



Dennie Oude Nijhuis

# Religion, Class, and the Postwar Development of the Dutch Welfare State

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# List of Abbreviations

<b>AAW</b>	General Disability Act (Algemene Arbeidsongeschiktheidswet)
<b>ABW</b>	General Assistance Act (Algemene Bijstandswet)
<b>ANW</b>	General Survivors Act (Algemene Nabestaandenwet)
<b>AOW</b>	General Old Age Act (Algemene Ouderdomswet)
<b>ARP</b>	Anti-Revolutionary Party (Anti-Revolutionaire Partij)
<b>AWBZ</b>	General Act on Exceptional Medical Expenses (Algemene Wet Bijzondere Ziektekosten)
<b>AWVN</b>	Dutch General Employers' Association (Algemene Werkgeversvereniging Nederland)
<b>AWW</b>	General Widows and Orphans Act (Algemene Weduwen- en Wezenwet)
<b>CDA</b>	Christian-Democratic Appeal (Christen-Democratisch Appèl)
<b>CHU</b>	Christian Historical Union (Christelijk Historische Unie)
<b>CNV</b>	Christian Union Federation (Christelijk Nationaal Vakverbond)
<b>CPB</b>	Bureau for Economic Policy Analysis (Centraal Planbureau)
<b>CSVV</b>	Central Social Employers' Federation (Centraal Sociaal Werkgevers Verbond)
<b>CTSV</b>	Social Insurance Supervision Committee (College van Toezicht Sociale Verzekeringen)
<b>CU</b>	Christian Union (Christenunie)
<b>D66</b>	Democrats 66 (Democraten '66)
<b>DIVOSA</b>	Association of Social Services' Directors (Vereeniging van Directeuren voor Sociale Arbeid)
<b>FCWV</b>	Catholic and Protestant-Christian Employers' Unions (Federatie van Katholieke en Protestants-Christelijke Werkgeversverbonden)
<b>FNV</b>	Federation of Dutch Labor Unions (Federatie Nederlandse Vakbeweging)
<b>FvB</b>	Federation of Industrial Insurance Associations (Federatie van Bedrijfsverenigingen)
<b>GAK</b>	Common Insurance Office
<b>GMD</b>	Common Medical Service (Gemeenschappelijke Medische Dienst)
<b>IOAW</b>	Act on Income Provisions for Older or Partially Disabled, Unemployed Persons (Wet Inkomensvoorziening Oudere en Gedeeltelijk Arbeidsongeschikte Werkloze Werknemers)
<b>IOAZ</b>	Act on Income Provisions for Older or Partially Disabled, Former Self-employed Persons (Wet Inkomensvoorziening Oudere en Gedeeltelijk Arbeidsongeschikte Gewezen Zelfstandigen)
<b>IVA</b>	Income Insurance Program for the Fully and Permanently Disabled (Inkomensverzekering voor Volledig en Duurzaam Arbeidsongeschikten)
<b>IWI</b>	Inspection Service for Work and Income (Inspectie Werk en Inkomen)
<b>JWG</b>	Job Guarantee Act (Jeugdwerkgarantiewet)



<b>KAB</b>	Catholic Workers' Movement (Katholieke Arbeidersbeweging)
<b>KSW</b>	Framework Act on Specific Welfare (Kaderwet Specifiek Welzijn)
<b>KVP</b>	Catholic People's Party (Katholieke Volkspartij)
<b>LISV</b>	National Institute for Social Insurances (Landelijke Instituut voor Sociale Verzekeringen)
<b>LPF</b>	Pim Fortuyn List (Lijst Pim Fortuyn)
<b>MHP</b>	Labor Union Federation for Middle and Higher-Level Personnel (Vakcentrale voor Middelbaar en Hoger Personeel)
<b>NCW</b>	Christian Employers' Federation (Nederlands Christelijk Werkgeversverbond)
<b>NKV</b>	Netherlands Catholic Trade Union Federation (Nederlands Katholiek Vakverbond)
<b>NOSV</b>	New Social Insurance Organization Act (Nieuwe Organisatiewet Sociale Verzekeringen)
<b>NVV</b>	Dutch Association of Trade Unions (Nationaal Verbond van Vakverenigingen)
<b>NWW</b>	New Unemployment Insurance Act (Nieuwe Werkloosheidswet)
<b>NZa</b>	Dutch Healthcare Authority (Nederlandse Zorgautoriteit)
<b>OSV</b>	Social Insurance Organization Act (Organisatiewet Sociale Verzekeringen)
<b>PEMBA</b>	Act on Premium Differentiation and Market Regulation (Wet Premiedifferentiatie en Marktwerking bij Arbeidsongeschiktheidsverzekeringen)
<b>PvdA</b>	Labor Party (Partij van de Arbeid)
<b>RKWV</b>	Roman Catholic Workers' Federation (Rooms-Katholiek Werkliedenverbond)
<b>RVV</b>	Council of Trade Union Federations (Raad van Vakcentralen)
<b>RWW</b>	State Group Scheme for Unemployed Workers (Rijksgroepsregeling voor Werkloze Werknemers)
<b>SDAP</b>	Social Democratic Workers' Party (Sociaal-Democratische Arbeiderspartij)
<b>SER</b>	Social-Economic Council (Sociaal-Economische Raad)
<b>SGP</b>	Reformed Political Party (Staatkundig Gereformeerde Partij)
<b>SP</b>	Socialist Party (Socialistische Partij)
<b>STAR</b>	Labor Foundation (Stichting van de Arbeid)
<b>SVR</b>	Social Insurance Council (Sociale Verzekeringsraad)
<b>TAV</b>	Act on the Reduction of the Disability Volume (Wet Terugdringing Arbeidsongeschiktheidsvolume)
<b>TBA</b>	Act on the Reduction of Disability Arrangement Claims (Wet Terugdringing Beroep op de Arbeidsongeschiktheidsregelingen)
<b>TW</b>	Supplementary Benefits Act (Toeslagenwet)
<b>TZ</b>	Act on Sickness Absenteeism Reduction (Wet Terugdringing Ziekteverzuim)
<b>UWV</b>	Employee Insurance Agency (Uitvoeringsinstituut Werknemersverzekeringen)
<b>VNO</b>	Federation of Dutch Industries (Verbond van Nederlandse Ondernemingen)
<b>VNO-NCW</b>	Federation of Dutch Industries- Christian Employers' Federation (Verbond van Nederlandse Ondernemingen- Nederlands Christelijk Werkgeversverbond)

<b>VNW</b>	Association of Dutch Employers
<b>VUT</b>	Early retirement schemes (Vervroegde Uittreding)
<b>VVD</b>	People's Party for Freedom and Democracy (Volkspartij voor Vrijheid en Democratie)
<b>Wajong</b>	Act on Disability Benefits for Young Disabled Persons (Wet Arbeidsongeschiktheidsvoorziening Jonggehandicapten)
<b>WAM</b>	Act on Adjustment Mechanism (Wet op Aanpassingsmechanismen)
<b>WAO</b>	Act on Disability Insurance (Wet op Arbeidsongeschiktheidsverzekering)
<b>WAZ</b>	Act on Disability Insurance for the Self-employed (Wet Arbeidsongeschiktheidsverzekering Zelfstandigen)
<b>WBK</b>	Basic Childcare Provision Act (Wet Basisvoorziening Kinderopvang)
<b>WCPV</b>	Act on Collective Public Health Prevention (Wet Collectieve Preventie Volksgezondheid)
<b>WFZ</b>	Act on Flexibility and Security (Wet Flexibiliteit en Zekerheid)
<b>WGA</b>	Return to Work Scheme for the Partially Disabled (Werkhervatting Gedeeltelijk Arbeidsgeschikten)
<b>WIA</b>	Work and Income According to Work Capacity Act (Wet Werk en Inkomen naar Arbeidsvermogen)
<b>WIW</b>	Jobseekers Employment Act (Wet Inschakeling Werkzoekenden)
<b>WKA</b>	Coupling with Adjustment Possibility Act (Wet Koppeling met Afwijkingsmogelijkheid)
<b>WLZ</b>	Act on Long-term Care (Wet Langdurige Zorg)
<b>WMO</b>	Social Support Act (Wet Maatschappelijke Ondersteuning)
<b>WOR</b>	Works Councils Act
<b>WRR</b>	Scientific Council for Government Policy (Wetenschappelijke Raad voor Regeringsbeleid)
<b>WSW</b>	Social Employment Act (Wet Sociale Werkvoorziening)
<b>WULBZ</b>	Act on the Extension of Wage Payment during Illness (Wet Uitbreiding Loondoorbetalingsplicht bij Ziekte)
<b>WVG</b>	Act on Services for the Handicapped (Wet Voorzieningen Gehandicapten)
<b>WVLZ</b>	Act on Extension of Wage Payment during Illness (Wet Verlenging Loondoorbetalingsverplichting bij Ziekte)
<b>WVOA</b>	Prohibition of Discrimination by Working Hours Act (Wet Verbod Onderscheid Arbeidsduur)
<b>WW</b>	Unemployment Insurance Act (Werkloosheidswet)
<b>WWB</b>	Work and Social Assistance Act (Wet Werk en Bijstand)
<b>WWV</b>	Unemployment Provision Act (Wet Werkloosheidsvoorziening)
<b>ZW</b>	Sickness Act (Ziektewet)

# Preface

As a result of its peculiar welfare trajectory, the political and organizational weakness of forces that are traditionally viewed as the major proponents of the welfare state, and its ability to combine generous levels of social provision with high levels of employment, the Netherlands has long attracted much attention from welfare state scholars. At the same time, however, we still lack a comprehensive account of the Dutch welfare state's postwar trajectory – let alone one that is accessible to an English-language audience. This book aims to offer such an analysis. As is the case with most scholarly accounts, it has both empirical and theoretical goals. Its empirical goals are twofold. The first is to provide a thorough analysis of the preferences of the main welfare actors in the Netherlands – Christian-democratic, social-democratic and liberal parties as well as the main union and employer federations – and the role they have played in the process of postwar Dutch welfare reform. The second is to explain the main features of the postwar trajectory of the Dutch welfare state, which include its slow development under leftist governments in the immediate postwar period, its rapid transformation into unmatched levels of generosity under mostly right-wing governments in following years, and its subsequent transformation into a more active but still comparatively generous system of social protection.

The book's primary theoretical goal is to provide a critical analysis of some of the central claims of the welfare state literature, in particular those that relate to the impact of Christian democracy and the labor union movement on welfare state development. These claims, and my criticism of them, will be outlined at length in the chapters below. For here, it is sufficient to point out that the willingness of Christian-democratic parties and (various types of) labor unions in the Netherlands to accept and push for welfare initiatives that massively redistributed resources from the middle-class and other affluent groups towards low income and otherwise vulnerable economic groups has been remarkable, and that this warrants a fundamental reconsideration of the role of Christian democracy and the labor union movement in the postwar development of European welfare states. To illustrate this, the book will make numerous references to the situation in countries other than the Netherlands.

The central argument of the book is that the postwar expansion of the Dutch welfare state has had strong consequences for the distribution of income and risk in society and that middle-class groups rather than the truly affluent have largely carried the costs of this. Rather than explaining

the success of efforts to expand the boundaries of the postwar welfare state through the formation of “political alliances” between low-income and middle-class groups, as many scholars have attempted to do, this book consequently investigates for what reasons the middle-class groups have refrained from rallying against welfare initiatives that redistributed resources among different societal groups in a successful manner. It argues that at least two factors played a major role in this. The first was the dominant role of Christian democracy and the emphasis of Christian-democratic parties on social justice and solidarity with the less fortunate. The second was the mostly sectoral nature of labor union organization in the Netherlands and the remarkable willingness of the main union federations to support welfare initiatives that redistributed income and risk among different categories of wage earners.

The analysis put forward in this book draws on a large number of secondary and primary sources. The latter include minutes of meetings, internal memos, and press briefings of political parties, the cabinet, parliament, ministries, administrative social insurance agencies, advisory councils, labor unions and employer federations. The extent to which I relied on these sources varies per chapter. As the book emphasizes the importance of union and employer federations in shaping the course of the Dutch welfare state’s postwar development, in particular during the first three to four chapters of the postwar period, and little research has been done on this subject to date, the first chapters of the book make relatively heavy use of sources from the main union and employer federations. On the union side these are the two largest union federations, the Federation of Dutch Labor Unions (Federatie Nederlandse Vakbeweging or FNV), as well as its predecessors, and the Protestant Christian Union Federation (Christelijk Nationaal Vakverbond or CNV). On the employer side these are the Federation of Dutch Industries-Christian Employers Federation (Verbond van Nederlandse Ondernemingen-Nederlands Christelijk Werkgeversverbond or VNO-NCW) and its many predecessors.

As the minutes of meetings and internal memos of cabinets, ministries, political parties, labor unions, and employer organizations were of limited availability for the post-1980s period, the third part of the book relies more heavily on an analysis of parliamentary debates, internal notes of meetings in corporatist platforms like the Social-Economic Council (Sociaal-Economische Raad or SER), and newspapers and other press sources. I am confident that by doing so I continued to present the interests and preferences of the main actors in an accurate manner. For the discussion on the use of social security programs for early retirement purposes in the Netherlands in

Chapter 7, I made extensive use of archives from organizations responsible for the implementation of these programs, including the Common Medical Service (Gemeenschappelijke Medische Dienst, or GMD), the Federation of Industrial Insurance Associations (Federatie van Bedrijfsverenigingen or FvB), and the Social Insurance Council (Sociale Verzekeringsraad, or SVR). Finally, I interviewed multiple social security experts and leaders from political parties, unions, and employer organizations.

Writing this book has been a difficult and protracted task, and I am therefore fortunate to have been able to benefit from the support of many friends, colleagues, and institutions. Generous funding from Leiden University's Institute for History and the International Institute of Social History (International Instituut voor Sociale Geschiedenis, has enabled me to do research for and write this book. I have received immense help from archivists at the National Archives of the Netherlands (Nationaal Archief or NA), the International Institute for Social History, the Federation of Dutch Industries-Christian Employers Federation, the Radboud University Nijmegen's Catholic Documentation Center (Katholiek Documentatiecentrum or KDC), the Vrije Universiteit Amsterdam's Historical Documentation Center of Dutch Protestantism (Historisch Documentatiecentrum voor het Nederlandse Protestantisme or HDP), and the Employee Insurance Agency (Uitvoeringsinstituut Werknemersverzekeringen or UWV). They include: Frank Kanhai, Lodewijk Winkeler, Piet Hazenbosch, Hans Seijlhouwer, Teun van Lier, Thijs van Leeuwen, Monique van der Pal, Ed Kool, and Anne Oechtering.

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