



Vocational training

· EUROPEAN CENTRE FOR THE DEVELOPMENT OF VOCATIONAL TRAINING

1977

No 1

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This bulletin is published four times a year in Danish, German, English, French, Italian and Dutch.

The views expressed by contributors do not necessarily reflect those of the Centre for the development of vocational training.

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The Vocational Training Bulletin is produced by the European Centre for the Development of Vocational Training with the collaboration of the British Association for Commercial and Industrial Education (BACIE) London.

The Centre was established by Decision of the Council of Ministers of the European Communities No 337/75.

PUBLISHED BY :

European Centre for the Development of Vocational Training, Bundesallee 22, 1 Berlin 31, Tel. 88 10 61.

Printed in Belgium

VOCATIONAL TRAINING

INFORMATION BULLETIN

of the European Centre
for the Development of Vocational Training

EDITORIAL

This is the first issue of the Vocational Training Bulletin to be published by the European Centre for the Development of Vocational Training.

In doing this the Centre is continuing the work done by the Directorate-General for Social Affairs of the Commission of the European Communities in establishing and developing the Bulletin.

The Bulletin will be published as part of the Centre's Information Service and will carry information and articles in support of the Centre's work programme of seminars, conferences and study projects.

It is the wish that the Bulletin should also further the discussion and exchange of ideas on matters relating to vocational training of interest on a Community-wide basis.

Readers are invited to express their views on the Bulletin and to make proposals for subjects to be dealt with in this publication.

In view of the amount of material arising from the inauguration of the Centre and the Zandvoort Seminar the Information and Bibliography sections of this issue have been curtailed.

Berlin Centre inauguration

The official inauguration of the European Centre for the Development of Vocational Training took place in its new premises on 9 March, in the presence of Mr H. Vredeling, Vice-President of the Commission of the European Communities and Commissioner for Social Affairs, the Governing mayor of Berlin, Mr K. Schütz and Mr J. Degimbe, Director-General for Social Affairs of the Commission and Chairman of the Centre's Management Board, together with an invited audience representing social policy and training interests throughout the Community.

Extracts from the speeches presented by Mr Vredeling and Mr Degimbe are reproduced below.

Address by Mr H. Vredeling

Our meeting today takes place at a particularly difficult time for the Community and its workers. According to the latest available statistics there are at present almost six million people unemployed in the Community; in other words, every eighteenth worker is jobless, and the economic prospects for this year are such that no appreciable improvement can be expected. Unless major aspects of our policies are modified it is even feared that a low level of employment may continue for several more years.

These problems directly affect the field of vocational training and we must consider them carefully.

Various assertions have been made. Some people believe that, in the present critical situation, vocational training can only make a minor contribution. Why increase training efforts when there are so few job vacancies and only modest demands are made of applicants? Others counter this by maintaining that training can improve employment opportunities and facilitate the creation of new jobs. They also point out that training pursuits comprise both a vocational element and a personal one which arises from the need for social advancement and personal development. In addition they maintain that the structural changes and the flexibility necessary to overcome the crisis call for efforts in the field of training.

In this connection, it should be noted that in 1974, the last year for which statistics on adult education are available, the Member States expended public funds amounting to 4 500 million u.a., or approximately 0.65 % of their combined gross national product. A considerable proportion of this sum, about a half, was used to make maintenance payments to trainees, the rest was expenditure on education itself. These figures do not include companies' expenditure on training, since there is normally no record of this. Besides this, Member States spent 9 100 million u.a. on unemployment benefits in 1975, that is to say 1.2 % of the gross national product.

In view of the complexity of the debate on the role of vocational training in combating unemployment, which is subject to differing conditions in each country, I hope you will permit me to take a discriminating line. It should be stated that training is not the key to the solution of the current crisis, but that most important is the creation of new jobs. Furthermore, it is recognized that much is still to be done to create a better correlation between training and existent job opportunities. It is also important not to promote vocational training indiscriminately, but to promote it in specific qualitative and quantitative aspects.

Vocational training has an important place in the Community's social policy particularly with regard to expenditure related to this policy. With the exception of 13 million u.a., the 630 million u.a. allocated to social policy for 1977 will all be administered through the Social Fund. The Social Fund has allocated 90 % of its funds to vocational training. To give a clearer idea of the relative importance of this sum, 630 million u.a. is about half the Community's expenditure on milk.

These figures do not show whether the Community is flowing with milk and honey, but they do show the overriding importance of the role of vocational training in our labour and social policies. A comparison of the expenditure of the Social Fund with the efforts of Member States in the field of vocational training shows wide-ranging differences. In Ireland, for example, about a third of vocational training expenditure is financed through the Social Fund. In Italy the proportion is about one-fifth and in Belgium and the United Kingdom approximately one-tenth. Community finance only accounts for one-twentieth of the expenditure in the Federal Republic, Denmark, France and Luxembourg. We do not have figures for the Netherlands.

I believe that these differences are justified, because in this way the Social Fund contributes to the achievement of a fairer distribution of income in the Community. This is the only way in which we can prevent the Member States from growing further apart and the viability of the Community from being put at stake. This will be the most important task of the Community in the

next few years. In concrete terms this means that Community funds, such as the Social Fund, should primarily benefit those Member States which are most in need.

Whatever importance we may assign to vocational training, other instruments of employment policy must be accorded equal significance in times of high unemployment such as we are experiencing at present. The Commission is currently engaged in reforming the Social Fund. It is its opinion that in the face of today's unemployment, the Social Fund must promote the maintenance of existing jobs and the creation of new ones by means of subsidies. I hope that we shall be in a position to make concrete proposals to this end in the coming week.

What role is the Berlin Centre now going to play within this global framework? When the Centre was first conceived two years ago under the social action programme, it was assigned a three-fold task:

- to support the Commission in carrying out a number of operational tasks (exchanges or research studies) or in formulating special measures for the training of women and young people;
- to be a decentralized forum for representatives of employees and employers, where practical cooperation on concrete matters could take place at Community level;
- and, finally, to offer public and private training bodies in each Member State a concrete working framework within which they could exchange experiences and find ways of solving their problems and determining points of reference in their search for new routes.

The development of these task areas has, it is true, not progressed as rapidly as one would have hoped. Economic developments have made the practicability of the sequence of tasks as set out in the social action programme debatable and have shown that far-reaching measures are urgently needed in the fields of employment of young people and retraining of workers. Difficulties of communication with training sponsors in each country have proved greater than anticipated in spite of the efforts of ETUC, UNICE and the Centre's management, to whom I should like to extend my thanks at this point. With regard to the future work of the Berlin Centre, the Commission wishes to stress firmly that duplication of its own work and the work of similar institutions is to be avoided. We must therefore designate pragmatically those areas in which the Centre can most appropriately develop its work and its authority. I should also like to emphasize that every study should aim to have concrete applications right from the start.

This concern has been taken into account in drawing up the work programme of the Centre for this year, which involves close cooperation with Brussels, UNICE and ETUC.

In spite of the distances involved, these contacts should not be lost even after the current induction period of the Centre has elapsed. In this way duplications will be avoided and the Centre will continue to be in touch with developments in the Community.

I should like to select one task from this programme, through which the Commission hopes that the activity of the Centre will achieve decisive results. With regard to the employment of young people the priority lies among problems related to vocational preparation directly following school for about 25 % of children of minimum school-leaving age who leave school each year without having received any basic training. It is the task of the Centre to take stock of experiences which have been gained in this field in Member States during the past two years and to ascertain what can be learned from them. This will help us to channel the Social Fund towards the most appropriate solutions.

These are the hopes and expectations of the Commission with regard to the Berlin Centre. In handing over the Centre, I should like to wish it every success in its future activities and thank the Directors and staff for the dedication with which they have subscribed to this bold venture.

Address by Mr J. Degimbe

It is indeed no easy matter to set up an organization which is decentralized in relation to the Commission and it needed both the backing of the Berlin Senate and the cooperation and understanding of everyone at the Centre, and of the Commission, to carry the job through successfully. We are deeply indebted to the Director of the Centre, Mr C. Jørgensen and to the Deputy-Directors, Mr R. Clemmett and Dr M. Alberigo. Thanks to their devotion and their tenacity, we have been able, in very good time, to establish the administrative structures making it possible in 1977 to implement a working programme which, although certainly modest, augurs well for the future development of the Centre.

The nature and the tasks of the Centre have already been described to you by Mr Vredeling, so I shall not enlarge further on them.

I should, however, like to say that the firm intention of the Berlin Centre is to provide the Commission with all the technical aid required in the forming of its views, studies, research work and exchanges of experience as regards vocational training to enable it, at the political level, to reach the conclusions that may then be incorporated in appropriate legal instruments.

The Management Board of the European Centre for the Development of Vocational Training is fully aware that the definition of a common vocational training policy

is the responsibility of the Commission and the Community institutions. It is with this in mind that the activities of the Centre and its working programme are being developed, in order to encourage the promotion and development of vocational training and continuing training at Community level.

For the first year of the Centre's operation, the working programme was planned in keeping with the Community's economic and social situation and the employment problems facing it. This was why we gave priority to problems concerning young people whilst the recent seminar held in Zandvoort had this as its main topic, attaching particular importance to the question of the transition from school to a job. As you are certainly aware, ladies and gentlemen, and as Mr Vredeling pointed out, this is one of the major difficulties facing young people seeking a first job. Only too often, the training they have received at school is not sufficiently adequate to meet the requirements of the labour market. Knowing that in the next few years there will be a great many young people coming on to the labour market, one is bound to be concerned by this question and urgently seek the solution capable of dealing with this important vocational training problem. Work undertaken by the Centre will continue in 1977 and the Management Board will meet again in order to discuss the preparation of the working programme for 1978.

Although I will not go into the details of the 1977 working programme, I would like to mention that the Centre is to study the problem of vocational training for women, more particularly in connection with the work being carried out by the Commission, and that it will also examine the question of vocational training and mobility in large, medium and small firms.

The specific characteristics of vocational training vary according to the size of the firm and the nature of its activities. The two sides of industry, members of the Management Board, have expressed the hope that those responsible for vocational training in firms would exchange experiences and inform each other of their problems, taking into account the special difficulties attached to the present employment situation and work organization procedures of each firm. The Centre could then draw conclusions from this data and place it at the disposal of the Commission to assist it in the work carried out by the Advisory Committee on Vocational Training.

Thus, with the Management Board drawing up the programme and the Centre's Directorate implementing it, we are attempting to develop a programme of work which is to some extent complementary to that of the Commission. We are doing this by defining the programme pragmatically, in keeping with Community realities in the social and employment fields. We feel that this is the best way of avoiding the duplication referred to by Mr Vredeling.

Finally, I should like to mention another feature facing the Centre which will doubtless become apparent as the programme is implemented, but which will develop particularly in the course of the Centre's activities as a whole. In the field of vocational training, the Centre constitutes an excellent, dare I say, the best platform for regular discussions, confrontations and exchanges of views for all those responsible at various levels for vocational training, whether representatives of employers, workers or governments, whether at the level of the firm, at national level or Community level. And it is in this 'quadripartite' structure that the Berlin Centre marks a new step forward.

At a time when the words consensus and conciliation are frequently heard, a concrete achievement has been won, a European Community achievement, involving all the partners concerned in vocational training, at Community level. The activities and working programme of the European Centre for the Development of Vocational Training are laid down by a Management Board composed of representatives of workers, employers, governments and the Commission. The decisions of the Management Board are the product of confrontation, concerted action — in a word, the consensus of all the parties concerned.

But, as I said before, the work, research, studies and meetings that take place in the context of the annual programme constitute a forum for regular, frequent discussions between all those involved in the problems of vocational training.

The results of the work of the Centre, which the Commission can use when formulating proposals, will therefore be the fruit of joint research by all those at either national or Community level who bear responsibilities in the field of vocational training, whether workers' or employers' representatives or governmental officials.

Thus we are emerging from the bureaucracy and technocracy with which Community bodies have so often been reproached and we fulfil the wish expressed by the Heads of State and Government and echoed by the Commission for greater participation by both sides of industry in the economic and social decisions of the Community.

Pragmatic action taking into account the present economic and social realities, close cooperation with the Commission, the will to avoid duplication and a permanent dialogue between all those who in the Community deal with vocational training, these are in short the main principles governing the action of the European Centre for the Development of Vocational Training and its Management Board.

The inauguration of the Centre's building allows us to celebrate the beginning of the Centre's activities which will in due course attain cruising speed. We count on

the help and cooperation of all to continue the task we have begun. I express the wish that in the course of the next few years the Centre may become the pole around which the tasks of reflection, research, study and meeting in the field of vocational training will be attracted, thus permitting the establishment of a common European policy on vocational training.

Employment and vocational training

J. Degimbe, Director-General for Social Affairs

1. Employment problems in a Community framework

One of the most serious consequences of the economic and monetary crisis from which the world, and European countries in particular, is suffering at the moment is the enormous increase in the level of unemployment in the Member States of the European Community. For this reason the re-attainment of full employment both at Community and national levels is considered the main objective of economic policy for the years 1977-1980 in the fourth medium-term economic programme. Given that a level of approximately 2 % unemployment continues to exist, it is foreseen that a situation of full employment should be restored in the Community by 1980 at the latest.

This re-attainment of full employment implies that at least two basic objectives of the economic policy will be achieved simultaneously, that is to say a faster and more regular growth of the gross national product as compared with the last five years and a substantial decrease in the rate of inflation in order to bring it to an acceptable level.

At the moment, however, the minimum growth rate of the gross national product proposed in the fourth programme (4.5 - 5 % per annum) has not been reached and inflation in the majority of Member States is still much higher than the level laid down in the same programme (4 - 5 % per annum). In these conditions, which are characterized by a decrease in or a total lack of employment opportunities in certain countries, the simple re-establishment of basic economic equilibrium will not suffice if the main objective of the fourth programme is to be achieved. In order to do this, certain elements seem to be required to give impetus to the economic situation and to social equilibrium.

The first element concerns the prospects of job creation. It is not sufficient to introduce corrective measures to soften the social and economic impact caused by low employment levels, especially in industrial sectors which are directly affected by international competition and by reductions in home demand. Employment possibilities in developing sectors, especially in those industries which directly or indirectly create jobs, as well as group initiatives which have been taken in favour of certain groups particularly affected by the present crisis, such as young people, women, the handicapped, migrant workers and old people, should also be examined.

The second element concerns measures which have a direct or indirect impact on the labour market i.e. on one hand, vocational guidance and information, vocational training, vocational adaptation and integration of young workers, the vocational retraining, re-adjustment and re-integration of unemployed people, and, on the other hand, an active placement policy and a more stringent control over illegal practices on the labour market e.g. work done at home, extra jobs, illegal employment, etc.

A third element concerns working conditions, the improvement of which would have positive effects on workers both on a psychological and material level as well as, either directly or indirectly, on the employment market. This element mainly concerns laborious and unwholesome work, occasional work, group work, safety, hygiene, medical facilities at work, hours of work and retirement age.

A fourth element deals with problems of low salaries in certain jobs, the moral and contractual re-evaluation of manual work, the improvement of minimum national insurance benefits and the intensification of the fight against poverty.

However, all these elements can only be effective if carefully considered, sensible, unified actions are implemented both in Member States and in Community institutions in the framework of their respective responsibilities, with the support and active participation of the public and of those directly concerned, but mainly of the social partners.

2. Vocational training in a European context

One factor which could contribute to a full and improved employment situation in the European Community is that which is hinged on vocational training in all its different forms, as well as vocational guidance and information.

Vocational training plays an important role in the life of every individual because it should allow him to develop both his personality and potential capacities to the full

as he participates in the economic, social and cultural progress of society. In addition this role can and should continue throughout the individual's working life in order that he may cope with the demands and needs of a world of work which is constantly changing.

However, the contribution which vocational training can make to the re-attainment of full employment should not be over-estimated, since the main problem which is still to be resolved today is the obvious disproportion between the number of jobs available and the number of people in search of employment. Whilst recognizing the beneficial effects that some training measures and vocational education can have on improving the employment market, we must firmly reject any misleading attempt to present vocational training to the public as the cure for all social evils.

The Commission of the European Communities, in the framework of its responsibilities for the establishment of a common vocational training policy which can contribute to the development of both national economies and the common market, and in the context of article 128 of the Treaty establishing the EEC, is particularly concerned with this problem, since it estimates that a situation of full employment can only be restored by the combined effects resulting from the elements mentioned above.

This common policy should, moreover, be implemented now by Member States and Community institutions, but they should take into account demands arising, either out of new social requirements or out of structures and production methods.

For this reason the Commission and the Consultative Committee on Vocational Training are now considering initiatives which could be taken at Community level to implement this common policy efficiently and realistically.

Work in this area is already under way and therefore this article should be confined simply to raising certain ideas which could be examined when the proposals which the Commission wishes to present to the Council during the course of 1977 are coming into fruition.

It should be noted that in Member States the organization of vocational training results in responsibilities being shared between the education system, firms and labour market institutions. Notable differences exist from one country to another.

A common vocational training policy taking this situation into account should base its development on three main elements:

- economic and social solidarity resulting from the existence of an integrated commercial sector and its effects on the employment situation and agreements concerning the free mobility of workers;

- the political interest shown by the Council in certain specific problem groups within vocational training (young people, women, migrants, the handicapped etc.);
- the wealth of human problems resulting from similar developments and leading to spontaneous needs for cooperation on the part of those responsible for training.

These elements are strengthened by a certain number of agents around which a common vocational training policy can be developed. This mainly concerns the European Centre for the Development of Vocational Training in Berlin, but other bodies such as the European Social Fund and initiatives, notably in the field of agriculture, are also involved.

As the economic situation is constantly changing, and national vocational training systems are developing, future initiatives should assume a flexible character, in order that they may be increasingly relevant or adjusted accordingly, but in all ways improved. However, these initiatives should be characterized by a realistic and pragmatic approach. Preliminary considerations should take certain priority objectives into account:

- the development of national vocational training systems in Member States;
- the facilitation of solutions to problems arising from the transition from school to the world of work;
- the promotion of continuing training;
- the promotion of vocational guidance and training for women;
- the promotion of vocational training for migrant workers;
- the improvement of the flow of information concerning vocational qualifications and the promotion of the standardization of levels of training;
- the developments of the provision by the Community of technical aid in the sphere of vocational training to developing countries.

Generally speaking, it would be necessary to revise the whole of the education system in order to assure coherence and continuity between initial training, which prepares for entry into work, and further training designed for workers in employment. It should thus be possible to achieve, without creating difficulties for those concerned and without difficulties on an operational level, the important and necessary liaison between the different stages of every individual's training leading to permanent education and continuing training.

If such an objective, ambitious but extremely important, is achieved, a common vocational training policy will not have been a mere rhetorical exercise, but will have contributed in a decisive manner to the development of man and thus to society as a whole.

European Centre for the Development of Vocational Training

C. Jørgensen, Director of the Centre

The European Centre for the Development of Vocational Training was established under Council Regulation (EEC) 337/75 of 10 February 1975 (reproduced in Vocational Training Information Bulletin No 1, 1975). Under this Regulation, the Centre is an independent institution. It does not therefore come under the Commission's service departments, but is required to cooperate with them to the fullest extent.

The Centre is controlled by a Management Board of 30 members, consisting of nine representatives of the governments of the Member States, nine representatives of employers' organizations, nine representatives of employees' organizations and three members of the Commission. One representative each of the employers' and employees' European organizations, i.e. UNICE (Union of European Community Industries) and CES (European Trade Union Confederation), also participate in the Board's work.

The Chairman of the Board is at present Director-General Jean Degimbe of Directorate-General V (Social Affairs). In addition to the Chairman, the Centre's Executive Committee consists at present of Mrs Maria Weber, DGB, Düsseldorf; Mr John A. Agnew, AnCO, Dublin; and Mr Yves Corpet, Conseil National du Patronat Français, Paris.

In December 1976, the Centre moved into the offices placed at its disposal by the Berlin Senate.

The Centre's Annual Report for 1976, together with the annual accounts for 1976, a list of members of the Board and a list of the Centre's staff are available on request from the Centre.

During its first year, 1976, the Centre's work was very largely influenced by four tasks.

Visits to Member States

It was first necessary for the Centre's management to secure an up-to-date impression of vocational training schemes in the nine Member States, so that this know-

ledge could be used to prepare the necessary recommendations to the Board concerning the principal role and specific tasks of the Centre.

Between April and July 1976, the Centre's management visited all nine Member States, and discussed with government and employers' and employees' organizations the current position regarding vocational training schemes. These discussions concentrated on general problems of vocational training, and on requirements in relation to this training.

Many visits were also made to the Commission services, DG V (Social Affairs, including vocational training) and DG XII (Education) for briefing on basic attitudes and specific project work.

National and international institutions

Another challenge was to make contact as quickly as possible with the most influential national and international institutions involved in vocational training. It was important to get a broad idea of the assignments being undertaken by these institutions, on the one hand to avoid duplication of work and on the other hand to assess the potential for coordination and further development. Many institutions and organizations were visited, and further visits will be made in 1977.

Setting-up the Centre

The third challenge was the setting-up of the Centre, i.e. the arrangement of office facilities, the employment of staff and the establishment of the internal organization.

After some difficult months in temporary premises, the Centre moved into Bundesallee 22 in December 1976. The extensive conversion work, including the fitting-out of a conference hall with simultaneous interpreting facilities for up to 60 participants, was completed in February 1977.

The recruitment of staff was almost completed by the end of the year. In 1977 the Centre will have a total of 11 specialists at its disposal. We have tried to meet many differing criteria when employing specialists, although the most important criterion was professional qualification within vocational training. The specialists' professional qualifications come from three different areas:

- vocational training policy and planning, for example experience in labour market organizations;
- knowledge of vocational training from previous employment in academic institutions; and finally,

— educational work with practical experience as instructor or trainer in vocational training.

The internal organization has been so designed that for each work project a working group has been formed consisting of several specialists, one of whom is responsible to the management for the development of the project. The intention is that each specialist should be responsible for a project or for a certain part of a large project, but that he or she should at the same time participate in one or more of the other projects groups.

Specific work projects

The fourth task was the initiation of specific work projects.

One project was to organize conference on youth unemployment in relation to vocational training. This meeting took place in December 1976 with the objectives of identifying measures carried out in the Member States, providing information on the work of the various sections of the Commission and of the various national institutions, and, against this background, of indicating specific actions that the Centre might take in this context. A vital problem from a vocational training aspect is of course to establish appropriate routes by which young people can move from general compulsory education on to the labour market — routes that guarantee to all young people, whatever their qualifications, training that provides a vocational background for permanent employment, while at the same time making individual development possible.

Another and very specific task was to take the necessary steps to enable the Centre to take over publication of the Vocational Training Information Bulletin. The Bulletin, which was previously published by the Commission, is now published by the Centre as from this issue.

Work programme, 1977

In looking more closely at the 1977 work programme, it should be noted that the Centre's work will be concerned with two main fields: first, information and documentation; secondly, investigations and studies by the Centre itself, or, in cooperation with other institutions.

Information

In the information field, a three-day conference was held in Berlin from 27 to 29 April 1977. With a view to establishing an information and documentation system for vocational training, the conference discussed the need for information within the Community in the light of the resources that may be available to the Centre to meet

these needs. Against this background, great attention was given to the potential for cooperation with existing documentation centres in Europe. The conference also discussed the special and new role that the Information Bulletin will be able to play as part of the Centre's future information system.

Among the specific information tasks, publication of a report covering the December conference on youth unemployment is in hand.

Special studies

With regard to the Centre's second main field - studies and other projects relating to special problem areas — it has been decided that the youth employment problem should have first priority in 1977; that is to say, a particularly large part of our resources will be used for follow-up and further development of the work commenced at the December 1976 conference. Three main lines can be indicated:

- documentation and analysis of measures to combat youth unemployment;
- comparative studies of established routes for young people to move from compulsory education into employment, with particular reference to youth unemployment; and
- studies on motivation in relation to vocational training among specific groups of young people.

Another main field of work for the Centre in 1977 will be to highlight the special needs, including modified vocational qualifications and increased potential for horizontal and vertical mobility, stemming from technical developments both in large-scale and in small-scale industry.

Preparatory discussions in relation to this work have taken place with European employers' and employees' associations. By collaborating with training instructors, workers and executives from private and public enterprise, we shall try as specifically and as practically as possible to identify the modified training needs resulting from technological development.

It is intended to carry out special studies into the vocational training problems of women and migrant workers. Preparatory work has been initiated, including discussions on coordination and cooperation with many national and international organizations.

In both fields, the Centre is trying to organize conferences in the autumn. We shall try to take into account the close links that naturally exist between the problems of youth unemployment and the special educational problems of young girls and second generation migrant workers.

One very specific task of the Centre is to try to make use of the large amount of work that has already been carried out by very many institutions to establish a mutually acceptable terminology in the field of vocational training. The first practical results will be available before the end of the year.

Another particular point from the 1977 work programme should be mentioned, namely continuing education and training. Work has also started on this project.

Conclusion

According to the manner in which vocational training systems are designed and carried out, vocational training

can support future economic and social development in the individual Member States and within the Community as a whole.

The task of the Centre is to assist the population of the European Communities to acquire at an increasing rate those qualifications which meet the economic and social demands of the future, not by political decisions but by the exchange of information and by practical investigations and studies.

The Centre has taken and will continue to take such initiative as is necessary to ensure that the many resources available within the Community in the fields of exchange of information and research work on vocational training are included in its work to the advantage of all.

Information

In this issue two papers presented on behalf of the Berlin Centre at the meeting on Youth Unemployment and Vocational Training held at Zandvoort are reproduced. In issue 2/77 further material on the Zandvoort meeting will be given, including a European trade union and an employers' organization viewpoint. The results of the working group meetings will also be given.

Zandvoort seminar on youth unemployment and vocational training

The discussion on the relationship between unemployment and training continues on an almost non-stop basis throughout the industrialized Western world. Rising unemployment figures have resulted in the introduction of

large-scale measures to increase training facilities and to establish job creation and work experience programmes in the Member States of the European Community; details of some of these measures have appeared in previous issues of the Bulletin. The feeling exists, however, that these measures are only a short-term response to a number of complex factors not yet fully understood, and that more in-depth study is required in order to establish what measures will produce a lasting improvement in the Member States.

Particular concern is being expressed for young people leaving school who have no alternative but to join the already large number of unemployed,¹ while the question of the suitability of present compulsory education programmes in preparing young people for the prevailing work situation also demands attention.

¹ See Table No 1 showing the proportion of young people unemployed 1967-1976.

The relationship between school and employment was the subject of a three-day consultative meeting at Zandvoort in December 1976, organized by the European Centre for the Development of Vocational Training, at which representatives from the Member States of the Community were invited to discuss the subject of youth unemployment and vocational training, with particular reference to the role that the Centre might play in this context.

Questions about unemployment levels usually lead to discussion on structural or cyclical causes, but the delegates at Zandvoort, whilst acknowledging the interlocking nature of these problems, concentrated on the vocational preparation aspects and on training measures being taken by Member States to combat youth unemployment.

The number of young people unemployed in the Community had risen to 1 500 000 by the spring of 1976, and although Governments are increasing the number of training and further education opportunities, no-one can guarantee jobs at the end of various courses. This type of experience at the end of a course, allied to perhaps a poor final performance in full-time school, can have a lasting negative influence on young people in respect of their attitudes to study, training and employment; the potential economic and social implications of such a situation cannot be ignored.

The question of motivation was raised by several delegates in connection with poor performance at school and an

TABLE No 1:
Proportion of young people among the unemployed 1967 - 1976

Member State	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976
Belgium	16.3	15.5	15.4	11.9	14.0	17.2	17.7	20.7	31.5	32.3
Denmark					21.5	24.6	26.7	22.6		
FR of Germany	12.8	11.8	14.4	18.7	19.8	19.8	23.3	28.4	28.6	
France	19.4	20.5	16.3	23.1	25.0	25.6	28.8	32.6	37.4	37.6
Italy	22.8	24.6	26.8	26.5	26.4	27.3	30.1	32.6	34.1	
Netherlands	—	22.8	26.2	37.7	26.8	31.7	28.7	30.8	36.0	36.3
Great Britain	25.9	23.8	25.5	27.3	31.1	31.7	27.5	30.4	41.9	43.9
Weighted average	21.3	22.2	24.0	25.5	27.0	27.7	28.1	30.7	35.3	

Source: Commission of the European Communities SEC (76) 4184.

apparent indifference to vocational training or continuing education opportunities on the part of some young people.

Some introductory papers, which are representative of the general questions raised, the specific actions recommended, and the decisions already taken at Community level are quoted in this article to promote a wider discussion on the issues involved.

After the opening address by Mr C. Jørgensen, Director of the Centre, and the introductory remarks of Dr M. Alberigo, Deputy-Director of the Centre, Mr R. Clemmett, Deputy-Director of the Centre, took the chair.

In his paper he said that the most difficult aspects of the youth unemployment problem were related to technological developments, coupled with increasing economic competition throughout the world. Technical change had led to the possibility — inflation and competition to the necessity — of reducing unit costs.

It was no longer satisfactory, he said, to prepare for an upturn in the economy by providing people with the skills needed to meet the increased demand for labour when more favourable economic conditions existed; increasing attention must be given to the significant changes in job structure throughout industry, commerce and all the administrative services. Parallel with the changes taking place in the industrial and commercial world we are also experiencing a social revolution which is changing values and attitudes. Change can no longer be confined to industrial and commercial requirements but must be extended to include the needs of the individual. Industry has been obliged to recognize this development in its efforts to overcome loss of production and effectiveness caused by industrial unrest and more interest is being shown in the application of behavioural sciences in the work situation.

It has also been recognized that more reason must be exercised both in the present practices and in any further development of automation; this was manifested at the Community level in the seminar which was held in Brussels two years ago on 'The Humanization of Work'.

'Within the wider implications affecting the development of vocational training the Management Board of the Centre has stated that the problem of youth unemployment and the associated problem of transition from school to work must be given top priority. It has stressed both the urgency of the situation and the need to avoid duplication of efforts in the vocational training field.'

The Speaker said that the objective of the conference at Zandvoort was 'to note problems experienced, and developments being pursued, at the Community and national levels to improve vocational training in respect of youth unemployment so that priority options can be considered for work to be done by the Centre and practical improvements achieved.

The first task is to come to terms with the different views which abound and to be more specific in identifying training needs.'

Turning to the aspects involved in the realization of this objective he said that an indication of the confusion which could be experienced in dealing with the subject in a general way was to be found in the three aspects mentioned in the subject of the conference, i.e. vocational training, youth unemployment and transition from school to work. 'It has been stated that these are three ways of seeing the same problem but, on the other hand, it has been equally stressed that they are different and should be given individual consideration.'

With regard to vocational training priority attention must be given to the comments which had been made on vocational training related to the demands of the labour market and the labour force available. 'Posing this question immediately points to the basic requirement of manpower planning. In the absence of effective manpower planning, either at the national or European levels, it is difficult to define the job structure which is likely to exist in the next few years in the light of technological development.

There has been a tendency for the labour force engaged in production to decrease and a parallel increase has taken place in the field of public undertakings. This trend has reached the

point in some Member States where concern is being expressed about sustaining the public services at the existing levels.

The prospects are that industry and commerce will probably continue to complain about people being trained in excess of specific vocations and the consequent waste of resources.

At the same time complaints that employers are not able to fill particular vacancies in a satisfactory manner may continue to be justified due to lack of mobility — horizontal and vertical. No doubt it is the inability to forecast demands that has led to the adoption of a policy of vocational training based on basic skills which can be transferred from one occupation to another. In some quarters this is looked upon as an experiment to meet the lack of identified demands. Attempts have also been made to group vocations in such a way that training can be given to meet a range of occupations within the group.

The young unemployed who have been unable to find jobs over the last two years must be given special consideration and this is particularly true for specific groups where repeated failure to find employment has led from expectation to frustration to despair.

Mistakes which have been made in providing vocational training to meet a higher level of economic activity than that which prevails, or is likely to prevail in the next few years, have caused people to think much more seriously of the harm which is done by raising the level of expectation to the point that disappointment is inevitable. At one end of the labour force available are to be found those young people of above average intelligence and ability who find it extremely difficult to adjust themselves to accepting employment at a lower level than that for which they were trained. But it is even more serious for those who are less privileged in respect of their intellectual capacity or physical dexterity, as they cannot stand up to the challenge made by better trained colleagues in the competition for the jobs which do exist.

The argument is sometimes used that vocational training is a good thing in itself in that it provides people

with the opportunity to improve themselves. On the other hand it is argued that this is wasteful and does more harm than good when hopes are not realized. Should more attention be given to the less privileged who have had no vocational preparation at all and are faced with having to prepare themselves for long-term unemployment? Is it true that too much time and money have been spent on craft apprenticeships in recent years and that further developments should be left to industry? What consideration should be given to the special needs which undoubtedly exist in regard to girls, the handicapped and migrant workers? Can more work be done in respect of the special problems experienced by girls?

The issues involved in respect of youth unemployment go far wider than the industrial consideration and more regard must be given to social and individual developments. Young people today do not seem to give the same priority to material considerations and give more regard to welfare, the better use of leisure, personal fulfilment and a better way of life. What can be done to fit them for the changing world in which they find themselves.

The various studies which have been made on the subject of the unemployed stress the need for improved vocational preparation related to career guidance. More attention is being given to the educational system to provide for greater flexibility, but is this paralleled by developments in the identification of individual skills, aspirations and motivations?

Questions on individual developments lead naturally on to those concerns more directly related to the transition from school to work.

The statements made in respect of the low standards of literacy and numeracy and the growing mis-match between schools and the desired input into industry demand careful study, but there are wider issues involved.

In dealing with the wider issues it is suggested that in the transition from school to work more attention should be given to developing links other than the further educational system. Those who express this viewpoint to the length of time now spent at school and

the sharp differences which do exist in the later years in attitude in respect of the classroom atmosphere. The proposition made is that vocational training should be more oriented to the actual situation which prevails once young people leave school and that it ought to be possible to establish more attractive bridges between school and work for those who are disenchanted with the educational system.

The suggestion is made to take advantage of the vocational training resources provided by the public enterprises and the larger industries; this is a possibility which was identified in a study recently carried out by the European public enterprises organization — CEEP. It could also go some way to meeting vocational training requirements on behalf of small firms who are unable to provide special training facilities themselves. Consideration along these lines may also give more realism to the realization of what has been described as the need for polyvalent training as the next stage following on the work done in schools. ’

Mr Clemmett repeated that it was not the desire at this stage to initiate further research work, but to note the work already done by the Commission, the Member States and institutions on the subject of youth unemployment and the transition from school to work, with a view to possible further action by the Centre.

In a paper on ‘ The Relationship between Vocational Qualifications and Youth Unemployment ’ Mr B. Sellin, a member of the Centre’s staff, first looked at the socio-economic aspects of youth unemployment before going on to discuss specific measures adopted in the Member States. He said that the rise in the number of unemployed young persons in recent years was a clear indication that the difficulties and problems did not stem exclusively from an economic crisis but were on the contrary largely the result of structural, technological work organization and social changes.

‘ The capital-intensive nature of the individual workplace and the increased complexity of work processes as the result of rationalization measures and demand for increased productivity in both the production and the services sector, are rendering it less and less profitable in the short term for firms

to employ young people or train them on the job. This situation is reflected in a gradual upgrading of skills requirements at all levels of the educational pyramid.

The statistics of all Member States indicate not only that youth unemployment is characterized by a high percentage of unskilled or semi-skilled job seekers. The absence of an adequate vocational qualification is one cause, among others, of unemployment.

In all countries the demand for education and training has been steadily on the increase for decades. This has resulted in stiff competition among the pupils and teachers for study and/or training places. In most countries, however, the number of study places was considerably increased at the cost of the taxpayers whereas no steps were taken to increase the number of training places in spite of rising demand, and indeed in some countries the number was even reduced.

The fact that in some countries up to two-thirds of all unemployed young persons have had no vocational training sharply highlights the crisis-prone situation which we are now facing. Of this group one-third to one-half have no final school certificate. Some firms, and also their instructors, insist that they place no value on such a certificate, maintaining that an apprenticeship can be successfully completed without one, and yet investigations have shown that particularly in the larger firms not only is such a certificate required of an applicant but in some cases even higher qualifications are expected. ’

In singling out those groups who were most affected by the unemployment situation and the shortage of training places the speaker mentioned in particular girls and also children of migrant workers who, because of language difficulties, could not successfully compete for specialized vocational training. Those boys were most affected whose fathers were only unskilled or semi-skilled (up to one-half of all unemployed young people in the Federal Republic of Germany had fathers who were unskilled or semi-skilled and whose jobs were therefore equally constantly threatened) or who had grown up in an underprivileged social environment.

Chances of employment were particularly poor for those young people looking for a training place or for their first job who lived in rural areas of the European Community where there was little industry.

Turning to specific measures taken to combat youth unemployment, he said that the value of these compensatory measures was a matter of dispute. Young people, among others, are highly sceptical, since they realize that such measures can open up prospects for permanent employment only if that basic vocational training, which these measures would provide for is followed by specialized vocational training leading to a final certificate. Since, however, these training places are generally occupied by younger persons who came there directly from school and also since this period of pre-vocational education is not credited to an apprenticeship, those who have been trained under such measures generally lose heart, accept jobs as unskilled or semi-skilled workers, and remain constantly threatened by unemployment.

The provision of basic vocational training without ensuring that specialized vocational training will follow, is therefore judged by many to be a measure simply to 'take them off the streets'. In the medium and long term the problem of youth unemployment cannot be solved by such measures. The quality and quantity of vocational training can be effectively improved only if efforts are directed towards upgrading and expanding the training content of specialized vocational training and providing more training places.

'Consideration should be given to the question as to whether it might not be possible through the combined efforts of employers, employees and the public administration to create, via innovative forms of cooperative responsibility, new vocational training regulations and facilities which, taking account of the research work and practical application carried out in some countries of the Community in connection with the grouping of skills required for special occupations into basic polyvalent education, could effectively channel the transition of pupils from the school to the job.

From the fact that it has not yet been possible to integrate vocational training into the general school system on a

parity basis we can conclude that neither specialized vocational training which is strongly practical and in-firm oriented, nor that which is provided exclusively by the full-time vocational school, suffices to serve as a solution to the problems discussed. New forms of cooperation between the general schools and the school authorities on the one hand and the training firms (representatives of labour and management) on the other hand are no doubt necessary, if we are to tackle effectively the task of redesigned and expanding specialized vocational training.

In those countries with a more school based vocational training system modernization measures are needed which would align training more closely to prevailing and anticipated labour market conditions and to changes in job qualification requirements and workplace structure. For example,

- measures serving to interlink school instruction more closely with production and working conditions in the training firm; and
- measures designed to integrate productive work into the curricula of the vocational schools.

In those countries with a more industry-based vocational training system there is an unequal distribution of training places according to regions, economic branches and/or occupation groups causing an imbalance between supply and demand. He said that comprehensive educational measures such as those designed to improve the quality of in-firm training of apprentices and increase the supply of training places, were required to correct this imbalance.

The prevailing uncertainty as to what the optimum skills levels and training content should be cannot be accepted as a reason for not providing sufficient vocational training places for the on-coming youth. Nor can it be used as an argument against a comprehensive occupational qualification strategy under which training would have high job mobility value. Uncertainties which stem from three causes, namely:

- the current employment situation, characterized by a fluctuating process of eliminating and creating jobs,
- the non-researched relationship between investment and employment, and

- the not yet clearly defined relationship between work-place and qualification structure;

must not lead to a situation in which each year more and more young people are unable to find either a specialized vocational training place or a first job. Legal and other imbalances still prevalent today in the spheres of:

- compulsory schooling and continuing education;
- job openings and opportunities for advancement;
- working conditions and income, and
- social security of job holders;

cannot of course be corrected simply by improving the situation in the field of vocational training.'

However, Mr Sellin ended by saying that one of the prime prerequisites for corrective measures was the upgraded qualification of the workers. All participating parties interested in arriving at full employment in the medium and long term should consequently make efforts in this direction.

Following the report of the Commission of the European Communities on the employment of young people and having as a background the work of the Commission's Standing Committee on Employment Mr E.G. Wedell, representing the Commission, was able to expand on what had already been said.

The report on the employment of young people had been updated over the last two years and it was evident that since 1970, with a brief interlude in some countries in 1973, youth unemployment had continually been on the increase.

From this it could be concluded that we were no longer faced only with a cyclical problem but also with a structural and demographic one. This applied to all Member States, thus placing the significance of the problem on a Community level. Solutions had therefore also to be sought at this level.

Despite the economic recovery over the past twelve months unemployment had not decreased. This was reflected in the high proportion of young people among the unemployed, which varied from 28 % in the Federal Republic of Germany to 44 % in the United Kingdom.

Similarly there had been an increase in the proportion of young people who were unemployed for more than six months.

The demographic trend pointed to a further increase in the number of young people of working age by 1980, a fact which would aggravate the situation.

Measures to combat youth unemployment which had been introduced by individual Member States includes the following:

- measures to improve vocational guidance, particularly with regard to integrating vocational guidance in the education system and combining it with educational guidance;
- measures to improve vocational training, here attention was being paid to the vocational preparation of those young people who had received little or no vocational training, and the European Social Fund was contributing to the promotion of such measures;
- measures towards the intensification of the activity of placement services of employment offices;
- special incentives for employers to take on or train more young people;
- measures towards the sharing of work, involving the lowering of the retirement age, longer training periods and shorter working hours;
- measures towards the improvement of unemployment benefits, especially for those young people who could not qualify for benefits through not having held a job;
- finally, measures towards job creation in the form of public contracts.

The Commission's diagnosis of the situation corresponded to what Mr Sellin had said. Youth unemployment was the result of a general lack of employment opportunities.

However, a discrepancy was clearly visible — a discrepancy between the level of vocational qualifications obtained and the type of jobs available.

The present difficulties had been at least partly caused by higher vocational expectations produced by an improvement in the education system on the one hand and by the failure of the employment system to meet these higher expectations on the other.

He stressed that today we were in a different situation from that of the reconstruction period of 1945 - 1970:

- we were at the end of the post-war expansion period;
- between now and 1985 we would have to deal with the high birth-rate of this expansion period;
- there had been an increase in labour costs on the one hand and in continued rationalization and automation on the other; manpower had become more expensive, capital investment less expensive.

Mr Wedell concluded by saying that resultant strategies should meet the needs of people, not those of systems. One of these needs was the right to work; the right to work meant the right to train in order to be able to carry out effectively the necessary work.

In connection with the subject of the transition from school to work, mention must be made of the Resolution of the Council of Ministers of 13 December 1976. This Resolution lists a number of preparatory studies to be undertaken at Community and national levels to improve the preparation of young people for work, and to facilitate their transition from education to working life. Details of the Resolution appear in the Information Section of this Bulletin.

Any measures directed at making improvements in the school to work transition situation, based on the school system, must inevitably be seen as a long-term investment; in the meantime improvements in vocational training systems must be sought to overcome the short to medium-term problems relating to employment opportunities for young people.

Copies of the following papers presented at the Zandvoort meeting are available on request from the Centre in Berlin. The Centre's address is shown on the inside front cover of the Bulletin.

I. List of papers presented at Zandvoort

1. Specifically prepared for the Zandvoort conference

BRAUN/WEIDACHER:

'(Berufs-) Bildungsmaßnahmen gegen Jugendarbeitslosigkeit in der BRD', Deutsches Jugendinstitut, München 1976 (D, E, F)

CLEMMETT, Robert:

'Vocational Training in relation to Youth Unemployment and Problems with Transition from School to Work' CEDEFOP Berlin 1976 (E) — long/short.

DOMS, Philippe H:

'Quelques réflexions sur le chômage des jeunes en Belgique', Ministère de l'Emploi et du Travail de Belgique, Bruxelles 1976

FREDEBEUL, Franz-H:

'Berufsbildung, Jugendarbeitslosigkeit und Probleme des Übergangs von der Schule zur Arbeit', Bonn 1976 (D)

HARDING, Paul:

'Bildungsmaßnahmen gegen Jugendarbeitslosigkeit in den Niederlanden', PDI, Amsterdam 1976 (NL, D, F)

PALOMBA, Paolo:

Nota Introduttiva alla Relazione sugli Aspetti Quali-Quantitativi della Disoccupazione Giovanile e sulle Politiche Formative in Italia: Il processo di Transizione Scuola, Lavoro', ISFOL, Roma (I, F, E, D)

PALOMBA, Paolo:

'Relazione sugli Aspetti Quali-Quantitativi della Disoccupazione Giovanile e sulle Politiche Formative in Italia il Processo di Transizione Scuola-Lavoro', ISFOL, Roma 1976 (I, E, F, D)

RUSSELL, T.J.:

'Vocational Preparation and the Young Unemployed', Coombe Lodge Further Education Staff College, Bristol 1976 (E) — long/short

SELLIN, Burkart:

'Zum Zusammenhang zwischen Beruflicher Qualifikation und Jugendarbeitslosigkeit', CEDEFOP, Berlin 1976 (D + E, F) — long/short

2. Papers tabled for information

BRINKMANN, Ch. u. Karen SCHOBERT-GOTTWALD:

'Zur beruflichen Wiedereingliederung von Arbeitslosen während der Rezession 1974/75', Auszug aus 'Mitteilungen aus der Arbeitsmarkt- und Berufsforschung', 9/9/1976-2 (D, E)

UNIVERSITÉ PARIS IX DAUPHINE,
CENTRE TRAVAIL ET SOCIÉTÉ:

'L'insertion des Jeunes Diplômés de l'Enseignement Supérieur dans la vie active' (Introduction), Étude réalisée en Octobre 1975 (F, E, D)

3. EEC Documents

EUROPEAN COMMUNITIES:

The Council: Cooperation in the Field of Education, Reports by Member States on 'Preparation for Working Life and for Transition from Education to Work', SEC (76) 4080 (E, F)

EUROPEAN COMMUNITIES:

The Council: Resolution of the Council and of the Ministers of Education meeting within the Council of 13 December 1976 concerning measures to be taken to improve the preparation of young people for work and to facilitate their transition from education to working life, Brussels

EUROPEAN COMMUNITIES:

The Council: Report of the Education Committee to the Council and the Ministers of Education meeting within the Council on the 'preparation of young people for working life and for transition from education to work', Brussels, 25 November 1976, R/2807/76 (EN 65)

COMMISSION OF THE EUROPEAN COMMUNITIES, DIRECTORATE-GENERAL FOR SOCIAL AFFAIRS:

Measures taken by the Member States to promote the employment of young people, Brussels, 12 November 1976, Doc. V/1295/76 - E.

COMMISSION OF THE EUROPEAN COMMUNITIES, DIRECTORATE-GENERAL FOR SOCIAL AFFAIRS:

Employment of Young people, Brussels, 15 November 1976, Doc. V/1228/76 - E.

COMMISSION OF THE EUROPEAN COMMUNITIES:

Draft Commission Recommendation on vocational preparation for young people who are unemployed or are threatened by unemployment, K 676) 1207/3, Brussels, 9 August 1976.

II. Additional papers available

Der Standpunkt der Arbeitnehmer (BERGANS)

Der Standpunkt der Arbeitgeber (BRUMHARD)

BLACHÈRE, Michel: La situation en France

HØJSTEN, Arne: La situation au Danemark

KEANE, Brian: The Irish situation

Reports from Working Groups (FREDEBEUL, BLACHÈRE, RUSSELL)

Transition from education to working life Council Resolution of 13 December 1976

As a result of an initial report by the Education Committee drawn up in accordance with the mandate of the Resolution of 9 February 1976¹ on the preparation of young people for work and for their transition from education to working life, the Council and Ministers for Education meeting within the Council adopted a Resolution, dated 13 December 1976² on this subject.

The Resolution provides for actions at both Member State and Community level during the period up to 1980. Action at Community level will complement national initiatives and will include pilot projects, study-visits, a programme of workshops, studies and the improvement of information and statistics on trends and developments relating to preparation for working life. The most important of these will be the establishment of pilot projects to assist in the evaluation and development of national policies in respect of the following priority themes:

- the educational and training requirements of those leaving the education system who find problems in securing employment in which they can find satisfaction and opportunities for personal development;
- the problems of poor motivation among young people towards education and work;
- the development of specific actions to:
 - ensure equal educational opportunities for girls,
 - assist young migrants,
 - promote adequate measures for target groups with special problems such as the young physically and mentally handicapped;

- the development of a continuing process of guidance and counselling;
- the improvement of vocational preparation in the final years of compulsory schooling and in the post-compulsory period, particularly by the promotion of cooperation between the education and employment sectors;
- the promotion of measures to improve the initial and in-service training of teachers so that they may more effectively prepare young people for working life.

Study visits will be organized for specialists in the fields of vocational education and guidance together with workshops for teachers and trainers of teachers concerning the transition from education to working life.

Regular information on trends and developments relating to vocational guidance and preparation for working life will be provided for the benefit of local and regional policy makers and for staff of teacher training establishments. In this connection the Statistical Office of the Communities will prepare guidelines for the comparison of statistical information regarding the transition from school to working life, taking account of specific national needs, so as to facilitate the work of policy makers in the education, employment and other sectors concerned.

Member States, in developing their national policies, will take account of the conclusions and proposals for action contained in the Education Committee's report.

This report was commissioned by the Resolution of 9 February 1976, by virtue of which the Education Committee consisting of representatives of the nine Member States and the Commission, was established on a permanent basis. The report's conclusions were drawn from an analysis prepared by experts of the situation in the Member States, and a report by each Member State submitted to the Commission. They took into consideration existing Community action on vocational training and youth unemployment as well as action taken by other organizations such as OECD, ILO and UNESCO.

The report is not hinged exclusively on the current problem of youth unemployment as this is conditioned essentially by

¹ See OJ, C 38 of 19.2.1976.

² See OJ, C 308 of 30.12.1976.

economic considerations. However, the dramatic rise in the number of unemployed young people in recent years and the intensive search for strategies of public policy to alleviate their situation have served to highlight longstanding questions about the objectives of education, and in particular how to prepare young people for working life.

Among the conclusions drawn by the report the following points should be mentioned:

- while there is evident need highlighted by the economic recession and higher youth unemployment to strengthen relationships between education and employment, economic constraints have affected the extent to which additional resources can be allocated to this aspect of transition from education to work;
- planning and provision of integrated programmes of education and vocational training require systematic collaboration and coordination at local, regional, national and Community level — at the moment responsibility for vocational training is divided in most countries between various sectors;
- job creation in those areas of the Community with weak economic and social structures requires a systematic and intensive programme of support in education and training, if adaptability of individuals is to be developed. In areas dependent primarily on one economic activity education and training needs to be flexibly developed to take account of the economic plans and changing manpower requirements in those areas;
- the availability of regular, up-to-date information on education, training, social and employment factors on an integrated and comprehensive basis should be improved both within and between Member States. More detailed information on the problems of particularly vulnerable groups such as the young, migrants and the physically and mentally handicapped also appears necessary;
- the provision of educational and vocational guidance is a necessary requirement for all young persons aged 13 and above. Guidance on future career development should be seen in the wider context of counselling individuals at different

stages of their career on their educational and vocational choices. For such guidance to be effective specialist personnel should be available either within education and training institutions or in an area or region where they would work for a number of units on a cooperative basis. Furthermore, parents should be persuaded and helped to make use of the guidance services;

- education for living and education as a preparation for work are parallel and complementary aims for educational institutions, but there is evidently a growing concern and necessity to give greater emphasis to certain qualities which prepare the individual for the world of work, including a capacity to communicate effectively in oral, written, numerate and social terms, the ability to exercise initiative and take responsibility, an understanding of the diversity of the world of work, a comprehension of the human and physical environment in which the individual lives and an understanding of the decision-making processes affecting the young person's working conditions and work environment;
- to further the understanding of young persons and of their parents and to play a sympathetic role in the guidance process teachers themselves need to have some understanding of the diversity and realities of the world of work, and preferably some direct experience outside teaching.

Sources:

- 'From Education to Working Life' - Supplement 12/76 to the Bulletin of the European Communities containing
 - (a) the Resolution of 13 December 1976
 - (b) the Report by the Education Committee and
 - (c) Background analysis by experts.
 Reports by the Member States SEC (76) 4080

*Education developments in the Netherlands*¹

1 November 1976 saw the closing date for comments on the discussion memorandum 'Contouren van een toekomstig onderwijsbestel' (Contours of a future education system) which was published

by the Minister van Onderwijs en Wetenschappen (Minister of Education and Science) on 18 June 1975. The 'Contourennota', as it has become known, advocates a complete restructuring of the school system to afford a greater equality of chances for all, and, by allowing the individual to develop his full potential, to prepare him for his place in society. The main points of the restructuring process include:

- the combination of infant and junior schools to form a single primary school for the age group 4 - 12;
- the formation of a 'middle school' for the 12 - 16 age group;
- the formation of an upper school, with three departments (academic, higher vocational and lower vocational) for the 16 - 18 age group;
- the raising of the school leaving age to 18;
- the creation of an open school.

In the field of higher education it is hoped, in the long term, to dispense with the segregation between university education and higher vocational training and to create a single system differentiated only according to the type of course offered.

Over 300 comments have been received by the Ministry and these will be studied and taken into consideration in the compilation of a further revised memorandum. Most of the comments have expressed difficulty in making practical and useful criticisms of the memorandum due to its embryonic nature and the almost total lack of costing. On this last point the Minister has promised a separate section on finance in the revised memorandum.

Some organizations lament the lack of alternative solutions and even question the validity of the basis on which the 'Contourennota' is built. The difficulty of making a judgment on the 'Contourennota' is increased because of the discrepancy in the progress of its differing sections, some already having reached the stage of becoming a draft law, some being in an experimental stage and some being just long-term ideas for the future.

¹ This article was written prior to the publication of the revised memorandum following the 'Contourennota'.

The proposals for a comprehensive middle school have aroused much controversy. The idea of the Dutch middle school is to extend the term of basic education after primary education and to postpone the necessity of a choice of direction until the age of 16. This is to be complemented by guidance for the pupils on their later choice of study or profession and the provisional assessment, subject to modification, of the pupils' abilities in this regard. There will be a broadening of subject matter and the provision of teaching and learning situations affording, it is hoped, optimal opportunities for individual development and for arousing social awareness. All pupils will remain in non-preselected groups, regardless of their abilities and social background—these are called 'heterogeneous' groups. Pupils will then be able to enter different groups for various subjects according to their ability and interests—these are 'homogeneous' groups. Here a certain degree of selection will be maintained as entry to the latter groups will not be automatic but will also depend on capability.

At the end of a pupil's stay at a middle school he or she will receive a development report reflecting his or her level of achievement, proficiency, talents and interests, and containing advice on further study or career.

A number of organizations have agreed with the concept of an across-the-board middle school, including, the Federatie Nederlandse Vakbeweging—FNV (Dutch Federation of Trade Unions) and the Christelijk Nationaal Vakverbond—CNV (National Christian Federation of Trade Unions). They, like many others, for example the Nederlandse Federatie van Onderwijsorganisaties—NFO (Dutch Federation of Teaching Organizations) and the Onderwijsraad—OR (Education Council), want to see an expansion of the experiments carried out; suggestions include experiments for a three-year middle school, or with different age groups, e.g. 11 - 15 year olds. Doubt has also been expressed as to whether it would be possible to have and keep a non-selective middle school, particularly in view of the selective nature of the upper school. This last point would also make it very difficult to postpone a choice of direction until 16. According to the Onderwijsraad it is not clear how children of differing abilities are to be taken up in one

school and it foresees an ensuing waste of talent. The Nederlandse Genootschap van Leraren—NGL (Dutch Association of Teachers) can see the ideal of internal differentiation (i.e. homogeneous and heterogeneous groups) easily becoming selection procedures and that they will soon be confronted with the necessity of adopting a system of streaming and selecting. The Organization for Economic Cooperation and Development—OECD report stresses the importance of curriculum development for the success of a comprehensive school of this type. On the point of curricula the church-run schools, who now have a degree of freedom in their choice of curricula, fear the imposition of a national common curriculum.

The upper school has received a large proportion of the criticism. The OR regards it as perhaps the weakest link in the 'Contourennota' and is not convinced that the upper school together with the middle school will not lead to a lowering of standards. It is generally pointed out (by the OECD among others) that the break between the general education of the middle school and the specifically oriented education of the upper school is too sharp and that there will be difficulty in matching the one type to the other. The schoollekanen (teacher-counsellors) feel that the sudden choice of direction comes at psychologically the wrong age. There is general feeling that the upper school may be too selective and the OECD report points out the need to avoid dominance by the academic stream and stresses that a genuine choice must be ensured. The universities, themselves threatened by shorter courses, feel that two years' specialization will be too little preparation for university entrance. The vocational training section of the upper school contains the idea of 'participation education', whereby the general education now offered in the 'vormingsinstituten' (social education centres) is to be merged with the vocational training given in day-release centres. This new type of education will then be coupled with practical training in a work environment, i.e. the pupil participating in a work situation. On this point the Vereniging voor Rooms-Katholieke Mavo (Association for Roman Catholic lower secondary education) wonders if industry will be able to cope with the thousands needing places in industry, commerce, etc. for their practical training. The NFO has doubts about participation

education and feels experiments with alternative suggestions for this group should be carried out.

The open school as a means of affording either a second chance for those who left the system early or as an alternative form of education (second road) has generally been lauded. The OR stresses the importance of taking account of other organizations for adult education, full-time day education, recurrent education and study leave.

One of the most controversial points in the memorandum is the raising of the school-leaving age to 18. General opinion is against making the upper school years compulsory. Employers feel it is too high and too arbitrary and the OECD report questions the necessity and desirability of it if an adequate system of recurrent education is in operation. The OR expresses preference for compulsory schooling until the age of 16 and a right to education together with the possibility of study leave thereafter. The FNV on the other hand, feels that the right to education does not ensure equality of chances and that it is therefore necessary to make it compulsory.

In general the NFO thinks that a new education system should not be built under pressure from the labour market, but according to educational considerations. The CNV, on the other hand, feels that the learning of skills, etc. should not be sacrificed for general personal development.

As mentioned previously the different sections of the 'Contourennota' are at different stages and in fact the NFO requests that the following memorandum differentiates between final and intermediary aims.

The concept of a single all-through primary school has reached the stage of becoming a draft law (published 4 June 1976—see Issue 4/76). Experiments are being carried out under the auspices of an innovatory commission and these will be expanded in 1977 by some two or three hundred schools (at present 30 schools are taking part). The Minister hopes that the new 'basisonderwijs' will be a reality by 1983. The draft law was due to be presented to parliament at the beginning of this year.

Experiments relating to the middle school began in 1975 under the aegis of the innovatory committee for middle schools. In August 1976 there were 49 schools involved in the experiments and two research projects underway. Of these 49 schools, seven had begun integral experiments and eight were preparing for them. The remaining schools are known as 'resonansscholen' and help to gauge the effect of the integral experiments. These schools provide a point of contact and comparison with the experimental schools and enable an exchange of knowledge and experience between the two systems. It is estimated that it will be some ten years before the middle school becomes a reality.

Pilot projects are also well under way on one aspect of the open school, namely providing education for disadvantaged groups up to a lower secondary school certificate level (see Issue 3/76). An educational unit system is planned whereby a choice of a number of short courses will be offered, built up of educational units (onderwijsleereenheden). These units will be built up to form the required level (in this case for the 'mavo' certificate). Emphasis is laid on group work, which will be used in conjunction with correspondence work and radio and television.

Progress reports and outlines for the future on the various issues in the experimental stage are issued periodically by the Ministry.

Sources:

Commentaar op de Contourennota — Federatie Nederlandse Vakbeweging. Amsterdam: September 1976.

Reviews of National Policies for Education — Netherlands — OECD. Paris: 1976.

Beleid Beschouwd, No 3324. Den Haag: 7 December 1976.

O en W Mededelingen, No 1CM 5. Den Haag: November 1976.

O en W Bulletin No 176 - 190. Den Haag: November 1976.

Studium Generale-uitgave L01. Leiden: 18 October 1976.

Knipselkrant, Nos 39, 42 and 43, Den Haag.

German trade union education conference

'The education system and the employment system' was the central theme of the two-day conference held in November 1976 by the Deutscher Gewerkschaftsbund — DGB (German Trade Union Federation). Opening the debate, the Bundesminister für Bildung und Wissenschaft (Federal Minister for Education and Science) stressed the complexity of the relationship between the education and employment systems. It was not, however, he said, the role of education policy to redress imbalances on the labour market. The education system was responsible primarily to the individual and to society. The Minister emphasized the value of a good initial training and the need to provide education on an adequately broad basis if innovation were to take place throughout industrial society. He called for a reevaluation of vocational training so that general education and vocational qualifications were accorded equal recognition and for a reform of higher education courses to give graduates easier access to the labour market. The Bundesminister expressed his confidence in the provisions of the recently passed Ausbildungsplatzförderungsgesetz (law on the promotion of the provision of training places), particularly in the financial measures it proposed.

In a speech entitled 'Education for employees in a democratic society', Mrs Maria Weber, Deputy Chairman of the DGB, stressed the decisive importance of educational questions both for employees and for the development of a democratic society as a whole, where employees must participate in political life and in shaping the future. The view of the DGB was that education for workers necessitated bringing about improvements in several aspects of the education system, for instance:

- by reducing the educational disadvantages of workers and their children;
- by allowing open access to all educational institutions;
- by creating equality of opportunity;
- by allowing mobility between courses;
- by providing adequate maintenance grants to those attending school

or university, and for workers participating in further and continuing vocational training.

The DGB was opposed to any attempts to cut back on education in view of the current situation on the labour market. Expenditure on education, Mrs Weber said, was an investment vital to the security of society and the economy both today and in the future. Mrs Weber stressed the importance of not merely making education plans but also carrying them out with respect to the priorities set.

Source:

DGB, Düsseldorf: 2 to 4 November 1976.

Programmed instruction in France

(See article by C.R. Hansen, No 4-1976)

Numerous experiments relating to programmed instruction have been carried out in France and clearly these cannot all be mentioned. It is therefore preferable to describe in more detail those which have been carried out by the Association Nationale pour la formation professionnelle des Adultes — National Association for Adult Vocational Training (AFPA).

The first experiment was carried out early in 1970 in two adult vocational training centres. The aim was to introduce teaching machines and to evaluate how helpful they would be to young people and adults undertaking pre-vocational training courses. Two teaching techniques were adopted for the experiment, but there was a considerable difference in the type of materials used.

The first technique incorporated a MITS machine—Monitrice d'instruction technique et scientifique individuelle (individual technical and scientific instruction monitor). The second technique, known as AAAS (AAAS = Active, Audio-Visual, Analogical, Synchronic), consisted in the use of a cassette tape recorder and was developed entirely by the training department of the AFPA.

I. MITSU

MITSU is an electronic audio-visual teaching machine which presents information and questions on a screen with a simultaneous soundtrack accompaniment. The machine can analyse answers given by the trainee on his own keyboard and is able to compute diverse programmes which include many complex aspects. Two calculators, which measure the time taken and the score reached, analyse the answers given and provide notes at the end of the programme on the work of the trainee.

II. The AAAS System

This teaching technique is particularly well suited to the specific problems of adult vocational training, especially to the task of dispensing a certain level of knowledge in a very short period of time.

However, it can be used for retraining, updating training for teachers and training in widely varying fields such as mathematics, French, foreign languages, technical drawing, shorthand/typing, accounting, job analysis, manufacturing methods, intellectual development, etc. Programmes are already available for some of these subjects.

The AAAS system is characterized by:

- individualized training, which involves taking account of the educational level of each trainee and which requires an initial monitoring of knowledge. In addition, as the programme includes a variety of modules, it is possible to put these into order to assure a step by step training programme;
- rationalized training which requires a monitoring of progress (for the main part by the pupil himself, but periodically by the monitor), as well as a final check on results or a final evaluation;
- flexible organization and methods; a cassette recorder, earphones and the necessary equipment for the programme (cassettes and booklets) are sufficient.

To give an example, the total programme for geometric calculation consists of:

- 25 pre-recorded cassettes;
- 25 instruction booklets, together with exercises on the application of self-monitoring;
- 6 monitor cards;
- 3 booklets on the evaluation of knowledge acquired.

The characteristics of this system necessitate sustained attention and concentration on the part of the trainee, as he has only his earphones to rely on.

The flow of work is controlled, since it is issued on tape. Each recorded unit is of 20 to 30 minutes duration and is followed by 30 to 40 minutes of exercises. Recorded lessons can be stored in a sound library where the pupil can take a lesson when he wishes. The speed at which courses progress thus vary according to the individual.

Programmes already in existence and those which are anticipated for the future are:

- algebra;
- instruction in the use of a slide rule;
- instruction in the highway code (heavy transport and public transport);
- foundation course in physics;
- development in the use of French and writing style.

The progressive integration of such methods in adult vocational training centres is assured by a national programme which was established in accordance with the structure of these centres and their basic equipment.

It is possible for regional authorities and regional teaching and technical centres to promote the programmes available within the framework of their work on continuing training. However, in order to ensure a proper usage of the system, these methods should only be used when instructors have undergone a short preliminary training course on the application and use of the materials.

Short News

Europe

The Council of the European Communities has agreed a *four-year technological education programme* to complement the research programme of Euratom and of the EEC. A maximum of 4.6 million u.a. per year has been allocated to this educational programme. Under the scheme research workers from Member States who are based in universities or industry outside their usual country of residence may qualify for support for nuclear and non-nuclear research. Some of the funds will also be used to support continuing training courses in areas of particular importance to the new common research and development policy of the EEC.

The EEC are to make approximately 120 000 u.a. available to Member States this year for *joint cooperative projects*. 31 projects are planned, involving 75 institutions. The joint projects are a result of the Community's action programme of February 1976 and will cover a wide range of topics, including one-year postgraduate courses in European social security law, interior design and production engineering. Also planned are study visits to other Member States by academics, researchers and administrators. Attention is also being paid to the facilitation of the mobility of students and academic staff between Member States.

Sources:

Council Decision 77/55/EWG, Euratom, Brussels: 13 January 1977.
Times Higher Education Supplement, London: 3 December 1976.

Belgium

The Belgian *credit hours system*, whereby a worker has a right to a certain number of study hours per year without loss of salary, ended 1975 with a surplus of FB 4 450 million. Since then both the employers' and the government's contributions to the fund have ceased, but a reserve of FB 4 000 million still

remains. The government now wants to put 500 million of this towards unemployment benefits.

Higher education has undergone certain changes in recent years. The number of students in higher education, particularly girls, has risen considerably. This is mainly because young people leaving university or college have been unable to find employment and this has led to them undertaking longer or more specialized studies. The prestigious position once held by universities has also declined somewhat in the face of graduate unemployment and more attention is now being paid to other forms of training. It is foreseen, however, that the student population will slowly continue to increase in the next few years.

Sources:

De Standaard, Brussels: 20 October 1976.
Libre Belgique, 8 November 1976.

Denmark

The Undervisningsminister (Minister of Education) is considering a proposal to introduce examinations for those people over 22 years of age who feel they have sufficient knowledge to benefit from higher studies. The proposal has been put forward by a committee set up three years ago to look into ways of widening access to higher education. The committee further proposes that all those who have completed 12 years' basic education, including nine years at a folkeskole (comprehensive school) and three years' higher secondary schooling, should qualify for access to higher studies. Underlying the proposals is the idea that, despite *numerus clausus*, entry should be broadened to provide easier access for those not following successive academic courses at school leading to the traditional 'studentereksamen' (pre-university leaving certificate).

In view of the rapid spread of the use of computers both in administration and production there is a growing need for training in electronic data processing - EDP for employees of every category in companies where a computerized system is in operation or its introduction is planned. Since 1974 the Edb-rådet

(EDP council) in Denmark has been working on the development of a five-module EDP course for adults under the auspices of the Direktoratet for Arbejdsmarkedsuddannelserne (Directorate for Labour Market Education). Four modules (data theory, data processing, programming, analysis) have already been completed and the fifth module, project participation, is in preparation. The length of the modules ranges from 40 to 80 hours. The course aims to demystify the concept of EDP and to define the ways in which employees can influence the preparation and development of computerized systems. In 1977, 100 courses will be run in tekniske skoler (technical schools) and handelskoler (commercial schools) and the Direktoratet for arbejdsmarkeduddannelserne is subsidizing 85 % of the course fees. Some trade unions will pay the remaining 15 % for their members.

Sources:

Times Higher Education Supplement,
17 December 1976.

Ireland

The Republic of Ireland is to receive £7.4 million in grants from the EEC Social Fund to assist training projects in the period 1976-79. The main concern reflected in this grant allocation is unemployment, particularly youth unemployment. The Industrial Development Authority is to receive £1.5 million towards the training of more than 3 000 unemployed people for a variety of jobs in new industry. In addition, over 1 500 young people seeking employment will receive training through two major schemes assisted by the grants and the Irish Industrial Training Authority (AnCO), for training in liaison with the Department of Education, is to receive more than £1.5 million to develop opportunities for young people and to anticipate the future skilled manpower demand in Ireland. The training, to be carried out in each of the regions, will consist of one year off-the-job training for 650 young people.

Source:

The Irish Times, 26 January 1977.

The Netherlands

A new subsidy of one to two million guilders is to be allocated to the so-called 'moedermavo' schools. These are schools which run adult education courses during the day, generally to a lower secondary school certificate level and whose intake consists of 95 % women. The schools were originally started in 1975 to enable parents to help their children with homework. Demand, however, grew drastically and the emphasis changed more to gaining qualifications, so that now there are 41 schools and nearly 6 000 participants. As a result of this overwhelming popularity the schools have been threatened by lack of funds. It is also hoped that arrangements can be made with local employment offices to prevent the right to unemployment benefit being lost by attendance at such courses.

Sources:

Uitleg No 487, Den Haag:
22 December 1976.
NRC Handelsblad, Rotterdam:
10 January 1977.

UK

As a result of the government-sponsored adult literacy programme, which has included radio and television broadcasts, nearly 100 000 adults in Britain are learning to read and write. A report by the management committee of the Adult Literacy Resources Agency shows that of those coming forward for help nearly a fifth were unemployed, nearly two-thirds were men and more than half were aged between 21 and 40. Concern is expressed, however, at the low numbers of students between 16 and 21 who have come forward. One main development in the drive for literacy has been the large response from volunteers who have given up spare time to help adults read and write; more than 3 000 full and part-time staff were employed on adult literacy in 1976.

Source:

The Times, 4 November 1976.

Bibliography

SOCIAL AND ECONOMIC PROBLEMS

572. L'ANNÉE SOCIALE 1975 (F). The Social Year 1975, by Marie-Louise Opdenberg. Bruxelles: Institut de Sociologie, Université de Bruxelles, 1976, 341 pp. FB 585.

This book examines all aspects of social affairs in modern working life in Belgium during 1975. The first section deals with relevant legislation passed, while others include Community legislation, the relationship between the unions, the government and employers, the equal treatment of men and women, strikes, redundancy, unemployment, works councils, and many other related aspects.

VOCATIONAL TRAINING

573. THE DEVELOPMENT AND POSITION OF VOCATIONAL TRAINING IN THE NETHERLANDS (E). The Hague: Central Documentation Department of the Ministry of Education and Science, January 1976. 32 pp. (Docinform 308 E).
574. THE EVOLUTION OF BRITISH MANPOWER POLICY FROM THE STATUTE OF ARTIFICERS 1563 TO THE INDUSTRIAL TRAINING ACT 1964 (E), by P.J.C. Perry. London: BACIE, 1976. 329 pp.

This book — a modified doctoral thesis — is a critical analysis of the development of British manpower policy with special reference to the Industrial Training Act, 1964 and includes a description of its successor, the Employment and Training Act, 1973.

575. ZWISCHEN ANLERNUNG UND AUSBILDUNG (D). Between Job-Specific Training and Full Vocational Qualification, by Ingrid Drexel, Christoph Nuber and Marhild von Behr. Frankfurt: Aspekte Verlag, 1976. 386 pp.

This research report from the Institut für Sozialwissenschaftliche Forschung (Institute for Social Science Research) describes measures which companies commonly adopt

to train young employees without an apprenticeship contract. These measures supplement on-the-job training but the training offered does not match the level of nationally recognized apprenticeships and there is concern that it may not provide a basis which will enable the young worker to re-train for other semi-skilled work should the need arise. Based on an analysis of these measures adopted unilaterally to meet companies' needs, the final section considers possible consequences for educational, employment and social policy.

576. L'ATTIVITA' REGIONALE DI FORMAZIONE PROFESSIONALE (I). Regional activity in vocational training. No 26 of Quaderni di formazione. Roma: ISFOL, April 1976. 251 pp.

In order to remedy the lack of information available on training facilities offered by regional authorities ISFOL carried out an investigation in 1975, the results of which are contained in this volume. The research was effected in collaboration with the local education authorities in order to assess the relevance and limits of the present training system. The enquiry concentrated on teaching staff, pupils and the structure of the education system.

577. RICHTLINIEN FÜR DEN UNTERRICHT IM BERUFVORBEREITUNGSJAHR (D). Guidelines for Instruction on the One-Year Vocational Preparation Course. Book 8101 in the series 'Die Schule in Nordrhein-Westfalen'. Köln: Greven Verlag, 1976. 272 pp.

The one-year vocational preparation course at vocational schools is aimed at young people who have not made a definite choice of career, school-leavers without an apprenticeship contract and those not qualified to take up apprenticeships. This scheme has already been introduced experimentally in North-Rhine Westphalia and more courses of this nature are planned for the academic year 1976-1977. This book outlines learning objectives and gives detailed curricula covering many vocational fields.

578. PRODUKTION UND QUALIFIKATION: EINE VORSTUDIE ZUR UNTERSUCHUNG VON PLANUNGSPROZESSEN IM SYSTEM DER BERUFLICHEN BILDUNG (D). Production and Qualifications: A Preliminary Study for the Investi-

gation of Planning Procedures in the Vocational Training System, by M. Baethge, F. Gerstenberger *et al.* Hannover: Hermann Schroedel Verlag, 1976. 126 pp.

This report, carried out by members of the Soziologisches Forschungsinstitut, Göttingen, (Sociological Research Institute) documents current research into the effect which technological and economic changes in the manufacturing sector and consequent modifications in the working environment have on the qualifications required by workers. On the basis of research work already in progress, the authors determine the starting point and outline the methodology for the institute's own empirical investigation into planning procedures in the system of vocational training. The final report will be available in May 1977.

VOCATIONAL GUIDANCE

579. FROM SCHOOL TO WORK: EFFECTIVE COUNSELLING AND GUIDANCE (E), by Christine Moor. London: Sage Publications, 1976. 191 pp.

At a time when unemployment in the UK is at its highest for many years, the problems facing young school-leavers looking for work are particularly acute. This book is the result of a study of these problems, undertaken in North-East England. Part one presents the research findings while part two analyses the problems, looks at future prospects and puts forward a number of proposals.

EDUCATION IN GENERAL

580. COMMENTARENOTA OP DE CONTOURENNOTA (N). Commentary on the 'Contours' Memorandum. Den Haag: Raad van Nederlandse Werkgeversverbonden, May 1976. 69 pp.

581. ZESDE, ZEVENDE EN ACHTSTE ADVIEZEN INZAKE HET INNOVATIEPLAN MIDDENSCHOOL — INNOVATIE COMMISSIE MIDDENSCHOOL (N). Sixth, Seventh and Eighth Reports on the Plan for the Introduction of a Middle School — Committee for the Introduction of a Middle School. Ministerie van Onderwijs en Wetenschappen. Den Haag: Staatsuitgeverij, 1976/1977. 40 pp, 56 pp, 124 pp, resp.

582. HOOFDLIJNEN VAN EEN INNOVATIEPLAN - EERSTE ADVIES VAN DE INNOVATIE COMMISSIE PARTICIPATIE-ONDERWIJS (N). Main aspects of an Introductory Plan - First Report of the Committee on

the Introduction of Participation Education¹. Ministerie van Onderwijs en Wetenschappen. Den Haag: Staatsuitgeverij, September 1976. 78 pp.

PERMANENT EDUCATION

583. EXPERIENTIAL LEARNING (E), by Tom Boydell. No 5 in the series 'Manchester Monographs'. University of Manchester: 1976. 95 pp. £ 2.15.

The term 'experiential learning' has been used to cover such aspects of education and training as participative approaches, discovery learning, the use of structured exercises, the use of projects and various other activities. This book sets out to provide a theoretical framework for the different approaches to teaching and learning, to examine the concept of experiential learning in more detail and then to form a classification which encompasses the different activities carried out under the heading of experiential learning. Examples are given from the field of management education, but ideas and questions are raised which can be applied to other areas of education.

584. RECURRENT EDUCATION: POLICY AND DEVELOPMENT IN OECD MEMBER COUNTRIES (DENMARK, FRANCE, SWITZERLAND — Three Separate Volumes) (E), by the Centre for Educational Research and Innovation. Paris: OECD, 1976. 33 pp, 30 pp, 114 pp.

In a 1973 OECD publication, 'Recurrent Education: A Strategy for Lifelong Learning' (see Bibliography item No. 109, Issue 3/4 1974) the concept, objectives and main features of recurrent education were discussed. These reports are the most recent in a subsequent endeavour to present the actual developments concerning recurrent education in member countries. They describe existing educational provisions and attempt to estimate future developments in this field.

585. RÉSULTATS D'UN SONDAGE DE L'IFOP SUR LES SALARIÉS ET LES CHEFS D'ENTREPRISES FRANÇAIS ET LA FORMATION CONTINUE (F). Results of an IFOP Survey on Workers, Employers and Continuing Training in France. Paris: Secrétariat d'État auprès du Premier Ministre, 1976. 68 pp.

586. REPORT OF THE COMMITTEE ON CONTINUING EDUCATION (E). Milton Keynes: The Open University, December 1976. 126 pp.

In this report the Committee on Continuing Education has published its recommendations to the Council of the Open University on the national provision of continuing edu-

cation and on the role it envisages for the Open University — OU in this sphere. These recommendations include the creation of a National Council for Adult and Continuing Education to achieve coherence in the overall provision of continuing education. The report also gives details of a development programme for the OU over the next decade to enable it to make a full contribution to those aspects of continuing education which are best assisted by independent learning and distance teaching methods.

TRAINING OF ADULTS

587. PROBLEMEN EN PRIORITEITEN BIJ DE VOORBEREIDING VAN EDUCATIEVE NETWERKEN — EERSTE ADVIES VAN DE COMMISSIE BEVORDERING PLAATSELIJKE EDUCATIEVE NETWERKEN (N). Problems and Priorities in the Preparation of Adult Education Networks — First Report of the Committee for the Promotion of Local Adult Education Networks. Den Haag: Staatsuitgeverij, May 1976. 43 pp.

The expansion of a well-functioning and inter-related system of opportunities for adult education has gained much in popularity and interest in the Netherlands in recent years. This is the first consultative report of the above committee, set up in 1975. Before an efficient education network can be established many problems must be surmounted, not least the rather erratic distribution of adult education provisions at present. This report does not contain directly applicable recommendations, but rather an initial definition of the committee's standpoint together with what it regards as the most important problems and methods of studying them.

TRAINING OF YOUNG PEOPLE

588. THE VOCATIONAL PREPARATION AND PERSONAL GROWTH OF YOUNG PEOPLE (E). Coombe Lodge Report Vol. 9 No 4. Study Conference 76/6. Bristol: Coombe Lodge Further Education Staff College, 1976. pp. 108-152.

This is a report of a conference which set out to explore the ways in which schools and further education colleges could expand their present provisions for the 16 - 19 year age group into more experimental areas. Contributions were made by senior members of the Inner London Education Authority, training and educational bodies and the teaching profession. Papers presented at the conference are included here together with the findings of the syndicate work groups. Recurring themes among these findings include the need for provisions for further and continuing education, greater responsibility for training by industry and better counselling services.

TRAINING OF MIGRANT WORKERS

589. LA EDUCACIÓN DE LOS HIJOS DE LOS TRABAJADORES EMIGRANTES (SP). The Education of Migrant Workers' Children. Nos 245-246 (July - October) of 'Revista de Educación'. Madrid: Secretaría General Técnica del Ministerio de Educación y Ciencia, 1976. 184 pp.

This particular issue is concerned with presenting an overall view of the educational and cultural difficulties facing Spanish workers and their children living in the more industrialized European countries. It includes articles which describe and appraise measures taken by the Council of Europe, the EEC and individual European countries to improve the situation of this social group.

TRAINING AND EMPLOYMENT

590. ARBEITSMARKT UND FACHARBEITERBEDARF (D). The Labour Market and Skill Requirements, by A. Hegelheimer. Bielefeld: Universität Bielefeld, 1976. 42 pp.

The results of investigations into the trends in skill requirements for the labour market are reported in this volume. Areas covered include discrepancies between job skill requirements and vocational qualifications and the relationship between the recent expansion in the educational sector and the shortage of vocational skills. Trends in the availability of training places and the development in the structure of qualifications have also been studied.

591. EMPLOI ET FORMATION — ANALYSE DES DISPARITÉS RÉGIONALES (F). Employment and Training — An Analysis of Regional Imbalances. Document No 33 in the series 'Études et Documents'. Paris: Ministère de l'Éducation, 1976. 195 pp.

This report illustrates how imbalances in different regional education systems give rise to disparities in job opportunities and career development. The problems of under-developed regions are discussed together with the problems that technological advancement can bring in certain regions. The report also looks at historical, geographical and socio-economic factors, and includes graphs, statistical tables and maps.

YOUTH UNEMPLOYMENT

592. JUGEND OHNE ARBEIT (D). Young People Without Work, edited by Günter Cremer. München: Kösel Verlag, 1976. 144 pp.

¹ See information item p. 16.

The first part of this book contains articles which discuss the high incidence of youth unemployment in Europe, analyse the statistics available for the Federal Republic and advance possible causes. The book also includes contributions from Federal and regional governments and the Bundesanstalt für Arbeit (Federal Institute for Labour) on the measures they are implementing to ease the situation and opinions on these measures from various national bodies, such as trade unions, youth branches of political parties and other youth organizations.

593. **DISOCCUPAZIONE GIOVANILE, FORMAZIONE E PREAVVIAMENTO AL LAVORO (I).** Youth unemployment, training and preparation for work. No 25 of Quaderni di Formazione. Roma: ISFOL, March 1976. 109 pp.

The first part of this volume contains arguments used in the debate on youth unemployment in Italy. It outlines various proposals to combat this problem, including the ISFOL proposal published in Quaderni di Formazione No 23, and also contains statistical tables. The second section examines and compares varying measures adopted by other European countries in order to find a solution, however temporary, so as to provide an evaluation on which attempts to solve a similar problem in Italy may be based.

594. **MATERIALEN ZUR ARBEITSLOSIGKEIT UND BERUFSNOT JUGENDLICHER (D).** Information on Unemployment and Employment Difficulties Facing Young People, by Frank Braun and Alois Weidacher. München: Verlag Deutsches Jugendinstitut, 1976. 130 pp.

This publication comprises two sections. The first includes a collection of statistics on youth unemployment from the Bundesanstalt für Arbeit (Federal Institute of Labour), a summary of training measures to alleviate this problem and a description of the role of the social services in this field. The second section is a bibliography covering material related to the employment problems confronting young people.

595. **JUGEND OHNE BERUFSPERSPEKTIVE (D).** Youth Without Career Prospects, edited by Hans-Joachim Petzold. Weinheim: Beltz Verlag, 1976. 263 pp.

Articles in this collection discuss vocational training reform since 1945 and document and interpret the controversy which led to the recent failure to carry through comprehensive reform legislation. There are also contributions on financing vocational training, participation and decision-making procedures, measures to alleviate youth unemployment and discussions on the education system.

596. **BETWEEN SCHOOL AND WORK (E).** Amsterdam: European Cultural Foundation Institute of Education, 1976. 200 pp.

A number of new patterns of upper secondary or post-secondary education in Europe and the United States are described and analysed in this publication. The common factor in all these patterns is the attempt to bridge the critical gap between general and vocational education and between education and work. All but one of the papers were presented to an international symposium held in Madrid in 1974.

597. **BERUFLICHE STARTHILFEN FÜR SCHULABBRECHER UND UNGELERNTEN (D).** Aids for the Transition to Work of Unqualified Schoolleavers and the Untrained, by Klara-Luise v. Hindenburg and Helmut Schulz. In the series 'Beiträge zur Gesellschafts- und Bildungspolitik'. Köln: Deutscher Instituts-Verlag GmbH, 1976. 60 pp. DM 9.80.

It is forecast that in 1979 140 000 young people will leave the German education system without any qualifications. This booklet describes both special measures designed to ease their transition from school to work and appropriate opportunities within the framework of standard apprenticeship training. It also recommends methods of supervising these young people at work and providing on-the-job training. The booklet aims to encourage institutions to set up further schemes to assist the unqualified.

DISTANCE EDUCATION

598. **TWEEDE ADVIES VAN DE COMMISSIE OPEN SCHOOL — DE DRIE PROEFPROJECTEN NADER BEZIEN (N).** Second report of the

Open School Committee — the three pilot projects in closer perspective. Ministerie van Onderwijs en Wetenschappen. Den Haag: Staatsuitgeverij, February 1976. 78 pp.

STATISTICS

599. **UDDANNELSESSTATISTIK 1974-75 — EN OVERSIGT (DK).** Education statistics 1974-75 — a survey. København: Undervisningsministeriet, September 1976. 81 pp. DKr 9.20.

COSTS AND FINANCING

600. **LE COMPTE ÉCONOMIQUE DE L'ÉDUCATION ET DES FORMATIONS (F).** Economic Account of Education and Training, edited by Odile Carrère. Étude No 34 in the series 'Études et Documents'. Paris: Ministère de l'Éducation, 1976. 84 pp.

601. **EUROPEAN HANDBOOK ON AIDS FOR ADULT VOCATIONAL TRAINING (and Annex) (E).**¹ Brussels: Commission of the European Communities, November 1976.

The development of adult vocational training in recent years is mainly due to two factors. First, the evolution of employment, social and economic policies, and secondly the establishment of aid systems to promote the functioning of these policies and the participation of adults in them. This study aims to supply information on various national situations and practices to those who use or participate in these aid systems in Member States. The characteristics of aid systems, the types of aid available, and the rules governing aid measures are given. In addition to the handbook there is an annex which describes the aid systems in each Member State in more detail and also the role of the European Social Fund.

¹ Also available in Dutch, German, French, Danish and Italian.

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