

The era of tailor-made jobs

Second report on local development
and employment initiatives



European
Commission

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SUMMARY

The European strategy of encouraging local development and employment initiatives (LDEI), as outlined by the Commission Communication COM (95) 273, has been in operation for almost three years now. The proliferation of LDEIs is creating a major dynamic impetus affecting the entire territory of the European Union and combining entrepreneurial spirit, employment and local diversity. Over the past year, national governments have again adopted machinery that favours local initiatives.

Initial evaluations of the pilot programmes, and the most recent studies available at Community level, point out a number of paradoxes:

- Although both quantitative results and experience are limited, the contribution of LDEIs to improving the quality of life and social equity at local and regional levels is widely recognised. Exploiting new sources of employment calls for a well-thought-out policy using methods adapted to the sectoral and local context, rather than an intensive and standardised approach.
- Despite their low profile in the statistical measures, the nineteen areas feature in all the regional or local programmes focusing on job creation, as they clearly respond to needs which are not fully met.
- Finally, far from providing competition against their being taken into consideration in national and regional programmes, Community support for local experiments plays a pioneering and demonstrative role. Through transnational exchanges, it increases the opportunities for social and economic innovations.

The particular nature of local initiatives provides an interpretation of these apparent paradoxes. As laboratories, they anticipate the jobs and activities of tomorrow's service society.

An increasingly diversified economy requires jobs tailor-made specifically for those occupying them, in order to provide those services requested by demanding consumers according to a specific local context.

This innovation, which ensures that local initiatives have broad popular support, also explains the difficulties they encounter and why they emerge so slowly; they are hampered by the rigidity of current social and economic structures.

Promoting local initiatives therefore requires the updating of national employment policies, moving towards diversification, decentralisation and the contracting-out of their instruments. It also calls for the enhancement of the components of training policies and of policies to encourage the setting up of businesses.

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Forward Studies Unit
(Arch. 25 – 8/10)
Rue de la Loi 200
B – 1049 Brussels

e-mail : info@cdp.cec.be

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INTRODUCTION

In 1994, on the basis of the provisional results of a survey carried out in the European Union¹, the contribution made by the local development and employment initiatives (LDEI) to the fight against unemployment was acknowledged in the conclusions of the European summit in Essen². This led them to appear among the measures to be adopted in the national multiannual employment plans.

In 1995, when the Communication "A European strategy for encouraging local development and employment initiatives"³ was adopted, the Commission committed itself, in parallel with the recommendations made to the Member States, to evaluating the results of its policy of encouraging experimentation in the field of LDEIs.

The first report⁴ outlined the lessons afforded by local practices for launching territorial and local pacts for employment. Then, based on a comparative analysis of national policies, it highlighted certain risks of premature marginalisation related to emergency social measures or the mistrust of the private sector.

Two years later, a number of pilot programmes are beginning to give the Community food for thought, and increasing amounts of information on local experiments exploiting the new sources of employment in the nineteen fields identified in 1995 and 1996⁵ are reaching the Commission. The first part of this report analyses in detail these new results, their basis and possible future improvements in the context of the reform of the Structural Funds beginning in the year 2000.

The second part places the local initiatives in the more general context of the current changes affecting our economies and our societies. The characteristics of the LDEIs make it possible to observe these changes, on which there is a large amount of theoretical literature, directly. They thereby highlight the most relevant changes of direction required on the part of the authorities in the fields of employment, training and the encouraging of entrepreneurial activities within the co-ordinated European employment strategy.

Thus, the European Commission's continued support for LDEIs is justified on two counts. Not only do the local initiatives constitute an increasingly important means of creating jobs in Europe, they also provide an insight into what the future of work might be in our European societies, with their concern to reconcile solidarity, creativity and economic performance. Even more so than in 1994, this new impetus for creating jobs and activities requires more co-operation from public authorities at both national and European levels.

¹ SEC(95)564 of March 1995.

² See item 2.3 of the key areas for action: Promotion of initiatives, particularly at regional and local levels, that create jobs which take account of new requirements in the environmental and social services spheres.

³ COM(95) 273 of 13 June 1995.

⁴ SEC(96) 2061 of November 1996.

⁵ These are home help, child care, new information and communication technologies, assistance to young people facing difficulties with integration, better housing, security, local public transport services, redevelopment of urban public areas, local trade, energy management, sport, tourism, the audiovisual sector, cultural heritage, local cultural development, waste management, water services, the protection and maintenance of natural areas, regulation, pollution control and the requisite installations.

1. THE ENCOURAGING RESULTS OF PROMOTING LDEIs AT EUROPEAN LEVEL

Local initiatives are enjoying renewed support throughout Europe. Those who, barely three years ago, denounced this approach as outdated, or reproached it for being merely a resurgence of a weakened welfare state, are silent today. Associated with the services of the 21st century, local initiatives combine a surprising variety of political currents and different levels of responsibility. They bring together research workers and experts who see them as the expression of a thoroughly European means of creating jobs and economic activities.

The information available tends, however, to modulate an over-optimistic view, particularly owing to the short history of the approach and the small sums allocated to it. A more systematic analysis of the results of some recent Community or national programmes may be attempted by referring to four proposals set out in the Commission working documents and the 1995 Communication:

- the existence of sources of employment (1.1);
- the emergence of new sectors (1.2);
- the renewal of local development processes (1.3);
- Community encouragement for experimentation (1.4).

1.1 Towards a rational use of new sources of employment

It must be noted that the reply to the probing question from journalists or political leaders - How many jobs and at what cost? - remains vague. Nevertheless, the general consensus is that this method should not be disregarded because, on the one hand, the quantitative results in terms of "number of jobs created" cannot be separated from the macroeconomic context or from the other national employment policies, and on the other because the contribution of LDEIs towards improving the quality of life and social equity is generally positive.

1.11 - In those countries that follow policies of promoting jobs in the services sector, **the medium-term results are considered promising**. It is acknowledged that programmes aimed primarily at freeing initiatives from financial and legal constraints cannot have automatic or immediate effects on employment.

In the Netherlands, they still seem a long way from creating the number of new jobs planned for 1998 under the Melkert Plan (40 000 jobs in the public sector for Strand I and 20 000 in the private sector for Strand II). There are, however, positive signs in urban areas, and among the young unemployed who are the beneficiaries.

In France, jobs in home help services increased by 84 000 between 1992 and 1996. A recent survey⁶, however, shows that, when introduced in 1995, the service voucher disrupted the sector rather than creating new jobs. It was 18 months before there was a significant increase in demand from households.

In Denmark, during the first year of the experimental programme for home help services, fewer than 900 jobs were created, and it was only after 15 months that any noticeable progress was made. Although the public authorities considered it worthwhile continuing with the measure, they recognise that the initial target of 10 000 jobs will not be achieved for several years.

⁶ *Les emplois familiaux et les organismes de services aux personnes en 1996*, Ministère de l'emploi et de la solidarité; *Premières informations et premières synthèses (Family jobs and personal service bodies in 1996, Ministry of Employment and Solidarity; Initial information and syntheses)* (1997, Paris).

In the majority of cases, the trend is towards the proliferation of small initiatives, each one creating a few jobs, rather than towards the creation of very large entities. The success of social co-operation schemes in Italy bears witness to this: the fact that they contributed to the creation of 30 000 new jobs between 1993 and 1997 is primarily because their number increased from 2 126 to 3 857, although their average size did not increase very much⁷. There was also a similar phenomenon in the private sector. Between 1988 and 1995, companies with more than 100 employees lost 200 000 jobs a year, while among companies with fewer than 100 employees manpower increased by 250 000.

1.12 - Despite their modest contribution to mopping up unemployment, the exploitation of new sources of employment is by no means perceived negatively at local level. **Local authorities and partners are keen to highlight the territory's gains:** new market "niches" have been found; focusing on one of the 19 fields has resulted in jobs being created in adjacent sectors; the livelihood of inhabitants who have found jobs has given new impetus to local economic activity; the setting up of a project has brought together partners developing other projects; local co-ordinators have initiated a dynamic process enabling the territory to function better and become more attractive.

Finally, the quantitative analysis must be supplemented in order to take account of the economic and geographical context in which these new jobs are created. Although in absolute terms they are not very numerous, relatively speaking they represent a significant breath of fresh air, particularly in sparsely populated rural areas. In those areas undergoing industrial restructuring, while they cannot offset the massive redundancies, the creation of such jobs is essential for improving the quality of life and social cohesion.

Evaluation of the LIFE-Nature programme 1996

In 1996, 63 projects were funded for an average of around three years by this European programme, whose main objective is nature conservation. A provisional study of the effects on employment estimates that 1 300 real jobs are concerned directly or indirectly (i.e. the equivalent of 500 full-time jobs), with 60% being direct jobs and 40% being outside assistance.

The countries of southern Europe (Spain, Greece, Italy, Portugal) benefit from two thirds of the jobs created through LIFE. The occupational profiles are particularly interesting: 45% correspond to university personnel and 22% to manual workers. Bearing in mind that the majority of these projects are in isolated or disadvantaged rural areas, the qualitative contribution can be considered significant.

1.13 - **It is still difficult to assess the cost of creating these jobs.** The calculations may be partially distorted owing to the variety of fields covered and their highly capital-intensive nature. They do not always take into account the costs of planning and launching activities. Finally, they frequently underestimate the proportion of national public funding linked to expenditure on unemployment benefit.

In the case of the Community programme B2-605, "Pilot projects for the benefit of the long-term unemployed", each micro-region had a budget of between ECU 500 000 and ECU 1.1 million to devise a regional strategy in 24 months. Some experiments generated more than 150 jobs, but others generated no more than about 20. In view of

⁷ *Imprenditori sociali - Secondo rapporto sulla cooperazione sociale in Italia, Centro Studi CGM (Social entrepreneurs - Second report on social cooperation in Italy)*, by Stefano Lepri (1997 - Fondation Giovanni Agnelli).

the expenditure related to the supporting measures (meetings, training courses, local co-ordinators' remuneration, etc.), which represent the most innovative part of the pilot projects, the cost per job created varies from ECU 12 000 to ECU 55 000. Despite having a disadvantaged target group - long-term unemployed people over 40 - the results are fairly comparable to those provided by the *ex ante* evaluation of job-creation measures in the Objective 2 Community programmes for 1997-1999⁸. In this evaluation, the average gross cost to the public per job varies between ECU 9 159 and 51 006 depending on the country.

For the LIFE-Nature programme, the 1996 budget was ECU 43 million for the equivalent of 500 full-time jobs for three years. But this would considerably reduce the scope of this programme, which aimed particularly to co-finance projects for the protection and development of natural resources.

In a number of countries, the question of reducing public support for these jobs has been the subject of bitter political discussions. The preoccupation with budgetary rationalisation has run into strong opposition from those benefiting from the newly-developed services and jobs: the unemployed, elderly people, households where both parents work, etc. This has usually resulted in limiting government aid to a reasonable level which is considered sufficient incentive for the majority of the population without being too beneficial to the most well-to-do households or for those creating jobs.

1.14 - Although often emphasised, **the financial fragility of the initiatives and jobs can be overcome**, as shown by the initial results of the ERDF Article 10 "New sources of employment" pilot projects. While public funds remain essential in the launch phase, the initiative may free itself from relying on this support all the more quickly and easily if the field is considered part of the market sector; personal and leisure services seem to offer the best prospects for profitability, in contrast to services linked to improving the quality of life and the environment. Wrongly considered "free", self-financing is more difficult for the latter services (cleaning rivers, upkeep of urban open spaces, security, etc.).

The high proportion of labour costs and the low added value are factors of fragility in certain fields. Through the size of the subsidies for recruiting unemployed people from certain disadvantaged categories, emergency social policies tend to delay aligning with the market sector, if not compromise it entirely (see the first report on LDEIs).

Finally, their modest size and their positioning in emerging markets subject the local initiatives to the same "laws" of mortality as private SMEs: a survival rate of barely 50% after two years is not unusual. One way of reducing the risks is to pay more heed to funding requirements during project development.

⁸ COM (97) 524 of 14 November 1997: *The new regional programmes 1997-1999 under Objective 2 of the Community's Structural Policies - focusing on job-creation.*

The requirements for funding local initiatives⁹

"Investment carried out prior to launching the activity is the prerequisite for the quality of the services and the professionalisation of the jobs created. It will also allow the initiative to free itself from local institutional partnership and use broader local support as its basis.

Initial intangible investments include: the time devoted by promoters to setting up their project, training and methodological support, and carrying out specific studies for establishing the activity.

After the design period, local initiatives often go through a difficult "start-up" period; they must then cope with an imbalance between responsibilities and products. Their funding requirements are different: they must mobilise funds to make material investments, the importance of which varies according to the nature of the activity. This often results in the promoters turning to other public bodies or joint financing networks, or more rarely towards the banks."

Examples of positive co-operation between the authorities and alternative credit organisations were identified in a recent report on the financial instruments of the social economy¹⁰:

- continuing to grant unemployment benefits and social security entitlement to those wishing to set up their own business during a given period (this is possible in Ireland for a period of three years, but for only three months in Belgium);
- assistance with starting up businesses in new fields (environmental protection, cultural activities or home help services) and/or for specific categories of people, such as women;
- training, support for project promoters, and company audits in co-operation with the authorities.

It would be worthwhile applying these "good practices" more widely in the Union.

Thus, the success of the LDEIs depends very much on non-standardisable elements, such as the personality of their promoter, their local roots, and the use of a very precise financial framework. These various data should not be underestimated when seeking to develop jobs in the services sector in response to new requirements. Exploiting new sources of employment therefore calls for a well-thought-out policy using methods adapted to the sectoral and local contexts. The transfer of "good practices" will be more akin to traditional gardening reproduction techniques (grafting, layering, propagation) requiring thorough preparation of the "local compost" than to artificial techniques (cloning) carried out "in vitro".

1.2 The low visibility of the new sectors does not prevent them being dynamic

1.21 - While the number of case studies increases, **the statistics do not always permit evaluation of the progress achieved** in the "new fields". There are two reasons for these shortcomings: on the one hand, the majority of the new jobs are in the "other services" category, while on the other hand the fields in which jobs are being created are often very closely linked to traditional sectors which are losing

⁹ Extract from *Bilan économique et social des initiatives locales en Europe (Economic and social report on local initiatives in Europe)*, edited by JL Laville and L Gardin, CRIDA-CNRS (1996); Report drawn up with the support of the European Commission (DG V and CdP).

¹⁰ *Les instruments financiers d'économie sociale en Europe et la création d'emplois (The financial instruments of the social economy in Europe and job creation)*, under the direction of the INAISE (International association of investors in the social economy) (1997); report drawn up with the support of the European Commission (DG V).

ground. For example, it is not easy to detect the movement of jobs in mass seaside tourism towards cultural tourism, or the appearance of new trades related to energy management within the struggling building sector. In the fields of cultural heritage and local cultural development, the statistical demarcations are still the subject of numerous debates.

The contribution of the cultural sector to the development of employment in Europe¹¹

"Today, almost 2.05% of jobs in the European Union, i.e. approximately 3 million, are in the cultural sector. This relative inaccuracy results as much from the difficulties of demarcation as from statistical problems. On the one hand, the cultural sector can easily be extended to encompass the arts or professions in the audiovisual sector, with each country adopting its own conventions. On the other hand, the choice is to use the cultural undertakings or professions as a starting point. Thus, the significant phenomenon of intermittence and the debates over indirect and/or induced jobs accentuate the differences in national statistical processing.

More important than the total figure is the fact that these cultural jobs constitute, by popular consensus, an important potential source. This results in extending the analysis of the contributions by culture to economic development. Today, cultural employment means a cultural occupation whatever the sector, rather than a job in a cultural sector whatever the job. This involves statistical work which is now being undertaken in most Member States, although the effects will only be perceptible in a few years' time."

In the environment sector too, economists deplore the difficulty of establishing a reliable count.

Jobs related to the environment¹²

"Few studies provide reliable and complete data on the effects of the environment on employment. A recent study concerning Germany estimates that 956 000 jobs in 1994 were related to the environment (i.e. 2.7% of the working population, compared with 1.9% in 1990). In France, estimates made for 1992 produce comparable figures (418 000 jobs, i.e. 1.9% of the working population). With regard to distribution among the sectors, the majority of environmental jobs are in industry, closely linked with the fight against pollution. However, a growing proportion of the jobs come under services (consultancy, research, education, local services, etc.). In this case, waste management and water management account for 80% of jobs."

1.22 - Despite this poor statistical visibility, **these fields are frequently found in regional or local programmes** focusing on job creation, because they clearly respond to requirements which are not being fully met. A considerable number of experiments supported by Community funding are under way, and there is increasing knowledge of the most suitable methods for developing these fields (see Annexes).

¹¹ Extract from *La contribution du secteur culturel au développement de l'emploi dans l'Union européenne (The contribution of the cultural sector to the development of employment in the European Union)*, X Greffe (1997); report prepared with the support of the European Commission (DG V).

¹² Extract from *Environment and employment, Background paper for the European Conference*, R-U Sprenger (1997); report prepared with the support of the European Commission (DG XI) and the European Parliament.

The territorial and local pacts for employment refer widely to the fields identified by the Commission, as underlined in the recent report by the Committee of the Regions¹³. This points out that 21 pacts out of 89 were committed to creating jobs in everyday services and those linked to improving the quality of urban life, leisure or the environment. Of the 45 most advanced pacts, half envisage a strategy covering several fields and 25% focus on a single sector. Tourism, the development of cultural heritage and local cultural development are the priorities.

When the Structural Fund Objective 2 programmes were reviewed at the half-way stage in 1996, the Commission gave the regions the opportunity of providing for new measures relating to the LDEIs. A brief analysis of the newly adopted programmes¹⁴ demonstrates that this opportunity was taken up by the vast majority of them. It was mainly the Italian, French, Spanish and United Kingdom regions that took advantage of the opportunity, while the German and Swedish regions, with very few exceptions, were not interested. This situation reflects the difference in industrial restructuring strategies; some regions play the services card, while others prefer to retain their industrial vocation by changing sector.

1.23 - At European level, the year 1997 was marked by **increased awareness amongst traditional sectors** of the job creation potential related to better interaction with local development policies, particularly in the sectors of tourism, culture (preparation of a Green Paper on "Employment and culture"), the craft industries and trade (several studies under way on local trade in rural and urban areas).

The European conferences on "The craft industries and small businesses" and "Employment and tourism" held in November 1997 both underlined the importance of establishing public-/private-sector partnerships. For the craft industries, the priority is to create favourable conditions for developing jobs at local level and an environment amenable to innovation. For tourism, the professionals wish to establish genuine economic cooperation networks with large undertakings, SMEs and local authorities.

1.3 Towards a formal footing for integrated territorial strategies

Encouraged by the Community or national programmes inspired by Communication (95) 273, the renewal of local development strategies is proceeding step by step. This slow speed owes as much to the rigidities of national and European systems as to the specific procedures for the process.

1.31 - **Implementation of the programmes is often subject to delays.** The timetable for launching the territorial and local pacts for employment is a good example of this. Announced at the European summit in Florence in June 1996, the list of draft pacts could not be officially submitted to the press until November of the following year. In the Communication of June 1997¹⁵, applications from only 14 countries were identified. It therefore took a year and a half for the regions and Member States to organise themselves in order to prepare pacts whose logic was, in all probability, already familiar to some of them (for example, the Area Partnerships in Ireland, the employment area committees in France, the large cities Programme in the Netherlands and the "Patti territoriali" in Italy).

This slow maturing process, however, did not discourage the 89 participating regions, and subsequently there were new applications. A database on the Internet and information seminars will enable those areas which have not been selected to take

¹³ CoR 299/97 of 8 September 1997.



¹⁴ COM (97) 524 of 14 November 1997: *The new regional programmes 1997-1999 under Objective 2 of the Community's Structural Policies - focusing on job-creation.*

¹⁵ ESC (97) 3 of 10 June 1997.

part in the exchange of good practices. In the next programming phase, the Member States and the regions will have the opportunity of using this method even more widely, as the regulations applying to the Structural Funds will authorise funding.

If the development of local experiments is studied more closely, the start-up delays appear equally long. The constraints specific to public funding channels create a bottleneck common to all pilot schemes. On the one hand, there are on average 12 months between the deadline for applications and receipt of initial funds by the beneficiaries. On the other hand, the local partners are often late in providing the projects with their share of the funding. The accounting services at all geographical levels must take steps to reduce these delays, which are likely to discourage project promoters and future employees. In the short term, advance or pre-financing systems should be set up with the aid of the financial institutions.

1.32 - It is nonetheless true that for a territory and its operators, **exploiting the new sources of employment is a gradual process** which cannot easily be short-circuited.

Preliminary stages	Acculturation of the area
	Autonomy of local operators
	Climate of confidence and co-operation
 Definition of strategy and of the appropriate partnership	
Exploitation of new sources of employment	Survey of demand
	Identification of supply (selection of candidates)
	Design of the projects
 LDEIs	
Long-term jobs and activities	Setting up the projects (funding, training)
	Monitoring of projects and promoters

The provisional results of programme B2-605 (Pilot projects for the benefit of the long-term unemployed) clearly demonstrate the various traps into which local promoters can fall, and the key phases where external technical assistance can be useful and effective.

SOME LESSONS FROM PROGRAMME B2-605

1. The often underestimated preliminary stages provide the conditions necessary for launching any action. They alone can ensure that the strategy and the partnership are real and not just formal or even virtual.

The relative disregard for certain pilot projects draws attention to the important differences in maturity between the European territories and their operators with regard to the concept of "new sources of employment". In many cases, it is two years before local operators and people agree to commit themselves to a non-traditional economic development strategy which is neither agricultural nor industrial.

The dependence of certain local operators as regards national policies or organisations represents a second barrier to be overcome. Thus, in a number of regions, implementation of a local strategy has been hampered either because control of the project has been entrusted to the employment services, or because of competition from national systems to combat unemployment. On the other hand, substantial progress has sometimes been made when the municipal authorities have managed to free themselves from the initial machinery, which relied too heavily on national and regional structures.

Finally, conflicts of political interests, the strength of trade union opposition, competition between projects and personal quarrels have sometimes prevented any implementation, even though the partnership and the strategy initially appeared to be correct.

2. Concerning the exploitation of new sources of employment as such, three stumbling-blocks have been put forward which bear out the Commission's initial analyses¹⁶ :

- a severe lack of synchronisation between the action on supply (selection of candidates, emergence of projects) and on demand (canvassing of companies, market research, household surveys) complicates the reconciliation stage represented by the identification of specific projects;
- many pilot projects have been unbalanced by focusing excessively on supply, i.e. on the unemployed, their recruitment and training. Owing to insufficient attention being given to demand, and in the absence of innovation, employment prospects were only short-term;
- original approaches succeeded in shortening the process by backing networks that already had "dormant projects" likely to involve unemployed people, local trade unions for the unemployed, local associations, associations of municipalities, etc.

3. Financial and technical assembly of the project should only occur at the end, contrary to current practice induced by the proliferation of public subsidies for job creation or for recruiting the unemployed. Project monitoring and support for the promoters must not be neglected, particularly in the case of the long-term unemployed who may become discouraged after a few months, even if the project is going well.

¹⁶ "Such initiatives proceed initially from a local examination of the demand situation, making use of original means of promoting and disseminating the supply of services... In other words, they give rise to jobs which, by requiring new skills, lead to the creation of new trades and occupations." Local development and employment initiatives - An investigation in the European Union, SEC (95)564, March 1995.

More generally, researchers confirm the slow pace of the change in attitudes on which the local initiatives are banking. They also feel that these deadlines are often necessary in order to then allow the regions or local initiatives to progress more quickly, to create several tens of long-term jobs within a few months with a strong sense of emancipation and appropriation among the unemployed people concerned. The studies carried out under the targeted socio-economic research programme should shortly help to add depth to this diagnosis.

However, the national political context has a considerable influence on the results. Where it is hostile to these approaches, for example where nothing is done to overcome a rigid, traditional sectoral organisation, the strategies do not succeed. In contrast, in those countries in which there is a wide-ranging policy to combat unemployment or to develop new services, pilot experiments are often “absorbed” into the national system.

In addition, while extending local and regional partnerships to include the private, voluntary and educational sectors is a relevant priority, it is worthwhile examining in detail the role entrusted to the decentralised public services, particularly those responsible for employment. While they are essential partners, they do not automatically make good local co-ordinators when it is a question of motivating a region to take charge of its own development.

The viability of local initiatives is therefore greatly conditioned by respecting the sequences, and it is difficult to speed up the process. However, co-operation between external experts and local practitioners enables the experiments to progress more quickly while being compared to other experiments and objectively evaluating the ground covered¹⁷.

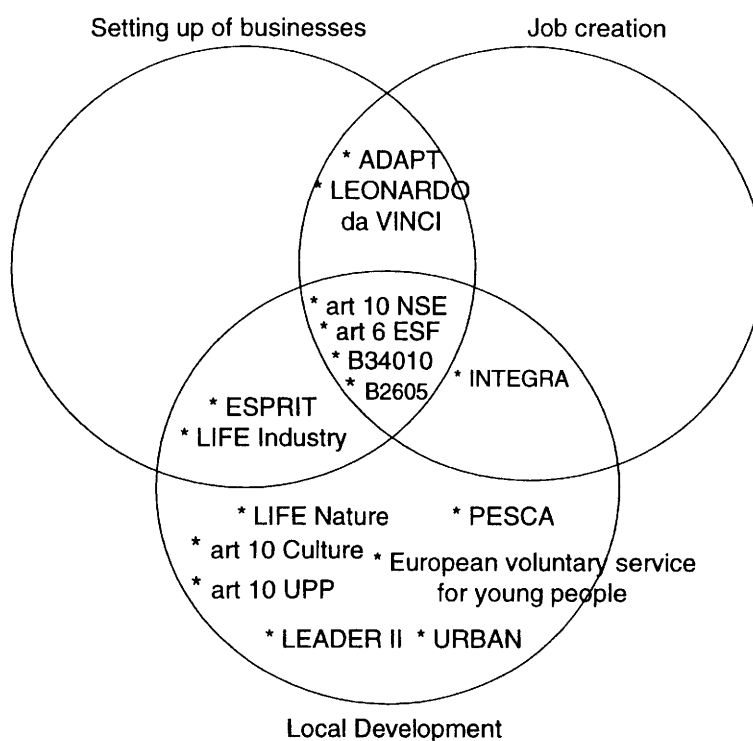
1.4 The key role of experiments supported by the Union

With employment having become a major concern of public policy, including those policies of a sectoral nature, a large number of Community programmes or pilot actions have been launched during the last two years.

Through these many experiments, the European Commission is endeavouring to identify new approaches, thereby helping to resolve a complex problem.

1.41 - **An overall picture of these actions** can be provided by grouping them according to the three major characteristics of LDEIs: job creation, the creation of businesses and local development.

¹⁷ *Evaluation of the LEDA programme - Summary and recommendations*, RIDER (1996); report drawn up for the European Commission (DG V).



The 16 programmes or pilot actions mentioned have different objectives, depending on:

- the type of territory: urban for URBAN and rural for LEADER II, areas dependent on fisheries and undergoing restructuring for PESCA;
- area of activity: urban renewal for Article 10 ERDF "Urban pilot projects" (UPP), natural areas for LIFE-Nature, combating industrial pollution for LIFE-Industry, culture and heritage for Article 10 ERDF "Culture", information technologies for ESPRIT;
- the population groups concerned: young people for "European voluntary service for young people", the most disadvantaged groups for INTEGRA.

Each of the two Community initiative programmes, ADAPT and LEONARDO da VINCI, includes a section for encouraging local dynamism, but the first is concerned with work organisation and restructuring and the second with vocational training. Finally, four programmes back different ideas with regard to local initiatives: an integrated regional strategy as a basis for programme B2-605, "Pilot projects for the benefit of the long-term unemployed", local economic development for Article 10 ERDF "New sources of employment", undertakings and social partners for Article 6 ESF and, lastly, networking and research for programme B3-4010, "Research projects to promote the exchange of experiences and the dissemination of good practices in priority areas of employment policy".

The territorial and local pacts for employment have not been included here since they are not, strictly speaking, a Community programme, but a new method of mobilising resources available in the CSF and SPD programmes for job creation, particularly the LDEIs.

1.42 - Although there are many of them, **these programmes still fail to meet the expectations of local project promoters**, and each call for proposals receives hundreds of replies. With 456 applications received for a budget of ECU 10 million, the forthcoming "Third system and job creation" programme is on course to break popularity records. It is probable that certain management reforms, consisting of submitting all Community initiative programmes to regional and national regulation, have increased the pressure on direct calls for proposals from the Commission. This would confirm the need to keep some room for manoeuvre at Community level for pilot projects which do not always have a place at national or regional level.

Most pilot projects are insufficiently mature, but the relevance of Community support for experimentation is well justified. With over 800 local action groups and a transnational exchange network, LEADER II has reached critical mass for rural innovation¹⁸. Overall, the precursory and demonstrative effect of the pilot schemes supported by the European Union is clear: the experiments have inspired national or regional programmes, such as the "Employment plan for young people" in France.

1.5 CONCLUSION OF PART ONE

Analysis of the first results available at Community level therefore provides sufficient guidelines for future policies to encourage LDEIs and improve existing systems:

- **Strengthening evaluation:** In future, the effectiveness of national and Community policies, particularly for the Structural Funds, will be subject to greater supervision. In the case of support for local initiatives, it is clear that quantitative evaluation must be more rigorous in order, for example, to be better aware of the cost and number of jobs created directly or indirectly. How these measures perform must also be assessed in the light of the local context, and qualitative data must be included. Social and environmental indicators should therefore be introduced for analysing developments in the "attractiveness" of the territory, integrating data relating to changes occurring locally in other private and public sectors, discussing the quality of jobs and services and, finally, adopting a timescale compatible with the growth cycles of the areas studied.

- **Improving information:** In the service sectors, statistical harmonisation and analysis should probably be stepped up. This stems from the general development of a framework adapted to the growth of services within the economy. In addition, information measures relating to the new forms of services should be pursued at Community, national and regional levels to speed up the transformation of traditional sectors towards a situation where they can better meet the needs of consumers. Networking local or regional experiments adds a certain value to those who innovate, by providing a benchmark; it should therefore be encouraged.

- **Continue experimenting:** Community support for experimentation should not be restricted under the guise of rationalisation, since it meets a need for the renewal of public assistance and is sometimes the only means of expression for local innovation. However, in order to avoid too great a discrepancy between the number of applicants and the number of projects selected, which is a waste of financial and human resources, a number of practical arrangements could be considered. A pre-selection phase would make it possible to ask only a limited number of promoters - those most closely meeting the specifications - to make detailed preparations for the project. Another way would be to organise, together with the national and regional administrations, a "catching-up" exercise for non-selected but interesting projects, integrating them into national initiative programmes funded by the Structural Funds, or

¹⁸ *Innovation and rural development* - Dossier No 2, European LEADER Monitoring Unit - 1997.

into national programmes of another type. This would make it possible to limit competition and “one-upmanship” between systems.

- Permit joint financing by the Structural Funds in programmes of a general nature: During the next programming period (2000-2006), the LDEIs should take their place in national or regional systems promoting economic and social cohesion. One way of achieving this is to make it possible to finance them through the Structural Funds, in the general programmes. In order to increase the chances of success for local initiatives, technical assistance should be targeted at the weak spots in each territory, particularly in order to help them through the three preliminary stages for each local strategy for exploiting new sources of employment (acculturation, operator autonomy, climate of confidence). With regard to specific projects, the rules on the eligibility of expenditure charged to the Structural Funds, and to the ERDF in particular, should be amended so that organisational, market research and planning costs can be jointly funded in the project’s setting-up phase. It should also be ensured that it is easy for local projects to gain access to ESF finance, including those with a multiannual timetable. These arrangements should obviously take account of the temporary nature of aid and its adjustment to the area in question.

- Ensure transnational visibility: In any event, the Community added value presupposes the existence of transnational support and coordination structures with the task of monitoring local experiments, divulging methods and capitalising on good practice.

- Complying with competition rules: In addition, as projects carried out within the LDEI framework usually benefit from public funding, it is advisable to comply with the rules of the EC Treaty with regard to public assistance. In accordance with Article 93 (3) of the Treaty, therefore, it is worthwhile giving the Commission prior notice of projects so that it can verify their compatibility with the common market. This obligation does not apply to measures which do not meet the criteria of the “de minimis” rule¹⁹, or which do not fulfil certain conditions under Article 92 (1) of the Treaty, particularly as the activities funded are not the subject of exchanges between the Member States. As far as SMEs are concerned, the development of which is generally favoured by the Commission, the Community rules on State aid for small and medium-sized enterprises²⁰ set out the compatibility criteria for aid payable to them.

¹⁹ OJ C 68, 3 June 1996.

²⁰ OJ 213, 23 July 1996.

2. LDEIs POINT TO FAR-REACHING CHANGES IN EMPLOYMENT IN EUROPE

The lessons which can be drawn from successful local initiatives are useful not only for community projects. Because they aim principally to provide services in areas where needs are not being met, they are opening a window on new job sources and bringing us into the era of “tailor-made” jobs.

Inextricably linked with sociological changes, the increasing individualisation of our societies and the economic dimension of globalisation, the LDEIs are trying to break away from the standardised and fragmentary approach to job creation. In contradiction with the predictions on the future of work made by North American “gurus”, local initiatives are not a modern form of individual self-exploitation worthy of the pre-capitalist era; they also comprise a social, even “community-spirited” dimension. They aim to provide an economic response to unemployment by developing the collective entrepreneurial spirit and by accepting that service relations do not necessarily have to be subject to commercial exchange.

LDEIs tend to be based, to some extent, on the “small business” approach, although they can involve several hundred people - customers and employees - and last several years. In most cases, they aim to give the unemployed another chance of finding **employment, an income and social status**; social and professional integration depends on the combination of these three elements. It is essential that they listen to demand, since they can only thrive if they can offer higher-quality or more innovative services which stimulate long-term commercial demand.

If local initiatives are to be encouraged, therefore, **national employment policies will have to be modernised**, to ensure more diversification, decentralisation and contractualisation of their instruments. Policies will have to:

- move away from the concept of the labour market (2.1)
- support proactive local employment strategies (2.2)
- develop new occupational references (2.3)
- boost the potential of the micro-enterprises (2.4).

2.1 The end of the labour market?

2.11 - Although far from perfect, **the “market” was a useful term for describing employment in the industrial era** in the secondary or even tertiary sectors (banks, insurance, airlines, etc.). It made it possible to distinguish between labour demand and labour supply, each with their own dynamics. On the demand side, it was possible to study the motivations of the job creators (private entrepreneurs or public employers), the characteristics of jobs and the skills and qualifications required. On the supply side, it was possible to consider the profile of job applicants, their training levels, their availability and their motivation to seek work. Lastly, when problems arose, various remedies were available, such as placement agencies, training, government aid for recruitment, etc.

However, when we look at job creation in the « new services », the prospect of a growth in activity or access to a new market - which would justify the creation of an additional job - has to be seen in the context of the service provider himself (i.e. the employee) and the general background against which this new activity will develop (possible government aid, the mobilisation of consumers, etc.).

2.12 - Today, then, job creation increasingly forms an integral part of a project, be it collective (LDEIs, partnerships between companies, territorial pacts, etc.) or individual (self-employed worker, outsourcing, etc.). It is less likely now to be the result of a unilateral decision on the part of the employer, or of technical considerations; the need to make a profit does not change, but the response in terms of the jobs created can be very different. For example, in the case of waste management or the decontamination of polluted sites, recent micro-economic studies²¹ have shown that employment intensity can vary by as much as four times, depending on the type of investment, at a comparable cost, taking account of operating costs.

The development of jobs in the cultural sector is a particularly good example of how labour supply and demand are inextricably linked.

The project, matrix for the creation of cultural employment²²

“The labour market in the arts sector has always posed a number of problems for those who approached it with the conventional view:

- workers are often satisfied with much lower pay than they might expect with the same qualifications if they carried out other activities;*
- information can be conflicting, which often means that the contractual terms and pay are reduced to an absolute minimum.*

However, this is not to say that these characteristics are the best reflection of the unique nature of the cultural labour market. It is also questionable whether the supply-demand paradigm constitutes the most appropriate leitmotif here. The most important feature of the cultural labour market is its individualisation. In other words, the creation of activities and the creation of jobs go hand in hand, and the artist will often only find employment by immersing himself in a project which will guarantee it. Consequently, we can no longer talk about two markets - i.e. jobs and activities - but one market. This does not mean that everyone creates their own employment, although this is still true for many artists, but that, in collective projects, everyone can play an important part in the creation of all jobs involved.

The labour market cannot be analysed merely as a meeting point between labour supply and demand and employment policy as the means of eliminating the obstacles to their meeting. The right employment policy will be the one which increases artists' capacity to create new products and new services.”

The limited role of placement agencies (20% on average) and advertisements in the press in the overall creation of new jobs under the LDEIs supports this hypothesis.

The image of the “labour market” therefore needs to be brought into perspective. It is merely an imperfect representation of a reality which is in a constant state of flux. This is not to say that we should move away entirely from the “market” image; in general, it points to the need for minimum guarantees of equity and horizontal security for all active people without work and seeking work.

Where LDEI jobs are part of a collective local development process, the fact that they are created for a specific project does not necessarily mean that they will be less secure.

²¹ *Effets sur l'emploi de la réhabilitation des sites pollués: une simulation micro-économique, (Employment effects arising from the restoration of polluted sites : a micro-economic simulation)* Ph. Quirion CERNA (1997).

²² Extract from *La contribution du secteur culturel au développement de l'emploi dans l'Union européenne (The contribution of the cultural sector to the development of employment in the European Union)*, X Greffe (1997); report prepared with the support of the European Commission (DG V).

Nonetheless, the risk element can only be eliminated entirely once social protection systems, legal statutes and taxation are adapted to the new situation. In addition, the organisation of professions requires the conclusion of national or European framework agreements on working conditions, the quality of services and remuneration for these services. It is against this background that the components of employment and training policies, as well as policies designed to encourage business creation, can be re-examined.

2.2 The components of a proactive employment policy

The emergence of a new concept - such as the intermediate labour market - should be seen as evidence of the creative interaction between job supply and demand. To fight unemployment today, we need to adopt proactive strategies at local level which move away from the traditional concept of the labour market as a place for the anonymous exchange of human resources. Above all, the role of the employment services needs to change.

2.21 - The concept of the intermediate labour market has gradually taken root in European political debate in recent years, with particular support from the United Kingdom under its "New Deal" programme. The concept was "invented" by German research workers²³ and Scottish experts in response to the proliferation of social policy unemployment programmes which had resulted merely in the creation of sub-categories of jobs in a "second" labour market, or in other forms of community work.

The WISE Group

Created in 1983, the Wise Group has been growing fast since 1987. It has provided temporary work and training for over 5 000 people, more than half of whom have gone on to find employment. Most jobs and training are in energy management, security, building, improving the environment, park and garden maintenance and new technologies.

At the end of 1995, the Group had 560 people in training and a permanent staff of 230. 29% of its budget was funded by the local authorities, 22% by the EU (ESF), and 20% by sales profits. The remaining 29% was provided by a partnership between the Scottish programme of urban renewal, the Local Enterprise Company (LEC) and the Department of the Environment.

The Wise group has promoted the idea of the intermediate labour market as a temporary solution particularly suited to the long-term unemployed and unskilled men. After a two-month probation period during which they continue to receive their unemployment benefit, topped up by an extra £10 a week, candidates are recruited for a maximum of 44 weeks on a wage of about £120. The trial period is a transitional phase which makes it possible to ensure that the unemployed person does not risk losing his income. He is paid to produce commercial services and is not just "engaged in useful activities". If necessary, a diploma may be awarded at the end of the training period. The group calculates that each place costs them £12,500, compared with the cost of an unemployed person, according to the Treasury, of about £9 000 a year.

In 1994, a pilot experiment on a similar scale was launched on the initiative of the regional development agency, "Glasgow Works", and several other projects are planned in other cities in England (Derby, Nottingham).

²³ Particularly, G. Schmid from W.Z.Berlin in *Is full employment still possible? Transitional labour markets as a new strategy of labour market policy* - Economic and Industrial Democracy (1995).

Various similar projects are in progress in other Member States, such as placement agencies in France, various workshop schools in Spain, type-B social co-operatives in Italy, etc.

THE "MODEL" OF THE INTERMEDIATE LABOUR MARKET²⁴

"The image of a boiler room can be used to represent the contribution of the intermediate labour market. In this model, unemployed "cold" workers are placed in or near the heat source of the "first" labour market. By "reheating" the unemployed and making them employable, the intermediate labour market repositions them under conditions close to normal competition. This shows how the system provides a bridge between the labour market and labour supply. The accusations of unfair competition, which have been made because of the subsidies awarded, can be countered effectively by the fact that this is a special scheme for the unemployed, and that the subsidies are intended merely to compensate for low productivity at the beginning of training and the cost of tailor-made guidance.

The legitimacy of the intermediate labour market is based, on the one hand, on its transitional and temporary nature, and on the other, on the fact that it is set apart from the competitive market.

There is not just one model, and individuals have various options. Depending on the circumstances, the intermediate labour market will allow the unemployed person:

- *to join the first-level labour market - although success is not guaranteed and the unemployed person may find himself back where he started;*
- *to find a temporary job in community work (social treatment of unemployment);*
- *to become self-employed, take part in the creation of an SME or a non-profit making local initiative, thanks to the development of jobs in fields corresponding to new needs.*

It is significant that the main target of the intermediate labour market is changing; initially centred on employability and labour supply, the focus is now shifting towards job sources in terms of future opportunities, and the removal of barriers to emerging markets. Experience has shown that environmental protection and ecological renovation are areas which offer precisely this kind of opportunity for sustainable job creation."

What makes this model unusual is not what is most obvious: the fact that passive unemployment expenditure is being used in a proactive way and that the unemployed are being retrained through practical experience. This would not make it very different from many traditional training mechanisms or other schemes for getting the unemployed back to work. Its originality lies in two other factors: the use of support structures and the focus on labour demand.

²⁴ Extract from *Job creation in the environmental sector - Local employment initiatives in Europe*, European Academy of the Urban Environment (1997), Report written with the support of the European Commission (DG V).

The intermediate labour markets are, in fact, often implemented by specific organisations whose status varies (non-profit-making associations, private companies with public capital, charity organisations, placement agencies, etc.). The role of these organisations is not confined to selecting the most highly motivated unemployed persons and providing them with an income and training. They also encourage the creation of new jobs at local level which will constitute a springboard for occupational reintegration. Setting up projects initiated by the unemployed, re-activating "dormant projects" in existing private companies, and identifying new market "niches" and needs still not adequately met are further important tasks performed by these structures.

2.22 Emulating these practices, **local employment services have already been remodelled** in several Member States, particularly in the fields in which local initiatives are involved.

An employment agency for cultural and audio-visual projects

The Landelijk Bureau Kunsten & Media (LBK) in the Netherlands is an employment agency for artists and technicians from show business or the audiovisual sector. As well as ensuring that the unemployed are informed about job vacancies, the agency offers the following services:

- training to equip artists to work independently;
- programmes for the acquisition of professional skills through training periods in major cultural companies;
- a database offering precise information on what is available on the market in cultural products and services.

However, to gain access to such services, candidates must have proof of a recognised training level or a year's paid professional experience.

In France and Sweden, various experiments have been conducted to bring the employment services closer to one section of their clientele, local enterprises. Some Territorial Employment Pacts have provided for mobilisation of the employment agencies, on the same footing as the unemployment benefit and training bodies, to set up a human resources mechanism appropriate to economic projects at local level. However, such practices are still rare and the rigidity of the institutions often handicaps local initiatives.

In most cases, the funding of projects with money which would otherwise have been used to fund unemployment is still very limited. While the amount of funding allocated often determines whether an economic activity will get off the ground, the award of that funding is subject to special accounting rules which place particular constraints on job applicants. Many unemployed people therefore prefer to continue to receive benefits, which are less generous but also less risky than a return to employment. The decentralisation of financial employment measures and their adaptation to the gradual changes in local development policies are thus essential elements of a proactive employment policy. They determine the success of the other aspects of the local process of getting the unemployed back to work: the establishment of structures which will help new projects to get off the ground and a new role for the employment services.

2.3 Professions reorganised according to needs

When developing training policies, it is important to assess the scale of the changes that have occurred in the services sector: training is no longer seen as an extraneous item, or as an instrument which can be used to activate the labour market, but as an integral part of employment and even of local projects. This development is not confined to local initiatives, but, because of the quality of services now demanded by customers, they give a better reflection of how job composition is changing on the basis of demand, a process in which the social partners, those responsible for training and the institutions are involved.

2.31 - As the new job profiles for the various functions exercised in the 19 fields start to become better known, it is becoming clear that, even if modernised, a standardised training format will not satisfy all needs.

As with most jobs, those involved in local initiatives require technical skills as well as relational and entrepreneurial skills (human interaction and know-how).

New forms of work and new skill needs²⁵

"Technological progress has already been accompanied by major changes in forms of work in businesses. This development has had two major repercussions on skill needs:

- *firstly, the fact that production and monitoring tasks are now combined has led to an increase in the "average" skill level required for any activity.*
- *secondly, it has resulted in more importance being attached to transverse qualifications in almost all work environments. These qualifications constitute an increasingly essential element for all young people in search of employment and should therefore form an integral part of basic training. Generally, several different types of qualifications/professional skills can be distinguished:*
 - *the qualifications specific to the job; i.e. practical and theoretical skills and knowledge and aptitudes only applicable to a restricted field;*
 - *the generic professional qualifications, which are valid for all jobs within a "family of professions" and are to some extent transferable;*
 - *the transverse qualifications, also known as key skills, including social skills, team spirit, creativity, the capacity to take the initiative, entrepreneurial spirit, sensitivity to the environment, communication skills, flexibility, problem-solving ability, project management, capacity for self-tuition, etc. "*

The proportion of each of these types of skills varies according to the field of activity and the job itself. For those who are in direct contact with customers, the emphasis will be on simple but specialised technical skills (sorting waste, construction methods, caring for others, etc.) and on relational skills (advice, hospitality, information). Project co-ordinators will need to have leadership qualities, negotiating skills, good co-ordinating and organisational ability and be able to take the initiative. A varied career background and a degree of versatility are also regarded as assets.

²⁵ Extract from *"Meeting the new needs for qualifications: a regional perspective"* (1995), Commission document.

In fields that stem from the diversification of traditional sectors (sport, culture, tourism, local trade), a sound technical training is the necessary basis - a focal point - from which other skills which are peripheral but which are nevertheless essential to the success of the new activity and its innovative character can grow (social mediation, financial management, management of new information technologies, etc.).

2.32 - As the needs change, **so too does the training itself, in terms of content and the methods used for its development and dissemination.** The term training is used in a broad sense to define a number of services relating to human resources management (project management, organisation of partnerships, market research, etc.). Its purpose is no longer simply to transmit knowledge or a technique but also to *train* people how to acquire personal skills: coordinating skills, organisational skills, the capacity to take risks - *learning to learn* as it is expressed in the White Paper on "Teaching and learning: towards the learning society" ²⁶ .

Training is a collective means of mobilising those who carry out a project (training/visits, training/action); it brings an applicant already selected up to the right level (sandwich training, apprenticeship, tutoring and even « on-the-job » training); it raises the skill level of the structure as a whole (quality charter, issuing of accreditation, etc.). In addition, more use should be made of the possibilities offered by apprenticeship schemes, while respecting the diversity of the Member States' systems and competence. To this end, the Commission has just adopted a proposal for a Decision aimed at promoting sandwich training courses and apprenticeships in Europe. Although successful schemes are a means of facilitating access to employment, they are not very widespread either in the new services or in those with high added value (consultancy, new information technologies, the media, etc.).

The contribution of apprenticeship to the fight against unemployment among young people ²⁷

Studies have shown that apprenticeship undeniably increases the prospects of employment for young people. For example, in Belgium, the rate of unemployment among former apprentices is estimated at 16%, slightly below the national youth unemployment rate (20%). In Ireland, between 95% and 100% of apprentices go on to find employment. In Austria, the average duration of unemployment for former apprentices is 60 days, compared with 80 to 100 days for other types of training with the same level of qualification. A study in the new German Länder showed that three-quarters of company-trained apprentices found employment, with 19% remaining unemployed. For the other types of training, only 27% of young people found employment quickly. 15 months later, 50% had found employment and 23% remained unemployed, while for apprentices the figures were 71% and 8% respectively.

The role of instructors is also changing, because they are becoming service providers for projects. They design complex training modules specially adapted to a specific context. In the environmental sector, training has proved particularly useful as it can target two groups at once in the same initiative, providing advanced training for existing personnel and basic training for newcomers. The skill of the "educational pilot" is to bring together the vertical approach, by branch, and the horizontal approach at local level.

²⁶ COM(95)590 of 29/11/1995.

²⁷ COM(97)300.

To overcome the constraints of the small-scale project, local initiatives have formed a network to organise their training on a regional or national scale. This ensures that workers are able to equip themselves with the necessary skills and to build on these skills.

Training, a networked service

In the United Kingdom, a conference is organised each year by the "Community transport association" for the specific training of workers in the public transport sector. In Italy, consortia of social co-operatives provide training on co-operative activities but also on specific activities developed by the initiatives. In France, *the Comité National de Liaison des Régies de Quartier* provides training courses to promote exchanges between the *Régies* (local organisations) and to build a common culture. Assistance from the network accountant and individual guidance for the development of training are also provided by the network.

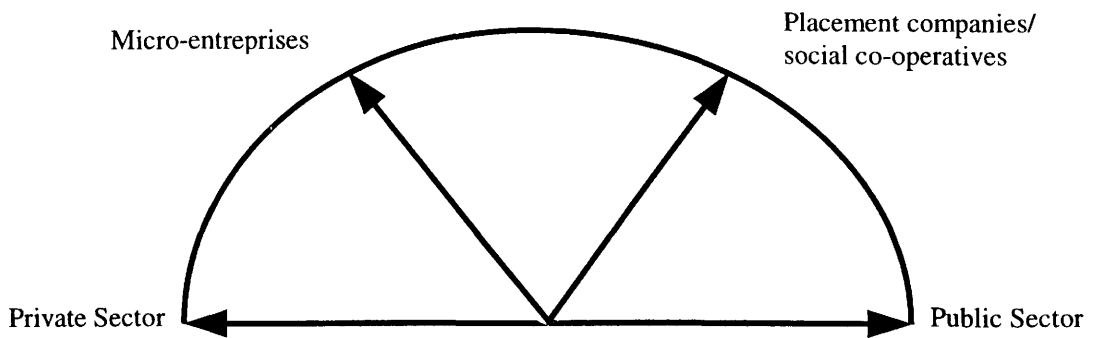
Some sectors have gone a step further, as the sectoral European agreements concluded by the cleaning industry, tourism and agriculture show. Recent steps taken at national level in France and the United Kingdom (NVQ - National Vocational Qualifications) to give jobs in the cultural and care sectors a professional status are interesting because they give priority to the *a posteriori* recognition of skills and qualifications.

We are thus seeing a "bottom-up" redefinition of occupations. New consumer needs demand new services, which in turn mean new skills and new training. The time will therefore come when occupational references will need to be set at a higher level: national or European, by sector or by category. The "traditional attributes" of jobs (legal status, collective agreements, social protection system, skills, qualifications, etc.) are particularly useful for project sponsors; they make it easier to construct a career pathway for job-seekers and give entrepreneurs and innovators the necessary benchmarks.

2.4 The unexplored potential of the micro-enterprises

The development of LDEIs is based largely on a **contemporary European view of entrepreneurship which transcends the border between the private and public**, market and non-market sectors (see the First report on LDEIs). If different forms of micro-enterprise are to be encouraged, the policies which affect them will have to change.

2.41 - Increasingly, the interactions between government, companies and civic society are leading to sophisticated financial arrangements which in turn create **structures that are on the borderline between the private and public sectors**. It has not been unusual for such companies to shift between the two, over the years, by way of the social economy. Social economy companies should not therefore be contrasted with private companies, because they are complementary to them.



Whatever the legal form chosen, the sponsor's personality and his capacity to depend on a local social network seem to be crucial to the success of the local initiative.

Motivated entrepreneurs and partners

The dynamism of local initiatives depends chiefly on the motivation of the individuals and sponsors involved. However, the reasons for their commitment can vary considerably: many are looking for work or want to stay in work. Others are involved in local development projects or have collective or co-operative ideals. Lastly, some are simply motivated by the conviction that they have to help others. In certain regions studied, women are a strong driving force for the social economy.

By comparison with other forms of business creation, the LDEIs seem, to a large extent, to be able to depend on a social network motivated by the purpose of the project, which often reflects its democratic dimension. The group of local volunteers comprises players from different backgrounds: potential users of the services, experts, local authority officials.

The proliferation of these skills is not regulated by law, but the intervention of the public authorities could at least make the task of these new entrepreneurs easier. Experience would seem to show that success is due more to a capacity to adapt to bureaucracy than the reverse.

2.42 - While **the rise of the private micro-enterprise** often bears witness to an individual's own efforts to retrain, it is important to ensure that it does not become a pathway to a sector where jobs are precarious. Because of a variety of concerns - financial and decision-making autonomy, reconciling family life and working life, improving the quality of life - micro-entrepreneurs do not hesitate to adopt participative operating methods and flexible work organisation. A look at the female entrepreneurial sector will shed more light on these developments.

Growth and needs of the female entrepreneurial sector ²⁸

A follow-up survey was carried out in 1997 among 1 619 female entrepreneurs who received funding under the LEI programme (local employment initiatives) between 1991 and 1995.

This showed that:

- LEI grants, although low (no more than between ECU 2 000 and 10 000), helped 25% of the women to obtain another type of financing to carry out their business creation scheme, or to expand their company. However, 70% of them had to depend chiefly on their own savings.
- In 1997, these companies employ on average between 7 and 8 persons, or 4.64 full-time jobs, since some are part-time. Between 1995 and 1997, their manpower increased by 25%.
- The majority of jobs created are in the tertiary sector (82%) and more specifically in the 19 fields identified by the Commission (47% of jobs). Looking more closely at this latter group of companies, a major part of them are in the everyday services and leisure sectors, with tourism, child care, new information technologies and local cultural development each accounting for more than 10%.
- To help them develop their businesses, these women would like to have more access to external services, such as financial aid (aid for investment, support for R&D) and advice for environmental management of their resources. Support in terms of human resources (assistance with accounts management and exports, vocational training for their personnel and the sharing of experts among several SMEs) and in terms of collective infrastructures (new information technologies, improving transport for personnel) is also lacking.

In the start-up phase, social security contributions as well as direct and indirect taxation represent a major burden for companies whose activities are very labour-intensive. The more gradual implementation of certain national regulations would enable new entrepreneurs to focus their efforts initially on economic and commercial activity rather than on administrative and financial management.

Individual occupational statuses and social systems seem to be increasingly unsuited to potential entrepreneurs, who often see business creation as a step forward in their working life and do not want to be penalised personally for having attempted to carry out an ambitious project.

Concerned for their environment and their development, private micro-enterprises need specific, tailor-made services which can be found in "**resource centres**". Also called service platforms, these centres provide information, training, technical advice and sometimes aid for setting up projects. There are still **very few of them in the European Union**, although a number of interesting experiments are being carried out in Finland, Italy, France and Germany. Resource centres may be set up through a partnership between the Chamber of Commerce and the local authorities, but their operating methods and their clientele make them more akin to local development agencies than to professional organisations. They seem to meet the needs of the new micro-enterprises very well and the survival rates of businesses set up with their aid are much higher than the national averages.

²⁸ *Que sont devenues les anciennes bénéficiaires du programme ILE (Initiatives locales d'Emploi)? (What has become of the previous beneficiaries of the LEI programme (Local employment initiatives)?*, IPStratégies (1997) Survey carried out with the support of the European Commission (DG XVI)

2.43 - **The recent success of the "new forms" of social economy** in Italy and Sweden and its gradual expansion into other countries (Spain, France, Finland) also reflect the dynamics at work. The assets of the social cooperatives seem to lie in their local roots, the fact that they are small-scale and their capacity to capitalise on opportunities by mobilising the population around common and concrete objectives. Their contribution should not be seen from the ideological perspective of constructing a "counter-model". It is more a question of the right response to initiative-taking in a situation where the organisation of work and production is more flexible.

The contribution of the social economy to local employment

A European study carried out by the Swedish Institute for Social Economy²⁹ compared the recent development of 20 local initiatives in 11 countries. Between 1990 and 1995, the number of jobs involved in these initiatives grew from 16 135 to 36 380 which represents, for those that already had an established activity, an annual manpower growth rate of 9%. For the largest structures (more than 1 000 employees), growth was only 6% a year, compared with an annual increase of 40% for the smallest ones. In absolute terms, and compared with the scale of European unemployment, the contribution of the social economy initiatives is marginal. However, they are of interest for two reasons: they showed rapid growth at a time when the overall trend was the reverse and they have a very important knock-on effect on local employment.

Unlike non-profit-making associations, these structures are readily directed towards commercial activities. In the field of personal services, they combine the principal advantages of the private sector (cost control, flexible internal organisation, provision of tailor-made services) and certain ethical requirements of the public service (accessibility of services, improving the quality of life, social betterment of workers)³⁰. The use of service vouchers, which enable new services to be developed at lower public cost but guarantee quality, continues to be a very promising option.

Not all the projects, however, end in the creation of jobs and certain new activities continue to use employees and voluntary workers side-by-side, for the benefit of workers and customers alike. This situation must also be accepted by the local or national public authorities which support them.

As structures for reintegration, reception or guidance, they are well-suited to those whose working lives do not follow a straight line but involve frequent retraining and a succession of periods of self-employment, employment, voluntary work, family activities and training.

In some cases the traditional, large-scale social economy enterprises, such as co-operatives, friendly societies and voluntary organisations, can serve as "mentors" for the new small-scale structures, particularly by providing financial and organisational support.

²⁹ *Contribution of the Social Economy to Local Employment*, KOOPi and Swedish Institute for Social Economy, 1997, Report written with the support of the European Commission (DG V) and the Freja Foundation

³⁰ *The contribution of the social enterprise to the creation of new employment in the field of personal services* by C Borzaga and M Maiello (1997), Report written with the support of the European Commission (DG V)

The proliferation of financial instruments in the social economy in all the Member States is not simply a response to the growth of the voluntary or cooperative sector. Private entrepreneurs can obtain a service from them which the banking system does not provide. The principal reason for this is that the "job" of the social economy credit organisations goes beyond financial engineering: the sums deployed are very small and this has to be offset by putting more effort into the selection, guidance, information and training of the recipients.

The contribution of the social economy to the development of the entrepreneurial sector³¹

"The financial instruments studied help to create jobs at low cost (under ECU 10 000 per job in the majority of the cases and as little as under ECU 3 000 for more than one third of the instruments studied). However, there are external and partly hidden costs. Because of the nature of the activities and the individuals receiving assistance, and the limited scale of the instruments, voluntary assistance (such as advice from an expert) and/or commercial resources (for example, operating subsidies) are needed. These different forms of aid are often essential to the projects supported.

Detailed analysis shows that, in many cases, the jobs would not have been created without the social economy's financial instruments because they cover segments of the market not covered by the traditional financial institutions. There are a variety of reasons for this:

- *the project sponsors do not have the typical profile of the entrepreneur supported by the banks (absence of professional experience, diplomas and/or personal financial resources);*
- *the traditional financial institutions do not understand the workings of the social economy and are uncertain of the viability of projects based on this approach;*
- *projects target new production or service niches and/or are socially, economically or ecologically innovative;*
- *projects are carried out by partnerships whose financial bases are fragile and/or are situated in geographical areas "at risk";*
- *the funding applicant has little experience of financial management and needs assistance or training in this field.*

The very nature of these financial instruments means that experience is not really transferable. The social and human aspects of most of them are difficult to transpose into another context".

Social economy businesses face specific obstacles, the extent of which depends on the Member State. Their development could be substantially encouraged by:

- the creation of legal structures which would allow private-public partnerships to be set up and productive activities to be carried out without detracting in any way from the community spirit;
- the development of micro-credit and the deployment of local savings;
- the modernisation of the system of delegated management of public services and markets.

³¹ Extract from *Les instruments financiers d'économie sociale en Europe et la création d'emplois* (The financial instruments of the social economy in Europe and job creation), under the direction of the INAISE (International association of investors in the social economy) - (1997), Report written with the support of the European Commission (DG V).

The action programme proposed in the recent Commission Communication³² on promoting the role of voluntary organisations and foundations in Europe will provide an opportunity to look more closely at the contribution of the social economy to the fight against unemployment and to boosting the local economy. In the lead up to the special Employment Summit, a joint declaration³³ was signed by the European Trade Union Confederation and organisations representing the social economy with the aim of developing a forum for social dialogue in the voluntary sector and setting up partnership co-operations.

2.5 CONCLUSION OF PART TWO

Certain aspects of the co-ordinated European employment strategy defined at the special Employment Summit held in Luxembourg in November 1997 can be enhanced by the lessons drawn from the promotion of LDEIs.

- Improving people's chances of finding employment: To combat unemployment effectively, the local employment services and structures need to do more than simply help the unemployed to retrain, to make them more employable, or try to match labour supply and demand. They will have to help to establish a local "project culture" and encourage job-seekers to become involved. They need to encourage initiatives launched by the unemployed and to take part in pilot projects involving other public administration bodies, businesses or associations, in order to become effective partners in a proactive local strategy.

- Encouraging businesses' and workers' capacity to adapt: The increased flexibility demanded by the new organisation of our economies and societies - adaptability - can only be seen as an opportunity if it is accompanied by increased security. The concept of "professionalisation", which goes beyond training to take in the idea of jobs which enable the players to develop into professionals in a structured environment, seems an appropriate response. Thanks to the give-and-take between what happens in practice and what is regulated, both at national and at European level, reference frameworks can be defined in a pragmatic and flexible way.

- Developing the spirit of enterprise: The creation of an environment conducive to the entrepreneurial spirit requires more than simply reducing administrative formalities. The various forms of entrepreneurship have to be encouraged simultaneously by increasing the number of bridges and the extent of co-operation between private SMEs, micro-enterprises and social economy businesses and by developing appropriate financial and legal instruments, chiefly by taking full advantage of good local practices. The stimulation of projects and tailor-made assistance for prospective private and/or social economy entrepreneurs are an important aspect of employment policies. These tasks call for a special approach, which requires increased co-operation from the local players in the sector. Finally, if lasting employment is to be created, and the local economy boosted, integrated territorial strategies to encourage the entrepreneurial sector need to be developed.

³² COM(97) 241 of 4 June 1997.

³³ Joint Declaration of 19 November 1997.

3. CONCLUSION

The previous report on local development and employment initiatives drew our attention to the misunderstandings and ambiguities created by the "bottom-up" approach. Sometimes seen as a miracle cure for the unemployment crisis, initiatives floundered under the pressure of social policies which expected tangible results too soon. At the same time, the traditional trade and craft industries felt that they were facing unfair competition from a new kind of micro-enterprise which seemed to be offered every advantage. These problems, which were fortunately not critical, reflected a certain incompatibility between the existing structures, shaped by sectors and statutes, and the emerging forms of enterprise which are breaking the traditional boundaries.

The current report provides more details about the inertia which LDEIs sometimes come up against, contrasting with the very great support which they continue to receive throughout the EU, at all levels of public administration. These difficulties are unquestionably a reflection of the erosion of the "employment systems" whose disfunctionality was diagnosed in the White Paper on Growth, Competitiveness and Employment. In reality, as pointed out in a recent report from the "Zukunftskommission" in Germany on the future of the labour market, the term "disfunctionality" is incorrect if it suggests that the limited changes taking place in the various areas of the systems are enough. What is needed is a more comprehensive and coherent overhaul of the employment systems, a process which has, in fact, already begun in most Member States.

In this context, the LDEIs are proving to be a useful testing ground, performing a far more important role than their limited one of contributing to local development and creating lasting jobs.

The LDEIs satisfy needs which are not only new but which also reflect important trends. They demonstrate an approach which is innovatory and is also an indication of a lasting change in attitude towards the role of the entrepreneur. At least, this is our prognosis; we would go so far as to say that the LDEIs can be regarded as indicators of the future direction and extent of lasting changes in the employment systems, beyond the sphere of the initiative itself.

This is true, for example, of:

- The concept of the "project", which requires both the intent of a sponsor and the specific qualities of the contributors. Both are needed, sponsor and contributor, to make the project work. It is surely the job of these projects, which are overturning the traditional image of the labour market, to enhance the way in which the majority of businesses and administrations of tomorrow will work. If so, the challenge faced by traditional organisations - how to make hierarchies and organisational charts more flexible without creating a climate of uncertainty and instability - could be met by the solutions envisaged by the LDEIs.
- The concept of "skill", now firmly established in most major international reports on the future of education or the information society. This new concept of skill means that the classification of qualifications and training now applies to only a part of the "basic skills" on which the performance of an organisation depends. The respective proportions of specific knowledge and the horizontal qualities which everyone possesses will have to change to the benefit of others, as already demonstrated by the new skills used by the sponsors of LDEIs.

- Finally, the concept of the “enterprise” is breaking all previous academic, fiscal and accounting boundaries, taking the lead from the new social entrepreneurs who are not afraid of shouldering responsibilities and maximising the effectiveness of their resources, while still pushing towards their ultimate goal of helping others. Entrepreneurs who were employees or become employees at some stage in their careers are pointing the way ahead to a diversification of careers in the businesses of tomorrow.

By helping the creation and development of these local initiatives, we are paving the way for changes on a much greater scale.

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ANNEXES

HOME HELP SERVICES

- **RECENT BIBLIOGRAPHY**
 - *Mieux comprendre les services de proximité en Europe pour soutenir leur développement*, Ph Defeyt, V Singer, F Lambert (1997); report drawn up for the Fondation Roi Baudouin and the European Commission (DG V)
 - *Etudes de cas sur les professions de soins*, S Christopherson (1996); report for the OECD (DEELSA/ ELSA WP6 96)
 - *Der Privathaushalt als Arbeitgeber* (1997), Die Frau in unserer Zeit n.2/97
 - *Dienstleistungen in privaten Haushalten*, R Gersson (1996); Seminar proceedings, with support from the Berlin Senate
 - SDL, Baden-Württemberg, Germany (Article 10 ERDF - NSE)
 - Informalavoro, Cosenza, Italy (Article 10 ERDF - NSE)
 - AFL, Turin, Italy (Article 10 ERDF - NSE)
 - DEFI Haute-Saône, France (Article 10 ERDF - NSE)
 - JHC, Lahti, Finland (Article 10 ERDF - NSE)
 - Help others... help yourself to work, Spain (Leonardo da Vinci)
 - Training for local services, Finland, United Kingdom, Netherlands (Leonardo da Vinci)
- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - OLA, Belgium (Article 6 ESF - 1996)
 - EVTV, Spain (Article 6 ESF - 1996)
 - SERDOM, Spain (Article 6 ESF - 1996)
 - Point Accueil Services Cadours Grenade, France (Article 6 ESF - 1996)
 - CITY SERVICES, Nantes, France (Article 6 ESF - 1996)
 - Pathways to Work, Ireland (Article 6 ESF - 1996)
 - Stratégies comparées pour la création d'activités: Marseille, Berlin, Patras, Genoa, Seville (B3-4010 Research projects)
 - Services and Time for Elderly People and Families, Milan, Italy (Article 10 ERDF - Urban pilot project)
 - BAMB, Magdeburg, Germany (Article 10 ERDF - New sources of employment)
 - Berlin services, Berlin, Germany (Article 10 ERDF - NSE)
 - Job Spring, Piraeus, Greece (Article 10 ERDF - NSE)
 - Marseille Méditerranée, Marseille, France (Article 10 ERDF - NSE)
- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Given the ageing of the population and the changes in family structures, personal services and home help have a high job creation potential in all Member States. In countries such as Germany, where the quantity and quality of the supply of services are still extremely poor, but where private individuals have a high level of income, hundreds of thousands of jobs could be created.

Many companies or associations involved in home help offer a full range of services to private individuals (installation and repair of safety and insulation equipment, gardening, help with administrative formalities, local transport).

In the context of public strategies on a regional or city scale, the setting up of an *ad hoc* support structure is a powerful instrument: this structure can carry out an employee selection and training programme, mobilise appropriate funding and establish a partnership with the employment services. It can also stimulate demand by using surveys and disseminating information. It can solicit private companies as potential clients or as prescribers in the case of social insurance schemes and pension funds.

New financial instruments are often necessary to create a genuine market:

- service vouchers allow private/public co-financing, with the consumer paying only part of the price of the service. They can be introduced at national (F, B), regional (E) or municipal (FIN) level. To fulfil its economic role, the service voucher has to be accompanied by an accreditation system for the companies accepting the vouchers, a guarantee of service quality, and monitoring of staff training and working conditions;
- tax breaks for households consuming these services (DK);
- subsidies for companies providing services and creating jobs (NL).

Experience shows, however, that the consumption subsidies or the co-financing of household expenditure should not be the initiatives' only concern.

The creation of sustainable jobs depends on the innovative and professional nature of

the service rendered. Quality is a fundamental element for home help; it can be ensured by charters signed by the companies in the sector, or by contracts with customers, in which employers commit themselves to training their employees correctly. But the variety of work contexts and the workers' isolation do not make vocational skills easier to acquire.

The choice of an entrepreneurial structure adapted to the local situation also affects the perpetuation of jobs: depending on circumstances, there are private companies, micro-enterprises, self-employed workers, production and social cooperatives or even non-profit-making associations.

Lastly, undeclared work represents underground competition which promoters must have more knowledge of in order to combat it more effectively.

CHILD CARE

- **RECENT BIBLIOGRAPHY**

- *Etudes de cas sur les professions de soins*, S Christopherson (1996); report for the OECD (DEELSA/ ELSA WP6 96)

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Ballyfermot Childcare Community Business, Ireland (Article 6 ESF – 1997)
- RCCN, Limerick, Ireland (Article 6 ESF – 1996)
- SECI, Pisa, Italy (Article 10 ERDF - NSE)
- CACEP, Loures, Portugal (Article 10 ERDF - NSE)
- GIMUT, Alicante y Villareal, Spain (Article 10 ERDF - NSE)
- Formation pour l'assistance maternelle, France (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

The supply of child care services is becoming increasingly diversified, going beyond national traditions which favoured private rather than public services.

The number of jobs in this field in all countries is increasing more quickly than the average. In 1996, it was estimated that 376 000 people were employed in child care, or 1.5% of British workers. In France, the number of childminders (“assistantes maternelles”) increased by 65% between 1985 and 1993.

Most of the jobs are taken by women, usually young women, whereas there are very few under 25 years old in home help.

Wages remain relatively low and can vary significantly according to the conditions for providing and organising the service. They are higher in public nursery schools and lower where children are looked after at home.

- **RECENT BIBLIOGRAPHY**

- *Etudes de cas sur les secrétaires et tendances d'évolution des emplois dans quelques pays de l'OCDE*, H Steedman (1997); report for the OECD (GD 97/168)

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Integrated Virtual Community, Dublin, Ireland (Article 6 ESF – 1997)
- TELA-START, Germany (Article 6 ESF – 1996)
- Teletrabajo en Euskadi, Spain (Article 6 ESF – 1996)
- MERCATOR, France (Article 6 ESF – 1996)
- RAIN, Jyväskylä, Finland (Article 6 ESF – 1996)
- Teleworking with good privacy, Italy (Article 6 ESF – 1996)
- Network of Telematic Piazzas, Naples, Italy (Article 10 ERDF Urban pilot project)
- Huddersfield Creative Town, Kirklees, United Kingdom (Article 10 ERDF Urban pilot project)
- Monolisa, Spain (Leonardo da Vinci)
- Telematics training for local developers in outlying regions, United Kingdom (Leonardo da Vinci)
- Cooperative teleworking in SMEs, Germany (Leonardo da Vinci)
- Distance telematics training for craftsmen and craft cooperatives, Greece (Leonardo da Vinci)
- E.L.M.A.S., Graz, Austria (Article 10 ERDF Urban pilot project)
- CHAMELEON, United Kingdom (ESPRIT)
- COPYSMART, France (ESPRIT)

AID FOR YOUNG PEOPLE IN DIFFICULTIES AND INTEGRATION

• **RECENT BIBLIOGRAPHY**

- *L'école de la deuxième chance, Actes du colloque de Marseille*, coordinated by JL Reiffers et L Urdy, with support from the European Commission (DG XXII), Editions de L'aube (1997)

• **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Lokale Partnerschaften zur Schaffung von Arbeitsplätzen, Germany (Article 6 ESF - 1996)
- Insertion-Jeune, France (Article 6 ESF - 1996)
- Second chance schools: Marseille, Bilbao, Halle, Catania, Hämeenlinna, Nikea, Ribe, Seixal, Heerlen, Cologne, Barcelona, Leeds

• **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Five million young Europeans currently suffer from academic failure, and the unemployment rate among unqualified young people is twice that for young graduates. To help these young people

acquire knowledge and find employment, a number of experiments have already been carried out in the United Kingdom, Ireland and Denmark. Some common principles for action have emerged:

- the importance of young people being supervised by teachers and future employers (sponsorship);
- the definition of the educational project targeted at the individual in partnership with the school, companies and local authorities;
- the contractual participation of young people in the project and the importance of their individual responsibility with regard to the community;
- in training, cultural and sporting activities, the use of new information technologies and anything that encourages group participation is important.

BETTER HOUSING

• **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- IGLOO, Belgium and France (Article 6 ESF - 1996)
- Social Return on Urban Investments, Utrecht, Netherlands (Article 6 ESF - 1996)
- Strategien für Friedrichshain, Berlin, Germany (Article 10 ERDF - Urban pilot project)

- HOME, Bari, Italy (Article 10 ERDF - NSE)
- PICENUM 2000, Acoli-Pisceno, Italy (Article 10 ERDF - NSE)
- Formation continue des chefs de chantiers du bâtiment ancien, France (Leonardo da Vinci)

SECURITY

- **RECENT BIBLIOGRAPHY**
 - *Sécurité et démocratie: les métiers du XXI^e siècle*, European Forum on Urban Security (1997), published with support from the European Commission (DG XXII)
- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - CONCIERGE, Bremen, Germany (Article 6 ESF – 1997)
 - PRESENCE, France (Article 6 ESF – 1996)
 - TOSCA - Sécurité des opéras: France, Ireland, Spain, Italy, Germany (Article 10 ERDF – Culture)
 - New jobs for Glasgow, United Kingdom (Article 10 ERDF - NSE)

LOCAL PUBLIC TRANSPORT

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - RATP – BN92, France (Article 6 ESF - 1996)
 - Le transport dans son environnement social, France (Article 6 ESF – 1996)
 - IES 2000 - Salerno, Italy (Article 10 ERDF - NSE)

THE REDEVELOPMENT OF URBAN PUBLIC AREAS

- **RECENT BIBLIOGRAPHY**
 - *Villes durables européennes*; Final report by the Commission group of experts on the urban environment (DG XI) (1996)
 - Annual report 1996 on urban pilot projects funded under Article 10 ERDF (1997)
- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - ELEVEN II, Associazione Italiana del Consiglio dei Comuni e Regioni d'Europa, Italy (B3-4010 – Research projects)
 - Creating jobs in social undertakings, Italy (Article 6 ESF – 1996)
 - PLACE, Lisbon, Portugal (Article 6 ESF – 1996)
 - Careful Urban Renewal in Leipzig, Germany (Article 10 ERDF Urban pilot project)
 - Les deux rives, Bordeaux, France (Article 10 ERDF Urban pilot project)
 - Hacemos León, Spain (Article 10 ERDF Urban pilot project)
 - Réseau de formation aux nouveaux métiers de la ville, France (Leonardo da Vinci)
 - TRUE - Training for the urban underground environment, Italy (Leonardo da Vinci)

LOCAL TRADE

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - Den Blandende landhandel, Denmark (Article 6 ESF - 1996)
 - Mobility for food wholesale workers, United Kingdom (Article 6 ESF - 1996)
 - Undervaerket - The Wonder, Randers, Denmark (Article 10 ERDF - Urban pilot project)
 - DELGRES "Points Bleus", Guadeloupe, France (Article 10 ERDF - NSE)

ENERGY MANAGEMENT

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Blueprint for sustainable development, Leicester, United Kingdom (Article 10 ERDF - Urban pilot project)
- Contracting Büro, Oberhausen, Germany (Article 10 ERDF - NSE)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Under the SAVE programme, support was given for the setting up of about 30 local and regional energy management agencies. In 1996, these agencies employed over 100 people.

The knock-on effect of these experimental agencies is clear: following the setting up of

the first 10 agencies in Greece, a law was adopted applying the system on a general basis throughout the country. In Ireland and Portugal, the Community action is used as a tool for raising the awareness of regional and municipal authorities.

A number of Scandinavian experiments show that the installation and maintenance of equipment generating renewable energy give reasonable prospects for employment growth for skilled and highly-skilled workers, whereas energy-saving measures (insulating buildings) create jobs for shorter periods and for less highly-skilled personnel.

SPORT

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- European coordinators for open-air tourism, Finland (Leonardo da Vinci)

TOURISM

- **RECENT BIBLIOGRAPHY**

- *Tourism in Europe - Key figures 1995-1996* (1997); Commission publication
- *Etude prospective des gisements d'emplois générés par la demande touristique*, J Aberlen, J Viard and R Lewy (1997); report for the French National Tourism Council
- *Loi relative au développement d'activités pour l'emploi des jeunes: le tourisme*, J Vila (1997); report for the French Ministry of Employment
- *Saisonniers du tourisme - statut, formation, conditions de vie: Quelles avancées?* (1997); Official Gazette of Tourism No 1384, Paris

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Wine Tourism, Naples, Italy (Article 6 ESF – 1997)
- RESTAURA-NATURA, Spain (Article 6 ESF – 1996)
- MARE VERDE, Italy (Article 6 ESF – 1996)
- ECHO, United Kingdom, Netherlands, France (Article 10 ERDF – Culture)
- EUROTEx, Netherlands, Greece, Finland, Portugal (Article 10 ERDF – Culture)
- LUCANO, Cordoba, Pisa and Lille, cultural cities faced by day-trip tourism (Article 10 ERDF – Culture)
- COAST HERITAGE, Ireland, Italy, France, United Kingdom (Article 10 ERDF – Culture)
- LA CULTURA DEL AGUA, Spain (Article 10 ERDF – Culture)
- Recovery of the Old Town, Brindisi, Italy (Article 10 ERDF - Urban pilot project)

- Nyst Dansk Kur-Turisme, Aarhus-Viborg, Denmark (Article 10 ERDF - NSE)
- TUTEAR, Seville, Spain (Article 10 ERDF - NSE)
- NYE-ELCIPE, Canarias, Spain (Article 10 ERDF - NSE)
- Vocational training and business diploma in rural tourism, Finland (Leonardo da Vinci)
- Leisure activities in farm tourism, Spain (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Jobs connected with tourism and travel currently account for 6% of European employment. Increasing rapidly, they should continue to grow, reaching 11 million (9% of total employment) by the year 2010. The hotel and catering sector is also expanding: by 9% between 1993 and 1996. While part-time work and seasonal contracts represent a significant proportion of jobs (25% on average in the EU, against 16% for all sectors), this figure remains relatively stable over time.

The permanence of jobs and the economic repercussions for the territory depend on the ability of companies to cooperate amongst themselves in order to ensure a coherent supply of accommodation, catering, transport and leisure services. The local authorities can act as a catalyst for this cooperation; they cannot, however, act as a substitute for the initiative of private or voluntary partners.

THE AUDIOVISUAL SECTOR

- **RECENT BIBLIOGRAPHY**

- *Statistiques de la culture en Europe*, ERIES-DAFSA (Edition 1996), La documentation française

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- OUR CITY, United Kingdom, Germany, Ireland, Belgium (Article 10 ERDF – Culture)
- Film and Media Centre, Helsinki, Finland (Article 10 ERDF Urban pilot project)
- Training of multimedia directors, Spain (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

The experience of the European programmes MEDIA (1991-95) and MEDIA II (1996-2000) demonstrates the importance of a regional structural framework to develop audiovisual production and the jobs associated with it. The regional potential varies considerably within the Union; it is less for smaller countries and regions with minority languages.

It is mainly the strategies of excellence that allow significant creation of jobs, both direct and induced. One instrument suitable for this is the networking of training centres at European level.

CULTURAL HERITAGE

- **RECENT BIBLIOGRAPHY**

- *Statistiques de la culture en Europe*, ERIES-DAFSA (Edition 1996), La documentation française
- *Les sources de statistiques culturelles en Europe*, ERIES-DAFSA (Edition 1996), EUR-OP

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Nouvelles formes d'emploi dans la restauration du patrimoine culturel en Europe, UEAPME, Belgium (B3-4010 – Research projects)
- CHORUS, France (Article 10 ERDF - Urban pilot project)
- PRO VITA ALPINA, Living and surviving in rural areas, Austria, Germany, Italy, France (Article 10 ERDF – Culture)
- ECONCRAFT, Ireland, United Kingdom, Finland, Sweden (Article 10 ERDF – Culture)
- IMKA, Germany, France, United Kingdom, Italy (Article 10 ERDF – Culture)
- AMPHORA, cultural heritage industries (ceramics, porcelain and glass) in Bavaria, Languedoc-Roussillon and Valencia (Article 10 ERDF - Culture)
- REVEIL, Industrial history in a rural environment; France, Greece, Spain (Article 10 ERDF - Culture)

- REVA, archaeological towns, Italy, United Kingdom, Spain, Portugal, Greece (Article 10 ERDF – Culture)
- EMPORION, Spain, Finland, France, Ireland, Germany (Article 10 ERDF – Culture)
- Voyage à la Rose des Vents, Vila do Conde, Portugal (Article 10 ERDF - Urban pilot project)
- Rinascimento (training in cultural and artistic services), Spain (Leonardo da Vinci)
- HERO; for identifying the skills necessary for heritage restoration, Italy (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

The contribution of the development of the cultural heritage, both movable and immovable, to job creation is becoming more widely recognised, as demonstrated in particular by the "Raphaël" programme. In 1996, among the 147 pilot projects selected, 27 were aimed at training and increased mobility for professionals (392 grants awarded) within the Union.

LOCAL CULTURAL DEVELOPMENT

- **RECENT BIBLIOGRAPHY**

- *Statistiques de la culture en Europe*, ERIES-DAFSA (Edition 1996), La documentation française
- *L'impact économique de dix festivals en Europe* (1996); report coordinated by JF Millier (CEFRAC) with support from the European Commission (DG V)
- *Bilan 95 des cafés-musiques: Economie et programmation*, OPALE (1996), special edition "Cultures et proximité"

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Cultural jobs; Logroño, Spain (Article 6 ESF – 1997)
- Les filières de la production culturelle; CEFRAC, France (B3 4010 - Research projects)
- Kuopio Tanssii Ja Soi Ry; Finland (Article 6 ESF – 1996)
- CEEACT, Centres Européens d'échanges art culture et tradition; Portugal, Spain, France, Belgium (Article 10 ERDF - Culture)
- REPPIS, Réseau des Pays de la Pierre Sèche; France, Greece, Italy, Spain (Article 10 ERDF - Culture)
- RECYCLART; Brussels, Belgium (Article 10 ERDF - Urban pilot project)
- Regional training for tourist and cultural guides; Austria (Leonardo da Vinci)
- VALEUR, Formation à la valorisation des patrimoines ruraux en Europe; Belgium (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

In the case of festivals, employment is characterised by mobility, seasonal

variation, discontinuity of careers, short contracts and multiple activities. Dual organisation of work is predominant: festivals are annual events which supplement the regular incomes of several hundred local workers, while the more technically qualified professionals move with the shows.

Cultural initiatives seldom break even on account of additional products. In contrast, financial instruments such as "culture vouchers", co-financed by works councils or employers, constitute a new form of patronage. They may also enable people on modest incomes to attend these shows at a minimum cost, thanks to bulk purchases by associations.

In addition to public subsidies (20-30% of resources), the proportion of voluntary work in the project budgets is high (9% on average); this often involves unpaid overtime by part-time employees.

In small cultural structures, management posts cannot be funded by activating passive expenditure on unemployment, as is the case with unskilled jobs. One solution, which is preferable to an annual public subsidy, could be for the local authority to provide a technician on a part-time basis.

Finally, cultural undertakings often adopt commercial status in order to obtain loans more easily and to retain ownership of their equipment and material. But by abandoning charitable status, they fear losing the benefit of the public subsidies that they require. Creating a non-profit-making cultural company would make it possible to combine the advantages of both systems, without increasing the financial constraints unnecessarily.

WASTE MANAGEMENT

- **RECENT BIBLIOGRAPHY**

- Evaluation of job creation by LIFE projects on recycling industry, D Wagman, O Bermejo, A Del Val (1997); report for the Commission (DG XI)

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- Rational management of urban waste, Jaén, Spain (Article 6 ESF – 1997)
- Transferbetrieb – TB, Germany (Article 6 ESF – 1996)
- Green Future, Denmark (Article 6 ESF – 1996)
- PROMETEO, Spain (Article 6 ESF – 1996)
- The “3 Es” of integrated development: Employment, Environment, Economy; Portugal (Article 6 ESF – 1996)
- Scharnhorst - Ost Environmental Initiative, Dortmund, Germany (Article 10 ERDF - Urban pilot project)
- AKKUREG, Berlin, Germany (Article 10 ERDF - NSE)
- CLEAN, Cork, Ireland (Article 10 ERDF - NSE)
- REVOL, Gijon, Spain (Article 10 ERDF - NSE)
- NIOVALLES, Catalonia, Spain (Article 10 ERDF - NSE)
- MODE, Draguignan, France (Article 10 ERDF - NSE)
- Innovative transnational training in recycling; Germany (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

The management of recycling centres and selective domestic collection still offer significant job-creation potential, mainly for low-skilled workers, often as part of programmes to integrate the unemployed.

Better local management of waste is made possible thanks to the creation of posts for technicians and engineers within the municipal authorities. These persons are responsible for co-ordinating the services offered to private individuals and companies.

The financial equilibrium of initiatives and the growth in demand for services in this field are affected by European, national and regional regulations. The obligation to cut down on tipping offers significant prospects for transforming services in the coming years. However, in some market niches linked to the recovery of used materials, the financial incentive to change demolition practices is still too small, and these activities are not becoming established on a long-term basis.

The success of the majority of initiatives rests on the establishment of a local partnership between local authorities, undertakings in the social economy and the private sector. Unskilled workers may then follow a professional career path, moving from one structure to another.

WATER MANAGEMENT

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

The management of water offers great potential for job creation in the short term, connected with the heavy infrastructure required in most European countries (new installations or renovation of old infrastructures).

In the medium term, jobs will be created more through regulations intended to regulate water consumption and improve its quality. Most of the jobs concerned require few or average skills.

PROTECTION AND MAINTENANCE OF NATURAL AREAS

- **RECENT BIBLIOGRAPHY**

- *Bilan d'un programme européen de coopération*, CRPM, Mediterranean Environment Centre, Corsica Environment Office; report for the Commission (DG V) (1997)
- *LIFE-NATURE 1996 et l'emploi*, F Le Bloch (1997); report for the Commission (DG XI)
- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**
 - E.E.E., Ecology Energy Economy, Germany (B3-4010 – Research projects)
 - YOPORE (NUOTTA), Finland (Article 6 ESF – 1996)
 - EED, Corsica, France (Article 10 ERDF - NSE)
 - ALEGRE, Nature park, Sierra de Gredos, Spain (Article 10 ERDF - NSE)
 - LOISIR, Calabria, Italy (Article 10 ERDF - NSE)
 - Ecology training in tourism undertakings; Austria (Leonardo da Vinci)
 - Exchanges of trainers in rural areas classed as nature reserves; Spain (Leonardo da Vinci)
 - L'agriculture gestionnaire de l'environnement; Belgium (Leonardo da Vinci)
 - Conservationists for forest areas and natural vegetation; Spain (Leonardo da Vinci)

- Training in reforestation and restoration in the Mediterranean environment; Italy (Leonardo da Vinci)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Most of the new jobs are either unskilled or very highly skilled. Thus the prospects for professional advancement for those carrying out arduous work are very limited.

In spite of real needs connected with the decline in the agricultural population and changes in farming practices, implementation of projects is very slow, as is their access to public funding. To make it easier to set up private-public partnerships, it would be desirable to have suitable legal structures and to apply local initiative programmes for the environment on a general basis, enabling coordination of initiatives within a territory by avoiding duplication. The introduction of multiannual contracts between the authorities and the service providers (associations or companies), as well as the development of inter-communal tendering procedures, would provide a framework favourable to local initiatives.

COMBATING POLLUTION

- **RECENT BIBLIOGRAPHY**

- *Environment and employment - Background paper for the European Conference organised jointly by the European Parliament and the European Commission*, Rolf-Ulrich Sprenger (1997)
- *Sustainable development and employment: a challenge for Objective 2 regions*, ECOTEC (1997); collection of good practices drawn up by the Commission (DG XVI)
- *An estimate of eco-industries in the European Union 1994*, EUR-OP (DG XI-Eurostat)

- **SOME CURRENT PILOT PROJECTS SUPPORTED BY COMMUNITY FUNDS**

- ECJ, Environmentally Compatible Jobs, Turin Science Park, Italy (Article 6 ESF – 1997)
- PEVERE, France (Article 6 ESF – 1996)

- **ADDITIONAL LESSONS DRAWN FROM LOCAL INITIATIVES**

Improvement of the environment and, particularly, the combating of pollution are increasingly the motivating factor behind territorial co-operation between companies. The effects on the increase in employment are significant and can be quantified in tens or hundreds of jobs created (FIN, D, IRL, NL). Co-operation is often established

within a mixed fabric of companies (large and small undertakings, and even self-employed persons and co-operatives), belonging to the same production sector or which simply share the same location.

The chambers of crafts, commerce and industry sometimes provide the initiative for this co-operation, as do local authorities (regional or municipal). The universities and institutes of technology often intervene in a later phase.

Uniform and strict regulations may be counter-productive with respect to job creation; they benefit from being adapted to the regional context or the characteristics of the undertakings (size and sector of activity), mainly at the time of their implementation. Greater awareness among the social partners is required.

To simplify comparisons of the effects on employment of the various possible investments, detailed information must be disseminated more widely within the private sector and to local authorities.

European Commission

THE ERA OF TAILOR-MADE JOBS

Second report on local development and employment initiatives

SEC(98)25 – January 1998

Luxembourg : EUR-OP

1998 – 46 p. – 21 x 29,7 cm

ISBN 92-828-2099-8

The European strategy of encouraging local development and employment initiatives (LDEI), as outlined by the Commission Communication COM (95) 273, has been in operation for almost three years now. The proliferation of LDEIs is creating a major dynamic impetus affecting the entire territory of the European Union and combining entrepreneurial spirit, employment and local diversity. Over the past year, national governments have again adopted machinery that favours local initiatives.

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