances; and the need to ensure a functional link between initial training and the various forms of post-initial provision - to cite only the most notable examples. Regionalization also emphasizes the existence of highly disparate economic and social situations - especially if one compares the regions in the north of the Community with those in the south.

60. Secondly, both the structure and the content of vocational training is increasingly being called into question. In all Member States, what were a few years ago considered to be the necessary and - indeed - sufficient prerequisites for access to employment are no longer adequate, largely as a result of the introduction of the new information technologies. The growing significance of this phenomenon has led all the bodies responsible for planning vocational training at the various levels to embark on a process of experimentation and research which can be expected to continue for some years.

One of the main concerns in this context is undoubtedly to identify progressively the various new occupational profiles and reestablish a hierarchy of qualifications corresponding to the latest developments in the organization of work.

Special efforts are also being made as regards the retraining of instructors with a view to the generalized introduction of the experimental schemes currently under trial.

61. These initiatives fall within the scope of the work programmes for the Commission set out in the Council Resolution of 11 July 1983 concerning vocational training policies in the '80s and the Council Resolution of 2 June 1983 concerning vocational training measures relating to new information technologies¹. The Commission aims not only to facilitate exchanges of information between Member States over the period in question but also to intervene actively in support of those social strategies which it considers most appropriate given the circumstances and the interest at stake. As well, therefore, as meeting the needs of the specialist staff of companies in a society in the throes of technological progress, the Commission is also concerned to promote equal opportunities in employment for those groups which have traditionally been disadvantaged (young people, women, the long-term unemployed, migrant workers, the disabled) and those in danger of becoming so - notably adult workers whose jobs are threatened.

¹ Social Report 1983, point 47.

Development of the situation in the member countries

Belgium

62. The most important events in 1984 were :

- firstly, the introduction of a part-time education scheme in connection with the prolongation of the period of compulsory education;
- secondly, validation of the industrial apprenticeship scheme introduced in 1983 as an instrument of alternance training, again in connection with the prolongation of compulsory education.

Organization of a part-time education scheme (linked work and training)

In view of the urgent need to ensure that young people born after 1969 can comply with the legal requirement to attend part-time education from school year 1984-85 on, the Royal Decree of 16 July made provision for an experimental part-time education scheme to be introduced at the lower and upper levels of the vocational branch of secondary education for the years 1984-85 and 1985-86.

The instruction takes place over a period of 40 weeks, providing between a minimum of 12 and a maximum of 15 periods of 50 minutes per week.

It covers both general education subjects, including social skills and self-advancement skills, and also preparation for pursuing an occupation. The scheme operates exclusively as a day-time scheme.

The courses envisaged have to be organized by specially constituted centres based in a full-time secondary education establishment which is run, subsidized or accredited by the state and which provides technical and/or vocational secondary education.

In organizing the instruction to prepare for working life, these centres may have recourse to :

- other full-time secondary education establishments; in such cases the general education part may also be organized there;
- the adult education courses in existence on 30 June 1984.

This experimental part-time education scheme is open only to pupils under 18 years of age who have fulfilled the compulsory education requirement and who can furnish authorization to participate from a parent or legal or actual guardian.

Industrial apprenticeship scheme

63. Intended to offer young people a basic general education and a possibility to gain the work experience which the labour market has so far denied them because of their lack of qualifications, the legislation adopted on 29 July 1983 on training for skilled occupations introduced a system whereby young people aged between 16 and 18 are able to learn an occupation under the supervision of an employer (in firms employing more than 50 skilled manual workers) and also attend, likewise with the support of the employer, the class instruction required to back up the practical training.

The allowance payable to the apprentice is paid by the employer, but the administrative work is carried out by the Ministry of Employment and Labour.

The legislation assigns a major role to the tripartite industrial commissions and to the works councils which are called upon, each according to its field of competence, to design and monitor the apprenticeship process.

Denmark

64. The year 1984 has brought changes in the trends of development within vocational training in a number of respects. The ideas of the non-Socialist government which came to power in the autumn of 1982 are now beginning to break through. Important points are 1) increased priority for adult training, 2) rearrangement of the financing for parts of vocational training, 3) measures against youth unemployment, in which training takes precedence over employment, 4) planning of a new basic training system, with the emphasis on decentralization and contact with trade and industry.

Priority for adult training

In May 1984 a resolution was passed by the Lower House of the Danish Parliament concerning "a 10-point programme for adult education and general education", proposed by the Socialist-Liberal party. The 10 points concern the following :

1. Decentralization and extensive freedom in adult education;
2. the greatest possible independence in relation to the public authorities;

3. development of single-subject courses independent of the primary and lower secondary schools and of the upper secondary school;
4. broader and more flexible public training, directed towards trade and industry;
5. priority for adults with a low level of education;
6. establishment of a training fund;
7. leave of absence for training for more groups than hitherto and ultimately for all employees and selfemployed persons;
8. intensification of research and development work;
9. emphasis upon the necessity for trainers to have experience of the everyday life of the participants;
10. crediting participants with their knowledge and skills, regardless of how they were acquired.

Re-arrangement of the financing for adult vocational training under the Ministry of Labour

The efforts of the Government to improve public finances include the re-arrangement of the financing of labour market training (training of skilled workers, further and retraining of semi-skilled workers, preparatory trainings-courses), which has hitherto been paid for mainly by the State. Under a law passed in December 1983, in 1984 the financing is to be provided by equal contributions from employers and employees to a new vocational training fund - a fund which is administered by a private-sector institution, the ATP Institute, which also administers the labour-market supplementary pension. There will be no change in the financing system nor in the management of this type of training, which takes place through the Vocational Training Directorate under the Ministry of Labour, with influence exerted by the employers' and employees' organizations.

In the last few years the Government has provided grants for the establishment of several more apprentice and on-job training post for young people. The amount granted has been 30 000 DKR or 18 000 DKR

for an apprenticeship, depending on the length of the apprenticeship. With effect from 1 July, this grant scheme is transferred to the Employers Training Fund - a general pooling scheme to which the employers make contributions and from which they receive grants if they have youths under apprenticeship (another scheme, incidentally, which is administered by the above-mentioned ATP-Institute). This saves the Government 265 million kroner in 1984 and 645 million in 1985.

Measures against youth unemployment

In February the Government submitted a programme to combat youth unemployment in 1984 and 1985¹, the general principle of which is to get as many of the young people as possible into the normal training system - not least when there is an excess of entries. In addition, the 1983 Law concerning measures to promote employment² - under which borough and county councils are to set aside a specified sum per head of resident population - has been extended to apply also in 1984 and 1985. It is emphasized that training measures are to be given precedence over measures that are purely designed to promote employment. As an experimental arrangement, the chronic unemployed under 25 years of age can now receive benefit for training for a period of up to 2 years, when there is no possibility of offering employment to them.

Planning of a new basic training scheme

Industrial youth training in Denmark is characterized by extensive centralization. An "industrial basic training scheme" (IG) is being planned, as an experiment, under the basic vocational training system. IG is expected to come into operation in 1985 and signifies a step towards decentralization in which the content of the training is arranged locally in collaboration between the technical school and local trade and industry. IG will be a linked work/training scheme, probably of 1 year's duration, including practical training on the job. IG-students will be able to go out into industry and also continue in training - either under the further school training courses or under the labour-market training courses.

(1) Point 50.

(2) Social Report 1983, point 28.

Federal Republic of Germany

65. Although the peak of the baby-boom generation has already left the education system (those graduating from extended primary and lower secondary education), in the Federal Republic of Germany the number of young people seeking a training place within the dual system of vocational training is continuing to increase. The estimates for 1983 quotes a requirement figure of 655,000 training places, but the actual figures recorded by 30 September 1983 were 725,000 places on the demand side and 700,000 on the supply side. A total of 678,000 young people were able to conclude a training contract and thereby proceed to receive training within the dual system. Of the 47,000 young people who initially failed to obtain a training place, 35,000 had been placed by the spring of 1984. This meant - and indeed still means - an increase in the workload at the occupational guidance and training opportunity referral services at the employment offices.

The estimate for 1984 quoted a training place requirement in the dual system in an order of magnitude between 715,000 and 735,000. If they will succeed to offer a training opportunity to all young people who wish to avail themselves of such an opportunity - a generally accepted objective - an intensive effort will once again be required of all those involved, in particular private-sector employers.

These high figures for training place demand are to some extent attributable to a change in young people's educational preferences : more and more young people who would be entitled to proceed to university opt to look for a training place within the dual vocational training system (it is anticipated that 80,000 to 90,000 of the applicants in 1984 would be entitled to enter university); more and more young people are trying to supplement a completed course of full-time class-based vocational training with a vocational training on the dual-system basis; the number of young people who enter the labour market with no vocational qualifications is continuing to decline. This development reflects the fact that young people are clearly responding to the changes taking place on the labour market

(diminishing employment prospects for university graduates, reducing the risk of unemployment by undergoing a vocational type of training, avoidance of youth unemployment).

The various measures introduced at Federal and at Land level to assist disadvantaged young people (young people without a school-leaving certificate and ethnic minorities), to train girls for technico-industrial occupations, to promote occupational and social integration, to prepare individuals for working life, to provide backup support for training measures, to expand and run training centres to supplement the training provided in ~~small~~ and ~~medium-sized~~ training firms - all these efforts are being continued and in some cases intensified. The federal Länder and the local authorities have taken action to ensure that young people who fail to find a training place within the dual system at regional level are accommodated in full-time vocational training establishments. All these measures are intended to increase the number of vocational training opportunities offered without departing from the principle that the training firms have to bear their own training costs and cannot expect any government subsidies.

66. The efforts to adjust training content to keep pace with technological advance have likewise continued. New training regulations enter into force in training year 1984/85 for 18 skilled occupations accounting for some 40,000 apprentices. Twenty-five model projects have been selected for the action programme entitled "New Technologies in Vocational Training"; some 10 of these are to be launched in 1984, the remainder in 1985. This action programme also provides for research projects, evaluation strategies, and implementation machinery which are intended to be instrumental in ensuring that continuing training provision for older workers and trainers together with infirm and inter-firm training opportunities for apprentices will lead to the gradual building up of skill in handling the new technologies in line with the requirements of the labour market; they also complement the parallel efforts being made in schools and universities and back up the programme of the Federal Government to promote information technologies.

The regulation of vocational training courses has been further refined by the promulgation of additional training regulations and the establishment of additional course concepts. Special emphasis here has been given to a sectoral expansion in connection with the master craftsman qualification in industry. For the field covered by the new technologies, a regulation has been adopted on the examination for qualification as a "Wirtschaftsinformatiker", an information technology graduate with a sound knowledge of economics. Furthermore, good progress has been made with the many measures to train training personnel and promote international exchanges among apprentices, trainers, and other persons engaged in the field of vocational training.

Greece

67. Law No. 1404/83 on the structure and functioning of the Institutes of Technology (TEI) - which have replaced the KATEE - was promulgated and the necessary procedures are being formulated to develop these establishments. Amongst other things, this law regulates matters pertaining to integration and coordination in tertiary education and paves the way for advanced technology. In addition, it ties the development of the TEI to the requirements of the Programme of Economic and Social Development and links education with the conditions and problems of the manufacturing sector. Provision is also made for applied research funded by the State budget, social control, participation in the planning of the establishments concerned and involvement of all bodies in the institutions and in the decision-making process.

The courses are based on the most up-to-date teaching models and geared to applied technology. Special emphasis is given to combining theory and practice and establishing links between education and production.

An Institute of Technological Education has been set up. One of its aims will be to draw up syllabuses for the TEI.

A new policy has been inaugurated to provide a framework for setting up new educational establishments and specialities throughout the country using the criterion of the actual needs of the social and economic

development of the country or the region in the context of decentralization and regional development. Prior to the planning of each new activity relevant research is carried out in conjunction with bodies such as the local authorities, professional associations, large cooperatives and employers' and employees' representatives. The Ministry of Education and Religious Affairs then uses the final proposals put forward by these bodies in the central planning of establishments providing secondary-level technical and vocational education.

31 new TEE establishments (technical and vocational education) have been opened, of which 21 are technical lykeia (upper secondary schools).

The first 14 integrated (multi-section) lykeia have been opened. Such schools are new in Greece and are aimed at enhancing the status of the TEE.

The Ministry of Education has framed innovatory legislation aimed at upgrading and developing the TEE sector. Amongst other things it lays down the procedure to be followed by the Ministry in setting up and operating TEE establishments in conjunction with the OAED.

A Presidential Decree drawn up by the Ministry of Education and Religious Affairs is aimed at putting technical and general education on an equal footing. For instance, a term at TEE establishments will last three months, which will bring the length of courses into line with secondary general education. Computing has been introduced for the first time on a trial basis at two secondary-level TEEs and the experiment may be extended to other schools of this type.

New detailed syllabuses have been devised by working groups made up of teachers from secondary-level TEE, educational advisers and represent-

atives of professional and social bodies. The aim is to gear courses to the needs of modern technological progress and the country's development aims.

New text books have been produced for the secondary-level TEE to take account of the new syllabuses.

Manpower and Employment Office (OAED)

68. By decision 4621 of 10 July 1984 the Administrative Board of the OAED adopted the dual TEE/linked work and training system which will operate in the OAED's three-year apprenticeship schools.

In their first year students will receive theoretical and practical training in OAED apprenticeship schools, which have fully equipped and organized workshops. In their second and third years they will follow theoretical training courses in the apprenticeship schools and receive workshop training at employer's premises in accordance with their particular skills. Students will have two days' theoretical and three days' on-the-job training a week.

Under Law 1346/83 the OAED has started implementing programmes of active vocational guidance for 15-18 year-olds with formal qualifications of at least six years' education. The programmes, which involve 200 hours spread over ten weeks, began experimentally in 1983 but were developed and extended to all OAED schools in 1984. Some 3500 students are participating in the scheme. Such programmes were devised to initiate women in jobs traditionally reserved for men.

TEE programmes catering for new skills have been adopted and implemented in the tertiary sector.

The detailed TEE syllabuses have been reorganized and the corresponding text books used by the OAED have been revised.

France

69. A considerably higher level of priority has been assigned to vocational training policy in France in the last three years. Three main points may be noted :

Budget allocation

The central budget appropriation was increased by 13 % (about double the average increase in the central budget by volume), i.e. by about FF 14 000 million. In addition, the regions, following the transfer of wide-ranging powers on 1 June 1983, voted appropriations amounting to FF 3 700 million. Finally, the average contribution by firms with a workforce of more than 10, established by law at 1.1 %, is now about 2 %.

Institutional aspects

The law of 24 February is, like the preceding law on this subject (July 1971), the product of lengthy prior consultations (see national inter-trade agreements of 21 September 1982 and 26 October 1983). The main features of this law are as follows:

(a) It introduces new workers' rights:

- at individual level, the right to a leave for training has been extended. From now on the funds allocated for this purpose (0,1 % of the compulsory 1.1 %) are pooled by joint bodies. In this way they can also be used for persons employed by firms with a workforce of less than 10 which are not obliged to make the 1.1 % contribution;
- at collective level, a requirement to negotiate with the workers' representatives the objectives and the means of training at industry level. If there is no agreement at industry level, this duty rests on individual employers.

(b) It provides for the possibility of replacing the annual contribution of 1.1 % by an undertaking to carry out a multiannual development programme under agreement between the Government and the trade organizations. By this means, consistent training policies and plans can be developed.

(c) It sets up a legal basis for new training/work experience schemes for young people: qualification contracts (similar to industrial apprenticeships) and employment/adaptation contracts, or periods of introduction to working life.

Since the ministerial reshuffle in July 1984, vocational training policy has become the responsibility of the (single) Minister for Labour, Employment and Vocational Training, who can call on the services of the Vocational Training Office.

Policy aspects

70. The 1983-84 campaign to promote the occupational integration of young people concerned 200 000 employment/training contracts, 80 000 training places for 16 to 18 year-olds and 45 000 places for 18 to 25 year-olds. Stress was placed on quality, with particular emphasis on training for specific sectors to which priority had been given at national level (particularly new information technology).

The September 1984 campaign was launched in a broader context, and was extended the agreement of 26 October 1983 and by the Government undertaking on 26 September to offer every young person under 21 the opportunity of training, a job or some other form of activity (e.g. work in the public interest).

In connection with the modernization of the economy, vocational training policy covers several aspects:

At local level, development agreements between the State and the regions make it possible, following decentralization, to work out joint actions over several years. In addition, in each of the 15 redevelopment priority areas (where employment is in great jeopardy) training policy receives concentrated technical and financial support.

With regard to sectoral policy, four sectors were given top priority in 1983: electronics and information technology, construction and public works, agriculture/food processing and foreign trade. (Under the decentralization plan these sectors remain within the competence of the State). The specific goals of these policies are established in close cooperation with representatives of the sectors concerned.

Ireland

71. AnCO - The National Training Authority is the primary body in the field of vocational training in Ireland. The total budgeted cost of AnCO's training activities for 1984 is £ 105,5 million. AnCO provides training for unemployed young people and the long term unemployed in a wide range of industrial and commercial fields with particular attention now being given to enterprise development, the needs of small business, and technology areas where many of tomorrow's jobs will be created. New Courses in Training Centres reflect changes in technology and an increasing emphasis in being placed on versatility and transferable skills.

A community based training initiative, LINC, was introduced on a pilot basis in four local areas. Through training, the LINC programme aims to provide the maximum employment potential for the unemployed of a particular area. LINC raises the business and life skills of trainees and in co-operation with other State and local agencies lasting voluntary steering committees are set up which will identify potential employment and training opportunities.

This year, the training needs of Ireland's 40,000 plus small companies have been intensively examined by AnCO and weaknesses in marketing, financial and general management and planning were discovered. As a response, AnCO launched a new service to small business which brings a comprehensive learning programme in the form of manuals, video and audio cassettes to managers in small businesses. A telephone "Small Business Hotline" continues to provide practical assistance and guidance in the training area to small business managers.

A major 5 year Strategic Plan was prepared by AnCO in 1984 and submitted to the Minister for Labour.

During the year an agreement was signed between AnCO and a leading company whereby interactive video - multi-media video and computer instruction - will be employed not only to train people in the use of computers but also to develop computer based courseware.

72. In 1984, the Dail (Parliament) Committee on Public Expenditure published a Report on the proposal to establish a centralised State agency for persons registering for employment or training. AnCO was one of the several Departments and Agencies consulted by the Committee which, following its assessment of present arrangements, suggested for consideration the rationalisation of existing agencies into one multi-faceted entity dealing with the full range of recruitment, training and employment related issues.

In addition, the structures of State training, education and employment were reviewed by the Minister of State at the Department of Labour and Education who put new proposals to the Government, recommending that schools notify the National Manpower Service (NMS) of the job needs of their pupils and the NMS carry out all recruitment to state training agencies. A Social Guarantee Board will be appointed by the Ministers for Labor and Education to oversee the transition to the workplace of unemployed young people, and educational institutions will be offered first option to run external AnCO courses for young people making the transition from school to work.

A 10 month Vocational Preparation and Training Programme was launched by the Department of Education for post-primary school pupils between the ages of 15 - 18 years. These school students will receive direct grant aid of £ 300 per year while participating in the Programme which includes vocational studies, work experience, education for living combined with social and general skills.

In an expansion of its activities in 1984, CERT - the State training agency in the hotel, catering and tourism industry - became shareholder of a new company set up under its aegis to run a chain of six hotels.

The Youth Employment Agency¹ expects to fund programmes for 64,00 young people in 1984 through the Youth Employment Levy - one per cent on all incomes - costing as estimated £ 87 million.

¹ Social Report 1982, point 76.

Italy

73. In 1984, public sector vocational training action was mainly directed at consolidating and developing the regional training system which hinges on vocational training centres directly managed by the regions or accredited by them. Progress at regional level can be ascribed to progressive consolidation along the lines laid down by outline Law No 845 of December 1982. There has been no change in the legislative framework : 13 regions have established their own provisions, six others are in the course of aligning their rules with those laid down in Law 845 of December 1982¹, and only one has failed to introduce legislative measures in this area. The difficulty of implementing vocational training measures that will have a significant impact (at a time when the economic framework and the machinery of production are undergoing change) is compounded by the difficulty of meeting the demand for increasingly diversified and heterogeneous types of training, the content of which must be continuously adjusted in response to the new skills required by the changing environment. However, these difficulties have not prevented the development of training measures of a high standard which, although still too fragmented and experimental in nature, are designed to provide new skills better adapted to the new occupational profiles.

With respect to the overall education and vocational training system, the tendency to limit the central role of the school has been reinforced, while other training bodies (including firms) are developing more informal, flexible training activities, even if they are sometimes fragmented and still in a state of expansion.

In 1984 teacher training was a predominant concern; however the terms of employment tend to place staff in this area on a similar footing to school teachers rather than vocational training instructors.

¹ Social Report 1982, point 77.

74. Although this brief introduction would suggest the existence of many unresolved problems, a significant effort is being made in Italy to renovate the methods and content of vocational training and consolidate its structures.

The number of training centres has risen from 1 647 in 1982 to 1 715 in 1983, although there has been little change in the overall number of training courses offered. The proportion of vocational training centres run by the public authorities varies from 27% nationwide to a much smaller share in central Italy (18%), and slightly more in north western and southern Italy (30%).

The number of students has risen from 185 000 in 1981/82 to 210 000 in 1982/83. More young people attended advanced training courses open to secondary school leavers, and there was an increase in adult education activities, with some 95 600 students in 1982/83 compared with 60 000 in 1981/82.

The year 1982/83 saw a fall in the numbers attending courses in engineering (from 28.8% to 22.7% of the total), tourism and catering (from 6.9% to 4.6%) and the electrical trades and electronics (from 19.3% to 15%) as against an increase in the numbers attending business administration courses (from 20.3% to 22.6%); overall, the numbers enrolled in industrial training courses in 1982/83 represented less than 50% of the total as compared with 53% in 1981/82.

The vocational training personnel numbered some 27 100 (of whom 19 300 were teaching staff), showing little change compared with 1981/82.

With respect to relations between vocational training and the production system, progress has been achieved in the following areas:

- planning. All the regional laws include the production system as an element in the planning process;
- training. Firms can conclude agreements with the regions regarding training operations for their employees;
- use of regional facilities. This concerns firms with no training facilities of their own.

Overall, there is still a long way to go between what is being done and what needs to be done: this problem can be ascribed to general or institutional factors, in some cases due to the character of the relations and procedures linking the central and regional authorities, and in others to the vocational training sector itself. The situation is to be regretted, and has become particularly dramatic today, for the upward trend in the financial resources available for vocational training has, in recent years, come to a half.

Luxembourg

75. The year 1984 will see the application in full of the Act of 21 May 1979¹ which deals with organization of vocational training and secondary technical education and of continuing vocational training. If the regulation on the implementation of the new Act is applied in its entirety from the beginning of the school year 1983-84, vocational training will function from the beginning of the school year 1984-85 at all levels, in all systems and in all divisions laid down by the new Act.

At the moment in which the Act is being implemented in full, it is interesting to recall the principal objectives of this Act:

- create the same legal basis for vocational training, secondary technical education and continuing vocational training;
- make technical education a coordinated and well-conceived system;
- standardize, at different levels, the organization, the duration and the certificates for studies and courses preparing the trainee for jobs and occupations in different economic and administrative sectors, and thus achieve an upgrading of secondary technical education.

1. Social report 1979, point 93.

Each cycle of studies has a dual aim: an occupational aim which enables entry into working life at different levels and with different qualifications, and a transitional aim which, at each stage, enables those who have the inclination and the aptitude to study further at a higher level, to do so .

This possibility of transition leads to democratization of studies and an upgrading of secondary technical education. The new system of technical and vocational education is designed in such a way that it is highly flexible and contains possibilities of rapid adaptation to new economic and social demands.

The guidance of the students at the end of the three-year observation and guidance cycle is still not completely satisfactory. The occupational choice of the trainees is oriented too much towards non-manual trades where an oversupply may be predicted. A complementary regulation adopted at the beginning of the school year 1984-85 should have the effect of making access to these professions somewhat more difficult.

In the field of continuing vocational training, the state Training Centres have continued their task of training at the level of initiation, of re-training and training for new occupations. Particular attention is paid to re-training and training for new occupations in order to meet the skilled labour requirements of firms which are expanding or of new firms which are being set up in the country.

In addition to the measures to combat youth unemployment (vocational guidance and initiation courses, training-initiation contract, temporary trainees, in-firm preparatory courses, etc.) the Government set up "Local Youth Schemes" in May 1984. This scheme is a pilot project which deals with the problems of transition from school to working life and adult life. This scheme is intended for young people in the age-group 14-18 who, for one reason or another, have not been covered by the measures taken to combat youth unemployment.

1984 saw also the begin of a mixed professional system of vocational training in agriculture, i.e. a training in 'sandwich courses', as well as the begin of a vocational training in professions of the foodstuff industry and others, which - in contrast to the past - begin with a year of full-time training in technical highschoools.

The Netherlands

76. The Contributory Scheme for the Vocational Training of Young People (BVJ Scheme) ¹ continued in 1984. In 1983 the emphasis lay on the establishment of training funds in the various training sectors and of initial (and often global) policy plans. All the training sectors now have a training fund, deriving its resources from the BVJ scheme and, in many cases (over half), contributions from the industry directly concerned.

In 1984 the emphasis has been placed on the further elaboration and underpinning of the policy plans. The inclusion in the policy plan of a plan of action indicating how the authorities intend to increase the numbers in basic training has been explicitly requested. They may, for example :

- encourage girls to take training courses that have traditionally been a male reserve;
- inform and recruit new firms to provide training;
- encourage training with a part-time practical component.

The numbers attending Short Intermediate-level Vocational Training (KMB0) courses have steadily risen :

1979-1980	1,200,
1982-1983	10,300,
1983-1984	12,300.

The number of training places is to be increased by 6,500 for the 1984-1985 school year. The number of projects will then have risen from 29 to 50.

With the aim of increasing the number of girls who successfully complete technical training courses, the following measures have been taken :

1. The schools attended during vocational training have arranged more non-teaching periods during which girls taking technical courses can obtain help and guidance;

¹ Social Report 1983, point 66.

2. a number of national bodies have taken on a temporary staff member whose task it is to encourage firms to make more training places/jobs available for girls and to ensure that girls receive appropriate guidance.

Twelve Training Work Contact Centres (COAs) are now being financed by the COA subsidy scheme introduced on 31 May 1983¹. When the trial period is completed on 1 January 1986, the final form and composition of the COAs will be proposed. An evaluation yet to be carried out will provide major pointers in this respect.

The COAs are cooperating in two European Community pilot projects :

- "Practical training activities", a project being implemented by the Zeeland COA : the development of procedures for matching the supply of training places to demand; increasing the importance attached to periods of practical training as a source of experience for teachers and learners alike;
- "Introducing young people in the Rhine estuary area to work", a project which seeks to improve the preparation of young people for the transition from school to working life by familiarizing them with the work situation.

77. The Link between education and work has been causing problems for many years. To examine possible solutions and improvements, institutes of education, the authorities and industry have been deliberating in what is known as "Open Consultation" since 3 May 1983. These consultations have been based on the following three premises (suggested by the previous consultative body, the Advisory Committee on Progress with Industrial Policy) :

- encouraging the constant and equal participation of central government, the two sides of industry and the education organizations in vocational training;
- making vocational training accessible to all young people wanting basic training (at basic level at least);
- forging a strong link between vocational training and actual work.

¹ Social Report 1983, point 66.

The "Open Consultations" were concluded on 5 April 1984. The Ministry of Education and Science, the department with overall responsibility, was joined in these consultations by the Ministries of Social Security and Employment, Home Affairs, Economic Affairs and Finance.

The following results have been obtained :

- The authorities, the two sides of industry, and the education organizations have accepted joint responsibility for vocational training. Social partners will play a full part in the consultations on vocational training until the very end;
- all young people wanting vocational training must have access at least to basic or a comparable level of training;
- the two sides of industry have agreed to double the numbers undergoing training at basic level;
- consultations between the education organizations and industry at the level of individual sectors and/or industries are encouraged, the aim being to strengthen the practical component of vocational training;
- as employers, the authorities (at national and lower level, and the quaternary sector) will play a greater part in training and make a reasonable number of practical training places available;
- where necessary and possible, the government will play a stimulating role. Over 300 millions guilders have been set aside for this purpose.

78. The vocational Training for Adults (BKE) is a pilot project that began with the 1983/84 academic year and will end with the 1985/86 year, i.e. on 1 August 1986.

As the Social Report of 1983 points out (1), the project began at 22 places in September/October 1983. The average number of participants registered in the 1983/84 year was about 2.000. As the BKE scheme will come to end on 1 August 1986 as a pilot project, the last groups of participants will have until 1 August 1987 to complete their training.

(1) Social Report 1983, point 66.

United Kingdom

79. The main developments in 1984 related to the continued implementation of the government's New Training Initiative. A commitment to these objectives was again endorsed in a major government white paper entitled : Training for Jobs published in January. This White Paper considered and reviewed the progress made towards the implementation of the New Training Initiative and went on to outline future priorities and the action required. This statement also included an announcement of the Government decision to extend the MSC's responsibilities in the funding of non-advanced further education. This overall policy statement provided a framework for many of the developments which occurred later in the year.

Considerable achievements were made during the first fully operational year of the new Youth Training Scheme (YTS) which provides a structured programme of training and work experience for young people. At the end of 1984 over a quarter of a million young people were in training in the Scheme; around 11,000 programmes had been set up, and the 55 Area Manpower Services Commission Youth Training Board concerned with national schemes, has approved some 390,000 places in the 1984/85 schemes. This first full year also enabled the MSC to carry out a full review of the Scheme. This led to a number of changes but with the overall emphasis for the second year of the Scheme was that of consultation.

The first 14 pilot projects of the Technical and Vocational Education Initiative began in England and Wales in September 1983. During 1984 a decision was made to extend the scheme and also Scotland joined the initiative, a further 48 projects commenced in the autumn (including 5 in Scotland) bringing the number of projects to 62.

The White Paper referred to earlier, broadly endorsed the MSC's proposals for an Adult Training Strategy published in November 1983¹.

¹ Social Report 1983, point 68.

As part of this strategy, the MSC's own training provisions for adults would be re-shaped into 2 major programmes with increasing emphasis on stimulating employers own training efforts. An industry focussed programme under which training would be directed toward employment needs and to the creation and growth of small businesses; and a programme specifically to help unemployed people to improve their basic skills, retain employability, and to cope with the changing content of jobs and patterns of work.

Until succeeded by a new programme in April 1985, the Training Opportunities Scheme continues to be the major training programme for unemployed adults. Some 66,000 adults completed TOPS training courses in 1983/84.

105. Substantial progress was made in the Open Tech Programme and some 105 operational projects and 15 support projects had been commissioned by the end of the year. It is estimated that the people participating in the Scheme by 1985-86 will be around 50,000.

The final feature of work on the New Training Initiative relates to its first objective which is concerned with bringing about the modernisation of occupational training including apprentice training. The progress referred to in last year's Social Report ¹ has continued. These achievements and the areas for future action formed the basis of a position statement issued in July.

¹ Social Report 1983, point 68.

Chapter IVINDUSTRIAL RELATIONSTrends within the Community

80. The European employers' and workers' organizations were consulted a number of times at Community level on the various aspects of Community social policy.

In particular, the two sides of industry were consulted at European level in the context of Commission activities in connection with the reorganization of working time, work sharing, working conditions, vocational training, employment and the new technologies.

The discussions held recently on competitiveness, industrial restructuring, the new technologies and working time have shown how important it is that the European social dialogue continue at sectoral level.

The work of the joint committees during the year under review centred on the revision of Regulation 543/69 (road transport), the launching of pilot schemes and demonstration projects in the fields of training, safety and medical care (sea fishing) - financed under a special budget item - and discussion with a view to the revision of the sociostructural directives (agriculture). Substantial progress has also been made in certain branches of the transport sector, enabling the joint committees already in existence for inland navigation and the railways to be reactivated. In contrast, some difficulty is created by the fact, that, in the case of sea transport, contacts are not institutionalized, whilst joint meetings with both sides have not been possible in the case of air transport and the ports sector. Finally, the time would appear to be right for a dialogue to be initiated in the urban transport sector.

The Commission was also able, during the year under review, to improve its contacts with the two sides of the banking sector, the wholesale and retail trade and the building industry. Discussion centred on the social impact of the introduction of the new technologies, employment prospects and developments in the field of vocational training. In contrast,

difficulties were encountered as regards the development of contacts with management and labour of the motor vehicle industry, the breweries and the sugar industry, owing to differences of opinion as to the value of discussing at European level questions such as the social implications of the new technologies and future manpower requirements.

81. The economic situation and its repercussions for workers, particularly as regards employment, continued to be the main topic of concern for both sides of industry.

The Union of Industries of the European Community (UNICE) stated its position on employment policy, arguing that the process of rapid adjustment to technological developments necessitated changes in the approach to education, initial and further training/retraining, and the occupational and geographical mobility of labour. Existing jobs could be safeguarded and new ones created providing that firms were allowed the maximum possible flexibility in their management of manpower resources. UNICE also took the view that the promotion of youth employment was essentially dependent on a general recovery strategy, closer collaboration between schools and firms, and the profitability and productivity of young workers. The employers' organization went on to call for improvements in the efficiency of placement services and the adoption of initiatives aimed at encouraging individual creativity and the entrepreneurial spirit. Finally, UNICE suggested that a series of studies be conducted with a view to gathering the background information necessary for the formulation of social policy guidelines.

Following the Council's failure (for want of unanimous agreement) to adopt the Commission proposal on the reduction and reorganization of working time at its meeting on 7 June, the European Trade Union Confederation (ETUC) reiterated its view that reductions in working time constitute one of the major weapons in the fight against unemployment and one which coordination at European level would make all the more effective in employment terms and all the less damaging to the competitiveness of firms.

The ETUC urged those governments which had supported the Community initiative to issue a joint statement undertaking to implement in their countries the principles set out in the recommendation. The European Trade Union Confederation also stressed that concrete measures, including cuts in working time, must be taken to combat unemployment.

82. With regard to education and training policy, the Executive Committee of the ETUC adopted a memorandum at its meeting on 14 and 15 June in which it argued that a certain minimum of coordination and joint action had become essential given that all were facing the same challenges.

In general terms, the ETUC called for the introduction of a 10 years' period of compulsory schooling, the updating of curricula, reforms in the organization of training, steps to grant trade union organization rights equal to those enjoyed by employers' organizations and the State, equal rights and opportunities for women in relation to training and increased efforts to assist the most underprivileged social groups (e.g. second-generation migrants).

Specific demands were made as regards young people (schemes aimed at motivating young people to embark on vocational training; the extension of training/work experience schemes; increased opportunities for training periods in firms; action to encourage the provision of information, advice and guidance on job opportunities; recognition of vocational training certificates), continuing and adult education (action to ensure ample continuing education provision; guaranteed access to continuing education courses; implementation of special programmes for the unemployed and workers in sectors facing a structural crisis; incorporation of the right to continuing education in law and collective agreements; training of teaching staff), the new technologies (trade union involvement in the field of education and training; greater efforts as regards general training; acquisition of basic qualifications; the ability to adapt rapidly to new occupational requirements; training of teaching staff; compulsory study of the new technologies at school; an intensification of efforts in favour of girls and women; special programmes for the handicapped; training of trade unionists).

83. The increasing pace of technological change and the extension of the new technologies to all sectors of economic activity are a cause of concern for both sides of industry, particularly as regards the implications for workers.

Following discussion of a Commission communication on technological change and social adjustment at its meeting on 10 May, the Standing Committee on Employment asked the Commission to undertake work in various areas falling within its brief : forward-looking employment management; short and medium-term sectoral employment trends; familiarization with the new technologies; cooperation between industry and training institutions; the ergonomic implications of new technologies and the improvement of working conditions ; the occupational and social integration of the handicapped; the decentralization of production and more especially homeworking and telecommuting; the disclosure of information, consultation and negotiation; the training of experts from workers' and employers' organization; the encouragement of experimental schemes and dissemination of information on their results; ways of improving the utilization of Community financial instruments.

84. Health protection for workers whose jobs expose them to occupational hazards was amongst the questions to which the European Trade Union Confederation (ETUC) devoted special attention during the year under review, organizing an information and action fortnight against occupational cancer from 15 - 29 February. The ETUC called for priority to be given to two objectives : the cataloguing of occupational cancer hazards and the adoption of preventive and protective measures.

The workers concerned should receive adequate, comprehensible information and enjoy proper protection. The ETUC also called for reductions in working time and the intensity of work with carcinogenic products and a ban on payment by results for such work. The workers' organization emphasized preventive medical care for the workers concerned and demanded severe penalties for employers breaking the rules.

At European level, the ETUC demanded action on the part of the European institutions to achieve these objectives by means of agreements or directives.

85. At its meeting on 11 and 12 October the Executive Committee of the ETUC adopted a statement on current trends in the televised media, and more especially the profound changes under way in economic, political, social and cultural terms. In this statement, the ETUC recalled that it had, at its 1982 Congress, urged the introduction of democratic controls aimed at protecting the individual and collective interests of workers and the population at large.

The Executive Committee of the ETUC also issued a statement on European regional policy, the central theme of which was the absence of any truly coordinated Community policy. The statement argued that regional policy should aim to promote a more even distribution of economic activity across the Community and that the new technologies made a measure of decentralization and decongestion of economic activity possible. The Community institutions, national authorities, the regions concerned and the two sides of industry must above all ensure that development opportunities were distributed equitably amongst the various regions. The ETUC called for improved coordination of Community policies and integrated utilization of the various Community structural funds with a view to making a greater impact on the situation in each of the regions concerned. Finally, the ETUC stressed that a system for consulting the two sides of industry - and more especially the unions - on the conception and implementation of Community programmes must be established at Community level.

86. The problems raised by the development of multinationals and in particular the implications for the terms of employment and working conditions of workers in the companies concerned continued to be one of the main topics of discussion.

Following the Commission's adoption in June 1983 of an amended proposal for a Council Directive on procedures for informing and consulting the employees of undertakings with complex structures, in particular transnational undertakings¹, the Council Working Party on Social Questions considered the new text in detail. At its meetings in December 1983 and June and December 1984, the Council (Social Affairs) emphasized the importance of this dossier and agreed that work should continue in a constructive spirit.

1 Social Report 1983, point 74.

Development of the situation in the member countries

87. In Belgium, the most important event of the year was the Government's presentation, on 15 March, of its financial reform and economic recovery plan.

As regards the effects of this plan on industrial relations, the measures announced concerned wage restraint, to be achieved by restriction on index rises for three consecutive years. The wage restraint policy also affects civil servants, persons receiving social security benefits, the self-employed and some non-wage incomes. Other measures under the government plan were aimed at promoting employment and reviving the economy. On 30 March, a number of Royal Decrees were issued covering wage restraint and restrictions on the indexation of social benefits among other things.

Although the immediate reactions of the two sides of industry - particularly the unions - were hostile, the employers' and workers organizations subsequently indicated their willingness to seek to achieve some of the plan's objectives by means of a multi-sector agreement for 1985-86, rather than through statutory measures.

However, the negotiation on employment, working time and wages ended in failure. A preliminary agreement reached on 12 July covering four points (more part-time work, use of 1.5 % of the total wage bill to promote employment, extension of previous agreements on additional recruitment, negotiations in the joint committees on the general introduction of the 38-hour week and a search for greater flexibility in firms operation) was not accepted by all the protagonists, with the result that no final agreement was concluded and the Government decided to ask Parliament to attain the desired objectives via legislation. With this end in view, a draft recovery law incorporating social provisions was tabled and voted into law on 22 January 1985.

After the strikes organized in April by one of the largest unions to protest against the Government's austerity measures, more peaceful climate settled over industrial relations. Only a few strikes took place, in certain chemical firms, the oil industry, the coal-mining industry and air transport.

88. In Denmark, working time and pay indexation questions dominated industrial relations.

Supported by the Government, the Parliament decided that the Government should initiate tripartite discussions in the area of income policy and should analyse the consequences of a reduction in working time. A Technical Committee set up by the Government presented a report containing analyses and assessments of the economic repercussions of a reduction in working time; the report concluded that a reduction in working time could in certain conditions increase the number of persons employed. It evoked diverging views at the tripartite meeting, which ended inconclusively in September.

Relations between the trade union movement and the Government deteriorated as a result of the political agreement reached on 25 April between the Government and the Radical Liberals. Among other matters the agreement provided for the continued suspension of the pay indexation system until 1987. The trade unions considered that this move would influence collective bargaining and was not part of the programme presented to the Parliament which required the Government to hold tripartite discussions on an incomes policy.

In spite of the breakdown in the tripartite discussions, the unions and the employers opened negotiations on the renewal of the collective agreements: the trade unions sought a reduction in working time and protection for the low paid while the employers' organizations wanted more flexibility in working time, curbs on pay rises and a more flexible system of recruitment. Since no agreement was reached, management and workers decided to ask a conciliation body to suggest procedures for further negotiations.

A number of fairly serious disputes arose in the course of the year.

89. In the Federal Republic of Germany, the Government maintained its policy of attempting to solve the current growth and employment problems primarily by means of supply-oriented economic and financial measures. As the measures proposed and introduced to this end during the year under review were to some extent aimed at doing away with regulations restricting employment or applying the laws in a more flexible way to suit employers, the Government was accused by the trade unions of favouring the employers. This also applied in particular to its statement on the dispute over reducing weekly working time to less than 40 hours.

In spite of the resultant underlying tensions between the Federal Government and the trade unions, there were signs of conciliation and even a revival of tripartite talks, especially after the bitter labour disputes in the metal-working and printing industries had been settled. Preliminary talks were held on the possibilities of resuming close contacts between the Federal Government and the two sides of industry. It was, however, agreed that there would be no return to the "concerted action"¹ broken off in 1977; instead there would be joint restricted talks between the heads of employers' and trade union organizations and the Chancellor which would cover specific questions, particularly those relating to the labour market.

In central issue of relations between the two sides of industry during the year under review was once again the attempts by some unions to reduce weekly working to 35 hours without loss of earnings. In the process, the metalworking and printing industries experienced a number of very important labour disputes. They began shortly after Easter and lasted seven weeks in the metalworking and as long as 13 weeks in the printing industries. In the metalworking industry the disputes took the form of regional pinpoint strikes, beginning in the Nordwürttemberg-Nordbaden area and aimed in particular at firms supplying the motor vehicle industry, while in the printing industry strike action was carried out on a nationwide basis, although the tactics varied, since the framework agreements governing working time in this sector apply to the whole country.

1 Social Report 1977, point 109.

In many cases, the employers in the metalworking industry responded to the strikes with lock-outs.

In this connection, the decision of the head of the Federal Labour Office not to pay either short-time working allowances or unemployment benefits to workers outside the strike areas who were unable to work because of cutbacks in production as a result of supply and delivery difficulties induced the trade unions to turn to the social courts. In accordance with their ruling, the decision was temporarily set aside pending final clarification of the legal position by the Federal Social Court. The Federal Labour Office then paid working allowances only to workers not directly involved in labour conflicts.

In the two industries in question, the intervention of independent arbitrators finally led to the conclusion of new collective agreements which centre on a reduction of agreed weekly working time from 40 to 38.5 hours. Although this new normal working time will apply uniformly to all workers in the printing industry from 1 April 1985, the arrangements for reducing weekly working time to 38.5 hours in the metal-working industry, to be introduced on the same date, may be adapted to individual circumstances and vary between 37 and 40 hours according to the needs and technical capacity of the firms in question; weekly working time per worker averaged over the whole workforce may not, however, exceed 38.5 hours. Firms are left to decide on the individual details of working time arrangements (e.g. equal or unequal distribution over five working days). In the printing industry, however, a certain degree of flexibility in the form of an unequal distribution of daily and weekly working time is possible at company level to meet the individual needs of the firm.

On 9 November, the two sides of industry in the public sector concluded a new collective agreement for employees and thus avoided recourse to the strikes announced; according to this collective agreement, from the beginning of 1985 wages and salaries will be increased by 3.2 % and working time will be gradually reduced by giving workers additional paid days off : two paid days off are offered to all employees aged 58 and over from 1985 on, to all employees aged 50 and over from 1986 on and to all employees from 1987. This collective agreement was immediately applied by the Federal government and the Länder to civil servants and the armed forces.

As a consequence of the bitter disputes concerning reductions in working time, many more working days were lost through strikes and lock-outs during the year under review than in any year since the end of the war - apart from 1971, when the same metalworking and, particularly, motor vehicle industries, had experienced a similar big dispute. In the second quarter alone a total of nearly 5.4 million working days were lost.

90. In Greece, the most significant event in industrial relations was the signature on 11 February following long and difficult negotiations, of a general collective agreement covering - inter alia - the pay-indexation system ¹. Otherwise relations between employers and the government became more strained.

Following discussions between trade-union leaders, and despite the collective agreement, disputes broke out: a wave of strikes in support of wage and other claims hit the banking sector, hospitals, urban transport, private education and several firms in the private sector, engineers employed by the State, air traffic controllers and Olympic Airways flight engineers.

91. In France, industrial relations over the period in question were affected by the general fall in employment (a total of 270 000 job losses, bringing unemployment up to 2 500 000) and by changes and structural adjustments in manufacturing industry.

The Government was mainly concerned with the modernization of production structures and the resulting implications for wage earners, and achieving a more flexible approach in company management - as were the employers and the trade unions.

Modernization and restructuring plans affected certain large firms in the motor vehicle, steel, shipbuilding, coalmining and engineering sectors. Measures for workers included training and retraining, early retirement, repatriation aid for immigrants and unemployment benefits.

¹ Point 132.

The employers' demand for greater flexibility with regard to certain provisions of social legislation and labour law with a view to improving competitiveness and creating new jobs was accepted - although to varying degrees - by the Government, the political parties and the trade unions.

The Government put forward several proposals aimed at job-creation: choice of part-time or full-time work, work in the public interest, setting up new businesses. The employers' organizations called for greater flexibility regarding newly-hired workers and, during an experimental period of three years, the suspension of the need for administrative authorization before dismissing these workers; elimination of the "threshold effect", abolition of parafiscal charges, which represent about 5 % of total social security contributions for small firms; revision of procedures applying to dismissals fixed by law or collective agreement; adjustments to thresholds; easing of legislative constraints on part-time work, fixed-term contracts and temporary work. The trade unions demand in this area included a call for the joint committees on employment to be revitalized, reductions in working time, a study of the repercussions on employment of technological innovations with proposals on suitable training measures for the workers involved and procedures to ensure preliminary consultation with workers representatives.

These problems were central to the negotiations on working conditions; the Government expressed its hope that a negotiated settlement regarding the flexibility problem would be reached. These negotiations, which began at the end of March, resulted in a draft agreement which the trade union organizations - apart from the CGT - would have signed if their members had not forced them to reject it. Although the employers refused to renegotiate the agreement the unions still hoped to get talks underway again.

In the area of collective bargaining at intertrade level, note should be taken of the signature on 19 September of an agreement instituting joint control of funds paid by employers to training associations as their contribution to the financing of continuous vocational training. Another agreement, signed on 6 July, revives the regional joint intertrade committees on employment, which were set up by the agreement of 10 February 1969 on job security but never became fully operational.

At sectoral level, note should be taken of the new general social protection agreement in the steel industry, effective from 24 July to 31 December 1987 (continuation of the early retirement scheme, two-year training leave with 70 % of gross earnings); the social measures in the public works sector negotiated on 16 May (vocational training of wage-earners aged under 55, working time, early retirement at 55 years for wage-earners engaged in arduous work); the social measure adopted at the Dairy Industry Conference on 5 September (early retirement from age 55, vocational retraining or updating of skills) and the signature on 20 June of the first national collective agreement covering local authorities' catering staff.

Negotiations at firm level largely concerned wages and working time.

The number of days lost in industrial disputes was about the same as in 1983. Major national disputes relating to job protection broke out following the announcement of modernization of plans in the motor vehicle sector, the Lorraine steel works, the paper industry and engineering, and required arbitration at the highest level. In the public sector, strikes broke out in protest against the austerity policy in the postal services, railways, air traffic control service and the coalmining sector.

However, with the exception of the Lorraine steelworkers, no mass protests occurred. Strikes in the public services highlighted the problem of limiting the right to strike in these services.

92. In Ireland, negotiations in the 24th Pay Round started very slowly. In the private sector, negotiations were conducted mainly at plant or undertaking level and were confined to pay. There were some nominal claims for reductions in working hours, in line with ICTU policy, but no significant settlements on hours or extended annual leave ensued.

By the end of the year, agreements had been negotiated for substantial parts of the private sector, notably manufacturing, distribution and financial services. Settlements which varied fairly widely, provided for a pay pause in many cases and a two-phase pay increase covering a period of about 15 months. The annualised average increase was around 8 per cent.

In the absence of centralised pay agreements, the national Employer-Labour Conference has played a relatively minor role; it has assisted in the resolution of industrial disputes, and set up working parties on three topics: absenteeism, multi-union bargaining structures, and codes of practice on grievance, disciplinary and dismissals procedures.

The number of days lost in industrial disputes in 1984 estimated at 364,500, was greater than in 1983 mainly because of disputes occurring in the last quarter of the year in the bacon industry, gas and insurance. A total of 311,000 days were lost in 1983.

The Ministry of Labour has continued the initiative on industrial relations reform which it began last year. Separate meetings were held with the Irish Congress of Trade Unions and the Federated Union of Employers, when the groups indicated the items regarded as priorities. The Minister for Labour has appointed a coordinator from his Department for discussions of a further draft discussion document expected to be submitted to the parties.

Tripartite participation in various bodies has continued, notably in the National Economic and Social Committee (NESC) which has been re-constituted with a smaller membership.

93. In Italy, industrial relations, which were particularly strained during the year, centred on two basic questions: wage costs and the negotiations surrounding the protocol agreement on a self-negotiation code governing strike action in the transport sector.

In connection with wage costs, the central topic of the debate was wage indexation and the advisability of reaching prior agreement on pay trends in 1984. In the presence of marked differences of view among the trade unions, the Government intervened and on 14 February presented a protocol agreement which was accepted by both employers and trade unions, with the exception of one section of one of the three main workers' organizations.

This agreement underlined the need to control public expenditure and give impetus to the economy through measures affecting taxation, public service prices and tariffs, industrial policy and employment. With respect to employment, the proposed measures sought to reform the labour market: the most significant provisions concern the reorganization of the employment services; the creation of a national-wide network of local labour market "observation posts"; the regulation of special employment contracts (training/employment contracts, part-time work, apprenticeships); changes to the wage guarantee fund; the conclusion of solidarity agreements and reductions in working time through negotiations, etc. With respect to wage costs, index-linked increases (increases in raw-materials prices are to be excluded from the index) will be limited to 9 points in 1984.

The adoption by Decree of measures concerning the pay indexation system provoked a serious crisis in the trade union federation and a move by the Communist party to call a general referendum against restrictions on wage indexation. In January 1985, the Constitutional Court ruled that this referendum was admissible.

In the case of disputes in the transport sector, the Government initiated talks with the unions to improve the self-regulation code governing the right to strike in this sector; this code, established

voluntarily by the trade unions, had revealed certain lacunae in its implementation. On 16 July these talks led to the signature of a protocol specifying the periods of the year during which strikes may not be called, the requirements concerning strike notice and the duration and termination of strikes. Negotiation, conciliation and arbitration procedures will be the subject of further negotiations.

As for relations between the two sides of industry, direct discussions between workers' and employers' organizations were resumed, without leading to any agreement, however; the talks centred on labour costs, the public finance deficit, economic recovery and employment. Relations were disrupted by divergent interpretations of certain provisions of the agreement of 22 January 1983 concerning wage-indexation.

In the case of collective bargaining, few agreements were concluded. Cutbacks in working time, more flexible use of manpower, productivity increases, the reduction of abnormal absenteeism, and the recognition of skill levels were the main features of the new agreements.

Collective bargaining at firm level remained frozen as established by the agreement of 22 January 1983.

In the public service, note should be taken of the agreement of 2 April on the decentralization of negotiations and productivity payments for Ministry staff.

94. In Luxembourg, in its annual review of the economic, financial and social situation of the country on 3 July, the Economic and Social Council emphasized the need to pursue and reinforce dialogue between labour and management. Several members, however, pointed out the need to observe the principle of the separation of powers and the Government's duty to act as arbitrator while respecting the sovereign authority of Parliament to adopt decisions.

At the October meeting of the Tripartite Conference on the steel industry, attention was focussed on the question of the financial restructuring of the industry, leading to an additional financial contribution by the State. As a result of the State's financial participation in the Arbed company, three further Government representatives were appointed to the Arbed board of directors in April 1984 (4 out of the 21 directors now represent the State).

There were no disputes at firm level and many collective agreements were concluded or renewed. Renewal of the agreement in the steel industry, however, came up against the obstacle of the sacrifices (6 % of aggregate wages conceded in 1983), which the trade unions would like to see discontinued.

Having consulted the Economic and Social Council and the employers' and workers' associations, the Government proceeded to reform the consumer price index and presented a draft law - which was adopted - reforming the pay indexation system.

This law re-introduces, from 1 January 1985, the pay indexation system ¹ in operation before the annual limits imposed in 1983 and 1984 ² and has attracted criticism for differing reasons from both employers and trade unions.

95. Most collective wage agreements concluded in the Netherlands towards the end of 1982 included no provision for cost of living increases; this trend continued in 1983 and 1984. Under 95 % of these agreements, affecting more than 5.000 workers, it was provided that the money saved in this way would be used to reduce working time in order to preserve and create jobs and to improve the productivity of the undertakings concerned. Major agreements of this kind were concluded in the metal working industry, the craft metal working sector and the Philips concern. The aim is to maintain flexibility as regards plant operating time while organizing individual working time in such a way as to obtain an average 38-hour week. This amounts to a 5 % reduction, applicable, in most cases, from the beginning of 1985.

¹ Point 136.

² Social Report 1983, point 123.

Measures to reduce working time are also continuing in the public service and in the state-subsidized sector. Following a reduction of 1.3 % in 1983, in the form of three additional days of leave, there will be a further 1 % reduction in 1984, which corresponds to two further days of leave per year. In 1984, 70 % of the resources released by corresponding wage cuts was reinvested in jobs. In the private sector the figure was 25 %, but an increase is expected if growth is sustained.

Relations between management, unions and the Government remained cool in 1984; the unions rejected the government's austerity measures outright, while both management and workers joined forces to oppose its plans to put forward a draft structural law intended to replace existing provisional legislation applying in the State-subsidized sector. This draft was placed before Parliament before the recess and was intended to establish an operational balance between the principle of autonomy as regards collective bargaining on the one hand and the government's responsibility for the national budget, levels of benefits and working conditions on the other. Parliament has not yet begun discussing the proposal. Management and labour had filed a complaint with the International Labour Office ¹ (infringement of Convention No 87) regarding the draft provisional legislation; the ILO delivered a negative opinion in this matter.

This does not necessarily imply, however, that this relative consensus will be maintained in future collective agreements. Although Government and unions are convinced that the working week should be reduced to about 36 hours between 1985 and 1987 and to about 32 hours in 1990, in order to get in the medium term some grip on unemployment, employers' associations and some trade unions feel, for different reasons, that such matters should be settled at sectoral - or even firm - level. The assumption on the part of the workers organizations is that there will be a margin in the coming year of 3 %, which will be available for improving conditions in the widest sense of the word ; i.e. 1.5 % to compensate for cost of living increases and a similar rise for higher productivity. However, the government is proceeding on the assumption that

¹ Social Report 1983, point 83.

restrictions on wage increases will continue to be necessary in 1985. The trade unions have already announced that their prime concern in forthcoming negotiations will be to maintain purchasing power. This applies particularly to the civil service unions, who, following the 3 % cut in public service salaries at the beginning of the year, refuse, after years of wage restraint, to make any further working-time related concessions. In addition, the unions will try, through collective bargaining negotiations, to achieve full or partial compensation for the proposed cuts in social security benefits (in particular as regards cash sickness benefits).

96. In the United Kingdom, the economy is coping with the strong dollar, high unemployment and the coal strike. Standards of living for those in work have risen, but not for those unemployed. There has been a widening in the distribution of net income.

Rising unemployment was a major preoccupation, especially in depressed areas in the North of England, Northern Ireland, Scotland and South Wales, where there is deep gloom about prospects at present and in the future.

The coal strike attracted much publicity in 1984. The NUM did not hold a national ballot before calling the strike and a significant minority of the membership, particularly in areas which had held area ballots, continued to work. The dispute had serious implications for civil liberties and public order as well as for industrial relations. The police were plunged reluctantly into confrontation with mass pickets and sometimes even communities, and made large numbers of arrests for public order and criminal offences. The recent statutory civil law remedies against secondary picketing were used by five employers affected by the dispute, and the civil courts were mainly used by working miners bringing actions against their own unions. They successfully argued that the absence of a national ballot meant that the strike was in violation of the constitution of the union and that the rights of members had not been protected, and obtained a court decision to take over union funds.

The Miners' Strike has been the most serious industrial dispute since the Second World War, and has put all other industrial relations issues into the background. It has caused immense ill feeling in mining communities, and has soured relationships within the Trade Union Movement, within the Labour Party and between the Government and the unions. Negotiations in the autumn broke down in November, and between then and the end of the year the numbers of miners at work increased from about 45,000 to nearer 60,000, leaving still more than 120,000 on strike. The two sides stood on their contrasted principles, and the impasse remained.

The Trade Union Movement continues to be very dissatisfied with its exclusion from any form of participation in government policy-making, whilst the CBI, similarly excluded, has taken pride in the fact that several of the policies that the Government has put into effect were those that they were advocating. In the wake of the GCHQ affair, the TUC left the National Economic Development Council, the forum in which the TUC and CBI have a regular opportunity to discuss economic and industrial matters, but returned to the NEDC in December. Proposals have been discussed for making NEDC more effective, and the TUC and CBI seem to be getting closer together on matters of common interest.

The new industrial relations legislation described imposes a standard formula upon a very varied structure of trade union practices and requires trade unions to adopt direct, secret balloting arrangements (as opposed, for example, to indirect voting systems, "block-voting" or "shows of hands"). All trade unions which do not already have such balloting arrangements will need to change their procedures or otherwise face the possibility of litigation. The legislation is regarded by the unions as a gratuitous interference in their affairs, but it does reflect the view in some quarters that the trade unions have been too slow to adopt more democratic practices on a voluntary basis.

In contrast, the Government continues to oppose the Community initiative on Information and Consultation of Workers on the basis that standardised legislative intervention is inappropriate for the British tradition of non-intervention into the varied aspects of industrial relations. In this regard, it is too early to say whether the 1982 Employment Act, which adopted a limited and non-binding approach to encouraging

information and consultation, has had any appreciable effect upon existing voluntary arrangements.

Employee representation

97. In Belgium, the government presented a draft law on management representation on works councils, under which candidates could be put forward not only by the traditional trade unions, but also by other organizations representing management staff. The trade unions agree on the principle of management representation but are opposed to the draft, which allows candidates to be put forward by the national confederation of managerial staff.

On 22 May, the National Labour Council adopted a report on a fundamental reform of the works councils, which represents an initial response to the request by the President of the Lower House for an opinion on the Parliamentary proposal for a law setting up an employees' council and reforming the works council.

The report examines the way in which the works council functions and the criticisms voiced and reforms proposed by the two sides of industry and policy-making bodies. In its conclusions, the National Labour Council notes the differences of opinion on the question and consequently makes no specific proposal, apart from calling on Parliament to consult the two sides of industry before passing a new law.

In Denmark, on 31 December the trade unions decided to abrogate the cooperation agreement and the agreement on new technologies concluded with the employers' organizations, which will therefore cease to apply on 1 July 1985. The unions would like to merge the two agreements and call for disputes to be dealt with by labour tribunals, and for improvements in worker training. They also want employees to be given the right to scrutiny as regards the introduction of new technologies.

98. In the Federal Republic of Germany, the Federal Labour Court handed down a decision on the question of works council participation in decisions to change over from typewriters to VDU units for the processing of documents. In its opinion, such a changeover does not alter the nature of a typist's job and therefore does not require approval by the works council. This decision met with considerable trade union

In a further judgment of 14 September, on the other hand, the Federal Labour Court recognized the right of co-management of works councils in matters concerning the introduction and application of computerized systems for staff.

99. In Greece, the forthcoming ratification (the Government has presented a draft law to Parliament) of ILO Convention No 135 concerning Protection and Facilities to be Afforded to Workers' Representatives in the Undertaking will lead to the setting up of workers' committees in firms with responsibilities concerning information, consultation and joint decision-making.

These new bodies will be instituted from 1 January 1985 in firms with more than 100 employees and the measure will gradually be extended to other firms. The new measure will apply in both the private and public sectors (apart from government departments and public agencies); it will affect the processing industries, large commercial firms, the banks and public utilities.

The powers of these committees are as follows : they take joint decisions with the management of the firm on leave schedules, ways of checking on the presence of employees, the conduct and profitability of the workforce, problems connected with technical training or trade union activities and the formulation of company rules. In addition, the committees have the right to be informed of the economic and financial position of the firm, changes in its legal form, removal to another location or expansion, the introduction of new technologies and changes affecting the workforce. Finally, they may appoint members to serve on the health and safety committees, cooperate with the trade unions or even assume the role of a trade union if none exists in the firm. The members of these committees enjoy the greater protection afforded to trade union representatives under Law 1264/82.

In addition, the Law of 30 October 1981 setting up health and safety committees in firms will be applied initially, from 1 January 1985, in firms employing more than 100 workers.

100. In France, a law of 9 July specifies that the roles of trade union delegates and trade union representatives on works councils should only be merged in firms with a work force of less than 300, and that

training of staff representatives on the health, safety and working conditions committee is the employer's responsibility in accordance with conditions and limits to be laid down by decree.

In addition, with respect to the introduction of new technologies, the trade union organizations stated their preference for negotiating at firm level on procedures regarding information, consultation and negotiation, so that account could be taken of the varied impact of proposed technological changes and features specific to each firm.

101. In Ireland, it is intended to extend the Worker Participation Act (State Enterprises) Act 1977 from the original 7 State enterprises to a further 6 enterprises, which will become similarly bound to provide for elections of employees to their Boards of Directors. The amending legislation will also have provisions requiring State enterprises to establish sub-Board structures upon the request of a majority of their employees.

In Italy, the National Economic and Labour Council (CNEL) approved by a large majority two proposals likely to advance industrial democracy via legislation; the granting to employees of a right to information and consultation in firms employing more than 35 people and the creation of a mixed consultative committee, where employees would be in the majority, in firms and public undertakings employing more than 500 workers.

Furthermore, on 18 December 1984 the trade union organizations and the IRI group (the body responsible for State participation in industrial, agricultural, commercial, banking and service undertakings) signed an agreement for an experimental 12-month period introducing concerted management of the entire group's industrial and labour policy. Joint consultative committees and information and consultation procedures will be set up at different levels : firms, sectors, geographical areas, and the IRI group itself. Other provisions of the agreement relate to employment and vocational training, prevention and settlement procedures regarding industrial disputes, both collective and individual, and the progressive extension of concertation procedures and mechanisms to all the activities of the IRI following a detailed timetable.

102. In Luxembourg, the law of 2 August 1977 setting up a national credit and investment company was amended by the law of 29 November 1983 enlarging the Board of Administration to include, in particular, one delegate from the most representative trade union organization in the public sector and one Ministry of Labour representative.

In addition, concurrently with the reform of the consumer price index at the end of December 1984 the composition of the Index Committee was changed as regards one important point. While the employers' representatives continue to be designated by the professional organizations, the employees' representatives are designated by the most representative trade union organizations at national level (CGFP, FEP, LCGB, OGBL), according to the model established by the Tripartite Coordination Committee (Grand Ducal Regulation of 26 January 1978) and the Prices Commission (Law of 7 July 1983). For this reason, the number of representatives of these two groups increases from 3 to 4 since at national level there are 4 organizations representing employees; to maintain the balance the Chamber of Commerce has accordingly been given two representatives while the Chamber of Crafts and the Chamber of Agriculture continue to have one representative each.

Chapter VWORKING CONDITIONS AND LABOUR LAWTrends within the Community

103. As regards both the efforts of the public authorities and bargaining between the two sides of industry, working time remained the centre of attention during the year under review. Particularly significant in this connection were the repercussions of the dispute of some weeks duration which occurred in the metalworking and printing industries in one Member State. Discussion on the question of flexibility can hardly be described as a new element in the debate on working time, since the employers have long insisted, in opposing demands for a reduction in working time, on the distinction between the latter and the reorganization of working time. The debate can, however, be said to have broadened significantly, since pressure from the employers has brought into discussion a whole range of questions relating to the provisions regulating terms and conditions of employment - a development to which particular attention will be devoted in the remainder of this Chapter ¹.

The employers' organizations are calling for an all-round relaxation of these provisions, although the areas emphasized vary from country to country. Amongst these areas are: the rules on part-time and temporary forms of employment, dismissals and employee representation in firms. The employers take the view in general that the existing rules are excessively rigid and hence constitute an impediment to competitiveness and the recruitment of new workers.

These demands are rejected - either entirely or in part - by the unions on the grounds that they represent an attempt to dismantle the system of worker protection. In several Member States, this debate has led to the drafting of legislative proposals for submission to the national Parliament. In one Member State, the intersectoral negotiations currently under way are centred on this question and on the introduction of new technologies in firms.

¹ See also paragraph 3.3.3. "Promoting dynamism in the enterprise sector" of the Annual Economic Report 1984-85 of the Commission, European Economy, no. 22, November 1984.

104. As regards events at Community level, mention should be made in this latter context of the conclusions reached by the Standing Committee on Employment at its meeting on 10 May and confirmed by the Council of Ministers on 7 June¹. These conclusions emphasize the need to utilize the potential afforded by technological innovation for improving working conditions and, within the framework of dialogue between labour and management, to pay particular attention to improved utilization of plant and equipment, to working conditions and safety at work, and to working time - whilst ensuring that the competitive position of undertakings is preserved.

Finally, as regards the activities of the public authorities, mention should be made of certain initiatives taken with a view to the statutory regulation of strikes - especially in the public sector - and various amendments to legislation designed to bring national law into line with the Community Directives on collective redundancies, the safeguarding of employees' rights in the event of transfers of businesses, employee protection in the event of insolvency and equal treatment for men and women.

¹ Point 11.

Development of the situation in the member countries

Working conditions

105. A particularly significant development in Belgium was the adoption on 13 December 1983 of Collective Agreement No 39 concerning the information and consultation of workers on the social consequences of the introduction of new technology. Articles 1 and 7 of this agreement were made legally binding by a Royal Decree of 25 January 1984 (Moniteur belge, 8.2.1984).

Under Royal Decree No 179 of 30 December 1982, a number of Royal Decrees were published approving working time agreements reached at firm level. There are now 24 such experiments in progress, 21 of which concern weekend shifts. The number of jobs created as a result of these measures represents about 4.2 % of the workforce involved.

Similar measures include the Government's aim to establish a statutory working week of 38 hours by 1986 as part of its financial and economy recovery programme of 15 March; measures to encourage part-time work in the public services, taken under the law of 31 July, may also be noted. The same law offers tax advantages for firms which reduce the working week to 34 hours or less.

A draft economic recovery law laying down certain social provisions contains a great number of measures concerning terms and conditions of employment, some of which are designed to introduce greater flexibility in current labour legislation. The most significant changes concern :

- a shorter period of notice in certain cases;
- a higher threshold for the mandatory establishment of a safety and health committee and, in some cases, a works council;
- the possibility of calculating the maximum authorized working time on an annual basis;
- the rules applicable to a career break;
- a system of paid training leave for workers to follow a further training programme ; this system replaces the law granting time off for 'social advancement'.

106. In Denmark, the working time question provoked steady interest throughout the year. In March, with government support, Parliament adopted a declaration to the effect that as part of its incomes policy the Government should organize tripartite discussions and in so doing contribute to a detailed analysis of the consequences of a reduction in working time.

The initial discussions took place in May and led to the establishment of a Technical Committee, including representatives of the two sides of industry, with the task of analysing the employment and the economic aspects of any change in the duration of working time. The Committee submitted its report in September.

The Committee agreed unanimously that a reduction in working time would be positive in that it would increase employment provided certain conditions were met. A reduction of one hour per week would be likely to produce employment for about 30 000 people on condition that firms' unit costs were not increased by the reduction in working time.

The Committee's report was discussed at a tripartite meeting at the end of September. The DA (Danish Employers' Organization) confirmed its opposition to a reduction in working time. There was a majority behind this view within the Government, which in any case did not appear to be in favour of any compensation for loss of wages resulting from reductions in working time.

The question of a reduction in working time was raised again by the Danish Workers' Organization (DO) in the context of negotiations with the Employers' Organization DA on the renewal of collective agreements in December. This demand was rejected by the DA, which pressed for greater flexibility in regard to working time arrangements ¹.

¹ Point 88.

A recent survey has shown that the number of women working part-time has tended to fall over the last few years (45.1 % of women workers in 1976, 47.7 % in 1978 and 44.8 % in 1983). A further survey shows that a little more than 54 % of people entitled to early retirement facilities make use of them. Two thirds of people aged between 50 and 66 are positively disposed towards early retirement, particularly amongst those already enjoying such benefits.

The Labour Inspectorate has prepared three directives on the physical working environment (monotony, stress and mental fatigue) which had to be revised at the request of the employers' organization. This procedure aroused considerable discontent on the part of the trade unions which take the view that the regulation of physical working conditions via legislative measures has reached an impasse and proposes that these problems should be solved within the framework of collective bargaining.

The Working Environment Fund has submitted a report on the financial effects of measures taken to improve the working environment. One of the points emerging from this report is that it is impossible to apply a single system of calculation for this purpose.

A law of 7 December 1983 amended the legislation on maternity leave. It extends the leave entitlement for pregnancy and confinement from 14 to 20 weeks from 1 July 1984, and to 24 weeks from 1 July 1985. The last 10 weeks of maternity leave (the last six weeks in the period 1 July 1984 to 1 July 1985) may be shared between the parents as they wish. In addition the law allows the father to take up to two weeks' leave after the birth of the child or its arrival in the home.

107. A reduction of the working week to 40 hours came into effect for a further 400 000 employees in the Federal Republic of Germany in 1983; this new working week applied to almost all employees (some 99%) at the beginning of 1984. As already stated in Chapter IV¹, the trade unions concentrated their efforts on achieving the 35-hour week. In spite of all-out industrial action reported on above, these efforts proved partially successful in the metalworking and printing sectors: in both these sectors an (average) working week of 38 1/2 hours comes into force with effect from 1 April 1985 under collective agreements.

¹ Point 89.

Reductions in the working week to below 40 hours were likewise achieved in other sectors without major strikes proving necessary. Thus, for example, a 38-hour working week was introduced on 1 October 1984 under a collective agreement in the iron and steel industry in North Rhine Westphalia and Bremen, additional days off being given to workers employed on a continuous shift system. New collective agreements on additional paid days off were likewise concluded for night and shift workers or for older workers in other sectors, such as the chemical and confectionery industries. Taking into account existing collective agreements, this means that there are now some 5.4 million persons employed in sectors with arrangements regarding additional days off for night and shift workers and 1.8 million persons in sectors with provision for additional rest days for older workers.

A feature of most of the new collective agreements on reductions in working time is that they provide for greater flexibility in the way firms arrange working hours. Several agreements also limit recourse to overtime - in the metalworking industry, for example, where only up to 10 hours of overtime per week and a maximum of 20 per month are permissible. Furthermore, compensation for overtime - as in other sectors - will to a greater extent take the form of paid days off.

Other major trade unions, such as the building workers', the chemical workers', the ceramic workers', the paper workers', the textile and garment workers', the foodstuff and catering workers' unions and a number of unions connected with the services sector, put the stress in their collective agreement demands not so much on a reduction of the working week as on the introduction of early retirement arrangements. Such agreements are favoured by the early retirement law which came into force on 1 May¹. As a rule, these arrangements provide for the option of early retirement from the age of 58 onward for workers who have been with the same employer for at least five years. Depending on the relevant collective agreement, they receive pensions amounting mostly up to 75% of their last gross earnings.

Efforts by the unions to obtain longer paid annual leave have rather given way to efforts to get the working week reduced and early retirement made easier, but a few new collective agreements provide for additional days of leave for employees. At the end of 1983, 96% of all

¹ Point 156.

employees had a claim under collective agreements to basic leave of at least four weeks - only a few agreements provide for shorter annual leave, mainly for younger employees. Close to 50% of all German employees are entitled to paid annual leave of six weeks or more. Almost all employees (94%) also receive additional holiday pay which is brought into line with increased incomes in the form of lump sums.

At present five Länder have legal provisions regarding training leave. An enquiry conducted at the beginning of the eighties showed that few employees were taking advantage of this leave for vocational and political training, ranging from 1.2% in Hamburg to 6.7% in Berlin. On 24 October 1984, North Rhine Westphalia became the sixth Land to have adopted a law in respect of training leave, under which all employees are entitled to five days training leave per year.

In the Federal Republic of Germany recent discussions on the social consequences of the introduction of the new technologies have dwelt mainly on research on applying them in such a way as to reduce the strain on the workers involved. The Federal Ministry of Research earmarked DM 100 million for research in this field in the year covered by this report; the Ministry generally grants a subsidy amounting to 50% of the costs of research and development projects.

108. In Greece, the national collective agreement extended the principle of the 40-hour week to firms with a workforce of less than 50 (in effect since last year for other firms). Some 380 000 persons are employed by these firms, compared with 220 000 by firms with a workforce of over 50. In the case of the latter, the Greek Confederation of Labour is demanding a working week of 37.5 hours.

It should be noted that annual working time fell by 21% between 1974 and 1984 and is now equivalent to the European average; however, productivity stands at no more than 40% of the average for the other Member States.

On 30 October 1981, the Ministry of Labour announced a draft law setting up health and safety committees in firms. The law will be implemented in stages: the first stage will take effect on 1 January 1985 in firms with a workforce of over 100.

A number of measures have been incorporated in legislation or collective agreements for the protection of maternity, workers with dependents and certain categories of disadvantaged workers, such as the handicapped.

109. In France, a law on parental leave or half-time work after confinement or adoption, leave for setting up businesses and sabbatical leave for wage-earners was adopted on 3 January 1984¹.

The law of 4 August 1982 gives employees the right to individual and collective freedom of expression on their working conditions, job content, work organization and measures to bring about improvements. Procedures for exercising this right are to be the subject of negotiations in firms with a workforce of 200 or more. According to statistics available on 15 April 1984, a total of 3 673 agreements have been concluded (including 347 in the agricultural sector); they involve 40 % of firms with a workforce of at least 200, covering some 2 400 000 workers. Generally speaking, from a survey of the firms where appropriate structures have been set up, it emerges that the reform has led to practical results, notably in connection with the adaptation of work posts, job content and work organization.

Note should be taken of the first example of a firm (Quercymetal) taken over by its work force pursuant to the law of 9 July 1984 on the development of economic activity; the agreement of 29 March under which a savings plan was set up at SNECMA (13 000 workers) to supplement the collective investment fund; the agreements concluded in certain Renault establishments covering the allocation of bonus points in return for satisfactory adjustment to new production processes by the work force.

¹ Social Report 1983, points 96.

In connection with working time, early retirement or the award of a bridging pension are still the most frequently applied of the social measures accompanying sectoral restructuring: e.g. the new general agreement for the steel industry, signed on 24 July; the social measures in the public works sector adopted on 16 May; the social aspects of the agreement reached at the Dairy Industry Conference of 5 September, (in the latter case, subsequent negotiations will be held on the reorganization of working time); the agreement covering the motor vehicle, coal mining and shipbuilding industries.

The question of cutbacks in working time is still one of the main topics of the inter-sectoral negotiations initiated on 28 May, since it is linked by the trade unions to their demands for an examination of the repercussions of technological innovation. The employers are concentrating their demands on flexible working time and fewer constraints regarding dismissals, fixed term contracts, temporary work and the manning levels which, if exceeded, trigger the application of various legislative provisions, but no agreement was reached.

Lastly, a weekly television news round-up of life at work has been launched.

110. In Ireland, there was a record number of redundancies in 1983 (30 000) which was expected to be repeated in 1984, though it was hoped that the fall in total employment would level out by the end of 1984. Trade unions made little progress with regard to work organisation, hours reduction, early retirement and flexible hours, and are becoming concerned at the increase in part-time working and at the absence of adequate protection for such workers. Work splitting and job sharing took place on a very limited scale, and mainly concerned married women wishing to transfer from full- to part-time work. There have been some initiatives by the Youth Employment Agency, concerning the implementation of the social guarantee of work or training for a minimum period of six months for young persons who have never found a job. With regard to paid annual leave, the norm is now four weeks per annum.

111. In Italy, the average working time of manual workers in large industrial firms has dropped from 36.94 hours a week in January-April 1982 to 36.47 hours in January-April 1984. The reduction in working time is particularly marked in the metal-working sector.

112. In Luxembourg, the new Government's programme is of considerable interest, particularly with regard to the following aspects:

- the public service: the stress on staff mobility, revision of age limits for recruitment and the rules governing part-time work; the importance attached to a decentralized approach to the computerization of the public services, and the motivation and training of the staff concerned;

- working time: the affirmation that policy on working time could be the key to a gradual transformation of work organization and industrial relations, while leaving labour and management free to determine the pace and procedures for cut-backs and the re-organization of working time; the undertaking to work towards a 40-hour working week to all sectors, while enforcing strict observance of the rules governing overtime;

- technological change: the primacy given to making the most of human potential and the search for a social consensus;

- employment policy: alignment of statutory measures governing individual employment relationships, greater protection in case of dismissal and improved status for part-time workers and temporary workers, whether employed directly or supplied by a temporary employment business;

- finally, better working conditions and a better working environment are priority goals, while the humanization of work and its environment form an integral part of industrial strategy and the economic and social development of the country.

113. In the Netherlands reductions in working time were again a major issue in collective bargaining in 1984. The problem was to reduce individual working time in such a way as to create jobs, while at the same time introducing greater flexibility in the utilization of labour and plant. In the metal working sector, for example, a collective agreement came into force on 1 October under which operating time continues to be 40 hours per week, while individual working time will be cut by granting 26 half-days of leave. Some of these days of leave will be fixed in consultation with the works or the personnel council. The actual working week may fluctuate between 34 and 42.5 hours, with a maximum working day of 9 hours.

Another collective agreement, which comes into force for the metalworking industry on 1 January 1985, introduces an average working week of 38 hours by granting 26 four-hour blocks of time off over 12 months. The total number of hours worked per year will thus be reduced from 1848 to 1 744, while overtime will be offset by compensatory time off. A similar agreement was also reached at Philips. In the steelmaking firm Hoogovens, however, no agreement was reached on detailed arrangements concerning the 8.5 days off which are due to be granted in 1985.

A study by the Ministry of Social Affairs and Employment on the effects of the reductions in working time introduced in 1983 showed that new jobs were created in 17% of the 583 enterprises concerned, while in 34% productivity was increased, and in 21% the workforce exceeded requirements anyway. In approximately 15% of these firms operating time was adjusted in line with shorter working hours.

According to a sample survey carried out by the Christian Trade Union, the reduction of working time has at least had a positive effect on job security in the chemical industry.

Another study by the Ministry for Social Affairs and Employment concerning unequal treatment of men and women in collective agreements shows that 38 out of 61 such agreements include discriminating clauses affecting approximately 400 000 workers. A similar survey on the application of the principle of equal pay for men and women in the health sector showed that the law is disregarded in 86 % of cases.

The Commission for the equal treatment of men and women in working life once again emphasized in its latest annual report that the conclusion to be drawn from the complaints it has received is that the Government must pay particular attention to the principle of equal treatment, especially in the present harsh economic climate.

With regard to the statutory regulation of the activities of temporary employment businesses, the Government intends to increase the maximum duration of assignment for temporary workers from three to six months (thus abolishing the requirement for a review after three months). The rules applicable to these businesses will also be simplified.

A survey carried out by the Netherlands statistics office shows that from March 1981 to March 1984 the proportion of posts where less than a 40-hour week was worked rose from 23 % to 32 %. In March 1984, a total of 471 000 workers had a working week of 25 to 40 hours, compared with 280 000 in 1981.

114. In the United Kingdom, the 39 hour week covered 79% of full-time manual workers. Few new settlements were made, however, which incorporated cuts in the working week. The unions continued to press for a shorter working week without reductions in pay. With regard to holiday, only 5% of workers enjoyed less than 20 days annual leave, 20% had holidays of 25 days or more. There were 8 days of public or customary holidays in England, Wales and Scotland, and 10 in Northern Ireland.

The number of full-time jobs continued its fall from the late 70's but part-time work remained at just over 20% of total employment, at

4.1 million employees. Part-time work was particularly common among married women with young children.

The Manpower Services Commission also played an important role for the employment of disabled people. The reorganisation of its regional services was completed in February 1984, and it discussed with interested groups suggestions for improving the existing Quota Scheme for the employment of the disabled. A draft Code of Practice was discussed prior to the Code being launched officially in the autumn.

As part of the EC Action Programme for Disabled People, two district projects were set up in the UK. The projects will run for four years and aim to improve the social integration of the disabled through better coordination of services and through community involvement. Half the cost of these projects over the first three years will be met from the European Social Fund.

In the private sector, multi-employer bargaining groups continued to be the most important level of collective bargaining, although there was also a trend towards more bargaining at individual plant and company level.

Morale was affected by the Government's summary abolition of the right to belong to a trade union at GCHQ Cheltenham on the grounds that there was a risk of disruption caused by industrial action. The Government refused a no-strike agreement offered by the unions. The House of Lords (this highest Court in the land) held that the Government's decision was justified on grounds of national security. The trade unions refused to accept the ban and pursued the matter at the international level.

Labour Law

115. In Belgium, the Government, continuing its efforts to promote employment, submitted 10 draft laws and Royal Decrees designed to give greater flexibility to certain aspects of labour law to the National Labour Council for its opinion.

These proposals are chiefly concerned with extending the scope for fixed-term contracts (three six-month contracts for workers under 30); raising the statutory earnings cut-off points in respect of salaried employees (thereby reducing the minimum notice period for a great many workers); reducing the number of workers who sit on works councils (and enjoy special protection against dismissal) in firms with less than 201 employees; and introducing the possibility, in certain conditions, of making severance payments in monthly instalments.

Other projects concern legislation on the closure of businesses, training contracts and relief contracts.

The Opinion given by the National Labour Council on 21 September reflects the gulf between the two sides of industry.

Generally speaking, the employers are well disposed to the Government's proposals, believing that these will make the law more flexible, and that this, in turn, will encourage job creation. The trade unions, on the other hand, oppose the Government's plans, seeing them as part of a policy of social deregulation, likely to jeopardize the legal status of workers and trade unions rights.

A number of Royal Decrees in specific areas have also been adopted:

- the Royal Decree of 25 January giving legal effect to Articles 1 and 7 of collective agreement No 39, concluded on 13 December 1983 within the national Labour Council, which covers the information and consultation of workers on the social consequences of the introduction of new technology;

- the Royal Decree of 18 December adjusting the amounts of earnings that may by law be assigned or attached; the amount of monthly earnings exempt from this procedure is increased from BFR 13 000 to 19 000;

- the Royal Decree of 3 February giving legal effect to collective agreement No 24 (a), concluded on 6 December 1983 within the National Labour Council, which amends collective agreement No 24 of 2 October 1975 concerning procedures for the information and consultation of labour representatives in the event of mass redundancies. The main purpose of this agreement is to bring it into line with the definition of mass redundancies used in the relevant Directive of the European Communities;

- the Royal Decree of 13 June, implementing the law of 19 July 1983 concerning apprenticeships in occupations pursued on a wage- or salary-earning basis, introduces a model provision regulating short apprenticeships;

- the Royal Decree of 28 June laying down the conditions under which young people aged 15 or over may conclude student contracts;

- the Royal Decree of 25 April amending the existing legal provisions governing private employment businesses.

In addition, provisions have been adopted to align national laws with Community Directives on equal treatment for men and women :

- the Royal Decree of 24 May 1984 extending the exemption from the ban on night work for women to certain categories of occupations in maritime transport and the airlines;

- the Royal Decree of 26 July 1984 abolishing several protective measures restricting the access of women to certain tasks (manhandling loads and the application of white lead paint);

- the law of 15 May 1984 containing provisions to harmonize pension schemes, including measures to ensure equal benefits for entitled men and women (survivors' pension for widowers, pensions payable at head of household rate to retired women);

- the Royal Decree of 13 July 1984 regulating the reference period to be taken into account in the case of a parent interrupting his or her career to bring up a child;

- the Royal Decree of 2 March 1984 setting up an advisory committee to settle disputes concerning equal treatment for men and women in the public services.

116. In Denmark, on 15 June the law on apprenticeships was amended. In future an apprenticeship agreement can be concluded with several employers, each of which will assume responsibility for a fixed part of the total period of apprenticeship within the occupation concerned.

In addition, on 1 April a slight amendment was made to the law on holidays. In certain cases the holiday bonus due for a year of service can now be paid at the beginning of the year concerned, whether the holiday is taken or not. This provision concerns, amongst others, employees aged 67 and over, those on early retirement and pensioners aged 60 and over; it also applies where the holiday bonus is DKR 500 or less.

On 1 April a new law entered into force creating a Vocational Training Fund. This law provides that expenditure relating to Labour Ministry-sponsored vocational training schemes, which up to the

present has largely been covered by the State, will in future be financed by a special contribution paid by employees and employers to the newly created Vocational Training Fund. For 1984, the annual contribution amounts to DKR 972 for a person working full time, the employee and the employer each paying half. The amount of the contribution will be adjusted annually in such a way that the Fund's total receipts cover the cost of the Ministry-sponsored vocational training schemes. The employee's contribution is tax-deductible. Both the workers' and employers' organizations protested in vain against the draft law before it was adopted in December 1983.

Finally, on 16 March the Parliament voted an amendment to the law on equal treatment for men and women, which had been adopted in 1978 in application of the Council Directive of 9 February 1976. The new amendment is the result of criticisms of certain provisions of the law by the Commission of the EC. The law originally laid down that an employer with men and women employees at the same workplace may not treat them differently depending on their sex.

The amendment provides that an employer with men and women employees at different places of work is also required not to treat them differently as regards vocational guidance, training and retraining, nor as regards working conditions, including dismissal. The amendment further provides that a collective agreement applying to both men and women and which is applicable at different places of work and by different employers may not contain any provision treating the employees covered by the agreement differently according to their sex. The amendment entered into force on 1 April 1984.

117. A feature of the laws proposed or adopted in the Federal Republic of Germany in the year under review is that they set out to render existing provisions more flexible and better adapted to the requirements of undertakings. Since, however, these actual or projected changes in labour and social legislation may in some cases result in some reduction of employees' acquired social rights, they have met with considerable resistance on the part of the trade unions and the opposition parties in the Parliament.

This applies particularly to the draft Employment Promotion Act tabled in March, which was briefly referred to in Chapter 1¹. This act would bring about changes in 13 separate laws: by the end of 1991 fixed term employment contracts would be valid for a maximum of one year (two years when setting up small firms); by the same date the maximum period for which a job may be occupied by a worker supplied by a temporary employment business would be extended from three to six months; part-time work would be rendered more attractive by improved protection; provision concerning the drawing up of social plans would be modified, and others. In future, reductions in personnel without changing the installations would entail an obligation to draw up social plans only when they involved at least 10 % of the workers (instead of 5 % as is now the case).

The Government also placed before the Parliament the draft of a new law on working time, which provides for changes in respect of the maximum permissible working day, minimum rest periods, the ban on Sunday and holiday work and the employment of women on night shifts and in jobs involving heavy physical work. To bring regulations more into line with the requirements of firms, it would largely be left to the two sides of industry to settle the details of working hours within the limits set by the draft law.

¹ Point 30.

On 21 September, the Parliament passed an amendment to the Law on protection of work for young people, which was sharply attacked by the trade unions. So that young people may be trained under conditions closer to actual practice, this amendment lays down that in specific sectors, such as particular sections of the foodstuffs industry (bakeries), they may be required to begin their daily work at an earlier hour: from now on, 17-year-olds may be required to report for work and training at 4 hours, 16-year-olds at 5 hours and others at 6 hours.

The Law on facilitating the transition from working life to retirement of 13 April, which came into force on 1 May, aims at enabling older workers to take early retirement and at the same time make jobs available for younger unemployed persons. It provides for the payment of a State subsidy to employers who, pursuant to collective agreements or individual employment contracts, pay early retirement pensions to older workers. Details of such pension arrangements are left to trade unions and employers or to individual employers and employees.

Since the Severely Disabled Persons Law was passed in 1974¹ the number of persons recognized as severely disabled is estimated to have increased to more than four and a half million, of whom some 1.1 million are working. To bring this law into line with more recent developments, the Federal Minister of Labour submitted to the Government in August his plans for an amendment. His aims are to make use of the practical experience gained in work with disabled persons, eliminate erroneous practices followed in implementing the existing law and reduce existing obstacles to the placement of disabled persons. The main objective is to improve disabled persons' chances of finding jobs or training places.

As a result of the extensive degree of industrial action in the early part of the year discussions on legislation relating to industrial disputes have revived again. The trade unions, for example, once again demanded a ban on lockouts because of the wide use made of this measure, while the employers put forward demands for greater limitation of the right to strike. In Hessen the disputes over lockouts carried

¹ Social Report 1974, point 197.

particular weight, since the regional constitution expressly forbids this instrument of industrial dispute. However, the Hessen Land Labour Court - invoking the principle that employers and employees should have comparable weapons at their disposal - threw out the action brought by the metalworkers' union against lockouts by employers. Of great importance is the verdict of the Federal Labour Court of 12 September, which declared strikes during collective agreement negotiations to be permissible. With this verdict the Federal Republic's highest labour court sanctioned the principle of this new tactic on the part of the unions to get their demands accepted. The employers have appealed to the Federal Constitutional Court against this judgment.

118. In Greece, abolition of Law 3239/55, which imposed mandatory arbitration in industrial disputes, is one of the trade union movement's perennial demands. The employers and the government likewise believe that optional arbitration should be introduced, decisions reached through such arbitration being binding on both unions and employers. However, the three parties do not agree on certain points such as, for example, the call for an arbitrated decision on whether a strike should continue. Furthermore, the government takes the view that a distinction must be made between the private and public sectors.

Among the provisions of Law 3239/55 which are to be revised - the Minister of Labour said recently that he had always promised a reform of this law, but never its abolition - are those which penalize strikes.

At the beginning of the summer, Parliament passed a law on the protection of Greeks employed by Greek engineering firms operating in the Middle East. This law lays down that, in the event of litigation between these employees and their companies, the relevant courts shall be Greek courts and not the courts of the countries in which these companies are operating and that Greek labour law shall apply. Contracts will be written in Greek as well and, in case of disputes, the Greek version will be regarded as authentic. Furthermore, the employer is required to pay the employee the cost of travelling back to Greece when his contract expires.

Draft laws have been placed before Parliament to give effect to the Community Directives on workers' rights in the case of the transfer of an undertaking or insolvency of the employer. Law No 1414/84 enshrines the principle of equal treatment for men and women in industrial relations.

119. In France, the law of 1 March provides for arrangements to settle difficulties arising in firms to obviate the need for recourse to a commercial court.

The measures in question:

- improve the provision of accounting and financial information in firms by requiring employers to prepare and circulate certain forecasts;
- give the independent auditor and works council the right to call the alert where they sense that the situation may deteriorate;
- provide for conciliation procedures to settle any emerging difficulties.

Thus, the works council will be included among the recipients of the mandatory forecasts, and will have the right to call on the services of an accountant of its choice twice a year. Similarly, the works council will be legally entitled to request the appointment of an expert to draw up a report on a specific operation by the employer. Lastly, the works council must be informed if the independent auditor is alerted, while the legislation recognizes the works council as competent to sound the alarm itself if need be.

The law of 1 March 1984 will be put into effect by 1 March 1985.

In addition, a law of 9 July provides that a worker with at least two years' service must receive a redundancy payment based on gross earnings prior to termination of the work contract; it further provides that workers of 60 or over who voluntarily leave the firm will receive a retirement severance grant.

The Minister for Social Affairs presented a communication on the application of laws which, since 1981, have introduced new rights for workers (lois Auroux). This shows that nearly 60 000 sets of staff rules have been drafted; 3 700 agreements have been concluded on the right of expression of workers in firms; nearly 120 group works councils have been set up; negotiation has become one of the primary means for social development and has become widespread; committees on health, safety and working conditions have been set up in three out of four firms in the industrial sector; the election of workers to management or supervisory boards in firms in the public sector has affected nearly 40 % of the workers concerned; negotiations between management and trade union organizations in the public sector to improve trade union rights and set up workshop or office councils have proliferated.

120. In Ireland, draft legislation was submitted to Parliament on working hours, insolvency and sex discrimination and action was announced with regard to aspects of employment protection legislation. The legislation on insolvency was enacted in November 1984.

The Hours of Work Bill establishes the normal working week at a maximum of 40 hours. Overtime is limited to a maximum of 40 hours over four consecutive weeks or 100 hours over 12 consecutive weeks. Provision is made for averaging to ensure flexibility for industries where seasonal peaks occur. No overtime rate is specified, but existing pre-war legislation which covers industrial, shop and hotel workers and which provides for overtime payment of time-and-a-quarter, will continue to apply. Workers and employers may negotiate arrangements for time-off in lieu of payment for overtime. "Double employment" is discouraged by restricting the hours of persons with more than one job to the maximum permitted in respect of a single employment. Finally, the Bill provides that agreements may not be made permitting the employment of young persons for more than 50 hours a week, and thereby sets a limit to the Protection of Young Persons (Employment) Act 1977, which allows agreements to be made to vary the maximum weekly hours permitted for young persons.

The Protection of Employees (Employer's Insolvency) Act 1984 is designed to protect workers' entitlements to wages and other matters in the event of their employer's insolvency. The Act guarantees the payment, subject to certain limits, of workers' outstanding claims against insolvent employers' and gives effect to the requirements of the Community Insolvency Directive 80/987/EEC.

A Bill was introduced in Parliament in December to give effect to Community Directive 79/7/EEC on discrimination between men and women in social security.

An Order was introduced in Parliament under the Employment Equality Act which abolishes the restriction on the employment of women at night at mines and removes the prohibition on women working underground in a range of professional occupations.

Amending legislation continued to be considered for the Unfair Dismissals Act 1977 and the Equal Pay and Employment Equality Acts ¹ following a statement to Parliament by the Minister for Labour on 26 June 1984.

The Minister also indicated that amendments to the Trade Union Act 1975, concerning amalgamations of trade unions, were being considered and proposals would be included in the general review of industrial relations.

121. In Italy, the Decree-Law of 17 April, mainly concerning the pay indexation system, was transposed into law on 12 June.

In addition, the Decree-Law of 31 October 1984, adopted to implement the tripartite agreement of 14 February (concerning solidarity agreements, part-time work, training/employment contracts, recruitment by name) is designed to promote urgent employment support measures.

Furthermore, the law of 31 May included measures designed to attenuate the negative impact on employment of the crisis in the steel industry: it provides for early retirement at 50 years.

¹ Social Report 1983, point 107.

122. In Luxembourg, the law of 19 December 1983 concerning the Government budget for 1984 includes special measures for the integration of young people into working life: introductory training contracts; temporary auxiliary staff; preparatory on-the-job courses; aid for the creation of socially and economically useful jobs; aid for the creation of businesses by registered unemployed workers.

The Grand-Ducal Regulation of 13 January authorizes the Government to implement special projects in the public interest.

The Government order of 1 June, determining categories of jobs qualifying for the standard re-employment allowance, provides for the grant of this aid to wage-earners who are redeployed in stable and permanent jobs in catering, agriculture, or wine-growing.

In its statement of 23 July, the Government expressed its intention to amend the law on redundancies with the twofold aim of providing better protection for workers against the threat of dismissal, and improving protection for workers already made redundant. It also intended to define the status of workers on fixed term contracts and workers supplied by temporary employment businesses, with a view to providing them with adequate social protection without depriving firms of the operational flexibility needed to respond to fluctuations in economic activity.

123. In the Netherlands the Law on the Work Environment, which came into force in 1983¹, is unlikely to go into its second phase; the Government as part of its overall de-regulation policy, intends to simplify the existing text and to reduce the number of provisions it contains.

The Government has also announced plans to make the statutory provisions regarding dismissal more flexible; it has asked the Labour Foundation to give its opinion on the matter. Under the new proposals shorter notice periods would be required and probationary periods would be extended.

¹ Social Report 1983, point 110.

The Government also proposes to amend the Labour Law, which dates back to 1919, and to relax working time regulations, which would be in line with existing agreements between unions and management. The Government's proposals would open the way to working up to ten hours per day (instead of 8.5 hours as at present), 180 hours per four-week period (at present 48 hours per week), and 1 850 hours per year, corresponding to an average of 40 hours per week. Whereas the trade unions reject the possibility of 10-hour day as socially retrograde, the employers, while welcoming more flexibility, find it difficult to see how the annual maximum of 1 850 hours could be justified.

The Minister for Social Affairs and Employment has asked the Economic and Social Council and the Equal Opportunities Council to give their views on a preliminary draft law which would enable people receiving social benefits to work without losing those benefits. The purpose of such a law, which would take effect in 1985, would be to enable the long-term unemployed to carry out unpaid work without loss of unemployment or other social benefits. At the same time, due care will be taken to prevent such measures from distorting competition on the regular labour market. The Equal Opportunities Council meanwhile has already rejected the idea because it believes that the creation of any kind of work (paid, unpaid or with social benefits) inevitably leads to a distortion of the labour market, and that this is likely to have a particularly adverse effect on the female employment situation.

The Minister furthermore plans to amend an existing draft law on the employment of disabled persons, under which employers would have to reserve 5% of available jobs for such persons; the amended versions would leave it up to both sides of industry to integrate disabled persons into working life. If such an arrangement should prove inadequate, more specific legislation could be introduced in a few years' time.

Similarly, the Minister intends to suspend for the next two years all further discussion of a draft law on union activities in undertakings first tabled in 1981, while the Labour Foundation has been asked to do all it can to encourage the regulation of trade union activities in firms by collective agreement.

With regard to the ban on night work for women in factories, the Government intends to limit the period during which the proposed legislation applies to three years, to test the proposed authorization procedures. It should be noted that, in the view of the Government Commission responsible for simplifying legislation, this draft law should be withdrawn and the ban on night work for women abolished.

Discussions with the unions concerned about a legal framework for civil servants' right to strike which have been going on for a number of years, have been inconclusive. The two biggest unions are against this law which, in their view, would restrict freedom of action. Inter alia, the measures depriving certain categories of civil servants of the right to strike remain highly controversial.

124. In the United Kingdom, the Trade Union Act was passed in July, the third legislative measure in the Government's "Step by step" approach to the reform of industrial relations law. The Act is aimed at democratising trade unions and making them more accountable to their rank- and file members by way of secret ballots.

The Act requires :

- trade unions to elect the voting members of their governing body by secret ballot at least once every five years;
- a secret ballot before industrial action in which the majority of those voting vote in favour of the proposed industrial action. In default the trade union do not enjoy immunity from civil liability;
- trade unions with political funds to hold a secret ballot at least once every ten years if they wish to continue to spend money on political party activities.

The Government did not legislate, however, on the mechanism for deducting political levies to pay for political funds. At present, members, not wishing to pay must "contract out". Following discussions with the TUC, the TUC issued a Statement of Guidance to its affiliated trade unions asking them to review their existing procedures as soon as possible to ensure that the guidance is acted upon.

On 1 November 1984, the closed shop balloting safeguards provisions of the Employment Act 1982 came into force. This governs closed shops in effect before 14 August 1980; where such a closed shop has not been approved in a secret ballot within the last five years by a certain majority (80 % or more of those affected or 85 % or more of those voting), a dismissal of an employee for not being a union member in accordance with the closed shop agreement will be automatically unfair.

The last significant, but less controversial, legislative development to be described is the entry into force on 1st January 1984 of the Equal Pay (Amendment) Regulations 1983 and associated procedure regulations, as described last year. A worker may claim equal pay with a worker of the opposite sex on the basis that the two jobs are of "equal value" in terms of the demands made on them (eg, with regard to effort, skill, decision-making). The Regulations were introduced following the ruling of the Court of Justice in 1982 that the provisions of the Equal Pay Act 1970 did not fully implement the UK's Community obligations under the Equal Pay Directive 1975. The first cases under these provisions are now being decided.

In Northern Ireland, employment protection legislation is broadly similar to that applied in Great Britain, save that there are no equivalents to the 1982 and 1984 Acts referred to above. Bilateral consultations took place with representatives of the social partners on the possible extension of the 1982 Employment Act to Northern Ireland.

Chapter VIWAGES AND INCOMESTrends within the Community

125. In general, 1984 saw Member States keeping to the path followed in preceding years, with efforts directed towards achieving wage restraint, containing the growth in social security expenditure and limiting budget deficits, so far as possible without tax increases - with a view to combating unemployment and safeguarding employment levels.

In Belgium, wage indexation remains subject to statutory controls - notably Royal Decree No 180 of 30 December 1982 and the Royal Decree No 278 of 30 March 1984, which reduces the extent of index-linking in conformity with the Commission Recommendation of 22 July 1981 to Belgium and the communication on the principles of indexation in the Community.

In Luxembourg, the wage indexation system was suspended again, as had been the case in the previous two years. The Dutch Government on several occasions expressed itself in favour of wage bargaining between the two sides of industry, and the latter take the view that central negotiations are no longer appropriate.

In Denmark, the Government undertook to conduct tripartite negotiations with the two sides of industry. As regards private sector wages policy in France, the national employers' organization urged its members to take a very firm line in limiting increases and the indications are that employers have largely followed this advice.

In the United Kingdom, the Government's policy was to reduce public-sector borrowing. Public expenditure policy therefore had implications for both the number of persons employed in all parts of the public sector and on their wage levels and related matters.

In the Federal Republic and Ireland, pay bargaining is the exclusive preserve of management and labour.

In Greece, the January 1983 Law prohibiting wage increases above the level required to maintain purchasing power remains in force. In Italy, following the breakdown of negotiations between employers' organizations and unions with a view to once again reducing wage indexation, the Government promulgated a decree-law curtailing index-linked increases.

126. A particular feature of the collective bargaining round in several Member States was the shift in emphasis from quantitative to qualitative demands, with wage demands or automatic index-linked increases (in whole or part) abandoned in favour, more especially, of reductions in working time of one kind or another. This trend was evident not only in the Federal Republic of Germany but also in the Netherlands, Denmark and France.

127. The Member States made substantial progress in their fight against inflation during the year under review, and the Community average for retail price inflation was down from 8.5% in 1983 to 6.3% in 1984.

The only two Member States to have a double-figure annual inflation rate were Greece (18.3%) and Italy (10.8%), whilst Ireland (8.6%) and France (7.3%) had a rate just above the Community average. In the Federal Republic (2.4%) and the Netherlands (3.1%) the rates were particularly low.

Thanks to this moderation in inflation, real earnings in certain Member States showed an improvement, notably in Ireland, Italy and the United Kingdom, whereas in others they decreased slightly, as in Belgium and the Netherlands.

Development of the situation in the member countriesBelgium

128. Indexation of wages is still regulated by government measures, particularly Royal Decree No. 180 of 30 December 1982 and Royal Decree No. 278 of 30 March 1984.

Royal Decree No 278 of 30 March, adopted under the Government's austerity plan of 15 March, imposes certain restrictions on wage indexation. The decree lays down that during 1984 and 1985, and perhaps 1986, a 2 % section of the indexation will be withheld each time.

The legal basis invoked by the government is the Law of 6 July 1983 conferring certain special powers on the King. However, this law is mainly concerned with public finance : the Council of State has consequently handed down the opinion that the King's special powers did not extend to the private sector and that the decree in question could not, then, be founded on the law of 6 July 1983.

In view of the Council of State's opinion, the Société Générale du Travail de Belgique (unions' federation) brought three test cases before the labour courts to have the decree declared void. However, a law of 6 December 1984 confirmed Decree No. 278.

The Royal Decree of 1 February 1984 enforces collective agreement no. 40 on the mechanism for converting the consumer price index in collective agreements, concluded by the National Labour Council on 11 January 1984. The adoption of agreement no 40 followed the introduction of a new consumer price index from 1 January 1984.

As the employers' organizations and trade unions have not come up with a draft multi-sector agreement, wage policy for 1985 and 1986 will be decided by law. This law, at present being prepared, extends existing measures with the additional element that a global amount of 1.5% of the total annual wages bill can be used to promote employment.

However, in view of the fact that it no longer possesses special powers, the measures adopted will have to be approved by Parliament.

Over the twelve months period ending in September 1984 wages negotiated under collective agreements rose by 4.1% for white collar staff and 4.7% for workers. Price increases over the same period amounted to 5.3%. Elsewhere the guaranteed minimum wage went from BFR 31,426 per month on 1 December 1983 to BFR 32,054 on 1 August 1984 (+ 2.0%), at which point it remained unchanged until the end of 1984.

Denmark

129. In Denmark new collective agreements were concluded in 1983 to run for two years until March 1985. Private-sector wages would appear to have risen by no more than 4-5 %. In the case of public-sector employees, the supplementary increase granted as from 1 October under the pay adjustment clause was only 0.23 %. This adjustment clause stipulated that public sector employees would, over and above the 4 % provided for in the collective agreements, receive an increase corresponding to two thirds of the amount by which private-sector wage rises from the first quarter of 1983 to the first quarter of 1984 exceeded 4 %. Wage rises over this period in fact amounted to 4.4 %.

Between the third quarter of 1983 and the third quarter of 1984 the wages of manual workers in industry rose by 4.4 % and white-collar earnings by 6.6 %.

Overall, average hourly earnings for private-sector workers are expected to show an increase of only 4.6 % between 1983 and 1984, as compared with 6.6 % between 1982 and 1983.

As far as salaried employees in the private sector are concerned, the increase is likely to be slightly higher - 6.8 % between 1983 and 1984, as compared with 9.0 % between 1982 and 1983. The guaranteed minimum hourly wage features in some agreements only and in those cases where it has been maintained, it amounted to DKR 49.50 on 1 March, a figure which is generally far exceeded in practice : average actual hourly earnings for employees in the private sector for the first quarter of 1984 were DKR 79.56 for men (DKR 76.24 in 1983) and DKR 68.22 for women (DKR 64.97 in 1983). The average hourly earnings of manual workers in industry during the same period were DKR 68.86 for men (DKR 65.72 in 1983) and DKR 59.29 for women (DKR 56.53 in 1983).

Given a rise in consumer prices of 6.3% over the period 1983 to 1984, manual workers and, more especially, public-sector employees have suffered a loss of purchasing power, whereas the real earnings of private-sector salaried employees have maintained more or less unchanged.

Federal Republic of Germany

130. The fears expressed during the bitter labour disputes early in the year that the increase in GDP in real terms would not reach the anticipated figure of 2 1/2 % because of the resulting loss of labour and output proved to be largely unfounded. Once the disputes had ended, firms made great efforts, with the cooperation of works councils and staff, to make up any losses as quickly as possible. The economic recovery was boosted further by the rise in exports. The disputes also had only a slight effect on private consumption : to offset the loss in income, households cut back savings to such an extent that the savings rate in the second quarter was, at 11.5 %, the lowest since 1967.

During the year under review the trade unions concentrated on negotiating improvements in working conditions (notably on working time and pre-retirement systems) and wage claims tended by and large towards answering productivity gains over and above compensation for inflation. Most of the collective agreements negotiated during the year provided for 3-3 1/2% wage and salary increases.

In some cases, however, collective agreements were concluded for a longer period providing for wage increases to cover the following year as well. In the metalworking and printing industries, for example, wages rose by an average of 3.3 % on 1 July 1984, with provision for a further 2 % increase on 1 April 1985; the reduction in weekly working time from 40 to 38 1/2 hours, with full adjustment of wages, which is to be introduced at the same time will mean a further increase of some 4 % in hourly wage costs.

Recently negotiated wage agreements have also shown a tendency to allow greater scope for individual arrangements. Greater flexibility as regards pay is intended to help maintain or increase the number of jobs, even in less productive sectors.

Since, in view of persistent high unemployment and only moderate economic recovery, there was no positive wage drift, actual earnings were broadly in line with those fixed by collective agreement. Indeed, seen over the whole year, they probably showed a modest real improvement, since inflation fell at a progressively faster rate : whereas the annual rate of increase in consumer prices was still 2.9 % at the beginning of the year, it fell off in the course of the year and stood at 1.5% in September, the lowest rate for a long time. The annual average increase in consumer prices was 2.4%, and was therefore somewhat below the rise in actual earned income. In real terms the increase of conventional wages and salaries will be of the order of nearby 1%.

131. On 1 January the fourth law on asset formation came into force, continuing the process begun by its three predecessors. Its aim is to encourage voluntary asset formation through tax concessions and the granting of premiums by the State. In addition to the traditional asset-creating allowances, the law sets out to promote worker participation in the productive capital of enterprises: to this end, workers who acquire such holdings from their own income receive each year a worker's savings bonus of 23% (33% for workers with three or more children) for holdings of up to DM 936 (formerly DM 624). The two sides of industry are to be encouraged to promote this form of participation through the conclusion of such collective agreements.

Greece

132. The principle, introduced by the law of January 1983, that pay bargaining must be limited strictly to the maintenance of purchasing power is still in force.

However, the index rises - i.e. 8.9 % on 1 January, 6.9 % on 1 May and 2.2 % on 1 September 1984 and 8.5 % on 1 January 1985 - were paid to workers and white collar staff on the dates laid down by the law on indexation, which was not the case in 1983.

Indexation adjustments were once again weighted according to wage bracket: the full increase was paid for wages below DR 50 000 per month (DR 35 000 in 1983), half for those between DR 50 000 and 75 000 (DR 35 000 - 55 000 in 1983) and a quarter for amounts in the DR 75 000 - 100 000 range (55 000 - 80 000 in 1983).

On 1 January 1984, the minimum monthly wage for white collar staff rose from DR 24 383 to DR 27 012 (and to DR 32 019 from 1.1.1985), while the minimum daily wage for workers, which was DR 1 085 at the end of 1983, was increased to DR 1 202 on 1 January 1984, and to DR 1 426 on 1 January 1985.

Between 1 January 1984 and 1 January 1985 minimum daily wages and monthly salaries have risen by approximately 18.5 % which more or less is the same as the increase in the consumer price index (± 18.1 %) and has enabled purchasing power to be maintained.

France

133. On 4 January, the Cabinet adopted several anti-inflation measures.

The provisions concern :

- incomes in 1984 : wherever compatible with the firm's position, purchasing power will be maintained in public sector undertakings by an increase of 6.1 % a year in family allowances;
- controlling costs by stabilizing social security charges and taxation;
- price policy in 1984 : price controls in the service sector will be reinforced. Rent increases will be limited to 80 % of the rise in the construction costs index.

The upward movement of wages and salaries slowed down substantially in the first quarter. This phenomenon could be ascribed partly to Government directives based on a proposed 5 % price rise in 1984, but mainly to greater restraint in workers' demands.

In many firms, agreement was reached on the basis of an annual pay increase of 5 % (6,5 % in aggregate wages). In 1983, the 1.9 % increase in hourly earnings in the private sector in the final quarter (1.4 % in monthly earnings) reflects a fall-off in the usual rate of rise bearing in mind the reduction in working time.

In the private sector, where unemployment has reduced competitiveness over the one year period from October to October it is possible to observe a 6.6% increase in hourly earnings compared with 9.8% in 1983.

In the public service, a "compensatory" bonus of FF 500 plus an increase of 1% on 1 April and 2% on 1 November demonstrated the public authorities' wish to set an example.

Price trends are also favourable, although the goal of 5% has had to give way to an effective average annual increase of 7.3% (compared with 9.4% in 1983).

Although fixed at FF 22.78 (+ 2%) an hour on 1 January 1984 the SMIC (the legal minimum wage) was raised on 1 May 1984 to FF 23.56 (+ 3.42%) and on 1 July 1984 to FF 23.84 (+ 1.2%). Finally, another increase, solely influenced by the indexation of prices, came into effect on 1 November 1984 giving FF 24.36 (+ 2.2%) an hour fixing the two figures used for the monthly SMIC rate at FF 4 132.68 and FF 4 222.32 respectively. Over the year the rate of increase was 9.1% whilst over the same period the consumption price index increased by 6.9%. The result has therefore been a rise of just over 2% in the purchasing power of the SMIC.

The result is that purchasing power has been maintained in terms of individual pay levels but not in aggregate, since it was adversely affected by the sharp fall in the employment level (- 2%), reductions in working time, and higher contribution rates.

Ireland

134. Collective agreements negotiated under the 23rd Pay Round terminated in most cases at various dates in the first half of 1984. By the end of the year, agreements under the 24th Pay Round had been negotiated at industry or enterprise (company) level in most private sector employments. Settlements varied according to the financial situation of the companies involved. Most agreements provided for a pay pause of some months and in general covered a fifteen-month period and provided for a two-phase pay increase. In the private sector, settlements averaged about 8 per cent on an annualised basis.

Settlements had been reached before the end of the year in only a few public sector enterprises. In the case of public servants, an arbitration hearing covering key civil service grades was held in December 1984.

It has been estimated that the average private sector increase in earnings (including carryover from 1983) for 1984 as a whole could be of the order of 9 1/2% which would be broadly in line with inflation. The increase in the public sector would be less than 8%.

The latest official statistics of industrial earnings relate to June 1984. At that date the weekly earnings of men in manufacturing industries averaged about IR£ 181 (42 1/2 hours) and women IR£ 110 (37 1/2 hours).

The weekly earnings of all industrial workers (men, women and young persons) in manufacturing industries in September 1984 were about 10 1/2 per cent higher than in September 1983. The Consumer Price Index rose by nearly 8% over the same period.

For the year 1984 as a whole industrial earnings are likely to have risen by about 10 per cent compared with an increase of 8.6% in consumer prices.

Italy

135. The January 1983 protocol and the measures designed to attenuate the effects of the wage indexation system (scala mobile) gave substance to the new pay policy initiated by the authorities in 1982. In order to moderate the effects of the system set up in 1957 and revised in 1975, the period August-October 1982 was chosen as the new base for the index (using a multiplier of 3.35). The standard increase per index point was first upped proportionately, then cut by 15 % in line with the deflationary goal underlying these negotiations. This meant that wage-earners would receive a standard increase of Lit 6 800, for each one-point rise in the new index.

As the agreement of 14 February¹ between government and labour and management was only signed by one of the three trade unions, the government saw itself obliged on 15 February to bring in a Decree Law cutting the February increase in points by half and that of May by a third. Against the forecast trend for the uncorrected index in 1984, this measure - which the Parliament was called on to convert into law - implied a saving corresponding to four points out of twelve, (in other words, about 25 % over the year). One of the aims of the Decree Law is to modify the system in such a way that increases resulting from upward movements in the cost-of-living index will be scaled down by one third. Since the Decree Law was not ratified within the following 60 days, the Government has extended the Decree Law on the partial freeze of the wage indexation system, which expired on 15 April. Under the new Decree, in determining the amounts needed to maintain wage-earners' purchasing power, a rise of no more than two index points may be taken into account in February and two in March. This Decree also establishes an annual average increase of 10% for officially controlled tariffs and prices, and a new scale for family allowances which takes account of dependants and household income. The Decree Law eventually became law on 12 June.

¹ Point 93.

It should be recalled that the 1983 protocol envisaged limiting inflation to 13 % in 1983 and 10.5 % in 1984, with an economic growth rate of 2 % in 1984. In practice, inflation in 1983 was running at 14.7 % (against 16.2 % in 1982) and has continued to fall: + 10.8% as annual average and + 9.5% from December 1983 to December 1984.

For the period January-August 1984, actual monthly earnings in industry rose by 19 % compared with the same period in 1983. The consumer price index for workers' and employees' families, which differs from the previous index but gives very similar results, stood at 176.4 in August 1984 - (base 1980 = 100) - an increase of 10.4 % compared with August 1983. From this it may be concluded that there has been a marked improvement in real monthly incomes in the industrial sector.

Luxembourg

136. In Luxembourg the situation continued to be dominated by problems arising from the restructuring of the iron and steel industry and the need to make other sectors of the economy more competitive.

Wage indexation was once more restricted as it had been in the two previous years. Only one index adjustment was planned for September 1984, regardless of the trend in retail prices. It was expected that this measure, based on the law of 1 July 1983 concerning the wage indexation system, should keep the increase of per capita wage down to 5.7%, but in the event the annual average price rise was only 5.6% against an estimated 7%.

The decision to apply moderation in wage policy by allowing a single increase of 2.5% in September was intended to bring wage costs into line with those of Luxembourg's main competitors in 1984.

In the first nine months of 1984 there were no significant changes in agreed hourly wage rates to manual workers. In that period wages rates rose consequently by only 6.5% above their 1983 level which taking into account the 6.5% inflation rate, corresponds to stagnation in real terms. However, the slowing down of the rate of inflation in the last quarter of the year has improved the picture in real terms (+ 2.3% from December 1983 to December 1984). This seems to be typical of overall wage and income trends in 1984. There were no significant increases in real wages, with the exception of some degree of wage drift, which could account for as much as 1% of the total wage bill. Certain sectors even had to apply wage cuts. In others, such as the steel industry, the total wage bill was reduced, progressively, by about 6%.

The modest wage increases in many sectors, wage cuts in the steel industry, and the restriction of wage index adjustments have all contributed to a real wage stagnation. The fact that the total number of wage-earners declined for the first time since the beginning of the recession also played a part.

In the course of the year the law of 12 March 1973 on the minimum wage has led to a number of changes : at the end of 1984 the minimum wage stood at LFR 27 297 per month for a worker without dependents, and LFR 28 125 per month for a worker with dependents. For qualified workers the corresponding figures were LFR 32 756 and LFR 33 750 respectively.

The Netherlands

137. In the Netherlands the trend to exchange the automatic price compensation for a reduction in working time continued. Agreements to this effect were reached in major sectors such as the steel industry, the metal working industry, and the Philips company. Civil servants received additional days of annual leave in compensation for salary cuts.

Discussions between management and workers within the framework of the Labour Foundation led to the conclusion that there was no need for new agreements on a cut in indexation in return for additional time off. They also considered that wage trends in the private sector should be differentiated rather than centralized.

After the stormy days of November 1983 a relative calm has returned to the public sector. On 1 January 1984 civil service salaries were reduced by 3%; this also applied to people employed by public bodies, who are not civil servants.

In the private sector, social benefits were cut, while the government repeatedly declared that it would not interfere in wage bargaining.

According to figures published by the Central Planning Office, real disposable incomes at minimal wage level rose by 13-16 % between 1973 and 1983. Incomes at twice modal earnings level, however, declined by 16 %. Modal earnings remained more or less unchanged. This would indicate that more levelling has taken place during this period. This is not confirmed by more recent data, however ; higher incomes grew faster in 1984 than lower incomes.

So-called real minimum wage earners will again receive an extra allowance this year. The number of households in this category has risen from 313 000 in 1981 to 650 000 in 1983; a trend which, it is feared, has continued in 1984.

In view of the rise in the consumption price index (3.1% as an annual average) presumably the wages of employees ~~suffered~~ a small decline in purchasing power.

United Kingdom

138. In the United Kingdom the Government has successfully kept down the rate of inflation to about 5 per cent.

The underlying earnings increase in manufacturing has been about 8 1/2 per cent over the last 12 months. The effect on costs has been partly offset by a continued rise in productivity.

There is no sign of a Government policy on private sector wages beyond exhortation to keep wages costs down because of the relationship with employment.

The future of Wages Councils is under consideration.

Thought is being given to the right level of pay for young workers.

The budget in March was notable for stressing the Government's intention to make major reductions and reforms of business and personal taxation during its period of office.

These changes in taxation increased the real value of personal income tax allowances which reduced the number of taxpayers, and reduced the burden on remaining taxpayers.

Most public sector settlements in 1984 have been around the rate of inflation, and have been below the level of settlement in the private sector since 1980.

The Government's aim in respect of its own employees was to reach settlements consistent with the provision of its public expenditure plans of 3 per cent and at the same time to rely on nationalised industry management to impose restraint in the trading sector.

Review bodies (covering medical staff in the health service, the armed forces and senior civil servants and judges) recommended increases of about 7%, relying on external comparisons made with the pay and incomes

of similar persons in private industry. The Government implemented these increases, but the awards for some groups were delayed.

However, the lack of available cash in the public sector influenced settlements of the pay for the main body of civil servants and of teachers. In the former case the increase averaged 4.55% and in the latter case 5.1%, which was far below what they had claimed.

In the trading part of the public sector settlements have been agreed at levels around the rate of increase in the cost of living. In the coal industry no settlement has been reached with the miners for pay increases due in November 1983 and November 1984.

Chapter VIILIVING CONDITIONS AND FAMILY AFFAIRSTrends within the Community

139. The year under review once again saw trends in living conditions running counter to the spirit of Article 2 of the EEC Treaty, which provides that one of the Community's tasks shall be to promote "an accelerated raising of the standard of living". For a sizeable proportion of the inhabitants of the ten Member States, this was not true in 1984 at least. On the contrary, an increasing number found themselves in economic and social difficulties for a variety of reasons.

Growing public alarm was generated during the report period by the appearance of new forms of poverty associated in particular with the persistently high levels of unemployment and the resulting increase in the number of long-term unemployed, whose entitlement to statutory unemployment benefit runs out after a time. They are then generally obliged to fall back on social assistance benefits, which frequently involve provisions allowing the authorities to insist that the beneficiary or his close relatives contribute towards his maintenance from other sources of income. Since social assistance benefits have in many cases failed in recent years to keep up with income trends in general, the long-term unemployed - who had enjoyed an entirely acceptable standard of living whilst in work and developed a commensurate lifestyle - not infrequently fall below the poverty line.

140.1 Partly because of the budgetary constraints to which public finances have been subject for some years now and partly because of the increasing trend towards decentralization in a number of Member States, the social services are finding it increasingly difficult to cope with the ever-growing needs arising from the developments outlined above. In many instances, the newly established offices are not as yet fully equipped for their tasks or lack qualified staff. Moreover, the national authorities have frequently taken decentralization as an opportunity to cut back drastically the funds available for social services and shift the blame on to the lower level authorities.

Certain categories of individual and household are particularly severely affected, notably, one-parent families, large families and the elderly. These are the households hardest hit by cuts in social benefits, especially cash benefits, and social services and hence the ones on which the authorities should concentrate their attention.

The elderly represent the fastest-growing group as a proportion of the population at large: from around 26 million in 1960, the number of people aged 65 or over resident in the ten EEC countries has risen to nearly 40 million, and a further increase can be expected in the coming decades. Governments would not always appear to be fully conscious of this development and the attendant responsibilities.

National surveys reveal that there has also been a sharp increase in one-parent families as a proportion of the total over the last twenty years. This creates a need for increased solidarity. Whilst the conventional family remains the model unit in present-day society, the sharp growth in the number of households consisting of elderly people, often living alone, or families with only one parent - who has to go out to work - is creating an increasing need for neighbourly solidarity in terms of looking after children, handicapped persons or elderly people reliant on outside help.

In those Member States where there is greater emphasis on living alone, however, it is noticeable that young people who have hitherto lived on their own are tending, as a result of the discontinuance or curtailment of State benefits, to return to live with their families. Consideration is beginning to be given in these Member States to ways of creating a climate more favourable to families via interim solutions such as non-institutionalized patterns of communal living.

The bodies representing family organizations and the elderly at Community level - COFACE and EUROLINK-AGE - are endeavouring to persuade the Commission to act on the resolutions concerning family affairs and the elderly adopted by the European Parliament in 1982¹ and 1983².

¹ OJ C 66, 15.3.1982.

² OJ C 184, 11.7.1983

Development of the situation in the member countriesBelgium

141. Despite the Government's effort to ensure that austerity measures do not also affect the least advantaged - e.g. by excluding the minimum allowances from the measure to abolish index-linking - the public social welfare centres (CPAS) are increasingly becoming mere providers of public assistance, as in the past, and are no longer able to perform their statutory task of providing social welfare in the broader sense of the term. Royal Decree No. 244 on the reimbursement of social aid appears to prevent many needy persons from appealing to the public social welfare centres on the grounds that their children may subsequently have to repay the costs. The crisis in local public finance is being felt above all in the public social welfare centres in the larger towns.

Family allowances have not been exempted from the austerity measures, despite some softening of their impact. One of the measures adopted was to skip one indexation of 2 % annually on the amount of children's allowance due for the first two children.

For the first time in the country's history except in wartime the Belgian population declined in 1983; this is one of the reasons for which the means and objectives of a family policy are at present under study. The Chairman of the Royal Commission, instructed to establish a Social Security Code, proposed the introduction of the uniform system of children's allowance which would be substituted to the three existing separate systems for salaried employees, officials and self-employed.

Denmark

142. In the area of family law, on 1 July the law on adoption has been made much less restrictive. The Adoption Council no longer needs to approve the consent of the adoptive parents unanimously, but can now do so by majority.

The Folketing in May has adopted a draft decision presented by the opposition and by extreme left, providing for joint parental authority. This bill not only opens the way for joint parental authority in the event of divorce or living together; it also lays down the roles of custody over children, and it increases the importance of consultation and guidance when there is no agreement on parental authority and on the right to visit.

A measure aimed at cutting public expenditure concerns the field of family allowances involving reductions in the income ceiling for eligibility and the amount of the supplementary family allowances.

A new law combines old-age and invalidity pensions. Consequently, expenditure cuts may also be achieved in this field.

A pilot project lasting one year and consisting of allocating fixed sums for social assistance has been launched in 14 communes; this will enormously simplify the work of the relevant departments and will give social workers more time for consultations instead of merely policing the payment of contributions. Generally speaking, large families will receive higher benefits than before which has led to displays of discontent among other groups, it being understood that the experiment will not affect total expenditure.

A survey of social cases has shown that one-parent families are a category especially at risk and the situation has worsened in various respects since 1977. Young unemployed persons are also a group for which a particular effort needs to be made.

Federal Republic of Germany

143. As part of a new approach in family policy the Federal Republic intends to propose amendments to the law providing, starting in 1986, for an improvement of compensation for family charges amounting to 10 billion DM per year. In this connection, the maternity leave allowance will be transformed into an education allowance which can be granted to the father or to the mother.

In 1983, social assistance expenditure increased by 7.6 % and amounted to 17.6 billion DM. Expenditure developed differently in the individual areas. For instance, as a consequence of the persistent high unemployment, bringing with it an increased need for assistance, the growth rate in the volume of maintenance allowance payments was above average, i.e., 10.9 %; the corresponding figure was 7.8 % in the case of the integration allowance for handicapped persons, 5.9 % for the care allowance and 4.2 % for health sector assistance. Approximately DM 11.000 million was disbursed in 1983 for those in need of help in homes and institutions.

As regards social security for people needing home care, the Federal Government has presented a report in which it submits measures to improve their situation, in particular :

- by reinforcing rehabilitation measures in order to prevent or to decrease the need for care;
- by facilitating home care;
- by granting aid in case of illness of the person receiving care.

Furthermore, the Federal Government will examine whether it is necessary and possible to grant tax deductions in favour of people needing care.

Greece

144. A 1982 survey on family budgets, of which the results were published in 1984, showed that the purchasing power of a typical family (3.53 persons on average) increased considerably during the period 1974-82 but that the recent inflation has had adverse effects on this trend. The results of this survey also served as a basis for the new consumer price index.

Certain family benefits, such as those for orphans and large families, have been increased this year.

On account of a tendency in Government policy to bring welfare activities into State hands, private organizations providing help for the family and for other purposes must continue their aid and counselling programmes without Government support.

Pilot programmes are in progress at setting up day centres for elderly persons; there too, cooperation with five voluntary organizations has been brought to an end following their involvement in programmes since 1979.

France

145. Since 1 January 1984 most social aid activities have been decentralized and moved to the departments, with the result that there is greater local awareness of financial problems than in the past.

The fact that more than 1 million unemployed no longer receive unemployment benefits has mobilized public opinion: 50 mayors, particularly in the large cities, have combined to combat the emergence of a "new" form of poverty.

The second law under the IXth Plan (29.12.1983) conforms the direction given to family policy in the 8th priority programme: to provide an environment favourable to the development of the family and motherhood.

The following are some of the aspects treated:

- greater emphasis on aid for young and large families;
- adjustments to the parental leave system, particularly by providing for paid benefits;
- development and improvement of reception facilities and services for small children;
- creation of an institute for children and the family, a meeting place for research workers, professionals and non-professionals, representatives of family associations, etc. to obtain a better understanding of the changes affecting the daily life of families and children.

Despite all this, household consumption dropped by 5% between the end of 1982 and mid-1984.

The tax deduction for nursery costs incurred in connection with children under five years old (in stead of four years in 1983) was extended to several categories of families, regardless of income.

Home help for the elderly, which is provided under a social assistance scheme, has been slightly expanded; however, the official aid can still, in certain cases, be recovered from the beneficiary's estate on his decease.

The 1984 annual report of the National Committee for Retired and Elderly Persons reviews the concertation structures set up since 1982, particularly in regard to action to enable old people to remain in their own homes.

The first French lexicon of gerontology will soon appear at the request of the State Secretary responsible for elderly persons.

Besides the continuous development of local social improvement programmes, one increasing number of "family contracts" was concluded between government and local groups, with a view to better reflect the specific needs of - particularly large - families in neighbourhood.

Ireland

146. Though there are no figures available on the exact number of people living below the poverty line one thing is sure, many of them will be found in the large families and the long-term unemployed, the latter after 15 months of benefits.

Long-term and short-term welfare rates were increased by 7 % from July; unemployment assistance, paid to persons unemployed for at least 15 months, were increased by 8 %: A double weeks payment to the recipients of long-term benefits was made in December.

A new Family Income Supplement became payable from September. The scheme provides cash support for low income families in the active labour force.

The supplement represents 25 % of the difference between family earnings and a given amount which has been set at IRL 95 per week in the case of households with one dependent child (increased by IRL 15 for each additional child up to the fifth).

It is expected that 35,000 families will benefit under this scheme at a cost to the Exchequer of IRL 15 million a year.

Two new Government Bills in relation to the care and protection of children are to be introduced, providing new measures as well as an updating of the Children's Act 1908. Adoption legislation will be reviewed as well.

Children's allowances were increased by 7 % from August.

Some extension has been given to Home Help Services for elderly people, living alone; IRL 2,900,000 has been paid for repairs and maintenance of housing of the elderly under a special scheme introduced in 1982, 11,000 other elderly people are now accommodated in Old Folks Homes.

Italy

147. Italy provides an example of a 'two-speed' approach to development which is sometimes advocated as a way out of the difficulties facing the European Community. The 'accelerated raising of the standard of living' provided for in Article 2 of the EEC Treaty has certainly been more effective in the north of the country than in the south.

On the other hand, certain regions have considerably improved services in favour of children and families. In percentage figures, the south is improving the situation faster than the north, even though it had delayed initiatives in this respect.

It is also noteworthy that there is hidden employment which at least partly draws on immigrant workers; many other immigrant workers have a regular employment.

Furthermore, a large percentage of young people are looking for employment (34 % of unemployed workers); if they had not families to fall back on, they would have no means of subsistence.

Luxembourg

148. The Government is using every means at its disposal to support the fundamental role of the family and will concentrate on creating an environment conducive to raising children.

Parents are being encouraged to stay at home by expanding back-up services and other aid measures; periodic adjustments to family allowances for the second and subsequent children; an increase in the maternity allowance for women on low incomes, etc.

There are two worrying aspects to the demographic situation: first, the decline in the birth rate, particularly among the native Luxembourg population (a problem which the Council for Family Affairs and Child Welfare is seeking to resolve) and, second, the steady rise in the number of elderly people.

As far as the elderly are concerned, the Government's priority will be to look after them in their own homes rather than in an institution. To allow this, a system of home care based on local residents' self-help schemes is being set up in conjunction with a telephone counselling scheme operating around the clock.

The conditions governing the granting of the heating allowance introduced in 1983 for low-income households have been improved and the amount increased.

The rules governing maintenance allowances have been improved, which is a useful step when one considers that the number of divorces has almost tripled in ten years.

The Netherlands

149. According to two reports published by the National Institute for information on budget problems and the Association of Directors of Social Services respectively, the level of social assistance benefits is insufficient to raise certain population categories with only one source of income above the poverty line.

During the last few years, it has not only appeared necessary to limit government expenditure - particularly on social services; there has also been a tendency to question the principle of the welfare state.

People living on what is known as the 'real pluriannual minimum'¹ have been receiving an annual payment since 1981 compensating for their loss of purchasing power; their numbers have risen from 313.000 in 1981 to 467.000 in 1982 and 568.000 in 1983, i.e. an increase of 80 % in three years.

On 1 January and 1 July family benefits were frozen, in spite of an increase in the cost of living.

Public opinion regarding the family and marriage are reflected in the results of the following opinion poll, which appeared in the 1984 Social and Cultural Report²:

- married people are, generally speaking, happier than single people :	1965 (%)	1983 (%)
Yes	60	18
No	40	82
- to be a childless couple is acceptable:		
Yes	22	85
No	68	6
Don't know	10	9

Nevertheless, the Minister responsible recently delivered a speech in favour of family life, although media response was far from enthusiastic.

The government contributes HFL 40 million to the financing of 12.000 - 14.000 nursery places (about HFL 10.000 per place). These places also draw on contributions by local authorities and by parents. Furthermore, a large number of nurseries - particularly those set up by companies - operate without financial government support.

¹ People living on a minimum subsistence level for at least six years.

² Sociaal en Cultureel Rapport 1984 - Ed. Sociaal en Cultureel Planbureau, Rijswijk, Netherlands (Table 11.27, page 301).

Government policy often has to follow a dual course: it has to take account of modern trends, such as emancipation and the individualization of society, at the same time avoiding greater expenditure.

The ageing of the population has become a major problem in the Netherlands, where this process is, moreover, taking place over a much shorter period of time than in other countries. It is already known, for instance, that the number of old-age pensioners will double between now and the year 2030, and that the working population will then be very much smaller (unless there is a change in immigration policy). This is a long-term concern.

The Dutch government conducts a policy intended to maintain the self-reliance of old people, if need be supported by informal care, volunteer work, home care, service centres for elderly and local homes for the elderly. The percentage of elderly in homes will be reduced gradually from 10 to 7 %.

The family is very much affected by increasing youth unemployment. Even though they receive benefits, young people without paid employment are economically dependent on their families for a longer time than they wish. Family relationships are strained if young people are unable to adapt their living style to that situation and to find useful activities.

Consequently, the fight against youth unemployment is complemented by a range of provisions intended on one hand to prevent youth unemployment, on the other hand to find alternative occupations.

United Kingdom

150. As in Italy, wealth in the United Kingdom is mainly concentrated in one part (the South-East) and poverty in other parts, where the welfare state is proving to have serious gaps for frail and elderly, long-term unemployed, one-parent families, etc.

Some local authorities have raised the issue of the level of resources to provide services for the under-privileged sections of the population as they will be limited by recent legislation in their ability to raise finance through the rating system. The family is proving remarkably capable of adapting to the changing world, being still the institution which provides most support to those in need, be it children, disabled or elderly.

Nevertheless, here as well, the traditional family (married couple plus dependant children, is in decline: 37 % from all householders in 1961, 30 % in 1981). One-person households on the other hand went up from 12 to 22 % of all households and single parent families increased by 50 % over the same period.

Child benefit increased by 5 % but the position of families with children against the childless appears to have worsened nevertheless because of the lower increase in child benefit, compared with personal tax allowances in real terms.

The government is making much of its under-five (children in the age 1-4) initiatives, providing £ 6 million between now and 1986/87, to fund projects helping disadvantaged families with their childcare arrangements. The scheme will be managed by voluntary bodies and, although welcomed, is not sufficient to meet the needs of these families.

The new matrimonial and family proceedings Bill, passed in July, gives primacy to the interest of the children in divorce cases, but the self-sufficiency provisions may prove to be detrimental to women.

Ethnic minority families continue to be among the most disadvantaged in society whether this be measured in terms of low wages, unemployment, poor housing, ill health, inadequate benefit payments or insufficient and/or inappropriate social service provision. In addition, the interpretation and application of the nationality and immigration laws continues to cause some hardship to families kept apart.

The growing number of the elderly between now and 2000, will raise the demand on health and social services by 4% in real terms, simply to maintain the same level of provision.

A research report, published by the Department of the Environment, points out that by the beginning of the next century there are likely to be nearly a million more people over 75.

The trend to private care rather than care by the state for the elderly has continued. However, the government has restricted its previous open ended financial commitment (through social security funding) towards financing places for elderly in the private market of care.

Chapter VIIISOCIAL SECURITYTrends within the Community

151. For some years now, the recession and the slowdown in economic growth have been causing problems for the financing of social security systems, both because revenue has declined owing to the fall in the number of persons in employment and because expenditure on unemployment benefits has risen. However, other factors are also involved in the growth of expenditure. In particular, the increasing proportion of elderly people is pushing up expenditure not only on pensions but also on health care, even disregarding the impact of efforts to improve health care provision. In 1960, there were 26 million Community nationals aged 65 or over; by the beginning of the eighties, the number in this age bracket had risen to more than 39 million. There is no indication from current forecasts of any significant change in this trend in the future.

The majority of countries are endeavouring to resolve these problems of financial equilibrium by limiting expenditure growth - and in some cases - attempting actual reductions. This trend became more pronounced still in 1984, with some Member States showing a very marked desire to limit - or indeed, temporarily freeze - benefit indexation mechanisms. The exercise of strict discipline in the field of health care expenditure constitutes another imperative for governments. On the revenue side, the year under review saw a few further increases in contributions, but attention is increasingly turning to the need to limit social charges or redistribute the burden with a view to increasing the competitiveness of firms or improving the employment situation.

152. The Commission had already emphasized the need to discuss these questions at Community level, notably in its communication on social security problems¹.

1 COM(82) 716 final of 17 November 1982.

It is therefore pleasing to note that the Ministers discussed this matter during the year under review and that the social action programme adopted by the Council of Ministers on 7 June 1984 recognized social security as one of the priority areas for action. In this programme, the Commission is requested to endeavour to examine more closely the impact of social security payments on the competitiveness of undertakings, employment and the standard of living of households, to report on the means employed to control trends in health expenditure and to conduct studies on the effects of population trends and the consequences of ageing.

153. Whilst current problems have undoubtedly given rise to austerity measures, they may also provide an occasion for a reassessment of social protection policies leading to reforms or innovations designed to meet social needs. In this context the year under review saw reforms in pension schemes (e.g. in Belgium, Denmark, and Luxembourg), invalidity insurance (Italy, United Kingdom), early retirement arrangements (Germany) family benefits (Greece, Ireland) and unemployment insurance (France). Further information will be found in the review of developments in the Member States. In particular, steps were taken in a number of countries to eliminate discrimination between men and women. Special mention should be made in this context of the efforts undertaken, first in Italy and then in Belgium and the Federal Republic, to make survivors' pensions available to widowers on the same terms as to widows. In some cases, however, the tendency is on the contrary to consolidate or accentuate the preferential treatment accorded to insured persons with dependent spouses - i.e. generally husbands.

In this respect the Commission would point out that Directive 79/7/EEC will enter into force at the end of this year. The aim of this Directive is to eliminate from statutory social security schemes all forms of discrimination on grounds of sex - either direct or indirect by reference to marital or family status. In an interim report on the application of the Directive¹, the Commission has drawn Member States' attention to the obligations which it imposes on them and more especially to the need to eliminate any risk of indirect discrimination. Such a risk exists wherever an apparently neutral measure in fact predominantly affects workers of one sex,

1 COM(83) 793 of 5 January 1984.

unless it is objectively justified and does not involve any intention to discriminate. Member States will need to take account of this interpretation, which is based on rulings of the Court of Justice, in transposing the Directive into national law.

Development of the situation in the member countries

Belgium

154. At the beginning of the year the reimbursement rates for certain medical expenses (consultations, visits) were raised by 5%, while others remained unchanged or were reduced by 10% (kidney dialysis). The 6% reduction in unemployment benefit applied in 1983 for certain categories of beneficiaries was maintained; in addition, further cuts were made affecting early retirement pensioners and young people out of work after completing their studies.

At the end of March and the beginning of April a number of Royal Decrees were published aimed at slowing down the increase in social expenditure, with the following results:

- the first automatic index-linked rise of the year has been abolished until 1986 (with an exemption for certain minimum benefits, which are to be raised by 2% in 1985 and 1986, and a number of family benefits: e.g., child benefit for the third child, allowances at higher rates for invalids, pensioners, orphans, handicapped children, etc.);
- the age from which the higher rate of child benefit applies was raised (from 10 to 12 years, and from 14 to 16 years);
- the higher rates of family allowances (for pensioners, invalids, etc.) now apply only to cases where the source of replacement income is the only or mainhold household income;
- the delay of family benefit payment until the first day of the month following the event which created a right;
- unemployment benefit for people cohabiting will be reduced after two years and three months;

- the possible income level below which pensioners, invalids, etc. can obtain free medical care has been lowered;
- patients' own contributions to hospital expenses have been raised;
- the minimum level of invalidity benefit has become adjustable according to family situation, etc.

It should be noted that the savings obtained as a result of the partial non-indexation of wages in 1984/86 will go towards a special fund to restore the social security system to financial viability.

The law of 15 May 1984 reformed pension schemes, bringing them into line with each other (wage earners, self-employed, public sector). The main objectives of this reform are to simplify legislation through the use of generally applicable rules, to achieve equal treatment for men and women (particularly as regards the pension of surviving spouse), the creation of an earnings-related pension for the self-employed, the safeguarding of accrued entitlement when changing jobs (provided contributions have been paid for the requisite number of years), and the standardization of procedures.

A number of measures were also taken for the social protection of short-time workers who lose their jobs, and young trainees.

A number of projects are being prepared: introduction of a personal social security card.

Denmark

155. The entire range of provisions relating to old age pensions, early retirement pensions and invalidity benefits were codified and simplified by the law of 16 May. The law defines the scope of the provisions, the minimum residence requirement (raised from one to three years), the way in which pensions are calculated, and the conditions governing the granting of various types of early retirement pensions.

The system is financed partly from taxes, but also by a personal contribution corresponding to 3.5% of taxable income.

A number of benefits were upgraded at the beginning of the year. A bonus of DKR 800 per child, for instance, was paid under the child benefit scheme. For 1985, however, steps have been taken to limit increases in a series of social benefits to no more than 2 % per year, while sickness benefits were frozen at their present level. Contributions relating to these benefits have, furthermore, been raised from 1 % to 1,85 % (2 % in 1985).

Changes have been made in unemployment insurance. Generally speaking, contributions have been raised, except for early retirement pensioners, who will now pay only half the normal contribution.

Other changes in the financing of the unemployment insurance system are still being discussed.

Federal Republic of Germany

156. On 1 July statutory old age pensions, industrial accident and old age benefits for farmers were raised by 3-4%. At the same time the sickness insurance contribution levied on pensions went up from 1% to 3%. Unemployment benefit has also been adjusted and the scope of training allowances for young unemployed people has been extended to ensure a better use of resources set aside for this purpose.

A law passed on 13 April gives workers aged at least 58 the opportunity to take early retirement if they so wish, on the basis either of a collective agreement or an individual agreement between worker and employer. This early retirement scheme is subsidized by the Federal Labour Office (34% of the cost: early retirement on the basis of 65% of gross earnings and employer contributions to old age and sickness insurance) on the understanding that the pension represents at least 65% of previous gross earnings and that the resulting job vacancy is filled by an unemployed worker. This subsidy is paid up to the age at which the old-age pension falls due, usually 63. The measures became effective on 1 May 1984.

To improve the situation of the older, long-term unemployed, the right to unemployment benefit has been prolonged from 12 to 18 months, if they are over 49 and paid at least 6 years contributions in the 7 previous years (Law of 20 December 1984).

A wide-ranging discussion has started about the reform of statutory pension schemes as regards provision for the surviving spouse, in line with the principle of equal treatment for men and women. Similar proposals are being studied in relation to occupational schemes. Other projects include a reform of hospital financing measures relating to the family, announced in the 1985 budget.

Greece

157. In addition to building up a national health service, the Government has continued its efforts to bring the many different social security bodies together within one organisation. Thus, the local sickness insurance funds for municipal workers have been reorganized into a single scheme, and a social insurance scheme for the self-employed has been set up within the IKA.

A number of social benefits have been raised, as have minimum pensions; for instance, farmer's pensions went up from 4 000 to 5 000 DR a month. Family allowances will also be considerably increased, except for those in the highest income brackets; the amounts vary according to income and the number of children (the biggest increase applies to the third child: up to 80%). The law on equal treatment for men and women with regard to working conditions (law of 2 February 1984) grants the child entitlement to family allowances.

New categories of workers, i.e. those doing work in unpleasant or unhygienic conditions, can now retire at 60. Even more favourable conditions have been introduced for certain artists (musicians, actors, dancers), provided certain conditions regarding the beneficiary's contribution record are met; contributions have also been raised (5% for the employer and 5% for the insured person).

France

158. The 1% levy on taxable income imposed in 1983 to boost the resources of the social security system was continued in 1984 and the wage-earners' contribution was raised by one point. These measures seem to have borne fruit, particularly since they were accompanied by other economy measures - especially as regards hospitalization costs. As a result it should become possible to abolish the 1% contribution in 1985.

Social security benefits were raised twice during the year, with an appreciable impact on family allowances (+4.7% in all); the conditions for the entitlement of these allowances were improved in some cases (new school-year allowance, family supplement).

The main changes, however, concern unemployment insurance. From 1 April a new scheme was introduced under agreement; its provisions were embodied in an Order of 16 February and supplemented by decrees issued in March. The scheme has two parts:

- one, financed by contributions, is slightly more restrictive than the previous scheme;

- the other, a solidarity contributions scheme (assistance), is administered by the public authorities and provides allowances for certain categories: young people, women bringing up families alone, former prisoners, long-term registered unemployed who have exhausted their entitlement to benefit, etc.

Wage-earners' unemployment insurance contributions were raised from the same date.

The list of occupational diseases was revised and supplemented during the year.

Ireland

159. Social benefits were raised by 7 % in June (8 % in the case of benefits payable to persons unemployed for at least 15 months). Changes were also made in respect of the thresholds and ceilings applicable to certain benefits and contributions. Children's allowances were increased by 7 % in August and a double week's payment to the recipients of long term benefits was made in December.

The maternity allowance for women in employment was reduced from 80 % to 70 % of reckonable earnings. The limit up to which payment of the pay-related supplement is made with sickness, maternity (general scheme) and injury benefits was set at 75 % of reckonable earnings (against 80 % previously).

A family income supplement became payable from September to low income families in the labour force. The supplement represents 25 % of the difference between family earnings and a given amount which has been set at IRL 95 per week in the case of households with one dependent child (increased by IRL 15 for each additional child up to the fifth).

Social benefits representing compensation for incapacity to work following a road accident and paid to the victim for a period of up to five years will be taken into account in assessing damages for injuries resulting from road traffic accidents.

Italy

160. The Law of 12 June sets out the long awaited reform of the disability pension scheme. From 1 July there will be two levels of disability: partial disability (over 66 %) and total disability (100 %). A person is regarded as disabled when his or her capacity to work has been reduced, entitlement being assessed solely on this basis. Hitherto, inability to earn was taken into account, this being a wider concept embracing economic and social considerations.

Compensation for total disability is calculated on the basis of 40 years' contributions, while that for partial disability is based on years of contributions actually paid (with a guaranteed minimum pension).

The measures introducing partial fiscalization of social security contributions were extended yet again. The Law of 2 August bringing the pension scheme for seamen more into line with the general scheme as regards methods for calculating pensions should be noted. Provision is made for an early retirement pension at the age of 50, provided the insured person can show proof of a contribution record of 20 years while serving at sea.

The income ceiling for exemption from the insured pension's contribution to the cost of pharmaceutical products was raised during the year. Social security measures were adopted in connection with the solidarity agreements, employment/training contracts and part-time work.

Benefits in the case of industrial accidents and diseases were upgraded.

Finally, in the Government's view, reform of the old-age pension scheme should seek to bring the various existing schemes into line with the general scheme for wage-earners. Retirement age will be gradually raised to 65 years.

Luxembourg

161. A law passed on 23 May and coming into force on 1 January 1985 reforms the financing system for contributors pension schemes. It had earlier been reported¹, that a draft law put before Parliament in 1982 aimed at a complete reform of these schemes. However, for lack of a sufficiently broad consensus, the original aim was scaled down to cover the reform of pension insurance only, while the precarious financial situation of these schemes necessitated consolidation measures which could no longer be put off.

The salient points of this reform are:

1 Social Report 1982, point 228.

- the introduction of arrangements for pooling the contribution income - and hence the risks - of the various schemes, so as to neutralize the effects of divergent demographic trends in the sectors covered;

- the setting up of a new financing system under which expenditure will be covered on a seven-year basis (with the constitution of a reserve specified by law), the contribution rate for the first seven-year period being set at 24% of earned income (8% to be borne by the State and 16% by the insured and, possibly, the employer);

- contribution by the State, which is set once and for all at 1/3 of total expenditure (i.e., as stated above, 8%, a rate which will, however, not be effective until 1990).

Other new provisions concern the taking into account for pension insurance of periods of compulsory military service, including periods of recall to the armed forces, and periods of disability resulting from an illness or accident incurred during military service.

The Netherlands

162. On 1 January a 3% reduction was applied to the notional wages used as a basis for calculating disability and unemployment benefits. A second reduction, also of 3%, was made on 1 July, though it does not apply to benefits in the case of prolonged unemployment. Since the minimum legal wage was not adjusted on 1 July in line with the general wage trend, the amounts of many benefits did not increase. This applies to all benefits under statutory schemes: old-age pension, survivor's pension, disability pension, family allowances and minimum unemployment benefit. In addition to these economy measures a ceiling corresponding to the last net wage was applied to sickness benefit. The reform of the disability and unemployment insurance schemes, which is currently being drafted, likewise aims at a reduction in benefits.

By the same token, it appears that when the old-age pension insurance scheme is revised in line with the principle of equal treatment for men and women, the Government wishes to avoid any increase in costs. To this end, increases granted to households will depend on the income of the spouse. In the same spirit an interim regulation (pending the definitive reform) will lead to remove the regulation according to which unemployment assistance is reserved for male or female workers with a dependent spouse.

A reform of the sickness insurance scheme is likewise under consideration; this would involve doing away with voluntary insurance and insurance for the elderly. The insured persons would be taken over by the statutory insurance scheme (elderly persons and recipients of social benefits, including assistance benefits) or by private insurance schemes.

With effect from next year, elderly unemployed persons would receive, between their 50th birthday and retirement age (after their normal entitlement had run out) an allowance equivalent to the minimum wage, irrespective of their incomes.

United Kingdom

163. The main innovations derive from the Health and Social Security Act 1984. These are:

- the introduction of a new severe disability allowance to replace the non-contributory invalidity pension payable under the Social Security Act 1975 and the separate housewives non-contributory invalidity pension which was introduced in 1977. Persons who become incapable of work on or before their 20th birthday will qualify for this allowance on that basis alone. Those who become incapable of work later in life will qualify if they are 80% disabled;

- a married woman who qualifies for a retirement pension in her own right may, in certain circumstances, in future, qualify for an increase for a dependent husband providing she has been receiving an increase for him with sickness, invalidity or unemployment benefit immediately prior to his retirement;

- the Social Security Pensions Act 1975 is amended to enable regulations to be made permitting accrued rights under an occupational pension scheme to be transferred to another scheme;

- the Social Security Pensions Act 1975 is amended to prevent the revaluation of the statutory guaranteed minimum pension rights taking place by eroding other scheme benefits payable.

There have been a number of changes in the provisions relating to social contributions: the surcharge paid by employers was abolished with effect from October 1984 and with effect from April 1984 the Treasury supplement to the national insurance fund was reduced from 13 to 11%.

Social Security benefits were revalued by 5.1% and Supplementary Benefit (social assistance) by 4.7% in November.

At present a whole series of social benefits are under review by the Government.

Chapter IX
SAFETY AND HEALTH AT WORK

Trends within the Community

164. There was manifold evidence that the measures taken by the various Member States in the field of safety and health at work increasingly reflected the efforts being made at Community level to introduce a degree of uniformity into this area of legislation.

This has, for a considerable time, been particularly so as regards the handling of hazardous substances. In 1984 too, regulations were issued or prepared in all Member States, by which Community law - itself subject to constant amendment matching new developments in science and technology - has been incorporated into national legislations. These regulations concerned in particular the classification, packaging and labelling of a wide variety of hazardous substances and preparations, the determination of recommended levels at the workplace, and notification and inspection requirements; fuller and tighter regulations on precautions in the use of asbestos and lead are also being increasingly introduced.

The same can also be reported for the extensive field of machinery guarding in which the Commission has also been active for many years. The action taken at national level during the reporting year has to a very great extent anticipated and reflected the preliminary work on the package of 15 Directives on industrial safety legislation passed by the Council on 17 September 1984. In this package, regulations are harmonized covering, amongst other things, pressure gas cylinders, lifting and mechanical handlines, electrically operated lifts, construction plant and equipment and power levels for various machines and equipment. These are all areas to which priority has been given this year in the various Member States. Furthermore, initial steps have variously been taken towards establishing new regulations for professional divers, a field which is receiving detailed attention at Community level. Other major areas of work at national level include the handling of explosives and the transport of liquid gas.

It is worth noting that as a result of efforts to remove sex discrimination and to improve job opportunities for women, there are definite signs of a movement towards lifting those restrictions on the employment of women which do not serve directly to protect them (and in pregnancy, the foetus also) from hazards specific to their sex.

Measures such as the creation of new advisory committees and the tightening-up of supervision at both national and works level testify to the concern of Member States to ensure that regulations concerning safety at work are improved. The same concern is evidenced by the efforts being made by Member States to provide information and increase public awareness by means of national and local safety campaigns in many areas.

Development of the situation in the member countries

Belgium

165. In 1984, the general regulations on protection at work were supplemented and amended by only one Royal Decree, that of 12 July 1984 inserting paragraph VI in title III of these general regulations, entitled "Liquefied gases, loading and unloading of container lorries, rail tankers and tank containers" ("Gaz liquéfiés, chargement et déchargement de camions-citernes, de wagons-citernes et de conteneurs-citernes"). These provisions cover not only measures to be taken and instructions to be given to persons involved in the loading and unloading work but also specifications with which the hoses used must comply.

A Royal Decree of 15 December 1983 introduced amendments to the Royal Decree of 10 August 1978 on supplementary training for heads and deputy heads of plant departments responsible for safety industrial hygiene and the improvement of workplace conditions, extending the transitional measures applying to departmental heads and their deputies active in this field at the time when the 10 August 1978 Decree came into force, to, in certain cases, businesses other than those in which the head of department responsible for safety or his deputy was employed at the time when the Decree was issued on 10 August 1978.

The provisions of the Royal Decree of 2 September 1983 on lifting appliances, in particular those applying to lifts in place six months after the Decree was issued, have aroused widespread protest from the owners of such lifts. The Royal Decree of 12 December 1984 relaxed the provisions applying to lifts in place at 1 April 1984 and extended for this installations the deadline to apply the Royal Decree of 2 September 1983.

Work is continuing on amending and supplementary regulations on the protection of the population and workers against the dangers of ionizing radiation, along with work on the regulations governing dangerous substances and preparations.

1984 saw the launching of a national campaign for health and safety in education.

Denmark

166. The following statutory provisions must be added to those mentioned in last year's report. The Ministry of Labour Order of 6 October 1983 on safety training reduces the training requirements for members of safety committees for reasons of simplification and economy. The Labour Inspectorate Order of 1 November 1983 covers the design approval, construction and monitoring of road vehicle tanks; the Order of 11 November 1983 relates to the design approval and marking of power chain saws, as well as age restrictions and personal protective equipment for users of such appliances. The Inspectorate's Order of 28 November 1983 on water-soluble chromate in cement prohibits the use of cement and cement products containing chromate, with certain exceptions. The prohibitions have general applicability, that is to say they are not confined to the world of work.

Approximately 20 Orders are in the course of preparation, covering every aspect of occupational safety and health. Some of these are already at the consultation stage. They relate, among other things, to workplace design, personal protective equipment, the handling of dangerous substances, and requirements in respect of various types of machinery and appliances.

A major central campaign was begun during the year under review, aimed at ensuring that deliveries of dangerous substances are accompanied by instructions for use and that these instructions are observed. Local safety campaigns have related to various dangerous substances, ergonomics, noise, drainage work, welding and the activities of safety bodies.

Federal Republic of Germany

167. The Minister for Labour and Social Affairs has published a number of amendments and additions to safety regulations.

New regulations for pressure containers were issued concerning equipment, filling and installation and operation of particular components (31 October 1983); changes were also made to the Order on pressure containers by means of amendments to the directives 'Explanation of definitions' and 'Special Pressure Containers' (21 December 1983); the directives on inspection and processes were also amended (23 January 1984).

Revisions were made to the technical regulations for flammable fluids by means of directives on cathodic rust-proofing and through inspection regulations for installations (7 December 1983).

With regard to hazardous working substances additions were made to the recommended levels, regulations were issued for the storage of highly toxic substances in mobile containers ^(6 March) and special safeguards were laid down for the handling of hydrazine-solutions (3 April 1984); in addition the technical regulations entitled 'abrasives' and 'pyrolytic products from organic material' were issued (25 July 1984), the maximum levels at workplaces for 1984 were determined (16 August 1984) and the technical regulations on measurement and assessment of levels were revised (25 September 1984).

In view of adaptation to technical progress the technical regulations for steam boilers were revised, extended and elucidated (8 February, 13 April, 11 May 1984).

Additions to the directives on explosive-depots concerned the storage of certain explosive substances (27 July 1984).

The new draft law on working hours which is at present being discussed in both the Bundesrat and the Bundestag, confirms the ban of work by women total in underground mines, partly in coke over plants, blast furnaces, steel works and metal works; women who wish to be employed in the construction industry, however, will have to undergo a medical test.

Work was continued on the draft order 'Dangerous substances' ¹.

The programme of research into the humanization of working life and its practical implementation was continued especially with regard to health protection by prevention and limitation of occupational dangers, to human factors in new technologies applications and to a better practical implementation of the results of the research.

Grece

168. The law making the establishment and implementation of safety measures compulsory in building and other private technical projects ² was supplemented by the Ministerial Decree of 19 March 1984 on construction safety log books. This Decree stipulates how such log books are to be kept and by whom. Their purpose is to facilitate both supervision by the inspection authorities and in-house monitoring of safety conditions by firms themselves.

ILO Convention No 62 on safety regulations in the construction industry was ratified by the law of 18 April 1984.

Provisions governing occupational health and safety in the shipbuilding and ship repair industry were laid down in the Presidential Order of 15 May 1984.

Discussion of the draft law on occupational health and safety works committees is almost concluded; work was continued on the law on the participation of workers in planning working conditions.

Since the beginning of the reference year, a programme has been running in all districts on the inspection of workplaces by special committees comprising technical experts, doctors and social workers.

¹ Social Report 1983, point 156.

² Social Report 1983, point 157.

France

169. The Decree applying the occupational medicine section of the Labour Code to the overseas territories came into force on 21 December 1983; an Order issued on 21 January 1984 lays down new rules for the premises and equipment of occupational medical services.

Where dangerous substances and agents are concerned, three Orders containing the lists and the conditions for the labelling and packaging of dangerous substances (10 October 1983), of dangerous preparations solvents (11 October 1983) and of paints, varnishes, printing inks, glues and similar products (12 October 1983) gave effect to the corresponding EEC Directives under national legislation. A circular implementing the three Orders was issued on 2 January 1984 and the substances and preparations not included in these orders were covered by a circular on 4 July 1984. The circular of 15 July 1982 on maximum concentrations was supplemented by two others, dated 2 December 1983 and 10 May 1984, with a view to the introduction of EEC Directive 80-1107 of 27 November 1980, on the protection of workers from exposure to chemical, physical and biological agents at work.

Finally, a Decree of 28 September 1984 reconstituted the Supreme Council for the Prevention of Occupational Risks, a consultative body representing both sides of industry, to make its function more flexibly; it was also extended to include crafts.

Administrative measures include the reestablishment in 1983 and 1984 of the regional coordinating committees to liaise between the labour inspectorate and the regional health insurance funds in connection with monitoring and preventive work in undertakings and on sites.

The draft decree on the training of staff representatives on committees for health, safety and working conditions and those on ventilation and on hygiene at work are at the publication or authorization stage.

Draft decrees are in preparation in the following fields and in some cases the procedure is nearing completion:

Health and safety requirements for industrial radiography appliances using gamma radiation; a professional association for the prevention of hazards at work and the improvement of working conditions in building and public works; the handling of explosives; the protection of employees in undertakings using electric current; protection from the dangers of ionizing radiation; preventive measures in establishments where workers are exposed to benzene; the information which has to be included in the employer's general report on health, safety and working conditions.

There are also provisions, modifying the regulations on asbestos and lead and on divers working under pressures exceeding atmospheric pressure.

The Ministry of Labour has organized an information campaign in the regions for the manufacturers of machinery and their professional organizations to ensure that they are aware of the regulations on built-in safety in the design of machinery and appliances.

Ireland

170. The preparatory work described in the previous report ¹ has been continued and in some cases is nearing completion. Proposed draft regulations are in hands for worker safety protection in relation to dangerously flammable liquids, transport and hoists and hoistways (Exemption Order).

The report of the Commission of Inquiry on Safety, Health and Welfare at Work² was published on February, 1984. The Report comprises a very comprehensive and wide-ranging review of a wide spectrum of safety and health at work in Ireland and contains over 70 main recommendations. The central thrust of the Report relates to three areas: a new framework Act for the protection of all workers including the self employed; a new National Authority with responsibility for the safety and health of all workers; a massive and sustained exercise of training, education and information at every level. The Report is being studied by the Department of Labour with a view to formulating

1 Social Report 1983, point 159.

2 Social Report 1983, point 215.

proposals for legislative change and for submission of those proposals to the Government.

Italy

171. Pursuant to the Ministerial Decree of 1 February 1984, the Institute for Accident Prevention and Safety at Work¹ was divided into five centralized departments (occupational hygiene, occupational health, technical safeguards, production and environmental protection and licencing).

The tasks allotted to the Institute by the Ministerial Decree of 4 February 1984 are the following : the inspection and approval of plans to install passenger lifts in public and private buildings and the approval of commissioning; the inspection of heating systems using low-pressure boilers. The subsequent regular inspection of such systems is assigned to the local health authorities.

While also taking account of the provisions of EEC Directive 501/82, the Ministerial Decree of 2 August 1984 lays down regulations concerning the drawing up of safety reports aimed at ensuring fire prevention in jobs involving the danger of serious accidents.

As a first step in the incorporation of the relevant Community regulations into national law, legislation is currently being prepared in the fields of noise protection, the handling of lead and the use of asbestos; preparations have also begun for the introduction of inspection procedures aimed at protecting workers against harmful substances.

Luxembourg

172. The Act on the classification, packaging and labelling of dangerous substances and two Grand-Ducal implementing Decrees were issued on 18 May 1984.

The new legislation unifies the various earlier regulations and incorporates the 6th amendment to EEC Directive 67/548 into national legislation. In particular, it requires the manufacturer to conduct a prior investigation

1 Istituto superiore per la prevenzione e la sicurezza del lavoro (ISPESL); Social Report 1983; point 160.

into any possible hazards and to advise the competent authorities of the result. The first Decree specifies the persons responsible for the investigation and determination of infringements in this area and the second sets up an interministerial committee to analyse the reports received.

The work outlined in the previous report¹ continued.

The Netherlands

173. The Royal Decree amending the Decree on the transport of dangerous substances, bringing the provisions on the classification, packaging and labelling of dangerous substances in this field into line with EEC Directives, came into force on 16 February 1984.

The draft implementing regulations on the application of the Working Conditions Act in the public services and the armed forces have already been passed by the Government. In addition to the section of the Working Conditions Act which is already in force², it is also planned to bring into force in the near future provisions on companies' health and safety policies, training in general safety and safety at individual workplaces, protective clothing and equipment, employers' obligations and annual reports by companies. The Economic and Social Council has given its opinion on a proposal for reducing noise at the workplace and on the draft provisions aimed at restricting hazards from dangerous substances at the workplace and establishing the power to require manufacturers and suppliers to carry out certain tests on dangerous substances.

1 Social Report 1983; point 161.

2 Social Report 1981, point 218; 1982, point 240; 1983, point 162.

It is also discussing a draft decree on safety to regulate the protection given to employees in sectors which have previously not been covered (e.g. shops and offices, hospitals and hotels and restaurants). Parliament is also debating an amendment to the Labour Law of 1919, designed to remove the ban on night work by women.

Finally, new regulations are being prepared to protect employees who work with lead and asbestos. In implementation of the Working Conditions Act, regulations are being prepared to protect the health and safety of professional divers; these provisions are intended to take account of international regulations and in particular to regulate training. In addition, preliminary work has been started on the introduction of certificates of competency for mobile crane drivers and pile driver operators, and on measures to ratify the International Convention on Safe Containers.

United Kingdom

174. The Health and Safety Commission (HSC) continued its policy of establishing comprehensive regulations, codes of practice and guidance on all matters relating to health and safety at work, both within the framework provided by the Health and Safety at Work etc. Act 1974, and, as from January 1984, under the Gas Act 1972. Regulations which came into force during the year include the Agricultural (Tractor Cabs) (Amendment) Regulations implementing Directives 79/622/EEC, 77/536/EEC and 77/311/EEC and the Classification Packaging and Labelling of Dangerous Substances Regulations implementing various Directives concerned with the classification, packaging and labelling of dangerous substances, solvents, paints and pesticides. Other regulations were also made dealing with fees charged for approvals and medical examinations, with metrication, with the use of poisonous substances in agriculture, and, under the Gas Act 1972, with the safe use of gas installations.

Action continues to establish HSC Industry Advisory Committees (IAC's) for the Mining Industry and the Cotton and Allied Fibres Textile Industry, and approval has been given for the setting up of an IAC for the Wool Textile and Carpet Industry. The HSC also has advisory committees on specific topics where

appropriate. The Advisory Committee on Genetic Manipulation met for the first time in May 1984 and discussions are taking place to establish an Advisory Committee on the Transport of Radioactive Materials.

The HSC issued consultative documents (CD's) containing proposals for the control of substances hazardous to health, for electricity at work, for the examination, testing and certification of tank containers used for the conveyance of dangerous substances by road, and for the control of pressure systems and transportable gas containers. A CD proposing regulations to prohibit the use of certain types of asbestos was published to implement Article 5 of Directive 83/477/EEC, and another CD containing amendments to the existing approved code of practice on the control of lead at the workplace is expected to complete implementation of Directive 82/805/EEC.

A revised Guidance Note, containing stricter control limits for all types of asbestos, as agreed by the HSC in 1983, was published in July 1984. The new control limits, which came into force in August 1984, will be incorporated into comprehensive regulations controlling asbestos at the workplace, which are at present undergoing consultation. The HSC also issued a Guidance Note on occupational exposure limits to airborne substances hazardous to health in workplaces.

Chapter X

HEALTH PROTECTION

Radiation protection legislation

175. In 1984, the Member States again continued the procedures for the application of the Council Directive of 15 July 1980 amending the Directives fixing the basic standards for the protection of the population and workers against the risks of ionizing radiation (80/836/Euratom)¹.

Following publication of Council Directive 84/467/Euratom² amending both this Directive and the Directive of 3 September 1984 laying down basic measures for the radiation protection of persons undergoing medical examination or treatment (84/466/Euratom)², further transposition procedures concerned with radiation protection in the Member States are expected.

During the period under consideration, the Commission issued statements on the draft provisions of Greece and the Netherlands in accordance with Article 33, paragraph 4 of the Euratom Treaty. It is intended in each case that the provisions of the Directive of 15 July 1980 should be incorporated into a comprehensive regulation on radiation protection.

During the year, the following provisions were laid down in the Member States in the field of radiation protection, by legislation, regulation or administrative action :

Denmark

Order concerning industrial X-ray installations, etc. no 307 of 24 May.

Order concerning industrial radiography installations, etc. no 308 of 24th May.

France

Circular of 23 July 1984 on installations classified for the protection of the environment (Official Journal of the French Republic N.C. 7775 of 25 August 1984).

1 OJ L 246 of 17.9.1980.

2 OJ L 265 of 5.10.1984.

United Kingdom

The "Nuclear Installations Order" 1983, no 1983/189 - 193 was passed, governing the regional application in various areas of the non-European territories of the United Kingdom of the Nuclear Installation Act 1965 and the Energy Act 1983.

Radiation protection measuring techniques

176. In Denmark two types of TLD dosimeters for measuring beta radiation are being developed.

In the Federal Republic of Germany special technical standards have been set for the manipulation of sealed sources, scintigraphy of incorporated radionuclides for medical purposes, film dosimetry, etc. New bases for calculating the whole-body dose have also been proposed.

In France studies have been made of the levels to which medical personnel are exposed.

In Ireland work has started on a survey of the presence of radon in spring water.

In Italy work has begun on a programme to standardize systems of individual dosimetry and a study has been launched on the measurement of exposure through inhalation.

In Luxembourg a computerized dosimeter department using TLD dosimeters has been established.

In the Netherlands work has continued on the development of a personal neutron dosimeter. Other studies have started on a centralized system for measuring dose rates inside and in the vicinity of a reactor, ionization chambers to study dose distributions, a measuring device for radon emitted from materials and from the ground, and an automatic system for measuring radon and its daughter products in the air.

In the United Kingdom studies have begun on the design of new instruments based on the new orders of magnitude, TLD detectors for body extremity dosimetry and neutron trace dosimeters. It is planned to increase measurements of actinides at nuclear sites. Progress has been made in the measurement of exposure in medicine and dentistry.

Radon measurement in mines

In Belgium, the Federal Republic of Germany, France, Italy and the United Kingdom, the Commission of the European Communities is continuing to lend its support to measurements of the concentration of radon and daughter products in non-uranium mines.

The results of surveys will be assessed jointly with representatives of the authorities responsible for health and safety in mines.

Monitoring of radioactivity in the environment

177. Monitoring of the radioactive contamination of the environment is carried out in fulfilment of the requirements laid down by Article 36 of the Euratom Treaty.

In all Member States the radioactivity present in the environment (air, water, fallout, food chain) is measured as appropriate, in representative samples. The results of the analyses are sent to the Commission, using a simplified model. The measurements carried out show no significant departure from those of previous years.

Nevertheless, the Commission's attention has recently been drawn to the significant part in the "natural" exposure of the general public played by the inhalation of radon and its daughter products in dwellings. A research programme has been established to obtain confirmation of this exposure and to compare the levels measured on the basis of an identical methodology and comparable parameters.

The results available are still little more than fragmentary and there are difficulties of interpretation. The latter are due to:

- the differences in the levels observed in various regions of different countries;
- the presence of building materials containing radioactive substances which reinforce emissions from the ground;
- or various factors such as insulation, ventilation, climate, type of dwelling, etc.

In Belgium a programme has been set up to measure radiation from natural sources and to make comparisons between the detectors used.

In the Federal Republic of Germany air analyses have been carried out in some 5 000 laboratories. The average level found was 42 Bq m^{-3} , which corresponds to exposure of the order of 0.7 to 1 mSv.

In Denmark techniques have been developed for measuring radon and gamma radiation in dwellings.

In France radon and its daughter products have been measured in a small number of dwellings (approximately 160). The average levels were 37 Bq m^{-3} , which corresponds to an annual exposure of 0.7 mSv.

In Ireland measurements have been taken in approximately 93 dwellings. Dose rates varied between $0.06 \mu\text{Sv/h}$ and $0.18 \mu\text{Sv/h}$.

In Italy analyses of air samples have been carried out in 800 dwellings in major towns. The levels found were between 0.6 and $0.23 \mu\text{Sv/h}$. In Milan, the levels measured for radon-222 and radon daughter products were 21 to 46.3 Bq m^{-3} , and 12.2 to 42.5 Bq m^{-3} , respectively.

In Luxembourg a programme has been set up to measure exposure from both natural and artificial sources.

In the Netherlands the absorbed dose was calculated on the basis of air samples taken in 1 000 dwellings, with levels of the order of $0.03 \mu\text{Sv/h}$.

In the United Kingdom measurements have been taken in a sample of 2000 dwellings, and a survey to determine regional variations is also under way. Annual per capita exposure is of the order of 0.6 mSv. The following general conclusions can be drawn from these different data :

- the exposure is significant, because in itself it accounts for a major part of natural exposure and because it is of the order of 1 to 2 mSv per year;
- it varies greatly from one region to another;
- it is sometimes difficult to measure in isolation, since it is combined with exposure due to the presence of building materials either containing radioactive substances in natural form (granite) or manufactured using physico-chemical methods which concentrate radioactivity in the constituent products used in construction;
- it is in general below the annual limits laid down for members of the public. However, the great differences in dose rates, depending on site, geology and dwelling design, suggest that "critical dwellings" do exist in which the annual exposure limits for members of the public could be reached or even exceeded.

Radioactive effluents

178. 1) Plans for the disposal of radioactive waste

Under Article 37 of the Euratom Treaty, the Commission is required to deliver an opinion on the risk of contamination of neighbouring Member States inherent in any plan for the disposal of radioactive waste.

The Commission examined the following plans in 1984:

Federal Republic of Germany:

THTR	:	nuclear power station
Gundremmingen II	:	nuclear power station
Grohnde	:	nuclear power station
Philippsburg II	:	nuclear power station
Gronau	:	uranium enrichment plant
Gorleben	:	low-level waste and nuclear fuel store.

France:

Gravelines V and VI : nuclear power station.

In addition, the Commission received, for information purposes, the preliminary general data relating to the following plants:

Federal Republic of Germany:

Isar II : nuclear power station.

United Kingdom:

Thorp : fuel reprocessing plant.

2) Radioactive effluent discharges

A report was published on discharges of radioactive effluents from nuclear power stations and reprocessing plants from 1978 to 1982. In general, the maximum doses received by the populations of the Member States during this period amounted to only a tiny fraction of the dose limits laid down by the Community basic safety standards.

3) Nuclear waste reprocessing

Since it became apparent that there is a need to establish at Community level radiological criteria for the recycling of radioactive waste from decommissioned nuclear installations, the Article 31 (Euratom) Group of Experts has set up a Working Party to prepare proposals and the first results should be available in 1985.

4) Radioactivity in the water of the Meuse

Given that the Meuse is an international river which receives radioactive waste from three countries and at the same time supplies drinking water to several million persons in Belgium and the Netherlands, the Commission has formed a group of experts to examine the overall radiological impact on the populations exposed to these discharges. A first report by the group will be published shortly.

Health educationDrug abuse

179. Despite the unremitting efforts made by national and international organizations, there was little alleviation of the drugs problem in 1984. The following general trends have become apparent:

- in the years 1983/1984, the consumption of soft and hard drugs in harmful quantities continued to rise in most of the Member States, in spite of increased efforts in the area of prevention (including both measures to inform the public and educate specific groups and more strenuous efforts to suppress drug abuse). Only in a few countries and/or regions has the situation remained stable;
- field observations and individual analyses have revealed the failure of attempts to halt the process of multiple drug addiction. One of the striking features was and is not only the correlation found between the misuse of legal and illegal drugs but also an increase in the simultaneous consumption of several illegal drugs (e.g. heroin mixed with cocaine);
- violence and crime are becoming increasingly common among the drug fraternity;
- the repressive measures taken speeded up the process of fragmentation (splitting up into small groups outside the large cities) and made the work of prosecuting agencies considerably more difficult;
- the measures taken to combat the trend, observed over the past few years, towards younger people becoming involved in drug-taking were of limited effectiveness.

On the qualitative side, the main observations to be made are as follows:

- there are still very few coherent strategies to combat the problems associated with illegal and legal drugs;
- too few preventive measures are taken both in and outside schools, while the measures taken in the areas of further education and training remain inadequate. This applies, for example, to doctors, psychologists and educationalists;

- the exchange of information at national and international level still needs to be improved;
- in view of the complex nature of the problems faced, only slight progress has been made as regards coordination and cooperation in the scientific field to increase the effectiveness of therapeutic and preventive work;
- evaluation research, which along with the improvement of information exchange is one of the most important preconditions for progress in dealing with the many-sided problem of addiction, began in a few Member States in a rudimentary form only. Initial results indicate that there are considerable quantitative and qualitative gaps and shortcomings in the range of treatment available. In addition, efforts to reduce the resistance to treatment encountered in some Member States - as many as 98 % of addicts in some regions refuse treatment - were unsuccessful;
- owing to gaps and/or shortcomings in institutional health care, follow-up treatment for former drug addicts is not made available in the same way as it is to alcoholics, for whom there is a wide network of self-help organizations in all the EEC Member States.

C. STATISTICAL APPENDIX

- I - Population
- II - Education
- III - Employment
- IV - Unemployment
- V - Industrial relations - Working conditions
- VI - Incomes, wages, labour costs
- VII - Standard of living
- VIII - Social protection

I. Population

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-	
1. Total population												
a) 1.000 - annual average or 30 June												
1960	9119	4581	55433	8327	43684	2832	90198	315	11487	52559	24053	
1970	9638	4929	60651	8793	50772	2950	53661	340	13039	55522	26029	
1980	9847	5123	61566	9643	53714	3401	56476	365	14150	56360	27058	
1981	9852	5122	61682	9729	53966	3443	56503	366	14247	56348	27125	
1982	9856	5118	61638	9790	54430	3483	56640	366	14313	56335	27196	
1983	9856	5114	61423	9848	54652	3508	56836	366	14367	56377	27234	
b) Average annual increase as %												
1960/70	0,6	0,7	0,9	0,5	1,1	0,4	0,7	0,8	1,3	0,5	0,	
1970/80	0,2	0,4	0,1	0,9	0,6	1,4	0,6	0,7	0,8	0,1	0,	
1980/81	0,1	-0,0	0,2	0,9	0,5	1,2	0,2	0,1	0,7	0,0	0,	
1981/82	0,0	-0,1	-0,1	0,6	0,9	1,2	0,2	0,0	0,5	0,0	0,	
1982/83	0,0	-0,1	-0,3	0,6	0,4	0,7	0,3	0,0	0,4	0,1	0,	
c) By age groups (end of the year) as %												
0-14 years	1960	23,7	24,9	21,6	26,1	26,5	31,1	24,5	21,4	30,0	23,3	24,
	1970	23,6	23,1	23,1	24,6	24,7	31,2	24,4	22,0	27,2	24,0	24,
	1980	20,0	20,6	18,2	22,6	22,2	30,4	21,7	18,6	22,3	20,9	21,
	1983	19,6	19,2	16,2	21,6	21,9	30,0	21,4	18,0	20,7	19,8	20,
15-64 years	1960	64,3	64,4	67,5	65,8	61,9	57,7	66,0	67,8	61,0	65,0	64,
	1970	63,0	64,5	63,6	64,3	62,4	57,7	65,0	65,4	62,6	63,2	63,
	1980	65,6	65,0	66,3	64,3	63,9	58,9	64,8	67,8	66,2	64,1	64,
	1983	66,3	66,0	69,0	65,1	64,8	59,4	65,0	68,8	67,6	65,3	65,
65 years and over	1960	12,0	10,7	10,9	8,1	11,6	11,2	9,5	10,8	9,0	11,7	10,
	1970	13,4	12,4	13,3	11,1	12,9	11,1	10,6	12,6	10,2	12,8	12,
	1980	14,4	14,5	15,5	13,1	13,9	10,7	13,5	13,6	11,5	14,9	14,
	1983	19,1	14,8	14,8	13,3	13,4	10,6	13,6	13,4	11,8	14,9	14,
2. Components of population changes												
a) Birth rate (live births per 1000 inhabitants)												
1960	17,0	16,6	17,4	18,9	17,9	21,5	17,9	15,9	20,8	17,5	18,	
1970	14,8	14,4	13,4	16,5	16,8	21,9	16,5	13,0	18,3	16,3	15,	
1980	12,7	11,2	10,1	15,4	14,9	21,8	11,3	11,4	12,8	13,5	12,	
1981	12,6	10,4	10,1	14,5	14,9	21,0	11,0	12,0	12,5	13,0	12,	
1982	12,2	10,3	10,1	14,0	14,6	20,4	10,9	11,8	12,0	12,8	12,	
1983	11,9	9,9	9,7	13,5	13,7	19,0	10,6	11,4	11,8	12,8	11,	
b) Death rate (deaths per 1000 inhabitants)												
1960	12,5	9,5	11,6	7,3	11,4	11,5	9,4	11,8	7,6	11,5	10,8	
1970	12,3	9,8	12,1	8,4	10,7	11,4	9,6	12,2	8,4	11,8	10,9	
1980	11,5	10,9	11,6	9,0	10,2	9,8	9,7	11,3	8,1	11,8	10,6	
1981	11,2	11,0	11,7	8,9	10,3	9,4	9,6	11,2	8,1	11,7	10,6	
1982	11,1	10,8	11,6	8,8	10,0	9,4	9,4	11,3	8,2	11,8	10,5	
1983	11,3	11,2	11,7	9,2	10,2	9,6	9,9	11,3	8,2	11,7	10,7	

I. Population - continued

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
	2. Components of population changes										
	c) Net migration (per 1000 inhabitants)										
1960	+ 0,9	+ 0,7	+ 6,1	- 3,7	+ 3,1	- 14,8	- 1,9	+ 1,7	- 1,1	+ 1,7	+ 1,6
1970	+ 0,4	+ 2,4	+ 9,2	- 5,3	+ 3,5	- 1,2	- 0,9	+ 3,1	+ 2,6	- 1,5	+ 2,4
1980	- 0,4	+ 0,1	+ 5,1	+ 5,2	+ 0,0	- 0,4	+ 1,4	+ 3,7	+ 3,7	- 0,9	+ 1,5
1981	- 0,7	- 0,4	+ 2,5	+ 0,7	+ 0,0	+ 0,1	+ 0,4	+ 0,8	+ 1,2	- 0,3	+ 0,4
1982	- 0,5	- 0,0	- 1,2	+ 0,8	+ 0,0	- 2,7	+ 0,4	- 0,1	+ 0,2	- 0,9	+ 0,4
1983	- 0,8	+ 0,3	- 1,9	+ 0,9	+ 0,0	+ 0,4	+ 0,1	...

Source : EUROSTAT

II. Education

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Compulsory education											
a) Minimum age											
1960	6	7	6	7	6	6	6	6	6	5	5-7
1970	6	7	6	7	6	6	6	6	6	5	5-7
1980/82	6	7	6	5½-6	6	6	6	6	6	5	5-7
1983/84	6	7	6	5½-6	6	6	6	6	6	5	5-7
b) School-leaving age											
1960	14	14	14	13	14	14	14	13	14	15	13-15
1970	14	14	14/15	13	16	14	14	15	14	15	13-16
1980/82	14	16	15	14½-15	16	15	14	15	15/16	16	14-16
1983/84	16/18 ¹	16	15	14½-15	16	15	14	15	15/16	16	14-18
2. Numbers of pupils ² and students											
a) 1.000											
1960/61	1.503	.	7.222	.	8.469	.	6.961	40	2.303	.	.
1970/71	1.902	930	9.866	1.560	10.183	634	9.449	54	2.719	10.515	47.8
1980/81	1.904	1.040	10.912	1.764	11.059	773	10.782	51	3.104	10.928	52.31
1981/82	1.887	1.037	10.742	...	11.246	785	10.675	50	3.071	11.022	52.25
1982/83	1.852	1.039	10.467	...	10.892	796	10.445	49	3.040	10.476	50.82
b) Pupils and students as % of the population											
1960/61	16,4	.	12,9	.	12,4	.	13,8	12,7	19,9	.	.
1970/71	19,7	18,8	16,2	17,7	20,0	21,4	17,6	15,7	20,7	19,0	18,3
1980/81	19,3	20,3	17,7	18,2	20,6	22,5	18,9	13,9	21,8	19,4	19,3
1982/83	18,8	20,3	17,0	...	20,1	22,7	18,2	13,4	21,2	18,6	18,7
c) Pupils and students by level of education as %											
<u>First level</u>											
1965/66	57,5	49,3	45,6	.	60,3	72,6	56,9	.	60,1	56,9	55,8
1970/71	54,8	48,9	41,4	58,9	50,5	63,0	52,2	60,1	56,3	55,6	51,0
1980/81	45,1	41,8	26,4	51,2	44,4	55,7	41,1	51,0	46,0	45,4	40,7
1982/83	43,9	41,6	24,2	...	41,0	54,2	39,0	48,8	41,8	43,1	38,3
<u>Second level</u>											
1965/66	37,6	44,1	47,9	.	35,2	24,1	38,0	.	35,0	39,7	39,4
1970/71	38,6	41,0	51,8	35,6	41,9	32,9	40,6	39,0	37,2	40,0	42,5
1980/81	44,6	47,9	62,6	42,0	46,3	38,9	49,3	47,4	45,0	49,7	50,7
1982/83	45,0	47,7	62,5	...	48,2	39,8	51,0	49,4	48,4	51,5	51,9
<u>Third level</u>											
1965/66	- 4,9	6,7	6,5	.	4,5	3,3	5,1	.	4,9	3,3	4,8
1970/71	6,6	10,1	6,8	5,5	7,5	4,1	7,3	0,9	6,5	4,3	6,5
1980/81	10,3	10,2	11,0	6,8	9,2	5,4	9,6	1,6	9,0	4,9	8,6
1982/83	11,1	10,7	13,3	...	10,8	6,0	10,0	1,8	9,7	5,4	9,8

1 From 1984, at least participation in part-time education.

2 Excluding nursery schools.

3 Estimates EUROSTAT.

4 Excluding Greece and Luxembourg.

Source : EUROSTAT

III. Employment

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Working population											
a) 1.000 - annual average											
1960	3.598	2.085*	26.517	3.601	19.792	1.118	22.042	133*	4.232*	24.508	107.626*
1970	3.824	2.380	26.817	3.430*	21.430	1.118	20.886	140	4.795*	25.308	110.128*
1980	4.156	2.662	27.191	3.636*	23.147	1.267	22.804	160	5.389	26.819	117.211*
1981	4.173	2.671	27.372	3.863*	23.240	1.272	23.100	160	5.547	26.718	118.116*
1982	4.197	2.694	27.465	3.892*	23.427	1.296	23.188	161	5.696	26.757	118.773*
1983	4.213	2.728	27.445	3.993*	23.306	1.309	23.406	161	5.814	26.776	119.151*
b) Activity rates (working population as % of total population)											
1960	39,3	45,3*	47,7	43,2*	43,3	39,3	44,4	42,2*	36,8*	46,8	44,6
1970	39,7	48,3	44,2	39,0*	42,2	37,9	39,1	41,3	37,3*	45,6	42,3
1980	42,2	52,0	44,2	37,7*	43,1	36,6	40,2	43,8	38,1	47,6	43,3
1981	42,4	52,2	44,4	39,7*	43,1	36,9	40,6	43,9	38,9	47,4	43,5
1982	42,6	52,6	44,6	39,8*	43,0	37,2	40,7	44,0	39,8	47,5	43,7
1983	42,8	53,3	44,7	40,5*	42,6	37,3	41,0	44,0	40,5	47,5	43,7
2. Employment											
a) Total employment (1.000) - annual average											
1960	3.481	2.034*	26.246	3.514	19.553	1.055	20.827	132*	4.182*	24.182	105.226*
1970	3.698	2.363	26.668	3.294*	20.920	1.053	19.775	140	4.708*	24.753	107.372*
1980	3.797	2.489	26.302	3.541*	21.695	1.136	21.107	159	5.081	25.306	110.633*
1981	3.721	2.455	26.100	3.714*	21.546	1.146	21.187	159	5.113	24.325	109.464*
1982	3.670	2.461	25.632	3.676*	21.564	1.148	21.120	159	5.094	23.987	108.510*
1983	3.632	2.476	25.187	3.693*	21.442	1.125	21.128	159	5.038	23.792	107.672*
b) Female employment as % of total employment											
1960	30,4	29,8*	37,1	34,0*	32,7*	26,3*	30,1	25,2*	22,0*	32,8	33,0*
1970	31,9	38,6	35,9	26,4*	34,3	26,7	27,5	26,0*	25,7*	35,8	33,2*
1980	35,1	44,0	37,4	28,1*	37,1	28,8	31,3	30,5*	30,0	39,8	36,0*
1981	35,6	44,9	37,6	29,8*	37,4	29,4	31,2	31,3*	29,5	40,1	36,2*
1982	36,1	44,9	37,8	29,2*	37,8	30,1	31,6	32,5*	32,0	40,6	36,7*
1983	36,5	45,6	38,0	31,0*	38,2	30,8	31,9	32,9*	32,9	41,1	37,1*
c) Total employment by sectors as %											
Agriculture, fishery											
1960	8,6	17,6*	13,6	57*	21,4	37,0	31,7	16,6*	11,2*	4,7*	18,2*
1970	4,6	11,3	8,5	38,8*	13,5	26,9	19,6	9,3	6,1*	3,2	11,2*
1980	2,9	8,0	5,5	28,7*	8,5	18,1	13,9	5,5	4,8	2,5	7,8*
1983	2,9	8,4	5,4	28,5*	7,9	16,8	12,0	4,7	4,9	2,6	7,5*
Industry											
1960	46,3	35,6*	47,7	18*	37,4	23,5	33,0	44,8*	41,0*	46,3*	41,0*
1970	41,6	37,1	48,4	23,8*	38,6	29,6	38,4	43,9	38,1*	44,1	41,8*
1980	33,6	28,6	43,3	28,7*	35,0	32,1	36,8	37,9	30,7	37,3	37,2*
1983	30,5	25,8	41,1	27,2*	33,0	29,4	35,1	35,6	27,2	33,2	34,6*
Services											
1960	45,1	46,8*	38,7	25*	41,2	39,5	35,3	38,6*	47,8*	49,0*	40,8*
1970	53,8	51,7	43,1	37,4*	47,9	43,5	42,0	46,6	55,7*	52,7	47,0*
1980	63,4	63,4	51,3	42,6*	56,5	49,8	49,3	56,6	64,4	60,2	55,0*
1983	66,6	65,7	53,5	44,4*	59,1	53,8	52,9	59,7	67,8	64,2	57,9*

* Estimates

Source: EUROSTAT

III. Employment - continued

Year	D	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
3. Employees in employment											
a) Total (1000) - annual average											
1960	2.579	1.580	20.256	1.130*	13.844	643	12.252	95*	3.296*	22.417	78.092*
1970	3.069	1.885	22.246	1.500*	16.457	725	13.368	113	4.045*	22.851	86.260*
1980	3.174	2.097	22.986	1.853*	18.101	874	15.240	137	4.470	23.295	92.227*
1981	3.100	2.084	22.849	1.854*	17.989	877	15.262	138	4.482	22.205	90.840*
1982	3.050	2.106	22.395	1.899*	18.050	872	15.242	139	4.443	21.797	89.992*
1983	3.006	2.099	21.962	1.882*	17.984	850	15.095	139	4.434	21.532	88.983*
b) As % of total employment											
1960	74,1	76,9*	77,2	32,2*	70,8	61,0	58,8	71,4*	78,8*	92,7	74,2*
1970	81,2	79,8	83,4	45,5*	78,7	68,9	67,6	80,4	85,9*	92,3	80,3*
1980	83,6	84,3	87,4	52,3*	83,4	75,6	72,2	86,3	88,0	92,1	83,4*
1981	83,3	84,9	87,5	50,7*	83,5	76,5	72,0	86,8	87,7	91,3	83,0*
1982	83,1	85,6	87,4	51,7*	83,7	76,0	72,2	87,3	87,2	90,9	82,9*
1983	82,8	84,8	87,2	51,0*	83,9	75,6	71,4	87,4	88,0	90,5	82,7*
4. Employees in the iron and steel industry (ECSC)											
a) 1.000 - end of the year											
1973	62,4	2,7	228,4	.	151,7	0,8	89,7	23,2	23,3	196,2	778,4
1979	48,7	2,8	204,8	.	120,6	0,7	98,7	16,4	21,2	156,6	670,4
1980	45,2	2,2	197,4	.	104,9	0,7	99,5	14,9	21,0	112,1	598,0
1981	44,1	1,7	186,7	.	97,3	0,7	95,7	13,4	20,9	88,2	548,8
1982	41,7	1,6	175,9	.	95,2	0,6	91,5	12,4	20,2	74,5	513,6
1983	39,6	1,6	163,7	.	90,7	0,7	87,1	12,9	19,2	63,7	479,2
1984 ^P	37,4	1,6	152,2	.	85,3	0,7	75,7	12,9	18,8	61,7	446,3
b) Average annual increase (+) or decrease (-) as %											
1973/79	- 4,0	+ 0,6	- 1,8	.	- 3,8	- 2,2	+ 1,6	- 5,6	- 1,6	- 3,7	- 2,5
1979/80	- 7,2	-21,4	- 3,6	.	-13,0	-28,6	+ 0,9	- 9,2	- 0,9	-28,4	-10,8
1980/81	- 2,4	-22,7	- 5,4	.	- 7,2	-40,0	- 3,9	-10,1	- 0,5	-21,3	- 8,2
1981/82	- 5,4	- 5,9	- 5,8	.	- 2,2	-14,3	- 4,4	- 7,5	- 3,3	-15,5	- 6,4
1982/83	- 5,0	0,0	- 6,9	.	- 4,7	+16,7	- 4,8	+ 4,0	- 5,0	-14,5	- 6,7
1983/84 ^P	- 5,6	0,0	- 7,0	.	- 6,0	0,0	-13,1	0,0	- 2,1	- 3,1	- 6,9

* Estimates

1 EUR-9

Source : EUROSTAT

IV. Unemployment

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Registered unemployed											
a) 1.000 - annual average											
1960	128	31	271	87	131	53	1.546	0	29	393	2.669
1970	80*	25*	149	49	262	59	888	0	59*	612	2.183*
1980	369	176	889	37	1.451	102	1.776	1,1	325	1.591*	6.717*
1981	454	235	1.272	42	1.773	128	1.993	1,6	480	2.415*	8.793*
1982	535	253	1.833	50	2.008	157	2.379	2,0	655	2.792*	10.664*
1983	589	277	2.258	61	2.041	193	2.707	2,5	801	3.047	11.978
1984	595	272	2.266	70	2.310	214	2.954	2,7	822	3.160	12.665
1984	March										
	574	300	2.393	77	2.247	214	3.011	2,8	835	3.143	12.796
	June										
	546	245	2.113	54	2.148	211	2.914	2,3	816	3.030	12.078
	Sept.										
	631	254	2.143	50	2.416	212	2.901	2,6	821	3.284	12.715
	Dec.										
	605	266	2.325	108	2.525	225	3.073	2,8	797	3.219	13.146
b) Unemployment rates (unemployed as % of the civilian working population)											
1960	3,6	1,5	1,0	2,4	0,7	4,8	7,2	0,0	0,7	1,6	2,5
1970	2,2	1,0	0,6	1,5	1,3	5,3	4,4	0,0	1,0	2,5	2,0
1980	9,1	6,7	3,3	1,1	6,4	8,3	8,0	0,7	6,2	6,3	5,9
1981	11,1	8,9	4,7	1,2	7,8	10,2	8,8	1,0	8,8	9,2	7,6
1982	13,0	9,5	6,8	1,4*	8,8	12,2	10,5	1,3	11,7	10,6	9,2
1983	14,3	10,2	8,4	1,6*	9,0	14,9	11,9	1,5	14,0	11,5	10,3
1984	14,4	10,0	8,4	1,9*	10,2	16,5	12,9	1,7	14,4	11,9	10,9
1984	March										
	13,9	11,1	8,9	2,1*	9,8	16,5	13,2	1,7	14,6	11,9	11,0*
	June										
	13,2	9,1	7,8	1,5*	9,4	16,3	12,8	1,4	14,3	11,5	10,4*
	Sept.										
	15,3	9,4	8,0	1,3*	10,6	16,3	12,7	1,6	14,4	12,4	10,9*
	Dec.										
	14,7	9,8	8,6	2,8*	11,1	17,4	13,5	1,7	14,0	12,2	11,3*
2. Structure of unemployment											
a) Proportion of women among the unemployed as %											
1960	25,4	11,7	34,1	.	37,4	11,5	28,8	.	16,9	27,9	28,8*
1970	42,1	18,0	37,6	.	44,4	16,8	30,1	.	21,6	15,3	27,9*
1980	61,8	50,0	52,0	40,6	54,6	23,9	46,0	51,9	35,8	28,8	44,5
1981	56,9	45,7	48,7	39,7	51,5	23,5	47,7	46,8	33,3	27,9	42,4
1982	54,6	46,8	44,3	38,8	50,0	24,1	48,6	46,5	31,9	28,3	41,6
1983	53,5	49,7	43,6	39,8	49,0	25,0	48,1	46,0	31,3	29,1	41,3
1984	54,0	53,7	43,6	41,1	47,6	25,7	48,3	49,7	32,4	30,5	41,8
b) Proportion of young people ² among the unemployed as % - October											
1975	43,9*	.	28,6	.	47,7	.	.	.	36,5	.	.
1980	41,4*	30,9*	27,3	12,8	46,4	25,2	51,4	53,3	41,7	42,6*	42,8*
1981	41,4*	29,4*	29,8	13,7	46,9	27,5	54,0	51,8	42,9	43,1*	42,8*
1982	40,4	27,5*	30,3 ³	34,6	46,4	29,5	48,7	50,9	42,6	41,1	41,1*
1983	39,0	26,4*	29,2 ³	34,5	45,2	30,7	49,0	53,9	41,0	40,8	40,4*
1984	36,9	25,1	27,2 ³	...	44,9	30,9	48,6	50,9	39,8	39,9	40,2*

* Estimates

1 New statistical series.

2 Aged under 25 years.

3 September.

Source : EUROSTAT

V. Industrial relations - Working conditions

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Trade union membership * (Union members as % of all employees)											
1960	62	70	38	20/25	24	44	50/55	60	38	44	42
1970	66	72	38	25	23	50	50	55	36	46	41
1980/82	70/75	74/75	42/40	30/35	23	50/48	50/45	55/60	35/34	52/50	43/42
1983/84	70/75	75	40	35	23/22	48/47	45/40	60	33/32	50	41
2. Industrial disputes											
a) Average number of working days lost per year (1.000)											
1960/69	270	278	219	216*	(17.400)	420	13.993	-	69	3.555	36.420
1970/79	826	507	1.165	.	3.558	585	17.843	1,6	165	12.835	37.485
1980	217	192	128	2.617	1.674	412	13.514	0	54	11.964	30.772 ¹
1981	...	651	60	711	1.496	434	8.664	0	24	4.267	16.307 ²
1982	...	93	15	...	2.327	434	16.243	80	215	5.316	24.723 ²
1983	...	79	41	...	1.321	319	11.648	0	118	3.593	17.119 ²
b) Average number of working days lost per 1.000 employees											
1960/69	99	176	11	195*	(1.167)	607	1.137	-	21	154	472
1970/79	269	260	54	.	211	759	1.310	0	41	570	436
1980	70	90	6	1.570	95	480	920	0	13	521	343
1981	...	315	3	420	86	503	589	0	5	195	195
1982	...	45	1	...	133	506	1.108	579	50	248	300
1983	...	38	2	...	76	382	802	0	27	169	210
3. Hours of work per week											
a) Normal hours of work for industrial workers fixed by collective agreement											
1960	45-46	48	40-45	48	40 ³	44	46 ¹ -48	44-48	45-48	43-44	40-41
1970	42-44	42 ¹ -41 ³ / ₄	40-41	48	40 ³	41-42	42 ¹ -44	41-45	42 ¹ / ₂ -43 ³ / ₄	40-41	40-41
1980	37 ¹ / ₂ -40	40	40	43-44	40 ³	40	36-40	40	40	39-40	36-40
1981	- " -	40	40	42-43	40 ³	40	36-40	40	40	38-40	36-40
1982	- " -	40	40	41	39 ⁴	40	35-40	40	40	37 ¹ / ₂ -40	35-40
1983	36-40	40	40	40	39	40	35-40	40	38-40	35-40	35-40
1984	36-40	40	38-40	40	39	40	35-40	40	38-40	35-40	35-40
b) Hours of work offered to industrial workers - October											
1966	44,2	.	43,9	43,6 ⁵	47,3	.	44,6 ⁶	45,7	45,9	.	.
1970	42,7	.	44,1	44,6 ⁵	45,9	.	42,5	45,0	44,3	.	.
1980	35,7	.	41,6	39,0 ⁵	40,9	42,3	38,4	40,2	40,8	40,7	.
1981	35,9	.	41,3	39,0 ⁵	40,6	42,5	38,6	40,6	40,7	41,4	.
1982	34,9	.	40,0	37,8 ⁵	39,4	41,6	37,5	39,0	40,6	41,4	.
1983	35,1	.	41,0	...	39,0	41,0	...	41,5	40,6	41,8	.

* Estimates

1 Excluding Belgium.

2 Excluding Belgium and Greece.

3 Normal hours fixed by legislation.

4 From 1 February.

5 1967.

6 Hours paid for.

Sources : 1., 3.a) National collective agreements.
2., 3.b) EUROSTAT.

V - Industrial relations - Working conditions - continued

Year	D	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
4. Basic annual paid holidays for industrial workers fixed by collective agreements in days ¹ .											
1960	12	18	12 -18	6-12	18	12	12	8-18 ²	12*-15*	12	6-18
1970	18	18	16*-24	6-12	24	12 -18	12 -15	18-24	15*-18*	12-18	6-24
1980/81	24	26*-30	21*-30*	10-12 ³	24	17*-19	20*-24	25*	20*-24*	18-23	10-30
1982	24	26*-30	21*-30*	12-24 ³	30	17*-19	20*-24	25*	22*-25*	19-25	12-30
1983	24-25	26*-30	21*-31*	20-24	30	24	25	25*	26*	20-27	20-31
5. Public holidays paid for and not worked (fixed by legislation and laid down in collective agreements)											
1960	10	9 ¹ / ₂	10-13	6-7	4-7	6-7	17	10	7	6-7	4-17
1970	10	9 ¹ / ₂	10-13	6-7	8-10	6-7	17	10	7	6-7	6-17
1980/83	10	9 ¹ / ₂	10-13	6-7	11	7-8	10-11	10	7-8	8	6-13

1 Working days; where the data have been annotated*, it is question of days of work.

2 According to some works agreements.

3 After one year of service.

Sources : National legislation and collective agreements.

VI. Incomes, wages, Labour costs

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Gross domestic product per inhabitant at current prices and purchasing power parities											
1960	1.033	.	1.206	390	1.045	660	833	1.580	1.111	1.247	1.061
1970	2.379	2.733	2.627	1.170	2.456	1.449	2.063	3.155	2.465	2.369	2.345
1980	8.217	8.515	8.791	4.333	8.520	5.082	6.770	9.188	8.159	7.293	7.738
1981	8.871	9.234	9.595	4.671	9.290	5.625	7.392	9.702	8.767	7.882	8.414
1982	9.782	10.429	10.352	5.082	10.275	6.134	8.033	10.217	9.381	8.741	9.203
2. Average annual remuneration of employees											
a) Average annual rates of increase in nominal terms (%)											
1960/70	7,8	(10,3)	8,6	9,8	9,4	9,9	10,8	6,7	10,6	7,1	8,9
1970/80	12,0	11,5	8,5	18,3	13,8	18,1	18,5	10,5	11,0	16,1	13,2
1980/81	7,4	10,2	5,3	23,9	14,4	18,5	21,2	7,7	3,5	14,7	11,1
1981/82	7,7	10,8	4,4	27,3	13,5	11,7	17,1	6,3	5,7	9,3	9,4
b) Average annual rates of increase in real terms (%)											
1960/70	4,1	(4,2)	4,8	6,4	4,8	4,2	6,0	2,7	5,2	2,7	4,4
1970/80	4,6	1,7	3,2	4,0	4,0	3,9	3,2	3,9	3,1	1,9	3,1
1980/81	2,2	-0,6	1,2	3,5	2,2	0,7	2,4	-0,1	-2,2	2,3	1,7
1981/82	0,6	0,3	-0,3	4,4	0,9	-5,3	-0,3	0,5	0,1	0,6	0,4
3. Average gross hourly earnings of industrial workers											
a) Converted into current purchasing power standards											
October 1975	2,89	3,50	2,77	1,24 ¹	2,02	2,49	2,48	3,51	2,96	2,80	.
October 1980	5,42	5,87	4,96	2,67 ¹	3,78	4,38	4,49	5,84	4,95	4,25	.
October 1981	6,21	6,51	5,52	3,12 ¹	4,27	4,88	5,21	6,42	5,40	4,69	.
October 1982	6,64	6,94	5,96	3,72 ¹	4,63	5,25	5,58	6,49	5,94	5,18	.
b) Average annual rates of increase as %											
Oct. 75/ Oct 80	8,6	10,0	6,4	22,9	13,8	16,2	20,4	7,9	7,1	13,6	.
Oct. 80/ Oct 81	10,4	10,8	5,7	27,5	15,1	20,4	24,1	5,4	5,3	12,2	.
Oct. 81/ Oct 82	5,6	9,7	4,3	36,5	13,1	14,4	17,0	8,2	6,9	8,9	.
c) Development in real terms (indices, October 1975 = 100)											
October 1960	45	48	50	.	50	45	39	50	43	62	.
October 1970	72	75	87	80 ¹	76	72	71	79	75	83	.
October 1975	100	100	100	100	100	100	100	100	100	100	.
October 1980	112,4	94,7	112,5	127,0 ¹	114,9	107,6	114,7	111,1	105,5	99,1	.
October 1981	115,0	94,1	111,4	130,7 ¹	115,9	107,9	119,9	107,4	103,3	99,6	.
October 1982	110,6	93,4	110,7	149,1 ¹	119,8	105,5	119,8	105,2	105,4	101,4	.

¹ Manufacturing industries only.

Sources : EUROSTAT.

VI. Incomes, wages, labour costs - continued

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
	4. Labour costs in manufacturing industries										
	a) Average hourly costs in Ecus										
1975	9,89	5,74	9,73	.	4,69	2,66	4,26	9,93	6,46	2,99	4,64
1978	9,36	7,87	8,51	.	6,51	3,65	5,00	9,16	9,16	3,78	6,10
1981	12,16	9,54	10,96	3,83	9,82	5,99	7,34	10,29	10,77	7,32	9,12
	b) Country with the highest level = 100										
1975	91	89	89	.	73	41	66	92	100	46	.
1978	100	84	91	.	70	40	54	98	98	40	.
1981	100	78	90	31	81	49	60	85	89	60	.

Sources : EUROSTAT

VII. Standard of Living

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Dwellings											
a) Existing dwellings per 1.000 inhabitants - end of year											
1960	350	328	288	242	349	240	278	309	248	315	302
1970	372	353	341	280	376	244	319	332	295	346	331
1980	386	422	412	354	436	263	380*	383	343	382	394
1982	400 ¹	427	418 ¹	...	437	271	389 ¹	382 ¹	354	388 ¹	405*
b) Completed dwellings per 1.000 inhabitants											
1960	5,3	6,1	10,4	6,5 ²	7,0	2,1	5,8	6,0	7,3	5,8	7,1
1970	4,8 ²	10,3	7,8	13,0 ^{2,3}	9,3	4,6	7,0	5,2	9,1	6,6	7,8
1980	4,8 ²	5,9	6,3	20,2 ^{2,3}	7,3	8,1	4,5	5,6	8,1	4,5	6,9
1981	3,4 ²	4,2	6,0	11,1 ²	7,5	8,4	3,7	5,3	8,2	3,8	5,6
1982	2,9 ²	4,1	5,6	...	7,0	7,7	5,1	5,1	8,6	3,2	5,4
2. Durable consumption goods - end of year											
a) Passenger cars per 1.000 inhabitants											
1960	83	89	78	5	121	61	40	114	45	108	81
1970	213	218	230	26	254	133	190	278	195	210	212
1980	320	271	377	89	343	215	310	352	322	281	317
1981	325	267	385	94	349	226	330	366	324	303	325
1982	328	276	391	102	...	205	343	378	326	311	...
b) Television sets per 1.000 inhabitants											
1960	68	119	83	.	41	17	43	23	69	211	90
1970	217	274	275	19	216	149	181	208	237	294	237
1980	298	362	337	156	297	...	234	247	296	331	290
1981	300	364	348	160	305*	181	235	250	301	330	299*
c) Installed telephones per 1.000 inhabitants											
1960	125	234	108	21	95	57	77	163	88	156	108
1970	211	342	228	119	173	104	175	241	169	270	209
1980	366	641	464	290	460	190	337	361	346	496	427
1982	402	702	509	318	483*	226	383	380	370	513	460*
3. Consumer prices											
a) Index - 1975 = 100											
1960	50 ⁴	36	57	46	44	34	40	55 ⁴	43	37	.
1970	67 ⁴	64	74	56	66	54	58	71 ⁴	66	54	64
1980	136,0	164,0	122,0	212,6	164,5	193,2	215,7	134,2 ⁴	134,9	195,6	167,4
1981	146,5	183,3	129,2	264,7	186,5	232,6	257,8	145,1 ⁴	144,1	218,9	188,9
1982	159,2	201,9	136,1	320,1	208,9	272,5	300,2	158,6 ⁴	152,7	237,7	209,7
1983	171,4	215,8	140,9	385,8	228,5	300,3	344,3	172,4 ⁴	157,0	248,6	227,8
1984	182,3	229,4	144,2	456,4	246,1	326,9	381,5	182,1	161,8	260,9	244,2

VII. Standard of Living - continued

Year	D	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
	3. Consumer prices										
	b) Annual average rate of increase										
1960/70	3,0	5,9	2,7	2,1	4,0	4,8	3,9	2,6	4,5	4,0	.
1970/80	7,4	9,8	5,1	14,3	9,6	13,7	13,8	6,6	7,4	13,7	10,0
1980/81	7,6	11,7	5,9	24,5	13,4	20,4	19,5	8,1	6,8	11,9	12,8
1981/82	8,7	10,1	5,3	21,0	12,0	17,2	16,4	9,4	6,0	8,6	11,0
1982/83	7,7	6,9	2,9	20,5	9,4	10,2	14,7	8,7	2,8	4,6	8,5
1983/84	6,3	6,3	2,4	18,3	7,3	8,6	10,8	5,6	3,1	4,9	6,3

* Estimates

1 1981.

2 Buildings started.

3 1979.

4 Excluding rents and associated costs.

Source: : EUROSTAT

VIII. - Social protection

Year	B	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
1. Total social protection expenditure as a % of the gross domestic product											
1970	18,7	19,6	21,5	13,6 ¹	19,2	13,2	17,4	15,9	20,8	15,9	19,0 ³
1975	24,2	25,8	29,8	14,3 ²	22,9	19,7	22,6	22,3	28,1	19,4	24,7 ³
1980	28,1	28,7	28,5	...	25,9	21,0	22,8	25,9	30,4	21,4	25,8 ³
1981 ^p	30,0	30,1	29,4	...	27,4	21,9	25,3	27,8	31,4	23,4	27,2 ³
1982	31,4	30,3	29,4	...	28,5	23,8	25,8	28,9	33,3	23,0	27,6 ³
1983	31,9	30,2	28,9	...	28,8	24,6	27,3	29,3	34,0	23,7	28,0 ³
2. Social protection benefits											
a) Benefits per inhabitant at 1975 prices and purchasing power parities											
1970	670	790	860	.	720	300	510	750	770	590	680 ³
1975	1190	1190	1330	.	1000	500	760	1110	1200	820	1000 ³
1980	1280	1390	1520	.	1290	640	930	1450	1490	970	1200 ³
1981 ^p	1360	1410	1530	.	1350	660	1030	1530	1500	1030	1270 ³
1982 ^p	1360	1440	1510	.	1430	700	1050	1530
b) Benefits per function as %											
1970											
- Sickness	22,1	29,2	27,7	.	26,9	28,7	⁴ 26,3	17,2	29,8	26,3	.
- Invalidity, employment injuries	12,6	14,1	12,6	.	9,9	10,2	21,3	7,8	12,1	9,2	.
- Old age, survivors	40,6	36,3	45,6	.	41,1	36,9	34,8	63,0	40,4	46,9	.
- Maternity, family	20,0	14,1	0,2	.	16,8	17,1	12,9	11,5	14,0	10,8	.
- Unemployment, vocational training, placement	3,7	2,8	2,0	.	2,0	5,7	1,1	0,0	3,3	4,5	.
- Other	0,9	3,6	1,9	.	3,4	1,4	3,5	0,6	0,3	2,3	.
	100,0	100,0	100,0	.	100,0	100,0	100,0	100,0	100,0	100,0	.
1983^p											
- Sickness	21,9	23,5	27,0	.	24,9	29,0	22,5	22,8	25,6	20,3	.
- Invalidity, employment injuries	11,4	8,5	11,4	.	8,5	7,2	21,3	20,6	18,5	9,7	.
- Old age, survivors	39,1	34,7	43,5	.	40,8	31,8	45,1	44,0	31,5	42,4	.
- Maternity, family	10,4	10,4	7,4	.	11,3	12,1	7,6	9,2	8,4	12,0	.
- Unemployment, vocational training, placement	15,8	17,5	9,3	.	10,4	14,7	3,3	3,3	12,7	11,4	.
- Other	1,4	5,3	1,5	.	4,0	5,1	0,2	0,1	3,2	4,2	.
	100,0	100,0	100,0	.	100,0	100,0	100,0	100,0	100,0	100,0	.

p Provisional data

1 1969.

2 1977/78.

3 EUR 9.

4 Data from the 2nd European social budget.

VIII. Social protection - continued

Year	D	DK	DE	ELL	F	IRL	IT	LUX	NL	UK	EUR-10
	3. Receipts according to nature (%)										
1970							¹				
- Employers' contributions	51,0	11,2	47,1	.	59,2	19,3	54,9	36,0	43,3	33,6	.
- Contributions from protected persons	21,2	6,4	24,2	.	18,9	12,4	15,4	24,9	35,8	18,0	.
- Contributions from public funds	23,5	79,6	23,7	.	10,6	67,5	23,3	30,3	12,5	38,4	.
- Other	4,3	2,8	5,0	.	3,3	0,8	6,3	8,8	8,4	10,0	.
	100,0	100,0	100,0	.	100,0	100,0	100,0	100,0	100,0	100,0	.
1983											
- Employers' contributions	39,2	9,8	40,2	² 37,4	52,8	23,0	53,3	33,1	32,0	31,8	.
- Contributions from protected persons	16,8	3,6	29,6	37,3	23,6	12,5	13,9	25,6	36,3	15,9	.
- Contributions from public funds	39,8	81,9	26,8	21,7	20,5	63,3	30,6	32,8	18,3	43,4	.
- Other	4,2	4,7	3,4	3,6	3,1	1,2	2,2	8,5	13,4	8,9	.
	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	.

1 Data from the 2nd European social budget.
 2 1977/78.

Source : EUROSTAT