

EUROPEAN CENTRE FOR THE DEVELOPMENT OF VOCATIONAL TRAINING

Vocational training

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VOCATIONAL TRAINING

INFORMATION BULLETIN

of the European Centre
for the Development of Vocational Training

EDITORIAL

In this second issue of the Bulletin for 1977 further material on the Zandvoort Seminar on youth unemployment includes an employers' and a trade-union view on this subject, together with some action proposals made by the working groups at the seminar.

On page 17 the first in a series of occasional reports on training research organizations features the Bundesinstitut für Berufsbildung (Federal Institute for Vocational Training). Emphasis is placed on the structure of the Institute and the type of research work being carried out. The address and telephone number of the Institute are given to facilitate any further inquiries readers might wish to make.

New director for Berlin Centre

The appointment of Mr Roger Faist as the new Director of the European Centre for the Development of Vocational Training was confirmed by the Commission of the European Communities on 11 June.

Mr Faist will take up his appointment in Berlin on 1 October, replacing the present Director, Mr Carl Jørgensen.

Roger Faist was born in 1929 in Paris. He is married, with four children.

He studied engineering at the 'École Nationale Supérieure des Arts et Métiers', and during this period participated in various international youth meetings and activities.

From 1954 to 1964 he was employed as an engineer in Paris, then in Grenoble, in a company specializing in electro-metallurgy. While he was there he took part in the trade-union activities of the 'Confédération Française Démocratique du Travail' (CFDT).¹ In France the trade-union movement extends also to engineering and executive levels.

From 1964 to 1976 he was Secretary-General to the Engineering and Executive Union of the CFDT. At the same time, from 1970 to 1976, he was a member of the decision-making body of the CFDT and took part in national negotiations concerning continuous vocational training, and represented the CFDT in various organizations. Since 1976 he has been engaged in a new position in an educational advisory office in Paris.

The development of British training legislation²

by P.J.C. Perry, Director of BACIE — the British Association for Commercial and Industrial Education.

Article 128 of the Treaty of Rome stipulates that 'the Council shall, on a proposal from the Commission and after the Economic and Social Committee has been consulted, lay down the general principles for carrying out a

common of vocational training policy capable of contributing to the harmonious development of the economies both of individual States and the Common Market'.

This resulted in the 'General Principles for Implementing a Common Vocational Training Policy', which were accepted by the Council of Ministers on 2 April 1963. Although this Decision therefore acquired the force of law, it failed to be implemented by the Member States because it required them to shed traditions and practices built up over centuries. The matter was therefore re-considered and the conclusions were embodied in the 'General Guidelines for the Development of the Programme for Vocational Training at Community Level' endorsed by the Council of Ministers on 26 July 1971.

Henceforth, the Commission's efforts would be devoted to a process of persuasion, and this result would be achieved by comparing the end-products of the training policies and processes of the Member States. Harmonization was now recognized as a long-term process. The role of the central authority would be to create the conditions in which this evolutionary process could be encouraged and promoted. The result was the establishment of this Bulletin in 1974, and the creation of the European Centre for the Development of Vocational Training in 1975.

These developments were of particular interest to the United Kingdom, because British policy and practice in the field of education and vocational training differed significantly from those of its Common Market partners, and the implementation of the 'General Principles' of 1963 would have proved even more difficult for Britain than for the other Members.

The development of vocational training in the United Kingdom can be divided into four phases. The first was the medieval guild apprenticeship which lasted from the 12th century until the passage of the Statute of Artificers, introduced in the reign of Elizabeth I in 1563. This Act, representing phase two, codified the medieval system at a stage when it was already becoming obsolete. Between the end of the 16th and the beginning of the 19th centuries the population increased from some five million to 14 million. The union of England and Wales with Scotland in 1707 and with Ireland in 1800 created a powerful common market and stimulated the onset of the Industrial Revolution. This development was dominated by the doctrine of *laissez-faire*. The restrictions imposed by the 1563 Statute were gradually eroded over a period of two and a half centuries, and the Statute was finally repealed in 1814.

The third phase was dominated by the belief that it was the responsibility of industry and commerce, rather than that of the State, to train the work-force, and this policy prevailed for 150 years, until the passage of the Industrial Training Act in 1964, which ushered in the fourth, and current, phase of British training policy.

¹ One of the three largest trade unions in France.

² This article is based on a doctoral thesis completed by the author last year and published under the title 'The Evolution of British Manpower Policy', obtainable from Evolution of BACIE, 16 Park Crescent, London WIN 4AP.

For most of the 19th century, the doctrine of non-inter-vention by the State applied equally to education. Apart from the 'public' — i.e. fee-paying — schools, education was left to establishments sponsored by a variety of charitable or religious foundations. The first Education Act was passed in 1870 and introduced compulsory primary education. This was made possible by a series of Factory Acts which, from 1802 onwards, had attempted to regulate the conditions under which children were employed. An Act of 1833 provided for the instruction in reading, writing and arithmetic of child workers between the ages of nine and 13, for two hours daily, six days a week. In 1844, children's working hours were limited to 6 1/2 hours a day, and a further three hours had to be spent under instruction, while Acts of 1874, 1891 and 1901 successively raised the minimum age of employment to 10, 11 and 12 years and increased the educational requirements.

An Act of 1899 set up a Board of Education, but left responsibility in the hands of local authorities in England and Wales, while Scotland developed a separate parallel system. The first comprehensive Education Act followed in 1902. It left the responsibility for education with the local authorities and resulted in a substantial expansion of secondary education, although this did not become compulsory until 1918. The Education Act of that year abolished half-time education, provided for not less than half the cost of education to be met from the central exchequer — leaving the remainder to be financed by local rates — and abolished fees for elementary education. The Act declared Parliament's intention to raise the leaving age from 14 to 15 years (though this did not take place until 1947) and to introduce compulsory part-time day continuation schools on the German model (Berufsschulen). The post-war depression stopped the general implementation of this plan.

A major Education Act was passed in 1944. It transformed the Board of Education into a full-scale Ministry, and the old 'binary' system of 'elementary' and 'higher' education was replaced by a tripartite division into 'primary' and 'further' education.

There was yet a fourth facet of the education system, untouched by the Act: the universities. They continued to retain their traditional independent status; the older ones safely entrenched behind ancient Royal Charters, and all of them protected from direct Government control by the intervening mechanism of the University Grants Committee.

The 1944 Act contained the intention to raise the school-leaving age to 16 (this was implemented in 1972) and revived the idea of part-time day attendance which had first appeared in the Education Act of 1918. A new type of institution, to be called 'County Colleges', was to be set up; but again, this provision of the Act was not generally implemented.

The educational provisions available during 19th century proved inadequate for the needs of industry and commerce, expanding rapidly throughout that period. Industry had to resort to self-help. The answer was found in the Mechanics' Institutes which first appeared in Scotland in the late 18th century and then spread rapidly throughout the United Kingdom. Their purpose was to equip the artisans in the emerging industries with the skills in literacy and numeracy which were not available to them in the absence of a public education system. Vocational training in the United Kingdom therefore developed along separate, though parallel and frequently overlapping lines from the education system.

By the 1880s virtually every town had its Mechanics' Institute. Most of them were financed by philanthropists. Some were sponsored by the workers themselves. None of them received public funds. By the 1850s there were some 700 Institutes with 110 000 students. Regional Unions of Institutes began to appear, which canvassed the idea of providing evidence of successful study by means of examinations.

The Society for the Encouragement of Arts, Manufactures and Commerce in Great Britain — founded in 1755 and now known as the Royal Society of Arts (RSA) — became their chosen instrument. In 1852, 220 Institutes became affiliated to the RSA, which then turned itself into an examining body on behalf of its affiliated Regional Unions, while others established their own examinations. By the 1870s the RSA was setting tests in such diverse subjects as cotton, paper and steel manufacture, calico bleaching, telegraphy and photography. The number of students coming forward was, however, disappointing.

In 1878, five ancient Livery Companies of the City of London examined a report on technical education among some of the United Kingdom's major competitors abroad. Their findings caused so much concern that the Livery Companies founded the City and Guilds of London Institute for the Advancement of Technical Education. In 1879 the new Institute took over the technical examinations from the RSA, which subsequently confined itself to examinations in commercial and clerical subjects.

In the 1880s the tide of technical education began to flow more strongly. A more literate and numerate working population followed the implementation of the Education Acts from 1870s onwards. The Technical Instruction Act of 1889 empowered local authorities to levy rates for the establishment of technical schools, and the authorities gradually assumed responsibility for the Mechanics' Institutes and so created a Further Education system which is still clearly recognizable, although major changes were to transform it after 1956.

Britain now possessed an instrument of further education which quickly developed into a tool of extraordinary range and flexibility. Many of the 700 technical and commer-

cial colleges established close and lasting links with employers in their area. Firms began to make the services of their expert staff available as visiting lecturers, and donated equipment and materials. Governing bodies were established and industrial representatives began to appear on them. Consultative Committees were set up to assist in the planning of courses, and to ensure that they met the users' needs.

These close contacts, and the flexibility of the provisions offered, helped to foster a highly competitive spirit in which the colleges sought to develop new courses and attract new students, often in anticipation of industrial needs. College principals and their staff became highly skilled educational entrepreneurs.

There was another important aspect to this development. The colleges provided a unique method of enabling the ambitious man or woman to enrol for further education or vocational courses at any age, and to pursue them to any level which their abilities and energy permitted. Moreover, there developed an equally wide range of purely recreational courses, which spread downwards through a network of some 8 000 evening institutes. There were colleges within the physical reach of most people living in the more populous parts of the country, and many colleges were located even in rural areas. The minimal fees could be waived in cases of financial need.

Most of the original work of the colleges was done in evening courses. Gradually, however, day and block-release and sandwich courses began to spread.

Britain therefore developed, almost accidentally, a form of 'permanent education' long before the concept became fashionable elsewhere. It was, indeed, in some ways a substitute for the more rigid and formal provisions which were typical of continental Europe. In a country largely devoid of State-sponsored vocational qualifications without which it was not possible to practise a wide range of occupations, the self-made man could rise from the humblest origins to the highest positions in industry and commerce. Many of the captains of British industry thus made their way to the top.

This flexibility was much admired abroad, and in the reconstruction which followed the Second World War, competitors like France and the Federal Republic of Germany made great efforts to relax their traditional rigidity by providing better opportunities for transfer from the lower to the higher rungs of their closely integrated education and vocational training systems.

The very excellence of the British system of further education, with its extensive vocationally-based provisions, long disguised the fact that the use of these facilities was optional. The great majority of firms did not use the system, did not offer release to their employees to enable them to benefit from it, and provided little or no systematic in-company training. Prior to 1964 the country was lulled into the mistaken impression that all was well

in the field of vocational training; that industry, on the whole, knew what it needed and provided it when required; and that legislation was unnecessary and, indeed, undesirable.

The further education sector thus adapted itself to changing needs with the help of the more far-sighted firms. But further education was out on a limb and was not typical of the traditional educational establishment. The schools, universities and the bulk of industry and commerce found it difficult to recognize that the conditions which had favoured the country's economic ascendancy were passing beyond recall. They either ignored or tended to underestimate the fact that other countries — larger, more populous and better endowed with natural resources — had heeded the painful lessons of Britain's pioneer efforts in industrialization. One conclusion on which the emerging continental competitors acted with a sense of official urgency was the importance of developing integrated, or at least closely linked, systems of education and vocational training which reflected their economic as well as their cultural and social needs. In most countries, more amenable to centralized forms of government, this presented few difficulties. By the turn of the century most of them had developed serviceable systems.

When the end of the Second World War found virtually the whole of Europe in a state of political and economic collapse, the question of education and training automatically re-occupied a place of the highest priority in the overall plans for reconstruction. The United Kingdom was spared this necessity. While, following the precedent of 1918, far-reaching educational reforms were enacted, vocational training was once again left largely to its own devices.

This critical neglect had not, however, passed unnoticed. For more than 100 years influential voices had been raised with increasing frequency and urgency to impress upon government and industry the danger of neglecting the country's vocational training and, in particular, the teaching of applied science and technology. From 1860 onwards a succession of Royal Commissions and Departmental Committees, composed of some of the best-informed politicians and educationists, had issued their findings. Hidden away among their many volumes can be found numerous recommendations which reflect the recognition that the system was out of step with the country's needs.

While the 19th-century reports gave eloquent expression to the national manpower problem in qualitative terms, they made little effort to offer quantitative solutions to the economy's needs. This attitude began to change after the First World War, when a number of attempts were undertaken to forecast manpower requirements for various sectors of the economy. But they were hesitant steps. The reluctance of British Governments to commit themselves to manpower planning on any compre-

hensive scale was due only in part to an ideological reluctance to undertake anything resembling centralized planning. More important, probably, was the sheer difficulty of even attempting to define global needs in the face of variables which daunted the most expert statisticians; and shortcomings of similar projects in the rigidly controlled and centrally directed economies of the countries of the Eastern bloc were not encouraging, even from a technical point of view.

The failure of British attempts at manpower planning during the inter-war period may be attributed to six major causes. Firstly, the inquiries were of an *ad hoc* nature, designed to produce urgent answers to current problems in specific sectors of the economy. As a result, the terms of reference were generally too narrow. Secondly, the available statistics were nearly always inadequate. Thirdly, unexpected shifts in governmental policies often invalidated the assumptions on which recommendations were based. Fourthly, shortages and surpluses tended to be the result of marginal imbalances.

Remedial measures then not only came too late, but also over-reacted to the need when the conditions which had given rise to the original deficiency had meanwhile been replaced by a new economic constellation. Fifthly, there was the inescapable complication that scientific and technological advances create their own unpredictable momentum, so that extrapolation is at best uncertain, and at worst a recipe for failure. Finally, the inquiries inevitably came up against the fundamental dilemma that effective manpower planning needs some form of direction of labour and that any such attempt will be resisted in a democratic society.

After the total mobilization of the country's manpower during the Second World War, thoughts of reconstruction in the field of education and vocational training were concentrated on continuing the reforms of the education system, combined with attempts to forecast the economy's manpower requirements in different sectors and at different levels. The remedies for industry's needs, in so far as they concerned government, were thought to lie primarily in extensions and improvements of the further and higher education sectors, and these were undertaken on a massive scale in the 1950s and 1960s, and are continuing into the 1970s.

Immediately after the end of the war the Minister of Labour charged his Joint Consultative Committee — consisting of representatives of the British Employers' Confederation and the Trades Union Congress — with the task of formulating proposals for the future recruitment and training of juveniles for industry. The result was a report, published in December 1945. After reviewing the work of the Juvenile Employment Service, it recommended the setting up of National Joint Apprenticeship Councils by each industry; and in 1951, the National Joint Advisory Council of the Minister of Labour invited a number of industries to examine whether the scope of the training arrangements could be widened;

the period of training could be shortened; the minimum age of entry into apprenticeship could be lowered; the present upper age limit could be either removed or modified to allow older workers, who had shown themselves potentially suitable, to be accepted as craft apprentices; and whether with intensive methods of training, workers could be trained for a wider range of employment.

Although some industries established Joint Apprenticeship Councils, the practice was by no means universal, despite repeated exhortations of successive Ministers of Labour and some leading industrialists and trade unionists.

The real spur to action, however, came with the sudden realization that a new factor was about to appear on the scene: the post-war 'bulge' in the birth-rate. In 1956 the Minister of Labour therefore referred the question to his Joint Consultative Committee. As a result, a Sub-Committee was set up under the chairmanship of Robert (later Lord) Carr, Parliamentary Secretary to the Ministry of Labour. Its report, *Training for Skill*, marked one of the milestones in British vocational training when it appeared in 1958. It recommended the setting up of a small Council to collect and disseminate information about aspects of training common to more than one industry. The Council would consist of representatives of employers and trade unions and would have no executive powers. Its function would be to persuade industry and commerce of the need to improve their training. The first immediate and tangible benefit of the Carr Report was that it provoked the outbreak of a major debate among the interested parties. The report helped to crystallize the issues; and the very nature of its recommendations called forth a reaction which resulted in a total reversal of public opinion and Government policy within four years. Informed comment predicted that the voluntary, permissive nature of the recommendations would prove ineffective.

The Government, however, acted promptly on the Carr Committee's recommendations and, in July 1958, the British Employers' Confederation and the Trades Union Congress jointly set up the Industrial Training Council. By 1960, doubts about the effectiveness of the Council were voiced with growing frequency. The adequacy of the entire voluntary system of vocational training came under increasing attack. One school of thought favoured the control of vocational training by the education system, another advocated the adoption of a training tax similar to the French *taxe d'apprentissage*. This debate gradually crystallized around the concept of a decentralized system of Training Boards set up by individual industries and financed by a statutory levy-grant system.

This idea was adopted by the Government in its White Paper 'Industrial Training: Government Proposals' in December 1962. Early in 1963 the Industrial Training Bill was introduced and was enacted as a non-partisan measure in March 1964 (see article by F.C. Hayes, Issue 3/4-1974).

By 1969 there were 27 statutory Training Boards, one hybrid and three voluntary Boards. Between them they covered over 15.5 million employees out of a total working population of about 25 million, and over 1 000 000 establishments. The levies raised by the Boards totalled nearly £ 195 million for that financial year.

All but four Boards determined the levy on the basis of a percentage of each establishment's total wages bill, the others worked on a *per capita* basis and one had abandoned levy-grant altogether in the face of its industry's opposition, and derived its funds out of an allocation of the Government's agricultural price-support scheme.

The task confronting each Board on establishment was to ask, and find reasonable answers to, some exceedingly difficult questions. They had to look at their industry and decide its future size, technological development and shape; and from this they had to derive a manpower profile projected some five or ten years hence. They had to compare this guess-work pattern with the industry's present shape and judge whether the current training effort was adequate for its future needs. If, as was the case in most industries, the answer was in the negative, the Board had to evaluate the cost of meeting the shortfall in the training need and, in the longer term, to raise a levy which would finance the necessary training.

In the late 1960s the Industrial Training Act came under increasing attack, especially from small firms which felt they were not benefiting from the levy-grant system. The question became a minor issue in the general election of 1970. The new Conservative Government, after a two-year review, introduced a Bill which provided for the establishment of an independent Manpower Services Commission with two executive arms : an Employment Service Agency, responsible for planning, developing and operating the public employment services, and a Training Services Agency, which would assume responsibility for the national training effort, including the Industrial Training Boards. The levy-grant system would be scaled down by the introduction of an exemption clause and the deficit would be made up by a grant from the central exchequer.

This was the pattern which emerged as The Employment and Training Act in 1973, and which currently governs vocational training in the United Kingdom. (See article by F.C. Hayes, item 66, Issue 2/3-1975).

There can be no doubt that British training has undergone some far-reaching changes since 1964, both in quantitative and qualitative terms. The levy-grant system elevated training to a boardroom topic. The training of trainers was for the first time undertaken as a major operation. The expansion of group training schemes from a handful in the early 1960s to 1 000, with over 2.25 million trainees in 1975, was largely due to the Industrial Training Boards; and substantial advances in training methods and techniques can likewise be attributed to the impetus provided by the Act of 1964.

A key question which has not yet been answered satisfactorily is the funding of training. The levy-grant mechanism of the 1964 Act imposed a heavy burden on industry; but it was a self-governing, decentralized system operated by the people directly concerned. The diluted levy-grant-exemption system of the 1973 Act, under which firms can opt out on account of size or by virtue of adequate training for their own needs, faces the Treasury with a heavy burden which it must reconcile with other pressing claims.

One fundamental difference between the Acts of 1964 and 1973 is the present acceptance of the principle that training is an essential, but not the sole, constituent of a modern manpower policy; and that the training effort must be matched by a realistic assessment of the economy's employment needs. Delegating these complementary functions to the two executive arms of the overall policy-making body, and giving the Manpower Services Commission a measure of autonomy from its governmental overlord, the Department of Employment, was an imaginative move. It reflected the recognition that manpower policy requires a long-range approach which should not be too closely influenced by the short-term policy fluctuations to which government departments are prone.

Information

Zandvoort Seminar on Youth Unemployment and Vocational Training

(Continued from page 10, Issue 1-1977).

Extracts from papers presented at the Zandvoort Seminar by members of the Centre's staff and by Mr Wedell of the Commission were published in Issue 1. The present item reproduces in summarized form views expressed at Zandvoort by two participants, representing employer and employee interests. These contributions precede an account of follow-up work which the Centre believes it can most appropriately undertake.

Mr H. Brumhard, Secretary-General of the Kuratorium der Deutschen Wirtschaft für Berufsbildung (German Employers' Agency for Vocational Training) spoke as a representative of the employers. He began by stressing that a unified approach by all Member States to the problem of youth unemployment was only possible to a certain extent owing to the inherent structural differences which existed between the training systems of the Member States. He pointed out, however, that the urgency of the situation was clearly illustrated by the high level of youth unemployment in the Community and the many initiatives which had been taken by Member States in the field of vocational training, while joint efforts undertaken by the social partners and public authorities at both Member State and Community level were an indication that the task facing the Community had high priority over and beyond group concerns and State borders.

Mr Brumhard drew attention to the traditional dual system of vocational training which existed in Germany, i.e. in-firm apprenticeship training combined with part-time instruction in vocational schools. This constituted an undisputed

link between school and employment. With the strong support of medium-sized industries and the craft sector, more than two-thirds of all young people were trained within this system.

In going on to speak about the relationship between the labour market and youth unemployment Mr Brumhard said that youth unemployment did not necessarily stem from special conditions. In the Federal Republic of Germany youth unemployment is primarily conditioned by the high level of overall unemployment due to cyclical and structural causes. The labour market trend is characterized above all by the following quantitative and qualitative factors :

Lower earnings and slower growth of the economy

Since about 1970 an enormous investment deficit has developed in the Federal Republic of Germany. Greatly increased by the economic recession of 1974/1975 (signalled in nearly all industrial countries by the explosion in raw material prices, signs of market saturation, and rising wages and taxes), it now amounts to roughly DM 180 000 million.

Need to rationalize as a result of rising costs

The Institute of world economics in Kiel has calculated that because of this investment deficit there will be 500 000 fewer workplaces in the Federal Republic in 1985 than would otherwise have been the case.

Increase in active population

The active population in the Federal Republic of Germany will increase with the arrival on the labour market of young adults of the post-war baby-bulge years

and the retirement of those born during the First World War (years with low birth-rates) from 24.5 million in 1976 to 25.5 million in 1989. From the middle of the 1980s onwards the trend will reverse however, the baby-bulge years having been followed by years with declining birth-rates. The result will be a growing shortage of skilled workers.

Changes in the structure of employment opportunities and job content

- demand for unskilled and semi-skilled workers is gradually decreasing
- demand for skilled workers, specialized semi-skilled workers and technicians in the industrial sector is gradually increasing
- demand for workers other than for higher posts in the fields of commerce and administration is experiencing a downward trend
- the number of middle management posts will increase only slightly, if at all.

Insufficient occupational and regional manpower mobility

Owing to a lack of mobility there is frequently both a surplus and a deficit of workplaces in the same locality.

Inadequate orientation of the education system towards the requirements of the employment system

Education planning and financing and public relations work in the sphere of education have placed graduates with a certificate or degree in a position of preference *vis-à-vis* vocational training. The labour market cannot adequately respond to the expectations of highly qualified graduates.

The argument that the provision of education creates its own labour market has been conclusively refuted by developments in the Federal Republic of Germany in recent years. It is of course indisputable that education has value in itself. However, education policy must also be aligned with the labour market, if through the opportunity to work in the chosen occupation the right to select freely that occupation as guaranteed under the Constitution is to have any meaning. In the Federal Republic of Ger-

many, therefore, industry and commerce are calling for a revision of education policy and a restructuring of Government funding of education in order to correct the neglect from which vocational training, and vocational schools in particular, has suffered.

Inadequate mechanisms for forecasting economic and labour market trends and trends in job content and career advancement opportunities

The youth unemployment situation is characterized primarily by three factors :

- young people of the baby-bulge age groups are now entering the labour market;
- because of the prevailing labour market slump, there is increasing restriction of job opportunities for young people. It is generally those who are less qualified and less experienced who are dismissed first or for whom no more openings are available in times of economic recession. Furthermore, young workers are, as a rule, disadvantaged compared to older workers as regards job security and wage-agreement benefits. On the other hand there is growing evidence in the Federal Republic of Germany that in times of cyclical upswing young people find a job sooner than older workers;
- young people leaving school without a certificate at the end of full-time compulsory schooling and young people who have attended schools for the handicapped constitute the core of the youth unemployment problem. This target group comprises poor learners, persons with learning handicaps and young people who are not yet mature enough for training. For example, in the Federal Republic of Germany in 1975, 32 % of all unemployed young people had neither an advanced primary school nor a vocational school certificate and 28 % had an advanced primary school certificate but no vocational qualification. (Young people who have not undergone vocational training have very little chance of finding a job). However, only 6 % of unemployed young people are interested in finding a training place. The lack of motivation to learn, to achieve something, to move forward in life is particularly characteristic of the attitude of unemployed young people.'

Mr Brumhard went on to discuss measures which had been introduced to help young people :

'In an effort to improve the training and employment situation of young people a number of general and specific measures of short-, medium-, and long-term duration have been introduced :

- general measures, for example those serving to improve the investment climate, are in the main undertaken by the State, and I shall not go into them here;
- there are also special development programmes which have been launched by governments to create jobs, improve mobility, and help young people who are unemployed. They will also not be dealt with in this paper.

In addition to these general measures and programmes, there are a number of measures directed towards the school system, the economy and other spheres, which have specific aims :

Measures aimed at preparing young people for working life, for example :

- the promotion of prevocational training in (secondary schools) and the implanting of behavioural attitudes to facilitate entrance to the working world;
- the introduction of career guidance lessons and a course on work and the economy in secondary schools;
- the provision of special lessons for pupils who are weak in reading, writing and arithmetic;
- the provision of supplementary courses for slow learners;
- the provision of language instruction for children of migrant workers;
- the development of better aptitude testing procedures;
- the offer of opportunities to teachers to gain practical experience in a firm.

Measures taken to improve training capacity, for example through :

- the establishment of a network of information and activity at regional level. This could be done in the Federal Republic of Germany through the coordinated efforts of labour and management, the State, the schools, and employment offices;

- the training by firms of numbers in excess of their requirements; it is economically sensible to have a surplus of trainees, since the demand for training places, after reaching its peak by the mid 1980s, will drop sharply and will be followed by a marked shortage of training place demand;
- the strengthening of cooperation between firms; providing facilities for inter-company vocational training;
- increasing the number of training places in schools and in public enterprise, in particular the railways and postal services.

Measures taken to ease the integration of and to provide prevocational training for young people with learning problems

Problem groups are: school drop-outs, young people with physical/mental handicaps, and pupils completing compulsory full-time schooling but leaving secondary school without a certificate. These measures include :

- improving motivation and preparation for working life through prevocational training and social care;
- in cooperation with employment authorities and with commerce and industry, running special in-company and inter-company training courses leading to partial qualification;
- providing practice-oriented basic vocational training;
- providing special training courses for slow learners and pupils with learning handicaps;
- granting financial assistance to firms which offer training places to young people with learning handicaps;
- particularly in the Federal Republic of Germany, increasing German language instruction facilities for the growing number of children of migrant worker families.

Measures taken to further the dual system of vocational training (firm plus part-time vocational school)

For example :

- strengthening the vocational training system, improving the flexibility with which it can adapt to changes and reinforcing its important function as

a link between the education and employment systems establishing its right to equal recognition;

- taking into account the specific characteristics of in-firm training in the task of developing training regulations for skilled workers and craftsmen, for whom training objectives are derived from the reality of the working world;
- structuring vocational training in the form of broad-based training and subsequent specialized training;
- ensuring the full operation of vocational schools;
- undertaking practice-oriented vocational training research (basic concepts, structures, media);
- developing practice-oriented training courses for secondary school graduates who do not go on to university.

Vocational training has the task of transmitting knowledge and skills which will enable young people to pursue successfully their chosen occupation and adapt in good time to technical and economic changes. Training objectives must be geared to the actual requirements of the working world.

Vocational training must be understood as a system of measures which not only lead to vocational qualification but also promote the development of personal attitudes. Vocational qualification involves the acquisition not only of specific knowledge and skills but also of job experience derived from actual work. The varying talents and aptitudes of young people and also the diverse structures to be found in the working world call for a differentiated education system in which general and vocational courses stand independent of each other, but on an equal footing. Autonomy, closeness to actual practice, and flexibility are the essential prerequisites of a well-functioning vocational training system.

In view of the fact that the education system and the employment system are developing in different directions vocational training must function as an integrating and coordinating mechanism for the employment system. All the more important for the future and further development of the vocational training system is therefore the strengthening of its ability to function smoothly. This can be achieved only on the basis of maximum orientation to actual practice and to working

conditions characterized by increasing division of labour, growing specialization, and continued development.'

In conclusion Mr Brumhard looked at measures which had been proposed as a way of solving the problem of unemployment in general and youth unemployment in particular. 'Measures serving to reduce working hours, among them a shorter working week, longer holidays and an earlier retirement age, are utopic because nobody is willing and able to carry the costs. Furthermore, such measures would mean, in the final analysis, that the problem would simply be postponed rather than eliminated.

An extension of compulsory full-time school attendance (in the Federal Republic of Germany, for example, by introducing a tenth school year) would not solve the demographic problem (the pupil bulge) but simply extend the period of grace for one year.

It is my opinion that legal measures, such as the *Ausbildungsplatzförderungsgesetz* (Law on the Promotion of Training Places) in the Federal Republic of Germany, are not proper instruments towards the provision of additional training places. The legally established obligation of firms providing training to pay into a fund when insufficient training places exist burdens these firms with additional costs, with the result that rather than being promoted, training places are in fact endangered.'

Mr W. Bergans, Secretary of the European Trade Union Confederation, presented a paper on educational measures which could be adopted to combat youth unemployment. It was young people without diplomas or vocational qualifications who experienced most difficulty in finding suitable jobs, said Mr Bergans. These young people were doubly excluded from socio-cultural and socio-vocational life because they lacked adequate training and as a direct consequence of this they were rejected from the labour market.

A further concern was the problem of discrimination. 'Discrimination in relation to training and education,' said Mr Bergans, 'usually occurs in respect of :

- women, for whom equality of qualification and social independence and equal pay for equal work is far from being realized;
- migrants, who are not only victims of the ailing economy of their country of

origin but also of their difficult social, cultural and vocational adaptation to the host country;

- the handicapped, a marginal group, who, because of their disability, are prevented from taking part in existing training provisions and employment models.

As far as employers are concerned, we should point out :

- their refusal to modify or change their employment policy, hitherto very unclear, and which certainly excludes any possibility of recruitment in the short or medium term;
- the question of the value of diplomas and qualifications awarded by training organizations.

With regard to governments we find that their education and training policies respond to or are adapted to the demands and desires of employers. This tendency is reflected in :

- the refusal to provide teaching establishments — both general and technical — with necessary equipment and teaching materials;
- the maintenance of elitist academic institutions which :
 - rapidly results in a large number of unqualified young people entering the labour market,
 - excludes through the principle of *numerus clausus* many young people from the further education and training systems,
 - encourages the training of young people by and in firms where union control is insufficient.

This catalogue of faults which has been compiled from an analysis of the current situation requires a union response on a national level (adapted to regional and national conditions) but in any event coordinated on a European level.

In this respect attention must be focused on :

- harmonious economic development taking account of branches of industry and regional development;
- improvement in living and working conditions in all areas of social activity;
- creation of education and training facilities which respond to the needs of young people and of workers.'

In turning to discuss the idea of an active employment policy, Mr Bergans said that priority should be given to the realization of full employment and the recognition of the right to work for all. In order to achieve this objective it was essential that the policy adopted by industry and the approach of public authorities to the problem should be examined.

It must be stressed here that we are not concerned with the quantitative aspect (i.e. helping young people to find a job) but with the qualitative aspect (i.e. refusing employment which would be an affront to human dignity). In the past the need was for work and bread, today it is for work which takes standards of living into consideration.

One of the principal tasks of the international trade-union movement is to encourage employers (in particular multinational corporations) to invest more on the level of job creation by increasing employment capacity rather than investing in the area of increased productivity by technology.

This of course requires legislation preventing multinational companies from investing freely and from stimulating — indeed even creating — unemployment through the export of capital and profits.

On the subject of employment governments must introduce voluntary policies which :

- induce the private sector to create job opportunities;
- direct the supply towards sectors of intensive activity;
- strengthen the public services sector by providing adequate subsidies.

One of the basic elements of an active employment policy is the creation of jobs in areas where manpower is available (i.e. priority must be given to a policy of regional expansion). In such circumstances we must fight against tendencies such as the concentration of companies in highly-developed regions and we must restructure unattractive areas into areas of high manpower intensity.

Such a policy is naturally impossible in a national framework but it could be realized with international planning, the aid of the Social Fund and the aid of the Regional Fund.

The elements of this international policy could be as follows :

- the creation of an economic infrastructure composed of decentralized services;
- aid towards the costs of those companies willing to relocate (on condition that job opportunities remain constant or that more are created);
- the distribution of subsidies to firms willing to invest in job creation.

Together with these numerous elements aimed at relieving unemployment one could add a whole series of other considerations connected with what could be called 'the off-putting aspect of modern work organization' for example :

- too much division of labour and division of duties into tasks carrying no responsibility;
- the rigid hierarchical structure of duties and responsibilities;
- too much time spent at work.

One should turn at this point to the link between employment and vocational training. A recent EEC survey shows that 4 to 10% of young people have university degrees compared with an average of 3% for the whole of the active population. This reflects significantly the difference between the level of training of present and future generations and the type of jobs offered by the economy.

It would hardly be realistic to claim that vocational training is the sole solution to employment and unemployment problems. Nevertheless, there is a close link between unemployment and lack of qualifications. Today it is necessary to give priority to that training which allows young people to take part, to the same extent as others, in all aspects of working life and to improve their professional status. In such circumstances we must, in the short term, help young people who are disadvantaged either by insufficient basic training or by employment difficulties.

The answer to these specific needs requires efforts to be made in the areas of information for young people on rights and opportunities in the field of continuing education and the preliminary reform of basic vocational training structures.

At present this basic vocational training presents three difficulties :

- the constant danger of limiting the number of apprentices (numerus clausus) and thereby the danger of a greater number of unqualified;

- significant disparities in teaching methods and training standards between large and small firms. For this reason we should provide for financial regulations in favour of basic training;
- assimilation difficulties caused by badly structured basic education. For this reason measures which take account of adaptation and change should be introduced into the education system.

In addition to this there is the fact that too much attention is being paid to specialization while too little is being paid to general training.

In order to remove these disadvantages it is necessary :

- to ensure that firms discontinue using unsuitable teaching and training methods;
- to create establishments independent of firms in which the accent would be put on aspects of general training and where specialization would be introduced as late as possible;
- to develop a monitoring system (with the unions); fines would be imposed on firms refusing to cooperate.

These principles must lead to the setting up of educational and training measures which would allow young people :

- to increase their basic knowledge through special courses;
- to acquire vocational mobility by re-training;
- to acquire vocational skills through the adoption of credit unit systems;
- to follow 'second chance' courses giving access to higher-level studies.

The non-existence of these opportunities in several countries urgently requires the implementation of three- to five-year plans.

It is clear that priority must be given to young unemployed people who are seeking their first job. What we cannot agree to is the proposal that the provision of continuing education should be set aside in favour of vocational training as employers would wish in order to :

- adapt young people to their employment, industrial and economic policy;
- to be able to control rigidly individual promotion;

- to watch over the question of working conditions and standards of living within firms.

We must now therefore make a concerted effort towards restructuring continuing education.

The right to continuing education for all workers throughout their life is one objective which, we think, will be accepted by everybody. The contents and methods of continuing education must be studied in terms of four essential points for workers :

- development of the personality with emphasis on the socialization of the individual;
- free choice of the type of training to be followed;
- cooperation and solidarity (socializing aspects must come first);
- awareness of the social role to be played by the individual.

(a) *Development of the personality*

The aim of teaching is to make people happy, which implies :

- that teaching models must develop one from another and that transfer from one system to another must be made possible;
- that all forms of teaching must be individualized;
- that examinations (subjective) should be replaced by a permanent and continuous assessment;
- that the idea of the pre-eminence of certain tasks should be forgotten (tasks are complementary);
- that school must be 'open' — open to nature, to the city, to information, and to the world of work.

(b) *Free choice of training to be undertaken*

This freedom of choice must be encouraged by polyvalent education. In this respect, teaching staff must be able to offer students the opportunity

- to transform abstract ideas into a concrete approach to working life, particularly by visits to firms;
- to emphasize the equal values of jobs;

- to have an idea (by direct contact) of what is meant by independent, agricultural, etc. jobs.

Such a knowledge of the working sphere constitutes an important source of information preliminary to vocational guidance and vocational choice.

(c) *Cooperation and solidarity*

Present-day education systems are focused too much on individualism and competitive spirit — which is a foreign concept in a democratic context. This idea must be replaced by group instruction and the concept of co-development.

(d) *Awareness of the social role to be played by each individual*

Here subjects such as history and geography must be replaced by social science courses through which young people will become sensitive to problems raised by :

- economic systems;
- the reality of the world of work;
- the rights and obligations of unions and employers;
- the right to work;
- social legislation.

The right to education and vocational training as it is recognized in all Member States will remain token freedom until the obstacles of our élitist system have been overcome.

It is therefore necessary to ensure :

- that education is free (learning materials, travel expenses, etc.);
- that financial aid is granted on the basis of the individual's family income;
- that a student statute is worked out;
- that the system of educational leave for workers is universally accepted by the Community.

Proposals for future action to be taken by the Centre

The Zandvoort Seminar was necessary to define practical possibilities for the complex problem of youth unemployment

and to provide the Centre with information. It therefore had three main functions :

- to provide an opportunity for the collation and dissemination of information and documentation and to open a debate on both the qualitative and quantitative aspects of vocational training in relation to youth unemployment;
- to provide documentation on the conditions prevailing and the measures adopted in each country, so that common problems could be identified and corrective measures compared; to consider in detail the role and function of vocational training with regard to youth unemployment and transition from school to work;
- to identify strategically important, central aspects of the problem, on the basis of which the Centre could :
 - set priorities for its future work,
 - select those specific problems which warranted further attention,
 - clarify its future procedures and working methods.

On the basis of the Seminar it has been suggested that the work programme should continue to be centred on youth unemployment and problems associated with the transition from school to work. All three working groups at the Seminar agreed that their priority need was more information on all Member States in a form which facilitated comparison at Community level. The information requested included :

- comparative studies of vocational training and education systems in the Member States;
- statistics on specific problem groups, such as unskilled young people, women and migrant workers' children;
- comparative studies on the types of vocational preparation provided by schools to enable young people to cope with changeable labour market conditions;
- studies on vocational motivation and career choice *vis-à-vis* the present situation on the labour market.

It was proposed that the following should also be investigated :

- the distribution of girls and boys in the various training sectors and job sectors;

- changing job requirements and the effect on work organization.

The working groups stressed the need to :

- (a) Set up criteria for analysing vocational training systems generally and, in particular, for evaluating training measures aimed at relieving youth unemployment.
- (b) Focus the activities of the Centre on those aspects of the unemployment problem which were related to the qualitative and quantitative aspects of vocational training provision. Attention was also directed to the discrepancies which existed between the needs of the labour market and those of the individual and between labour market requirements and society's aims which found expression in the content of general education.

In order to make the information gathered at Zandvoort accessible to a larger public, the Centre will publish papers and documents from the Seminar in binder or brochure form. This publication will not contain an in-depth analysis or a synthesis but is only intended to serve as a basis for further work.

The Centre also aims to produce a literature study on the occupational choice and career motivation of young people who are either unemployed or whose jobs are at risk, with special reference to girls and young migrant workers. Work on this will take the form of a survey of the results of research work already carried out and will have the following objectives :

- to clarify the nature of motivation among young people towards taking up vocational training, continuing training and employment;
- to ascertain the consequences for vocational training curricula and content, should vocational training provisions be expanded as a measure to counteract youth unemployment;
- to define other specific problems which face all Member States and which call for more thorough investigation, particularly those related to the quality and quantity of vocational training and vocational preparation for young people.

This work is to be carried out under contract to the Centre by three institutes in different Member States who already have experience of similar work, within a common conceptual framework, and

all nine Member States will be taken into account. The study will seek to attain a more accurate appreciation of what kind of measures to improve vocational training would be appropriate to young people's needs in the present labour market situation.

Following a suggestion from Zandvoort and in view of the urgency of the problem of youth unemployment, the Centre plans to set up a working group to make an analysis of the vocational training emergency measures undertaken by each of the Member States to counteract youth unemployment. The primary aim is to identify the specific objectives which were set to meet particular unemployment situations through the adoption of vocational training measures in each country and to show ways of profiting from the experience gained. In this way, it should be possible to devise a framework for a conference at the end of this year where the results achieved could be considered by a larger public. The conference should aim to isolate specific problems common to all Member States and follow them up.

The outcome of the Zandvoort Seminar and the proposals for future work arising from it are completely in line with the 1977 Work Programme. It demonstrates the priority position assigned to the youth unemployment and the transition from school to work project.

Papers from the Zandvoort Seminar are available from the European Centre for the Development of Vocational Training, Berlin.

Graduate unemployment in the Federal Republic of Germany, The Netherlands and United Kingdom

Federal Republic of Germany

Towards the end of 1976 20 300 university graduates were registered as unemployed at the local employment offices in the Federal Republic of Germany and a further 16 500 who had graduated from the Fachhochschulen (polytechnics) were also without jobs at this time. Together these figures represented 4.1% of the total unemployed labour force and included approximately one in three of all recent graduates.

The slow but steady improvement in the economy has so far had little effect on the availability of jobs in the traditional graduate professions. The number of suitable appointments in the public sector has been reduced and there has continued to be a low demand in the private sector. In September 1976 the number of registered vacancies suitable for graduates was 12 400.

The employment situation is particularly difficult in the teaching profession and the Gewerkschaft Erziehung und Wissenschaft (teachers' trade union) expects last September's figure of 5 250 unemployed teachers to rise to about 10 000 this year, with another 20 000 working shorter hours. This situation has resulted from reductions in the education budgets of the Länder. In some schools the teacher/pupil ratio is still high. Classes of 35 are not uncommon in Bavaria, for example, and teaching time is often lost due to staff shortages.

Various remedial measures have been proposed by the Länder governments. In Rhineland-Palatinate teachers who are employed as Beamte (established public servants) may apply for up to six years' leave of absence. During this time they can take up part-time teaching jobs which will be paid on a *pro rata* basis. This service will be pensionable and the teachers will be able to resume their permanent appointment when the period has lapsed.

The number of graduates in employment, expressed as a percentage of the total workforce, is expected to rise from the present 4% to 6% by 1980, a figure below that of most other highly industrialized countries.

The Netherlands

According to the Bureau Arbeidsvoorziening Academici (Graduate Employment Office), a central clearing house for unemployed graduates organized by the Ministerie van Sociale Zaken (Ministry for Social Affairs) there are currently about 3 600 unemployed graduates in the Netherlands, representing 4% of all academics. Although this is slightly below the 1975 figure it is predicted that the percentage will soon catch up with the 5.2% total unemployed figure. The future outlook is even worse as the number of graduates on the labour market is expected to increase from 160 000 in 1980 to about 300 000 in 1990.

The present surplus of graduates is the result of the expansion of university education during the 1960s, which was marked by an increase in new courses, the founding of new institutes, an increase in funds and a rise in student numbers following the post-war population explosion. Since the mid 1960s the university student population has increased annually by 10%.

One of the consequences of the difficulty facing graduates in finding a job has been that graduates are accepting work below their academic level. The trend which now seems to be emerging is that graduates are taking jobs normally reserved for those with higher vocational diplomas. They in turn are taking jobs from higher secondary school-leavers, and so on down the scale. Other graduates are prepared to take unpaid work in their field in order to gain the necessary experience many positions require.

United Kingdom

Predictions made by the Central Services Unit for Careers and Appointment Services — CSU in January 1976 that during the year there would be a 10% drop in demand for graduates while the number seeking employment would increase by 4% are now thought to be fairly accurate. At the end of 1976 7% of 1976 graduates were unemployed, an increase of 4% over figures for 1974.

Of students graduating in 1976 those qualifying as teachers were most seriously hit. In March 1977 the Minister of State for Education and Science announced that more than 10 000 teachers were out of work. Most of these were graduates of colleges of education and polytechnics, although a few came from university departments of education.

The situation is likely to be exacerbated with more graduates coming onto the labour market in June this year. The CSU and the Nottingham University Careers Advisory Board have both forecast a deterioration in the situation in 1977. They estimate that the number of new graduates who are likely to be actively seeking employment in 1977 will probably be 10% up on the corresponding figure for 1976. When combined with those 1976 graduates who had still not found jobs this would mean that about 35 000 first-degree graduates and 6 000 post-graduates were expected to be

seeking jobs. Against this, the total demand for graduates was expected to rise by 4%.

Sources :

Handelsblatt, 15 December 1976.

Times Higher Educational Supplement, 31 December 1976 and 10 June 1977.

Department of Employment Gazette, February 1977.

Youth unemployment in the Netherlands

A recommendation made in a report entitled 'Perspectieven voor jongeren zonder werk' (Prospects for out-of-work young people) drawn up by the Commissie Jeugdwerkloosheid (Committee on youth unemployment) of the Raad voor de jeugdvorming (Council for the development of young people) suggests that part-time jobs should be made available to unemployed young people and that they should at the same time be able to keep their unemployment benefit. In the time they are not working (not in their normal free time) it is suggested that these young people should be offered the chance to follow some form of training or education. In this context the Committee has in mind continuing education, for example the Open School. The Committee also wants to see vocational part-time link courses for young people who have had very little formal education. The possibility of courses split into sections with a separate certificate for each subject is being considered in an effort to reduce the high drop-out rate. More general courses should be organized for those who no longer want any formal education.

The report advocates the possibility of young people participating in voluntary projects without loss of unemployment benefit and also the lengthening of the interim measure on youth unemployment due to end on 1 July. This latter measure gives certain unemployed young people the opportunity to do social or cultural work for non-profit making organizations on a short-term basis (see Issue 4, 1976).

Source :

Uitleg, The Hague, 5 January 1977.

Vocational preparation in France

In a circular of 28 January 1977 issued by the Secrétariat Général de la Formation Professionnelle (Secretariat-General for Vocational Training) the French government announced the introduction of a new programme of measures designed to aid young people in the fields of vocational training, employment and the transition from school to working life. In addition the Government has up-dated and modified a number of measures which were first introduced in 1975. This initiative is intended to help those in the 16 to 20 age group who have left the education system without qualifications, who have failed to find employment or gain an apprenticeship contract or who are registered with the Agence nationale pour l'emploi (National Employment Agency).

The chief objective of the programme is to propose training schemes which directly prepare young people for working life and which correspond to employment supply and demand at regional and local levels. Concerted efforts will be made by the Agence nationale pour l'emploi, information and guidance centres, training establishments and the media to improve and promote the flow of information regarding training opportunities on a local level.

Many administrative bodies established as a result of previous circulars will remain active. For example, working groups situated in each Département and the working party established in 1975, of the Comité Régional de la Formation Professionnelle (Regional Vocational Training Committee), will continue to study and promote training measures in relation to regional and local employment needs. However, more should now be done to develop the role of educational establishments, particularly in the fields of vocational training and social advancement, and also the role of apprentice training centres in order to direct more young people towards apprenticeships.

Previous experience has shown that more encouraging results are obtained if training is divided into two sections :

- an initial period of two to four months consisting of social integration, awareness and guidance under the supervision of a full-time trainer. At the

end of this period young people will be directed towards a suitable training course or even employment;

- a second period of three to four months consisting of general training, coupled with individual counselling, an insight into working life and periods of in-company training, providing an opportunity for young people to familiarize themselves with the working environment and for employers to become acquainted with young people.

Previous measures have also shown that several short periods of training given in different companies are beneficial to young people and every effort will be made to increase the number and diversity of these training periods in the future. It is planned to begin courses in February and finish them in December in order to avoid a situation whereby trainees and school-leavers arrive on the labour market at the same time.

Département working groups will continue to study employment trends and opportunities which are likely to arise on a local basis and plans for relevant training courses will be laid.

State aid will be provided mainly for those training initiatives which are beneficial to the present employment situation and a concerted effort will be made in the future to ensure that companies and training funds play a more active role.

With these provisions, it is expected that there will be an improved flow of information on young people, training establishments, industrial enterprises and professional bodies and that this new programme of measures should enhance and complement those introduced in 1975.

Source :

Circulaire du secrétariat général de la formation professionnelle, No 300, 28 January 1977.

Education developments in the Netherlands

'Contouren van een toekomstig onderwijs bestel 2', the revised version of the Contourennota (see page 16, Issue 1, 1977), was presented to the Lower House

on 17 March by the Minister van Onderwijs en Wetenschappen (Minister for Education and Science). By 1 January 338 written commentaries had been officially received and where appropriate, these were taken into consideration in the compilation of this second version.

This memorandum discusses the revision of the Netherlands education system in more detail than the first and deals with the rate at which the new proposals will be put into force, how these will fit in with present educational developments, consideration for structural change and the role of teachers.

There was little disagreement in the commentaries regarding the intention to combine infant and junior schools, plans for which are going ahead. The exact shape they will take will be decided in the light of experiments being undertaken, which at present involve approximately 30 schools. The possibility of limited experiments with schools for 4 to 16 year olds has been left open.

Some of the commentaries received expressed the opinion that the lowering of the compulsory school age from six to four would interfere with parents' freedom in bringing up their young children. The memorandum points out that 98% of all five year olds were voluntarily attending infant school in January 1976, as were 94% of all four year olds. When the new Primary School Act eventually comes into force the compulsory school age will be lowered to five. After a number of years it will be decided, on the basis of experience with the five year olds, whether it is desirable to extend the Act to cover four year olds.

Since the first Contourennota a separate memorandum concerning special education has been published which primarily deals with the pressure points in the present situation. In the revised memorandum no significant changes have been made, but the problems, principles and long-term objectives for special education are set out in more detail. However, the emphasis is still laid upon a reduction in the number of pupils in special schools and a greater degree of flexibility between normal and special education.

With regard to the middle school most of the commentaries were directed at the following considerations :

- Is it not possible to realize the principles and aims of the middle school within the existing education structure?

- What is to be the age of entrance and the duration of the course, and what are the solutions with regard to the educational composition of the middle school?

- When middle schools come into force how is it intended to solve the problems of size and complete or partial abolition of the present system of categorization?

The revised version explains that the principles of the Contourennota are incompatible with the characteristics of the present system.

In deciding course length the important factors will be the relationship of the middle school with the primary school at one end and with the upper school at the other, and whether the emphasis is to be laid on personal development and social preparation for all or on rapid selection aimed at further study and vocational preparation. In principle a flexible course length suited to the capabilities of each pupil would be desirable and courses of both three and four years are being considered at present (the original Contourennota favoured a four-year course). As regards the age of entrance the revised memorandum comes out in favour of 12 as the transition year and advocates more experiments to enable smooth transition between primary and middle school.

The terms and form of internal differentiation are defined more closely. Certain studies will be open to all and some will have a restricted entry based on the results of tests and assessment. During the years of basic education assessment will have the function of progress control. At the end of their stay in the middle school each pupil should have reached a set of minimum standards, above which there will be possible variations in level.

It is the opinion of the Minister that the middle school should form a single system for all pupils and not run alongside a selective system. A dual system would be detrimental to the success of the policy and goes against the ideology on which it is based.

The structure of the upper schools as outlined in the first Contourennota was the subject of heavy criticism, so much so that the original plans for three distinct main sectors have been dropped in favour of a system of 'subject packages', which lead to recognized diplomas. A wide range of courses in various subjects will

be offered from which the pupil will be able to pick a study 'package' according to his abilities, interests and middle school development report. The packages will be of varying, but predetermined levels directed at further studies or a particular occupation. The various areas of study in the upper school will form groups corresponding with the social sectors outlined in the first Contourennota. There is the possibility of an orientation year for those pupils who feel unable to make a valid choice initially, thus postponing the choice for a year. Pupils will be able to change course after the first year and they will also be given the chance to spend a year longer than specified in completing the syllabus. The length of syllabus in the upper school will vary from two to four years depending on the level and the type of course followed.

Education in the upper school should, as far as possible, be characterized by learning by participation in society and adult life. School curricula should therefore include periods during which experience is gained outside the school. In this context the so-called 'leerplaatsen' or 'learning places' would come into effect. These are envisaged as situations within, or more often outside the school, by means of which the pupil would come into contact with the day-to-day work of a profession or trade and society itself. In some cases these might correspond to a large extent with present apprenticeship places.

In order to ensure the wide spectrum of courses envisaged cooperation between schools offering differing ranges of subjects in each region will take place. Regional service centres will also be established to carry out such functions as arranging learning places and to house expensive equipment and documentation.

The question of raising the school-leaving age has still not been resolved, and whether it will eventually be 17 or 18 will in turn largely depend on whether a three or four-year middle school is chosen. It is still very much the question as to whether an adequate preparation for society can be assured to all young people without an extension of the term of compulsory education. The memorandum gives the assurance that any steps in this direction will only be taken once adequate provisions have been made and after any previous changes have proved their worth. The idea that after their basic education some young people might find part-time education combined with the possibility of further education later of

more benefit to them has also been considered. The availability of the right to further education is an important aspect of the whole policy.

Plans are to be continued to create one system of higher education, while at the same time efforts are to be made to make higher education more relevant to society. Possibilities for this include postponing full-time participation in higher education, alternating periods of study with periods of work and combining work and study. The above are of particular importance in creating a system of continuing education and in this context the revised memorandum refers to the establishment of an Open University in the Netherlands comparable to the British example. This memorandum emphasizes that the Open School, which will operate at a lower academic level, will not be directed at disadvantaged groups alone but at the whole spectrum of learning. As an organization the Open School will be mainly occupied with coordinating, stimulating and developing the activities of the regional organizations for adult education. Adult education will be financed from three sources: the Government, the participants and industry and commerce.

A greater degree of internal democracy is strongly advocated giving all concerned, including parents, more participation in decision-making and the running of the school.

The idea put forward in some commentaries of having one type of teacher-training college which encompasses teacher training for all levels is rejected due to its impracticability, although it is expected that by the mid 1980s the training of teachers involved in primary education will be totally integrated.

Many of the commentaries received lamented the lack of more detailed examination of costing and financing. This is obviously a very difficult task in view of the many variables involved. However, this revised memorandum recognizes the need for working figures and includes a number of estimates using various high and low alternatives.

The figures are based on the premise that by the year 2000 the education pattern as drawn up in this memorandum will be in effect. For reasons of comparison a calculation has been made for the cost in the year 2000 of an 'unchanged policy'.

The calculation for the lowest variation presumes a school-leaving age of 17, no change in the average class size, no change

in the average amount spent on each pupil, a reduction in the average expenditure per student and a continuing education programme for 800 000 adults. This would result in a total expenditure of Fl 3 500 million more than for the so-called 'unchanged policy', but Fl 7 800 million less than if in the year 2000 proportionally the same amount is spent on education as at present.

The highest variation includes the raising of the school-leaving age to 18, a reduction in the average class size, an increase in the average amount spent on each pupil, maintaining the average expenditure per student and a continuing education programme for 800 000 adults. The above is calculated to cost Fl 8 400 million more than the 'unchanged policy', but Fl 2 900 million less than if proportionally the same amount is spent on education as at present.

From the calculations it would appear that all the variations on the policy will in the year 2000 require a smaller percentage of the national income than at present. Reactions to the new memorandum should be received before 1 January 1978.

Source :

Contouren van een toekomstig Onderwijsbestel 2. Den Haag : Staatsuitgeverij, 1977.

Proposed training measures for EEC personnel in 1977

In March 1977, the Directorate-General for Personnel and Administration at the European Commission published a programme of training measures which the Training Division plans to implement in 1977 for Commission staff.¹

These measures were formulated in accordance with Article 24 of the Staff Regulations which stipulates that the Community should facilitate the professional advancement of civil servants, in so far as this corresponds to the smooth functioning of each department, is in keeping with their own interests and helps career development.

¹ Commission of the European Communities, Staff Courier, 22 March 1977.

The objectives of this training programme are as follows :

- to encourage the integration under favourable conditions of newly recruited civil servants into the Commission's service;
- to improve knowledge by means of long or short training courses for certain categories of staff or for specific personnel such as secretaries, librarians, archivists, recordkeepers and chauffeurs;
- to apply modern management techniques and efficient working methods by holding management and information seminars.

In the field of general training, seminars and information visits to Member States are being organized in addition to lectures on Community policies.

It is further planned to organize long-term training visits to the governments of Member States for Commission staff, in addition to both long- and short-term visits to the Commission by civil servants of Member States, in order to ensure an improved mutual understanding of public, national and community functions.

Finally, both specialized and general language courses are being organized in order to equip EEC personnel with the additional linguistic skill required for the execution of their duties.

Open University in the Netherlands

An Open University to link with the upper end of the already planned Open School has been proposed in the Netherlands. The proposal came in a joint report issued by the Commissie Open School — COS (Open School Commission) and the Commissie Ontwikkeling Hoger Onderwijs — COHO (Commission for the Development of Higher Education). The Open School and Open University together will form a comprehensive and extensive system of 'open' education for adults who wish to study in addition to having some other full- or part-time occupation; the Open School being at a secondary and lower vocational education level and the Open University at the higher education level. The Open University proposals include courses leading to a doctorate as well as a wide range

of higher vocational, general, specialist and refresher courses. Final examinations are also to afford maximum opportunity for personal preference.

As these courses are aimed at adults who earlier missed the opportunity of further study it is hoped that entrance requirements will be less formal and strict than for ordinary higher education, thus allowing even those who did not complete their secondary education to take part. The syllabus should be more flexible than at present, consisting of separate but inter-related course units, with each unit lasting not longer than one year. This would allow students to study just part of a course, to change direction, or to leave their studies for a period and pick them up again later. The bulk of the teaching will be in the form of correspondence courses, but, in addition to this, individual and group counselling, radio and television will play a very important part.

Regarding the organization of the Open University the report favours a model similar to the British one, whereby it would be entirely independent of present institutions of higher education while still using existing education provisions such as laboratories and teaching centres.

This report by the COS and COHO will be taken into consideration by the Commission for the Development of the Open University when they compile their own report.

Source :

Uitleg, The Hague, 17 March 1977.

Short News

Denmark

A quota system governing university entrance and based on work experience is to be introduced in Denmark this autumn in an attempt to halt the rapid and unplanned expansion of higher education and reduce the present very high drop-out rate. A system of three quotas as follows will be used :

- one for those applying on the basis of results and marks gained from institutions of upper secondary education;

- one for those applying with both school-leaving marks and work experience;
- one for those without the appropriate school marks but with foreign or special qualifications, including mature students of 25 plus.

With the exception of entry to technology faculties, work experience can be gained in any job with points awarded on a scale ranging from 1.09 for a minimum of nine months increasing by 0.01 per additional month, to a maximum of 1.18 for 18 months' work. The work experience points will then be multiplied by the applicant's average school-leaving mark on a one to thirteen grade scale. In the case of technology faculties work experience must be relevant to the proposed studies and of 18 months' duration. Emphasis on work experience differs as the ratios between quotas vary from faculty to faculty, for example 70 : 20 : 10 for natural sciences and veterinary medicine and dentistry. Unlike other faculties teacher training and psychology will work a purely points system, reserving one-fifth of their places for individual assessment.

Federal Republic of Germany

A plan to build up a *network of vocational information centres* throughout the Federal Republic has been approved by the Bundesanstalt für Arbeit (Federal Institute of Labour). This initiative has been taken in response to a growing demand for professional careers advice among young people, probably arising from the number of new careers in fields such as electronics and data processing and from the stiffer competition for training places. At the end of 1976 only 7% of training places remained unfilled, compared with 40% in 1971. The first of the centres, which aim to supplement the careers guidance services already provided by the local employment offices, was set up in West Berlin last November. As part of its function to supply information on every aspect of vocational training and youth unemployment it holds files on each of the 465 officially recognized trades and occupations. The Centre's most significant achievement so far in its work with local schools has been the introduction of a compulsory course on choosing a career for all pupils in the ninth and tenth years (15 and 16-year-olds). Ten hours of instruction on this course will be given by the Centre's staff.

Ireland

A new employment premium announced in this year's Budget is expected to benefit some 5 000 school-leavers as well as 6 000 adults. Employers in the manufacturing industry will receive a subsidy of £10 000 per week for each school-leaver employed and £20.00 for each adult. The total amount allotted to the scheme is £4.1 million. An additional 1 500 school-leavers are expected to benefit from the injection of an extra £1 million into the Community Youth Training Programme run by the National Training Council and aided by the EEC. The programme provides for the training of unemployed school-leavers in a State training centre by unemployed craftsmen, after which the school-leavers go to work on social and environmental projects.

Sweden

The intention to create 10 000 *extra places in upper secondary schools* was recently announced by the government. These places will be on short vocational courses and are aimed at young people who either leave school after their basic comprehensive education or drop out of upper secondary education. Some of the places, however, will be on courses specifically aimed at groups experiencing special employment problems, for example, young immigrants, girls and the handicapped. Participants on these short-term courses will now be eligible for ten weeks' study support; previously support was reserved for pupils on long-term courses. The Government is to reimburse local education authorities for the cost of the extra places and of providing follow-up study and work guidance services. The cost to the Government is estimated at SKr 25 million for the additional places and SKr 20 million for study support. Although Sweden has a relatively low unemployment rate — 1.8% — some 43% of these are under 25. In autumn 1976 the Government extended emergency measures originally introduced for 1976 to June 1977. These measures included subsidies to firms who engage young people under 25 to fill vacancies created by sending employees on in-service training courses or who send workers on courses instead of making them redundant.

United Kingdom

The Secretary of State for Education recently announced the Government's intention to set up an *Advisory Council for Adult and Continuing Education*. The council was first proposed four years ago and has since been the subject of much debate. The final structure and duties of the council will be decided when reactions to the Government's proposals have been received. These proposals are that the council should consist of 20 members, including a chairman to be appointed by the Secretary of State. The members will be drawn from bodies actively interested in adult education and a full-time secretary, who will be on the staff of the National Institute of Adult Education, will be appointed by the council. The aims of the council will be to advise on matters concerning adult education in England and Wales and more particularly to encourage cooperation between the various bodies involved in adult education and to review current practice, organization and priorities.

Research

Bundesinstitut für Berufsbildung

Vocational training in the Federal Republic of Germany takes place within the dual system. This means that training is provided partly within a company or in a group training centre (usually in the private sector) and partly in a vocational school, which is a public educational institution. In the past considerable difficulties have been encountered in the planning and implementation of vocational training because the Federal Government can only legislate for in-firm vocational training, while the Länder governments are responsible for training provided by the vocational schools.

The Bundesinstitut für Berufsbildung — BIBB (Federal Committee for Vocational Training) was set up under the *Ausbildungsplatzförderungsgesetz* (Law on the Promotion of Training Places) which came into force on 1 September 1976. This new institute incorporates the former Bundesinstitut für Berufsbildungsforschung — BBF (Federal Institute for Vocational Training Research) and the

Bundesausschuß für Berufsbildung (Federal Committee for Vocational Training). It has a single legal personality under Federal law and thus affords an opportunity for cooperation between the Bund and the Länder. Participation of both Bund and Länder at an early stage should be particularly beneficial in determining the structure of vocational training content and mutual recognition of courses throughout the Federal Republic. The establishment and administration of the Bundesinstitut will be financed by the Federal Government.

Research will continue on the foundations laid by the BBF in accordance with a research programme to be agreed with the Minister für Bildung und Wissenschaft (Minister for Education and Science). Details of the constitution of the Hauptausschuß (steering committee) of the BIBB, the Länderausschuß (standing State committee), the standing committee for the handicapped and the specialist committees are given in Information item 98, Issue 3-76.

In February the BIBB held a meeting with representatives of vocational school teachers in preparation for their future collaboration on specialist committees which the BIBB will set up at its discretion to act in an advisory capacity on specialist or technical matters.

The establishment of the BIBB has created a basis for :

- closer association between public responsibility and the responsibility of those involved in vocational training;
- equal participation of employers and employees concerned with vocational training;
- the assurance of a uniform approach in the exercise of legislative powers which are currently divided between the Bund and Länder;
- early recognition of vocational training trends and consequently a prompt introduction of appropriate policy measures.

The following departments have been set up at the BIBB :

- vocational training finance;
- planning and statistics, structure research;
- curriculum research;
- training regulation research;

- adult education research;
- media research.

The role of the department of vocational training finance is to implement the financial system proposed in the *Ausbildungsplatzförderungsgesetz* (see item 98, Issue 3-76).

The planning, statistics and structure research department will be mainly concerned with the creation of instruments to facilitate the recognition of trends developing in vocational training. Thus the basis for vocational training planning will be laid and a contribution will be made to the vocational training report on the availability of training places and expected trends which the Bundesminister is obliged to present annually. As the implementation of the vocational training finance measures under the *Ausbildungsplatzförderungsgesetz* is dependent on these two factors, this report forms an important basis for the Government's decision on whether this financial system should be brought into play.

The work of the structure research section includes projects related to the social science principles on which vocational training research is based, to statistics and information systems and to the planning, organization and finance of vocational training. This involves the development of systematic statistical bases for the planning and practice of vocational training and for reviewing educational policy measures, particularly those concerned with vocational training. Other studies will aim to contribute scientific support to future decisions in the field of vocational training policy, including measures such as the building of group training centres or training initiatives at a regional level.

Structure research is focused on the investigation of individual, social and economic factors affecting the vocational qualification process of selected target groups in the Federal Republic and the EEC. One aspect of this work is to determine the conditions under which young people who should still be attending vocational school part-time but have no apprenticeship contract could take up

courses leading to a vocational qualification. This includes the study of criteria relating to the design of curricula beneficial to these young people and measures concerning organization in schools. A long-term aim is the development of a model which can be used to forecast the expected trends of the whole vocational training system both as a part of the education system and in conjunction with the employment system.

On the basis of general curriculum developments, curriculum theory and other work, the curriculum research department is currently drawing up procedures for the design and evaluation of vocational curricula with particular reference to the *Sekundarbereich II* (upper secondary education). One of the objectives of the restructuring of courses in this educational sector is to make vocational training courses equivalent to courses in general education. This department is also to develop practical aids for planning and carrying out pilot projects and orientation methodology for associated research, taking special account of projects sponsored jointly by the Bund and the Länder. Other work includes research into the technical and pedagogical suitability of in-firm training personnel, designing vocational examinations and trainee assessment procedures in line with the educational standard required and studying problems associated with the introduction of the basic vocational training year, which provides instruction relevant to a range of jobs.

The department of training regulation research is engaged in the development of the scientific pre-conditions essential to the reclassification of recognized occupations requiring vocational training and consequent amendment of training regulations. Specialists in training and vocational practice will collaborate with specialists in the relevant technologies and researchers in pedagogy and the social sciences. This practice-oriented research will contribute to the work of coordinating training regulations and school curricula.

Draft training regulations prepared by the BIBB will become legally binding when passed by the respective minister

with the consent of the Bundesminister für Bildung und Wissenschaft.

The work of the department for adult education research is primarily concerned with questions related to the principles of adult vocational training, its technical content and vocational aims. This includes developing principles for the formulation of training regulations, preliminary work on the creation of a uniform Federal further education system and work on the design of certification systems and model courses.

Another important task is the validation of vocational training measures for adults. Initially this department will validate measures operating under the *Arbeitsförderungsgesetz* (Work Promotion Act), but a system of validation for the use of all parties engaged in the design of adult vocational training courses will eventually be developed. The learning behaviour of adults, an area where little work has been carried out previously, is also being researched by this department.

The department of media research is concerned with educational technology, teaching systems, training aids and the supervision of distance education courses. One important project is the development and testing of multi-media systems, with particular reference to the subject area of electrical technology/electronics and jobs in engineering. Its objective is the development of a complex teaching system covering the essential technical content of training for this job area. Such a system will simplify instruction planning and the planning, implementation and evaluation of training measures. It will also enable trainees who complete a basic vocational training year to attain comparable qualifications, in spite of the diversity of the forms this basic training may take. The BIBB has taken advantage of the results of the extensive work in this field already carried out by the *Arbeitsstelle für Betriebliche Berufsausbildung* (Office for Vocational Training in Industry).

Sources :

Pressemeldung 1/77, 11 February 1977.
BIBB Fehrbelliner Platz 3 I Berlin 31. Tel. 868 31.

Bibliography

SOCIAL AND ECONOMIC PROBLEMS

602. MAKING WORK MORE HUMAN — WORKING CONDITIONS AND ENVIRONMENT (E). Geneva : International Labour Office, 1976. 79 pp. SF 17.50.

The solution to the key problem of the inter-relationship between employment, remuneration, working conditions and environment, education, health and leisure is regarded as vital to the success of any social policy. This report aims to stimulate measures to improve working conditions by means of an analysis of the most important aspects of work and the work environment.

603. EMPLOYMENT, GROWTH AND BASIC NEEDS — A ONE-WORLD PROBLEM (E). Geneva : International Labour Office, 1976. 177 pp.

The main proposal contained in this report, which was written as a discussion document for the World Conference on Employment, is that all developing countries should adopt a basic-needs approach aimed at achieving a minimum standard of living for the poorest groups in society by the end of the century. In order to attain this, economic and social policies should be established on a national and international basis and employment levels need to be increased. The report is also concerned with industrialized countries which are suffering from high levels of unemployment, as even the most affluent of these have pockets of relative poverty and deprivation.

604. JUGENDARBEITSSCHUTZGESETZ — KOMMENTAR (D). Law on the protection of young workers — a commentary, by Dr Johannes Zmarzlik, Munich : Verlag Franz Vahlen, 1976. 396 pp. DM 24.80.

Employers, companies, administrators, trade associations, trade unions and authorities which supervise the implementation of the law are all called upon to undertake many new duties by the new Jugendarbeitsschutzgesetz, which came into force in May 1976. This book gives the text of the law, explains its aims and gives a detailed practice-oriented interpretation of each section. Supplementary law relevant to the welfare of young people in employment, which includes Länder regulations, is reproduced in the appendix. The author of the book is adviser to the Bundesministerium für Arbeit und Sozialordnung (Federal Ministry of Labour and Social Policy).

605. A SOCIAL SCIENTIST IN INDUSTRY (E), by Lisl Klein. Epping : Bowker Publishing Company Limited, 1976. 257 pp.

This book is the result of an experiment undertaken in 1965 to examine the social sciences and their application in industry. It is partly autobiographical, as the author uses her personal experience as a social scientist to analyse the role. The experiment looks at how social sciences in Great Britain have increased in popularity in the last decade and how people are now coming to accept that present-day problems cannot be solved by technology alone and that a wider application of social sciences is required. The book is divided into two parts, the first of which is a narrative account of how the experiment began, how the author became involved with the project and how it progressed and developed. Part two discusses the politics of social sciences and their uses to industry and individual organizations.

VOCATIONAL TRAINING

606. LA FORMAZIONE PROFESSIONALE : UNA SOTTOSCUOLA ? (I). Vocational training : a second-class education? Produced by COSPES. Rome : Edizioni CNOS, 1976. 370 pp. Lit 4 500.

This volume is the work of a group of psychologists, sociologists and social workers who operate the guidance services run by the Centri di Orientamento Scolastico Professionale Educativo e Sociale — COSPES (Centres of educational, vocational and social guidance). It is an in-depth analysis of certain aspects of vocational training viewed in relation to the proposed reform of the entire training system. Veneto was the area chosen for the inquiry, and in 1975 an intensive research programme was launched in collaboration with several vocational training centres operating in the region. The volume consists of the separate parts dealing with case studies, psycho-sociological investigations and educational remedies.

607. BERUFSBILDUNG 1975/76 — DIE BERUFSBILDUNGSARBEIT DER INDUSTRIE- UND HANDELSKAMMERN (D). Vocational Training 1975/76 — The vocational training work of the Chambers of Commerce and Industry. Bonn : Deutscher Industrie- und Handelstag, 1976. 120 pp.

The major part of this report is devoted to a discussion of various aspects of the vocational training policy of 1975/76. It also gives information about work in those initial and continuing vocational training fields for which the Chambers of Commerce and Industry are responsible. A list of training regulations for all recognized occupations, together with statistics showing the spread of training courses throughout the FR of Germany and numbers of course participants and examinees are also provided.

608. WORLD EMPLOYMENT PROGRAMME — RESEARCH IN RETROSPECT AND PROSPECT (E). Geneva : International Labour Office, 1976. 278 pp. SF 20.

The World Employment Programme, of which this is the third report, aims to help political decision-makers and planners devise new patterns of development to expand the number of productive income-earning opportunities and thus to enable a fairer distribution of wealth. This report is an updating of the research carried out so far and outlines further objectives and future directions. The report includes a comprehensive bibliography and a table showing the progress of projects in each country.

609. SCHOOLKENMERKEN EN LEERPRESTATIES (N). School characteristics and educational achievement, produced by the Sociologisch Instituut, Rijksuniversiteit Groningen. No date given. 78 pp.

The research project behind this report forms part of a larger project to discover those factors influencing a child's educational achievement. This investigation deals with the school and whether factors can be discerned which explain variations in performance. 188 schools were involved and such variables as class situations, school organization, average socio-economic status of pupils, and size of school were investigated.

VOCATIONAL GUIDANCE

610. STUDIEN- UND BERUFSWAHL 1976/77 : ENTSCHEIDUNGSHILFEN FÜR ABITURIENTEN UND ABSOLVENTEN DER FACHOBERSCHULEN (D).

Choice of study and career : Aids to decision-making for upper secondary school-leavers and technical-college leavers. Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung und Bundesanstalt für Arbeit. Bad Honnef : Verlag Karl Heinrich Bock, 1976. 400 pp.

611. BEROEPENVOORLICHTING IN NEDERLAND — RAPPORT VAN DE RAAD VOOR DE BEROEPSKEUZEVOORLICHTING (N). Career information in the Netherlands — Report of the Council for Career Guidance. The Hague : Ministerie van Sociale Zaken. No date given. 106 pp.

Career information is an area where a great deal of change is now taking place. This report contains information on the situation at present and looks at each individual body or organization in this field, giving details of their structure, employees, training, functions, methods, facilities, activities and development. The report also contains certain recommendations on what steps could or should be taken in the future and on possible improvements.

EDUCATION IN GENERAL

612. COLPITI DALLA RIFORMA — INSEGNANTI E PARTICIPAZIONE NELLA SECONDARIA (I). Affected by the reform: teaching staff and participation in secondary education. No 54 in the series 'Universale Coines — Uomo e Società'. Rome: Coines Edizioni spa, October 1976. 184 pp.

The success of the long-awaited reform of the secondary school in Italy depends largely on the attitudes of the teaching profession towards the pedagogical and cultural demands which the 1974 reform law makes of them, particularly those demands related to the new methods of school administration which aim to improve participation and democracy in schools. This book contains results from two studies. The first, carried out in 1971, gives a general view of the social and professional attitudes of teaching staff, which, it shows, have in the main a middle-class life-style. The second study was carried out in the province of Rome shortly after the reform came into effect and investigates teachers' knowledge of the reform law and their attitude towards participation.

613. HET VOORTGEZET ONDERWIJS TUSSEN BASISCHOOL EN UNIVERSITEIT (N). Secondary education between primary school and university. Ministerie van Onderwijs en Wetenschappen. The Hague: Staatsuitgeverij, 1976. 75 pp.

The various forms and options in the Netherlands secondary education system are encompassed in this publication. Information is given on entrance and examination requirements and a general description of the type of courses offered, together with a brief survey of study and career opportunities thereafter. Also discussed are correspondence courses, evening classes, apprenticeships, day-release courses, the open school, compulsory education and fees. As well as the present system proposals for future developments within secondary education are outlined.

CONTINUING EDUCATION

614. LA FORMATION CONTINUE (F). Continuing Training, by Pierre Besnard and Bernard Liétard. In the series 'Que Sais-Je'. Paris: Presses Universitaires de France, 1976. 126 pp.

By way of a general introduction this book examines some of the varied and often complex ideas and terms used in the education sector at present, in particular in the fields of permanent education and continuing training. It also examines the socio-economic aspects of continuing training and the way in which it affects the individual. The last section deals specifically with the French training and education system and discusses such aspects as its general characteristics and political and legislative influences.

615. L'ÉDUCATION ET LA FORMATION PERMANENTES POUR LES PME — ÉTUDE II: ÉVALUATION CRITIQUE DE LA FORMATION 'CLASSES MOYENNES'. DONNÉES DE BASE POUR UNE NOUVELLE STRATÉGIE PSYCHOPÉDAGOGIQUE (F). Continuing training and education in small- and medium-sized firms — Second report: A critical evaluation of the training of the 'Classes Moyennes'. Data for a new psychopedagogical strategy. Brussels: Comité National de Formation et de Perfectionnement Professionnels, 1976. 449 pp.

This study suggests that three main questions are raised by the training of the 'classes moyennes' (the self-employed, those employed in the professions and in small- and medium-sized businesses):

- What are the objectives of training the 'classes moyennes'?
- What types and methods of training can be put into operation to achieve these objectives?
- And finally, how can one evaluate the effectiveness of these measures and objectives?

The book sets out to answer these questions by a thorough examination of training for the 'classes moyennes' in Belgium and includes a survey carried out among people involved in training at this level.

TRAINING OF APPRENTICES

616. DIE ANERKANNTEN AUSBILDUNGSBERUFE 1976 (D). Recognized vocational requiring training, by the Bundesminister für Bildung und Wissenschaft. Bielefeld: W. Bertelsmann Verlag, 1976. 214 pp.
617. AUSBILDUNGSORDNUNGEN NACH § 25 BERUFSBILDUNGSGESETZ — ERLÄUTERUNGEN UND HINWEISE (D). Training regulations under the Vocational Training Law, Para. 25 — Clarifications and advice. Bonn: Bundesminister für Bildung und Wissenschaft, 1976. 40 pp. DM 2.00.

The 1969 Berufsbildungsgesetz called for a revision of training regulations governing nationally recognized skilled occupations requiring an apprenticeship. This is a long-term process and this publication includes guidelines covering the Government's procedures for drawing up training regulations and for aligning them with vocational school curricula. It

describes the different types of training regulations and gives details of what each section of the regulation should contain.

TRAINING OF YOUNG PEOPLE

618. PROGETTO ISFOL PER IL MEZZOGIORNO (I). ISFOL project for southern Italy. In 'Formazione e qualifica', Nos 30 and 31. Rome: Ente Confederale Addestramento Professionale, January — April 1976. 40 pp. and 68 pp.

These two issues are devoted to an experimental training project for young people in southern Italy which has been developed by the Istituto per lo sviluppo della formazione professionale dei lavoratori (Institute for the development of vocational training) and is financed mainly by the European Social Fund. Issue 30 contains an outline of the training scheme, which involves study and practical work in industry, thus ensuring that the training provided is relevant to changing production processes and local labour market conditions. Issue 31 contains a report by the President of the Confederazione Italiana del Lavoro — CGIL (Italian General Confederation of Labour), contributions from trade union representatives in the various provinces where the scheme is operating and a comment by the Director-General of ISFOL.

619. ARBEITERKINDER IM BILDUNGSSYSTEM (D). Working-class children in the education system. Bonn: Bundesminister für Bildung und Wissenschaft, January 1976. 72 pp.

Statistics and charts presented in this booklet show the distribution of children throughout the German education system according to their family background, indicating a disproportionately high representation of working-class children in the Hauptschulen (secondary modern schools). A discussion of the factors which may give rise to the educational disadvantage of this large social group cites social values transmitted by the family, the social and cultural milieu, the parents' working environment and conditions at home as possible causes for the low motivation and under-achievement of working-class children. The book describes recent educational measures which should contribute to achieving equal opportunity for all children and discusses social measures which it points out are also necessary to remedy inequality.

620. INDUSTRIEN OG UDDANNELSEN I SAMFUNDET (DK). Industry and education in society. Copenhagen: Industrirådet, June 1976. 35 pp.

This booklet points out the strong links which exist between industry and education. Since many young people take up careers in industry it is pointed out that education should aim at preparing young people for working life as well as carrying out its function of providing general knowledge. A further important consideration is that efforts should be made to achieve

a balance between the numbers of qualified young people and the requirements of industry. Remarks on the present education system and the relationship between industry and education as seen from a historical viewpoint are also included.

621. **ZWISCHEN SCHULE UND BERUF (D).** Between school and work, by D. Grieger. Berlin : Bundesinstitut für Berufsbildungsforschung, July 1976. 113 pp.

This empirical study, the work of the Bundesinstitut für Berufsbildungsforschung — BBF (Federal Institute for Vocational Training Research), investigates the contribution which courses financed by the Bundesanstalt für Arbeit (Federal Institute of Labour) are making towards the solution of the problem of young workers who have no training contracts. These courses are two kinds : the first are personal development courses. On completion of these courses, about 70% of the students take up training contracts each year. The second type aims to prepare young people to go directly into full-time employment. The report includes extensive statistical tables and a reproduction of the questionnaire which course organizers were asked to complete.

622. **BECOMING A WORKER (E),** by E.T. Keil. Leicester Committee for Education and Industry and the Training Services Agency, 1977. 51 pp. £1.00.

This report is the result of a research programme, carried out by members of the Department of Social Science of Loughborough University, to illustrate the social processes involved in introducing young people to the world of work and their induction into full-time employment. The project therefore analyses formal induction programmes, management policies, and young people's personal experiences of induction. The section dealing with the findings of the project is divided into two parts : entry into work and experience of work, where views on the transition from school to work are given. The last chapter is devoted to a summary of the conclusions drawn from the questionnaires.

TRAINING OF MIGRANT WORKERS

623. **AUSLÄNDISCHE ARBEITNEHMER UND ARBEITSMARKT (D).** Foreign workers and the labour market, by G. Schiller *et al.* Beiträge zur Arbeitsmarkt- und Berufsforschung 7. Nuremberg : Institut für Arbeitsmarkt- und Berufsforschung, 1976. 134 pp. DM 20.

This study, undertaken, by a working group set up by the Institut für Arbeitsmarkt- und Berufsforschung — IAB (Institute for Labour Market and Vocational Research) contains essays on the consequences for economic policy which result from the employment of foreign workers, an analysis of migrations to and from the Federal Republic of Germany, and the effects of employing foreign workers on the economies of post-industrial states. A report of an IAB symposium on the employment of foreign workers is also included.

TRAINING IN INDUSTRY

624. **STAGES DE FORMATION INTER-ENTREPRISES — ACTIONS DE FORMATION EN ENTREPRISE — 1976-1977 (F).** Inter-Company Training Courses — In-Company Training Provisions — 1976-1977. Paris : CNOF-Centre d'Enseignement du Management, September 1976. 181 pp.

TRAINING IN SERVICE INDUSTRIES

625. **MANPOWER AND TRAINING NEEDS SURVEY IN THE RESTAURANT AND CAFÉ SECTOR OF THE CATERING INDUSTRY (E).** Dublin : Council for Education Recruitment and Training for the Hotel, Catering and Tourism Industries, 1976. 124 pp. £ 1.50.

TRAINING AND EMPLOYMENT

626. **BERUFSWEGE UND ARBEITSMARKT : AUSBILDUNG, MOBILITÄT UND BERUFLICHE TÄTIGKEIT VON MÄNNERN (D).** Careers and the labour market : Training, mobility and occupational activity of men, by Hans Hofbauer *et al.* Quintessenzen 5. Nuremberg : Bundesanstalt für Arbeit, 1976. 52 pp.

The primary aim of a survey undertaken by the Bundesanstalt für Arbeit — BA (Federal Institute for Labour) in spring 1970 was to obtain more up-to-date information on mobility in the labour market in the Federal Republic of Germany. One in every two hundred employed German males and their immediate superiors were interviewed about the most important stages of their training and careers. The aim of the project was to study the incidence of vertical mobility, changes of occupation, and of employer and regional mobility and to estimate the suitability of training provided by industry. This publication aims to present the most important results to a wide audience. The full report may be obtained from the BA.

627. **ENTWICKLUNGSTENDENZEN IM BESCHÄFTIGUNGSSYSTEM (D).** Developing trends in the employment system, by F. Gerstenberger and A. Chaberny/K. Gottwald. No 57 in the series 'Gutachten und Studien der Bildungskommission'. Stuttgart : Ernst Klett Verlag, 1976. 160 pp.

The two essays published in this book deal with changes in job requirements and qualifications. The first essay considers methods for assessing changes in job structures, quantifies the most important developments in job structure and attempts to define precisely the effect

of these trends on job content and job requirements. The second essay discusses the growth of the labour market between 1950 and 1960 and developments in the industrial sector from 1961 to 1970 and traces the history of vocational training and its relationship to changes in job structures. The author concludes that there has been an increase in the qualification level in the primary and tertiary sectors, but this varies from one industry to another.

628. **DE STRATEGIE. VOOR HET ARBEIDSMARKTONDERZOEK (N).** Strategy for labour market research, by the Ministerie van Onderwijs en Wetenschappen. The Hague : Staatsuitgeverij, 1976. 59 pp.

The steering committee of the national programme for labour market research has put forward and has had approved a research strategy, stating the direction which their research is to take. In this memorandum they suggest the development of a labour market model, and put forward 18 problem areas which merit further consideration and study in order to gain better insight into the workings of the labour market. These areas centre in particular on the question of supply and demand on the labour market and the discrepancy between the two. In addition to this they suggest research into such problems as the effects of long-term unemployment and early retirement on the families concerned.

629. **BESCHÄFTIGUNGSPROBLEME IN INDUSTRIESTAATEN (D).** Employment problems in industrial States, by R. Soltwedel and D. Spinanger. Beiträge zur Arbeitsmarkt- und Berufsforschung 10. Nuremberg : Institut für Arbeitsmarkt- und Berufsforschung der Bundesanstalt für Arbeit, 1976. 395 pp. DM 20.

The problems of underemployment and, in particular, unemployment are currently of focal interest in labour market policy. This analysis of employment problems undertaken by the Institute for World Economy at the University of Kiel aims to improve comparability between countries, to assess the effects of employment problems and to draw conclusions for the labour market. The UK, France, Italy, FR of Germany, Belgium and the USA were included in the study. The analysis relates mainly to the period 1960 to 1970, covers the employment problems of young people, older workers and women and discusses regional aspects. Comprehensive statistical data is included.

YOUTH UNEMPLOYMENT

630. **JUGENDARBEITSLOSIGKEIT : EINE ZWISCHENBILANZ (D).** Youth unemployment : An interim statement, by Karen Schober-Gottwald. In 'Berufsbildung in Wissenschaft und Praxis' 1/77. Berlin : Bundesinstitut für Berufsbildungsforschung, 1977. pp. 1-6.

This article studies the composition of the group of young people who are unemployed and the reasons for their unemployment. It also investigates the possible effects of measures to alleviate the problem which have been implemented or planned. Included are tables showing the development of unemployment among the under 20s in the Federal Republic since 1973.

631. PROGRAMM ZUR DURCHFÜHRUNG VORDRINGLICHER MASSNAHMEN ZUR MINDERUNG DER BESCHÄFTIGUNGSRISIKEN VON JUGENDLICHEN (D). Programme for the implementation of priority measures on the reduction of employment risks of young people. Bonn : Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, November 1976. 40 pp.

This programme adopted by the Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung (Joint Federal Länder Committee for Educational Planning and the Promotion of Research) is aimed at giving young people increased opportunities to gain educational and vocational qualifications after leaving school. Specific measures include promoting the Berufsgrundbildungsjahr (basic vocational training year), increasing the availability of training places at group training centres, improving opportunities to take or re-take the Hauptschulabschluss (school-leaving certificate), and improving the ratio of teacher-advisers to pupils, particularly in the vocational training sector. The report outlines the programme and explains why these particular measures were selected.

632. CRISI ECONOMICA E DISOCCUPAZIONE GIOVANILE (I). The economic crisis and youth unemployment, by Guido Bolaffi. In *'Formazione e qualifica'* No 34. Rome : Ente Confederale Addestramento Professionale, November-December 1976. pp. 18-22.

This article stresses that the problem of youth unemployment cannot be properly understood unless examined within the context of the general employment situation in Italy, which was worse in 1976 than in the last few years. Discussing proposals to alleviate youth unemployment which were recently presented to the Italian Government, the author concludes that any measures which aim to find jobs for young people by payment of special State subsidies can only be temporary and will postpone the reorganization of the economy.

633. OCCUPAZIONE GIOVANILE E FORMAZIONE PROFESSIONALE (I). Youth employment and vocational training. Rome : ISFOL, February 1977. 48 pp.

This volume contains the ISFOL contribution to the national conference on youth employment held in Rome in February this year. Whilst recognizing that the, at present, small training system is not directly responsible for the high level of youth unemployment in Italy, the book examines different ways in which training can be used to improve the situation. It investigates the period of transition from school to work, which can present difficulties

even in the most advanced economies, and looks at the methods employed in various regions and by the different educational establishments to overcome the problem.

634. HINTER DEN BARRIKADEN. ZUR VERTEIDIGUNG DER BILDUNGSREFORM (D). Behind the barricades. In defence of educational reform. Frankfurt : Aspekte Verlag, 1976. 288 pp.

The Gewerkschaft Erziehung und Wissenschaft (trade union for teachers and educationalists) held a conference on 'Training and work for young citizens' in May 1976. This report on the conference includes the papers presented, one of which discusses trends on the labour market and the possibility of youth unemployment becoming a long-term problem. It also reproduces the conclusions of the sixteen working parties set up to study various aspects of the education and employment systems. The problem areas studies included the implementation of Berufsgrundbildung (basic vocational training), unqualified young people, the handicapped, young girls, migrant workers' children in schools and youth unemployment.

635. UNGDOMSARBEJDSLØSHEDEN NOVEMBER 1975 (DK). Youth unemployment, November 1975. Copenhagen : Arbejdsdirektoratet, March 1976. 18 pp.

Statistics quoted in this publication are intended to supplement those published in a report by the Centrale Udvalg vedrørende Ungdomsarbejdsløsheden (Central Committee for Youth Unemployment). The statistics represent a detailed breakdown of youth unemployment according to age, geographical areas, occupation categories, etc. Included in an appendix is a description of the methods used in compiling the statistics which points out the constraints inherent in undertaking such a study.

UNIVERSITIES AND INSTITUTES OF HIGHER EDUCATION

636. STUDENTS IN SHORT-CYCLE HIGHER EDUCATION — FRANCE, GREAT BRITAIN AND YUGOSLAVIA (E), by Philippe Cibois and Janina Markiewicz-Lagneau. Paris : OECD, 1976. (Also available in French : Les étudiants dans l'enseignement supérieur court). 180 pp.

This report presents a comparative analysis of three sample surveys of students attending UK polytechnics, the French instituts universitaires de technologie (university institutes of technology and više škole (higher schools) in Yugoslavia. The surveys documented the social and educational origin of students taking short-cycle higher education courses at these institutions, and investigated their motivation and expectations. Presentation of the results shows their significance in a national context, and conclusions are drawn based on international comparisons.

DISTANCE EDUCATION

637. FERNLEHRGANGSTEILNEHMER UND IHR FERNUNTERRICHT (D). Distance education and its students, by G. Neumann and C.W. Müller. No 40 in the series 'Schriften zur Berufsbildungsforschung'. Hannover : Hermann Schroedel Verlag KG, 1976. 233 pp.

This study sponsored by the Bundesinstitut für Berufsbildungsforschung — BIBB (Federal Institute for Vocational Training) is based on the job requirements outlined in earlier empirical investigations and on a survey among distance education students of economics to assess their learning ability, motivation and social background. Its results are not only important to the BIBB for its work in controlling distance education courses in vocational subjects but are also of value to those running courses or proposing to set them up. The study demonstrates how job requirements should be translated into requirements for the design of distance education courses in the field of economics.

STATISTICS

638. FORMATION PROFESSIONNELLE - BULLETIN DE LIAISON, No 76/75 (F). Vocational Training — Information Bulletin, No 76/75. Paris : Centre Inffo, on behalf of the Secrétariat Général de la Formation Professionnelle, December 1976. 54pp.

This issue provides a statistical summary of various aspects of vocational training, such as the number of workers receiving training, the amount of time allotted to the provision of training, financial aid and employers contributions. The bulletin records figures for the year 1975, gives an estimate of 1976 figures and proposes a budget for 1977. Circulars issued by the Secrétariat Général de la Formation Professionnelle (Secretariat-General for Vocational Training) concerning vocational training finance and state aid are also featured.

639. UDDANNELSESSTATISTIK — ANTALLET AF LAERERE VED DE VIDEREGÅENDE UDDANNELSER PR. 1. APRIL 1976 (DK). Education statistics — number of teachers in further education as on 1 April 1976. Copenhagen : Undervisningsministeriet, February 1977. 39 pp.
640. UDDANNELSESSTATISTIK — FORELØBIG TABELSAMLING VEDRØRENDE I UNDERVISNINGÅRET 1976/77, BESTANDEN PR. 1/10 1976 SAMT AFGANG MED EKSA-MEN I UNDERVISNINGÅRET 1975/76 VED DE VIDEREGÅENDE UDDANNELSER (DK). Education statistics — provisional collection of tables concerning the intake of students in the academic year 1976/77, student numbers as on 1.10.1976 together with graduation figures for the academic year 1975/76 in further and higher education. Copenhagen : Undervisningsministeriet, February 1977. 62 pp.

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