

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

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#### Overall developments

**Belgium:** Institutional reforms; Employment policy; **Spain:** Expenditure on employment policy; Parliamentary report on unemployment; **France:** Employment plan, September 1988; **Italy:** Information exchanges; **Netherlands:** On the 1989 budget for employment; **Portugal:** Industrial restructuring; **United Kingdom:** Abolition of the Training Commission.

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#### Aid to the unemployed

**Belgium:** Humanising unemployment control; **Ireland:** Voluntary work.

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#### Training

**Germany:** Training places; **Italy:** Contributions for training-work contracts modified; Recognising Swiss qualifications; **United Kingdom:** Career Development Loans; Training for 1992.

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#### Special categories of workers

**Denmark:** Intensifying efforts to combat long-term unemployment; **Spain:** Equality of treatment of women; **Ireland:** "Youthreach"; Initiatives to help LTUs; **Netherlands:** Ethnic minorities.

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#### Miscellaneous

**Ireland:** Worker participation; **Italy:** Transborder cooperation.

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**Centrefold:** Index iM 1-23

# Developments at a glance

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<b>Belgium</b>	The consequences of the institutional reforms for employment policy (p. 3) provides the backdrop for the policy of the new government which covers encouraging the social partners to foster the employment dimension in the 1988-89 social consultation round, reorienting young LTUs, measures reducing social charges, redistributing the available work, training and employment and combatting LTU (p. 5). New approaches are being implemented to humanise the system for monitoring the unemployed (p. 12).
<b>Denmark</b>	To combat long-term unemployment, the government is intensifying its efforts as regards guidance and information, training offers, job offers and enterprise allowance and availability for work (p. 16).
<b>Germany</b>	At the end of September 1988, there are more training places available than applicants to fill them (p. 13).
<b>Spain</b>	The analysis of expenditure on labour market policy indicates a declining proportion for unemployment benefits (from 90% to 73% in 1988), with rising proportions for employment promotion (from 10% to 17%) and vocational training (from 0.2% to 10%) (p. 6). A parliamentary report has been published on the severity of unemployment in Spain, its causes and remedies (p. 8). The government has introduced a bill to foster equal treatment of women at work, extend maternity leave and combat sexual harassment (p. 17).
<b>France</b>	A new employment plan was adopted by the government in September. It continues and extends existing activities and improves employment policy instruments, mainly measures for young persons and the long-term unemployed. Emphasis is placed on supporting local and regional initiatives with the creation of a fund ( <i>FRILE</i> ) and strengthening corporate startups by the unemployed. And encouragement is being given to modernising corporate employment and training strategies (p. 9).
<b>Ireland</b>	The Voluntary Work Option and a pilot grant scheme have been introduced to enable voluntary groups to draw on the capacities of the unemployed (p. 12). "Youthreach" offers unqualified schoolleavers two years of further education and training (p. 18). The pilot initiatives for the long-term unemployed have now been extended to the whole country: the Part-time Job Incentive Scheme and the Educational Opportunities Scheme (p. 19). Worker participation in State enterprises is being extended and strengthened (p. 19).
<b>Italy</b>	Data exchanges between the ministry of finance and national institutes (of social insurance and for insurance against industrial accidents) aim to improve the effectiveness of controls (p. 10). Training-work contracts for young people have been made less attractive to most larger firms (p. 14). Italy now recognises the equivalence of two types of Swiss training (p. 14). Transborder cooperation with France is increasing (p. 14).
<b>Netherlands</b>	The 1989 employment budget foresees a boost in training for jobseekers, a single regulation on wage cost subsidies and more funds to provide LTUs with work experience (p. 10). The situation of ethnic minorities shows them over-represented in unskilled industrial jobs (p. 19).
<b>Portugal</b>	Statutory arrangements have been made as regards aids to restructuring in the coal and steel, wool and chemical products and fertiliser sectors (p. 11).
<b>United Kingdom</b>	The Training Commission has been incorporated as an agency into the Department of Employment (p. 11). Career development loans of up to ECU 7250, interest-free during studies, are now available nationally (p. 14). The government has published a fact-sheet on the importance of training for 1992, setting out the advice sources available (P. 15).

# Overall developments

## BELGIUM

### Institutional reforms and employment policy consequences

Until 1970, Belgium was a centrally structured State. In the last twenty years it has undergone substantial institutional changes aimed at better adapting its structures to the real situation of the Regions and Communities.

This change process was begun by the constitutional revision of 1970-71. Once the revision had taken place, the system of a unitary Belgium came to an end to be replaced by one in which powers are divided between the central State, the (cultural) Communities and the Regions.

Whereas the principle of the cultural autonomy of the Communities was distinctly inscribed in the 1971 Constitution, it was only after the institutional reform laws of August 1980 had been passed that the same was the case for the Regions.

After some eight years of operations of the autonomous Community and Regional institutions, the national Government assessed the lessons of past experience and the new needs: the moment had come for significantly enlarging the competences of the Regions and Communities. This vast and complex reform will be implemented in successive and complementary phases. The first phase which was completed by parliament passing the special law on institutional reforms of 8 August 1988, consists of transferring new competences to the Communities and Regions.

### Definitions

According to Art. 3 *bis* of the Constitution, Belgium comprises three Communities: the French Community, the Flemish Community and the German-speaking Community. The determinant feature of the notion of "Community" is culture and language. Language determines the territorial competence of the Communities.

According to Art. 107 *quater* of the Constitution, Belgium consists of three Regions: the Walloon Region, the Flemish Region and the Brussels Region. "Territory"—geographical area—is the key feature of the notion "Region".

Communities and Regions are political institutions endowed with a power of decree exercised by a parliamentary assembly ("Council") and an executive power (the Executive) backed up by an administration and having their own financial resources. What distinguishes Communities from Regions is in the main the areas over which their power is exercised.

### Competences

Communities and Regions are endowed with limited territorial power. But they have exclusive and supreme competence on their territory and for their subject matters. The direct consequence of this is that any decree voted by the Council of a Community or of a Region has the same legal status as a national law. The break-down in community or regional subject matter is as follows:

#### Communities

Art. 59 *bis* of the Constitution assigns the following subject matter to the Communities:

- \* cultural matters, comprising *inter alia* vocational further training and retraining — Art. 4 of the special law of 8.08.88;
- \* matters which can be personalised (a category added in 1980);
- \* education except for laying down the beginning and the end of compulsory schooling and the minimum conditions for awarding diplomas/certificates;
- \* the use of languages in administrative matters, education and social relationships between employers and workers.

The territorial competence is defined according to the four language regions:

- \* for the territory of the Flemish-speaking region: the Flemish Community;
- \* for the territory of the French-speaking region: the French Community;
- \* for the territory of the German-speaking region: the German-speaking Community;
- \* for the territory of the bilingual region of Brussels-Capital: the Flemish Community and the French Community exercise their competences respectively over institutions which are only Flemish—or French-speaking set up on the territory of the bilingual Region of Brussels-Capital.

#### Regions

The regional competences were laid down in Art. 6 of the special law of 8.08.80 (modified by that of 8.08.88).

Subject matter is grouped under the following ten headings: physical planning, the environment, rural renewal and nature conservancy, housing, water policy, economic policy, energy policy, subordinate authorities, employment policy and applied research.

Despite the special law of 8.08.88 having considerably broadened regional competences, there are often exceptions to the matters spelt out above which remain within the purview of the national authorities.

The special law of 8.08.88 also laid down the territorial scope of the Regions. The territory of the Flemish Region corresponds exactly to the Fle-

mish-speaking region whereas the territory of the Walloon Region corresponds to the French-speaking region together with the German-speaking region. The territory of the Brussels-Region consists of the administrative district of Brussels-Capital. It should be noted that the boundaries of the Regions were only provisionally set until such time as a definitive statute for Brussels-Capital has been drawn up.

### **Institutional reforms and employment policy**

Since the coming into force of the special law of 8.08.80, the regional authorities have had (limited) competence as regards employment policy. Art. 6 § 1 IX of this law stipulates that each Region is competent in its own area for

"1° the placement of workers and related financial aids;  
2° the implementation of measures decreed by the national authorities concerning

- a. the placement of the unemployed in the context of the "provision of jobs" (*la mise au travail*) by the Region, subordinate public authorities and individual and legal entities
- b. the placement of the unemployed in temporary and "additional" employment which is of benefit to the community

3° the application of standards concerning the employment of foreign workers".

Unlike the placement of workers in general, the placement of the unemployed has, until 1988, been the subject of a split of competences between the national authorities who decreed the measures governing placement of the unemployed, and the regional authority which also had its own powers albeit conditioned by measures drafted elsewhere to which the Executives have had, however, to be associated according to the terms of Art. 6 §4, 3° of the special law of 8.08.88. The range of the subject matter "placement of the unemployed" which fell within the scope of the Regions was thus limited by their competence which could only be exercised within the framework of the measures decreed by the national authorities as regards employment policy focused on the placement of the unemployed.

Art. 6 §1 1° and 2° of the law of 8.08.80 was modified as follows by the special law of 8.08.88

"1° the placement of workers

2° the schemes of job provision for the unemployed in receipt of full benefit or comparable persons with the exception of the "schemes of provision of jobs within central administrations and services or those placed under their control. For each unemployed person in receipt of full benefit — or any other person considered equivalent by or in accordance with the law — who is placed in an employment programme (*programme de remise au travail*) and given an employment contract, the national authorities will grant a subsidy. The amount of the subsidy which is set by Cabinet royal decree, corresponds to an unemployment benefit.

From now on, the Regions will thus have much greater freedom for creating new employment programmes. But given the not insignificant budgetary implications of these programmes, which will moreover be in part financed by the national authorities, the special law lays down that there be concertation between the Executives concerned and the national authorities "to exchange information between the training, unemployment and placement services as well as between the initiatives concerning the job provision schemes for the unemployed".

It should be recalled that social security remains the exclusive competence of the national authorities. This is important since many of the current "employment for the unemployed" schemes provide for both payment of a direct grant to the employer and exemption from the employer's social security contribution. These programmes can only be maintained in the future if there is an agreement on cooperation between the State and the Region because only the State can give exemption from the employer's social security contribution and only the Region can give grant-in-aid. If there is no agreement the Region can only set up programmes consisting solely of giving grants.

Other than the exceptions which for various reasons still exist after the 1988 reform, employment policy competences in Belgium are now divided up as follows:

- \* the central authority remains competent for unemployment benefits
- \* the Communities are in charge of retraining jobseekers
- \* the Regions are competent for placement.

### **The future**

Most of the provisions of the special law of 8.08.88 (in particular the changes made as regards competences) come into force on 1.01.89.

As stated previously, the special law of 8.08.88 is only the first phase of the process. The second phase was started with the opening of the 1988-89 parliamentary session; it will consist, *inter alia*, of the law on financing the Communities and the Regions, the law dealing with Brussels, the constitutional and legal provisions dealing with instituting the international competences of the Communities and the Regions as well as improving the procedures for solving specific conflicts.

In the third and final phase there will be the constitutional and legal provisions enabling the exclusive competences of the central State to be defined and the residual powers to be assigned to the Communities and the Regions.

These significant reforms should provide the foundations for a new federally structured State. They are designed to provide simultaneously for enhanced coexistence between Communities and Regions, more effective decision-taking and improved adaptation of Belgium to the challenges it faces.

## BELGIUM

### Employment policy in the new government agreement

At the beginning of May, the Prime Minister presented the new government's agreement to the Belgian parliament. This agreement describes in particular the main thrusts of the new government's employment policy. This article summarises the major themes of Belgian employment policy over the coming years.

#### Overall policy

Increasing employment and combatting unemployment remain the main concern of the Belgian government. This concern must be present in every single policy area: economic policy and taxation, educational policy, budgetary policy and social policy.

To this end, the government will continue to give prime importance to general economic balances, which constitute the basic condition for stable and growing employment. Similarly, corporate competitiveness and profitability have to be safeguarded.

The government's policy will also focus on more selective and highly labour-intensive public investments, on encouraging corporate investment and on strengthening households' purchasing power.

The fiscal and para-fiscal structure, mastery of wage costs and flexibility should make Belgium into a country which is attractive for employers to create jobs and workers to work. As regards schooling, there must be a better fit between educational and employment policy. Finally, the government wants to bring to the fore the social dimension within the process of European integration.

#### Employment policy specifically

Supporting this overall approach of employment policy, there is, given the unemployment situation, a need for a policy specifically aimed at employment. To this end, the problem of structural unemployment and the improved integration of young people on the labour market will be focused on. Efforts to help young people and the long-term unemployed (LTUs) will be continued and intensified. As regards young people, the private sector will be asked to make a special effort, whereas LTUs are the most important target group for public employment programmes.

The following specific actions are being undertaken to achieve this objective:

\* **National agreement (*accord interprofessionnel*)**  
For the next round of social consultation (1989-90), the government is appealing to the social partners to make employment a central issue. To this end, it is making a series of recommendations to them: consolidate the reduction of working time and compensatory hirings in accordance with the

collective agreements concluded during the period 1983-88 (cfr. iM 2,4,7); use a significant amount of the resources available to increase employment; increase the employment and training opportunities of young persons; examine the forms of redistributing work; etc.

#### \* Guidance for young jobseekers

*ONEM*, the national employment office, will invite all young unemployed persons who have been in receipt of benefit for six months to a guidance interview. To guide them, *ONEM* will draw on all the available means: traineeships for young people, complementary training, apprenticeship contracts, etc.

To make this measure operational, constructive consultation is needed with the Communities and the Regions.

#### \* Measures reducing social charges

The various measures for reducing or exempting from social charges will be harmonised and improved (cfr. iM 23 — centrefold tables). Measures giving exemptions from employers' social security contributions in the context of additional hirings or hirings on a combined training/work contract (cfr. iM 18) will be harmonised, clearly circumscribing the target groups and encouraging the employment of LTUs.

#### \* Measures for redistributing work

Redistributing work can take various forms such as working time reductions, part-time work in all its forms, career breaks, and greater flexibility in working time.

Social security needs to be adapted systematically to all these forms of redistributing work. In this context, the intention is to improve the status as regards labour law and social security of voluntary part-time workers and workers employed under new working systems.

#### \* Employment and training

Suitably adapted training has a key influence on the employment chances of young people. Thus it is important that, in addition to their general training, young people should be trained so that they are suited to the labour market. This implies shared responsibility between public authorities and enterprises.

Within this setting, industrial apprenticeship and the "Middle Classes" training hold a central place for young people aged 16-18. For workers aged 18-25, efforts will focus on the system laid down by Royal decree 495 (cfr. iM 18).

The necessary resources for promoting specific projects for LTUs and the disadvantaged will be made available. The Communities will remain in charge of the projects.

#### \* Measures for reducing long-term unemployment

As regards specific employment programmes,

greater stress will be laid on helping LTUs. To this end, the harmonisation of the different systems will be pursued and linked to the improvement of the workers' status.

Furthermore, there will be a gradual increase in total numbers of jobs available in employment programmes, taking developments in unemployment into consideration.

In the public sector, the harmonisation of systems will take place by extending the system of grant-aided *contractuels* (cfr. iM 17) to ministries, para-State bodies and provinces which can no longer employ the put-to-work unemployed.

When increasing the contingent of grant-aided *contractuels* more attention will be given to LTUs (the grant will be differentiated according to the person who is put-to-work).

The *TCT* (the programme for LTUs) is being maintained in the non-market private sector. On the other hand, no further *CST* projects (*CST* = special programme for temporary employment) will be approved so that the system will be phased out.

## SPAIN

### Expenditure on employment policy (1983-88)

In the 1983-1988 period resources earmarked for labour market policy amounted to nearly 5,5 billion ptas. This represents 7,5% of the general State budget, or 10,9% if social security is excluded. These figures by themselves give an idea of the scale of budgetary intervention on the labour market in the last six years through stimulating specific measures to foster employment, developing vocational training or compensating loss of income due to unemployment.

As a percentage of the general State budget (including social security), the expenditure on labour market policy has risen from 6% in 1983, to nearly 8% in 1985 and 8,5% in 1987. The proportion of these funds to GDP is also growing: from 2,9% in 1983 to 3,1% in 1985 and 3,2% in 1987 (cfr. Table 1).

As important as the increase in resources as such is the gradual change of their structure over the years. Despite the increase in expenditure on unemployment benefits, this budget item of employment policy has declined in relative importance in favour of the two other main lines of action of the labour market policy. In 1988 73,3% of the initial budget is earmarked for unemployment benefits, compared with 17,2% for employment promotion and 9,5% for occupational vocational

training. In 1983 unemployment benefits represented 90,0%, employment promotion 9,8% and vocational training 0,2% (cfr. Table 2).

Since 1986 more than 90% of all occupational vocational training activities in Spain have been co-financed by the European Social Fund. As regards employment promotion, actions co-financed since 1986 represent about 15% of the total; this percentage decreased slightly in 1988. During the first three years of Spain's membership of the European Community the European Social Fund provided 118.099,1 million ptas for occupational vocational training and 37.400,2 million ptas for employment promotion in the context of national programmes existing in these areas.

The contribution of labour market policy to improving the efficiency of the system of production has been achieved as much by employment promotion measures as by the drive behind training since the launching of the National Plan for Training and Vocational Placement (*FIP*) in 1985. For the former, promoting projects for company start-ups and the capitalisation of unemployment benefits stand out: resources devoted to them between 1983 and 1988 were in excess of a quarter billion ptas. A further quarter billion was absorbed by occupational vocational training in the course of the last six years, with efforts having been increased since 1985 (cfr. Table 3).

There are various facets of equity as an objective and an achievement of employment policy. On the one hand, the benefits provided by the unemployment benefit system have risen from 573.000 million ptas in 1983 to 883.000 million ptas in 1987. On the other hand, two types of employment policy actions impinge directly on social equity: first, there is the public sector temporary work programme. This is implemented through agreements between the National Employment Institute (*INEM*) and public corporations. Funds amounting to some 40.000 million ptas per annum have been put aside during the last three years for such agreements. Second, there is a set of measures enabling the private sector to receive incentives for hiring disadvantaged groups on the labour market. These include young persons, the long-term unemployed over 45 years of age, persons with disabilities and women in sectors or occupations where they are under-represented. In specified cases these programmes offer an exemption from or a reduction of the employers' social security contributions and/or a lump sum subsidy per contract. Over the last few years some 35.000 million ptas per year have been earmarked for this purpose.

**TABLE1. Expenditure on employment policy**

	1983 (1)	1984 (1)	1985 (1)	1986 (1)	1987 (2)
Expenditure on employment policy (in billions of current ptas) (3)	636,8	694,2	873,5	999,6	1.131,6
Annual changes (%)	23,8	9,0	25,8	14,4	13,2
Employment policy funds/ General State Budget (%)	6,0	6,5	7,9	8,2	8,5
Employment policy funds / GDP (%)	2,9	2,8	3,1	3,1	3,2
Registered unemployment (thousands) (4)	2.207,3	2.475,4	2.642,0	2.758,7	2.924,1

(1) Expenditure

(2) Estimated expenditure

(3) The initial budget for 1988 amounts to 1.078,7 million ptas

(4) Annual average of the unemployed at end of month.

Source: General State Budget (1983-1988) and INE, "Development of the main macroeconomic scales"

**TABLE 2. Distribution of expenditure on employment policy**

	1983	1984	1985	1986	1987	1988 (1)
1. Employment promotion	9,8	9,1	10,5	12,7	14,5	17,2
a) Incentives for hiring specified groups of people	(5,2)	(4,9)	(2,2)	(2,3)	(3,1)	(3,3)
b) Promotion of enterprise creation projects	(0,4)	(0,3)	(2,4)	(0,6)	(0,7)	(1,0)
c) Capitalisation of unemployment benefits	—	—	(1,7)	(5,7)	(6,0)	(7,9)
d) Public sector employment programme	(1,4)	(2,2)	(3,2)	(3,5)	(3,4)	(3,6)
e) Other employment promotion measures	(2,8)	(1,7)	(1,0)	(0,6)	(1,3)	(1,4)
2. Solidarity Fund for Employment	—	—	4,8	—	—	—
3. Occupational vocational training	0,2	0,2	1,9	5,3	7,4	9,5
4. Unemployment benefits	90,0	90,7	82,8	82,0	78,1	73,3
<b>TOTAL</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>	<b>100,0</b>

(1) Relative to initial budget

Source: General State Budget

**TABLE 3.Evolution of expenditure on employment policy**  
in billion pesetas

	1983	1984	1985	1986	1987
1. Employment promotion	62,3	62,9	92,1	127,1	164,8
a) Incentives for hiring specified groups of people	(33,0)	(33,8)	(19,0)	(23,2)	(34,9)
b) Promotion of enterprise creation projects	(2,2)	(2,3)	(21,1)	(6,2)	(8,4)
c) Capitalisation of unemployment benefits	—	—	(15,3)	(56,4)	(67,5)
d) Public sector employment programme	(9,0)	(14,9)	(27,6)	(35,2)	(39,0)
e) Other employment promotion measures	(18,1)	(11,9)	(9,1)	(6,1)	(15,0)
2. Solidarity Fund for Employment	—	—	41,6	—	—
3. Occupational vocational training	1,5	1,3	16,7	52,7	83,5
4. Unemployment benefits	573,0	630,0	723,1	819,8	883,3
TOTAL	636,8	694,2	873,5	999,6	1.131,6
Annual percentage changes		9,0	25,8	14,4	13,2

Source: General State Budget

## SPAIN

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### Parliamentary report on unemployment

On 3 July 1987 the ministers of economics and finance and of labour and social security set up an expert committee to study the problem of unemployment in Spain. This followed from a parliamentary debate in October 1986 on the employment situation and the "irregular" economy. One year later, on 28 June 1988, the chairman of the committee presented the committee's findings to parliament's Social and Employment Policy Committee. The final report dealt with the severity of the problem, its causes and the remedies to solve it.

#### The problem

The Spanish unemployment rate is approximately double that of the European average. The report puts forward the thesis that this is the consequence of the sharp drop of employment which occurred in Spain between 1975 and 1985. This situation can only be remedied if employment rises steadily and in excess of the increase of the activity rate foreseen. The Committee considers that a special programme is needed to reverse the unemployment situation if the standard of living is not to fall. This programme will have to be based on economic growth, wage moderation and a flexible system of labour relations.

The Committee's analysis is based on official

statistics. For these, it states, are technically as reliable as those elsewhere in Europe. They provide data on the magnitude of unemployment as well as its composition and duration.

As its starting point, the document makes estimates to the year 2000 of the growth of the labour force, both the employed and the unemployed. It foresees that if the Spanish unemployment rate is to be brought down to 10% by the end of the century, employment will have to increase by between 3,9 and 4,5 million people between 1985 and the year 2000. In other words, depending on which scenario is chosen, between 260.000 and 300.000 jobs will have to be found per year.

The Committee looks on unemployment as both an economic and social problem. It is an economic problem because it means that human resources are under-utilised so that there is a loss of production and therefore reduction in the standard of living. And insofar as unemployment is distributed unevenly across the population, it is also a social issue. For it affects the most vulnerable groups most: the young, women and adults with a low educational level. And since they remain unemployed for a long time, their vocational skills deteriorate, so that in the long run they can only live through transfer payments.

#### The causes

The experts pinpoint several causes of this situation. Over and above the rise in oil prices and the consequent drop in economic activity worldwide,

there is a variety of national factors which have had a negative impact on employment. These include the growth of costs of labour and credit, the lack of a coherent economic policy during the first years of the political transition between 1975 and 1977 and the effects of labour saving associated with the process of modernising the Spanish economy. For these reasons the Spanish situation differs markedly from that of the rest of Europe. The high level of unemployment in Spain is above all the result of a process of labour rationalisation. Elsewhere in Europe unemployment is the outcome of employment not rising at the same rate as the working population.

In this context three stages can be distinguished in the pattern of employment in Spain: from 1959 to 1974, the very rapid economic growth gave rise to an expansion of employment without any problems of unemployment. This expansion was based in essence on income from tourism, remittances from emigrants and foreign investments. 1975 to 1985 was a period of protracted rise in unemployment caused by the sudden shedding of manpower under pressures from inflation and the strong rise of labour costs at the same time as the working population remained virtually stable. From 1985 onwards the trend changes, resulting from high GDP growth levels and controlled inflation. Not only has this helped employment creation, but it has also raised considerably the activity rate. This is because hopes of finding employment have risen among women and young people.

### The remedies

Given the scale of the unemployment problem and the need to create employment in the long term, the Committee puts forward a set of mutually supportive measures drawing on the experience of the last two years when the growth of the Spanish economy has been accompanied by substantial employment increases. On the one hand, there needs to be a range of economic policy measures. These would strive to guarantee continuous and stable economic growth, making it possible to broaden the productive capacity of the system, control inflation, ensure equilibrium in the balance of payments and reduce the public deficit. On the other hand, there would be a range of labour measures designed to foster the capacity of the labour market to adapt in such a way that competitiveness will be raised. This would be achieved by making the current system of labour relations more flexible and by wage moderation. Thus can family incomes rise, because employment is enhanced together with the mechanisms of social protection meaning, above all, unemployment benefits.

## FRANCE

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### The September 1988 employment plan

On 14 September the government adopted a new plan for employment based on four principal ideas:

- \* combatting unemployment can only be tackled over time. This requires the continuation and extension of efforts already being made.
- \* the instruments of employment policy need to be improved.
- \* actions of the State and regional and local initiatives need to be complementary for greater effectiveness in the fight against unemployment.
- \* enterprises have to be encouraged to implement a forward-looking strategy for managing employment

### Continuing and extending existing activities

Efforts for contacting and training the unemployed must be continued. Additional finance is being made available to provide for 406,000 *stages* (training periods) in 1988. For 1989 efforts will be redoubled since 530,000 *stages* will be made available.

To these training activities should be added the range of existing integration schemes: *TUCs* (community work projects for young persons), *S/VPs* (initiation into working life traineeships), adaptation contracts and qualification contracts. In 1989 these schemes will reach more than one million young people. Thus will employment measures bring up to 1,530,000 the number of beneficiaries of either a training or an integration measure in 1989.

The quantitative approach cannot be the sole response to tackling the problems of employment. Though it will remain indispensable, it has to be backed up by an enhanced effort for raising quality.

### Improving employment policy instruments

Four measures have been decided on to this end:

- \* reforming the *stages* for 16-25 year-olds. Their reorganisation will give young people without any qualifications access to training enabling them to acquire lower (*CAP* — certificate of skill proficiency) or higher (*BEP* — certificate of occupational studies) vocational qualifications.

From 1989 three types of *stage* will be brought in of average durations of 400, 800 and 1,200 course hours. These measures will cover some 110,000 young people.

- \* organising training for young *TUCs*. This will take the form of introducing an average of 600 hours training into *TUCs*. Thus, on concluding a *TUC*, a young person will be able to take up training providing qualifications. 40,000 young people will benefit from the combined *TUC* training scheme.
- \* encouraging a more responsible attitude towards *S/VPs*. The government's thrusts as regards such *stages* seek to spell out in more detail the requisite conditions for signing, extending and monitoring the contracts concluded with enterprises and to increase corporate financing. An agreement has just been

reached to this effect between the government and the social partners.

- \* preventing long-term unemployment. The training and reintegration schemes for LTUs will be maintained and strengthened. At the same time short training periods (150 hours over three months) at the onset of unemployment would appear to be indispensable to prevent long-term unemployment.

To this end, a new scheme has been created: *SRPA, le stage de reclassement professionnel pour adultes* (a traineeship designed to getting unemployed adults back to work). This scheme will be administered by *ANPE* (the national employment agency) and should cater for 40,000 persons in 1989.

### **Supporting local and regional initiatives**

The resources appropriated by the State for combatting unemployment must be backed up by taking better account of local situations. To this end, two priority actions are being taken:

- \* creating *FRI/LE* — a regional aid fund for local initiatives. Endowed with 250,000,000 FFR, the aim of this fund is to stimulate and support local initiatives which directly create employment. The administration of the fund is completely devolved to the Regional Prefects.
- \* aiding corporate start-ups. The current schemes for helping the unemployed to set up on their own are being strengthened. To compensate for the fragile character of newly started enterprises, it has been decided to bring in consultancy vouchers. The aim is to stimulate the new entrepreneurs to draw more broadly on external chartered accountants or management consultants to ensure the follow-up and success of their projects

### **Modernising corporate employment and training strategies**

Vocational training has to be considered as a priority productive investment. The former *CDF* (training development agreements) scheme is being renewed and its funding strengthened. These pluriannual agreements concluded between the State and branch organisations, enterprises or groups of enterprises aim at increasing and guiding training provided by enterprises for their wage-earners — the training being needed for the process of modernisation.

One new scheme has been brought in: *CIF* — the training tax credit. This also seeks to stimulate enterprises to invest in training over and above their legal requirements set by the law of 30 December 1987. This additional effort will give rise to a tax credit.

## **ITALY**

### **Exchange of information between the Ministry of Finance, *INPS* and *INAIR***

The decree n°. 256 of 22 June 1988 fixes the modalities and dates for the exchange of data and information between the Ministry of Finance, the

National Institute of Social Insurance (*INPS*) and the National Institute for Insurance against Industrial Injuries (*INAIR*). This is in accordance with Art. 9 of the decree-law n°. 536 of 30 December 1987, which — after modification — was converted into law n°. 48 of 29 February 1988. Law 48 brought in the fiscalisation of social charges, the prolongation of relief in social security contributions in the *Mezzogiorno*, interventions for sectors in crisis and regulations concerning the organisation of *INPS*.

In accordance with Art. 9 of the decree-law n°. 536, the Finance Administration, *INPS* and *INAIR* are required to interchange data concerning:

- \* the total wage sum and the number of personnel declared by the employers
- \* the declared or credited value-added tax amount compared with sample firms
- \* tax returns of persons who carry on a business, a trade or a profession

The aim of the exchange of information is to ensure better effectiveness of cross controls.

Decree n°. 256 specifies the modalities and fixes the dates for implementing such exchanges of information.

## **NETHERLANDS**

### **On the 1989 budget for employment**

The pursuit of **full employment** fits into the vision of an active society in which everyone who is able to and available for work has access to working life. Attaining full employment has been and remains a very important aim of the activities of the Ministry of Social Affairs and Employment.

**Employment** has increased rapidly over the last three years, on average by more than 90.000 persons annually. Such a high rate of growth cannot be expected to continue automatically for the coming years. The supply of those taking up work or returning to the labour market remains very large. Hence, registered unemployment has not dropped sufficiently. Until 1990 there is likely to be a fairly strong increase in labour supply, but thereafter growth will be small. That will only partly contribute to any drop in unemployment since there is a considerable discrepancy between labour supply and demand.

In some sectors there are already qualitative shortages. These are likely to increase over the coming years. This brings out an important task for the ministry: to carry through an education and training policy aimed at improving the qualifications of all those who want to work.

Because of technological and organisational changes in industry, it is mainly the employed who now go in for further **education**. Yet the least educated people must not be left out. The social partners have an important role in this respect.

INDEX OF ARTICLES PUBLISHED IN inforMISEP  
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Descriptors of the ILO Thesaurus have been used which try to reflect the subjects dealt with in the different articles. Each descriptor is followed by numbers, indicating the issue number of inforMISEP and the sub-heading as they appear on the front page of every issue, i.e.:

1. Overall measures/developments
2. Employment maintenance
3. Aid to the unemployed
4. Training/retraining/occupational mobility
5. Job creation
6. Special categories of workers
7. Working time
8. Placement
9. Other measures/miscellaneous
10. Short notes
11. Studies

The abbreviations in parenthesis refer to the countries concerned, i.e.:

B	Belgium
D	Federal Republic of Germany
DK	Denmark
E	Spain
F	France
GR	Greece
I	Italy
IRL	Ireland
L	Luxembourg
NL	Netherlands
P	Portugal
UK	United Kingdom
EEC	European Economic Community

When necessary, more than one descriptor is used to index an article.

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**ALTERNATING TRAINING:**

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See as well:

Flexible hours of work;  
Overtime;  
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see also:

AGRICULTURAL TRAINING;

COMPULSORY EDUCATION;

FURTHER TRAINING-CONTINUING EDUCATION;

PRACTICE PERIOD;

ALTERNATING TRAINING;

TRAINING CENTRE;

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4-9(NL); 5-9(D); 10-1(B); 10-3(B); 11-1(NL); 11-3(D, GR,  
IRL, UK); 11-6(NL); 13-3(L, NL); 14-11(D); 15-3(E, NL); 15-6  
(DK); 16-2(B); 17-3(E, NL, UK); 17-4(NL); 17-5(B, GR); 17-6  
(DK); 17-7(B); 18-2(D); 18-3(E, P); 18-4(F); 18-5(B, GR, E, F,  
I, P); 18-6(P, NL); 18-9(NL); 19-1(D); 19-4(P); 19-5(UK); 19-6  
NL; 20-1(GR, E, IRL, P); 20-3(I, L); 20-6(F, NL); 20-7(B, L);  
21-1(I); 21-3(F); 21-4(E, NL); 21-5(EEC, UK); 21-6(DK, NL);  
21-9(E); 22-1(UK); 22-3(B, I); 22-4(EEC, L); 22-5(I, UK);  
22-6(I); 23-1(NL, P); 23-6(E); 23-9(NL).

**UNEMPLOYMENT DURATION:**

4-9(D, NL); 13-6(D); 17-3(D); 17-9(F); 18-1(E); 18-6(F);  
18-9(NL).

**UNEMPLOYMENT INSURANCE:**

see: FINANCIAL AID

**VOCATIONAL GUIDANCE**

2-4(GR); 4-6(UK); 6-6(IRL); 11-3(IRL); 14-4(NL); 16-4(NL);  
17-1(DK); 19-6(DK); 20-1(E, NL); 20-6(D, NL); 21-6(E);  
22-4(E); 22-6(NL); 23-1(NL); 23-6(B, D, NL).

**VOCATIONAL TRAINING:**

1-4(NL); 2+4(NL); 3-4(B, D, I, UK); 4-1(DK); 6-4(DK, UK); 7-4  
(GR); 9-1(F); 9-4(D, UK); 10+1(UK); 10-4(D, IRL, UK); 11-4  
(GR); 11-6(UK); 11-10(UK); 12-1(D); 12-4(B, D, I, UK); 13-4  
(NL); 14-4(GR, E, NL); 15-4(E, IRL, UK); 15-7(NL); 16-1(IRL);  
16-4(D); 16-6(UK); 17-1(DK); 17-4(I, NL); 17-6(D); 18-4(E,  
UK); 18-6(B, UK); 18-9(NL); 19-1(D); 19-4(NL, P); 19-6(DK);  
20-1(IRL, NL, P); 20-4(F, UK); 20-6(D, F, NL); 21-1(E); 21-4(D, E,  
IRL); 21-5(P); 21-6(E); 22-1(UK); 22-4(D, DK, E, EEC, L, NL, P);  
22-6(D); 23-1(GR, NL); 23-4(E, GR, P, UK); 23-6(B, E, NL);  
23-8(NL); 23-9(UK).

**VOLUNTEER WORK:**

1-1(NL); 2-3(B, UK); 3-3(NL); 7-3(IRL); 8-3(NL); 11-3(UK);  
15-3(NL); 19-6(NL).

**WAGE POLICY:**

1-1(I, NL); 2-1(B, GR, I); 3-1(D, NL); 4-1(B, I); 7-1(B, IRL);  
8-1(D); 10-1(DK, UK); 11-1(B); 11-3(D); 11-7(B); 12-1(IRL);  
12-5(UK); 13-1(E, GR, I); 14-1(UK); 15-1(I, E); 16-5(UK);  
16-6(UK); 17-1(D, P); 18-3(I); 18-6(NL); 19-1(NL); 20-1(GR);  
20-3(NL); 20-6(NL); 21-1(IRL); 22-1(IRL, L); 23-1(NL); 23-9(B).

**WOMEN:**

1-6(D); 3-1(EEC); 3-3(B); 3-6(EEC); 4-1(DK); 4-6(EEC); 5-6  
(GR); 7-6(EEC); 7-9(NL); 8-5(NL); 8-7(D); 8-9(DK, I, NL);  
9-3(NL); 9-6(EEC); 11-1(D); 11-9(UK); 14-4(GR); 15-4(NL);  
15-6(DK); 16-6(F); 17-1(I); 17-4(NL); 17-6(DK, D); 17-7(UK);  
18-6(F, I); 18-7(NL); 19-4(P); 19-6(DK, IRL, NL); 19-7(F);  
20-1(NL, P); 20-6(B, NL); 21-4(E); 21-5(GR); 21-6(E, NL);  
22-1(IRL); 23-4(P); 23-6(D, NL).

**WORK SHARING:**

1-1(NL); 1-5(UK); 2-7(B); 3-7(B); 4-1(B); 6-2(D, I); 6-5  
(IRL); 11-7(B); 13-7(B); 14-1(E); 14-5(NL); 15-7(B, NL);  
17-7(B); 18-3(I); 19-5(UK); 20-7(B, L); 21-4(NL).

**WORKING CONDITIONS:**

2-9(NL); 5-9(EEC); 8-7(D); 9-1(I); 10-1(I); 10-4(D); 11-10  
(UK); 12-6(B); 17-1(D); 19-6(NL); 19-7(F); 19-9(NL); 20-1  
(E); 22-9(E).

**YOUTH:**

1-1(EEC); 1-4(DK, NL); 1-5(DK, GR); 1-6(D, F); 2-1(I); 2-4  
(IRL); 2-5(NL); 2-6(GR, EEC); 3-1(NL, EEC); 3-4(B, I, UK);  
3-6(D, F, IRL, NL, UK, EEC); 4-1(I); 4-3(NL); 4-4(D); 4-5(GR,  
IRL); 4-6(IRL); 4-7(NL); 5-4(I, IRL, L, UK); 5-5(GR, NL);  
5-6(F, IRL, L, EEC); 6-1(I); 6-2(DK, I); 6-4(B, DK, UK); 6-5  
(GR, IRL, L); 6-6(D, DK, F, IRL, NL); 7-5(GR); 7-6(NL, UK);  
8-6(F, IRL, NL); 9-4(D); 9-5(D); 9-6(I, NL); 9-9(IRL); 10-1  
(I, UK); 10-4(D, IRL, UK); 10-5(D); 10-6(D, IRL); 11-6(NL);  
11-7(NL); 12-3(B); 12-4(B, I, NL); 12-5(DK); 12-10(UK);  
13-1(E); 13-4(IRL); 14-1(UK); 14-4(GR, E, IRL, NL); 14-5  
(I, P); 14-11(IRL); 15-4(E, IRL, UK); 15-5(I); 15-6(F, IRL,  
I); 16-1(IRL); 16-5(P); 16-6(F, NL, UK); 17-1(DK); 17-4(IRL);  
17-6(DK, F, NL); 18-1(E); 18-3(P); 18-5(GR, I, P); 18-6(B, NL);  
19-1(D); 19-4(NL, P); 19-5(F); 19-6(NL); 20-1(NL, P); 20-4  
(F); 20-6(D, NL); 21-1(E, I); 21-4(D, E); 21-5(P, UK); 21-6  
(DK, IRL, NL); 22-4(D, E, L, NL, P); 22-5(I, UK); 22-6(I);  
23-1(NL); 23-4(E, P, UK); 23-6(D, E).

But the government will also assume its responsibility for developments which go beyond individual firms and branches of a business. This covers above all financing the training for jobseekers. The government has earmarked additional funds for this goal for 1989. It will be essential for the social partners to contribute to shaping, carrying out and financing training. This will represent one of the main tasks of the planned tripartite labour market administration at both the central and regional levels. In 1989 considerable attention will be focused on joint activities in the various branches of industry. There will be a further extension of the apprenticeship system and an industry-by-industry training approach in small and medium-sized firms.

Linked to **wage cost moderation**, improved qualifications are a precondition for employment growth.

Some forms of temporary **wage cost subsidies** and measures promoting work experience remain necessary for disadvantaged groups on the labour market. The various schemes existing in this area will be brought together in one user-friendly regulation modelled on the *Vermeend/Moor Act*.

To increase the opportunities for **gaining work experience**, funds will be made available for the next budgetary period to municipalities together with the *GABs* (regional employment offices), so that they can provide the long-term unemployed with work experience opportunities connected with counselling interviews.

## PORTUGAL

### Industrial restructuring

In the framework of implementing the Government programme for developing schemes to support employment during industrial restructuring, the legal arrangements were made in May-June 1988 for the coal and steel and the wool industries:

- \* Decree-law 156/88 of 2.05.88 sets out the necessary legal framework for implementing the bi-lateral ECSC Convention. Its purpose is to apply this convention and to provide for coordination with the Portuguese legislation in this area. As regards employment policy, the decree-law deals with the vocational retraining needs of workers whose jobs have been changed or scrapped. It sets out the exceptional measures of social protection which include the following: indemnities or compensation; unemployment benefits; aids to set up on one's own; early retirement benefits; allowances where there are differences in wages; relocation allowances; aids for vocational training and early retirement.
- \* Decree 381/88 of 15.06.88 deals with the wool industry. It explicitly provides for measures to be adopted in the fields of vocational

training, public employment programmes and early retirement.

Also in the field of industrial restructuring, Resolution n°37/88 of 20.08.88 of the Council of Ministers deals with the chemical products and fertilizer industry. It sets out the maximum annual amounts of aid which can be given to specified enterprises in the industry in the 1988-91 period. The overall aim is to create the necessary conditions for these enterprises to be competitive within the European Community at the beginning of 1992.

## UNITED-KINGDOM

### Abolition of the Training Commission

The Secretary for Employment announced in mid-September that the governing body of the Training Commission was being abolished and that plans were in hand to abolish the Commission itself.

The decision followed the vote of the Trades Union Congress (TUC) during its 1988 annual congress to boycott the government's Employment Training Programme (cfr. iM 23). This recently launched programme seeks to provide all adult unemployed persons with on average 6 months training. With an annual budget of 1.4bn, it should cater for 600,000 persons a year.

### History

The Training Commission was established by the Employment Act 1988 to replace the Manpower Services Commission (cfr. iM 23).

The tripartite MSC was set up in 1974. It had a governing body of three members appointed after consultation with the TUC, three members appointed after consultation with the Confederation of British Industry (CBI), two local authority representatives, an educationalist and a chairman. The function of the MSC was to run the public employment and training service. Following the General Election in June 1987, the Government changed the Commission's role, focusing it sharply on vocational education and training. The 1987/88 budget was in the range of 3.1bn (total planned provision for the Department of Employment Group will be £4.03bn in 1989/90).

### The future

The Commission has been replaced by the Training Agency. Located within the Department of Employment, the Agency is directly responsible to the minister. It is in charge of running the programmes of the Commission.

In the longer term the Agency will be replaced. This will be part of a fundamental restructuring process of national training policy to be detailed in a white paper published in November 1988.

This paper will establish a new central agency to coordinate the provision of training in cooperation with local training bodies. These bodies will be endowed with considerable authority to organise

training and job creation initiatives at the local level.

Employers and individual trade unions will be

invited to participate in the local training bodies to which will be devolved use of the resources previously provided in the budget of the Training Commission.

## Aid to the unemployed

### BELGIUM

#### Humanising daily unemployment checks

The philosophy of Belgian regulations on unemployment is to guarantee unemployment benefit to the involuntarily unemployed who are available for the labour market.

Maintaining such a philosophy presupposes that this availability is regularly checked. For otherwise a situation arises in which the right to benefit becomes universal and there is no link whatsoever with the will to work. A compensation system which is not limited in time of necessity involves monitoring unemployment. Hence, the unemployed are required to sign on daily (except Saturdays, Sundays and legal holidays) at the administrative centre of their place of residence.

However, since 1982, a growing number of categories of the unemployed has been exempt from the municipal control (cfr. iM 2, 10, 17, 20 and 22). Furthermore, the introduction of the social security card (cfr. iM 10) has replaced daily signing on for the unemployed from the building and the diamond sectors.

Now the Ministry of Employment and Labour is preparing to change the regulations with the aim of more systematically humanising the control, while taking into account the need to maintain the advantages of the current monitoring system.

#### Humanisation

Daily checks, as they currently exist, fill a whole set of functions: combatting "black work", determining unemployment compensation, checking availability for the labour market, etc.

Despite these functions, daily signing on does not stop "black work". Moreover, the control is often felt as being humiliating, particularly by workers who have worked for many years and then become unemployed following, for instance, corporate restructuring or closure. Furthermore, it would be difficult to maintain that these daily controls are encouraging for those who really are looking for a job.

For these reasons, the Minister is proposing that the daily unemployment control be humanised step by step. Bringing in a single type of flexibility for all categories of the unemployed is not desirable because the unemployed are not a homogeneous group: they belong to different age brackets, they have different occupational backgrounds and they have become unemployed under different conditions.

#### Proposals

The aim of the Minister is to achieve ultimately overall humanisation of unemployment control, enabling the negative control requirement to be transformed into positive monitoring.

Concretely, what is being proposed is a thorough-going flexibilisation of unemployment. This foresees general dispensation from signing on for the first six months of unemployment and subsequent weekly checks for other unemployed persons. The proposed change must go hand in hand with a regular follow-up of the jobseeker by the placement services.

Given the new structures of the Belgian State, this reform will be carried out in consultation with the community and regional authorities.

Pending discussions with his colleagues, the Minister of Employment and Labour has already decided on two measures

- \* from 1.11.88 all unemployed persons aged 50 and over are exempt from daily signing on. They have to report once a month to the administrative centre of their place of residence;
- \* from 1.01.89 all unemployed persons with a record of 20 years of work who are not yet 50 will also be exempt from daily signing on and will only have to put in an appearance once a month.

### IRELAND

#### Voluntary work

Two initiatives aimed at bringing together voluntary groups who need workers and unemployed people who need work opportunities have recently been introduced.

The **Voluntary Work Option** is designed to allow unemployed people to become involved in voluntary work without losing their unemployment payments. Under the terms of the option, the unemployed person taking up voluntary work is paid the same rate and has the same entitlements as beforehand and remains on the Live Register. The person must still satisfy the conditions for receiving unemployment payments. These include genuinely looking for paid employment and being available for work or a place on a training course if the opportunity arises.

At the same time, a **pilot grant scheme** to encourage voluntary bodies to involve unemployed people in community and social services

activities has been launched. Financial assistance will be made available over a three month period to voluntary bodies who avail themselves of the scheme. Grants will be given having regard to the nature of the project undertaken by the voluntary group, the number of unemployed people involved and the value of the voluntary work in developing the skills of the unemployed people taken on. The grant may be used to meet the

organisation's administrative and other expenses in setting up the project including the reimbursement of any out-of-pocket expenses incurred by the unemployed person. The voluntary group will be required to report on the outcome of the project at the end of the three month period. The results of the pilot scheme will be evaluated and further development of the scheme will be considered in the light of those results.

## Training

### GERMANY

#### The situation of the training places market

1988 experienced a further significant quantitative improvement in the availability of training places. The chances of finding a training place have hardly ever been better. For the first time since 1980/81 more places were available than persons registered at the employment offices to fill them. At the end of the vocational guidance year on 30 September only some 24,900 or roughly 5% of all applicants, did not have any training place. This figure included 14,900 girls and 3,100 foreigners. At the same time some 61,900 places remained unfilled. This means that at the end of September unfilled vacancies were up by 39% and unplaced applicants were down by 27% compared with the previous year.

Quantitatively speaking, for the first time in seven years, the overall supply of training places (as defined by the vocational training promotion act) is significantly in excess of the overall demand, having exceeded it only slightly in the previous year. The trend is away from a shortage of places towards a shortage of young people looking for a training place, although there are significant differences between regions, occupations and specific groups.

Overall, companies and public authorities notified the employment services of 566,400 training places in 1987/88; this was 20,000 or about 4% more than in the previous year. This trend has been developing over a longer period. It is due to a large extent to the falling numbers of applicants and the resulting difficulties in filling vacancies. As a consequence a greater proportion of the places to be filled is notified to the employment offices, the more so since the activities of the vocational guidance service are moving in the same direction. This will probably contribute to a continuing rise in the rate of involvement of the employment offices in an attempt to fill the training places. In 1985 the rate was 67%, one year later 71% and in the last year 79%. It is not possible to infer from the increase in notified vacancies that there has been an increase in vacancies overall just as this could not be inferred in past years.

In 1987/88 there were 532,800 applicants regis-

tered at the employment offices for company training places; that was 59,000 or 10% down on the previous year. The main cause of this was the falling number of schoolleavers, itself the result of demographic changes. A further influence is the falling number of re-applicants from the previous year as well as the growing trend for persons having obtained the upper secondary school leaving certificate to go on to higher education. Forecasting the development of the rate to which people looking for a training place draw on the employment offices, is not yet possible. However, various factors point towards a continuing downward trend in the rate of involvement which was 87% in 1987. These factors include the falling proportion of lower secondary schoolleavers in the applicants as well as applicants' improved opportunities.

The chances of young people still differ very considerably from one region to another. Whereas in many areas of southern Germany those seeking training places particularly in trade and industry can to some extent choose among training places, there are some areas in northern and western Germany where there is still an overall shortage of training places. Thus, in south Bavaria there are still some 13,800 vacant places compared with some 1,000 applicants who have not been found places and in Baden-Württemberg the relationship is 14,400 to 2,000. On the other hand, the employment offices in Lower Saxony and Bremen report 3,200 unfilled places compared with 5,200 unplaced applicants. And in North-Rhine Westphalia the relationship is 9,000 to 10,400.

In most occupations concerned with manufacturing as well as in some services — such as hotels and restaurants — there is an increasing shortage of young applicants. This development is found everywhere in Germany, but is more pronounced in the south and southwest than in the north. On the other hand, the demand for services', offices' and administrative occupations exceeds the provision of training places for the whole of the country. But compared with the past year, the imbalances are not so great.

The easing of the training places market benefits all categories of jobseekers, though to varying degrees. Girls still have more trouble finding train-

ning places than boys.

Also young foreigners benefit relatively little from the improved placement possibilities and have increasingly turned to vocational guidance. There were in total 45,300 young foreigners looking for training places within companies in this way, 4,100 (10%) more than in 1986/87. This increase was probably also caused by demographic changes since the baby boomers of foreigners are now leaving school. But vocational guidance activities have also been successful in rousing young foreigners' interest in training. Their entry to training is to some extent still hampered by incomplete schooling.

As in previous years, efforts are continuing to place those applicants who have been unable to find a training place by the end of the vocational guidance year. The success of these efforts depends on companies and public authorities informing employment offices rapidly of training places as they become vacant through applicants turning them down or training being broken off, so that these places can be offered again. In regions which still have too few training places available, companies and public administration are being urged to create additional training places, or provide such places for the first time.

## ITALY

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### **Modification of the reductions in contributions for training-work contracts**

Decree-law n°170 of 26 May 1988 was converted, after modification, into law n°290 of 23 July 1988.

Art. 5 of this law provides for the modification of the reductions in contributions for training-work contracts. These reductions had been brought in by law n°863/84 (Art. 3, § 6). This law had fixed the employer's social security contributions for workers taken on under a training-work contract to be equivalent to those foreseen for apprentices. The reductions were applied to all employers who had drawn up a training-work contract.

The new law has restricted the field of application for reductions in contributions, which will now only be granted to craft firms and firms which are located in the South of Italy (*Mezzogiorno*). In all other cases, employers who take on workers under a training-work contract will be granted a lesser reduction in contributions, i.e. the social security and assistance contributions have been set at 50% of those due for the other workers employed. The employee's contribution remains unchanged.

## ITALY

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### **Recognising Swiss qualifications**

Law n°241 of 17 June 1988 extends to the citizens residing in Campione d'Italia the benefits provided for under Art. 5 of law n° 153 of 3 March 1971

and under law n° 69 of 15 March 1988. These concern the equivalence of qualifications of two types: first those acquired in Swiss schools which correspond to the Italian second-level and vocational education schools; and, secondly, leaving certificates awarded by Swiss schools which correspond to the leaving certificates of the second-level secondary education in Italy.

## UNITED-KINGDOM

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### **Career Development Loans**

The UK Government first introduced Career Development Loans in April 1986 in four pilot areas (Aberdeen, Bristol, Greater Manchester and Reading), to test demand from individuals who, on their own initiative wish to undertake job-related or vocational training (cfr. iM 15).

As a consequence of the success of the pilot (£1,365,000 was lent on 655 approved loans) the Secretary of State for Employment decided to launch a national Career Development Loan scheme on 20 July 1988.

Unlike many schemes to support training in the Community there are very few conditions attached to this scheme. Anyone 18 or over who lives in or intends to train in Great Britain can apply for a loan, provided the course is vocational and likely to improve an individual's employment prospects. Participants must intend to work in the UK or elsewhere in the European Community after the course and must not be receiving any government grant for education or training or any help from an employer for the course.

The scheme is administered for the Government by three commercial banks: Barclays, the Co-operative and the Clydesdale. The local manager decides whether or not an applicant is eligible, and whether he or she is likely to be able to repay the loan.

Loans of between £300 and £5,000 are available, to cover up to 80% of course fees, the full cost of books and materials and, where appropriate, a contribution towards living expenses for full-time courses. The applicant is required to provide a minimum of 20% of the cost of course fees, as evidence of commitment to the training.

The UK Government's support makes it easier for the banks to consider lending money for vocational training. Benefits for the borrower include the Government's payment of the interest on the loan for the duration of the course and for up to 3 months after, during which time no repayments have to be made. After that the borrower repays the loan and interest in the normal way.

By October 1988, the new national scheme had received over 300 applications, representing some £.5m worth of lending.

## UNITED KINGDOM

### Training for 1992

The Department of Trade and Industry (DTI) as part of their single market campaign have produced, together with the Training Agency, a fact-sheet which is intended to increase employer awareness of the demands which the single market will inevitably make in the area of training provision. It points out that the skills of the workforce may possibly be **the** decisive factor in competing successfully in the single market and identifies the following key points which firms need to consider in looking at their training needs as part of an action strategy for 1992:

- \* The need for employers to have adequate links with training providers.
- \* The need for employers to know about new developments in training available locally and for their type of business.
- \* The new or improved skills which will be needed and who, in the company, will need them.
- \* The type of training which will suit individual employers best and where to obtain it.
- \* The need for an effectively planned and managed training programme.

The fact-sheet points out that the changes which the single market is bringing will need a range of new and improved skills in pursuing the new opportunities. Technical changes such as the development of harmonised standards could require retraining for many categories of staff, such as designers, marketing managers, and quality control staff.

### Sources of advice

**Training needs** will have to be identified as soon as possible. The fact-sheet provides information on the wide range of advice available to help employers do this:

- a) For almost all sectors of industry, there is an **industry training organisation** responsible for providing advice on identifying company training needs and on the availability of training to meet these needs.
- b) **Local Employer Networks** have been set up in over 100 localities. These networks, often based on the local Chamber of Commerce, bring together local employers to provide advice on local labour market trends and training provision.
- c) The Training Agency is piloting **TAPs** (Training Access Points) in about 30 localities. TAPs are a local service with local and national information. They offer a user-friendly, computerised database to help employers find the most effective training to meet their company's needs. TAP also offers expert advice to help employers convert the information into action: the whole system is geared to producing results for their company.

- d) **PICKUP** (the Professional, Industrial and Commercial Updating Programme) was introduced in 1982 by the Department of Education and Science (DES) to assist educational institutions provide more and improved vocational courses for employers who wish to re-train or update the skills of their employees. The courses are short, flexible and cost effective, and can be designed to meet the needs of individuals, whole organisations, or a particular industry or profession. PICKUP courses are paid for by the consumer. Financial support may be available to employers from a number of local and national sources and in addition employers can consult the PICKUP Training Directory — a national database which holds up-to-date information on the availability of over 13,000 short courses and training opportunities available in Britain.
- e) The **National Training Index** provides information about a range of training facilities available and will give advice about the suitability of particular courses or materials.
- f) The British Institute of Management's **HELPLINE** is opening for business in December 1988. It is a computer-based information and retrieval service providing access to a wide range of business and management data. BIM's own information databases covering the field of management education: short courses; management games; videos and training firms can be accessed through the service.
- g) **MARISNET** (the Materials and Resources Information Service Network) is an online database holding information about self-study materials; training organisations and services; private sector short courses; computer-based training and interactive videos; and training films and videos.

### Training provision

Once a company has identified its training needs, it will then have to decide on the type of training provision it needs. An enormous variety of training is available. That is why it is important to take advice and select the training most likely to meet individual needs. The fact-sheet points out that many options are open to employers including short courses, workplace training and open learning. The greater degree of flexibility within current training provision means that employers should be able to choose courses which will increase the skill level of their workforce whilst causing minimum disruption to business activities. They can find information about the range of training materials in the Open Learning Directory which is published by the Training Agency.

The Government will be investing some £3 billion in training through the Training Agency in 1989. The fact-sheet encourages firms to take full advantage of the help available to improve the skill levels of their workforce and goes on to describe

the two largest programmes: the two year YTS for 16 and 17 year old school leavers; and Employment Training for the adult unemployed. These will provide an increasingly important source of recruitment as the number of young people coming onto the labour market falls over the next few years. Both programmes enable employers to assess the aptitude of trainees before employment and share the cost of equipping them with relevant skills related to company needs.

Management training will be of vital importance in helping to prepare companies for the single market. The fact-sheet describes how the Council for Management Education and Development has

been formed to spearhead the "Management Charter Initiative". The first phase is a Code of Practice: organisations large and small are encouraged to subscribe to the Code — committing themselves to the development of their managers, to consulting the individual about his or her career plan and completing on-the-job experience with in-house and external training.

The fact-sheet is part of a comprehensive DTI service which provides information and advice to employers and emphasises the need for industry to start preparing now in the area of training provision in order to meet the challenge posed by the creation of the single market in 1992.

## Special categories of workers

### DENMARK

#### Intensifying initiatives to combat long-term unemployment

The Danish Government has concluded an agreement with the biggest opposition party, the Social-democrats, concerning an intensification of initiatives to combat long-term unemployment.

The bill and the administrative improvements which will be put before the *Folketing* (Danish Parliament) in late 1988 will comprise the following main elements:

#### Improvements in information and guidance initiatives

After being unemployed for a period of three months all unemployed persons are invited to a personal interview at the public employment service. The aim is to strengthen information and guidance initiatives with a view to improving the training and employment opportunities of the person in question. This interview will become compulsory for unemployed persons who are members of an unemployment insurance fund.

In order to make these early measures more efficient, unemployed persons who are considered in connection with this 3 months interview to have a special risk of becoming long-term unemployed will be offered an inspiration course of one to two weeks' duration.

Unemployed persons who have no vocational training background are offered a second individual interview after nine months' unemployment.

#### Training offers, job offers and enterprise allowance

The main aim of this new legislation is to enhance the unemployed persons' chances of obtaining employment by improving the offers available to them and by making the offers at an earlier stage of unemployment. It will also be possible for unemployed persons' to set up their own business with an enterprise allowance at an earlier stage than before.

As something new, an unemployed person obtains a right to a training offer. This means that the public employment service has a duty to make a specific training offer. The type of training will depend on the background and skills of the unemployed person as well as the needs of the labour market and in most cases the training will be of three to six months' duration.

Unemployed persons who have no training background other than compulsory schooling will —before the first job offer — be entitled to a training offer of up to two and a half years' duration. This right is obtained after 12 months' unemployment.

On completion of the first job offer a person shall have a right to a training offer. All persons who have been unemployed for six months obtain this right. The training offer may have a duration of up to one and a half years with a possibility of extension for a further period of six months.

The present rules concerning training allowances and enterprise allowances will continue in force.

Under the new rules a person may receive an enterprise allowance after five months' unemployment if he/she wants to start his/her own business. What is new is that this also applies to unemployed persons under the age of 25 years.

In order to motivate unemployed persons to undergo training and thus increase their employment opportunities, it will also be possible to receive a second job offer.

The right to a second job offer is being introduced for unemployed persons who have completed their first job offer and have subsequently completed a training offer provided by the public employment service of at least three months' duration or participated in training with a training allowance for at least six months.

Unemployed persons who have chosen to set up their own business with an enterprise allowance are entitled to a second job offer if they have been running their own business for a period of at least 12 months.

Unemployed persons above the age of 50 years

shall be entitled to further job offers. The current age limit is 55 years. The right to receive a training allowance or enterprise allowance is being maintained.

## **Availability**

In order to strengthen guidance concerning training and employment opportunities to unemployed persons, the unemployment insurance funds will be involved in these activities. The unemployment funds must contact their unemployed members not more than six months after the start of their period of unemployment in order to contribute to ensuring that the members avail themselves of the existing employment and training opportunities. This will normally take place through a personal interview with the member.

The existing rules concerning the requirement to be "available for work" will be made more precise. The general duty to be available for work will be drafted in such terms that the members will, after a specified period of unemployment, have a duty to take up work within a broader vocational and geographical area than that which was earlier covered by the term "appropriate work". This should be seen in the light of the need for increased flexibility and mobility on the labour market.

Rules will be laid down which impose the duty on the unemployment insurance funds to initiate more systematic guidance efforts at intervals of six months, and in this connection they are to evaluate whether the member can be considered to be available for work. The first evaluation shall take place after some six months' unemployment.

## **SPAIN**

### **Measures for equality of treatment of women**

The Government has submitted a bill to Parliament (*Congreso de los Diputados*) designed to extend to 16 weeks the maternity leave and to establish measures to foster equal treatment of women at work. The bill has been prepared in accordance with the 1988-1990 Action Plan to promote equal opportunities for women (cfr. iM 21), especially as regards the aspects of carrying out concrete actions designed to make working life compatible with maternity or paternity.

The measures contained in the bill will apply not only to employment contracts as such but also to the contract of service of civil servants. They concern in the main the regulations governing maternity leave and parental leave (*excedencia por cuidado de hijos*). By improving the existing regulations they will ensure that the fact of the birth of a child no longer negatively affects the occupational life of workers. Furthermore the bill contains a clear definition of the right of the

working woman to be protected from situations of sexual harassment at work.

Until now, both the Workers' Statute and the regulation governing civil servants provided for maternity leave of 14 weeks' duration. An extension is required in order to ensure, in accordance with the guidelines of the World Health Organisation, sufficient care for the mother's health and an improved mother/child relationship. Along the same lines, ILO Convention 103 on maternity protection, ratified by Spain on 26 May 1965, stipulates a mandatory six weeks' rest period following confinement. Since this requirement is not contained in the Workers' Statute, the bill will doubly reform the regulations: it will extend a woman's entitlement to maternity leave from 14 to 16 weeks and provide for at least six weeks of the leave having to be taken following confinement (the distribution of the remainder of the rest period being left to the discretion of the woman concerned).

Likewise it has seemed appropriate to introduce for the first time a special regulation for adopting a child under five years of age. An adoption leave of six weeks is foreseen as from the date on which the adoption is legalised. Adoption leave is being given parity of treatment with maternity leave, and as such will be covered by social security. Both the father and the mother can benefit from this leave, but only one of them if they both work.

The regulation governing parental leave currently provides no right of reinstatement. This could constitute a serious factor in dissuading people from making use of it and causing those who do avail themselves of it to be removed from the labour market. Hence, a new legal formula has been sought which establishes a right to the job being kept open and the duration of the leave being counted towards length of service during the first year of parental leave; this duration can be extended to three years by collective agreement. Holding the job also makes it possible for companies temporarily to hire other workers to substitute for the ones on leave, thereby opening up further employment possibilities. The new regulation on parental leave — which applies equally for adoption — will maintain the existing possibility of both the father and the mother being able to benefit from it, but only one of the two when both work.

Finally, the bill sets out for the first time a specific classification of the situations of sexual pressure or harassment to which women can be exposed at the workplace, both from their colleagues and their superiors. Hence these will be a new drafting of the definitions of the worker's right to her privacy being respected and her dignity being duly considered at work, and of the so-called right of protection in the area of public employment, including in both cases the "protection from verbal or physical offences of a sexual nature".

## IRELAND

### "Youthreach" a new programme for early school leavers

In mid-October the Government announced a new programme aimed at unqualified early school leavers. Under the programme, young people who have left the education system without qualifications and who fail to find employment will be offered up to two years further education and training. This is a development of the Social Guarantee (cfr. iM 3,8,10) introduced in 1985 which guarantees six months education/training for this group.

As well as extending the period of education/training from six months to two years, the other main innovations are in the structuring of the education/training programmes themselves and the joint management of the new system by education and employment authorities.

Young persons participating will firstly be placed on a year-long foundation programme which will be provided by either the local Vocational Education Committee or the local FAS (National Training and Employment Authority) training centre. Following this broadly based general foundation programme, the participant may opt to return to mainstream education or to proceed to a progression programme which will build on the skills

acquired in the first year and equip the young person with job-related skills. Figure 1 gives an overall picture of the progression system which will be introduced in January 1989.

### Numbers of early school leavers

The number of unqualified school leavers each year is of the order of 6,000 people, or about 10% of the school-leaving population. Recent surveys indicate that about half of these young people have found employment a year later, leaving about 3,000 unemployed. In 1989, FAS will provide foundation training for 2,400 early school leavers and the Vocational Education Committees will provide foundation training for an increasing proportion of early school leavers.

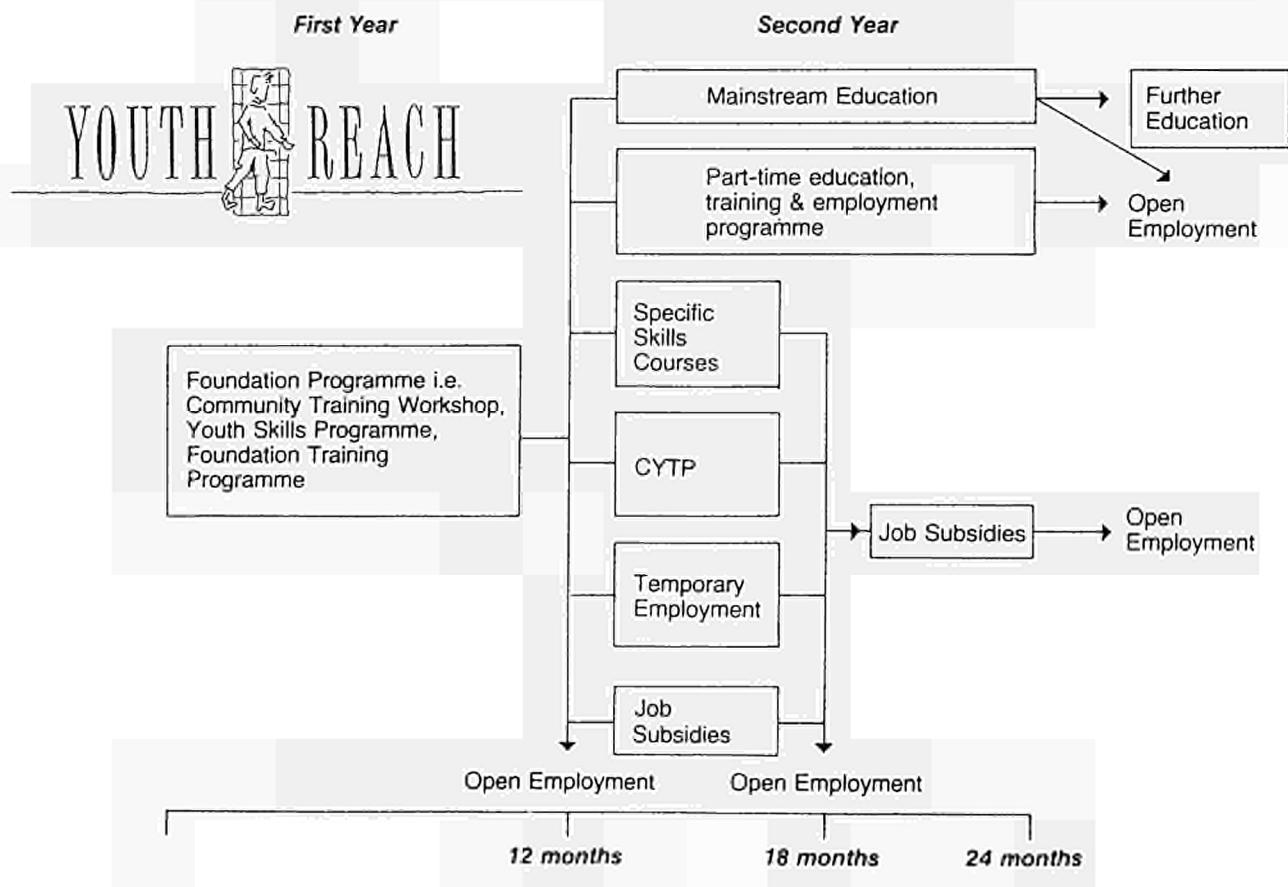
### Identification of target groups

Under the Social Guarantee, FAS (in consultation with all second-level schools) prepares a comprehensive register of all unqualified early school leavers. Updated twice a year, in February and October, this register will form the basis for the "Youthreach" programme. The process will involve ensuring that eligible young people are contacted and advised of the benefits they can obtain from participation.

### Certification

It is the intention that all participants will be provided with meaningful and recognised certification.

## Progression for Unqualified Early School Leavers



## IRELAND

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### Long-term unemployed

Two initiatives to help the long-term unemployed which were introduced on a pilot basis in 1986 (cfr. iM 16) have been extended to the entire country.

The **Parttime Job Incentive Scheme** allows certain longterm unemployed people to take up a part-time job for under 24 hours a week and receive a special income supplement from the Department of Social Welfare. Instead of their usual unemployment payments, those who take part in the scheme will get an income supplement of £27 a week if they are single and £45 a week if they are married with an adult dependant. This supplement will not be affected by their wages from their part-time job. About 120,000 long-term unemployed are eligible for the new scheme. The scheme will initially run for one year and if it proves successful will be renewed annually.

The **Educational Opportunities Scheme** will provide long-term unemployed people aged over 23 years of age with an opportunity to further their education while still claiming unemployment payments. The courses which are being introduced in consultation with the Minister for Education will be provided by local Vocational Education Committees in up to 12 locations throughout the country.

## Miscellaneous

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### IRELAND

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#### Extension of worker participation

Worker participation of board level in a number of State enterprises has been in operation in Ireland since 1977.

The Worker Participation (State Enterprises) Act, 1988, extends the provisions covering the election of worker directors to a number of additional State enterprises. Under these provisions, the designated workplaces are empowered to fill one third of the positions on the boards of their respective enterprises from among their number, with successful nominees being elected for a four year term.

In addition, the 1988 Act requires the management of almost all the larger State enterprises when requested by representatives of workers to establish subboard participative arrangements along whatever lines may be agreed with these representatives.

Participants will be able to study for the Leaving Certificate, Intermediate Certificate, City and Guilds courses and other educational courses. (The pilot scheme was limited to longterm unemployed people aged over 25 years of age and to part participation in the Leaving Certificate only.

## NETHERLANDS

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### Situation of workers from ethnic minorities in the private sector

At the end of 1986 some 67.300 people from ethnic minorities were working in the private sector. This corresponds to 3% of the total number employed in this sector. Workers from ethnic minorities are found preponderantly in unskilled work. There would not seem to be any wage discrimination against them.

These facts are to be found in a survey of the situation of foreigners on the labour market presented to the second chamber.

The survey shows that some 68% of the 67.300 foreigners in the private sector have a technical function or do manual work. Nearly a quarter of them are in nursing or other service professions.

Workers from ethnic minority groups are over-represented in industry where nearly two thirds of them have a job. Overall, of all persons employed

### ITALY

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#### Transborder cooperation between Italy and France

In the course of 1987 a transborder collaboration programme was launched between Italy and France. At a meeting which took place at Lyon on 12-13 November 1987, existing problems were examined and the following three areas of cooperation were identified for the regions Rhône-Alpes and Piedmont:

- \* exchange of young workers;
- \* vocational guidance;
- \* exchange of information.

The programme has been developed in the course of 1988. A follow-up meeting is foreseen at Bardonecchia in December 1988 to examine the results achieved and to launch a new cooperation programme. The new programme should also involve the maritime regions for France and Liguria for Italy.

## MISEP correspondents

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Germany	Felicitas von Weichs, Bundesministerium für Arbeit und Sozialordnung Detlef Hein, Bundesanstalt für Arbeit
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### Rough currency conversion rates

One European Currency Unit (ECU) was roughly equivalent to the following amounts of national currencies in November 1988:

* Belgium	43BFR
* Denmark	7.99 DKR
* Germany	2.07 DM
* Greece	173 DRA
* Spain	136 PTA
* France	7.08 FF
* Ireland	0.77 IR£
* Italy	1,540 LIT
* Luxembourg	43 LFR
* Netherlands	2.34 HFL
* Portugal	173 ESC
* United Kingdom	0.66 UK£