

# DOCUMENT

## **MISEP MUTUAL INFORMATION SYSTEM ON EMPLOYMENT POLICIES**

**THE NETHERLANDS**  
Basic Information Report



**COMMISSION  
OF THE EUROPEAN COMMUNITIES**

This document has been prepared for use within the Commission. It does not necessarily represent the Commission's official position.

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Commission of the European Communities

**M.I.S.E.P.**

**- Mutual Information System on Employment Policies -**

The Netherlands

Basic Information Report

Document

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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).

The system operates with a network of correspondents from the departments responsible for employment policy in the Member States and a centralised secretariat under the overall responsibility of the Commission.

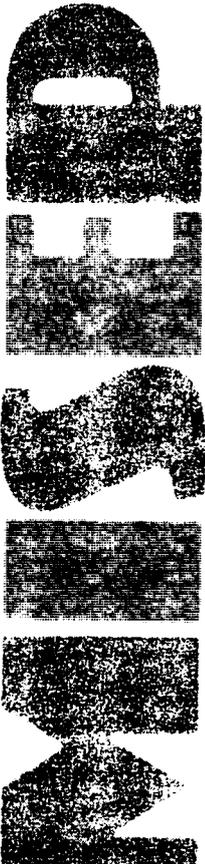
It was set up by the Commission in response to the desire expressed by Member States' delegations in the Council to be mutually informed on developments in national employment policy measures and structures. The objective of the system is defined as "to gather, synthesise, translate and disseminate relevant information in the Member States, serving each of the responsible national ministries and agencies in their daily decision-making, and aiding the Commission in its co-ordinating role at Community level".

The "Basic Information Reports" describe the structure and content of employment policy in each Member State. All these reports follow the same structure and contain the same basic information which is essential to an understanding of the way employment policy is conceived and operated.

The material contained in the Basic Information Reports has been provided by the national correspondents and is correct as at 1 March 1983. It is intended as a guide and an explanation of national policy measures in force at that date and is not as a substitute for the corresponding legal texts. It is designed to describe the policies and practices in Member States without value judgements either on the part of the Commission or the national correspondents.

While these reports will be updated periodically, further information and regular updating of measures are published in "InforMISEP", and reproduced in "Social Europe".

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## Chapter I : INSTITUTIONS

The main goals of socio-economic policy can be summarised as:

- Reasonable economic growth
- Full employment
- Balance of payments in equilibrium
- Reasonable distribution of income
- Stable price level

The **Ministry of Social Affairs and Employment** (Ministerie van Sociale Zaken en Werkgelegenheid) is one of the partners in achieving these goals. More specifically, the ministry's responsibilities are to ensure

- full employment and appropriate work
- a guarantee of material and immaterial security for everyone
- a reasonable distribution of income and wealth.

These goals set **two interdependent sets of issues** for the Directorate-General for Manpower:

- that of matching supply and demand on the labour market, both quantitatively and qualitatively, in the most efficient way for the nation's production of services and goods;
- that of matching supply and demand on the labour market in such a way that it does justice both to everyone who is able and willing to work and everyone who offers employment.

This duality (efficacy versus justice) of the leading principles of the employment service should be kept in mind when reading this report. The employment service, the **Directorate-General for Manpower** (Directoraat-Generaal voor Arbeidsvoorziening-Arbvo), is an integral part of the Ministry of Social Affairs and Employment.

### 1.1. Legal status and constitutional competence

Placement is governed by the Employment Service Act (Arbeidsbemiddelingswet 1930), the last amendment dating from 1960.

The principal provision is that the placement service shall sustain employers and job-seekers in finding employment and work (as far as the labour force is concerned). The placement service has both provincial and regional branch offices. Service is public and free of charge. In principle it is the monopoly of the Directorate-General. The Royal Decree of 1944 created a Central Advisory Commission at the national level as well as local level advisory commissions. The Central Advisory Commission consists of representatives of employers and trade unions and independent persons (including the chairman).

### 1.2. Decision-making bodies

The political responsibility for decisions concerning the labour market resides with the Minister of Social Affairs and Employment.

The Directorate-General for Manpower has the day-to-day responsibility for the functioning of the Employment Service. Many of the practical tasks of the Directorate-General are delegated to the local level (regional employment offices) which has a certain autonomy. It is, however, clear that the autonomy of the director of a regional employment office may, and will, be influenced by the

dialogue with the advisory commission. As regards the autonomous position, the following factors can be distinguished:

In the first place, the director of the regional employment office has power in cases of dismissal.

Secondly, the director of the regional employment office has the power of final decision in all but a few measures to facilitate employment and/or vocational training.

Thirdly, mention should be made of the implementation of the "policy of management by objectives for manpower measures". This policy for setting objectives covers the instruments aimed at the various categories of the unemployed. This has to take account not only of changes that occur over time, but also of the specific features of the various regional situations.

The policy of management by objectives is also a procedure involving a dialogue between the national and local authorities responsible for manpower policy. This dialogue establishes the allocation of available funds in the coming year, as well as the priorities concerning the various categories on the labour market. However, autonomy at a local level does have its inherent limitations.

The main points and major principles of employment policy are established at the national level, as are the operational and financial frameworks within which plans take shape. Thus, manpower policy is primarily national policy. The Minister of Social Affairs and Employment is responsible for manpower policy to Parliament. The function of the advisory bodies is explained below (see I.6)

### 1.3. Organisation chart

The task of the Directorate-General for Manpower is to promote the harmonious development of labour market supply and demand, particularly with the intention of promoting an optimum integration of man with work. This implies interest in topics such as:

1. Mediation (including information)
2. Training
3. Promoting placement
4. Expanding employment

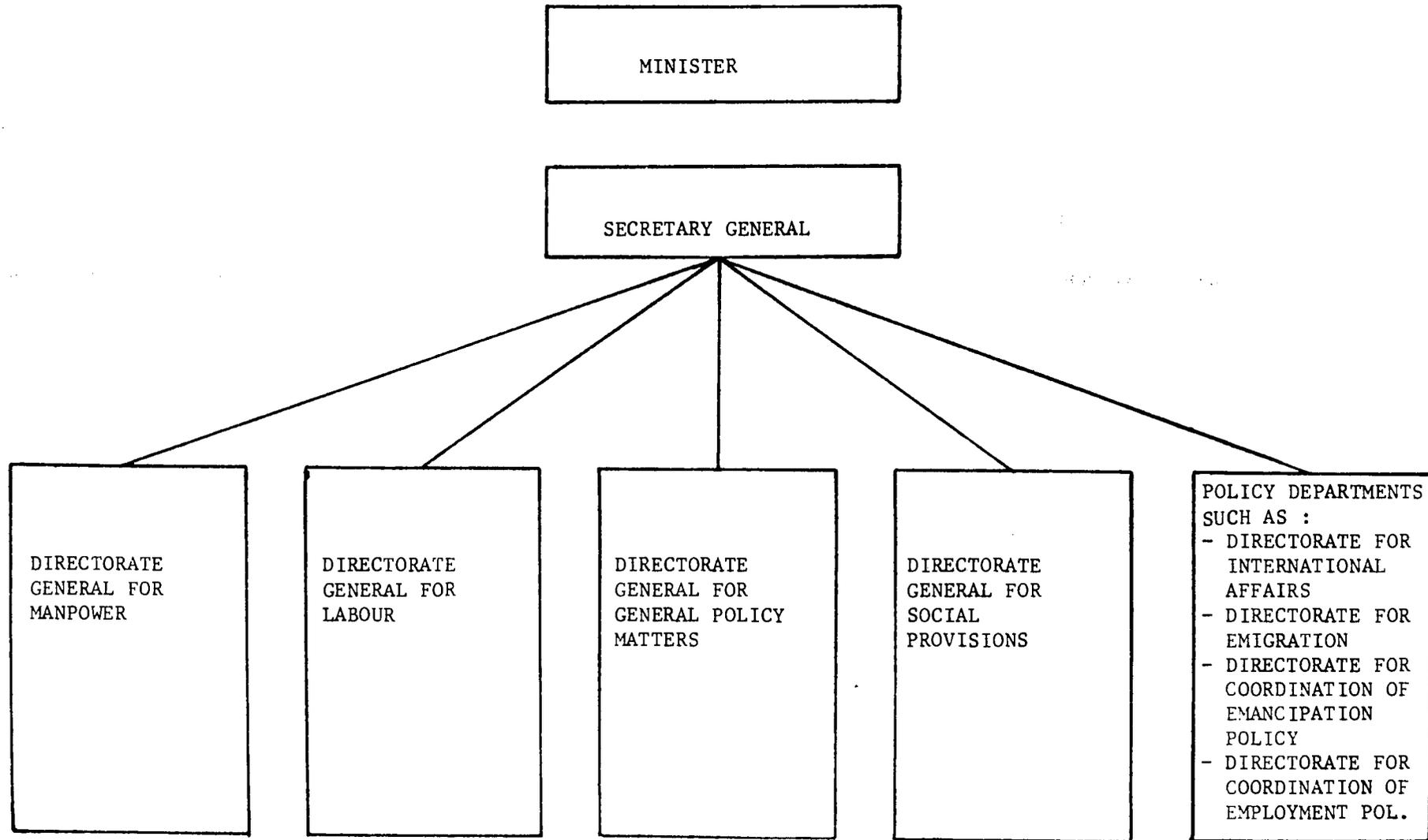
The following diagrams indicate the place of the Directorate-General within the Ministry, as well as its own specific tasks. (See pages 3 and 4)

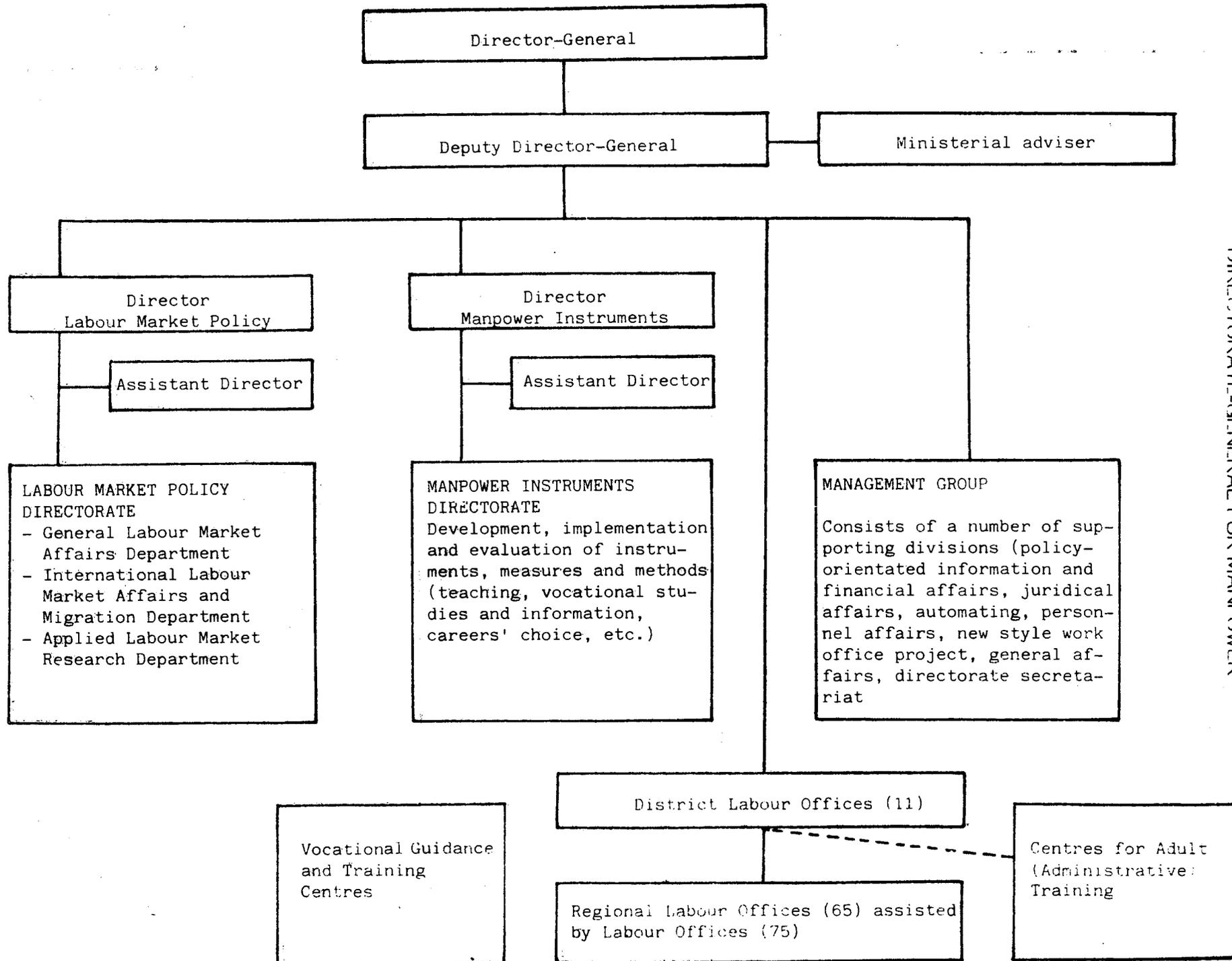
### 1.4. Number of personnel

The total staff of the Directorate-General is	4357
of which	
- Central service	495
- District manpower offices (DBA)	226
- Provincial labour offices (including labour offices)	2974
- Adult (administrative) vocational training centres	602
- Districts for complementary civil-technical operations	60
Educational standard of staff (approx.)	
- University trained, higher and medium	350
- Professional education	3400
- Others	600

Most staff members with a higher or medium professional education are to be found in placement jobs (placement officers, vocational guidance and labour consultants).

MINISTRY OF SOCIAL AFFAIRS AND EMPLOYMENT





DIRECTORATE-GENERAL FOR MANPOWER

### 1.5. Operational budget

Financial resources for manpower regulations			
	1981	1982 <sup>1</sup>	1983 <sup>1</sup>
Adult vocational training centres (CVV)	110,0	110,0	130,0
Centres for vocational guidance and training (CBB)	20,5	35,5	35,7
Joint government-industry training (SOB)	74,0	60,5	61,7
Tuition fees scheme for job-seekers (SKR)	12,7	15,0	15,0
Vocational qualifying education (BKE)	--	8,0	8,0
Courses for the young unemployed (CJW)	6,0	20,0	25,9
Youth vocational training (BVJ)	40,0	135,0	135,0
Short-term senior secondary vocational education (K-MBO)	--	6,0	--
Relocation aid (PBM)	119,3	68,5	69,6
Employment creation scheme (WVM)	254,4	445,0	343,0
Experimental job creation for unemployed young people (EAJ)	30,0	35,0	35,0
Regional (ISP/PNL) funds	67,5	45,0	40,0
Miscellaneous	142,2	51,9	93,0
	876,6	1035,4	991,9
of which structural	207,6	210,4	391,9

<sup>1</sup> Position at the beginning of 1983 (marginal changes to various items are envisaged)

### 1.6. Cooperation and coordinated activities

The determination of labour market policy is a very complex process. It is a matter of concern not only to civil servants and the Minister of Social Affairs and Employment but also to other parties involved.

Schematically, this involvement can be described as follows

<u>Political</u>	<u>Civil Service</u>	<u>Industry (employers and unions)</u>	<u>Others</u>
1. Minister of Social Affairs and Employment contacts other ministers on matters of mutual concern	1. Directorate-General for Manpower (preparation of policy)	1. Central Advisory Commission	1. Other advisory bodies
	2. Provincial offices (coordination + monitoring of local policies)	2. Regional Council for the Labour Market (provincial)	2. Local Government - provinces - municipalities
	3. District employment offices (execution of central policy + local policy decisions)	3. Advisory commissions	3. pressure and interest groups

The task and competence of the **advisory commissions** are laid down in the Royal Decree of 17th July 1944. Article 4 of this Decree states that:

"The Minister provides the director of a regional employment office, or auxiliary office, with an advisory commission whose chairman and members are appointed by the Minister. Members shall include at least two representatives of recognised trade unions and an equal number of representatives of recognised employer organisations.

The advisory commission shall advise the director of the regional employment office, or the office to which it is attached, on matters concerning the office, either on request or on its own initiative".

The advisory commissions also receive tasks from the Law on Placement of Disabled Workers. The same applies for:

- the regulations for declaring that a person cannot be placed,
- the regulations for declaring that supply is not genuine,
- the established practice concerning the right to dismiss, as laid down in article 6 of the 1945 Extraordinary Decree on Labour Relations.

The director of the regional employment office is, in a number of cases, bound to consult the advisory commission before making a decision which is very important to a registered client.

The **Central Advisory Commission** (Centrale Commissie van Bijstand en Advies) consists of representatives of employers' organisations and of trade unions. It may give advice directly or voice an opinion to the Minister.

Finally, the **Social and Economic Council (SER)** and its specialised Labour Market Council (Raad voor de Arbeidsmarkt) is a tripartite advisory council to the government.

## 1.7. International contacts

International relations are the concern of the Division for International Labour Market Affairs and Migration. This division has a dual task:

- a. Foreign Labour: The division is responsible for admitting migrant workers (both as individuals and through official recruitment to the labour market. The present Law on Employment of Foreign Workers starts from the principle that foreign workers should only be admitted if no reasonable alternatives for their employment are available.
- b. The division is also responsible for both the contribution of the General Directorate to the work of international organisations and the exchange of information concerning international labour market developments. In terms of participation in the work of international organisations, this means that as soon as a subject of substance for the labour market is under consideration, the Directorate-General will participate directly. In other cases it may participate in the preparation of meetings in international organisations.

The Directorate-General participates regularly in the following organisations:

- ILO
  - annual labour conference
  - special topic meetings
  - reporting on the applications of ILO instruments.
- OECD
  - participation in the preparation of conferences or meetings of ministers of social affairs (labour)
  - participation in the work of Manpower and Social Affairs Committee (MAS) and in ad hoc or permanent working parties.
  - participation in other working parties, such as the working party on Positive Adjustment Policy (P.A.P.)
  - reporting to the OECD on special topics (generally speaking at the request of the OECD).
- BENELUX
  - participation in the preparation of meetings of ministers of social affairs.
  - participation in the Commission for Social Affairs.
  - participation in working parties, such as the subcommittee on the labour force.
  - collaboration with the Benelux secretariat in preparing working documents.
  - participation in consultation between Benelux members of Parliament and the Civil Service.
- EEC
  - participation in the preparation at ministerial level of meetings and of the Standing Committee on Employment.
  - participation in the group of Directors-General for Employment and the group of Directors of Employment Services.
  - participation in MISEP.
  - participation in specialised working parties and tripartite bodies.
  - reporting.

Apart from the regular contacts with international organisations, bilateral contacts are quite common. These are sought by the Directorate-General as well as by other parties concerned.



## Chapter II : PROCEDURES

### I. LEGAL INSTRUMENTS

The Employment Services Act lays down the tasks of the Employment Service. It contains the following main elements:

- The placement service is public and free of charge
- Its tasks imply responsibility for vocational guidance and mediation for obtaining vocational training
- The Minister may allow third parties to become involved in placement (both gainful and on a non-profit base) provided they obtain a special permit
- Penal sanctions are foreseen in cases of infraction of the legal provisions.

#### **Special legislation**

The placement of the handicapped is governed by the Law on Placement of Disabled Workers (Wet plaatsing minder-valide arbeidskrachten 1947). The main elements concern the following obligations:

- The handicapped should constitute at least 2% of personnel
- Tools and installations should be adapted for use by the handicapped

Employment of foreign labour is governed by the Law on Employment of Foreign Workers (Wet arbeid buitenlandse werknemers 1978). This law aims at restricting the entry of foreign workers to the Dutch labour market.

Temporary work (agencies) is governed by the Law on Temporary Employment Agencies (Wet op het ter beschikking stellen van arbeidskrachten 1965). This law stipulates that gainful subcontracting of workers by agencies is subject to a permit of the Minister. Such a permit may only be refused if fear exists that the subcontracting of labour damages the relations on the labour market or if it does not sufficiently guarantee the interest of the workers.

#### **Employment in navigation**

The need for special legislation on employment in navigation is under discussion between the parties concerned (employers, trade unions and government). Before agreement on any formal proposal, a regulation has been adopted (Regeling arbeidsvoorziening in de zeescheepvaart 1977).

The goals of parties concerned are to:

- preserve employment in navigation for nationals
- prevent a qualitative and quantitative mismatch
- enhance understanding of this sector of the labour market.

#### **Sheltered labour**

Sheltered labour is regulated by special legislation (Wet sociale werkvoorziening 1969). The aim of this law is to offer employment to persons who have the capacity to work, but for some reason of their own are not able, or not yet able, to carry out a normal job. Return to a normal position on the labour market is the end goal.

The law is applied by municipalities. An advisory committee assists the local community. The director of the regional employment office is an ex-officio member of this committee.

The legal instruments available are supplemented by a set of internal instructions of the Director-General. The Central Advisory Commission voices its opinion of the content of such internal instructions.

## 2. NEGOTIATION PATTERNS

### Trade unions and employers' confederations<sup>1</sup>

#### (a) Trade unions

Dutch employees are organised according to two criteria: religious affiliation and company sector. In addition, there is a decreasing number of specific trade unions and a now increasing group of managerial associations. Out of a total wage-earning working population of 4.1 million, about 1.6 million employees belong to trade unions.

All of the major unions organised on an industry-wide basis belong to one of the two groupings:

1. FNV, the League of Dutch Trade Union Federations. This was set up in 1976 jointly, by the NVV and the NKV. The Netherlands Federation of Trade Unions (NVV), which has about 700,000 members, is non-denominational and has some association with the Socialist Party: the Netherlands Catholic Labour Federation (NKV) has about 350,000 members.
2. The (Protestant) Christian National Labour Federation (CNV) which has about 250,000 members.

The originally highly differentiated unions have undergone a process of increasing concentration. In particular the pressure of greater efficiency brought small unions together. This process resulted a few years ago in the merge of metal, textile, and other unions into large 'manufacturing unions'. The non-denominational manufacturing union now has about 195,000 members (almost 30 percent of all the non-denominational union members) and is the largest union in the Netherlands.

#### (b) Employers' federations

Employers' federations also are divided along denominational and along sectorial lines. The result is shown schematically below:

Unions' federations		Employers' federations			
		Manufacturing, Commerce, Banks, Insurance	Retailers	Agriculture	
non-denominational	* NVV	VNO	KVO	KNLO	
Roman Catholic	† NKV	NCW	NKOV	KNBTB	Council for Consultation
Protestant	CNV		NCOV	NCBTB	Convent.
		Council of Dutch Employers' Associations	Committee for Consultation	Central Farmers organizations	
		National Council of Employers' Associations for Labour Affairs			
		Foundation of Labour			
		Social Economic Council			

Source: Albeda (1975)

Classification of employers' and unions' federations and consultative bodies.

+ In 1976 a process of integration of non-denominational and roman-catholic organisations was started on the basis of common political tenets.

1. This section is taken from European Industrial Relations, Oxford, Clarendon Press, 1981

The main federation of employers' associations is the Federation of Netherlands Industries (VNO). This represents a considerable number of large and medium-sized companies (about 600 enterprises represented in about 90 employers' associations). In addition, there is the smaller Dutch Christian Employers' Federation uniting a Catholic and a Protestant employers' federation. A high percentage of their members also belong to the above-mentioned VNO.

Both employers' federations work closely together in the Council of Netherlands Industrial Federations, and together with the retailers and agricultural federations in the national Council of Employers' Associations for Labour Affairs. This Board is important because it negotiates with the union federations to reach Central Agreements.

(c) **Main bargaining structure**

The Collective Agreement Act of 1972 defines the rules for the collective bargaining process. Only officially recognised unions (federations) can participate in the process. The same holds for employers' associations, although individual employers can also join.

### 3. PLACEMENT PROCEDURES

General placement work and special placement should be clearly distinguished in practical day-to-day work. The following distinction should hence be made within employment offices:

**The General Manpower Services Department** is the agency whose activities are primarily geared to rapidly allocating and to distributing the demand for labour among the supply available in order to prevent stagnation on the labour market. The department deals with the vacancies, files and the list of those seeking work; it also accommodates the section which compares supply with demand.

**The Special Manpower Services Department** possesses more in-depth knowledge and resources thanks to specialism, in order to (re)integrate categories with particular problems into the labour market by supplying special services such as:

- information and advice on career choice
- information, advice and active help for those who, because of their mental, social economic or physical handicap, cannot be directly integrated into the labour market.

Both of these services can be given material support from the entire package of job creation schemes, the full range of training instruments and measures to increase employment. A part of these are concentrated in the so-called "Policy of set objectives".



### Chapter III: LEGAL FRAMEWORK

#### Labour relations

Labour relations are primarily governed by articles 1637/1639 of the Civil Code. These articles form the constitution of labour relations. Divergence from the main stipulations to the disadvantage of the employee is prohibited.

Many branches of economic activity do nowadays diverge positively through collective agreements, the rules of which are laid down in a law (Wet op de Collectieve arbeidsovereenkomst 1927). The Minister has the authority to declare the conditions of a collective agreement binding on interested parties who did not originally adhere to it. He may also annul certain obligations of a collective agreement if the public interest so requires (Wet op het algemeen verbindend verklaren en onverbindend verklaren van collectieve arbeidsovereenkomsten 1937, modifications 1950 and 1970).

Neither the Civil Code nor the Law on Collective Agreements contain indications on wages and salaries. Other laws were hence enacted both on minimum wages, such as the 1968 minimum wage and holiday allowance law (Wet minimumloon en minimum-vacantiebijslag 1968), and on restrictions of wage levels, such as the Wet houdende regelen met betrekking tot de loonvorming 1970, last revised 1976. The aim of the last law is to enable the Minister to set limits to wages so as to keep them in line with economic requirements.

#### Dismissals

Dismissals are governed by a dual and ambiguous system:

- a. Civil Code 1907  
Every employer has the right to dismiss and every employee to resign even without complying with the termination rule; however, if one party does so the other party can claim compensation for the damage done.
- b. Extraordinary Employment Relations Decree 1945  
Under this decree employer and workers are forbidden to terminate an existing labour contract without prior approval of the director of the regional employment office.

According to the Decree, the director of the regional employment office is completely autonomous. The director, however, observes the relevant internal regulations of the Directorate for Manpower, against which there is no right of appeal. The legal validity of the director's approval of the dismissal cannot be disputed: the decision is final (there is no administrative appeal). Civil proceedings are, however, possible if the employer or worker considers the dismissal to be obviously unfair. The director, on the other hand, is bound to make sure that a dismissal is not unreasonable or unjust.

In addition to individual dismissal, attention is paid to collective dismissal. Under the Act of March 24, 1976 concerning the notification of collective dismissal (Wet melding collectief ontslag, 1976), any employer intending to terminate the employment contracts of at least twenty workers within three months, is required to give written notification of this to the unions concerned and to the director of the regional employment office. The latter will, in principle, only accept the application one month after receiving it. Through this, time is reserved for negotiations between the unions, the firm and possibly the governmental authorities concerning the intended dismissal. The subsequent dismissal procedure is very similar to that of individual dismissals.

In the execution of his duty, the director of a regional employment office is assisted by an Advisory Commission.

### **Unemployment**

According to the rules of the Unemployment Insurance Act (Werkloosheidswet, 1952), every worker in the Netherlands is compulsorily insured against the risk of loss of income in the event of unemployment. Under this insurance, which is implemented by the industrial insurance board (bipartite agencies managing the social insurance schemes), an unemployment benefit of 80% of the wage last earned is paid for a maximum period of six months.

After 6 months the unemployed come under the provision of the Unemployment Provisions Act (Wet Werkloosheidsvoorziening, 1965). This law is implemented by the municipalities. The benefit then amounts to 75% and is payable for a maximum period of two years. Both laws intervene up to a maximum daily rate of Dfl. 262.28 (1-1-1983).

Unemployed people wishing to qualify for the above benefits must register with the regional employment office and must accept "suitable work". If, in the opinion of the placement officer, suitable work is offered, the jobseeker is referred to the employer. If the jobseeker objects to this offer of suitable work, a written appeal is made to the advisory commission attached to the director of the regional employment office which will advise this director. He is entitled to pass on the appeal to the authority paying the benefit to the unemployed person, with the advice to reduce or stop the benefit for a certain period of time. Further decisions will then be made by a committee in which the regional employment office is also represented. The regional employment office is also obliged to notify the paying authority if it is discovered that the jobseeker himself is not making enough efforts to obtain a job, for example by demanding excessive requirements for his future job.

Should a jobseeker continue to refuse to work, or should circumstances result in a jobseeker being hardly available for the labour market, then the regional employment office may end the placement activities for this person, after having obtained the advice of the advisory commission. The paying authority is also notified of this.

Under certain circumstances, such as refusal to work, the unemployment benefit may be reduced. The ministry is putting pressure on municipalities to follow the same line as regards the provisions of the Unemployment Provisions Act, particularly in those cases where the application for a benefit under this law is the result of a sanction under the Unemployment Insurance Act.

### **Equal treatment for men and women**

The 1975 'Wet gelijke behandeling mannen en vrouwen' ensures equal treatment for men and women doing jobs of equal standard. A trilateral commission advises in cases of disputes.

#### **Chapter IV : MEASURES**

This chapter enumerates employment and manpower policy measures in the Netherlands.

The measures are classified into specific categories to facilitate use in international comparison. However, the characteristics of the measures do not make it easy to maintain clear distinctions, so that several measures could equally well be classified under another category than that used.

An overall policy statement on measures within the national framework is not feasible since there are no rules relating to hierarchy. Rules concerning the practical application and relative priority of labour market measures are drafted annually within the framework of the objectives set by policy.

See also Annex 2 and Chapter II.2.

## Overview

### 2. Employment maintenance measures

- NEHEM : Nederlandse Herstructurerings Maatschappij  
Job maintenance through structural adjustment (NL-ii.1)
- Regeling Werktijdverkorting  
Short-time working scheme (NL-ii.2)
- Maatregel Verruimende Werktijdverkorting  
Extended short-time working scheme (NL-ii.3)

### 3. Measures giving aid to the unemployed

- Werkloosheidswet (WW)  
Unemployment Insurance Act (NL-iii.1)
- Wet Werkloosheidsvoorziening (WWV)  
Unemployment Provisions Act (NL-iii.2)
- Garantieregeling WW en WWV  
Guarantee Scheme Unemployment Insurance Act and Unemployment Provisions Act (NL-iii.3)
- Loonsuppletierregeling WW en WWV  
Wage supplement scheme under the Unemployment Insurance Act and the Unemployment Provisions Act (NL-iii.4)
- Verlengde WWV-regeling  
Prolonged Unemployment Provisions Act (NL-iii.5)
- Rijksgroepregeling Werkloze Werknemers (RWW)  
State Group Regulation for Unemployed Workers (NL-iii.6)

### 4. Measures aimed at training, retraining and occupational mobility

- Centra voor Administratieve Vakopleiding voor Volwassenen (C(A)VV)  
Scheme for training within Adult Administrative Vocational Training Centres (NL-iv.1)
- Scholing in Samenwerking tussen Overheid en Bedrijfsleven  
Joint government-industry training (NL-iv.2)
- Studiekostenregeling Werkzoekenden (SKR)  
Tuition fees scheme for jobseekers (NL-iv.3)
- Bijdrageregeling Vakopleiding Jongeren (BVJ)  
Youth vocational training (NL-iv.4)
- Cursussen voor Jeugdige Werklozen (CJW)  
Courses for young unemployed persons (NL-iv.5)
- Beroepskwalificerende Educatie (BKE)  
Vocationally qualifying education (NL-iv.6)
- Leerlingbouwplaatsprojecten  
Building trade apprentices (NL-iv.7)
- Experiment Regionale Contactcentra Onderwijs-Arbeid (COA)  
Experimental regional education-working life contact centres (NL-iv.8)
- Centra voor Beroepsoriëntatie en Beroepsoefening (CBB)  
Centres for vocational guidance and training (NL-iv.9)
- Kort-middelbaar Beroepsonderwijs (K-MBO)  
Short-term senior secondary vocational education (NL-iv.10)

### 5. Job creation measures

- Werkgelegenheidsverruimende Maatregel (WVM)  
Employment creation scheme (NL-v.1)
- Stichting Uitzendbureau Arbeidsvoorziening START  
START: Temporary work agency (NL-v.2)
- Experimentele Arbeidsprojecten voor Jeugdige Werklozen (EAJ)  
Experimental job creation for youths (NL-v.3)

**6. Measures in favour of special categories of people**

- Sociale Werkvoorziening  
Sheltered workshops (NL-vi.1)
- Loondispensatieregeling  
Wage dispensation scheme (NL-vi.2)
- Gemeenschapstakenplan (GTP)  
Community jobs plan (NL-vi.3)

**8. Placement measures**

- Bijdrageregeling Verplaatsingskosten 1977  
Relocation aid (NL-viii.1)
- Plaatsingsbevorderende Maatregel (PBM)  
Placement promotion measure (NL-viii.2)

**9. Other measures**

- Subsidiereregeling Functieverbetering  
Functional improvement scheme (NL-ix.1)

## **2. Employment maintenance measures**

- Job maintenance through structural adjustment (NL-ii.1)
- Short-time working scheme (NL-ii.2)
- Extended short-time working scheme (NL-ii.3)

**NEHEM: NEDERLANDSE HERSTRUCTURERINGS MAATSCHAPPIJ**

Job maintenance through structural adjustment

**Aim**

To help stabilise the number of jobs within industries which are threatened with structural problems through the work of the Industrial Restructuring Corporation (NEHEM: Nederlandse Herstructurerings Maatschappij)

**Legal basis**

**Contents**

NEHEM provides subsidies for measures aimed at structural improvement so that :

- the slimmed down number of jobs have good prospects for survival
- a joint labour-management-government restructuring committee is established by the industry in question to decide on the exact measures to be adopted (with the chairman appointed by NEHEM, and including a representative of the directorate general for manpower).

**Financial resources**

Ministry of Economic Affairs

**Institutional support**

NEHEM has been established under the aegis of the Ministry of Economics

**Duration**

Unlimited

**Effects**

## **REGELING WERKTIJDVERKORTING**

Short-time working scheme

### **Aim**

To enable firms in temporary economic difficulties to maintain their labour force.

### **Legal basis**

Short-time working regulation  
(Regeling werktijdverkorting, 1973)

### **Contents**

The Minister of Social Affairs and Employment may exonerate an employer from the prohibition to reduce the working time of employees to less than normal working hours per week. During the hours not worked the employee is considered to be involuntary unemployed, which means that he is eligible for a WW (unemployment insurance law) unemployment benefit up to 80% of the regular wage for those hours. In a number of CAO's (collective bargaining agreements) the obligation is included for the employer to supplement the wage up to 100%. Should this not be applicable, the employers cannot be forced to supplement. The exoneration covers a period of 6 weeks and it may be extended a number of times.

### **Financial resources**

For the hours not worked the trade association of which the individual employer is a member, will take on the responsibilities of the employer, such as the normal obligations concerning wage deductions and remittances to the authorities.

### **Institutional support**

Ministry of Social Affairs and Employment

### **Duration**

Unlimited

### **Effects**

**MAATREGEL VERRUIMENDE WERKTUJDVERKORTING**  
Extended short-time working scheme

**Aim**

To prevent forced dismissals resulting from the expectation of temporary economic down-turns of a long-term nature.

**Legal basis**

**Contents**

The scheme is based on permissions for short-time working, which may be extended for longer than a year and which may have an additional allowance on top of that from the trade association, paid by the Directorate General for Manpower. This financial benefit amounts to 25% of the wage costs of the hours not worked.

**Financial resources**

Directorate General for Manpower

**Institutional support**

The scheme is carried through by the Directorate General for Manpower.

**Duration**

**Effects**

**3. Measures giving aid to the unemployed**

- Unemployment Insurance Act (WW) (NL-iii.1)
- Unemployment Provisions Act (WWV) (NL-iii.2)
- Guarantee Scheme WW and WWV (NL-iii.3)
- Wage supplement scheme WW and WWV (NL-iii.4)
- Prolonged WWV (NL-iii.5)
- State Group Regulation for Unemployed Workers (RWW) (NL-iii.6)

**WERKLOOSHEIDSWET (WW)**  
Unemployment Insurance Act

**Aim**

To provide insurance against the financial consequences of involuntary unemployment

**Legal basis**

Unemployment Insurance Act  
(Werkloosheidswet, 1952)

**Contents**

The unemployment benefit is 80% of the daily wage with a maximum and a minimum. It is paid out for not more than 26 weeks

**Financial resources**

Contributions are paid through employers and employees.

**Institutional support**

Trade associations

**Duration**

Unlimited

**Effects**

	<u>Beneficiaries</u>	<u>Paid benefits</u>
1979	48.000	Dfl. 1078 million
1980	65.000	Dfl. 1571 million
1981	99.000	Dfl. 2586 million
1982 (January to October inclusive)	111.000	Dfl. 2525 million

**WET WERKLOOSHEIDSVOORZIENING (WWV)**

Unemployment Provisions Act

**Aim**

To provide for a certain period an employment compensation to workers who are unemployed and no longer have a claim to a benefit under the unemployment insurance act.

**Legal basis**

Unemployment Provisions Act  
(Wet Werkloosheidsvoorziening, 1965)

**Contents**

The involuntarily unemployed can obtain a benefit of 75% of the daily wage, which was earned in the last job. The maximum period is two years.

**Financial resources**

Contributions are paid through employers and employees

**Institutional support**

Ministry of Social Affairs and Employment  
Municipalities

**Duration**

Unlimited

**Effects**

	<u>Beneficiaries</u>	<u>Paid benefits</u>
1979	78.000	Dfl. 1679 million
1980	85.000	Dfl. 1887 million
1981	137.000	Dfl. 3141 million
1982 (January to October inclusive)	210.000	Dfl. 4132 million

## **GARANTIEREGELING WW EN WWV**

Guarantee Scheme Unemployment Insurance Act and Unemployment Provisions Act

### **Aim**

To remove any resistance to acceptance of work at a lower wage than that earned in the previous employment

### **Legal basis**

Guarantee Scheme Unemployment Act and Unemployment Provisions Act (Garantieregeling WW en WWV, 1969)

### **Contents**

Unemployed persons who accept work at a lower wage within six months following their dismissal, are given the guarantee that if they lose their job again (up to 2 1/2 years after the first dismissal), the benefit they receive under the Unemployment Act or the Unemployment Provisions Act will be based on the daily wage which they earned in the previous employment

### **Financial resources**

### **Institutional support**

Ministry of Social Affairs and Employment  
Trade associations (WW)/Municipalities (WWV)

### **Duration**

Unlimited

### **Effects**

## **LOONSUPPLETIEREGELING WW EN WWV**

Wage Supplement Scheme under the Unemployment Insurance Act and under the Unemployment Provisions Act

### **Aim**

To stimulate the acceptance of work for a lower wage than that from the former job

### **Legal basis**

Wage Supplement Scheme under the Unemployment Insurance Act and under the Unemployment Provisions Act  
(Loonsuppletiereregeling WW en WWV)

### **Contents**

If, after involuntary dismissal, a worker can only obtain work at a remuneration which is lower than the daily wage on which his benefit would be based, he may, under certain conditions, be entitled to a supplement to his wage. This supplement is granted temporarily, gradually decreasing and depending upon the age

### **Financial resources**

### **Institutional support**

Ministry of Social Affairs and Employment  
Trade associations (WW)/Municipalities (WWV)

### **Duration**

Unlimited

### **Effects**

1980	5925 persons
1981	7263 persons
1982	8150 persons

**VERLENGDE WWV-REGELING**

Prolonged Unemployment Provisions Act

**Aim**

Provision against the involuntary unemployment of workers who are at least 60 years old

**Legal basis**

Prolonged Unemployment Provisions Act  
(Verlengde WWV-regeling, 1975)

**Contents**

Unemployed persons who are at least 60 years old at the end of the two-year period of the Unemployment Provisions Act can, in case of continuous unemployment, obtain the same unemployment benefit until they are 65 years old

**Financial resources**

**Institutional support**

Ministry of Social Affairs and Employment

**Duration**

Unlimited

**Effects**

**RIKSGROEPREGELING WERKLOZE WERKNEMERS (RWW)**  
State Group Regulation for Unemployed Workers

**Aim**

To provide for assistance to the unemployed who are unable to support themselves and are not (no longer) eligible for benefit from other unemployment provisions

**Legal basis**

State Group Regulation for Unemployed Workers  
(Rijksgroepregeling werkloze werknemers, 1965)

**Contents**

Benefits depend on marital status and costs of accommodation. The basic norm for a married person is the prevailing net minimum wage

**Financial resources**

**Institutional support**

Ministry of Social Affairs and Employment  
Municipalities

**Duration**

Unlimited

**Effects**

	<u>Beneficiaries</u>	<u>Paid benefits</u>
1979	74.000	Dfl. 1084 million
1980	82.000	Dfl. 1244 million
1981	112.000	Dfl. 1727 million
1982 (January to mid-September)	167.000	Dfl. 1837 million

**4. Measures aimed at training, retraining and occupational mobility**

- Adult administrative vocational training centres (C(A)VV) (NL-iv.1)
- Joint government-industry training (SOB) (NL-iv.2)
- Tuition fees for jobseekers (SKR) (NL-iv.3)
- Youth vocational training (BVJ) (NL-iv.4)
- Courses for young unemployed persons (CJW) (NL-iv.5)
- Vocationally qualifying education (BKE) (NL-iv.6)
- Building trade apprentices (NL-iv.7)
- Experimental regional education-working life contact centres (COA) (NL-iv.8)
- Centres for vocational guidance and training (CBB) (NL-iv.9)
- Short-term senior secondary vocational education (K-MBO) (NL-iv.10)

**CENTRA VOOR ADMINISTRATIEVE VAKOPLEIDING VOOR VOLWASSENEN (C(A)VV)**  
Scheme for training within Adult Administrative Vocational Training Centres

**Aim**

To provide facilities to the unemployed, or those who are threatened with losing their jobs, in order to achieve their (re) inclusion in the labour force and to enable unskilled workers to attend vocational training courses.

**Legal basis**

Scheme for training within Adult Administrative Vocational Training Centres (Centra voor administratieve vakopleiding voor volwassenen, 1944)

**Contents**

The Directorate-General for Manpower has 30 vocational training centres and 5 annexes at its disposal for the training, vocational rehabilitation, retraining and further training in the building, metals, car-assembly, electronics industries and administration. Training is individual.

**Financial resources**

	<u>Budget (in mln. Dfl)</u>	
1981		110,0
1982		110,0
1983		130,0

**Institutional support**

The Directorate-General for Manpower and the employer

**Duration**

Unlimited

**Effects**

1979: 2.569	1981: 3011	(average participation
1980: 2.920	1982: 3821	at any one time)

An employer may also use these centres for training his employees. In this case, the company continues to pay the wages, while the training costs may be paid either by the company or by the centre. The trainees are fully covered by the social insurance schemes (against sickness, accidents, etc.)

## **SCHOLING IN SAMENWERKING TUSSEN OVERHEID EN BEDRIJFSLEVEN**

Joint government-industry training

### **Aim**

To stimulate the training of the unemployed and active workers threatened with redundancy, in and under the auspices of the firms, in as far as such training is necessary for their (re)inclusion or maintenance in employment.

### **Legal basis**

Joint government-industry training  
(Scholing in samenwerking tussen overheid en bedrijfsleven, 1976)

### **Contents**

The scheme covers two sets of costs of firms employing and training this category of workers:

- training costs up to a maximum of Dfl. 60,- a day or 60% (to a maximum of Dfl. 125,- a day) for each trainee
- wage costs in the case of employing an untrained worker up to a maximum of Dfl. 100,- a day for each trainee above the age of 23.

A reduction of 7.5% of wage costs is applied for every year that the person involved is younger than 23.

### **Financial resources**

	<u>Budget (in mln. Dfl.)</u>
1981	74,0
1982	60,5
1983	61,7

### **Institutional support**

Ministry of Social Affairs and the employer

### **Duration**

### **Effects**

1981 5761

1982 5673

22.5% of the participants were unemployed.

## **STUDIEKOSTENREGELING WERKZOEKENDEN (SKR)**

Tuition fees scheme for jobseekers

### **Aim**

To grant study facilities to persons who, on account of their lack of occupational skill, are unable to obtain or maintain employment at a suitable level.

### **Legal basis**

Tuition Fees Scheme for Jobseekers  
(Studiekostenregeling werkzoekenden, 1976)

### **Contents**

Unemployed persons or those who risk losing their job may be granted study facilities, such as the reimbursement of tuition fees, text books (educational material) and travelling costs.

Training has to be undertaken at certified educational institutions.

### **Financial resources**

	<u>Budget (in mln. Dfl.)</u>
1981	12,7
1982	15,0
1983	15,0

### **Institutional support**

Ministry of Social Affairs

### **Duration**

### **Effects**

1981	13620
1982	17490

## **BIJDRAGEREGELING VAKOPLEIDING JONGEREN (BVJ)**

Youth vocational training

### **Aim**

To facilitate vocational training opportunities in firms for persons younger than 23 years.

### **Legal basis**

Contribution Scheme for the Vocational Training of Young People  
(Bijdrageregeling vakopleiding jeugdigen, 1983)

### **Contents**

The BVJ subsidy is a contribution towards training expenses and is not conceived of as a contribution to wage costs. The scheme is intended for the support of the practical part of the apprenticeship system.

Agreements have been made by the social partners on the number of apprentices for a certain sector. It is intended to put these agreements into effect by the establishment (or maintenance) of apprenticeships funds.

In the future greater emphasis should be put on the establishment of joint training activities, paid by the social partners of each sector. The fund makes Dfl. 4000,-available for each apprentice in the first year of his/her basic education. Should there be a case of joint training activities, then an extra subsidy of Dfl. 2000,-will be paid for each apprentice.

### **Financial resources**

Budget 1983: Dfl. 135 million

### **Institutional support**

Ministry of Social Affairs

### **Duration**

### **Effects**

1983: + 25.000

## **CURSUSSEN VOOR JEUGDIGE WERKLOZEN (CJW)**

Courses for young unemployed persons

### **Aim**

To improve the labour market possibilities of young unemployed by orientating them on the opportunities of the labour market and the demands of working life. Thus on short term the aim is to improve their adaption to the labour market system. The longer term intention is to improve, in as far as possible, vocational training through the elimination of deficiencies, basic education and the enhancement of links between the two systems.

### **Legal basis**

### **Contents**

Only young people up to the age of 23 who are no longer liable for compulsory education are eligible for placement in a regional school provided they meet the following conditions:

- to have been unemployed for at least 3 months
- to have finished primary education or lower vocational education
- to be difficult to place without additional training

### **Financial resources**

During the courses the participants will keep their unemployment benefits, being either WW, WWV or RWW.

Budget 1981: Dfl. 6.0m

Budget 1982: Dfl. 20.0m

These amounts are shared equally between the Ministry of Social Affairs and Employment  
Budget 1983: Dfl. 25.9m and the Ministry of Education and Science

### **Institutional support**

Ministry of Social Affairs and Employment and the Ministry of Education and Science

### **Effects**

Capacity for the year 1983/84: approximately 9000 participants

**BEROEPSKWALIFICERENDE EDUCATIE (BKE)**  
Vocationally qualifying education

**Aim**

The BKE test projects seek to improve the job prospects of adults with little or no education at all and/or with a vulnerable labour market position, by way of training and education in such a manner that the persons involved may continue with vocational training. Furthermore, the test projects aim at removing obstacles in the regular vocational education for adults.

**Legal basis**

**Contents**

These development projects will be executed through the cooperation of regional schools for vocational education, centres for adult vocational training etc.

**Financial resources**

Budget 1983      Dfl. 8 million (Ministry of Social Affairs and Employment)  
                         Dfl. 1.1 million (Ministry of Education and Science)

Participants on the courses can keep their unemployment benefits.

**Institutional support**

Ministry of Social Affairs and Employment (Directorate General for Manpower)  
Ministry of Education and Science  
Ministry of Welfare, Health and Culture

**Duration**

Three years

**Effects**

At this very moment (summer 1983) 22 new development projects are being prepared. Maximum number of people involved: 2700 persons.

## **LEERLINGBOUWPLAATSPROJECTEN**

Building trade apprentices

### **Aim**

To promote the development of vocational training in the building sector despite recessionary conditions so as to stimulate significant investments in this sector.

### **Legal basis**

Apprenticeship Building Trade Projects  
(Leerlingbouwplaatsprojecten)

### **Contents**

Grants are provided to building firms to undertake apprenticeships

### **Financial resources**

Budget 1981: Dfl. 25 million  
1982: Dfl. 15 million<sup>1</sup>  
1983: nil

<sup>1</sup>

In the first instance, Dfl. 15 million was earmarked for stimulating building trade apprentices. After consideration, this sum was divided up as follows:

- Dfl. 5 million for additional building in South Limburg
- Dfl. 10 million for the stimulation scheme in the rest of the country as regards vocational training in the building industry.

### **Institutional support**

Ministry of Social Affairs and Employment

### **Duration**

### **Effects**

1980	239	monthly average
1981	345	of persons occupied
1982	270	estimated maximum job effect in man/years

## **EXPERIMENT REGIONALE CONTACTCENTRA ONDERWIJS-ARBEID (COA)**

Experimental regional education-working life contact centres

### **Aim**

To contribute to the better matching of educational policies with the labour market

### **Legal basis**

Experimental of Regional Education-Working Life Contact Centres  
(Experiment regionale Contactcentra Onderwijs-Arbeid, 1981)

### **Contents**

12 COAs will be established, one for each province and one for the Rijnmond area. It is intended that all 12 should start up in 1983. They are intended to serve as a means of mutual deliberation and information for industry, the services, education and government at the regional level

### **Financial resources**

Budget 1981/82: Dfl. 3 million. This is being provided essentially by the Ministries of Social Affairs and Employment, and Education and Science.

### **Institutional support**

Ministry of Social Affairs and Employment, Ministry of Education and Science, and the social partners

### **Duration**

End 1984 on an experimental basis

### **Effects**

**CENTRA VOOR BEROEPSORIENTATIE EN BEROEPISOEFENING - CBB**  
Centres for vocational guidance and training

**Aim**

To remove drawbacks resulting from social and/or cultural factors hampering employment opportunities or to facilitate entry for the requisite training for participation in the labour force

**Legal basis**

Regulation on Centres for Vocational Guidance and Training  
(Regeling Centra voor Beroepsoriëntatie en Beroepsoefening, 1980)

**Contents**

The programmes include elementary education, the functioning of the working environment, and directives related to the appropriate occupations after guidance on certain jobs.

**Financial resources**

Budget 1980: Dfl. 10.0 million  
Budget 1981: Dfl. 20.6 million  
Budget 1982: Dfl. 35.7 million

**Institutional support**

Financial support by Ministry of Social Affairs but run autonomously by Local Government

**Duration**

Continuous

**Effects**

In 1983 some 2100 persons are participating in the programmes (annualised at some 3000 persons)

Persons can be directed to:

- unskilled labour
- further training and Adult Vocational Training Centres
- professional training
- placement with an employer by applying the Training Subsidy Scheme in cooperation between Government and industry

## **KORT-MIDDELBAAR BEROEPSONDERWIJS (K-MBO)**

Short-term senior secondary vocational education

### **Aim**

To increase the number of young people entering the labour market with vocational qualifications, and to strengthen the position of special categories (e.g. girls or premature school-leavers).

### **Legal basis**

### **Contents**

K-MBO constitutes part of the second stage of secondary education. Participants have apprentice status since projects consist of full-time day education and lead to final qualifications similar to those obtained after basic apprenticeship training (e.g. junior tradesman).

At present there are 29 K-MBO pilot projects, the selection and nature of which has been guided by labour market considerations.

For the labour market as a whole the K-MBO scheme has a three-fold significance:

- it reduces the supply of labour coming on the labour market
- because of its short-term nature, it can be readily adjusted to changes in demand
- it concentrates on training of direct relevance to the private sector

### **Financial resources**

Budget 1982: Dfl. 6 million

### **Institutional support**

Ministry of Education

### **Duration**

### **Effects**

A total of some 8300 apprentices have taken part in these courses in 1982-3

**5. Job creation measures**

- Employment creation scheme (WVM) (NL-v.1)
- Temporary work agencies (START) (NL-v.2)
- Experimental job creation for youths (EAJ) (NL-v.3)

**WERKGELEGENHEIDSVERRUIMENDE MAATREGEL (WVM)**  
Employment creation scheme

**Aim**

To provide the more vulnerable groups of the unemployed ("risk groups") with the opportunity of obtaining working experience or of maintaining working behaviour at an additional workplace through which they can acquire a better starting position from which to become permanently employed.

**Legal basis**

Employment Creation Scheme, effective 1-4-1983  
(Werkgelegenheidsverruimende maatregel WVM, 1983)

**Contents**

Persons who have been unemployed for at least 12 months (but if they are younger than 23 years old, the minimum is 9 months) are eligible under the scheme. The subsidy period is at a maximum of 12 months. The subsidy per month amounts to:

for a person of 23 years or older	Dfl. 3000
" " " 22 " " "	Dfl. 2700
" " " 21 " " "	Dfl. 2400
" " " 20 " " "	Dfl. 2100
" " " 19 " " "	Dfl. 1800
" " " 18 " " "	Dfl. 1550
" " " 17 " " "	Dfl. 1350
" " " 16 " " "	Dfl. 1200

Applications are confined to non-profit organisations

**Financial resources**

1983: 343 million Dfl.

**Institutional support**

Ministry of Social Affairs and non-profit organisations

**Duration**

**Effects**

The revised version of the WVM came into effect on 15 June 1982 (and the WVM 1983 on 1-4-1983). For this new measure, the WVM of 1-1-1979 and both the TAP schemes (TAP = temporary labour place) have been merged. Because of this, a comparison with the previous years is not possible and thus figures are not included.

**STICHTING UITZENDBUREAU ARBEIDSVOORZIENING START**

START: Temporary work agencies

**Aim**

To provide a temporary job for at most 6 months to an unemployed person with less opportunities on the labour-market, with the aim that the worker gets a permanent job

**Legal basis**

START: Temporary Work Agency  
(Stichting uitzendbureau arbeidsvoorziening START, 1977)  
A non-profit foundation

**Contents**

The scheme is implemented by labour exchanges. The facilities are especially organised for unemployed persons with meagre employment opportunities defined as:

- those over 45 years or
- the disabled
- those who have been unemployed for more than 3 months.

**Financial resources**

No finance is offered. Firms pay for the mediation

**Institutional support**

Government sector

**Duration**

Unlimited

**Effects**

1979	6.017
1980	9.538
1981	13.407

ca. 25%

of the persons find permanent employment  
198223.709ca. 16%after a temporary START  
job

## **EXPERIMENTELE ARBEIDSPROJECTEN VOOR JEUGDIGE WERKLOZEN (EAJ)**

Experimental job creation for youths

### **Aim**

To create group projects for young people, who have been unemployed for a long time or who are particularly vulnerable on the labour market because of their basic education.

### **Legal basis**

### **Contents**

Subsidies can be made to projects which provide opportunities for the education and guidance. The subsidy is given by the Ministry of Social Affairs and Employment for four years. After this period projects should be self supporting, conceivably with funding from other institutions.

### **Financial resources**

1981: Dfl. 25 million

1982: Dfl. 35 million

1983: Dfl. 35 million<sup>1</sup> + Dfl. 4 x 3 million<sup>1</sup>

<sup>1</sup> These amounts are intended for the current projects. For new projects no financial resources have as yet (June 1983) been allocated.

### **Institutional support**

Ministry of Social Affairs and Employment

### **Duration**

### **Effects**

Number of participants:

1980 98

1981 497

1982 829

Of the total number of projects in 1982 (77), 31 were in their second year and 6 in their third.

**6. Measures in favour of special categories of people**

- Sheltered workshops (NL-vi.1)
- Wage dispensation scheme (NL-vi.2)
- Community jobs plan (NL-vi.3)

## **SOCIALE WERKVOORZIENING**

### Sheltered workshops

#### **Aim**

To provide or maintain the working ability of less productive workers (often mentally or physically handicapped) who cannot find a job elsewhere.

#### **Legal basis**

Sheltered Workshops Acts  
(Sociale werkvoorziening, 1969)

#### **Contents**

Placement of those concerned in one of three types of sheltered workshops (industrial, administrative or cultural and civil-technical sectors) where employment at (almost) normal wages is offered.

#### **Financial resources**

<u>Expenditure (mln. Dfl.)</u>	
1979	2.500
1980	2.200
1981	2.300

#### **Institutional support**

Ministry of Social Affairs and Employment and municipalities

#### **Duration**

Unlimited

#### **Effects**

Over the last few years, placement in sheltered workshops has no longer been restricted to mentally or physically handicapped: the long-term unemployed can also be placed there.

	<u>Total</u>	<u>Men</u>	<u>Women</u>
1979	71561	57723	13838
1980	73684	59247	14437
1981	76341	61292	15049
1982	77994	62610	15384

**LOONDISPENSATIEREGELING**

Wage dispensation scheme

**Aim**

To enhance the willingness to hire or maintain handicapped employees.

**Legal basis**

- (A) Article 6, Law on placement of handicapped labourers (1974)
- (B) Article 3, Law on minimum wage and minimum holiday benefits (1968)

**Contents**

For the mentally and physically handicapped who are unable (or no longer able) to work, the Ministry of Social Affairs and Employment exonerates the employer from paying the wage agreed to in a collective bargain or the minimum wage, fixing a lower minimum wage.

**Financial resources**

**Institutional support**

Ministry of Social Affairs and Employment

**Duration**

Unlimited

**Effects**

## **GEMEENSCHAPSTAKENPLAN (GTP)**

Community jobs plan

### **Aim**

To provide jobs for the long-term unemployed young people. The background is the large number of unemployed young people, and particularly the growth of school-leavers in their ranks. The majority has never had an opportunity of gaining experience on the labour market, which places them in a particularly weak position. GTP can only fight or ease the effects of long-term unemployment by, among other things, trying to bridge the gap between those who are working and those who are not working. Since young people participate on a voluntary basis GTP can be seen as a part of the welfare policy for the unemployed young.

### **Legal basis**

Government decision 1983

### **Contents**

Community jobs are described as "activities outside the regular labour market aimed at improving the living environment and the welfare of the local community". It has been explicitly decided to have a decentralised approach to the scheme.

The central government has appealed to municipalities and regions to organise opportunities for non-paid work on a larger scale than has been the case to date, and to offer various types of voluntary jobs.

There is recognised to be a risk of unjustified competition and falsification of accounts. A commission of inquiry will examine whether GTP activities on the local level will lead to unjustified competition.

### **Financial resources**

These are being provided at the local level

### **Institutional support**

Local level organisations

### **Duration**

### **Effects**

**8. Placement measures**

- Relocation aid (NL-viii.1)
- Placement promoting measure (NL-viii.2)

## BIJDRAGEREGELING VERPLAATSINGSKOSTEN 1977

Relocation aid

### Aim

- A) individual application: to promote geographic mobility of employees who are unemployed or who are running the risk of becoming unemployed within 6 months.
- B) collective application: to support government policy regarding the moving of companies to certain regions of the country.

### Legal basis

Relocation Aid  
(Bijdrageregeling verplaatsingskosten, 1977)

### Contents

The person(s) concerned receive(s) compensation for travel, boarding, moving and furnishing expenses. For those who have been unemployed longer than a year, the compensation for furnishing expenses is doubled. Travel and lodging expenses will be compensated over a maximum period of 26 weeks.

### Financial resources

<u>Expenditure (mln. Dfl.)</u>	
1979	2,5
1980	3,0
1981	0,7
1982	1,0

### Institutional support

Ministry of Social Affairs and Employment  
Directorate-General for Manpower

### Duration

#### Effects

1979	706
1980	869
1981	470
1982	343

## **PLAATSINGSBEVORDERENDE MAATREGEL (PBM)**

Placement promoting measure

### **Aim**

To enhance the lasting hiring or re-hiring of the unemployed by industry and trade

### **Legal basis**

This scheme was enacted on August 1 1981 to bring together four separate schemes operating at that time

- the 30% wage costs subsidy (1977)
- the contingent of handicapped persons (1977)
- the wage costs subsidy for young people (1977)
- the experimental placement promoting scheme for the long-term unemployed (1979)

### **Contents**

Those eligible are unemployed persons who cannot be expected to be employed without a wage cost subsidy. The employer receives compensation for wage costs, which is dependent of the age of the person involved and the length of unemployment.

### **Financial resources**

Ministry of Social Affairs and Employment

### **Institutional support**

Ministry of Social Affairs and Employment  
Directorate-General for Manpower

### **Duration**

### **Effects**

1982: 8511 persons ± Dfl. 80 million

**9. Other measures**

- Functional improvement scheme (NL-ix.1)

## **SUBSIDIEREGELING FUNKTIEVERBETERING**

Functional improvement scheme

### **Aim**

Noise abatement at the job, as well as improvements of a non-material character: reduction of job monotony, increased utilisation of skills and more responsibility to workers

### **Legal basis**

Functional Improvement Subsidy Scheme  
(Subsidierегeling functieverbetering, 1982)

### **Contents**

Private firms that spend at least Dfl. 25.000,-- on job improvement projects (Dfl. 1.000,-- per worker involved in the improvement) may be granted a subsidy for each job to be made more attractive. The subsidy amounts to 50% of costs up to a maximum of Dfl. 12.500,-- for each job, the total maximum being Dfl. 500.000,--.

### **Financial resources**

### **Institutional support**

Private firms

### **Duration**

### **Effects**

## Chapter V : INFORMATION AND RESEARCH

Regular statistical data are collected on:

- unemployed (monthly) subdivided into a number of categories:
  - men
  - women
  - youth
  - school-leavers
- commuters (including commuting across frontiers)
- demand for labour (monthly)
- number of jobs (annual inquiry)
- application of employment measures:
  - supplementary employment
  - vocational education
  - measures furthering employment
- number of employees employed under conditions of "protected labour"
- number of partially laid-off workers
- migrant workers
- unemployed migrant workers
- duration of unemployment

Most of the information is subdivided by province and occupation.

In addition, the regional employment offices prepare monthly reports on developments and expectations concerning local enterprises as well as a report on their own activities.

The provincial employment offices prepare descriptions of the labour market situation in their region.

Statistical data are processed partly by the Directorate-General for General Policy Issues, and partly by the Directorate-General for Manpower. The Central Bureau for Statistics is involved in processing data on a variety of subjects.

### Information dissemination and utilisation

In the first place, the publication of a monthly labour market review (De Arbeidsmarkt) places in a logical context and comments upon the latest available statistical information. This is available for general use.

A second important source of statistics is the Internal Statistical Review (ISO) produced by the Directorate-General for General Policy Issues. This provides statistical information for the whole Ministry. It is only intended for internal use, though it is by no means secret.

The Central Bureau for Statistics produces a.o. the following statistics:

- Social statistics monthly (Sociale maandstatistiek).
- Regional statistical review (regionaal statistisch zakboek).
- Statistical year-book.
- Specialised statistics on matters such as education, vocational guidance and migration.

A further source of readily available statistical information results from computerisation. The first basic steps have been taken towards computerised data processing for placement activities. From January 1976 the entire national supply of workers has been included in the computerised system. The objectives of the completely computerised system as currently envisaged are:

- to improve insight in the supply of and the demand for workers as registered by the regional employment offices, in order to support the employment offices' placement function;
- to evaluate the various measures taken in this field, and
- to provide the necessary statistical information.

The system is designed so that these objectives can be gradually achieved over a few years. The intention is to carry out a small scale study of the application possibilities for placement support and evaluation. The study will contribute to the formation of an effective nation-wide information network accessible through computer terminals. The placement support will focus on a speedy and selective co-ordination of supply and demand.

As far as the evaluation of labour market research within the Directorate-General is concerned, mention should be made of the functioning of the Department for Applied Labour Market Research. This department carries out work largely on behalf of the policy departments, together with (and also for) the advisory division of the Directorate for General Labour Market Affairs. Proper labour market policy guidance will in the years to come have to remain based in particular on the results of appropriate labour market research. The purpose of the Department for Applied Labour Market Research is to explore and evaluate fundamental and applied labour market research carried out elsewhere. The department also has a co-ordinating and supporting role in analysing the situation and development of the labour market in order to come up with possible remedies for problems and areas of friction. It plays a corresponding role in the field of statistics; for instance, it provides co-ordination in referring to statistical sources, uniform definitions of statistical quantities, problems of harmonisation, etc. It also plans, co-ordinates and, where necessary, carries out limited statistical investigations and processing, analysing, interpreting and presenting statistical data, especially where specific gaps are diagnosed from the level of the policy-making departments. Finally, the department functionally manages and ensures the improvement and deepening of the quality of the entire research to be carried out at the regional and district employment offices, and of the labour market information to be collected.

#### Institutional framework and organisation of labour market research.

The whole structure of research on labour market developments is currently under discussion. The following structure has existed so far:

Labour market research on a national scale is the responsibility of the Ministry of Science, which coordinates the National Programme for Labour Market Research. Only very limited funds are available to stimulate research.

Most research is carried out by universities and semi-scientific institutions such as

- The Institute for Labour Market Research (IVA)
- Dutch Economic Institute (NEI)

These institutions carry out some policy oriented research on a contractual basis. In all some Dfl. 3 million are available.

In-house research is carried out by specialised civil servants within regional employment offices, called Labour Market Researchers (AMO). Each is trained in the applied sciences and provides back-up support to the management of employment offices on the local or regional levels.

### The Concept of Suitable Work

A subject so far not touched upon but of key importance to the functioning of the employment service is the concept of "suitable work".

A few years ago, a survey was made - by order of the Minister of Social Affairs - of the jurisdiction of the Central Council of Appeal on the application of the concept of suitable work.

To all officers of the employment offices who are, in some way or another, concerned with the application of the concept of suitable work, a loose-leaf jurisprudence survey has been supplied.

All advisory commissions have at their disposal three jurisprudence surveys on suitable work.

The acceptance of suitable work, or the active search for this, functions more as a standard for careful action in relation to the community. This standard of carefulness, or in other words, this reversed solidarity standard, means that an unemployed worker should do everything he possibly can according to his capacity to terminate his unemployment. To this end, he should in certain circumstances be prepared to accept work which does not seem as attractive to him as the work he used to do.

On the other hand the community should accept that there may be circumstances in which the unemployed worker is not obliged to accept offered work.

What is expected of the worker who has become unemployed (according to the unemployment insurance) results from the general principle of justice that everyone should endeavour to limit his own losses as much as possible.

The concept of suitable work, as it has developed in the unemployment insurance, is not more clearly defined in the Law.

The definition in the Unemployment Act of the obligations which the unemployed worker is charged with, concerning obtaining and accepting suitable work, provides the administrative occupational judge with ample scope to test the actions (or the lack of these) of the worker in relation to the standard of carefulness, from case to case.

If the concept of suitable work is analysed, such as it has taken shape in the jurisdiction, then a division can be made with regard to aspects which concern work itself and aspects which concern the worker personally. In outline, the concept of suitable work gives the following impression:

<u>Work</u>	<u>Worker</u>
- nature of the work to be done	- education
- remuneration	- age
- distance home/place of work	- previous employment
- working-climate	- health
	- family circumstances
	- personal circumstances
	- labour motivation
	- aptitude for a certain occupation

The term "suitable" concerns, in the first place, the nature of the work to be done. The remaining factors connected with the work may or may not make this work acceptable.

The question whether the work offered is also acceptable in relation to the remaining factors, will have to be answered partly with a view to the special circumstances of the worker (if any) and based on the jurisdiction. An additional judgement factor may be the duration of the period of unemployment, especially where a lack of application activity is concerned. In connection with this, it should be mentioned that the concept "suitable" does not appear to be a straightforward concept in the jurisdiction either.

Concerning the factor "working climate", as mentioned in the outline above, it should be said that this factor does not have a place in the considerations of the Central Council.

As far as the nature of the work is concerned, it seems impossible to determine in a general standard what should be declared suitable and/or acceptable employment.

In relation to the aspect of remuneration, a wage which conforms to a collective agreement or a wage which is normally paid for similar work in the area in which the worker lives, is - in general - a reasonable criterion, unless this collective agreement wage would be a lot lower than the unemployment benefit.

Finally, there is the factor "distance between home and work". It is, at times, advocated in this country not to recognise travelling distance as a hindering factor for the acceptance of suitable work. In general, it is recognised that travelling time of one hour is suitable for a healthy worker. In special circumstances this can be less, but also more.

### **Policy of Set Objectives for Manpower Measures**

The main objectives of the Ministry of Social Affairs are to work towards full and productive employment as well as providing social security and an acceptable distribution of income and wealth.

The labour market has to contend with a number of problems which include:

- an enormous shortage of jobs;
- clusters of persistent unemployment in all sectors, categories and regions, and (by no means the least of the problems) a failure to match the labour supply adequately with the jobs available. The problems vary in the extent to which they are felt in the different sectors of the labour market.

Hence, it is this policy which is understood as the setting of objectives and the deployment of instruments, that has to take account not only of changes that occur over time, but also of the specific features of the various situations. The policy of set objectives that has been fashioned by the Directorate-General of Manpower in the past year can be regarded as the crowning touch to a methodical cycle of policy. It is essentially a procedure involving a dialogue between the national and local authorities responsible for manpower policy which establishes how the available funds will be allocated in the coming year; this takes the form of quantified set objectives geared to each particular region.

The need for a more methodical approach was determined in part by the requirement that the package of manpower measures should be clearer and more concise in terms of objectives, target groups, coordination, etc.

So far, the policy has been confined to what are termed manpower measures. These can be classified in three groups: training, job placement and job creation measures. The policy plans set forth objectives for the deployment of these measures and the relevant labour market categories.

The consultative procedure that the policy entails is bound by certain inherent limitations. The main points and major principles are established at national level, and the operational and financial frameworks within which regional policy plans take shape are also drawn up at central level. In the first instance, manpower policy is a national policy.

The labour market problems are, however, so complex and differ so much from situation to situation that an approach more geared to the regional situation in practice offers more hope of success than a strictly central approach. Given the operational and financial framework, the work of finding and indicating solutions to specific problems on the labour market should be carried out as much as possible at local level.

The local authorities and the two sides of industry can play a major role here and thus also in the shaping of the policy of set objectives.

The conflict that sometimes exists between national policy principles formulated in overall terms and the implementation of policy on specific regional situations can be practically relieved by carefully weighing the delegation of powers to the various echelons within the hierarchy. The greater the delegation of powers, the greater the scope and need for the regional parts of the manpower machinery to consult local industry and the local authorities carrying allied or similar responsibilities. The project designed to give the employment offices a facelift is based on the assumption that the powers of the manpower services' agencies will be expanded at grass roots level.

Apart from a careful selection of the powers delegated to the central, provincial and regional parts of the agencies, it is of vital importance to develop at the same time consultative structures which allow policy to acquire shape in accordance with the regional situation and local thinking while still observing the basic principles and conditions which per force must apply nationally.

The policy of set objectives, which began to take shape in 1979, is designed to create just such a consultative structure.

Given the difference in the employment prospects of the various categories of unemployment, some basis can be provided for a regional slant to the measures. In its regional application, manpower policy will have to be geared to bringing closer together the curves of those finding employment.

The provincial distribution key that was selected for the 1979 and 1980 budgets is based on the one hand on the size of the target groups, with weighting factors for differences in speed of finding employment, and on the other (though decreasingly so) on the actual distribution in the periods up to 1979.

1979 was a trial year for the policy of set objectives. It has become clearer that some adjustments and extensions could certainly be made, but as a procedure it is in principle a useful aid towards an integrated and effective manpower policy. The experience gained in 1979 would seem to justify the following conclusions:

- A It has led to the package of manpower measures being applied in a manner more geared to the situation on the labour market;
- B It has led to the measures being focused more consciously on the problem categories in the labour supply;
- C The process enables insight to be gained into the applications of the measures so that adjustments can be made which on balance lead to the available potential being used more fully and more efficiently;
- D It creates the possibility of those bearing internal and external responsibility being actively involved in the shaping of policy and the programming.

Results of Policy of Set Objectives (1982)  
(in millions Dfl.)

Scheme	Budget	Obligations following placement	Number involved
<u>JWP</u>			
PBM (under 23 yrs.)	25,0	29,0	4,803
WVM (idem)	285,0	230,5	12,621
<u>Others</u>			
SOB (all categories)	50,0	70,0	7,737
SKR (idem)	15,0	16,0	17,246
PBM (23 years or older)	40,0	52,0	4,190
WVM (idem)	160,0	183,0	7,080
Total	575,0	581,0	53,677

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