

**Report and Evaluation
of the Fourth Term
of Office**

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**Netherlands Scientific Council
for Government Policy**



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Background

The activities of the Netherlands Scientific Council for Government Policy (WRR) fall into five-yearly terms of office. The fourth term of office expired on 31 December 1992. As at the end of the previous terms of office, the Council should like to provide an account of the way in which it has discharged its statutory responsibilities. This report sets out to provide a summary of the Council's activities. Chapter 1 outlines the responsibilities and organisation of the Council. Chapter 2 deals with the Council's working methods while the Council's reports and their effects within the political system and society in general are discussed in Chapter 3.

Chapter 4 provides an evaluation of the way in which the Council has operated. In doing so the Council is complying with the requirement to provide a periodic evaluation report as laid down in the instructions for external advisory bodies issued by the Prime Minister on 11 March 1987.

Responsibilities and organisation

I.1 Responsibilities

The Council's responsibilities are described in the Act of Establishment of 30 June 1976 as follows:

- a. to supply in behalf of government policy scientifically sound information on developments which may affect society in the long term and to draw timely attention to likely anomalies and obstacles, define major policy problems and indicate policy alternatives;
- b. to provide a scientific structure to assist the Government in establishing priorities and conducting coherent policies;
- c. with respect to prospective research and long-term planning, in both the 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 Council's activities consist of the exploration of new problems, the analysis of existing problems in a broad context and the identification of new solutions. The reports discussed in this publication are policy-oriented but not necessarily in line with government policy. The more a report contains concrete policy proposals, the more direct its social and political effects and the more immediately those effects are discernible. This is not to say that reports looking to the longer term have no effect, but the results generally depend on the willingness of the various bodies concerned – the Government, Parliament as well as organisations within the community – to take cognizance of insights that in many cases depart from the conventional wisdom. The effects do not, however, generally show up immediately in government policy.

The Council consistently seeks to provide information and to identify problems and policy alternatives as objectively as possible. In so far as policy choices are made, these are justified by the Council and are not prompted by party-political considerations. With a view to the wider effects of its reports, the Council attaches particular importance to the public nature of its activities. The more the Council's reports and other publications attract attention and generate public debate, the greater the Council has found the effects of its work to be.

I.2 Organisation

I.2.1 Composition of the Council

The WRR Act of Establishment lays down a minimum of five members and a maximum of 11. The office of Chairman is a full-time appointment; the remaining members of the Council are appointed for at least two working days a week. At the end of the fourth term of office the Council consisted of eleven members. The following served on the Council throughout the entire term: Prof. H.P.M. Adriaansens, Dr. M.A. van Damme-van Weele, Prof. A.M.J. Kreukels, Prof. B.M.S. van Praag, Prof. R. Rabbinge and Dr. A.D. Wolff-Albers. Prof. F.W. Rutten was appointed Chairman of the Council on 1 July 1990, in succession to Prof. W. Albeda, who reached retirement age. The following resigned from the Council before the end of the fourth term: Prof. C.J. Rijnvos on 1 September 1989 and Prof. L.A. Geelhoed on 1 July 1990. Prof. H.R. van Gunsteren was appointed to the Council on 1 June 1989, Prof. D.J. Wolfson on 1 April 1990, Mr. J.P.H. Donner on 1 November 1990 and Mr. H. Hooykaas on 1 July 1991. Dr. W. van Drimmelen acted as Executive Secretary to the Council and was also Director of the Bureau until 16 March 1991. He was succeeded on 1 July 1991 by Dr. A.P.N. Nauta. The Deputy Secretary throughout the term of office was Mr. J.C.F. Bletz.

A number of advisory members are appointed to the Council to ensure efficient coordination between the Council and the major government institutions whose work is closely connected with that of the Council. The Council meets several times a year with the advisory members. At the end of the fourth term of office the advisory members were Prof. A.P.J. Abrahamse, Director-General of the Central Bureau of Statistics, Mr. J.A.M. Kroese-Duijsters, Director-General for Physical Planning, Mr. A.J. van der Staay, Director of the Social and Cultural Planning Office, and Prof. G. Zalm, Director of the Central Planning Office.

1.2.2 Standing Committee on Social and Cultural Policy

As from 1 July 1989 the advisory function of the Welfare Policy Harmonisation Council was integrated into that of the WRR. This took the form of the appointment of a Standing Committee on Social and Cultural Policy. The terms of reference of this Committee are to prepare reports for the Council in response to requests for advice from the Government on social and cultural matters; in addition the Committee is charged with supporting the Council in so far as the latter's work touches on general or more specialised aspects of social and cultural policy.

The Committee consisted of seven members including the Chairman and Secretary. Two members of the Council also formed part of the Committee. Four members served on the Committee throughout the entire period (i.e. from 1 July 1989 to 31 December 1992): Prof. H.R. van Gunsteren, Prof. W. Konijnenbelt, Mr. D.Q.R. Mulock Houwer (secretary) and Ms. M.J.H. den Ouden-Dekkers. Prof. W. Albeda resigned from the Committee on 1 July 1990 upon reaching retirement age. He was succeeded by Prof. F.W. Rutten. Dr. D. van der Meer sat on the Committee from 1 October 1989 to 1 September 1991. Ms. M.H.J. van Wieringen-Wagenaar left the Committee on 14 March 1992, while Mr. F.J.M. Werner joined the Committee on 1 September 1991.

1.2.3 The Bureau

The Council has a Bureau headed by a Director, who is also Secretary to the Council, assisted by the Deputy Director, who is also the Assistant Secretary to the Council. The Bureau supports the Council in its activities and comes under the Ministry of General Affairs. The composition of the staff as at 31 December 1992 is shown at Appendix 4.

	Research staff incl. Secretary and Deputy Secretary	Research assistants	Other personnel	Total
31.12.1987	20	5.5	10.5	36
31.12.1992	27	2	14.5	43.5

As at 31 December 1992 the academic staff positions were distributed over the following disciplines: economics/econometrics (4), social sciences (10.5), law (6), history (2.5) and other (4). The staff includes a computer expert, and the Bureau has a reference library.

The increase in the establishment between 1987 and 1992 is related to the addition to the WRR Bureau of the staff of the former Welfare Policy Harmonisation Council.

1.2.4 Budget

The Council's budget comes under Chapter III of the Government Budget (General Affairs). Apart from staff costs and other expenditure, the budget also contains an item for commissioning academic studies from other bodies.

The annual size of budget is shown in the following table (in thousands of Dutch guilders).

Financial year	1988	1989	1990	1991	1992
Expenditure on Personnel	3,774	3,898	4,961	4,494	4,511
Scientific studies	840	835	1,005	1,005	955
Total	4,614	4,733	5,966	5,499	5,466

2.1 Compilation of programme of work

The Council itself decides on the subjects for study and reporting within its statutory terms of reference. In addition subjects can be included in the programme of work at the Government's request. This was done on five occasions during the period under review.

Upon taking office in 1988 the Council compiled a provisional programme of work. Other topics were added during the course of the Council term. In its selection and further elaboration of the subjects for study the Council was able to draw on the proposals of the research staff, the advisory members and a number of external bodies.

To begin with the Council decided to operationalise its terms of reference as laid down in the Act of Establishment (see Appendix 1) on the basis of seven criteria:

- a. The project must tackle a problem of social and political concern, or alternatively relate to issues which the Council itself considers should be placed on the political agenda.
- b. The project must have policy-relevance.
- c. The project must clearly be oriented towards the future.
- d. By nature the project must be multisectoral and multilateral and will therefore generally demand a multidisciplinary approach.
- e. The project must lend itself to scientific research.
- f. The Council must have expertise in the topics to be examined.
- g. The projects must be capable of completion with a reasonable period.

The Council had already taken up three projects in the previous term of office. These concerned:

1. Metropolitan areas (*Institutions and Cities*, September 1990).
This project was taken up in March 1987 at the Council's initiative.
2. Margins for government policy.
This project resulted in the previous term of office in three publications in the 'Preliminary and Background Studies' series. In the fourth term of office this project served by way of input for the Law Enforcement project (see under 4.).
3. The Netherlands and European Cooperation.
This project resulted in two reports in the previous term of office (*The Unfinished European Integration* and *The Financing of the European Community*). In the fourth term of office it resulted in a publication in the 'Preliminary and Background Studies' series (*European Monetary Integration: Four Visions*).
4. Law Enforcement (*Law Enforcement*, May 1988).
This project was instituted in response to a request in March 1987 from the Government for an advisory opinion.
5. Ethnic minorities (*Immigrant Policy*, May 1989).
The Government asked the Council for advice in October 1987 concerning policy in relation to ethnic minorities.

Upon commencement of the fourth term of office the Council decided to tackle the following projects:

6. Rural areas in Europe (*Grounds for Choice; four perspectives for the rural areas in the European Community*, June 1992).
7. Maximum social participation (*Work in Perspective: Labour Participation in the Netherlands*, December 1990).

This report was in response to a request for advice from the Government of September 1990.

8. Technology, government and society (*Technology and Government: An Analysis of Selected Sectors*, January 1991).

In the course of the fourth term of office the following projects were added:

9. Education support (*Education Support in the Future*), November 1991.
This report was in response to a request for advice from the Government of November 1990.
10. Environmental Policy I (*Environmental Policy: Strategy, Instruments and Enforcement*, April 1992).
This report contains the first stage of a study into the relationship between the environment, the economy and government, as requested by the Government in September 1990.
11. Environmental Policy II.
In this report the Council examines the second stage of the study requested by the government as referred to under point 10. The report will be issued in the course of 1993.
12. Large-scale projects.
This project was instituted in response to a request from the Government of 26 June 1991. The project will be continued in the new term of office.
13. Home care.
This project, which was added to the Council's programme of work upon the integration of the Welfare Policy Harmonisation Council, was completed at the end of this term of office. A publication is in the process of preparation.
14. Demography (report *Seniors for Seniors*, March 1993).
15. Cultural policy.
A number of publications have appeared as a result of this project, which was undertaken at the Council's initiative.
16. Citizenship.
This project has resulted in a WRR publication entitled *Contemporary Citizenship* and a two-volume study in the 'Preliminary and Background Studies' series.
17. The EC in the coming years.
This project was added to the Council's programme of work at the Council's initiative in the final year of this term of office.

2.2 Preparation of reports

An internal project group is set up for each subject selected for study. These are chaired by a member of the Council, with a member of the research staff as secretary. Council and staff members are often members of more than one project group. Since the Council is a 'working' one, Council members and staff both contribute independently to the draft reports submitted to the Council for discussion and adoption. The fact that the composition of the staff is not tied to Council terms of office and that members of staff may therefore be attached to the WRR for more than five years helps ensure the continuity of the expertise built up within the organisation – a continuity for which there is a particular requirement given the constantly changing composition of the Council.

The Council meets on average once a fortnight. These meetings discuss draft reports and documents and decide upon the final versions of the texts prepared by the project groups. Commissioned projects of any scale are also submitted to the Council for approval, while the Council also decides whether the studies carried out by staff members or outsiders should be included in the Council's 'Preliminary and Background Studies' series.

The Council as a whole is responsible for the results of the work. As far as possible decisions are taken on the basis of consensus, based in turn on open discussion and the exchange of argument.

Each report is submitted to the advisory members for comment. This procedure is an important means of ensuring effective working contacts between staff and both Council and advisory members.

2.3 External liaison

2.3.1 General

With a view to the wider impact of its reports, the Council attaches importance to liaison with government departments, organisations in the community and experts in specialist fields both during the preparation and after the publication of its reports. The Council once again maintained numerous domestic and foreign contacts during this term of office. One member of staff has special responsibility for external communication. Background information on reports and other publications by the Council are provided both on request and at the Council's own initiative. The Council organises press conferences upon the publication of reports. On various occasions, the Council has also held a seminar or conference in some cases to follow up a previously issued report.

2.3.2 Government and Parliament

Under Section 12 of the WRR Act of Establishment, the Prime Minister is required to inform the Council of the findings of the Council of Ministers with respect to the Council's reports. In the debate on the Act of Establishment an undertaking was given to the Lower House that the Government would report its findings to the Council within three months. In practice, however, Government reactions can sometimes take longer.

Under law the Council has the right to seek a Council of Ministers hearing in respect of the Government's standpoint, but during this term of office no use was made of this provision. Close liaison was, however, maintained with government departments. Upon request from the Lower House, discussions were held on a number of occasions with Council and staff members concerning the Council's reports.

2.3.3 The academic community

Contacts with the scientific and academic community form an integral part of the Council's work. Not only did the majority of the Council's members in this term of office have a university chair but four members of the staff also had part-time chairs. In addition Council and staff members regularly gave guest-lectures at universities.

The Council has a budget for commissioning outside studies and research. Many of the Council's contacts with the academic community took place as a result of commissioned work, which is closely prepared and monitored by the WRR. The Council's reports also rely on the results of these external studies and commissioned research, some of these have been published in the 'Preliminary and Background Studies' series, and others in the 'Working Documents' series.

2.3.4 Advisory bodies

Once again the Council held consultations during this term of office with the Organisation for Strategic Labour Market Research (OSA) in the preparation

of its programme of work (Section 6 of the OSA Establishment Decree). The OSA's terms of reference are to encourage strategic research into the labour market and to translate the results of that research into policy.

In 1986, the Minister of Education and Science set up the Netherlands Organisation for Applied Technological Research (NOTA) under the auspices of the WRR and the Royal Netherlands Academy of Arts and Sciences. Four of the nine members of the NOTA steering group are appointed at the behest of the Council. NOTA's most important task is the preparation and implementation of a research programme into the social aspects of science and technology. There was regular contact with NOTA at both Council and staff level on matters of common concern.

The Chairman and Executive Secretary of the Council also took part during the fourth Council term in the periodic consultations held between the chairmen and secretaries of the central government's inter-sectoral advisory bodies. They also maintained two-way contacts with other advisory bodies.

2.3.5 Other liaison

In order to operate effectively the Council considers it essential to maintain effective liaison with and obtain information from relevant organisations in the community both during the preparatory phase of a report and after it has been published. In part these are general contacts, for example those with national trade unions and employer's associations, while others concern a particular subject of study. These contacts provide the Council with valuable information and suggestions. In addition, they help the Council to gauge the reaction to its reports in the outside world.

2.3.6 Foreign liaison

It is vitally important for a body such as the Council to stay in touch with counterpart institutions in other countries or with foreign institutions and individuals which are able to provide the Council with useful information. Developments with the capacity to influence society, not just in the short but also in the longer term, often extend well beyond national borders.

The foreign contacts maintained for the purposes of the individual reports are noted in Chapter 3. In addition virtually all the Council reports have been translated into English either in their entirety or in summary form. One of these (*Ground for Choices*) was also translated into French. A number of publications in the 'Preliminary and Background Studies' series appeared directly in English.

The Council participated for some time in the European Futures Forum. This activity, initiated by the EC Commission under the FAST programme, concerned the generation of information on prospective research being conducted in the Community.

At the request of the European Commission the WRR Bureau contributed towards a study on growth-determining factors for the private sectors in Europe after 1992 (see 3.4.2).

Members of the Council and the staff participated in a number of international scientific/academic conferences, presenting papers on subjects under current or previous study by the WRR.

3.1 Introduction

During the period under review the Council submitted nine reports to the Government. Three further projects are expected to be completed in the next term of office. These concern the second stage of the Environment, Economy and Administration project, a study into shortening the decision-making procedures for large-scale projects and a study into the EC in the coming years.

Apart from reports to the Government, which are issued by the Council as a whole, the Council also publishes a 'Preliminary and Background Studies' series and a 'Working Documents' series in the name of the author(s). These series are intended to make available all the information and research results gathered together on behalf of or by way of follow-up to the Council's reports. During the fourth term of office, 23 publications were published in the 'Preliminary and Background Studies' series, including seven as part of the Technology and Government report; in addition 40 Working Documents were published.

The majority of the reports in this term of office were translated in their entirety or in summary form into English. A number of publications in the 'Preliminary and Background Studies' series appeared directly in English. A full list of the Council's publications in the fourth term of office is provided at Appendix 3. Finally the Council issues a newsletter with details of its activities.

A summary of the Council's projects is provided in section 3.2. The majority of these projects resulted in reports to the Government. The section also examines publications in the 'Preliminary and Background Studies' series.

Section 3.3 discusses the conferences and seminars held by the Council. Finally section 3.4 examines an independently published study in the 'Preliminary and Background Studies' series.

3.2 Projects

3.2.1 Law enforcement

On 6 March 1987 the Government asked the Council for an advisory report on the ways in which the public sector should conduct its affairs with a view to limiting the numerous infringements of rules and regulations by the public. In its report published on 30 May 1988 the Council distinguished two kinds of rules:

- the social democracy legislation on social security, taxation and also such matters and health and environment;
- the rules relating to crimes in the community (vandalism, theft and violence).

With respect to the first category of rules, the Council considers that the government is able to limit the growing number of violations by changes in its own behaviour. Here, the main problem lies in the formulation and application of the rules themselves. In the case of the increase in community crime, the problem relates not to the formulation of the rules but to the method of enforcement. The Council doubts whether administrative prevention in the form of improvements in living conditions and strengthening social control will be sufficient to reduce crime. Certainly greater attention is required to the quality of law enforcement, in which respect a distinction may be drawn in terms of certainty, speed, the severity of the penalties and due legal process

(i.e. protection of the suspect). In particular, improvements are required with respect to the certainty that violations will be responded to and the speed of the reaction. In its report the Council makes a large number of proposals for legislative improvements and the organisation of the police and the legal system.

Government reaction

In a progress report of 23 September 1988 on the implementation of the Society and Crime policy plan, the Government broadly endorses the recommendations. It does not, however, have the same priorities: the Government continues to place a marked emphasis on administrative prevention in order to prevent community forms of crime.

Impact of the report

In recent years it is evident that there has been greater emphasis in government policy on the certainty and speed of criminal prosecution. In the widespread publicity generated by the WRR report, the recommendations concerning legislation and the combating of community crime attracted widespread endorsement. The analyses were well understood among a broad public; in particular, there was detailed interest in the analysis of the dilemmas surrounding the control of drug-related crime.

3.2.2 Immigrant Policy

The report *Immigrant Policy* was submitted to the Government on 9 May 1989 and constitutes the Council's response to a request for advice of late 1987. Whereas the Council had advised ten years earlier in its report *Ethnic Minorities* that the presence of immigrants in Dutch society should be regarded as a permanent phenomenon, the main message of *Immigrant Policy* is not just that immigrants are here to stay but that the phenomenon of immigration should also be regarded as permanent. The Netherlands is a de facto immigration country but government policy has not as yet reacted adequately to this. In its report the Council identified a tendency for migrants to be defined as 'welfare categories', thereby unnecessarily increasing their dependence on government and society. This trend was accentuated by a fundamental restructuring of the economy in the early 1980s, under which employment opportunities fell for the poorly trained – who include many immigrants – thus enlarging the risk of social marginalisation.

In its report the Council calls for immigration no longer to be regarded as a burden but as a challenge. This means that having been admitted, immigrants should be offered sufficient opportunities to function independently. This calls for a number of new policy initiatives, especially in education and the labour market. The Council recommends a coherent policy of reception for newcomers. In education it calls for a marked expansion in instruction in Dutch as a second language, in both schools and adult education. If sufficient courses are offered, the Council considers that in certain circumstances language courses could be made compulsory, thus improving immigrants' prospects of finding a job. Greater efforts may also be expected of employers on this score. Among other things the report proposes an Employment Equity Act, under which employers would be required to report annually on the ethnic breakdown of their workforce. In addition the Council recommends that the existing admissions policy for aliens be broadly preserved and that immigrant groupings be given greater freedom to take initiatives in cultural fields.

Preliminary study

The study *Immigrants from School to Work* provides a statistical foundation for a number of the conclusions reached by the Council. The study identifies a number of barriers encountered by young immigrant people in seeking work. These barriers apply on both the demand and the supply side of the labour market, while the manpower services system also falls short of their requirements in various respects.

Government reaction

The Government's official reaction to the report *Immigrant Policy* was issued in March 1990. This established a link with policies for social renewal. The Government broadly endorsed the Council's analysis and displayed willingness to step up its efforts in a number of areas recommended by the Council, including greater financial support. In recent years important new initiatives, often of an experimental nature, have been taken with respect to the reception of newcomers, language courses for non-native Dutch speakers, the expansion of adult education and labour-market induction projects. The Government and Opposition have both tabled a proposal in the Lower House for a statutory regulation to promote the labour force participation of immigrants, as called for by the Council in *Immigrant Policy*. In late 1992 the Van Kemenade Committee especially appointed by the State Secretary of Education and Science formulated proposals for a new education policy for immigrants, which owe much of their inspiration to the line adopted by the Council in *Immigrant Policy*.

Impact of the report

The report *Immigrant Policy* undoubtedly gave a powerful stimulus to the debate about immigration and its consequences. Many regarded the approach proposed by the Council for dealing with the issue of minorities as refreshing, although there was certainly also some criticism. The term 'allochtons' coined by the Council has now become an accepted part of the Dutch language. In retrospect the report may be regarded as a turning point in public and political attitudes towards minorities. Now that the debate about migration and minorities has gone into a higher gear since mid-1991 and the topics are also higher on the political agenda, *Immigrant Policy* is often referred to. Inevitably, it took some time for the approach set out in the report to work its way into national and local government policies. The 'National Integration Debate' launched by the Minister for Home Affairs in spring 1992 once again drew various elements of the report to the attention of a broad public. Three years after publication the report continues to be frequently cited in Parliament, the media and academic literature. The report has featured in numerous conferences on the subject; Council members and staff have frequently been invited to contribute towards the debate. Numerous talks have been given on the report both inside and outside the Netherlands. On several occasions a briefing was provided to senior officials of the European Commission and to Belgian, French, British and Swedish politicians and government officials. Finally, the philosophy set out in the report provided the basis for the final report of the 'Community Relations' Project of the Council of Europe, which has since been published in 13 European languages.

3.2.3 Institutions and Cities

At the end of the previous term of office the Council embarked on a project concerning the future of metropolitan areas. In September 1990 this led to the publication of the report *Institutions and Cities*. In conjunction with this report five publications appeared in the 'Preliminary and Background Studies' series as well as eight WRR Working Documents.

In its report the Council proposes two tracks for improving the present policies on metropolitan areas. In the first place the research field of urban developments has been delimited almost in its entirety. Instead of the usual approaches of physical planning and administrative organisation four main subjects of urban development have been selected and investigated in terms of their own potential. These are:

- economic activity;
- the socio-urban structure;
- social provision in the big cities (divided into education, health care and employment);
- the financial and administrative position of the cities.

Secondly, urban developments in these areas have been analysed in terms of an integral vision of institutional change in the welfare state. The main question posed by the report is whether the public and private parties in the urban environment are sufficiently responsive to take personal responsibility for developments in their own areas.

The Council concluded that economic and social developments in the big cities during the past 20 years had lagged behind those in the surrounding areas. The cities had shown little sign of the resilience needed to tackle their problems themselves. There is little if any room for local differentiation of the facilities and provision determined at central level; in a financial sense the system in the Netherlands is highly centralised. This context provides the cities with few incentives to invest independently. The Council typified this urban culture as a 'culture of expectations', which appears automatically to assume an increase in subsidies when problems mount up.

On the basis of its diagnosis, the Council came up with concrete policy recommendations in many areas. Although the central government should take responsibility for the cities, especially as regards economic development and the infrastructure, a renaissance of the cities will need to stem primarily from an interaction between the public and private parties on the spot. Social policy will need to concentrate more on strengthening the social structure than on one-sided compensation of deprivation (e.g. urban renewal and social renewal). With respect to the three aforementioned forms of social provision, concrete recommendations were made with respect to the form of decentralisation as well as for possibilities for greater differentiation. The recommendation for far-reaching financial decentralisation is also strategically important. In this respect the Council advises that local taxes and charges should be increased from 10% to 25% of municipal revenues. Finally a new proposal is worked out for a more differentiated administrative structure.

Preliminary studies

In conjunction with the WRR report *Institutions and Cities* the following preliminary studies appeared:

H.F.L. Garretsen and H. Raat, *Gezondheid in de vier grote steden* (Health in the Four Large Cities)

This study charts the state of public health in the four main cities. The health status of the urban community turns out to differ considerably from the national average. In addition alternatives for urban and regional policy were examined in connection with the reforms of the health care system. This study provided a stimulus for the Healthy City Movement, in which Rotterdam has since emerged as an international core-city.

W.H. Leeuwenburgh and P. van den Eeden, *Onderwijs in de vier grote steden* (Education in the Four Main Cities)

This study analysed the education situation in the four main cities. It also examined the possibility of instituting a metropolitan education policy. The recommendation to set up a socially representative education council at central urban level has since been adopted in Amsterdam.

M.W. de Jong and P. de Ruijter (eds.), *Logistiek, infrastructuur en de grote stad* (Logistics, Infrastructure and the Big City)

This study examined the significance of logistics and infrastructure for the technical development and spatial organisation of economic activity in urban areas. If the cities are to act as a strategic link in international communications the necessary conditions will need to be created throughout the infrastructural field. The study contains a number of recommendations to this end.

C.P.A. Bartels and E.J.J. Roos, *Sociaal-economische vernieuwing in de grootstedelijke gebieden* (Socio-economic Change in the Metropolitan Areas)

This study analysed urban economic policy in the Netherlands, Germany and Great Britain on the basis of eight strategic categories. The study revealed that the economic policies in the Dutch metropolitan areas were lagging behind in a number of respects, not just in relation to Germany and Britain but also in comparison with other areas in the Netherlands. This applies for example to inter-municipal cooperation, the mobilisation of the private sector and the pooling of financial resources.

Government reaction

An initial brief reaction on the part of the Government appeared in the policy document *Local Government 1*; the Government's definitive standpoint was set out in *Local Government, part 2*. In these documents the Government endorses the Council's analysis that the cities' independent position needs to be substantially strengthened. The strengthening of decentralised powers is endorsed in both a financial and an administrative sense. Among other things, this will mean reducing the share of targeted payments in total municipal revenues in favour of general payments from the Municipalities Fund and local revenues. With respect to financial decentralisation two commissions (the De Kraan and De Kam commissions) have since been set up to elaborate the policy options. With respect to administrative decentralisation the Government is taking the Council's options into account in the policy proposals being worked up for administrative reorganisation. In addition the recommendations are working their way through in the various policy areas. In its response to *Institutions and Cities* the Government announced its intention to launch a general 'Decentralisation Drive'. The recommendations have also been taken up with respect to regional economic policy development and infrastructural policy, education policy, health care, social security and town and country planning.

Impact of the report

The report has formed the basis for discussion in tens of conferences and seminars. Special reference deserves to be made to the Van der Zwan Committee of the Forum for Urban Renewal concerning the proposals for financial decentralisation, resulting in the publication 'Financial Incentives for Active Cities'. By way of follow-up to the translated version of the report (*Institutions and Cities*) the Council organised an Anglo-Dutch Conference on Urban Regeneration in The Hague in March 1992 in conjunction with the British Embassy. The report on the well attended and successful conference *Debating Institutions and Cities* appeared in the 'Preliminary and Background Studies' series. Arising out of the conference the Council organised a working visit for urban administrators and their advisors to a number of cities in England and Scotland (see also 3.3.6).

3.2.4 Work in Perspective: Labour Participation in the Netherlands

The Council took up the theme of labour force participation at its own initiative. The report, which was published in December 1990 and also constituted a response to the Government's request for advice of September 1990, focuses attention on the low labour force participation rate in the Netherlands compared with competing countries. Per 100 adults the number of persons in employment in the Netherlands is 59 (1988 figures). While this is the same as the European average the figure is much lower than that in Japan, the United States and Scandinavia. Within Europe the Netherlands stands out for the high level of part-time work. Converted into man-years (i.e. full-time jobs) the labour force participation rate in the Netherlands is six percentage points below the EC average.

The low labour force participation rate is related to the scale of unemployment, the low activity rate of women and older men and the large number of invalidity benefit claimants. Significant causes of the low labour force participation rate are:

1. The extensive breadwinner benefits in the Netherlands (e.g. the free co-insurance of non-employed partners with respect to pensions and health insurance, the transferable personal tax allowance and the level of the minimum wage).
2. Institutional regulations (insufficiently active labour-market policies, the largely unconditional nature of unemployment benefits, misuse of the Disablement Insurance Act (WAO) as a route to redundancy, and the early retirement regulations (VUT)).
3. A negative spiral of high labour costs and high demands on employees, resulting in artificially high early retirement under the unemployment, disablement or early retirement regulations, in turn leading to even higher labour costs.

The main reasons for regarding the low labour force participation rate as undesirable are:

1. The importance of labour force participation for the social participation of citizens.
2. The preservation of a high quality welfare state in an ageing society.
3. Utilisation of the increasing investments in education and training.
4. The position of the Netherlands in the process of international policy competition.

The report contains recommendations in the field of wages and income policy, an active labour-market policy, education and training, child-care, parental leave, employment disability and long-term sickness absence and the labour participation of the elderly.

Preliminary study

By way of background to the report K.W.H. van Beek (a staff member of the Council) and B.M.S. van Praag (a member of the Council) conducted a study into the criteria applied by employers in recruiting staff with limited education and training qualifications. These criteria were established on the basis of the 'vignette' method, under which profiles of job-seekers were submitted to a representative sample of employers asking them to evaluate these potential applicants for a vacancy in their business. The results of the study were published in the 'Preliminary and Background Studies' series under the title 'Competition between Unemployed Job-Seekers'.

The study reveals that employers tend to base their preferences on applicant characteristics that do not lend themselves to change, such as sex, age, health and background. For these reasons government policy with respect to weak

groups in the labour market would need to concentrate more on employers, who should be encouraged to look beyond limited information and prejudices to the actual capacities of unemployed job-seekers.

Government reaction

In its response to the report of June 1991 the Government underlined the importance of helping greater numbers of people to find work. In doing so the Government endorsed a substantial number of the Council's recommendations, but a number were also not adopted. The recommendation to individualise the minimum wage is the subject of further study. The Government has set out its reasons for not adopting this proposal in a second reaction to the report of August 1991.

Impact of the report

On the occasion of a conference on the minimum-wage problem organised by the Ministry of Social Affairs and Employment the Council provided further background to its proposal and evaluated it in the light of the criticism received (WRR Working Document W61).

A notable result of *Work in Perspective* is that within a short space of time unemployment has ceased to be regarded as the main socio-economic problem, to be replaced by the low labour force participation. In its advisory report *Convergence and the Consultative Economy*, published in November 1990, the Socio-Economic Council reformulates the classical aims of socio-economic policy. One of the three new aims is: 'the promotion of the highest possible labour force participation'. Agreement about the relevance of this problem paves the way for a consensus about tackling it.

3.2.5 Technology and Policy

In January 1991 the Council published its report *Technology and Policy*. The report is based on the premise that scientific and technological innovation is essential for the preservation of social prosperity. The Dutch government has always had good reason for involvement in science and technology. This involvement arises from the public sector's own use of technology in implementing its core tasks, from statutory obligations and, more generally, from the extent to which a comparatively small country lacking natural resources is dependent on knowledge-intensive activities for its economic growth.

The policy to promote technological development is buttressed with a large number of instruments that have been refined over the course of time. Nevertheless the Council considers that a review is required in the light of two trends. In the first place there is the general increase in scale. Apart from the dramatic increases in markets and the stiffer competition to which this has given rise, there is the growing scale and complexity of science and technology. The process of internationalisation and increases in scale in this field pose a small country with the question as to how it is to keep up in the international development of knowledge. Secondly, science is penetrating society ever further, thereby leading to major social effects and a growing dependence on knowledge.

A study has been made in each sector of the likely changes, how people envisage responding, which technological developments could be useful in this respect, which obstacles are or are likely to be experienced towards innovation, and which role the government can play in eliminating or reducing those obstacles.

The problem is exploratory in nature and identifies problems; it does not call for an express reaction on the part of the Government. It is proposed that the

departments in question take cognisance of the report and the associated sector studies and consult with the sectors in question about the obstacles and possible solutions identified in the report.

Preliminary studies

To provide the most effective support, insight is required into the specific circumstances and obstacles surrounding technology policy. To this end the Council conducted a study into four industries, namely agriculture, chemicals, construction and transport and logistics. A study on each of the sectors was published in the 'Preliminary and Background Studies' series.

In addition a number of more general aspects of technology policy were investigated. These took the form of three preliminary studies, namely *Technology and Science Policy in Changing Economic Theory*; *Shifts in Technology Policy: an International Comparison*, and *Coherence in Action and Laissez-faire: the Development of Science and Technology Policy*.

W.M. de Jong, Perspectives of innovation: the case of the chemical industry

Both as a science and as an industry, the chemical sector is in a marked state of flux. Scientific knowledge in various areas is rapidly expanding, while the boundaries between various scientific disciplines and between economic sectors are becoming blurred. Shifts in market structures and the increasing need for effective environmental control are forcing the chemical industry to conduct a fundamental reappraisal. The industry is at the start of a period of significant structural adjustments, which are examined in this study. In addition the potential role for the government is delineated. Among other things the study reaches the following conclusions:

- The general proposition that the Dutch economy will lead to a shift in favour of knowledge-intensive activities if prosperity and employment are to be preserved is entirely consistent with the continuance of the basic chemicals industry in the Netherlands.
- The promotion of innovation in the chemical industry extends well beyond conducting an effective R&D or technology policy.
- Government policy exerts a markedly adverse effect on the standard of university research and education in chemistry.
- Given the developments faced by the chemical industry the government's environmental policy is inadequate in a number of respects.

Recommendations to improve government policy were made in respect of a number of specific points.

C.L.J. van der Meer, H. Rutten and N.A. Dijkveld Stol, National Council for Agricultural Research/Institute of Agricultural Economics (NRLO/LEI), Technology Policy in Agriculture

The object of this study was threefold: the identification of various characteristics of successful science and technology policy for agriculture, indicating the role played in sectoral growth by knowledge and research and education as factors of production, and helping to spell out the role which the government should play in technology policy for agriculture. Among other things the study reached the following conclusions:

- A coherent set of policy instruments and cooperation between the parties concerned are vital for the success of technology policy.
- The maintenance of the advanced position of Dutch agriculture requires a greater education and research effort.
- Structural changes in the production column demand a review of the relationship between government and industry in the financing of education and research.
- The further opportunities for growth in the agricultural sector arise from

specialisation, the cutting down of inputs, product improvement and differentiation and exports of high-grade technological production facilities.

- Technology policy should be more concerned with production chains and the industrial column as a whole, and with setting the broad outline.
- Technology policy must find a broader base of support for its increasingly multifaceted objectives.
- Agricultural science can and must essentially remain open in nature.

F.H. Mischgofsky, *Government and Innovation Stimulation in the Construction Sector*

The present research and development potential is both too one-sided and unduly limited in focus and scope. It is therefore proposed that the pace of development in the sector be increased along three lines:

- Development-enhancing government policies.
- A development-enhancing standardisation policy: by the government as the guardian of the public interest and by the government as critical client and principal.
- Strengthening research policy: a substantial increase in the government budget for research to be shaped, on the one hand, by the wishes of government and industry and, on the other, on the basis of a quantitative and qualitative estimate of the potential social and economic return of the research results.

F.M. Roschar (ed.), H.L. Jonkers and P. Nijkamp, *More than by Transportation Alone*

The development of the Transport and Logistics industry will have a major impact on domestic and international competitiveness in the coming period. Two problem areas are distinguished in the report. First of all there is the heterogeneity of the industry, which holds back the necessary developments in transport technology. Secondly there is a serious discrepancy between the required transport capacity and the available infrastructure. Possible solutions for the industry are:

- The upgrading of transportation, linking it up with the production processes of shippers/carriers and recipients.
- Development of new technology for the industry, aided for the present by the government.

B. Dankbaar, T. van Dijk, L. Soete and B. Verspagen, *Technology and Science Policy in Changing Economic Theory*

This preliminary study consists of two parts. The first part provides a picture of Dutch technology policy and the way in which this may be analysed in traditional terms. This consists of the traditional theoretical economic approach towards technology policy as developed since the 1960s. The policy is, accordingly, described in traditional terms. The second part develops a new perspective towards technology policy. An outline is provided of a more evolutionary approach towards technology and the economy. This is followed by a discussion of the policy implications.

A.J.M. Roobeek and E. Broesterhuizen, *Shifts in Technology Policy*

This study is concerned with an international comparison of technology policy in nine European countries, namely the Netherlands, F R Germany, France, the United Kingdom, Denmark, Sweden, Norway, Switzerland and Austria. In particular the report examines government interventions and intervention mechanisms that provide evidence of an extension of the policy field. The report argues that an extension of the social base is a vital precondition for technological and social renewal. The study concludes that policies for science, technology and society could be significantly improved if this policy were characterised by:

- A clear political vision for the long term, setting out the desired profile for (Dutch) society and the necessary underlying choices.

- An integrated system-oriented approach towards policy issues, especially at sectoral level.
- The formation of a social base for policy.
- Stepwise and open development of government policy.

H.L. Jonkers, F.M. Roschar, *Coherence in Action and Laissez-faire: The Development of Science and Technology Policy*

This preliminary study examines possibilities for improving the coherence of science and technology policy and for improved coordination with other areas of policy. The study reaches the conclusion that such coherence can be promoted by means of an analytical approach, in which social factors are used in order to shape the development and exploitation of knowledge. The product-oriented approach presented in the report indicates how an effective synthesis can be achieved between general and targeted science and technology policy.

Impact of the report

The importance of technology policy in a general sense has been emphasised in various government policy documents in recent years. The Council's report calls for a widening of the social base on which government policy rests and presents a system in which a policy pyramid forms the cornerstone. Both the notion of broadening and the system put forward by the Council have played a constructive part in the further debate about the operationalisation of technology policy.

3.2.6 Education support in the future

On 15 November 1990 the Government asked the Council for advice about the Education Support Act (WOV), which expires as from 1 January 1995.

One year later, on 15 November 1991, the Council advised that upon the expiry of the WOVI, the funding for education support should be allocated directly to individual schools, which would thus obtain much greater freedom in arranging their own needs. The schools would have both external and internal freedom in allocating their funds. The budget would be divided over primary and secondary schools in proportion to the number of pupils. In order to prevent fragmentation and promote effectiveness, schools could reach agreement on the pooled allocation of resources. Upon the expiry of the WOVI, municipal authorities that so desired could continue to provide financial assistance to regional school support, under the existing apportionment regulations.

Under this system the schools would have greater control over their budgets and would be able to respond more rapidly to changing needs and circumstances. It is also vitally important to create a climate conducive to the improvement of education standards. In such a climate, in which schools are encouraged to bear more responsibility for the actual standard of education and are made more accountable, the performance of individual schools needs to be more visible so that comparisons can be made with other schools. Measurement of the individual performance of schools is also relevant for the uptake of education support by schools. The more the authorities in question and the school board are able to identify the strengths and weaknesses of their schools the more they will be able to make appropriate and more selective use of the general and specialised support services.

Preliminary Study

The Council asked the Institute for Applied Social Sciences (ITS) to investigate the feasibility of a comparative evaluation of standards in primary schools, special schools and secondary schools. An appraisal of this kind would be

consistent with the notion of government at a distance which assessed the functioning of the publicly funded education system in respect of certain critical aspects only.

After applying a series of assessment criteria to three scenarios, the authors of the study recommend a mixed form under which the government would make it compulsory for schools to participate in some form or other of comparative performance assessment based on the measurement of pupil performance, in which respect the government would lay down certain minimum basic principles.

Government reaction

The Government endorses the main thrust of the Council's advice concerning the protection of education standards. Policy formulation – at both national and municipal level and in the schools – should be based more directly on output data (i.e. teaching results) in conjunction with data on the pupils admitted to the school (input) and the teaching process organised by the school (process).

In line with the WRR, the Government also expressed a preference for the statutory basis for education support relating to the direct support of schools to be incorporated into the existing functional educational acts for the various types of schools. The main motivation for this choice was that it would create a stronger link between demanders and suppliers, including in a legal sense.

3.2.7 Environmental Policy: Strategy, Instruments and Enforcement

On 5 September 1990 the Government requested the Council for an advisory report on the relationship between the environment, the economy and public administration. In doing so the Government posed two questions. In the first place it sought advice on the appropriate instruments of environmental policy. On 29 April 1992 the Council issued its report *Environmental Policy: Strategy, Instruments and Enforcement*.

This report has four central themes. First of all, environmental policy is mainly concerned with ensuring that environmental aspects are an explicit factor in the choices made by institutions and individuals. For this reason, according to the Council, the structural limitation of the use of the environment should where possible be built into the social structure and order. This calls for the more restrained application of direct regulation and greater attention to other forms of regulation the potential of which has not or only partially been exploited, namely private-law and financial regulations and social regulation. These types of instruments and their possibilities and limitations are discussed in detail in the report.

The second message of the report concerns the choice of instruments. The Council has devised a method in which the choice of the optimal set of instruments is determined on the basis of the characteristics of the instruments, the environmental problems they are designed to tackle and general criteria of sound administration. As part of this *situation characteristics method* a typology has also been developed that may be regarded as a screening system for the choice of instruments. On the basis of this method the Council arrives at concrete recommendations in four areas of policy: agriculture, energy, waste and cars.

The effectiveness of policy instruments depends very much on the level at which they are deployed. Ideally that level would be such as to comprise the scale of both the ecological and the economic effects of the environmental problem. Many environmental problems, however, cut across the various levels of

government. The Council therefore emphasises the importance of an active environmental diplomacy to ensure that each environmental problem is handled at the most appropriate administrative level. This is the third central theme of the report. Finally, the Council argues that environmental policy should take the form of a learning process, in which the goals and instruments are reviewed from time to time.

The second question posed by the Government concerned a more detailed analysis of the concept of sustainability. The Council considers that it is not possible for the concept of sustainable development to be effectively and objectively defined. The problem may therefore be defined as follows: what conceptions may be formulated with respect to sustainable development and what consequences could these have for the environment and society if they were to be acted upon? Various conceptions of sustainable development have been outlined. These are being elaborated in greater detail in a number of areas (world food supply, energy problems, water supply, raw materials problems and the shrinkage of nature). It will be made clear that the setting of priorities is inescapable; this also applies to environmental aspects themselves. The promotion of sustainability is currently one of the major challenges facing humankind. The Council will be reporting on this subject in the next term of office.

Government reaction

The Government issued its reaction on 10 December 1992. The government broadly endorsed both the analysis and the overall recommendations in the report. The Government shared the Council's call for greater use to be made of instruments other than direct regulation. In order to reduce the public burden of enforcement, environmental factors should, according to the Government, be made into an integral element of behavioural choices in the market. Particularly important in this respect is the greater utilisation of the potential of instruments concerned with transactions and persuasion, although environmental policy must in particular seek the optimal instrument mix, making use of the complementarity of the various types of instruments.

The method for selecting instruments devised by the Council is regarded by the Government as particularly useful, although its practical application will require further elaboration.

The Government will make concrete proposals in the next National Environmental Policy Plan. This will also examine the Council's recommendations for an active environmental diplomacy, in which the transactions element would be strengthened. This also applies to the policy fields to which the method for instrument selection was applied in the report, namely agriculture, waste, energy and cars. In its reaction the Government did, however, announce that the Council's proposals for a regulatory energy tax with exemptions would – provided it was compatible with EC proposals – be taken into account in preparing the Government's standpoint on a regulatory energy tax.

Impact of the report

Broadly speaking the social partners and the Foundation for Nature Conservation and Environmental Protection were able to endorse the main thrust of the report. With a view to combating the greenhouse effect, they were also able to endorse the recommendation for a regulatory energy tax on a worldwide scale. The Council's suggestion for a regulatory tax in the Netherlands (to replace the Environmental Protection (General Provisions) Act as far as fossil fuels are concerned) to be introduced as a step towards a global levy of this kind was rejected by the employers. In addition the Council suggested that the undesirable effects of such levies on corporate competitiveness might be prevented

by exempting a proportion of energy consumption from the levy. The publicity focused especially on the Council's observations on regulatory energy taxes.

3.2.8 Ground for choices

Ground for choices: four perspectives for the rural areas in the European Community, which was published in 1992, works out four scenarios for land-based agriculture and forestry in the European Community up to approximately 2015. The consequences of various policy priorities are made visible in the form of possible future distributions of land-use.

The report was prompted by a number of developments which, collectively, could result in policy problems in the future. The increase in agricultural productivity appears structural in nature. At the same time, the Common Agricultural Policy means that the European agricultural area has largely been sustained. The result has been ever growing surpluses. Cutting across these developments have been an increasing public concern for the sustainable protection of the environment, nature and landscape and the notion that this aim is being threatened by present developments in agriculture.

In the report the Council notes that if a *strategic reorientation* is to be carried out information will first be required on the future development possibilities for land-based agriculture. In this respect we cannot simply base our analysis on the present situation. Particularly in agriculture and related areas, enormous changes have taken place in the recent past. This could happen again, for which reason various possibilities are explored that provide policy options. In this way the results of the survey provide a frame of reference for policy formation.

These options have been explored by the Council in the form of four model scenarios. These are surveys that define the limitation of *every* future development within technical parameters. Higher (or lower) values than those found in the scenarios are impossible.

In the debate about the future of European agriculture four main philosophies may broadly be identified. These have been linked in this study to the information on technical possibilities. In this way four scenarios have been developed that show the consequences of adopting particular policy priorities. The scenarios yield pictures of land-use in the rural areas in Europe that accord as closely as possible to the type of future sought under each of these approaches, namely:

- scenario A: free market and free trade;
- scenario B: regional development;
- scenario C: nature and landscape;
- scenario D: environmental protection.

The scenarios differ from one another, but more particularly also in relation to the current situation. Land-use could, for example, be reduced from the present 127 million hectares to around 26 million hectares. This would occur in the event of a minimal agricultural area under strict environmental conditions (scenario C). If the objective is to retain the present level of employment as far as possible the area would amount to around 80 million hectares (scenario B).

Preliminary study

In the study *Development of Rural Areas in Europe: The Claim for Nature* Bischoff and Jongman of the Wageningen Agricultural University (Physical Planning Department) explore the development of a tentative ecological main structure for the European Community.

One of the main conclusions to emerge was that safeguarding nature in the EC will require a substantial increase in the protected natural area. At the present time approximately 3% of the EC has protected status. In order to sustain nature conservation this would need to rise in due course to around 35%. Apart from a detailed account of the working method and description of the general findings, the study contains a more detailed description of the ecological main structure for each of the EC member states.

The working method and findings served as a model for an initiative on the part of the Ministry of Agriculture, Nature Management and Fisheries to set international priorities in the field of nature conservation.

Government reaction

The Government responded on 13 January 1993. Apart from a few criticisms, the Government endorses the main thrust of the report in its reaction. The Government supports the notion that the aims of the Common Agricultural Policy should be put back on the political agenda before a rapidly expanding debate about the instruments is conducted. In addition the Government indicated that it wished to conduct further research into the growing resistance towards a policy aimed at the sustained utilisation of the present agricultural area.

Impact of the report

The results initially startled the agricultural community, although it was not denied that the findings were possible given particular kinds of policy. At various regional meetings the report was seen as leading to the conclusion that the agricultural sector must (even more than previously) identify and subsequently exploit its opportunities – in other words it must not wait to see what policies Brussels or national governments have in store for the sector but must develop initiatives on its own account.

The scenarios provided a new input for the debate about the aims of government policy for rural areas in Europe. The debate has been strengthened by breaking out of a number of paradigms, e.g. in relation to extensification.

In the academic community, the report revived the debate as to the most suitable methods for conducting surveys of the future. This debate has since become a virtually permanent one: in recent years the matter has come up for discussion upon the publication of various WRR reports. Now that the subject of study is so concrete, however, there is a chance of a debate based on argument rather than conviction. In both journals and seminars the differences between the methods have become increasingly evident. On the one hand there are the defenders of 'traditional' economic analysis, in which historically realized elasticities are a particularly significant factor in drawing up plausible models of the future. On the other hand are the defenders of prospective studies based on technical/economic parameters, which are feasible in a more technical sense. Attention has now focused sharply on the fact that the difference in approach stems from a difference in the primary questions being asked.

In producing this report, the Council has set out to indicate that the technical parameters within which agriculture takes place clearly mean that policies not aimed at reducing the area under cultivation are counterproductive. A decision deliberately to keep land in production - partly with a view to the artificial preservation of employment – impedes the introduction of new structures in the sector. Improvements in the environment and cultivation techniques, made possible by technological progress, are for example frustrated. Whether these changes are consistent with the prevailing economic parameters is not discussed in the report. It is, however, made clear that there are now grounds for choices that go further than decisions about instruments alone.

3.2.9 Demography

The Council completed its report *Seniors for seniors* at the end of the fourth term of office. The report identifies a number of likely consequences in the coming decades of the ageing of the Dutch population. It notes that the process of ageing and the falling number of young people are inevitable processes. A population policy aimed at increasing the birth rate and/or promoting immigration could to some extent check these processes but is rejected by the Council on non-demographic grounds.

For this reason the Council examines the question as to how society can cope with the consequences of an ageing population and which role the government can play in this respect. Such consequences will be particularly discernible in areas where intergenerational solidarity has traditionally been a major factor. The report examines how the consequences of an ageing labour force can be coped with, how state pensions can remain affordable and how the care sector is to cope with an increasing demand for care and a falling supply of labour. The Council concludes that ageing will involve higher social costs. It is therefore necessary to broaden the social base for the collective sector by means of higher labour force participation and measures to combat various forms of early retirement. State pensions could also come under pressure. Irrespective of the precise measures selected, the elderly of the future will need to make more extensive personal old-age provision, in respect of both pensions and care. The report specifies the ways in which this could be done. If the burden of taxation is not to be increased unduly, this will in most cases involve a widening of household income differentials.

As the report was only completed at the end of the fourth term of office the Government's reaction was not yet available when this report was published.

3.2.10 Cultural Policy

In the cultural field the process of internationalisation and 'Europe' have prompted a counter-movement in which culture is regarded as the final bulwark in the preservation of national identity and sovereignty. At the same time it is evident that culturally important sectors such as broadcasting, art, science and education (especially higher education) are becoming more and more international in nature. These developments also require the Dutch government to take a stand with, at the extreme ends of the scale of possible choices, cultural protectionism and a posture of 'laissez-faire'.

Preliminary studies

With this in mind the Council conducted a number of exploratory studies. In 1992 *Cultural Policy* appeared in the 'Preliminary and Background Studies' series. In the report the authors examined the legal principles and political philosophies that have in fact determined cultural policy in the Netherlands. What are the generally accepted elements internationally – especially in Western Europe – and where do we find evidence of a typically Dutch cultural policy?

Another study that appeared in the 'Preliminary and Background Studies' series examines the way in which the tension between national cultural identity and internationalisation is perceived in Germany and the involvement of the German government in this respect.

3.2.11 Citizenship

At the end of 1991 the Council decided to add the topic of citizenship to its agenda and to publish a report on this subject within a year. In particular, the Council wished to present the following:

- a. a detailed theoretical framework, in which the concept of citizenship is positioned in the midst of the dynamic of theoretical viewpoints concerning (i) the citizen as the calculating bearer of rights and preferences; (ii) the citizen as a member of the community, and (iii) non-republican citizenship;
- b. a number of studies that examine the import and scope of the concept of citizenship in various areas. A number of experts, both within the WRR and elsewhere, were approached with respect to their particular policy field and interest in citizenship.

The theoretical framework that was developed is set out in *Contemporary Citizenship*, a WRR publication produced under the direction of H.R. van Gunsteren, with a preface by the Council. The Council hopes that this publication will enhance the level of interest in the subject of citizenship. The contribution may be regarded as an intervention in a running debate and does not set out all the preceding steps in that debate or pretend to have the last word.

The studies into the scope of citizenship in practice were published under the title *Citizenship in Practices* (part 1 and part 2) in the 'Preliminary and Background Studies' series. Seventeen studies concentrating on specific areas were conducted on behalf of the Council. The subjects were: immigrants (C.E.S. Choenni), civil servants (P. den Hoed), labour (W.J. Dercksen and G. Engbersen), taxation (E.A.G. van der Ouderaa), understanding of culture (A. de Ruijter), drug addiction (E.W. van Luijk), European citizenship (J.C.I. de Pree), journalism (W.J. Witteveen), child protection (N.A. Stegerhoek), the armed forces (J.A.A. van Doorn), education (W.K.B. Hofstee), organisations (M.A.P. Bovens), the police (C.J.C.F. Fijnaut), psychiatric patients (M.C.H. Donker), social security (R.J. van der Veen), the security forces (A.W.H. Docters van Leeuwen), and information (M. Bolle and H.R. van Gunsteren).

Partly in conjunction with the appearance of these publications the Council organised a conference on 17 December at the Beurs van Berlage in Amsterdam (see also 3.3.8).

3.2.12 Home Care

As a result of the integration of the Welfare Policy Harmonisation Council in the WRR, the subject of Home Care was added to the programme of work. In October 1991 a special project group commenced its activities. The underlying notion in tackling this subject was that Home Care – like care in general – is likely to change in many respects in the coming years. These changes need to be viewed against the background of the proposed reforms to the system, ageing (with the greater uptake of care) and changes in the supply of labour in the care sector. In the 1991 policy document on Home Care in the 1990s submitted to the Lower House by State Secretary Simons, it was announced that the WRR would be writing an advisory report on this subject.

In the course of working on this project, however, it became clear that as long as the nature and scale of the reforms to the system and the consequences of those reforms were the subject of uncertainty, a decisive factor for the future development of the demand for and supply of home care remained unknown. In these circumstances a meaningful study into the possibilities for and development of home care would mean that the Council would also need to examine the entire system of care. Given the state of the debate on this subject that did not seem advisable. In addition, the report on demographic shifts in

the Netherlands (see 3.2.10) makes a contribution as far as care of the elderly is concerned, where demographic changes are particularly significant.

Against this background the Council decided to wind up this project at the end of the fourth term of office. The material that has been gathered will be worked up into an independent study to be published as a working document or preliminary study.

3.2.13 Decision-making Procedures concerning Large-scale Projects and the Infrastructure

On 26 June 1991 the Government asked the Council to advise it on possibilities for shortening the decision-making procedures in relation to large-scale projects and the infrastructure. The Government notes that on account of the cumulation of separate procedures for large-scale projects it can often take ten or more years before the first decision in principle is taken and for the project to get under way. The international nature of many large-scale projects means that the Netherlands is increasingly unable to afford a slow pace of decision-making. Efforts at improvement have already been made in specific fields (e.g. the Highway Routes Act). The Government asks for further or more general solutions.

From an initial analysis of the problem it emerged early on that, on closer consideration, the apparently straightforward request for advice raised a number of questions. It is, for example, not entirely clear what kinds of projects form the subject of research. In addition it is open to question whether the situation for large-scale projects, however defined, is essentially different from that for 'smaller' ones. It may also be asked whether confining the analysis to the planning procedure stage does justice to the fact that the preparation time and quality of the preparation also determine the point at which a project gets off the ground. Finally the problem appears to derive from a political/administrative system which has evolved along particular lines for good reason; while it will always be possible to adapt such a system, the merits of doing so would need to be very carefully weighed.

These considerations resulted in a broader approach towards the research than originally foreseen. On the basis of a study of the literature some tens of projects have been analysed, in which every project-stage has come in for examination. The speed with which new initiatives reach maturity has also been investigated. Specialised studies have been commissioned with respect to:

- the possibilities for accelerating large-scale projects from an administrative/legal viewpoint;
- an international comparison of the situation with respect to large-scale projects. This applies to both the actual time-frames and the discussion about ways of accelerating such projects.

An internal study is being conducted into the state of affairs concerning large-scale projects in private industry.

The above approach meant that the study could not be completed in the fourth term of office. It will be continued in the next term.

3.2.14 EC in the coming years

The Netherlands' membership of the European Communities is one of the most decisive factors for government policy. The Community and Community policy not only provide a separate and wider dimension for domestic policy but also act as a limiting framework. Against this background the Council has on several occasions in the past examined the development of European integration.

Over the next few years the Netherlands will be confronted with a number of major questions in the Community: expansion, the direction in which EMU and the steps towards political union in the Maastricht Treaty will head, the structuring of Europe as a whole in the light of the developments in Central and Eastern Europe, the need to tackle environmental problems at supranational level and the shifts in the structure of the world economy. On account of these issues an appraisal of the underlying principles and orientation of government policy is desirable. This would involve a reconsideration in the light of the political and economic changes in the past three years of the principles, concepts and policy goals that have set the stage in the past thirty years. In this respect a detailed study of the functioning of existing institutional structures at European and worldwide level and of the political/administrative capacity of those structures is desirable.

As it was nearing the end of its term of office, the Council decided not to embark on a full-scale study of this subject itself but simply to make a start in the form of necessary preliminary work. In this respect a working group has been set up jointly with the Netherlands European Movement to examine the institutional possibilities and limitations of the structure of the European Communities, as adapted by the Maastricht Treaty. This is expected to yield a usable analysis of the political/administrative capacity of the institutional and socio-economic structure of the Community and the way in which this might develop.

3.3 Conferences and seminars

3.3.1 Environment and Growth

The Council's report *Scope for Growth* published in 1987 sparked off a lively debate. In the report the prospects for the Dutch economy were no longer explored on the basis of the well-tried method of trend-extrapolation; instead an analysis was made of the possibilities afforded by the economic structure of the Netherlands. It was also examined which restrictions would need to be satisfied. The same applied to a number of important environmental problems, namely acidification and the reorganisation of the main polluting industries.

The survey received particularly favourable comment for the way in which it integrated environmental problems. On 11 February 1988 the WRR organised a seminar on the subject in conjunction with the Environmental Protection Association. A number of experts discussed the merits of *Scope for Growth* in the seminar but also pointed to gaps and possible improvements.

One such improvement consisted of the objectives adopted in the surveys with respect to acidification as drawn up in autumn 1987 by the Central Council for Environmental Protection. These tightened standards could impose a heavy burden on intensive livestock farming. The results indicate that the goals cannot be achieved by means of technical adaptations; the likely technical improvements turned out to be inadequate. It was concluded that the contraction of the livestock herd would in due course be inevitable – an observation that remains valid today.

3.3.2 Social Consequences of Genetic Research

The preliminary study *Social Consequences of Genetic Research* reported on a conference organised by the WRR on 16 and 17 June 1988 in cooperation with the Ministry of WVC, the Health Council and the Institute for Health Ethics. The aim of the conference was to promote an exchange of views between experts and actively involved parties from various elements of society concerning the policy implications of the ability to conduct predictive research on a growing number of hereditary disorders.

The conference explored the possibilities for clinical genetics, the legal context and ethical questions for individuals and society. Views on the role of insurers, employers, doctors and patients were also explored. Finally the position of the government in general and of priority areas for future policy in particular was examined.

The preliminary study containing the report was translated in its entirety into English.

3.3.3 The Future of Industrial Relations in Europe

On 7 and 8 June 1990 the 65th birthday of the former Chairman of the Council, Prof. W. Albeda, was marked by an international conference on the future of industrial relations in Europe. The conference was organised by the Faculty of Economics of Limburg University and the WRR, in collaboration with the Arbitration Commission and the Netherlands Association for Research into Industrial Relations.

The conference was opened by the Prime Minister, Mr. R. Lubbers. Prof. Blanpain then addressed the theme of the conference. In a final address, Minister De Vries of Social Affairs and Employment examined the value of the consultative economy. Prof. Albeda concluded the conference with a paper entitled 'European industrial relations: between possibility and necessity'. A large number of speakers from both home and abroad examined the various aspects of the future of industrial relations in Europe: employers' organisations, trade unions, industrial relations in the public sector, the Swedish model, tripartism, labour relations as an academic discipline, restructuring and training. Speakers included Prof. Barbash (University of California), Prof. Delamotte (Conservatoire des Arts et Métiers), Prof. Fürstenberg (University of Bonn), Prof. Gladstone (ILO), Mr. Van Maanen (NMB-Postbank), Prof. Meidner (Swedish Centre for Working Life), Prof. Roberts (London School of Economics), Prof. Rood (RU Leiden), Prof. Streeck (University of Wisconsin-Madison), Prof. Treu (University of Milan) and Mr. P. Vos (FNV).

3.3.4 Socio-Economic Inequalities in Health and Government Policy

In the preliminary study *Socio-Economic Inequalities in Health and Government Policy*, the state of knowledge about socio-economic inequalities in health is examined, together with what has been or could be done by various parties in the Netherlands in order to reduce these inequalities. The preliminary study formed the basis for a conference organised by the Ministry of WVC and the WRR as a follow-up to an earlier conference on the same subject in 1987.

3.3.5 Youth in Development

As part of the WRR programme of work, consideration was given to a study into the circumstances of and outlook for young people in the Netherlands and the potential impact of government policy. To help stake out the field, a number of experts were asked to write preliminary reports on the state of academic insight into the development and risk of developmental disorders among children and young people up to the age of 18. This resulted in the publication in June 1992 of the preliminary study *Youth in Development* edited by Prof. R.F.W. Diekstra. The study commences with an overview of the situation of children and young people in the Netherlands. According to estimates between 15 and 30% of all young people can, depending on the criteria employed, be regarded as part of a lost generation, in the sense of having difficulty in coping socially as adults.

The authors provide a multifaceted survey of the conditions for the physical, mental, social and moral development of young people. These conditions can certainly be improved, not just for problem youth groups but also for young people as a whole.

By way of preparation for this publication draft texts were discussed at a working conference held on 18 September 1991. A number of external experts were invited from the fields covered by the preliminary study, namely health and the mental, social and moral aspects of youth development. The validity of the findings was further explored during this meeting. The pros and cons of social efforts on behalf of young people were also examined. The working conference had an effect on the conclusions ultimately reached by the study.

Partly in response to this study the Minister of Welfare, Health and Cultural Affairs (WVC) intends, together with the Minister of Education and Science and the Minister of Justice, to submit a request for advice on 'youth at risk' to the Council for Youth Policy.

3.3.6 Debating Institutions and Cities

Under the auspices of the British Embassy and the WRR a two-day conference was held in the Ridderzaal in The Hague in March 1992 concerning policies for metropolitan areas in the two countries. The point of reference for British policy was the Action for Cities programme started up in 1986 under the then Prime Minister, Mrs Thatcher, and since continued as the New City Challenge programme. On the Dutch side the WRR report *Institutions and Cities* was injected into the discussion (see 3.2.3). The results of this particularly fruitful conference have been brought together in *Debating Institutions and Cities*, no. V76 in the 'Preliminary and Background Studies' series.

3.3.7 Higher Education

In October 1992 the WRR organised an expert conference on the future of higher education in the Netherlands. The point of departure for this conference was the observation that the system of higher education and academic research was becoming increasingly ungovernable. The signs are that the greater autonomy of the education institutions gives rise to ever more detailed regulations and that that autonomy squares uneasily with the political requirement for 'socially relevant' research. The scale of the system also detracts from the desired standard of both research and instruction.

The results of the conference could provide the grounds for a WRR project on higher education in the next term of office.

3.3.8 Contemporary Citizenship

On 17 December 1992 the WRR organised a conference on citizenship. The conference was based on two WRR publications: *Contemporary Citizenship* and *Citizenship in Practices* (see also 3.2.11). In the first of these publications, produced under the direction of H.R. van Gunsteren, with a preface by the Council, the theory of 'neo-republican' citizenship is developed. In the latter publication, which formed part of the 'Preliminary and Background Studies' series, 19 experts examine the scope of neo-republican citizenship in various practical situations.

The relevance of the concept of neo-republican citizenship formed the central theme of the conference. Giving shape and form to citizenship is the essence of public affairs. Citizenship is often limited to defending the boundaries of the republic (crime, immigrants, social security and protection of democracy).

But the best defence is and remains the exercise of citizenship itself. The aim of the day was to show that citizenship is exercised in various practical forms, taking a different shape in each case. The day was conducted along investigative lines, in dialogue form.

3.4 Independent publications in the 'Preliminary and Background Studies' series

3.4.1 European Monetary Integration: Four Visions

In its reaction to the WRR report *The Unfinished European Integration* (1986) the Government requested the Council to devote attention to the process of macro-economic and monetary integration in the Community. To this end the Council asked a number of experts to set out their views on the process of integration in Europe in a preliminary report. The four preliminary reports were combined into a single report in the 'Preliminary and Background Studies' series under the title *The European Monetary Integration: Four Visions* (1989).

In his preliminary advice 'The European Currency system and the autonomy of economic policy', De Grauwe takes as his starting point the European Monetary System (EMS). The author examined the extent to which the system imposed constraints on domestic economic policy and analysed the implications for domestic policy of the next steps towards monetary integration. He reached the conclusion that even under conditions of monetary union the possibility would remain for independent domestic expenditure and taxation policies.

On the basis of multi-country models and with the aid of a theoretical framework, Knoester and his associates examined how domestic macro-economic policy is affected, illustrating their argument with French policy in the period 1981-1983. The title of this preliminary advice, 'Gradually called to European order', clearly indicates the view of the authors; Dutch macro-economic and monetary policy will need to be viewed primarily in a European context.

In his preliminary report 'Towards monetary integration in Europe', Van der Ploeg examines the various exchange rate regimes and analyses the international interdependence of macro-economic and monetary policies. Van der Ploeg emphasises the importance of international coordination for combating unemployment. The reason why the European governments have been so reluctant to stimulate demand and combat unemployment is partly attributable to the lack of policy coordination between Europe and the United States.

Rijnvos takes as his point of departure the internal market, which he expects to be completed not in 1992 but in 1995; the title of his preliminary report is accordingly 'The European Community in 1995'. The requirements which the internal market must satisfy in order to function optimally are indicated as well as the difficulties that may be anticipated on the path towards closer monetary integration.

3.4.2 Shaping Factors for the Business Environment in the Netherlands after 1992

The WRR has contributed towards a European Community project, namely the future research being conducted by the Cellule de Prospective of the European Commission. In September 1991 the WRR was asked by the Director-General of the Cellule de Prospective to produce a survey of future developments in the short term concerning the shaping factors for the business environment in the Netherlands over the next five to ten years. The Council agreed to this request, whereupon the survey was conducted by a small working group from the WRR bureau.

An initial draft was presented at a conference in Brussels on 23 and 24 January 1992, at which institutes from the remaining 11 member states also presented their initial versions. A full version was subsequently presented at a meeting on 16 and 17 July 1992 attended by the President of the European Commission, Mr. Delors. The document examines developments of relevance for Dutch industry in the next few years and the conceivable or likely responses on the part of the Dutch authorities and the European Community. These developments concern the progress of European integration, the infrastructure, the public sector, socio-economic and socio-cultural relations, technological challenges, the environment and, finally, the prospects for the private sector. The common thread running through this study is the already sharp increase in policy competition between national governments within the European Community.

A detailed summary of this document will appear in February 1993 in a volume entitled *The European Challenges Post 1992: Shaping Factors, Shaping Actors* edited by A. Jacquemin and D. Wright. This contains the contributions from the 12 member states as well as a summary drawing the various papers together. At the same time the full version of the Dutch contribution will appear in the WRR's 'Preliminary and Background Studies' series under the title *Shaping Factors for the Business Environment in the Netherlands after 1992*. The authors are J.C.F. Bletz, W.J. Dercksen, C.W.A.M. van Paridon. Both publications are in English.

4.1 Introduction

Apart from calling for a report, the end of a term of office also provides an opportunity for evaluating the functioning of the Council. There is all the more reason for doing so at the present time since the Council has been the subject in the period under review of an external evaluation (as part of the Great Efficiency Operation) and the Government has decided on changes in relation to the Council. In addition the WRR is required to issue a periodic evaluation report under the instructions concerning external advisory bodies issued by the Prime Minister on 11 March 1987 (no. 375699a).

At the same time, this does not mean that the Council evaluates itself only at points at which the result can no longer be of immediate relevance. As discussed in more detail below, the nature of the Council's responsibilities necessarily involves regular internal appraisal of its functioning. This once again happened in the period under review. The present evaluation should therefore be regarded as more than just a retrospective one for public consumption.

The timing of this evaluation means that the present Council will be unable to adapt in line with its findings: it will be up to the new Council taking office as from 1 January 1993 to attach conclusions to the findings. The Council would therefore confine itself to citing a number of points that merit the attention and consideration of the incoming Council.

A number of elements of relevance for evaluating the previous period, especially the Council's concrete activities, have already been examined. At this point the evaluation is confined to the functioning of the WRR in general and a number of related institutional aspects, such as the advisory members and the Committee on Social and Cultural Policy set up under the WRR's auspices.

4.2 Function and functioning of the Council

The Council is a statutory body concerned with government policy. At the same time, however, it is independent and concerned with policy as it should or could be in the light of future developments. This inevitably creates a certain tension between the Council's work and the need for the reports to be 'of use' to the Government, in the sense of immediate applicability and usability for policy purposes. The latter requires that the Council's analyses should be consonant with and support the policies of the day and that the reports should at most outline a number of as yet unexplored solutions. The Council's function is, however, one of identifying as yet unacknowledged problems and developments, insufficiently explored policy options and the possibilities for a more integrated approach towards problems that cut across departmental or other dividing lines. This involves the identification of alternatives to present policy, risky elements in those policies and policy shortcomings – which can lead to friction with the needs and imperatives of day-to-day policy. In many instances, therefore, WRR reports initially generate a public and political debate, only gradually percolating through into policy.

It is the Council's responsibility to provide the Government and political system with topics, information and suggestions of relevance for policy. This means that allowance must, to some extent, be made for what is politically and legally feasible. But the Council would not be discharging its responsibilities if it were to refrain from tackling subjects and making recommendations in the light of its findings. In this sense the Council can only operate effectively if the

Government and political system is – despite the pressure of problems and opportunities – prepared to face the future and its demands with openness.

Against this background it is desirable to undertake a regular appraisal of the functioning, position and task of the Council. Considerable attention was once again devoted to these aspects in the past term of office, especially in the second half. Apart from internal discussion these subjects were also discussed during the past year with the Government, with advice also being obtained from bureaucratic and academic circles on the function and functioning of the Council in the years ahead. Out of this process it emerged that the need for the Council and for reports on strategic choices and developments affecting Government policy in the longer term was generally endorsed. At the same time it was considered that these reports should have policy-relevance, in the sense of demanding a timely modification of Government policy that was capable of being achieved in due course.

In the light of the experience of the past term of office and the aforementioned debate, it is also evident that there is a continuing requirement for long-range studies, especially those of a more or less integral nature. The Council did not publish any integral long-range study in the fourth term of office but confined itself to outlines of the future in certain specific areas. Given the WRR Act Establishment the Council bears greater accountability on this score than other bodies. In order to use the existing research and advisory capacity in relation to public affairs as effectively as possible the Council will, however, need to seek effective cooperation with other research bodies, both in respect to this subject and others. In addition the liaison and possible cooperation with counterpart foreign organisations need continual attention in the light of the growing internationalisation of existing issues, policy and government structures.

Other points meriting attention in the light of the experience and aforementioned discussion are the working methods, organisation of the WRR Bureau, position of and relationship with the advisory members and the place within the WRR of the Standing Committee on Social and Cultural Policy. These points are examined individually below.

4.3 Working method

In the report on the Council's first term of office (1972-1977) two approaches were distinguished with respect to the Council's responsibilities, namely the 'broad-brush' and the 'in-depth' approach. In the first term of office the Council opted in favour of a broad-brush approach in which a large number of different subjects of government policy in the long term were examined. In subsequent terms of office the emphasis shifted in favour of an in-depth approach in which a limited number of vital aspects of Government policy were analysed in detail and examined in terms of their relevance for long-term problems. This change was related to the emergence of other advisory bodies and to Government departments' own research capacity. During the period under review the Council once again opted for the in-depth approach.

This strategy involves a project-based approach towards the research topics and comparatively lengthy projects. Limiting the duration of the projects (without loss of quality), monitoring project progress and organising the greatest possible involvement of the Council as a whole are aspects that require continual attention under this working method. As noted in the report on the first period of office the in-depth approach also means that special attention has to be paid to the selection of research topics. Although the quality of the Council's work depends to a large extent on the individual creativity and involvement of the individual members and their affinity with a particular

subject, this cannot be allowed to lead to the choice of topics being primarily determined by the expertise available within the Council rather than by the priorities that need to be set in the light of future developments.

4.4 WRR Bureau

To enable it to operate properly the WRR has a permanent staff. The primary function of the Council is not to evaluate the work of others (e.g. government proposals) but to conduct research itself, creatively to work out ideas and to issue reports of substantive merit. To this end the members of the Council may be expected to provide initiatives, shape the Council's thinking and to contribute personally to the results. For this purpose they are appointed for a minimum of two days a week. Physically, however, it is impossible for them personally to conduct all the research and reporting and in addition keep sufficiently up to date with the work of others to respond to it, all the while combining this with their other duties. If, in addition, the volume and pace of the Council's output is to be sufficient to remain relevant, this imposes very wide-ranging demands on every single member of the Council. The WRR therefore depends critically on a support staff of sufficient size and quality – a staff which, moreover, provides continuity for certain functions (e.g. long range studies and international contacts), and for acting as a bridge from one term of office to the next.

The addition to the WRR Bureau during the past term of office of the former Welfare Policy Harmonisation Council (HRWB) involved a substantial increase in the size of the Bureau. Its scale also formed the subject of discussion in the debate about the function and functioning of the Council and, subsequently, in an administrative evaluation conducted as part of the Great Efficiency Operation (GEO). As part of the GEO the Government decided in October 1992 to reduce the size of the Bureau while simultaneously expanding the research budget. In this respect the Council notes that the Government took account in its decision of the Council's standpoint with reference to the *minimum* size of the establishment necessary for the Council to discharge its statutory responsibilities. Adapting the Bureau in line with the available establishment will require a reorganisation in the period ahead. At the end of that period the establishment will have been reduced to 27.5 FTE positions. Efforts will be made to secure a balanced staff structure in terms of disciplines. This means that a number of staff – mainly research workers – will become redundant in 1993. The signs are that compulsory redundancies will be unavoidable. The retrenchment must take place within a two-year period from January 1993.

Although, as noted, the Council considers establishment as decided upon by the Government will enable the WRR to discharge its responsibilities, the smaller scale of the Bureau does mean that the efficient use of the available capacity will need to be a major point of scrutiny. In addition the WRR will need to draw more heavily on external assistance. This will also mean that organisational aspects will weigh more heavily in the monitoring of project progress.

4.5 The advisory members

It was noted earlier that the WRR has a number of advisory members (1.2.1). The relationship with these advisory members will require closer attention in the future in two respects.

As indicated earlier, the in-depth strategy adopted by the Council implies a project-oriented approach towards the subjects in question, with the results of the project group being periodically discussed in the Council. Since the advisory members do not in principle take part in regular Council meetings,

their input was concentrated in the previous term of office in separate meetings to which they were specially invited. Experience indicates, however, that this system does not make best use of advisory members' expertise and the organizations they represent. In order to permit a substantive exchange of views with the WRR, the separate meetings with the advisory members were generally held at the beginning and end of a project. This does not, however, permit the useful suggestions of these members to be utilized during the course of a project as changes are made. For this reason a different system of involving the advisory members in the WRR's work might be considered.

A second reason for altering the present arrangements is the desirability of making better use of the advisory and research capacity within the government system. To do this other bodies need to be taken into account at the earliest possible stage when it comes to the choice of topics and project design. In this regard the relationship with advisory members could be exploited more effectively, but this would then mean a change in the present arrangements. It would also need to be examined whether an expansion or change in the composition of the advisory members would be desirable for them to play an effective part in the substantive part of the WRR's work.

4.6 Standing Committee on Social and Cultural Policy

Since 1989 the Standing Committee on Social and Cultural Policy has operated under the aegis of the WRR (appointed by Royal Decree of 20 February 1989) (1.2.2). The Committee's terms of reference are to support the Council in the preparation and drafting of reports and other WRR activities, especially those relating to general aspects of social and cultural policy and legislation. This construction arose out of the Government's wish to disband the Welfare Policy Harmonization Council (HRWB) and to integrate its advisory function in social and cultural policy areas with the activities of the WRR.

As part of the aforementioned reappraisal of the function and working methods of the WRR, the place and function of the Committee were also examined. Since the appointment of the Committee the Government has not submitted any request for advice to the Council in the overall field in which the Committee has special responsibilities for the preparation of WRR reports. During the past term of office a number of WRR projects have, however, been completed, discussed or taken up that touch on social and cultural policy. The Committee has contributed to those activities to the best of its ability. Members of the Committee have participated in project groups; draft texts were discussed in the Committee before submission to the Council; and the Committee has contributed to the selection of topics, etc.

There has therefore been every opportunity to gain experience with the Committee's operation within the WRR. On neither side has there been any lack of willingness to cooperate constructively. Nevertheless this cooperation has not worked as expected.

When the Committee was set up it was not sufficiently recognized that there were a number of structural reasons that rendered the integration or amalgamation of the two advisory roles both artificial and unsatisfactory. In the first place the Committee's function is inherently different from that of the Council. The Council's work focuses on future activities of relevance for government policy, together with the policy implications of such developments. Its terms of reference are broad and not confined to any one policy field. The Council does not operate on the basis of expertise in one or a limited number of fields but on its ability to transcend the compartmentalization of expertise and everyday problems and the division into individual policy areas. In the recent discussion with the Cabinet concerning the functioning of the Council, the emphasis was

appropriately placed on the broad, generalist perspective demanded of Council members. Needless to say specialized knowledge and expertise are often required in assessing developments and determining the implications of those developments for particular policy sectors. The main burden of recent decisions concerning the WRR is that such expertise should in the future be obtained more from external sources. The Council's strength, by contrast, resides in avoiding the distortion that can arise when matters are approached from one particular angle.

The Committee's terms of reference, on the contrary, imply a method of work based on the unity and coherence of social and cultural policy. The consultations between the Government and Lower House were concerned with safeguarding the advisory function with respect to social and cultural policy. Although such a function is partly concerned with future developments, that concern is primarily based on the perspective of a particular policy. While its activities may be overarching in nature, the concern will then be with the preservation or furtherance of unity and coherence in Government policy in terms of a particular policy goal. Such an advisory function therefore applies particularly to the appraisal of concrete policy measures.

In view of their differing functions, the Committee is by definition virtually unable to make any collective contribution towards the functioning of the WRR other than by means of the input of its individual members. Quite apart from this, there was a lack of recognition when the Committee was set up that the WRR functions primarily by means of research and consultation within the individual project groups and the Council itself. In this respect the Council does not act as a supervisory body for the work of other parties; the members are themselves actively involved in the activities, for which reason they need to be available for at least two working days a week (compared with one day a fortnight for the members of the Committee). An advisory report submitted by a separate body is treated as an input, but in order to contribute towards the development of those ideas it is essential to participate in the consultations. Even if two bodies enjoy excellent relations genuine involvement in the workings of the Council is possible only by means of individual representatives. As noted, the Committee members have contributed on that basis, but acting as a reservoir of expertise that can be tapped on demand by the Council provides insufficient incentive over the longer term to attract individuals to serve on the Committee.

Finally the general, interdisciplinary nature of the task and function of the WRR forms an obstacle towards the satisfactory operation of the Committee. Except for those cases in which the Council is specifically concerned with developments in the field of social and cultural policy, the Council's activities call for a balanced approach towards any one given topic, without disproportionate attention or weight to any one aspect. A clear-cut and satisfactory influence on the WRR's work from the Committee's viewpoint is, therefore, less desirable from the WRR's viewpoint.

For these reasons the Committee and Council have jointly reached the conclusion that the present arrangement of a Standing Committee on Social and Cultural Policy forming part of the WRR should be terminated. Similarly both have reached the conclusion that, in view of the discussion between the Government and Lower House when the Committee was set up and also in the light of the Government review of the role of advisory bodies, the question as to whether and in what way an independent advisory function should be preserved in the social and cultural policy field primarily calls for a political response. If the Government does consider such an advisory function to be desirable, the Council and Committee would of course be available to advise on how this might be done.

The Council has communicated these findings and conclusions to the Prime Minister. The latter has since informed the Council that he will support the repeal of the Royal Decree of 20 February 1989, under which the Committee was set up, as from 1 January 1993.

Appendix I

Integral text of the Scientific Council for Government Policy Establishment Act

(Stb. 413, 5 August 1976)

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:

Article 1

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

Article 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.

Article 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.

Article 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.

Article 5

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

Article 6

1. 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.

Article 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.

Article 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 Ministers 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 regards long-term policy.

Article 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.

Article 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.

Article 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.

Article 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.

Article 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.

Article 14

The Council may issue further rules for its procedure.

Transitional and final provisions

Article 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.

Article 16

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

Article 17

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

Article 18

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

Appendix 2

Integral text of Decree establishing a permanent Committee on Social and Cultural Policy

(Stb. 89.003960, 20 February 1989)

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

At the recommendation of our Prime Minister/Minister of General Affairs and Our Minister of Welfare, Health and Cultural Affairs of 2 February 1989, no. 89M011904;

Considering that it is desirable to integrate the advisory functions of the Welfare Policy Harmonisation Council with that of the Scientific Council for Government Policy;

Considering further that it is desirable to have a provisional arrangement before amending the Act Establishing a Scientific Council for Government Policy;

Have approved and decreed:

Article 1

There shall be a permanent Committee on Social and Cultural Policy attached to the Scientific Council for Government Policy.

Article 2

The Committee shall be responsible for:

- a. the preparation and elaboration of reports by the Scientific Council for Government Policy in response to requests for advice by the Government relating in particular to general aspects of social and cultural policy and legislation, including the coordination of the main elements of such policy and legislation;
- b. support for the Scientific Council for Government Policy in so far as the latter's other activities touch on general or special aspects of social and cultural policy.

Article 3

The Committee shall consist of seven members, including a Chairman and Secretary.

Article 4

1. At the recommendation of its Chairman, the Scientific Council for Government Policy shall appoint two members from its ranks.
2. At the recommendation of the Chairman, after having heard the views of the Committee, the Scientific Council for Government Policy shall appoint the remaining members.
3. Sections 3(3), (4) and (5) and 11 of the WRR Act of Establishment shall apply to the Committee's members *mutatis mutandis*.
4. The Committee members shall make available for Committee work the equivalent of half a working day a week.
5. The legal status of the members referred to in paragraphs 2, 3 and 4 shall be laid down by General Administrative Order as provided for under Section 5 of the WRR Act of Establishment.

Article 5

1. At the recommendation of Our Prime Minister/Minister for General Affairs we shall appoint the Secretary, who shall also be a member of the Committee.
2. The Secretary shall be a staff member of the Scientific Council for Government Policy.

Article 6

The Committee shall select a Chairman from those members who are also members of the Scientific Council for Government Policy.

Article 7

In contravention to the provisions in Articles 4(2) and 6, the members and Chairman referred to therein shall when the Committee is first constituted be appointed at the joint recommendation of the Chairmen of the Scientific Council for Government Policy and the Welfare Policy Harmonisation Council.

Article 8

The Decree of 6 January 1976 providing for the appointment of a preliminary advisory and support council for the harmonisation of policy and legislation in the field of social services shall lapse when this Decree comes into force.

Article 9

This Decree shall come into force on 1 June 1989.

Appendix 3

Publications

REPORTS TO THE GOVERNMENT

First term of office

- 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. Reports 1 to 3 are published in one volume.
- 4 Milieubeleid (Environmental Policy), 1974.
- 5 Bevolkingsprognoses (Population Forecasts), 1974.
- 6 De organisatie van het openbaar bestuur (The Organization of Publics 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 Council of Science Policy), 1976.
- 10 Commentaar op de nota Contouren van een toekomstig onderwijsbestel (Comments on the White Paper on the Contours of the Future Education 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 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 vijftienvintig 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.

Second term of office

- 17 Etnische minderheden – A. Rapport aan de regering; B. Naar een algemeen etnisch minderhedenbeleid? (Ethnic minorities – A. Report to the Government; B. Towards an Overall Ethnic Minorities Policy?), 1979.
- 18 Plaats en toekomst van de Nederlandse industrie (Industry in the Netherlands: its Place and Future), 1980.
- 19 Beleidsgerichte toekomstverkenning: deel 1. Een poging tot uitlokking (A Policy-oriented Survey of the Future: Part 1. An Attempt to Challenge), 1980.
- 20 Democratie en geweld – Probleemanalyse naar aanleiding van de gebeurtenissen in Amsterdam op 30 april 1980 (Democracy and Violence – an Analysis of Problems in Connection with the Events in Amsterdam on April 30, 1980), 1980.
- 21 Vernieuwing in het arbeidsbestel (Prospects for Reforming the Labour System), 1981.

- 22 Herwaardering van welzijnsbeleid (A Reappraisal of Welfare Policy), 1982.
- 23 Onder invloed van Duitsland. Een onderzoek naar gevoeligheid en kwetsbaarheid in de betrekkingen tussen Nederland en de Bondsrepubliek (The German Factor, A Survey of Sensitivity and Vulnerability in the Relationship between the Netherlands and the Federal Republic), 1982.
- 24 Samenhangend mediabeleid (A Coherent Media Policy), 1982.

Third term of office

- 25 Beleidsgerichte toekomstverkenning: deel 2; Een verruiming van perspectief (A Policy-oriented Survey of the Future: Part 2: Towards a Broader Perspective), 1983.
- 26 Waarborgen voor zekerheid; een nieuw stelsel van sociale zekerheid in hoofdlijnen (Safeguarding Social Security), 1985.
- 27 Basisvorming in het onderwijs (Basic Education), 1986.
- 28 De onvoltooide Europese integratie (The Unfinished European Integration), 1986.
- 29 Ruimte voor groei (Scope for Growth), 1987.
- 30 Op maat van het midden- en kleinbedrijf (Tailoring Policy to the Needs of the Small and Medium-sized Business), 1987.
- 31 Cultuur zonder grenzen (Culture and Diplomacy), 1987.
- 32 De financiering van de Europese Gemeenschap (Financing the European Community), 1987.
- 33 Activerend arbeidsmarktbeleid (An Active Labour Market Policy), 1987.
- 34 Overheid en toekomstonderzoek (Government and Future Research), 1988.

Fourth term of office

- 35 Rechtshandhaving (Law Enforcement), 1989.
- 36 Alloctonenbeleid (Immigrant Policy), 1989.
- 37 Van de stad en de rand (Institutions and Cities; the Dutch Experience), 1990.
- 38 Een werkend perspectief (Work in Perspective), 1990.
- 39 Technologie en overheid (Technology and Policy), 1991.
- 40 De onderwijsverzorging in de toekomst (Educational Support in the Future), 1991.
- 41 Milieubeleid; strategie, instrumenten en handhaafbaarheid (Environmental Policy: Strategy, Instruments and Enforcement), 1992.
- 42 Grond voor keuzen; vier perspectieven voor de landelijke gebieden in de Europese Gemeenschap (Ground for Choices), 1992.
- 43 Ouderen voor ouderen; demografische ontwikkelingen en beleid (Seniors for Seniors; Demographical Developments and Policy), 1993.

Reports nos. 13, 15, 17, 18, 28, 31, 32 and 42 have been translated into English; English summaries are available of Reports nos. 16, 18, 19, 20, 25, 26, 27, 29, 30, 33, 34, 37, 38 and 41; Report no 23 has been translated into German. Of Report no. 42 a German and a Spanish Summary is available, as well as a full French translation.

PRELIMINARY AND BACKGROUND STUDIES

First term of office

- V 1 W.A.W. van Walstijn, Kansen op onderwijs; een literatuurstudie over ongelijkheid in het Nederlandse onderwijs (Educational Opportunities: a Literature Study of Inequality in the Netherlands Educational System) (1975)
- V 2 I.J. Schoonenboom en H.M. In 't Veld-Langeveld, De emancipatie van de vrouw (Women's Emancipation) (1976)
- V 3 G.R. Muster, Van dubbeltjes en kwartjes, een literatuurstudie over ongelijkheid in de Nederlandse inkomstenverdeling (Dimes and Quarters: a Literature Study on Inequality in the Distribution of Income in the Netherlands) (1976)
- V 4 J.A.M. van Weezel a.o., De verdeling en de waardering van arbeid (The Distribution and Appreciation of Work) (1976)
- V 5 A.Ch.M. Rijnen a.o., Adviseren aan de overheid (Advising the Government) (1977)
- V 6 Verslag Eerste Raadsperiode 1972-1977 (Report of the First Term of Office) (1972-1977)*

Second term of office

- V 7 J.J.C. Voorhoeve, Internationale Macht en Interne Autonomie International Power and Internal Autonomy) (1978)
- V 8 W.M. de Jong, Techniek en wetenschap als basis voor industriële innovatie – Verslag van een reeks van interviews (Technology and Science as a base for Industrial Innovation) (1978)
- V 9 R. Gerritse, Instituut voor Onderzoek van Oveheidsuitgaven: De publieke sector: ontwikkeling en waardevorming – Een vooronderzoek (The Public Sector: Development and Valuation) (1979)
- V10 Vakgroep Planning en Beleid/Sociologisch Instituut Rijksuniversiteit Utrecht: Konsumptieverandering in maatschappelijk perspectief (Shifts in Consumption in a Social Perspective) (1979)
- V11 R. Penninx, Naar een algemeen etnisch minderhedenbeleid? Opgenomen in rapport nr. 17 (Towards an Overall Ethnic Minorities Policy? Attached to Report nr. 17) (1979)
- V12 De quartaire sector – Maatschappelijke behoeften en werkgelegenheid – Verslag van een werkconferentie (The Quarternary Sector: Societal Requirements and Employment Opportunities) (1979)
- V13 W. Driehuis en P.J. van den Noord, Productie, werkgelegenheid en sectorstructuur in Nederland 1960-1985 (Output, Employment and the Structure of Production in the Netherlands, 1960-1985) Modelstudie bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V14 S.K. Kuipers, J. Muysken, D.J. van den Berg en A.H. van Zon, Sectorstructuur en economische groei: een eenvoudig groeimodel met zes sectoren van de Nederlandse economie in de periode na de tweede wereldoorlog (The structure of Production and Economic Growth: a Simple Six-Sector Growth Model of the Dutch Economy in the Post-War Period) Modelstudie bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V15 F. Muller, P.J.J. Lesuis en N.M. Boxhoorn, Een multisectormodel voor de Nederlandse economie in 23 bedrijfstakken (A Multi-Sector Model of the Dutch Economy Divided into 23 Branches of Industry).
F. Muller, Veranderingen in de sectorstructuur van de Nederlandse economie 1950-1990 (Shifts in the Structure of Production in the Dutch Economy 1950-1990). Modelstudie bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V16 A.B.T.M. van Schaik, Arbeidsplaatsen, bezettingsgraad en werkgelegenheid in dertien bedrijfstakken (Jobs, Capacity, Utilization and Employment Opportunities in Thirteen Branches of Industry) Modelstudie bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)

* Also available in English

- V17 A.J. Basoski, A. Budd, A. Kalff, L.B.M. Mennes, F. Racké en J.C. Ramaer, Exportbeleid en sectorstructuurbeleid (Export Policy and Structural Policies) Preadviezen bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V18 J.J. van Duijn, M.J. Eleman, C.A. de Feyter, C. Inja, H.W. de Jong, M.L. Mogen-dorff en P. VerLoren van Themaat, Sectorstructuurbeleid: mogelijkheden en beperkingen (Structural Policies: Prospects and Limitations) Preadviezen bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V19 C.P.A. Bartels, Regio's aan het werk: ontwikkelingen in de ruimtelijke spreiding van economische activiteiten in Nederland (Putting Regions to Work: Trends in the Regional Distribution of Economic Activity in the Netherlands) Studie bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V20 M.Th. Brouwer, W. Driehuis, K.A. Koekoek, J. Kol, L.B.M. Mennes, P.J. van den Noord, D. Sinke, K. Vijlbrief en J.C. van Ours, Raming van de finale bestedingen en enkele andere grootheden in Nederland in 1985 (Estimate of the Final Expenditure and some other Data in the Netherlands in 1985) Technische nota's bij het rapport Plaats en toekomst van de Nederlandse industrie (1980)
- V21 J.A.H. Bron, Arbeidsaanbod-projecties 1980-2000 Projections of the Labour Supply 1980-2000 (1980)
- V22 A. Faludi, R.J. in 't Veld, I.Th.M. Snellen en P. Thoenes, Benaderingen van planning; vier preadviezen over beleidsvorming in het openbaar bestuur (Approaches to Planning) (1980)
- V23 Beleid en toekomst (Government Policy and the Future), report of a symposium on the report Beleidsgerichte toekomstverkenning deel I (Policy-Oriented Survey of the Future, Part I) (1981)
- V24 L.J. van den Bosch, G. van Enckevort, Ria Jaarsma, D.B.P. Kallen, P.N. Karstanje, K.B. Koster, Educatie en welzijn (Education and Welfare) (1981)
- V25 J.C. van Ours, D. Hammersma, G. Hupkes, P.H. Admiraal, Consumptiebeleid voor de werkgelegenheid (Consumption Policy for Employment) Background reports to the report Vernieuwingen in het Arbeidsbestel (Prospects for Reforming the Labour System) (1982)
- V26 J.C. van Ours, C. Molenaar, J.A.M. Heijke, De wisselwerking tussen schaarsteverhoudingen en beloningsstructuur (The interaction between Relative Scarcities and the Remuneration Structure) Background reports tot the report Vernieuwingen in het Arbeidsbestel (Prospects for Reforming the Labour System) (1982)
- V27 A.A. van Duijn, W.H.C. Kerkhoff, L.U. de Sitter, Ch.j. de Wolff, F. Sturmans, Kwaliteit van de arbeid (The Quality of Work) Background reports to the report Vernieuwingen in het Arbeidsbestel (Prospects for Reforming the Labour System) (1982)
- V28 J.G. Lambooy, P.C.M. Huigsloot en R.E. van de Landgraaf, Greep op de stad? Een institutionele visie op stedelijke ontwikkeling en de beïnvloedbaarheid daarvan (Getting Cities under Control? An Institutional Approach to Urban Development and its Controllability) (1982)
- V29 J.C. Hess, F. Wielenga, Duitsland in de Nederlandse pers – altijd een probleem? Drie dagbladen over de Bondsrepubliek 1969-1980 (Germany in the Dutch Press: Always a Problem? Reporting by three newspapers on West Germany, 1969-1980) (1982)
- V30 C.W.A.M. van Paridon, E.K. Greup, A. Ketting, De handelsbetrekkingen tussen Nederland en de Bondsrepubliek Duitsland (The Trading Relationship between the Netherlands and the Federal Republic of Germany) (1982)
- V31 W.A. Smit, G.W.M. Tiemessen, R. Geerts: Ahaus, Lingen en Kalker; Duitse nucleaire installaties en de gevolgen voor Nederland (Ahaus, Lingen and Kalker: German Nuclear Facilities and their Implications for the Netherlands) (1983)

* Also available in English

- V32 J.H. von Eije: Geldstromen en inkomstenverdeling in de verzorgingsstaat (Money Flows and the Distribution of Income in the Welfare State) (1982)
- V33 Verslag Tweede Raadsperiode 1978-1982 (zie V6) (Report of the Second Term of Office 1978-1982)*
- V34 P. den Hoed, W.G.M. Salet en H. van der Sluijs: Planning als onderneming (Planning as a Form of Action) (1983)
- V35 H.F. Munneke e.a.: Organen en rechtspersonen rondom de centrale overheid (Administrative Bodies on the Periphery of Central Government); two volumes (1983)
- V36 M.C. Brands, H.J.G. Beunders, H.H. Selier: Denkend aan Duitsland; een essay over moderne Duitse geschiedenis en enige hoofdstukken over de Nederlands-Duitse betrekkingen in de jaren zeventig (Thinking about Germany; An Essay on Modern German History, with some Chapters on Dutch-German Relations in the Seventies) (1983)
- V37 L.G. Gerrichhauzen: Woningcorporaties; Een beleidsanalyse (Housing Corporations: A Policy Analysis) (1983)
- V38 J. Kassies, Notities over een heroriëntatie van het kunstbeleid (Notes on a Reorientation of Policy on the Arts) (1983)
- V39 Leo Jansen, Sociocratische tendenties in West-Europa (Sociocratic trends in Western Europe) (1983)

The Council commissioned a number of experts to carry out preliminary studies for the report 'A Coherent Media Policy'. The following studies were published in a separate series entitled 'Media Policy Background and Preliminary Studies' (in Dutch):

- M 1 J.M. de Meij: Overheid en uitingsvrijheid (The Government and Freedom of Speech) (1982)
- M 2 E.H. Hollander: Kleinschalige massacommunicatie; lokale omroepvormen in West-Europa (Small-scale Mass Communications: Local Broadcasting Forms in Western Europe) (1982)
- M 3 L.J. Heinsman/Nederlandse Omroep Stichting: De kulturele betekenis van de instroom van buitenlandse televisieprogramma's in Nederland – Een literatuurstudie (The Cultural Significance of the Inflow of Foreign Television Programmes in the Netherlands – A Survey of the Literature) (1982)
- M 4 L.P.H. Schoonderwoerd, W.P. Knulst/Sociaal en Cultureel Planbureau: Mediagebruik bij verruiming van het aanbod (Media Use and a Wider Media Range) (1982)
- M 5 N. Boerma, J.J. van Cuilenburg, E. Diemer, J.J. Oostenbrink, J. van Putten: De omroep: wet en beleid; een juridisch-politologische evaluatie van de Omroepwet (Broadcasting – Legislation and Government Policy: A Legal and Political Evaluation of the Broadcasting Act) (1982)
- M 6 Intomart B.V.: Etherpiraten in Nederland (Radio Pirates in the Netherlands) (1982)
- M 7 P.J. Kalf/Instituut voor Grafische Techniek TNO: Nieuwe technieken voor produktie en distributie van dagbladen en tijdschriften (New Techniques for the Production and Distribution of Newspapers and Magazines) (1982)
- M 8 J.J. van Cuilenburg, D. McQuail: Media en pluriformiteit; een beoordeling van de stand van zaken (The Media and Diversity: An Assessment of the State of Affairs) (1982)
- M 9 K.J. Alsem, M.A. Boorman, G.J. van Helden, J.C. Hoekstra, P.S.H. Leeftang, H.H.M. Visser: De aanbodstructuur van de periodiek verschijnende pers in Nederland (The Supply Structure of Regular Press Publications in the Netherlands) (1982)
- M10 W.P. Knulst/Sociaal en Cultureel Planbureau: Mediabeleid en cultuurbeleid; Een studie over de samenhang tussen de twee beleidsvelden (Media Policy and Cultural Policy: A Study of the Interrelationship between the two Fields of Policy) (1982)

* Also available in English

- M11 A.P. Bolle: Het gebruik van glasvezelkabel in lokale telecommunicatienetten (The Use of Fibre Optic Cable in Local Telecommunications Networks) (1982)
- M12 P. te Nuyt: Structuur en ontwikkeling van vraag en aanbod op de markt voor televisieproducties (The Structure and Development of Demand and Supply in the Market for Television Productions) (1982)
- M13 P.J.M. Wilms/Instituut voor Onderzoek van Overheidsuitgaven: Horen, zien en betalen; een inventariserende studie naar de toekomstige kosten en bekostigingen van de omroep (Listening, Viewing and Paying: An Inventory Study of the Future Cost and Funding of Broadcasting) (1982)
- M14 W.M. de Jong: Informatietechniek in beweging, consequenties en mogelijkheden voor Nederland (Information Technology in Flux: Consequences and Possibilities for the Netherlands) (1982)
- M15 J.C. van Ours: Mediaconsumptie; een analyse van het verleden, een verkenning van de toekomst (Media Consumption: An Analysis of the Past and Survey of the Future) (1982)
- M16 J.G. Stappers, A.D. Reijnders, W.A.J. Möller: De werking van massamedia; een overzicht van inzichten (The operation of Mass Media: A Survey of the State of Understanding) (1983)
- M17 F.J. Schrijver: De invoering van kabeltelevisie in Nederland (The Introduction of Cable in the Netherlands) (1983)

Third term of office

- V40 G.J. van Driel, C. van Ravenzwaaij, J. Spronk en F.R. Veeneklaas: grenzen en mogelijkheden van het economisch stelsel in Nederland (Limits and Potentials of the Economic System in the Netherlands) (1983)
- V41 Adviesorganen in de politieke besluitvorming (*Advisory Bodies in the Political Decision-Making Process*); Report of a symposium by A.Th. van Delden and J. Kooiman (1983)
- V42 E.W. van Luijk, R.J. de Bruijn: Vrijwilligerswerk tussen betaald en onbetaald werk; een verkennende studie op basis van een enquête (Volunteering between Paid and Unpaid work; an Exploratory Study Based on a Survey) (1984)
- V43 Planning en beleid (Planning and Policy); Report of a Symposium on the Study Planning as a Form of Action (1984)
- V44 W.J. van der Weijden, H. van der Wal, H.J. de Graaf, N.A. van Brussel, W.J. ter Keurs: Bouwstenen voor een geïntegreerde landbouw (Towards an Integrated Agriculture) (1984)*
- V45 J.F. Vos, P. de Koning, S. Blom: Onderwijs op de tweesprong; over de inrichting van basisvorming in de eerste fase van het voortgezet onderwijs (The organization of the Core Curriculum in the First Stage of Secondary Education) (1985)
- V46 G. Meester, D. Strijker: Het Europese landbouwbeleid voorbij de scheidslijn van zelfvoorziening (The European Agricultural Policy Beyond the Point of Self-Sufficiency) (1985)
- V47 J. Pelkmans: De interne EG-markt voor industriële producten (The Internal EC-Market for Industrial Products) (1985)*
- V48 J.J. Feenstra, K.J.M. Mortelmans: Gedifferentieerde integratie en Gemeenschapsrecht: institutioneel- en materieelrechtelijke aspecten (Differentiated Integration and Community Law: Institutional and Substantive Aspects) (1985)
- V49 T.H.A. van der Voort, M. Beishuizen: Massamedia en basisvorming (Mass Media and the Core Curriculum) (1986)
- V50 C.A. Adriaansens, H. Priemus: Marges van volkshuisvestingsbeleid (Margins of Housing Policy) (1986)
- V51 E.F.L. Smeets, Th.J.N.N. Buis: Leraren over de eerste fase van het voortgezet onderwijs (Teachers' Opinions in the First Stage of Secondary Education) (1986)
- V52 J. Moonen: Toepassing van computersystemen in het onderwijs (The Use of Computer Systems in Education) (1986)

* Also available in English

- V53 A.L. Heinink, H. Riddersma: Basisvorming in het buitenland (An International Comparison of Core Curricula) (1986)
- V54 A.L. Heinink, H. Riddersma: Basisvorming in het buitenland (An International Comparison of Core Curricula) (1986)
- V55 Europese integratie in beweging (European Integration in Motion) Verslag van een conferentie, gehouden op 16 mei 1986 (1986)
- V56 C. de Klein, J. Collaris: Sociale ziektekostenverzekeringen in Europees perspectief (National Health Insurance in a European Perspective) (1987)
- V57 R.M.A. Jansweijer: Private leefvormen, publieke gevolgen (Private Households, Public Consequences) (1987)
- V58 De ongelijke verdeling van gezondheid (The Unequal Distribution of Health) Verslag van een conferentie op 16-17 maart 1987 (1987)
- V59 W.G.M. Salet: Ordening en sturing in het volkshuisvestingsbeleid (Regulation and Management of Housing Policy) (1987)
- V60 H.G. Eijgenhuijsen, J. Koelewijn, H. Visser: Investerings en de financiële infrastructuur (Investments and the Financial Infrastructure) (1987)
- V61 H. van der Sluijs: Ordening en sturing in de ouderenzorg (Regulation and Management of Care for the Eldery) (1987)
- V62 Verslag en evaluatie Derde Raadsperiode 1983-1987 (Report and Evaluation of the Third Term of Office 1983-1987), (1988)*

Fourth term of office

- V63 Milieu en groei (Environmental Control and Growth) Verslag van een studiedag op 11 februari 1988 (1988)
- V64 De maatschappelijke gevolgen van erfelijkheidsonderzoek (Social consequences of Genetic Research) Verslag van een conferentie op 16-17 juni 1988 (1988)*
- V65 H.F.L. Garretsen en H. Raat: Gezondheid in de vier grote steden (Health in the Four Big Cities) (1989)
- V66 P. de Grauwe, A. Knoester, A. Kolodziejak, A. Muijzers, F. van der Ploeg, C.J. Rijnvos: De Europese monetaire integratie: vier visies (European Monetary Integration: Four Visions) (1989)
- V67 Th. Roelandt, J. Veenman: Allochtonen van school naar werk (Immigrants from School to Work) (1990)
- V68 W.H. Leeuwenburgh, P. van den Eeden: Onderwijs in de vier grote steden (Education in the Four Big Cities) (1990)
- V69 M.W. de Jong, P.A. de Ruijter (red.): Logistiek, infrastructuur en de grote stad (Logistics, infrastructure and the Big Cities) (1990)
- V70 C.P.A. Bartels, E.J.J. Roos: Sociaal-economische vernieuwing in grootstedelijke gebieden (Social economic Innovation in the Big Cities regions) (1990)
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- WB23 R. Bronneman-Helmers, J. Geurts, A.C. Glebbeek, E. van Imhoff, Th. Mensen, F. Meijers, K. Vijlbrief: Preadviezen over de relatie algemene basisvorming en beroepsopleiding (Preliminary Opinions on the Relationship between General Basic Education and Vocational Training) (1986)
- WB24 D.B.P. Kallen in collaboration with P. Rutgrink: Kwaliteit en inhoud van het voortgezet basisonderwijs: een internationale discussie (The Quality and Content of Integrated Secondary Education in the First Stage: an International Discussion) (1986)
- WB25 S.C. de Hoo, E. van Luijk in collaboration with H. Böttcher, J. Steenkamp: Zin en onzin van voortgezet basisonderwijs; reacties op de nota Verder na de Basisschool (Sense and Nonsense in Integrated Secondary Education in the First Stage: Reactions to the Policy Document 'Beyond Primary School') (1986)

Appendix 4

COMPOSITION OF THE COUNCIL AND THE BUREAU

Members of the Council (1988-1992)

Prof. F.W. Rutten, Chairman (from 1 July 1990)

Prof. W. Albeda (Chairman to 1 July 1990)

Prof. H.P.M. Adriaansens

Dr. M.A. van Damme-van Weele

J.P.H. Donner (from 1 November 1990)

Prof. L.A. Geelhoed (to 1 July 1990)

Prof. H.R. van Gunsteren (from 1 June 1989)

H. Hooykaas (from 1 July 1991)

Prof. A.M.J. Kreukels

Prof. B.M.S. van Praag

Prof. R. Rabbinge

Prof. C.J. Rijnvos (to 1 September 1989)

Dr. A.D. Wolff-Albers

Prof. D.J. Wolfson (from 1 April 1990)

Advisory members as at 31 December 1992

Prof. A.P.J. Abrahamse, Director-General of the Central Bureau of Statistics

J.A.M. Kroese, Director-General for Physical Planning

A.J. van der Staay, Director, Social and Cultural Planning Office

Prof. G. Zalm, Director, Central Planning Office

Committee on Social and Cultural Policy

Prof. F.W. Rutten, Chairman (from 1 July 1990)

Prof. W. Albeda (to 1 July 1990)

Prof. H.R. van Gunsteren (Chairman to 1 July 1990)

Prof. W. Konijnenbelt

Dr. D. van der Meer (from 1 October 1989 to 1 September 1991)

D.Q.R. Mulock Houwer, Committee Secretary

M.J.H. den Ouden-Dekkers

F.J.W. Werner (from 1 September 1991)

M.H.J. van Wieringen-Wagenaar (to 14 March 1992)

Composition of the Bureau as at 31 December 1992

Dr. A.P.N. Nauta, Secretary to the Council and Director of the Bureau

J.C.F. Bletz, Deputy Secretary and Deputy Director of the Bureau

Research staff

K.W.H. van Beek

J.M. Bekkering

M.G. Blomsma

R.J. de Bruijn

Prof. W.J. Dercksen

Prof. H.B. Entzinger

P. Haighton

H.G.M. Hendriks

P. den Hoed

F.J.P.M. Hoefnagel

J.C. Huisman

R.M.A. Jansweijer

Dr. W.M. de Jong

Dr. C.C. Koopmans

Dr. G.J. Kronjee

H.C. van Latesteijn
E.W. van Luijk
R.M. van Bruggen
Prof. C.W.A.M. van Paridon
J.C.I. de Pree
F.M. Roschar
W.G.M. Salet
D. Scheele
Prof. I.J. Schoonenboom
Y.M.M. Starrenburg
N.A. Stegerhoek

Library staff

C.M.J. van Helfteren
B.L.S. van der Leij

Administrative staff

M.J.J. Goedhart-van Soolingen
Y. de Graaf-de Graaf
M. Nuijten-Pennings
A.A.M. van Roijen
L.A.C. Tupan
I.G.J.M. Valkenhoff-Veltmeijer
J.W. Verhoef
C. de Vries
S. Wassenaar

Domestic staff

D. Macleod Manuel
M.W.G. Netten-Franchimon
C.M. Verheij-Zoutenbier