

1972
1977

**Netherlands Scientific Council
for Government Policy**

**Report
on the first term
of office**

FOREWORD

This publication contains the report on the activities of the Netherlands Scientific Council for Government Policy which completed its first term of office on 31 December 1977. Although the Act establishing the Council did not include a provision for such a report, the Council considers it to be of importance to provide an account of the way in which it has tried to fulfil its statutory duties. The large measure of freedom it enjoys with regard to its work and working methods makes it particularly desirable that it gives the fullest possible account of its activities. The Council gave its attention to this aspect during the first term by, amongst other things, the publication of reports and newsletters. This report is a continuation and elaboration of those publications.

In view of the somewhat experimental character of the work of the Council, the experience gained in the first term of office can be of importance for the new Council and for all those who are interested in its work.

Chapters 1 and 2 describe in broad outline the duties, position and activities of the Council. In the last chapter the Council considers briefly some of the problems which arose in connection with its working methods during its first term.

1. BRIEF SKETCH OF THE DUTIES, INTERNAL ORGANIZATION AND POSITION OF THE COUNCIL

1.1. Responsibilities and internal organization

1.1.1. *Establishment*

A preparatory period of some twelve years preceded the coming into being of the Council in its provisional form in 1972. Two bodies in particular made an important contribution to its establishment: the "De Wolff Committee" (1) set up by the government in 1968 to lay the foundations for research into the future structure of society, and the "Van Veen Committee" set up in 1969 to report on interdepartmental coordination and division of responsibilities (2).

Further information on the previous history is to be found in the reports of these bodies and in the parliamentary papers accompanying the "Ontwerp Instellingswet W.R.R." (Bill for the Establishment of a Scientific Council for Government Policy) (3), which give a detailed account of the discussions which preceded the establishment of the Council.

The Provisional Scientific Council for Government Policy was established by Royal Decree of 6 November 1972 (Stb. 590 = Bulletin of Acts, Orders and Decrees 590). The government hereby emphasized the fact that it regarded the Council as a permanent advisory body within the meaning of Article 87 of the Constitution, and that it thus required a statutory basis. The Scientific Council for Government Policy was established in its definitive form by the Act of 30 June 1976 (Stb. 413) (see appendix 1).

As regards the composition of the Council, Section 3 lays down a minimum of 5 members a maximum of 11 and an age limit of 65. Furthermore, it is ordained in the Act that the members of the Council shall make available at least two working days a week of their total working hours (the office of chairman is a full-time function).

The Council's reports are published after the Council of Ministers has taken note of them.

1.1.2. *Responsibilities*

The Council's responsibilities are described in the Act of Establishment as follows:

- a. to supply in behalf of government policy scientifically sound information on developments which may effect society in the long term and draw timely attention to anomalies and bottlenecks to be anticipated, to define major policy problems and indicate policy alternatives;
- b. to provide a scientific structure which the Government can use when establishing priorities and which may ensure that a consistent policy is pursued;
- c. with respect to studies in the sphere of research on future developments and longterm planning in both public and private sectors, to make recommendations on the elimination of structural inadequacies, the furtherance of specific studies and the improvement of communication and coordination.

The Government has pointed out that in principle the Council's sphere of activities is not limited in any way. This is in contrast to other advisory bodies of the central government which — with the exception of the Council of State — restrict their attention to specific sectors or aspects of policy (4). This does not mean, however, that the Council has an entirely free hand. It is clear from the Act and the accompanying explanation that the Council must limit itself to specific approaches, namely to long-term developments (long-term aspect) and to connections between developments in various fields and Government plans and their coherence for these developments (integration aspect). The Council also has a stimulating and advisory task concerning research on the future and the promotion of coordination and communication in the development of long-term policy.

As neither the Netherlands nor any other country has experience which a body of this kind the Government emphasizes in the Explanatory Memorandum accompanying the Act that the establishment of the Council must inevitably be regarded as an experiment. The Council is intended to fill a lacuna which is described as follows: Government responsibilities are becoming increasingly numerous, extensive, complex and interdependent. The ever more rapid changes taking place in society, of a material and other nature, are making the situation still more complicated.

It is becoming more and more difficult to take decisions anticipating, correctly assessing, and allowing not only for side effects on other sectors, but also for future trends. Discussions, both national and international, have been going on for years on how governments and other administrative bodies can be provided with instruments to facilitate the formulation of sound policies by the systematic provision of scientific information on developments which may have long-term effects on society. The authorities in this country envisaged the establishment of a body to draw attention to what is still latent and to try to distinguish between what is transitory and what is permanent in current trends. It follows that such a body would also give warning of anomalies and difficulties to be expected, define the major policy issues and indicate policy alternatives (5).

In introducing the Council the then Prime Minister Mr. J. den Uyl, stated that, if the Council developed favourably, it would become a small spider in a large web. The web is formed by the information channels present in all parts of society. The Council must seek to discover which developments will remain latent, and which will become manifest; it must form an opinion on the points involved in policy formulation so as to be able to check on their long-term effects in numerous fields; it must strive to place scientific progress at the service of those responsible for planning. The Council must select and process data from which useful information can be distilled for the Government. That information must be of importance for policy planners, which means that it must be available at the right moment in the right form.

On the relationship between the scientific and the policy-oriented elements in the Council's task, Mr. Den Uyl remarked that such a Council develops between the extremes of recommendations on concrete policy and an abstract scientific study of the future. The one extreme will be experienced as exceeding its powers, and the other extreme as sterile, at least as far as the preparation of general policy is concerned. He attached personally great importance to the fact that the Council's work is relevant to policy. "Scientific" does not mean study solely for the sake of increasing knowledge. The Council has a policy-oriented task which, however, it must carry out scientifically, i.e. constantly striving to present its information and the alternatives it has developed as objectively as possible, and in so doing to make the results of scientific

work serviceable for policy. It may thus enabling the government to take the decisions which are so important for the future after a political weighing-up process based on reliable information, said Mr. Den Uyl.

1.1.3. *Composition*

In the composition of the Council a distinction must be made between the ordinary members and the advisory members.

Further references to members of the Council in the following pages deal exclusively with the ordinary members.

The members bear the ultimate responsibility for the Council's publications. The advisory members may, as their name implies, advise the Council on its activities, but "bear no ultimate responsibility for the Council's reports" (6).

The members of the Council are appointed on a personal basis and are not civil servants. Thus the Council is a fully external advisory committee, the members of which are appointed primarily on the grounds of their expert knowledge. The Government is further concerned that the Council's composition should be such that, within the limits of what is possible at the scientific level, it reflects the diversity of society as a whole (7).

Advisory members are included in the Council to ensure efficient liaison between the Council and the major government institutions whose work is closely connected with that of the Council. To this end the following civil servants were advisory members of the Council during the first term of office: the Director of the Central Planning Bureau, the Director-General of Physical Planning, the Chairman of the Committee for the Development of Policy Analysis, the Director-General of Statistics, the Director of the Social and Cultural Planning Office and the Chairman of the Science Policy Advisory Council.

1.1.4. *The Office*

The Council has an office, headed by an executive secretary, to assist it in its work. The office comes under the jurisdiction of the Ministry of General Affairs. The office has grown rapidly, as can be seen from the following table:

	Scientific staff including executive secretary and deputy executive secretary	Other personnel
1973	4	4
1974	7	9
1975	10	9
1976	15	13
1977	15	14

As of 31 December 1977 the scientific staff comprised the following disciplines: economics (5), sociology (4), history (1), physical planning (1), international relations (2) and physics (1). An automation expert is member of the staff. The office has a modest reference library.

1.1.5. *Working methods*

In accordance with Section 14 of the Act of Establishment the Council has a considerable degree of freedom in determining its working methods, to which reference is made at various points in the following pages, including section

1.2. (external working methods). The programme of work has consisted of a number of projects. As a rule an internal working party, chaired by one of the Council members, was set up per project; usually one of the staff members acted as secretary. The working parties consisted of both Council and staff members, often with the addition of outside members. In carrying out the research activities entrusted to them by the Council, they were expected to work together with the relevant research institutions and individual researchers. All Council and staff members were members of various working parties, which prepared the Council's publications. In practice they worked fairly independently.

At the start of each project there was usually an intensive exchange of ideas in the Council. In the course of the project the working party reported to the Council on the progress made and submitted draft memoranda for discussion. In two cases the Council set up more formal committees to draw up reports to be published with the Council's comments. Chaired by a member of the Council and including one or more additional Council members, they consisted largely of non-members of the Council. The committees concerned were an ad hoc committee set up to study the question of a scientific approach to long-term environment policy and a committee to prepare a general survey of the future (see appendix 2).

A number of projects (such as general planning subjects and a technical-scientific survey of the future) were backed up by supervisory committees composed of external experts.

The Council met on the average once every two weeks, usually for a full morning or afternoon. When contributions from the working parties were dealt with, the staff members involved were also present. The Council held meetings with the advisory members about once every two months. To keep them informed of the Council's activities they were provided with a periodic progress report.

1.1.6. *Budget*

The Council's budget comes under Chapter III of the Government Budget (General Affairs). The growth of the various budget items may be seen from the following table. All figures are in Dutch guilders.

	1972 *	1973	1974	1975	1976	1977
— Expenditure on personnel	145.000	1.007.600	1.552.000	2.301.000	2.836.600	3.448.500
— Scientific studies carried out by other institutions	110.000	300.000	500.000	780.000	950.000	941.300
— Other expenditure	45.000	387.200	474.400	486.000	532.900	561.800
Total	300.000	1.684.800	2.526.400	3.567.000	4.319.500	4.951.600

*) The expenses in 1972 were initial expenses in the preparatory share.

1.2. External Relations

1.2.1. *General*

It is quite clear that it was the legislators' intention for the Council to cooperate with other institutions and persons consisting not only of Parliament and Government institutions but also of advisory and research bodies, individual research workers and private organizations. The Explanatory Memorandum

refers to the Council's stimulating task with regard to research on future developments and long-term planning carried out by such bodies. The Act also lays down that the Council is to build up contacts with persons and bodies abroad working in the same field.

A survey of the principal contacts which the Council has built up and maintained with other bodies and persons is given in the following section.

1.2.2. *The Council of Ministers and the Prime Minister*

The first Chairman of the Council once described the relationship with the Council of Ministers as follows:

"The Council is independent of the Government; the Council is close to the Government". The powers of the Council of Ministers with regard to the Council consist of designating members and advisory members, requesting advice and, before the Act came into force, approving the Council's publications.

The Prime Minister is responsible for seeing that the Council functions in accordance with the provisions of the "Instellingswet W.R.R." (Scientific Council for Government Policy (Establishment Act)) and that it has the opportunity, in so far as this is dependent on the Government, needed to fulfil its task under optimum conditions (9).

The Council is solely responsible for its working methods and the contents of its reports. The Council also determines its own programme of work, after prior consultation with other bodies and in particular with the Government. Unlike the procedure followed for other Government advisory bodies, it is assumed in the Establishment Act that the Council will in principle report on its own initiative. There is no statutory obligation to consult the Council, but the Government naturally retains the right to ask the Council for advice in certain cases.

The Council presents its reports to the Council of Ministers through the Prime Minister. Publication of Reports Nos. 1-10, which were produced by the Provisional Council, required the approval of the Council of Ministers; since the Act came into force the Council's reports are subject to a more cursory check by the Council of Ministers, which proceeds on the basis of Section 4 of the "Wetsontwerp Openbaarheid van Bestuur" (Openness in Public Administration Bill), specifying the exceptional grounds on which information should be withheld (10). All reports which the Council submitted to the Council of Ministers during the first term of office were released for publication shortly afterwards in unaltered form.

The Act lays down that the Prime Minister is to inform the Council of the Cabinet's views on its reports.

The Second Chamber of the States-General has emphasized this provision by passing a motion on 21 October 1976 requesting the Government to make its (provisional) opinion known within three months of the receipt of a report. The Prime Minister made no objection to the motion, taking the view that an opinion could also imply a procedural pronouncement on the approach followed. Up to 1 January 1978 the Council of Ministers had stated its views on practically all the reports it had received; it had published those views in the "Staatscourant" (Government Gazette) (see also 2.2.). Because of the Prime Minister's special responsibility in this realm, he is periodically informed of the progress of the Council's activities.

1.2.3. *Parliament*

Much of the debate on the Bill providing for the establishment of the Council consisted of rather fundamental discussions on the position of the Council vis-à-vis the Government and Parliament. The fear was expressed that it might mean too great a reinforcement of the machinery of government, which already dominates Parliament in terms of personnel, funds and expertise. By amending the terms of reference in Section 2a ("Government policy" instead of "Government") the Second Chamber wished to make it clear that the Council would serve Parliament as well.

It was urged that an institutional framework be established for regular contact between the Chamber and the Council; similar ideas were expressed in the First Chamber of the States-General. The Chairman and Secretary of the Council had a meeting with the Presidium of the Second Chamber in December 1976, when it was agreed that they would henceforth meet at regular intervals. These meetings will in fact be open to all interested members of the Chamber. The Prime Minister will be informed of those meetings in advance so that he can be present, or send a representative. Written questions concerning the Council have been submitted on a number of occasions by members of both Chambers. The Council has often been the subject of discussion in debates on the budget for the Ministry of General Affaires, headed by the Prime Minister. All members of the States-General receive the Council's publications.

1.2.4. *Ministries*

Under the Establishment Act central and local government agencies and institutions are required to supply the Council with the information it needs. The Ministries are further required to inform the Council timely of their own research on future developments and their findings, and of their assumptions and intentions as regards long-term policy, in so far as this information is of use to the Council in the discharge of its duties. The Council may with the approval of the Ministers concerned – consult directly with civil servants; it may also, through the Ministers concerned, request Ministries to undertake certain studies.

When the Council began its operations, the Chairman and the Executive Secretary paid visits to all Secretaries-General of the Ministries to hear their views on its programme of work. At a later stage the Executive Secretary asked the Secretaries-General for further comment on, and suggestions for, the work programme. For the preparation of the programme of the new Council a similar course of action was followed at the end of 1977.

The committees mentioned in Appendix 2 include civil servants amongst their members. Civil servants were also involved in an advisory capacity in some of the working parties which prepared reports for the Council, such as the liaison committee consisting of one representative of each Ministry which took part in a study of governmental advisory bodies.

1.2.5. *Research institutes of the political parties*

On various occasions during its first term the Council held discussions with the research institutes of the political parties represented in Parliament. (On the publication of a study devoted to women's emancipation in the series "Voorstudies en Achtergronden" (Preliminary and Background Studies). The Council asked the research institutes of the political parties for their comment(s). A similar course of action was followed with the report entitled "Vooronder-

stellingen voor een verrassingsvrije toekomstverkenning" (Assumptions Concerning a Surprise-free Survey of the Future). In addition, the research institutes of the parties which were represented in Parliament before June 8, 1977, were invited to comment verbally on an analysis of parts of their election programmes which the Council had carried out within the framework of its Values-and-Norms-project (see 2.2.).

It is the intention that this analysis — for the results of which the Council bears the ultimate responsibility — should be extended to the whole field covered by the programmes in question. In this way the Council hopes to become acquainted with the ideas of all political parties concerning the development of society in the long term.

1.2.6. *Research institutions and individual researchers*

The Council is authorized to request research institutions or individual researchers to carry out studies or research projects (Section 10 of the Establishment Act), for which purpose it has a research budget, amounting in the last few years to some 900.000 guilders. For almost all the major projects which the Council undertook during its first term, the research work was commissioned to other institutions. The bulk of the research work was entrusted to university research institutes and individual researchers.

In a few cases the collection of data was entrusted to management consultancy firms. The Council on a number of occasions also made use of the services of departmental institutions. Reports have been compiled on most of the research work carried out, some of which have been published by the Council in its "Voorstudies en Achtergronden"-series (Preliminary and Background Studies) sc. "De verdeling en de waardering van arbeid" (The Distribution and Appreciation of Work) and "Adviseren aan de Overheid" (Advising the Government) other studies have been published by the research institutions concerned (11).

1.2.7. *Other bodies*

It is part of the Council's task to establish links with other bodies acting in an advisory capacity to the Government, with private organizations, trade unions and industry, with a view to utilizing their knowledge and experience in the implementation of its projects and to ascertaining their wishes with regard to research and possibly incorporating them in its programme of work. In drawing up its programme the Council has accordingly conducted discussions with a number of advisory bodies (e.g., the Social and Economic Council and the Territorial Decentralisation Council), the Association of Netherlands Municipalities, trade unions and employers organizations, and some large industrial concerns.

1.2.8. *Foreign contacts*

At an early stage of its activities the Council came to the conclusion that it could learn a great deal from communication with similar institutions in other countries. That communication has taken various forms.

First of all, Council delegations have paid a number of visits to other countries, where talks were held with numerous people and institutions, both in the public and private sectors. The institutions visited were all concerned with two of the principal aspects of the Council's work: an integral approach to the problems and the long-term view. The countries visited were Belgium, Canada, the Federal Republic of Germany, France, Ireland, Japan, Poland, the United

Kingdom, the United States and Sweden. A visit was also paid to the institutions of the European Communities.

The Council has also been represented in working parties of the Organization for Economic Cooperation and Development (OECD), including those set up to deal with "Interfutures", "Innovations in Structures and Procedures of Government" and "Science and Technology in the New Economic Context".

Secondly, the Council regularly receives foreign visitors who are interested in Netherlands activities relating to the study of the future and, more specifically, in the responsibilities, composition, working methods and programme of the Council. To promote international communication Council publications carry short summaries in English.

1.2.9. *The media*

As has repeatedly been emphasized in this report, the Council consults a large number of organizations and persons about its programme of work and its reports. Thus the principle that all its reports are to be made public, as laid down in the Act of Establishment, is of particular importance from the point of view of its working methods.

In the period under review contact has been built up with the media. There is usually a press conference when a Council report is published. In some cases this has led to interviews with members of the Council.

2. PROGRAMME OF WORK AND PUBLICATIONS

2.1. General

As stated earlier in this report, the Council bears the ultimate responsibility for its programme of work and the resulting publications. Its wide field of work as well as the experimental nature of the Council — in combination with its initially limited manpower — means that special attention must be devoted to seeking priorities and selecting subjects.

In principle it should have been possible for the Council to devote ample time to finding a methodology for the selection of problems before embarking on the implementation of its programme. In practice, however, this is difficult if there is no experience on which to draw for the approach to long-term planning, the more so as this type of institution is rather new. The Council therefore decided at a fairly early stage to select a few subjects oriented to the future with which it could gain experience in a provisional programme of work, that would leave open the possibility of making adjustments and, after a time, of deciding whether it would be more effective to use a method allowing for a more carefully prepared selection of subjects. In retrospect it may be said that the attention required by the implementation of the various projects led in practice to less systematic attention being devoted to the selection of subjects than was originally intended.

In its provisional programme of work the Council concentrated on subjects of long-term importance, covering more than one field of policy.

Moreover, in drawing up the provisional programme every effort was made to achieve a balance between subjects on which the Council should report in a short period of time, and subjects relating to the long-term oriented substructure of the Council's activities. As regards the first group of subjects, which related to various interdepartmental areas of policy, the Council made proposals, notably in its early reports, for the elimination of structural inadequacies in long-term planning (Section 2c of the Act). In some instances it took a more substantive approach to interdepartmental long-term policy and indicated various policy alternatives.

The second category of subjects was of a broader and more fundamental nature, and included projects such as the General Survey of the Future, Values and Norms, The Outside World and Technical-Scientific Survey of the Future (see 2.2.); as a rule these projects demanded considerably more preparation time than those of the first category. With subjects of this kind a great deal of time goes into the demarcation of the problem area and the organization of active cooperation from a wide variety of research, advisory and administrative bodies (selection of persons and institutions, supervision of progress of commissioned work, bringing the various component parts into mutual harmony, etc.). The Council consequently did not succeed in producing final reports on all of these subjects before the end of its first term.

One of the principal ways in which the Council meets its responsibilities is the publication of reports. The Act lays down that they be presented to the Council of Ministers through the Prime Minister. The Council of Ministers must

inform Parliament of its opinion within the following three months. In practice its opinion is usually published in the "Staatscourant" (Government Gazette). In the course of the first term of office the Council also decided to publish material that had not been presented to the Council of Ministers.

It consisted of documents produced in the series "Preliminary and Background Studies", which form as it were the building materials for the further activities of the Council. The responsibility for the content of these studies rests with the authors; the Council is responsible for the quality of the studies but not for the views expressed in them.

Finally, in the term of office just concluded, the Council made available on request internal work documents produced for use in the preparation of publications. A list of the reports, "Preliminary and Background studies" and working papers of the Council is to be found in Appendix 3.

Although the programme of work which was carried out by the Council differed on some points from the provisional programme, its broad outline remained unchanged.

For the sake of clarity an account is given below of the subjects included in the programme or work, arranged as far as possible in chronological order. A short explanation is given in each case, indicating the outside institutions and persons involved, and the decisions of the Council of Ministers.

The "Mededelingenblad" (Newsletter) produced by the Council contains more detailed information on the genesis of these projects; many of them have also formed the subject of public reports, of which summaries and in some cases the complete text appeared in the "Staatscourant" (Government Gazette). Requests for advice handled by the Council in this first period are dealt with in 2.3. while 2.4. is devoted to Council activities that have not led to publications. Some of the latter were originally included in the Council's programme of work but were for various reasons not completed, and some were subsidiary activities such as the setting up of working parties which were not required to compile reports.

2.2. Council projects

2.2.1. Integrated policy preparation for specific problems

The Council devoted attention to this project in several areas; the reports on the first three were combined in one publication (1974).

a. European Union

The member states of the Common Market decided at the summit conference held in October 1972 to achieve as European Union before 1980. Since this would affect all facets of Dutch society, the Council decided to call attention to a number of aspects of the problem of European integration.

In 1974 a report appeared on this subject entitled "Europese Unie" (European Union) (Report no. 1), in which the Council recommended that a broadly composed committee should study the question and report to the Minister of Foreign Affairs. The Council of Ministers agreed with the proposal and in May 1974 the Minister of Foreign Affairs installed the European Union Advisory Committee (Spierenburg Committee) which issued its report in 1975.

b. Structure of the Netherlands economy

The Council felt that the Government had not adequately followed the general policy lines laid down in the Structure White Paper of 1966 and that a lacuna could be said to exist. In Report No. 2 the Council argues its case that there is a pressing need for a new general policy white paper on the matter. The Council of Ministers agreed with this conclusion. The result was the Government White Paper on Selective Growth (12).

c. Long-term energy policy

In report No. 3 the Council calls attention to the need to draw up a long-term energy policy covering all sources of energy; above all, it should be integrated with foreign policy and with policy on economic structure and on the environment. In the Council's opinion the Government should take certain steps, largely of an organizational nature.

The Council of Ministers endorsed the Council's conclusion and has meanwhile, partly in response to the report, set up the General Energy Council and the National Steering Committee for Energy Research.

d. Environment policy

Partly as a result of outside pressure for the establishment of a sort of Scientific Council for Long-term Environment Policy, the Council set up an ad-hoc committee under the chairmanship of Dr. W.J. Beek to investigate the need for, and feasibility of, establishing such a body (see Appendix 2).

In 1974 the committee presented its report to the Council: it endorsed the need for a structural provision for the scientific preparation of environment policy, and delineated the possible field of activity. In view of the lack of clarity in the coordination of environment policy the committee felt that provisional measures should be taken first. This report, together with the Council's comments voicing a different preference for provisional measures, was published in "Milieubeleid" (Environment Policy) (Report No. 4, 1974).

The Council of Ministers views on this report were set out in the Prime Minister's letter of 3 October 1975 to the Second Chamber in answer to a motion (5 February 1974) on the coordination of environment policy. He stated that the Government felt that the present system of coordination functioned satisfactorily and that there was no lack of clarity on the subject.

After further studies and consultations with the Ministers concerned the Government would take a decision on the matter of responsibility for the scientific preparation of long-term policy. So far, no such decision has been taken.

2.2.2. Population forecasts

Population forecasts are an indispensable element in the preparation of long-term policy. The Council considered it necessary for these forecasts to be improved. Its views were expressed in "Bevolkingsprognoses" (Population Forecasts) (Report No. 5, 1974), and a number of recommendations — largely relating to organization — were made for improving the functioning of such forecasts in the preparation of policy.

The Council of Ministers decided to implement the Council's recommendations.

2.2.3. *General survey of the future*

Systematic general studies of the future of Dutch society may be considered to be one of the Council's principal tasks.

In December 1973 it decided to carry out a general survey of the future with the aim of drawing up a coherent long-term picture of the future of the Netherlands – that is to say up to the year 2000 – based on the expected course of a number of elements which enable a pronouncement to be made on future developments. The project was expressly designed as an experiment. Though the original intention was to arrive at a single picture of the future, it was decided at a later stage to work with two variants: one with a consistently moderate economic growth of 3% per annum and one with an economic growth gradually declining to the point of zero growth. The Council had to develop a picture of the future which was relevant to Government policy. This meant that it had to cover at least the elements and problems of importance for such policy, and also that attention should not be focused exclusively on the final situation in a given year, but should also be directed to the intervening period. Only then would it be possible to draw conclusions for present policy. On 10 January 1974 the Council set up an ad-hoc committee for the implementation of the project under the chairmanship of Council member Professor dr. J.S. Cramer. The committee was mainly composed of people from outside the Council, notably from the staff of planning agencies, advisory bodies and universities.

The committee members were asked to take an active part in the project by submitting to the full committee the expectations for the future in the fields assigned to them.

With the aid of the Council's secretariat a forecast was produced and published as "De komende vijftientig jaar" (The Next Twenty-Five Years: a survey of future developments in the Netherlands, Report No. 15, 1977). The Council of Ministers took note of the report in its meeting of 2 December 1977.

In the course of the project three interim reports have been published, and a further report entitled "Vooronderstellingen voor een verrassingsvrije toekomstverkenning" (Assumptions for a Surprise-Free Survey of the Future) has been produced in May 1975. Expectations of the future in the various component fields produced by members of the ad-hoc committee are available in Dutch on request (see Appendix 3).

2.2.4. *Values and norms*

The development of society is partly determined by the values and norms which the various groups in a society observe in their own behaviour and in their evaluation of social developments. It is part of the essence of a democratic system that the structure of a society derives from the open confrontation of values established in freedom.

The Council's aim in choosing this field of study was to stimulate a higher level of awareness among political, administrative and social organizations in their thinking about the kind of society they would like to see in the long term. The Council tries to do this, for example, by making explicit people's values regarding the future and by exploring their social implications. To gain experience with this approach, the Council carried out a specimen study on one concrete problem, namely that of women's emancipation. It was published in 1976 in the series "Voorstudies en Achtergronden" (Preliminary and Background Studies) under the title "De Emancipatie van de Vrouw" (Women's Emancipation) by I.J. Schoonenboom and H.M. in 't Veld-Langeveld.

In collaboration with the research institutes of the political parties the Council also embarked on a study of the options relating to the longer term which exist in a more general sense in the political world. The result of analyses of two policy areas were discussed with these research institutes.

Finally, in consultation with the Social and Cultural Planning Office, the National Physical Planning Agency and the Committee for the Development of Policy Analysis, a number of activities was undertaken to stimulate research into problems concerning values and norms. Thus, for instance, a study of "political values" is being carried out by the social psychology research unit of the Free University of Amsterdam with the object of learning more about current values and their permanence in certain fields. Furthermore, the Council subsidized a study of possible basic principles for a consumer policy carried out by the planning and teaching research unit of the Sociological Institute of the State University, Utrecht, which produced its report in December 1977.

2.2.5. *The Outside World*

The development of Dutch society is determined to a considerable extent by "outside" influences, which are the bounds within which it influences its own development.

These international factors can be divided into a number of "spheres". Up to now the description and study of these spheres has resulted in two Reports of the Council, namely "Buitenlandse invloeden op Nederland: Internationale migratie" (Foreign Influence on the Netherlands: International Migration) and "Buitenlandse invloeden op Nederland: Beschikbaarheid van wetenschappelijke en technische kennis" (Foreign Influence on the Netherlands: Availability of Scientific and Technical Knowledge) (Reports Nos. 7 and 8 respectively, 1976). External experts assisted with the latter report. In Report No. 7 the Council recommends that both short and long-term analysis, research, policy preparation and policy recommendations relating to international migration be concentrated in the hands of the Social and Cultural Planning Office.

As regards the availability of scientific and technical knowledge (Report No. 8) the Council made recommendations concerning the collection and accessibility of scientific information and improved communication with distant research centres.

No decisions have yet been published in connection with Report No. 7; as far as Report No. 8 is concerned, the Council of Ministers has accepted practically all of the Council's recommendations.

2.2.6. *Distribution*

The Council felt there is a need for a coherent picture of the factors which influence the processes of distribution of income, health, knowledge and power in society. Such a picture would make it possible to indicate the factors in the area of such distribution problems which in the long-term exercise influence on relevant developments in society and thus to propose a more integrated policy. A number of elements has a considerable influence on the social stratification, which the Council believed to be subject to increasing stress. It therefore considers it necessary to investigate the influence of those elements.

A large number of research commissions were allotted for this project (13). Some of the results were published in the Council's series: "Vorstudies en Achtergronden" (Preliminary and Background Studies) others were published

by the institutions concerned (see the first two publications in note 11). Those published by the Council are: "Kansen op Onderwijs, een literatuurstudie over ongelijkheid in het Nederlands Onderwijs" (Educational Opportunities: a literature study in inequality in the Dutch educational system, 1975) by W.A.W. van Walstijn; "Van dubbeltjes en kwartjes: een literatuurstudie over ongelijkheid in de Nederlandse inkomensverdeling" (Dimes and Quarters: a literature study in inequality in the distribution of income in the Netherlands, 1976) by G.R. Mustert; and "De verdeling en de waardering van arbeid: een studie over ongelijkheid in het arbeidsbestel" (The distribution and appreciation of work: a study in inequality in the labour system, 1976) by the IVA/Institute for Social Research of Tilburg Catholic University.

The results of the studies have been used for Report No. 16, published in December 1977, "Over sociale ongelijkheid, een beleidsgerichte probleemverkenning". (On social inequality: a policy-oriented study). The study is restricted to the influence of the following elements: education, material and non-material income from work, wealth and power; the problems of distribution are set against the background of the welfare state. The relevant distribution processes and their implications for social stratification, are described thus revealing a picture of the separate processes in their interrelationship.

The role of policy is then evaluated against this background and finally, recommendations are made for further research and for experiments with the different distribution systems and their interrelationships.

The Council of Ministers has set up an interdepartmental working party to prepare its position vis-à-vis the Council's proposals.

2.2.7. *General planning subjects*

Within the framework of the general planning project attention was focused in the period under review on the relation between the economically active and non-active sections of the population. Work on this study started at the end of 1975. Main subject of the investigation was the question of future developments in this area, the consequences of change in the ratio and the possibilities open to the Government to influence it. A number of studies were commissioned (14).

As a result of this activity, carried out under the supervision of a special committee, a report was published in August 1977 entitled "Maken wij er werk van?" Verkenningen omtrent de verhouding tussen actieven en niet-actieven" (Do we make work our business? An exploratory study of the relation between the economically active and inactive persons of the population) (Report No. 13).

In the report special attention is given to the relation between the social and industrial base and employment. The method of financing the social security system, sickness absenteeism and the present labour market policy are examined.

The report concludes with a large number of substantive recommendations. The Council of Ministers has decided to set up an interdepartmental steering committee to study certain important elements and to report back within two years.

In addition, the Minister of Social Affairs will ask the Social and Economic Council to make use of the report in the study of the scope and form of the public sector on which it is currently engaged.

2.2.8. *Administrative organization*

The Council embarked upon this project because it believed that in the administrative organization of the Netherlands there are various impediments to long-term planning and the coordination of policy. In a report published in 1975, "De organisatie van het openbaar bestuur" (The Organization of Public Administration: some aspects, bottlenecks and proposals) (Report No. 6), the Council points to structural bottlenecks both in the formulation of government policy and in the relation between the central government and local authorities. In dealing with the latter aspect the report discusses various ways of creating regions (provinces-new-style). In the matter of formulating government policy, the report dwells on interdepartmental coordination and the planning and advisory structure. Partly as a result of this report the Council of Ministers installed the Ministerial Commission on Interdepartmental Coordination and Division of Responsibilities in 1975; it produced its final report in 1977 (15).

The Government also promised support for the Council's plan to initiate research on the major policy advisory bodies, which got under way in the course of 1975 with the assistance of a group of liaison officers from the various Ministries who collected the requisite data. Two surveys have since been published "Overzicht externe adviesorganen van de centrale overheid" (Survey of the External Advisory Bodies of the Central Government) (Report No. 11, 1976) and "Overzicht interne adviesorganen van de centrale overheid" (Survey of the Internal Advisory Bodies of the Central Government) (Report No. 14).

Finally, in Report No. 12, the Council analyses the system of external advisory bodies and their development and makes recommendations. This report appeared together with another Council publication, "Adviseren aan de overheid" ("Advising the Government") in the series "Preliminary and Background Studies", a collection of articles on the same subject written mainly by outside experts. On the basis of Report No. 12 the Council of Ministers decided, among other things, to publish a survey of external advisory bodies every two years, to dissolve a number of dormant advisory bodies (16) and to issue a general administrative order concerning membership of external advisory committees by civil servants. With regard to other proposals made by the Council the Government is awaiting further recommendations from the Ministries which were due before 1 Januari 1978.

2.2.9. *Technical-scientific survey of the future*

In the course of its term of office the Council decided that, besides fundamental and broadly-based projects such as the General Survey of the Future, Values and Norms and the Outside World, it would devote attention to technical-scientific developments in a separate project, within which framework it selected three related subjects.

Firstly, it drew up as an experiment a draft report on policy concerning cable television, which contained critical comments on the standardized system and limited use proposed by the State Secretary for Transport and Public Works. In view of the fact that the Government had meanwhile decided what line it intended to follow, the Council did not consider it advisable to publish a report on the subject before it had been discussed in Parliament. The Government's proposal was defeated in the Second Chamber, thus making it less necessary to go ahead with the project.

Secondly, a study was made of energy resources in the long term, partly at the request of those working on the General Survey of the Future project. It devotes considerable attention to the question of depletion and to the effect which this is likely to have on future consumption. It lists a number of the possibilities and bottlenecks to be expected in the short, medium and long term. Written in English under the title "The Future Availability of Energy in the Netherlands", it is available from the Council on request.

Thirdly, the Council has set in motion an extensive study of the influence in the long-term of technical innovations on the structure of industry. Plans include investigating a number of sectors of industry with a view to ascertaining what possibilities for growth could be created for trade and industry through technical innovation, especially in the Netherlands. An analysis will be made of the influence of such technical innovations on various aspects of society and of the effects which possible Government measures to promote technical innovations could have. The Council is conducting this study in collaboration with other bodies such as the Central Planning Office, TNO Central Organization for Applied Scientific Research, the Organization for Technology in the Future and the Netherlands Institute of Economics.

2.3. Requests for advice

2.3.1. *Comments on the Discussion Paper on Sectoral Councils for Science Policy*

In a letter dated 26 February 1976, the Minister for Science Policy asked the Council for its comments on three of the principal points in the "Discussie-nota Sectorraden Wetenschapsbeleid" (Discussion Paper on Sectoral Councils for Science Policy):

- a. the proposed division into sectors;
- b. the recommendations concerning the functioning of Sectoral Councils;
and
- c. the proposed methods of setting up such Councils (17).

In response to this request the Council issued Report No. 9 (June 1976) dealing with the risks attached to framing policy per sector (re a.), the question of membership of the Sectoral Councils (re b.) and the building up of the system of Sectoral Councils, which in the Council's opinion should take place gradually. The Government's views, based partly on the Council's comments, were published on 13 July 1977 in the "Nota Sectorraden Wetenschapsbeleid" (White Paper on Sectoral Councils for Science Policy) (18).

2.3.2. *Comments on the White Paper on the Contours of a Future Educational System*

In a letter dated 18 September 1975, the Minister of Education and Science asked the Council for its Comments on the "Nota Contouren van een toekomstig onderwijsbestel" (White Paper on the Contours of a Future Educational System) which were presented to the Prime Minister in June 1976 (Report No. 10). The report deals with a number of basic points, namely the objectives of education, educational renewal (both national and international), the relation between the White Paper and government policy in the broadest sense (notably with regard to integrating policy), the interaction between education and society, the long-term financial consequences of the White Paper and the philosophy of educa-

tion upon which it is based. In the final chapter the Council urges that the expansion of some forms of formal education should be weighed against other social activities. The Minister of Education and Science incorporated the Council's views in the second part of the Contours White Paper (19).

2.4. Other activities

Reference is made in this section to a few items which the Council had included in its provisional programme of work but which did not result in a report. Possible projects to which the Council gave consideration included various additional aspects of the project on integrated policy preparation in the long term (see 2.2.1.): labour market policy, education and training, and the distribution of income, wealth, knowledge and power. These component projects were to consist of brief studies in which, under the terms of Section 2c of the Act of Establishment, largely structural omissions in policy preparation would be described and suggestions would be made for improvement. Because in the meantime the Government had already held out the prospect of structural improvement and the original organizational approach seemed to be too restricted, the Council dealt with the majority of these items in another framework. Thus labour market policy became part of the study of the relation between the economically active and non-active persons of the population (see 2.2.7.), to which the study on long-term policy concerning foreign workers, was added. Structural problems in the coordination of policy on education and training were included in the Council's "Commentaar op de nota Contouren van een toekomstig onderwijsbestel" (Comments on the White Paper on the Contours of the Future Educational System) (Report No. 10), while the study of the distribution of income, wealth, knowledge and power was expanded to become the later project on distribution (see 2.2.6.).

The Council also undertook certain activities with the object of devoting closer attention to a few of the more general aspects of the Council's work which need not necessarily result in published reports. Together with others it has organized five meetings in the past two years on general research on the future and the construction of models, in which some ten institutions concerned with research and advisory work on the future participated.

Information and ideas were exchanged on such points as the distinction between exploratory and goal-oriented research on the future and the respective merits of an integral and partial approach. Mention may also be made here of an internal working paper drawn up by the Council in 1977, certaining a provisional evaluation of the "Algemene Toekomstverkenning" (General Survey of the Future). Moreover, Mr. A.A.J. Pols, a member of the Council's staff, drew up an internal report on system dynamics as a basis for discussion on how to approach research on the future and the construction of models. Both papers are available from the Council on request. At the beginning of its term the Council consulted external communication experts on ways of establishing contact with other institutions and persons and on public relations in general.

In response to outside stimulus, a working party was set up in 1976 to enquire into the problems which occur (or will occur) in legislation relating to planning.

The working party, under the chairmanship of Professor J.M. Polak included civil servants and other external experts. It put forward a proposal at the end of 1976 for dealing with these problems, which is available from the Council on request.

Preliminary discussions were held with other external experts, including

ministerial representatives, in 1977, when it was decided to ask the Council in its new composition to devote attention to the following possible subjects for study:

1. What statutory form should the planning of government policy assume in order to give Parliament real influence on the shaping of policy?
2. How can planning and legislation be decentralized with a view to regionalization of policy or an approach per branch of industry?
3. How is a system of integral legislation and planning to be arrived at in areas where this is necessary?

How can regional physical planning policy be integrated with regional economic, social and cultural policy?

The discussion partners felt that the more technical aspects of the coordination of legislation could best be left to an interdepartmental working party and to the Council of State.

Finally, the Council was represented by various of its members or staff members on advisory committees set up by other bodies. They included the Steering Committee for Integrated Social Policy and its working party on the relation between education and labour market policy; the working party on methodology and the future of the Steering Committee for North Sea Islands and Terminals; and the Selective Growth Committee. In 1974, at the request of the Association of Netherlands Municipalities and the Institute of Management Science, the Chairman of the Council presided over a round table conference on the future position of the Institute of Administrative Science within the framework of the organization of administrative research and the training of civil servants. The conference produced its final report on 20 December 1974 (20).

3. CONCLUDING REMARKS

This report of the Council's activities in the period under review would not be complete without some reference to dilemmas with which it was confronted. Most of them related to working methods. In the majority of cases there exists no absolutely right or absolutely wrong answer, for all possible courses of action have both their advantages and their disadvantages. This was also true of the method of work followed by the Council during its first term. As, however, there was no body of experience on which to draw for the fulfilment of the responsibilities assigned to the Council by the Act of Establishment, and as in the coming terms of office the Council will be confronted with the same or similar problems, it is useful to pause briefly at these problems and the solutions chosen by the Council.

3.1. "Depth" of "breadth"

The Council's terms of reference automatically entail an extremely wide range of subjects to be dealt with, comprising in principle all matters covered by Government policy.

It is clearly impossible for the Council, with its limited number of members and staff, to do full justice to so many fields of activity.

Nor was it in fact ever the intention that it should become some kind of "super planning office". The choice lies between a "broad" approach, involving a wide variety of long-term policy aspects – a method accompanied by the risk of superficiality – and an "in-depth" approach, involving extensive analysis of only a few fundamental aspects of Government policy and assessment of their relevance to long-term problems.

In the Council's first term no explicit choice was made between the two approaches; in practice, however, emphasis came to be placed on the broad approach. If the second, deeper approach were eventually to be preferred, this would mean that the selection, and more especially the method of selection, of projects would require a great deal of systematic attention. It would also mean that the Council would have to undertake a thorough examination of methodological questions.

3.2. Integrated or segmented approach

It follows from the Council's statutory terms of reference that it should seek to embody its activities in an integrated framework. One of the Council's major tasks is to consider the extent to which long-term developments in one policy area affect other areas. The "anomalies" and "bottlenecks" which the Council is expected to anticipate, are partly the result of this interaction. This however, is no simple matter, as the Council discovered during its first term, when it still lacked experience in casting the task entrusted to it into a firm mould.

The approach it chose was to deal with separate projects distributed among its members and staff members. An advantage of this approach was that it was

possible to concentrate on a number of different subjects, different lines of approach to each subject, and different formulations of each problem. This facilitated the production of reports while at the same time helping the Council to establish contact with other institutions. A disadvantage, however, is that projects then tend to lead a separate existence, to be insufficiently attuned to one another. That does not make it easier for the Council to evolve a more or less integrated framework for long-term policy. During the first term there was a certain measure of segmentation, which was partly the result of the separate projects approach.

This did not facilitate the integration of activities. Future plans should take account of this danger and include measures to prevent segmentation.

3.3. Contact with other institutions

During the Council's first term communication with other institutions – policy-making bodies (Ministries), research institutions and socio-economic institutions – was intensive. A point requiring consideration was how intensive such contact was to be, and how too large a grip of some institutions on the Council's programme of work was to be prevented.

Liaison with the planning agencies, whose directors are advisory members, was more or less institutionalised. They make recommendations, keep the Council informed of their activities and promote, where necessary, contact with other organizations. The Council has the impression that contact with the advisory members during the first term could have been better, and feels that efforts should be made to improve it.

The Council sought to work together with the various Ministries, thus ensuring that it would be supplied with the information it required (as the Act prescribes) and creating channels through which it could be informed in advance of the Government's intentions. Obviously, care must be taken to prevent the programme of work being too heavily influenced by the Ministries. Formal requests for advice constituted a special kind of contact with the Ministries. If the number of such Government requests vastly increases, the Council will be faced with a problem. Though it would be a sign of the Government's confidence in the Council's judgement and would illustrate the importance and usefulness of its part in the preparation of policy, it would at the same time make heavy demands on the Council's programme of work. This problem did however, not arise as such during the first term.

The Council attaches great importance to the collaboration with research institutions, which on the whole was satisfactory during this first term. Government policy, and long-term policy in particular, is constantly in need of research. The research institutions must help both to safeguard and to nourish the research aspects of the Council's work.

Contact with overall society was largely focused in the first term on the press, the research institutes of the political parties and other social organizations such as employers' associations and trade unions. It was also agreed to intensify relations with Parliament. The important point for the Council is to gain information about the wishes and ideas prevalent in society. These links are of vital importance to the Council; part of their value lies in the fact that they serve to prevent it from developing into a group of abstract ivory tower thinkers.

3.4. Part-time and full-time membership

The chairman and two other members of the Council worked full-time during the first term; the remaining members worked for 40 or 50% of the working week. The advantage of full-time membership of the Council is of course that such members are fully available for Council work and that the staff can always call upon them. At the same time, however, the highest membership standards can only be achieved by making no specific demands in the matter of working hours; after all, membership is for a limited period only. During the first term it was found that 40% of the working week was rather a scant amount of time for the Council's many activities, and it was sometimes the case that members spent considerably more than the formally allotted time on Council work. It is difficult to express an unequivocal preference for full-time or part-time membership. Which of the two is to be preferred will depend on the personal circumstances of the Council member concerned.

It has been suggested that part-time membership of, say, 40% need not be concentrated in two working days per week as has been the case up to now, but could be compressed into one or more uninterrupted periods per year. It would depend on the posts occupied by part-time members whether this were possible. It would also have far-reaching consequences for the arrangement of the work programme.

3.5. Problems of a multidisciplinary approach

The Council decided in favour of a multidisciplinary approach. In the Explanatory Memorandum accompanying the Bill providing for the Establishment of the Council it was explicitly stated that the major disciplines were to be represented. A multidisciplinary approach was also chosen for the composition of the staff. Here, too, there are advantages and disadvantages. An advantage is that a given policy problem can be approached from various angles, which can yield useful results; the combination of different disciplines on one and the same project can be highly stimulating. On the other hand care must be taken to guard against "multidisciplinary" coming to mean too much attention being given to problems outside the researcher's own professional field.

The advantages of a multidisciplinary approach should be constantly weighed against the disadvantages. This process yields a solution whereby the advantages of both the multidisciplinary and the one-discipline approach can be fully utilized.

3.6. In conclusion

The method of work employed in the first term meant that the Council could issue its first publications without undue loss of time and thus stimulate public discussion on the problems dealt with.

It could have followed another approach, involving the devotion of more time to going more deeply into problems concerning methods and theory, the selection of subjects, etc. This would probably have meant that the Council's reports would have taken longer to appear and would have been fewer in number.

It does not befit the Council to pass judgement upon what it has done and not done during the past five years. The points discussed in this chapter are closely bound up with the Council and its work. It hopes that the foregoing has given an impression of the problems connected with its choice of working method and of the way in which it sought to solve them.

Notes

1. Second Chamber of the States-General, 1970-1971, 10 914.
2. Report of the Commission on Interdepartmental Coordination and Division of Responsibilities. The Hague, Government Printing Office, 1971.
3. Second Chamber, 1973-1974, 12 668, Nos. 1-5.
4. In the Memorandum in Reply relating to the "Ontwerp Instellingswet W.R.R." (Bill for the Establishment of the Scientific Council for Government Policy) (Second Chamber, 1973-1974, 12 668, No. 5, p. 5) reference is made to the difference between the advisory task of this Council and that of the Council of State.
5. "Ontwerp Instellingswet W.R.R." (Bill for the Establishment of the Scientific Council for Government Policy) Second Chamber, 1973-1974, 12 668, No. 3 (Explanatory Memorandum), p. 4.
6. *Ibid.*, p. 6.
7. *Ibid.*, p. 5.
8. At first the Science Policy Advisory Council was represented in the Council by its Chairman Professor C.J.F. Böttcher. When he resigned from both bodies on 1 September 1976, the Government decided after consultation with the two Councils that the Chairman of the former would henceforth be an advisory member of the latter.
9. "Ontwerp Instellingswet W.R.R." (Bill for the Establishment, etc.) Second Chamber 1973-1974, 12 668, No. 3 (Explanatory Memorandum), p. 7.
10. *Ibid.* Second Chamber, 1974-1975, 12 668, No. 6 (Memorandum of Amendment).
11. The publications concerned are:
 - J. In 't Veld (ed.): "Arbeidsplaats en organisatie, een literatuuronderzoek" (Jobs and Organizations; A Literature Study) Delft, 1976. Published by the Department of Mechanical Engineering of Delft Technological University.
 - T. Huppes: "Inkomensverdeling en institutionele structuur, een interdisciplinaire analyse van de inkomensongelijkheid op lange termijn" (Distribution of Income and Institutional Structure: an Interdisciplinary Analysis of Income Inequality in the Long Term), Leiden, Stenfert Kroese, 1977.
 - P. Hermkens and P. van Wijngaarden: "Rapport Inkomensongelijkheid en Rechtvaardigheidscriteria" (Report on Income Inequality and Criteria of Justice) The Hague, 1977. Published by the Ministry of Social Affairs. Series of Reports, 1977-3.*)
 - A. Hogervorst, E. Janssen, M. Theeuwes: et al.: "Konsumptieverandering in maatschappelijk perspectief" (Change in Consumer Habits Viewed in the Social Perspective). Utrecht, 1977. Published by the Institute of Sociology, State University, Utrecht.
12. Second Chamber, 1975-1976, 13 955.
13. These were given to Prof. C.J. van Eijk and Mr. W. Siddré of Erasmus University, Rotterdam; Dr. L.J.Th. van der Kamp (State University, Leiden) and Mr. M. van der Kamp (Kohnstamm Institute, University of Amsterdam); The Economics Research Institute, University of Amsterdam; the IVA Institute for Social Research, Tilburg Catholic University; two assignments to the Interuniversity Social Sciences Research Institute in Amsterdam, the Industrial Organization Section of the Mechanical Engineering Department of Delft Technological University, the Sociological Economics Research Unit of the Faculty of Economics of the State University, Groningen, and the Institute of Economics, Tilburg Catholic University.
14. They were given to the management consultancy firm of Berenschot B.V. Utrecht; the IVA Institute for Social Research of Tilburg Catholic University (see also note 12); Prof. N.H. Douben of the Catholic University of Nijmegen; Prof. H. Philipsen of the State University, Limburg; and Prof. W. Driehuis of the University of Amsterdam.
15. Report of the Ministerial Commission on Interdepartmental Coordination and Division of Responsibilities. Second Chamber, 1977, 14 649, No. 2.
16. On the basis of the recommendations made by the Council in Report No. 12 the Council of Ministers undertook *inter alia* to decide, on the proposals of the responsible Ministers, which of the advisory bodies described by the Council as "dormant" could be dissolved. Meanwhile questions have been asked on the subject by the M.P.'s De Graaf and Stoffelen (17 May 1977) and by the First Chamber member Eisma (21 June 1977). The Prime Minister — also on behalf of the Minister of Home Affairs — answered the first two questions on 23 June 1977, and tabled a list of external advisory bodies which have since been dissolved.
17. A similar request for advice was sent to the Royal Academy of Science and the Science Policy Advisory Council.
18. Second Chamber, 1977, 14 623. The Council of Ministers' formal views on the Council's recommendations were set out in an appendix to the White Paper.
19. White Paper on the Contours of a Future Educational System: Part 2. Second Chamber, 1976-1977, 14 425.
20. Published in "De Nederlandse Gemeente" (The Dutch Municipality) 29, 3 (17 January 1975), pp. 5.9. and 5.10.

*) The preliminary study was commissioned by the Council, and the subsequent investigation by the Ministry of Social Affairs.

Appendix 1

Integral text of the Scientific Council for Government Policy (Establishment) Act (Stb. 413, 5 August 1976)

SCIENTIFIC COUNCIL FOR GOVERNMENT POLICY

Act of 30 June 1976 Establishing a Scientific Council for Government Policy

We, JULIANA, by the Grace of God, Queen of the Netherlands, Princess of Orange Nassau, etc., etc., etc.

To all and singular to whom these presents shall come, Greeting!

Whereas We have considered that for the shaping of Government policy it is desirable that information on developments which may affect society in the long term be supplied systematically,

that the establishment of a permanent body giving advice and assistance to replace the Provisional Scientific Council for Government Policy may contribute to that end:

We, therefore, having heard the Council of State, and in consultation with the States General, have approved and decreed as We hereby approve and decree: —

Section 1. There shall be a Scientific Council for Government Policy, hereinafter referred to as "the Council".

Section 2. The Council shall:

- a) supply for Government Policy scientifically sound information on developments which may affect society in the long term and draw timely attention to anomalies and bottlenecks to be anticipated; define the major policy problems and indicate policy alternatives;
- b) provide a scientific structure which the Government could use when establishing priorities and which would ensure that a consistent policy is pursued;
- c) with respect to studies undertaken in the sphere of research on future developments and long-term planning in both public and private sectors, make recommendations on the elimination of structural inadequacies, the furtherance of specific studies and the improvement of communication and coordination.

Section 3. 1. The Council shall comprise at least five and at most eleven members.

2. We shall appoint the Chairman and the other members of the Council on the recommendation of Our Prime Minister/Minister for General Affairs, made in accordance with the consensus of the Council of Ministers.

3. They shall, unless We provide otherwise, be discharged by Us on reaching the age of sixty-five, as from the following month.

4. The Chairman and other members shall be appointed for five years, except in the event of earlier discharge by Us. They shall be immediately re-eligible for appointment for one subsequent term.

5. A person appointed to fill an interim vacancy shall resign on the date on which the person he was appointed to replace would have had to resign.

Section 4. 1. The post of Chairman of the Council shall be a full-time function.

2. The other members of the Council shall make available for Council work at least two working-days a week of their total working-hours.

3. In exceptional cases the Prime Minister/Minister for General Affairs may stipulate that the working-hours made available to the Council under the preceding paragraph be decreased.

Section 5. The legal status of the Chairman and of the other members shall be laid down by General Administrative Order.

Section 6. There shall be advisory members.

2. The Council may make recommendations to Our Prime Minister/Minister for General Affairs in the matter of the appointment of advisory members.

3. We shall appoint the advisory members of the Council on the recommendation of Our Prime Minister/Minister for General Affairs, made in accordance with the consensus of the Council of Ministers.

Section 7. 1. The Council shall have an office headed by a Secretary to assist it.

2. We shall appoint the Council's Secretary on the recommendation of Our Prime Minister/Minister for General Affairs.

Section 8. 1. The Council shall, in discharging its duties, avail itself of the results of research undertaken by other institutions.

2. General Government departments and institutions, and local authorities shall supply the Council with such information as it requires.

3. The Council may apply direct to other institutions or persons for information.
4. Our Minister shall ensure that the Council, if the discharge of its duties so requires, be informed in time of any research on future developments and of the results of such research undertaken under their responsibility, as also of any assumptions and intentions as regards long-term policy.

Section 9. 1. The Council may consult directly with experts from the public and private sectors.

2. The Council may set up committees. It shall require the approval of such of Our Ministers as may be involved for any assistance given by experts from the public sector.
3. The Council may maintain direct international contacts in its own particular sphere.

Section 10. The Council may, on its own initiative, request that certain studies or research projects be undertaken. This shall be done through the intermediary of such of Our Ministers as may be involved where departments or institutions working under them are concerned.

Section 11. The Chairman and the members of the Council shall be committed to secrecy as regards information that has come to their knowledge in the performance of their duties in so far as such commitment to secrecy is a natural consequence of the matter in question.

Section 12. 1. The Council shall report to the Government through the intermediary of Our Prime Minister/Minister for General Affairs.

2. Our Prime Minister/Minister for General Affairs shall inform the Council of the findings of the Council of Ministers with respect to such reports.
3. The Council of Ministers shall hear the Council, if it so requests, in connection with the findings referred to in the preceding paragraph.

- Section 13. 1.** The reports submitted to the Government by the Council shall be public, in so far as secrecy shall not have to be observed in accordance with section 11.
2. The Council shall publish the reports after the Council of Ministers has studied them.

Section 14. The Council may issue further rules for its procedure.

Transitional and final provisions

Section 15. The term of office of the members of the Council to be appointed on the entry into force of this Act shall terminate on 1 January 1978.

Section 16. This Act may be cited as the Scientific Council for Government Policy (Establishment) Act.

Section 17. Our Decree of 6 November 1972, "Staatsblad" – Bulletin of Acts, Orders and Decrees – No. 590, shall be repealed.

Section 18. This Act shall enter into force on a date to be determined by Us.

We direct and ordain that these presents be published in the "Staatsblad" and that all Ministerial Departments, Authorities, Bodies and Officials whom they may concern diligently implement them.

Given at Soestdijk, 30 June 1976.

JULIANA

The Prime Minister/
Minister for General Affairs,

DEN UYL

Published on the fifth of August 1976.
The Minister of Justice a.i.,

TRIP.

Appendix 2

Composition of the committees set up by the Council

1. Committee for the General Survey of the Future

* Set up 10 January 1974, disbanded 14 november 1977.

Prof. J.S. Cramer, *Chairman*
Member of the Scientific Council for Government Policy
Mr. E. Bloembergen
Chairman, Board of Directors of United Netherlands Publishing Companies B.V.
Prof. H.A. Brasz
Professor of Management Science, Free University of Amsterdam
Mr. J.C. van den Brekel
Head, Department of Population Statistics, Central Office of Statistics.
Mr. A. Dekker
Deputy Director, Provincial Physical Planning Agency, Province of Overijssel
Prof. C.I. Dessaur
Professor of Criminology, Catholic University of Nijmegen
Mr. H. de Graaf
Netherlands Institute for Social Research
Mr. F.Th. Gubbi
TNO Central Organization for Applied Scientific Research
Prof. H.H.W. Hogerzeil
Professor of Social Medicine, State University, Groningen
Dr. G. Hupkes
Deputy Director, AGV (Advisory Group for Traffic and Transport, formerly Transport Planning Centre)

* Composition as at the time of the compilation of the final report.

Dr. R. Hueting
Head, Department of Environment Statistics, Central Office of Statistics
Mr. W.P. Knulst
Social and Cultural Planning Office
Mr. J. Kooyman
Head, Department of Macro-models and Medium-term Planning, Central Planning Office
Dr. G.R. Mustert
Bureau of the Scientific Council for Government Policy
Prof. B.M.S. van Praag
Professor of Western Economics, State University, Leiden
Mr. H. Schaafsma
Director, Cultural Council for the Province of North Holland
Dr. C.J.E. Schuurmans
Head, Prediction Methods Section, Department of Meteorological Research, Royal Netherlands Meteorological Institute
Dr. I.Th.M. Snellen
Political scientist, Philips' Gloeilampenfabrieken N.V.
Dr. H.M. in 't Veld-Langeveld
Member of the Scientific Council for Government Policy
Mr. W.A.W. Walstijn
Bureau of the Scientific Council for Government Policy
Prof. S. Wiegiersma
Professor of the Psychology of Work, Municipal University of Amsterdam
Mr. K. Vijlbrief, *Secretary*
Bureau of the Scientific Council for Government Policy

Mr. Schaafsma, who joined the Committee in May 1975, was unable to participate in the Committee's activities from the beginning of 1976 onwards on account of serious illness.

As is apparent from the list, two of the institutions which delegated the first members for the Committee were not represented at the completion of the work. The reason was that Messrs. Dekker and Gubbi, who represented the National Physical Planning Agency and the Committee for the Development of Policy Analysis respectively, changed their employment at such a late stage of the project that it was agreed that they should remain in the committee à titre personnel and would not be replaced.

Mr. J.C. van den Brekel was preceded by Dr. J.B.D. Derksen, until 1 July 1975 Head of the Department of Statistical Analysis, Central Office of Statistics; Mr. H. de Graaf by Mr. G.J. Kronjee, until 1 September 1975 on the staff of the Netherlands Institute for Social Research; Mr. W. Knulst by Dr. H. Nauta, Deputy Director of the Social and Cultural Planning Office; and Mr. J. Kooyman by Prof. P.J. Verdoorn, until 1 September 1975 Assistant Director of the Central Planning Office.

Dr. J. Kremers retired as Chairman of the Council on 1 August 1977, up to which date he participated in the Committee's work.

Mr. P.G. Meyer of the National Physical Planning Agency and Mrs. B.G. Zandstra-Andela of the Committee for the Development of Policy Analysis participated in the initial stage.

2. Ad hoc Committee on the Scientific Preparation of Long-term Environment Policy
Set up 18 July 1973, disbanded 8 February 1974

Dr. W.J. Beek, *Chairman*

Member of the Scientific Council for Government Policy

Prof. H. van Genderen

Professor of Biological Toxicology, State University, Utrecht

Dr. L. Ginjaar

Director, TNO Study and Information Centre for Environmental Research

F.G. Kordes

Director, Government Organization and Automation, Ministry of Home Affairs

Prof. D.J. Kuenen

Professor of Environmental Biology, State University, Leiden

Prof. J.G. Lambooy

Professor of Economic Geography and Regional Economics, University of Amsterdam

Dr. A.P. Oele

Burgomaster of Delft

Prof. H. Pouderoyen

Professor of Transport Technique, Royal Military Academy

Mr. W.C. Rey

Director-General of Environmental Protection, and Chairman, Interdepartmental

Coordinating Committee for Environmental Protection

Dr. H.M. in 't Veld-Langeveld

Member of the Scientific Council for Government Policy

Mr. J. Witsen

Director, General Affairs, National Physical Planning Agency

Mr. P. den Hoed, *Secretary*

Bureau of the Scientific Council for Government Policy

Appendix 3

List of publications

I. Rapporten aan de Regering (Reports to the Government *)

Introductie, taak, plaats en werkwijze (Introduction, responsibilities, position and working methods) (1974)

1. Europese Unie (European Union) (1974)
2. Structuur van de Nederlandse economie (Structure of the Netherlands Economy) (1974)
3. Energiebeleid op langere termijn (Long-term Energy Policy) (1974)
1 to 3 published in one volume **)
4. Milieubeleid (Environment Policy) (1974)
5. Bevolkingsprognoses (Population Forecasts) (1974)
6. De organisatie van het openbaar bestuur (The Organization of Public Administration) (1975)
7. Buitenlandse invloeden op Nederland: Internationale migratie (Foreign Influence on the Netherlands: International Migration) (1976)
8. Buitenlandse invloeden op Nederland: Beschikbaarheid van wetenschappelijke en technische kennis (Foreign Influence on the Netherlands: Availability of Scientific and Technical Knowledge) (1976)
9. Commentaar op de Discussienota Sectorraden Wetenschapsbeleid (Comments on the Discussion Paper on Sectoral Councils for Science Policy) (1976)
10. Commentaar op de nota Contouren van een toekomstig onderwijsbestel (Comments on the White Paper on the Contours of the Future Educational System) (1976)
11. Overzicht externe adviesorganen van de centrale overheid (Survey of External Advisory Bodies of the Central Government) (1976)
12. Externe adviesorganen van de centrale overheid, beschrijving, ontwikkelingen, aanbevelingen (External Advisory Bodies of the Central Government: Description, Developments, Recommendations) (1977)
13. "Maken wij er werk van?" Verkenningen omtrent de verhouding tussen actieven en niet-actieven ("Do we make Work our Business?" An Exploratory Study of the Relations between the Economically Active and Inactive Persons) (1977)
14. Overzicht interne adviesorganen van de centrale overheid (Survey of Internal Advisory Bodies of the Central Government) (1977)
15. „De komende vijfentwintig jaar, een toekomstverkenning voor Nederland (The Next Twenty-Five Years: a Survey of Future Developments in the Netherlands) (1977)
16. Over sociale ongelijkheid, een beleidsgerichte probleemverkenning (On Social Inequality: a Policy-oriented Study) (1977)

II. Voorstudies en Achtergronden (Preliminary and Background Studies)

W.A.W. van Walstijn, Kansen op onderwijs, een literatuurstudie over ongelijkheid in het Nederlands onderwijs (Educational Opportunities: A Literature Study on Inequality in the Netherlands Educational System) (1975)

I.J. Schoonenboom and H.M. In 't Veld-Langeveld, De Emancipatie van de vrouw (Women's Emancipation) (1976)

G.R. Mustert, Van dubbeltjes en kwartjes, een literatuurstudie over ongelijkheid in de Nederlandse inkomensverdeling (Dimes and Quarters: a Literature Study on Inequality in the Distribution of Income in the Netherlands) (1976)

J.A.M. van Weezel a.o., De verdeling en de waardering van arbeid (The Distribution and Appreciation of Work) (1976)

A.Ch.M. Rijnen o.a., Adviseren aan de Overheid (Advising the Government) (1977)

III. Working Papers ***)

Interim-rapport Buitenwereld (Interim Report on the Outside World) (1974)

Tussentijds verslag van de Commissie A.T.V. (Interim Report of the Committee for a General Survey of the Future) (1974)

A.A.J. Pols, Nota Systeemdynamica (Report on System Dynamics) (1974)

● The "Report to the Government" and the "Preliminary and Background Studies" were published by the Government Printing Office, The Hague.

***) The full texts of Reports 1 to 6 were also published in the "Staatscourant" (Government Gazette).

****) To be ordered from the Bureau of the Council.

Vooronderstellingen voor een Verrassingsvrije Toekomstverkenning (Assumptions for a Surprise-free Survey of the Future) (1975)

Tweede tussentijds verslag van de Commissie A.T.V. (Second Interim Report of the Committee for a General Survey of the Future) (1975)

Coördinatie en integratie van wetgeving, een voorstel voor een W.R.R.-voorstudie (Coordination and Integration of Legislation: a Proposal for a Pilot Study by the Council) (1976)

Derde tussentijds verslag van de Commissie A.T.V. (Third Interim Report of the Committee for a General Survey of the Future) (1976)

Reports compiled for the Committee for a General Survey of the Future:

W.M. de Jong and G.W. Rathenau, The Future Availability of Energy in the Netherlands
C.J.E. Schuurmans, Klimaatsveranderingen, oorzaken en mogelijke consequenties (Changes in Climate, Causes and Possible Consequences)

H.A. Brasz and F. Fleurke, Sturing, organisatie en participatie (Steering, Organization and Participation)

I.Th.M. Snellen, Organisatie en participatie in wisselwerking met sturing van de Nederlandse samenleving (Organization and Participation in Interaction with Steering of the Netherlands Society)

H. de Graaf, Sociale dienstverlening en sociale hulpverlening (Social Services and Social Assistance)

H.H.W. Hogerzeil and B.M.S. van Praag, Gezondheidszorg (Health Care)

S. Wiegersma, Onderwijs (Education)

W.P. Knulst, Vrije tijd (Leisure)

E. Bloembergen and H. Schaafsma, Massamedia, informatie en communicatie (Mass Media, Information and Communication)

J.C.E. Maas a.o., De berichtenoverdracht via de P.T.T. (Transmission of Information via the Post, Telephone and Telegraph Services)

C.L. Dessaur and L.G.H. Gunther Moor, Openbare Orde en criminaliteit I en II (Public Order and Criminality I and II)

G.R. Mustert, Arbeid van nu tot 2000 (Work between now and the Year 2000)

J. Kooyman, Twee perspectieve tekeningen van de Nederlandse economie tot 2000 (Two Perspective Outlines of the Netherlands Economy up to the Year 2000)

A. Dekker, Huisvesting, woonomgeving en ruimtelijke ordening (Housing, Residential Environment and Physical Planning)

G. Hupkes, Verkeer (Transport)

P. Schaake and W. Tinbergen, Energieverbruik en de hierdoor veroorzaakte milieuverontreiniging (Energy Consumption and the Resultant Environmental Pollution)

G.J. Baayens and R. Meyer, Landschap en natuurlijk milieu (Landscape and Natural Environment)

Evaluatie Algemene Toekomstverkenning (Evaluation of the General Survey of the Future) (1977).