

PROGRAMME OF RESEARCH AND ACTIONS ON THE
DEVELOPMENT OF THE LABOUR MARKET

THE TRAINING OF EMPLOYMENT OFFICE STAFF

(COMPARATIVE EXAMINATION OF SYSTEMS IN FORCE OR
PLANNED IN THE MEMBER STATES)

Report drawn up by :
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The analysis and results presented do not necessarily reflect the views of the Labour Market or on other policy matters.

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S U M M A R Y

STUDY ON TRAINING OF EMPLOYMENT OFFICE STAFF (COMPARATIVE EXAMINATION OF SYSTEMS IN FORCE OR PLANNED IN BELGIUM, FRANCE, THE FEDERAL REPUBLIC OF GERMANY AND THE UNITED KINGDOM)

In the framework of the programme of research and actions on the development of the labour market, the Office National de l'Emploi (BELGIUM) has been entrusted with the task of carrying out a study on the training of employment office staff, more precisely the training of placement officers and occupational counsellors.

L'Agence Nationale pour l'Emploi (FRANCE), the Bundesanstalt für Arbeit (FEDERAL REPUBLIC OF GERMANY) and the Manpower Service Commission (UNITED KINGDOM) have participated in this study.

This study aims at presenting a comparative examination of programmes in force or planned in the states concerned, thus leading to conclusions regarding the suitability of the measures adopted by each of these agencies in the field of training.

The study falls into 2 parts :

- a descriptive part : "Present situation in the Federal Republic of Germany, France, the United Kingdom and Belgium" describes training in each of the services concerned ;
- a critical part dealing with future action : "Comments and proposals" aims, by means of the comparative examination undertaken, at formulating an optimal training model which each national service could then adapt to its specific national context.

This study was financed by the Commission of the European Communities in the framework of its "Programme of Research and Actions on the Development of the Labour Market". The analysis and proposals presented concerning the labour market and other spheres do not commit the Commission in any way.

The Office National de l'Emploi expresses its gratitude to those responsible in the 3 agencies participating in the study for the helpful contribution they have made, and to the E.E.C. who made it possible.

The report has been made available for information only. It should not be quoted or referred to in published material without the authorisation of the Commission. Enquiries relating to this study should be addressed to the Directorate General for Employment and Social Affairs - attention of V/B/2, Commission of the European Communities - 200, Rue de la Loi, 1049 BRUSSELS.

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1. INTRODUCTION

1.1. The study by the Commission of the European Communities is part of its programme of research and actions on the development of the labour market and in particular of the sub-programme "Development of Employment Services". Its title is : "The training of employment office staff (comparative examination of the systems in force or planned in Belgium, France, the Federal Republic of Germany and the United Kingdom)".

1.2. Its aim is by means of a comparative examination of staff training systems in the employment services concerned to shed light on their respective performances, so as to formulate optimal conditions for the efficiency of the training systems.

1.3. The study's area of investigation was limited to the two operational functions of employment services, the placement officer and the occupational counsellor, for whom the study will try to recommend a system of adequate training. As in any community study, there should be no terminology ambiguities because of translation.

Let us precise that the functions the participating country have kept in their original terminology are :

in France : the "prospecteur placier" and the "conseiller professionnel"

in the United Kingdom : the "clerical officer" (placement officer) and the "employment adviser"

in Germany : "der Arbeitsvermittler" and "der Arbeitsberater".

1.3.1. In making the training of placement officers and occupational counsellors the subject of study, the Commission of the European Economic Communities has responded to a need that all the national employment services recognise as fundamental.

In its role of intermediary between employers and those seeking work, the employment service is confronted by a problem whose technical, economic and social aspects are interwoven and which is greatly dominated by human variables. These human variables which greatly affect the labour market, whether from the point of view of workers seeking the best job or employers seeking the best staff, are difficult to master. The combination of these technical, economic, social and human factors requires of the staff dealing with the clients a combination of knowledge and qualities which are rarely present initially and which can only be acquired by appropriate training. The person must be suited to the job : an adequate training is one of the conditions for this. Adequate training : what does this mean ? It is essentially training orientated towards the job.

This training is even more necessary in view of the fact that, even if they work within a team, placement officers and the occupational counsellors exercise in practice an autonomous function which by placing them directly in contact with one or other of the parties concerned, leads them to take a position without being able to refer beforehand to their superior in each case.

Placement officers and the occupational counsellors, in each transaction with third parties commit the agency they represent and place its credibility at stake. What is more, the advice they give to job seekers and the decisions they can lead job seekers to take can have significant repercussions on the social and working life of these workers and this adds an even more serious moral responsibility.

1.3.2. Reducing the study's area of investigation also avoids an ambiguity attached to the term "employment service".

For some people the terms placement agency and employment service are synonymous, the latter term being more of an adaptation to the vocabulary of the modern economy than an actual enlargement of the traditional attributes of placement agencies.

For others, the concept of employment service is much broader than that of placement which is seen as one among other specialised tasks devolving on the employment service.

In the first conception, placement, that is, the matching of supply and demand in employment is the central task, all other activities or operations whether preliminary or follow-up, derive their justification from that.

In the second conception, the employment service is above all responsible for manpower policies so that it can carry out national economic directives. It is the putting into operation of a line of action whose final goal is full employment. Placement is only one of the elements in a much bigger whole, where the preparation, development and improvement of manpower resources, the study of the labour market, regional economic development etc. are integrated.

These diverging conceptions would undoubtedly have greatly influenced this study if, as the title indicated, it had had the aim of examining "staff" training in employment agencies. But, by limiting it to two key functions, that of occupational counsellor and placement officer, the Commission has considerably reduced its scope and circumscribed the area of observation since these two functions are closely linked to the activity of placement as such.

2. CURRENT SITUATION

of training in Belgium, The Federal Republic of Germany and the United Kingdom.

For the requirements of the study it was important to define the task of the placement officer and the occupational officer respectively, to determine the links which each of them represent in the chain of operations and learn the conditions for their recruitment and their promotion as well as the means at their disposal for carrying out their tasks plus the training programmes and methods.

This purely descriptive section was compiled by means of in detailed questionnaires. After the broad outlines were approved by the Director-Generals of the employment services at their meeting on 12.3.1980, the questionnaire was finalized by a working party in Brussels on the 11.4.1980 and sent to the employment services of the countries which had agreed to participate in the study. They were returned at the end of July/beginning of August 1980.

The impression that one gains is that there is a certain convergence in the structure and even the organization of the employment services and that everywhere effort is made in training, particularly as regards initial entry into the job, although there are noticeable differences in the extent of practical achievement.

This is undoubtedly the result of the beneficial effect of the contacts, studies and exchanges which have been organized over the last two decades both on a bilateral level and on a larger scale, under the aegis of the Organization of Economic Cooperation and Development of the European Economic Commission on the International Labour Organization.

2.1. THE PLACEMENT OFFICER

The placement officer has long been considered as the lynch-pin of the placement service.

Whilst the Federal Republic and Belgium have retained this job description, France has replaced it with the title "prospecteur-placier" (job finder), doubtless so as to stress its dynamic aspects, and the United Kingdom with the more generic terms "Employment Officer" (clerical officer).

For convenience only the term "placement officer" will be used in the descriptive section of this report.

At present the placement officers stand in the front line of dealings with job seekers. For the Federal Republic and the United Kingdom, they are integrated in an operational unit with other placement officers and administrative staff, the unit being led, or at least coordinated and directed by an officer of a superior grade, the occupational counsellor or careers' officer.

In France and Belgium, the placement officers, whilst acting in close liaison with their colleagues and other specialist staff involved in the process of occupational guidance, are not under the direct authority of the occupational counsellor and therefore retain a certain autonomy in the placement service.

From the replies furnished by the countries participating in the study, 2 conceptions of the role of placement officers emerge. They can be roughly divided for the purposes of classification as follows :

- One which can be called traditional, makes placement officers intermediaries with full functions, ascertaining with care the nature of the job offered, drawing up profiles of the job seekers, examining with them the most suitable solutions for their aspirations, finding the means to achieve this and also aiming at making a suitable placement which will also satisfy the employers.
- The other, prevalent in the United Kingdom is linked to a free job service. Here, placement officers are reception clerks who briefly interview people who have stated their job choice and, should the case arise, put them into contact with the employer. People who are undecided about their career orientation or have particular problems are sent to a qualified counsellor for an in-depth and/or specialised interview. In this conception it is less a case of analysing the offer of employment so as to make clear its basic characteristics and examining the job applicants' suitability for the job in question than of stimulating movement in the labour market by encouraging the maximum of encounters between supply and demand.

2.1.1. Role

The following analysis of placement officers' rôle, as it is now, does not pretend to be exhaustive. It is limited to the basic elements of the job which, in addition to administrative skills, requires a suitable technical and psychological training. In this way the objectives of the training programme related to it will become apparent.

a. The role of the placement officer in its traditional conception - Reception stage

At this stage placement officers have to gain the confidence of job seekers and make them feel this is a service in the full sense of the term which has nothing in common with anonymous bureaucracy.

- The interview and registration of job seekers

The interview has a double objective :

- 1) to find out the applicant's job aspirations ;
- 2) to gather the necessary information for drawing up an occupational profile, that is, a balance sheet of the applicant's job skills.

Often job seekers rely on the help of a diploma, job experience or specific skills they claim to possess. The skills recognized by diplomas are of unequal value and experience can be variable, depending on the company where they were acquired. Placement officers must only rely on sure and proven facts for judging the level of qualification. They will avoid presenting unsuitable applicants to employers and so protect the credibility of the placement service. If the case arises, they can turn to the occupational guidance service or the psychological advice service for skill tests, so as to gain sure insight into applicants' abilities. If need be, they can request the opinion of the medical service on the applicants' physical aptitudes for pursuing a certain career.

At the end of this inquiry a job code number is given together with a note on the level of qualification or specialisation.

All this requires placement officers to have sufficient information on jobs and careers, at least in the sector of the labour market which concerns them. They will have as their working tools, documents on job contents, working conditions relating to them and the human qualities both physical and psychological required of their holders. They will complete their professional skills by visiting various firms. It can happen sometimes placement officers discover that behind a job problem there is a social or family situation or psychological problem which requires their attention. However, they should not overreach their competence. If necessary the dossier can be sent to specialists in vocational guidance for additional qualified advice. (1)

(1) See introduction to the description of the placement officer's role.
ONEM 1976

- Offers of employment

Placement officers also register offers of employment. They cannot be satisfied with vague or woolly offers, and it is their duty to request all the relevant details necessary for filling the job. The most important refer to the professional and technical knowledge required, especially in cases where it is not a traditional skill whose requirements are well known but a job which can sometimes vary from firm to firm. Here it is necessary to gain precise details on the technical and professional aspects and foresee their development.

- Finding jobs

Offers of employment on employers' own initiative are only a small percentage of vacancies and this is due to a variety of reasons : lack of confidence in the placement service following unhappy experiences, belief that there are not any applicants with the required qualifications in the regional labour market, inhibitions concerning any public institution, etc.

In addition, the present social and economic deterioration has significantly diminished the number of vacancies and discouraged employers from engaging staff.

Therefore placement officers cannot limit their work to just the offers they receive. They must develop placement chances by stimulating offers from firms. But they will not get valid results unless their image in the labour market is dynamic and efficient, and their competence is recognized by employers.

In this context it is not sufficient to make desperate attempts at meeting employers' requirements. Placement officers have to make them understand that by sometimes lowering the requirements demanded of their employees, that can, in the medium term, find a new profit.

- Forms of assistance

To harmonize supply and demand there are different forms of assistance which an active manpower policy makes available to employers so as to stimulate employment, and also to workers so that they can fill gaps in their training or become more mobile, geographically or professionally.

It is the role of placement officers to inform interested persons of these possibilities, and if need be, put them in contact with the competent institution.

- The follow up

It is not sufficient for placement officers to present well selected candidates. They must be sure that the candidates presented themselves at their interview and find out the result. Similarly, should they be placed, it is good "commercial" practice to find out if the new employee is giving satisfaction. This follow-up undoubtedly takes time but it greatly contributes to the retention and enlargement of the "clientele", thus reinforcing the agencies' reliability.

- Collaboration with the occupational counsellor

This collaboration takes place as a matter of course since placement officers are integrated into a team under the guidance of an occupational counsellor. Even should this not be the case, placement officers must nevertheless cooperate with the occupational counsellor in examining and solving difficult cases.

- Participation in information on jobs and the economy

Placement officers occupy a position which enables them to observe the development of the labour market in the sector pertaining to their competence. The movements of the labour force which they register reveal the health or otherwise of a firm or economic sector. Offers of employment and their specifications reflect development in jobs since the number of workers, whether small or large, engaged in a particular sector or skill is a useful indication for occupational guidance.

Participating in this observation and analysis and aided by information science, placement offices can make an appreciable contribution to the study of the labour market and to the documentation concerning both jobs and the economy.

b. The role of placement officers in the United Kingdom

- Reception

It is the clerical officers who receive job seekers at the job centre. At this first contact it is their duty to create the conditions for a climate of trust and provide general preliminary information to those interested.

- Registration and guidance

They then collect the information required for filling in an identification index card and deciding what type of interview is best suited to each job seeker :

- a quick, brief interview for people who want to study in the same branch of activity or who have already chosen their future job. These interviews are carried out by the Clerical Officers themselves. They try and find a suitable vacancy and, should the occasion arise, contact the employer to arrange an interview with the applicant ;
- A more in-depth interview for applicants who are undecided about their vocational orientation. The Clerical Officers relinquish these cases and pass them on to an Employment Adviser ;
- A special interview, for the handicapped, for example. These cases are submitted to a specialist Employment adviser.

Therefore, it is the Clerical Officers, who according to their judgement, send the job applicants to the right sort of interview. However if an applicant wants his case handled by an Employment Adviser, this is possible.

In the "self-service" section of job centres (first level), Clerical Officers help and advise job seekers on how to use the system well ; they give further details of vacancies which interest the job seekers and telephone employers to arrange an interview. They try to dissuade job seekers from applying for vacancies for which they are obviously not qualified. After a certain number of unsuccessful attempts at placement they suggest recourse to the Employment Adviser (level 2).

Clerical Officers operate within teams headed by an Employment Adviser, who distributes certain administrative duties amongst members of the team.

Clerical Officers are able to visit firms.

2.1.2. Recruitment

a. External recruitment

- General conditions for entry

In the Federal Republic of Germany the candidates for a vocational training should have completed "Fachhochschulstudium", that is, studies at an establishment of advanced vocational training.

The "Fachhochschule" are teaching establishments which are part of the higher educational system and give scientific training which permits the exercise, in an independent manner, of a profession at a high level. They differ from universities in having shorter duration of studies and offering more occupationally orientated training. Generally students are aged between 21 and 23 on leaving the "Fachhochschule".

The minimum entry age is 23.

In addition, candidates should show themselves to be mature with a sense of social responsibility, sound judgement, verbal skills and a certain experience of working. All these qualities are left for the selection panel to assess.

The "Fachhochschule" also trains candidates for the function of Civil Service Inspectors for the Civil Services, and for the Employment Office ; it also covers the career of the employment adviser. To have access to this career, the Fachhochschule maturity certificate is needed, or the equivalent delivered by another higher school.

The minimum entry age is 32.

In the United Kingdom, candidates for the function of Certificate Officer (clerical grade) must have at least five General Certificate of Education "O" levels or equivalent education. These are lower secondary education qualifications. The minimum entry age is 16 - the maximum age 60.

In Belgium, where recruitment is specialised, that is, related to determined occupational branches, candidates must produce a diploma of advanced secondary studies which correspond to the specific character of the specialisation required.

In addition, it is required that they should have had practical working experience of at least three years in the sector corresponding to their studies. Thus, for example, candidates for the function of placement officer in the specialised field of electricity should produce a diploma of advanced secondary studies in electricity or electronics or some related specialisation and prove that they have at least three years job experience in the sector corresponding to their diploma.

The minimum age is 23 - the maximum age is 50.

In France, candidates must have studied up to baccalauréat level and be at least 23 years old. At present no job experience is required but a new statute being drawn up will lay down five years job experience as the requirement for half the posts to be filled and, in the case of external recruitment, the maximum age will be fixed at 40.

- Method of recruitment

In the Federal Republic of Germany, candidates are selected at two levels :

- at Employment Office level (Arbeitsamt)
The candidates, preselected on the bases of their personal file, must be heard by a selection Committee. They have to take a psychological test too.

- at Regional Employment Office level (Landesarbeitsamt)
A committee made up of members of staff from the regional office examine the dossier sent by the Employment Office Committee. In its turn it interviews the remaining candidates and makes a final decision on which candidates to select and which to reject.
Acceptance of the application only means that the applicant is entered on the training course and does not constitute an engagement.

In Belgium, there is a competitive recruitment examination, organized at national level, comprising of two tests :

- a written maturity test in the form of a summary and critical commentary on a text dealing with a general theme ;
- a psychotechnical and psychological test made up of a collective written part, a group discussion and an individual interview.

In the United Kingdom the method of selection is based on three elements :

- psychological tests - they only serve as a guide ;
- references (curriculum vitae) ;
- the interview.

The panel, set up at a regional level, is made up of two Higher Executive Officers (Job Centre Managers) and a Senior Executive Officer (District Manager).

In France, the examination comprises of a general written test and then, for those who prove satisfactory, an interview. The panel composed of regional directors is completed by a delegate from the general administration.

- Engagement

France : applicants who have satisfied entry requirements and are called into service are given an employment contract. They are submitted to eight weeks training (scheduled to become 10), success in which is not a condition for continuing the contract.

United Kingdom : the engagement can be terminated if the probationary period of one year duration is not satisfactory. However, it is possible to extend the training period.

Belgium : candidates are engaged as trainees but receive the salary of a full officer straight away. The training lasts for six months. It can be prolonged for a further two months if the Commission in charge of training deems it necessary. On completing their training in a satisfactory manner, the trainees are given a permanent contract.

Federal Republic of Germany : candidates have to complete a year's training under a probationary contract which then will become an employment contract should they complete it successfully.

During this training period they receive as training allowance the salary of a group Vb MTA employee. The "Civil Service Inspectors" candidates follow a three-years training course (work administration option) at the Civil Service Higher Education School. During this period, they get a candidate's salary. After their training, in case of success, the candidates inspectors are appointed "Civil Service Inspectors", on trial. They can also, after a short probation work period, work as occupational counsellors.

b. International recruitment

In all the countries concerned the recruitment function is accessible to other members of staff in the institution on more favourable conditions than those for external candidates. The minimum age requirement is not waived however.

In France : the general education test is accompanied by a job-related examination which replaces the oral examination.

In the United Kingdom : clerical assistants can be considered for promotion to the clerical officer grade (employment officer) after a minimum of one year's seniority. The speed of promotion depends on the agent's aptitude as officially judged by the report and the interview. The panel which presides at the interview is made up of two Job Centre Managers (Higher Executive Officer) and a regional manager of the employment service (Senior Executive Officer).

The "report" is a very detailed document drawn up each year in which the officer's performance is subject to evaluation by two senior officers. The interview is concerned with regional employment problems. Officers whom after three years seniority, have not been invited to appear before the panel, have the right to present themselves at their own initiative.

In Belgium : officers in grades immediately below that of placement officer can enter for an examination for promotion to the placement officer grade in posts in the "Marketing and Administrative Activities" section. They must have three years seniority in their grade, be at least 23 years of age, have had at least three years job experience (in administration, a firm or in an independent capacity) in administrative or marketing activities and have at least obtained the description "good". The advantage they enjoy is of not having to compete with candidates from outside the institution.

In the Federal Republic of Germany : there are several possibilities for staff to obtain promotion to the function of placement officer :

- 1) following a course of further studies at the Public Administration College - Employment Administration Section.
This course lasts from 2 1/2 to 3 years.
- 2) following a course of skill development for three years. This training is carried out in the employment offices and in schools run by the Federal Employment Office. Part of the programme is given by correspondence.
- 3) a one year training course is organised for members of staff who have attained the age of 45.

2.1.3. Promotion

In France, placement officers can, by promotion, gain entry to the functions of unit assistant, occupational counsellor and officer responsible for relations with firms. They must have attained the age of 25 and pass a written examination comprising of a general test and a test on job related skills.

In Belgium, placement officers have two possible means to promotion :

- a) within the function of placement officer.
Placement officers enjoy a continuous career structure, that is, after nine years they are appointed to the grade of principal placement officer while remaining in the same function.
- b) changing function by means of an entrance examination to the grade of administrative secretary.
This examination comprises a written test on general education, an oral test and a test on selected subjects.

In the Federal Republic of Germany, there is no automatic promotion to a higher function but placement officers are free to apply for notified vacant posts or follow training courses which, for example, give entry to the function of occupational counsellor.

In the United Kingdom, the function of Employment Officer (clerical officer grade) and Employment Adviser (executive officer grade) are contained within the same single career structure. Promotion is obtained on recommendation of the immediate superior. A panel composed of management staff decides on the basis of the annual report and an interview. Should no recommendation be put forward by the immediate superior, the parties concerned can ask for their case to be submitted to the panel. There is also the possibility of appeal against an unfavourable decision by the panel.

2.2. OCCUPATIONAL COUNSELLORS - (EMPLOYMENT ADVISERS)

2.2.1. Role

Recommendation N° 87 of the International Labour Organisation states that : "Vocational guidance means assistance given to an individual in solving problems related to occupational choice and progress with due regard for the individual's characteristics and their relation to occupational opportunity".

In the four participant countries, employment services give occupational guidance to both adults and teenagers using methods of evaluating individual abilities and potential which vary according to the age and the experience of the person concerned.

The work involves at one and the same time, understanding of individual problems relating to jobs or other matters as experienced by the job seeker plus knowledge of socio-economic and job data concerning entry requirements for jobs and professions, conditions in exercising them, openings in various organisational structures and geographical areas, future prospects, changes in qualification contents, training and promotion possibilities, etc. (1)

Therefore, these officers are very specialised, with good understanding, on a theoretical level, of interviewing skills and possessing a sound knowledge of job related data.

There is a rather hazy demarcation line between the employment adviser's sphere of activity and the placement officer's and this leads to partial interpenetration of the 2 functions :

Whilst there are certain categories of people who, generally, are automatically dealt with by employment advisers, for example, young people who leave school without qualifications, women who have been out of the labour market after having children and want to resume work, etc. There are, on the other hand, many other cases which have come before placement officers and have been passed on by them because there is a situation requiring special treatment or because the person in question has himself requested further counselling.

The various stages of occupational guidance can be broadly outlined as follows :

- The exploratory stage during which the employment adviser, after having created the conditions for a fruitful dialogue, has to form an opinion on the abilities, skills and aspirations of the person concerned, find out the cause of their difficulties or career setbacks and make them conscious of their potential. It is a gradual exploration of all the elements in the problem.

(1) Memo of the 25 April 1973 of the "Agence Nationale pour l'Emploi" - France.

- The stage where job possibilities are explored.
Keeping in mind the information gathered during the preceding stage, the counsellor will then discuss a certain number of possibilities which are compatible with the aspirations and abilities of the person concerned on the one hand, and with the situation in the labour market, on the other hand, and give them all possible useful information on job.
If need be, employment advisers can consult with the psychological advice service, the medical service, the adult vocational training service, or placement officers, either separately, or collectively in a working party.
Consultation with the service or institution responsible for adult vocational training is particularly indicated because often the heart of the problem is on job seekers' level of qualifications, either because there is a little or no training, or because there are few job outlets for that training, or because job seekers have unreasonable expectations compared to their actual prospects.
Therefore employment advisers must keep themselves particularly well informed about courses and schemes offering training, retraining and further training in their region so that they can explain to job seekers what possibilities there are to improve their qualifications for career advancement, how to adapt to technological changes and, if need be, what possibilities there are for retraining.
- Concluding stage.
Having been fully and objectively informed about the paths open to them, job seekers must now freely make up their own mind.
- Implementation stage and follow-up.
Implementation of the choices made by job seekers is carried out by placement officers in accordance with the counsellors instructions, or by themselves in cases requiring particular expertise.

In the Federal Republic of Germany and the United Kingdom occupational counsellors are above all qualified officers who are responsible for a precise professional sector (1). In this role, they organise, coordinate, motivate and direct the work of the units and on a professional level, they assume responsibility for following up offers of employment. They follow trends in the labour market, economic and technical developments in the sector assigned to them, compile economic reports and statistical data, make contact with employers and also institutions or services which provide vocational training, decide on the granting of certain benefits or assistance and, naturally, interview job seekers in cases demanding in-depth attention.

(1) In the Federal Republic of Germany, the occupational counsellor leads an operational unit that is responsible for a particular sector of the labour market. It is made up of an occupational counsellor, four placement officers, a clerical assistant and two auxiliary officers.

The United Kingdom no longer has an occupational guidance service as such. However the employment advisers do have a clear advisory role, being trained to identify the needs of their clients, advise on potential courses of action and where possible switch to their placement role. They do not however provide full careers counselling and testing facilities as was previously provided by the occupational guidance service.

The work of the employment adviser has been supplemented by the availability of a broad range of careers information for use by the general public. This includes the provision of Job Libraries and a general movement towards "self help" materials.

Employment advisers devote a large part of their time to relations with employers. Information on employment vacancies is an important objective of manpower administration and its compilation is mainly confided to employment advisers. When visiting employers, employment advisers gather information on the structure and content of jobs in the firms so as to better adapt the employment service's activities to their manpower problems. They ensure that vacancies are followed up and try to meet employers' needs so that they make more frequent use of the employment service.

In France, occupational counsellors play an important role in job information, not just on an individual level but also collectively. They share this responsibility with "chargés d'information" (information officers) who deal with various job information matters in their unit. Visits to firms mainly serve the purpose of further training.

In Belgium, the situation is quite similar.

2.2.2. Recruitment

a. External recruitment

- General entry requirements

Entry requirements for the function of occupational counsellor, like those for placement officers, vary in the participant countries.

- Age

Ages for gaining entry to the function are :

	<u>Minimum Age</u>	<u>Maximum Age</u>
- United Kingdom	18 years	45 years
- Belgium	23 years	50 years
- France	25 years	- (1)
- Federal Republic of Germany	There is no set minimum age but taking into consideration entry requirements it is practically impossible to be engaged before the age of 23 - there is no set maximum age. The average entry age is 28.	

Most countries require applicants to have finished adolescence and acquired a certain maturity - as is justified by the social, human and technical aspects of the function.

Whilst the United Kingdom is an exception, it appears, however, that the minimum age limit of 18 is very theoretical due to the selection operated by the recruitment panel.

- Education

The educational requirements are as follows :

France : higher education diploma at degree level.

Belgium : technical engineering diploma. These are technical studies at a non-university higher education level.

United Kingdom : at least two passes at General Certificate of Education "A" level ; this is equivalent to the baccalaureat.

Federal Republic of Germany : education either to general or specialised baccalaureat level, or vocational studies giving admission to higher specialised education, or qualified job-related training deemed equivalent.

(1) A new statute being drawn up lays down a maximum age of 50.

- Job Experience

France (1) and the United Kingdom do not have any requirements in this area but during selection, the panel could show preference for candidates with work experience.

In the Federal Republic of Germany, the candidate must show evidence of both :

- vocational training or other training leading to a job qualification
- regular work over a period of at least two years.

In Belgium, candidates should have been engaged for at least three years in a job corresponding to their field of study.

- Methods of Recruitment

Recruitment of occupational counsellors is almost the same as that of placement officers described on page 9. However, in the United Kingdom, the panel is set up at national level and is composed of two Senior Executive Officers (District Managers) and a person from outside the Administration.

- Engagement

In the Federal Republic of Germany the candidates can attend a higher training for specific problems of employment and placement. During this three year period, the candidate receives a training contract. This contract entitles him (her) to a salary, which, according to age and professional experience, represents 85 % of the starting salary and the housing allowance of a group IV a public service employee. (2)

Those who successfully complete their training are engaged as occupational counsellors under an open-ended employment contract. Candidates who, after training, are not engaged for justified motives or whose employment contract ends in the three years following the completion of training, are obliged to reimburse part of the training costs.

In the United Kingdom, candidates are engaged but undergo two probationary years of training. They are subject to assessment reports at the end of the first year and at the end of the training. If the party concerned does not give satisfaction, employment can be terminated but generally training is prolonged for 6 or even 12 months to allow candidates to overcome their difficulties.

-
- (1) A new statute being drawn up requires 7 years work experience for half of the posts reserved for external recruits.
 - (2) That is a monthly allowance of 1,947.62 D.M. (gross), situation in December 1979.

In France, candidates are also directly employed as occupational counsellors and enjoy the statute and salary thereof. They must do a training course of \pm ten weeks but it does not affect the engagement. The employment contract is however subjected to a trial period of 3 months.

In Belgium, candidates are engaged as trainees. The training lasts six months ; it can be prolonged by two months when exceptional circumstances justify it. Each month the trainee's performance is subject to a report by the head of department. On completion of the training period, an adhoc committee draws up an overall report on the basis of which a decision is taken. A trainee's salary is identical to that of a fully engaged officer.

b. Internal Recruitment

Entry to the function of occupational counsellor can generally be obtained by promotion inside the Institution.

In France, it is open to members of staff aged at least 25, on condition that they pass a written examination on general education and a test on job-related subjects.

In the United Kingdom, clerical officers can be promoted to employment advisers (executive officer) without satisfying the requirements imposed on candidates from outside the Administration. They must prove by their performance in their job and by an interview before an examining committee that they are capable of assuming the responsibilities of the function they aspire to.

In the Federal Republic of Germany, members of staff must :

- either follow a training course of 2 1/2 to 3 years at the "Employment Administration" section of the Public Administration College.
- or follow a course of further training extending over three years which is organised outside the Public Administration College.
- moreover pass a supplementary aptitude test.

In Belgium, appointment to the function of occupational counsellor is only by external recruitment under the conditions attached thereto.

2.2.3. Promotion

In France, occupational counsellors can gain entry to :

- 1) the post of "chef d'agence", on condition that they have two years seniority in the function and pass an examination.
- 2) the post of "chargé de mission" on condition that they have four years of seniority in the function.

Promotion is not automatic.

In the United Kingdom, employment advisers can gain entry to the grade of higher executive officer (Job Center Manager). This promotion is conditional on the staff report drawn up annually by the immediate superior of the person concerned, (higher executive officer) and supervised and approved by the Senior Executive Officer (District Manager).

In addition, there is an interview before a panel constituted at national level by two Senior Executive Officers and a Principal Area Operation Manager (Assistant to the Regional Manager). This interview is not limited to just regional employment problems.

In the Federal Republic of Germany, posts to be filled within the Federal Office are all notified and members of staff who satisfy the requirements may be promoted.

By taking the final examination it is possible to gain entry into the career structure of non-technical functions. In this way, and under certain conditions, it is possible to become an administrative official.

In Belgium, like placement officers, occupational counsellors enjoy a continuous career structure : after 9 years seniority in the grade, they enter the grade of principal occupational counsellor without changing function.

On condition they satisfy an entrance examination to the higher grade and depending on the posts vacant, occupational counsellors can be promoted to the grade of administrative secretary (1st level).

2.3. Training

2.3.1. Organisation of Training - Structures

- Federal Republic of Germany

The Federal Employment Office, one of the first to resolutely embark on systematic and planned training, has structured the organisation of its training and further training service in the following manner :

- within the Central Administration : there is a subdivision which is responsible for all matters relating to training and further training.
- within the nine regional employment offices : there is a section.
- within each employment office : there is a full time head of training.

Three employment offices together constitute a training point with a training officer at its head. On-the-job training is normally carried out by instructors who exercise this activity part-time. However, in large employment offices, this function is carried out by supplementary personnel hired for this purpose.

About 220 training officers and an indeterminate number of part-time instructors are employed in employment offices.

In addition, the Federal Office has at its disposal eight schools of administration which belong to it and also the "Employment Administration" section in the State Public Administration College for its training needs. The creation of other schools for "Civil Service" is forecast.

- France

Training is entrusted to a specialist service organised at national, regional and local levels.

Twelve permanent officers are assigned at national level and thirty-one at regional level.

Globally, these officers have the following tasks :

1. Planning and implementation of training schemes.
2. Training and supervision of training staff.
3. Organisation and management of training.

The task of training itself, is carried out on a part-time basis by members of staff of the employment office. On average they devote 10 % of their working time to it.

On statistical calculations, the average time devoted to training is one week every two years per officer. Training is carried out by courses of seminars, sometimes residential, alternating with on the job training in the office.

External services are often called in, in two ways :

- specific contributions from the specialist in in-service training schemes.
- some training schemes are entrusted to external institutions, particularly further training schemes for "prospecteurs-placiers" (job finders) concerning knowledge of recruitment techniques practised by firms, and commercial dealings.

There is no experimental research service for improving educational techniques. Officers in the training service at national level spend part of their working time on this work which is more often handled by external bodies who also contribute to training the training officers.

- Belgium

- At national level, in the "placement" administration of the ONEM, there is a "staff training-placement methods and organisation" division which is responsible for organising staff training in the placement services.

This service carries out the initial training. It gives placement officers and occupational counsellors technical, administrative and psychological training.

Part of the training takes place in a residential study centre (psychological training), part of it in sub-regional employment services chosen on the basis of their proximity to the trainee's domicile (technical and administrative training) and part in the Central Administration.

- At regional level there are sub-regional employment services which organise continuous and supplementary training under the aegis of the "Placement Promotion" service, an itinerant service of the regional employment administration.

The task of training is entrusted to service officials chosen on the basis of their experience in placement or their specialist background (economist - lawyer - computer specialist - doctor - psychologist - etc.). They exercise their training function as the circumstances require and receive a special allowance for these services.

The initial training programmes are drawn up at national level. They are revised either following changes in duties or at the initiative of the regional administrations or sub-regional services.

In addition, at the end of each training course, a debate is organised between training officers and trainees for the purpose of criticising training content and the teaching methods. The conclusions reached can lead to a modification of the programme.

- The United Kingdom

The Manpower Services Commission staff training branch has general responsibility for training staff in the placement services. It provides guidelines, advice and support to the training organisation in each area.

A. Training of Clerical Officers

Training is carried out in each of the 18 area offices by a small team of training officers who are engaged full-time in training and directed by a Higher Executive Officer who is involved part-time. This team may be dispersed among district offices (109).

B. Training of Employment Advisers

Training is given in two locations :

- London South Area (3 teams of training officers).
- Ranmoor Hall, Sheffield (2 teams of training officers and a residential complex).

Training officers in charge of occupational counsellors' training give 6 x 4 week courses a year.

Training officers are selected among executive staff according to their experience in the service and their aptitude for teaching. They are assigned full-time to training for 4 or 5 years of their career.

Basic training is generally given outside the placement service. Additional training is carried out within the service with the assistance of a training specialist (Field Training Officer).

The average amount of time devoted annually to training per number of staff, without distinctions of grade - all forms of training together - is 7 days.

From time to time, psychologists from the Employment Division carry out research on the effectiveness of the training. They keep in contact with their University colleagues.

All training programmes have to be approved by the operational management of the training service and no modifications can be introduced without prior consultation.

Trade union organisations take keen interest in staff training. Training concerns engagement and promotion as well as maintenance in post.

Each area has to draw up an annual plan of its training operations. Together, these regional plans serve as a basis for the annual plan. The plan drawn up at area level is based on the needs of each Job Centre which formulates them with the parties concerned.

Lastly, it should be noted that generally stress is placed on the continuous responsibility of immediate superiors (line management) for training their subordinates, above all, for supplementary training. Hence the Job Centre manager is responsible for training employment advisers who, in turn, are responsible for that of clerical officers.

2.3.2. Initial Training or Job Insertion

A. Placement Officers

1. Training organised before engagement

Federal Republic of Germany

Candidates who are admitted for training as placement officers following selection, enjoy, as described above, a training contract without being engaged as members of staff of the Federal Employment Office (Bundes Anstalt für Arbeit).

Training extends over a period of one year and is partly carried out in the Federal Employment Office's colleges of administration, and partly in training centres.

The programme is divided into courses on theory and practical training. The courses are given in blocks lasting two to three weeks, alternating with varying periods of practical training, lasting two to eleven weeks.

The programme can be outlined as follows :

1. Initiation into the activities, structure and organisation of an Employment Office
Duration : 2 weeks
2. General information on :
 - The legislative framework within which the office operates.
 - The services of the office and its regional structures.
 - Responsibilities and organisation of a placement service.
 - Occupational guidance and information.
 - Social security benefits, administrative regulations and organisation.
 - The employment contract of employment office staff.
Duration : 2 weeks

3. Practical in-service training in a "placement" division
Duration : 2 weeks
4. The "benefits" issued by the office
 - a. the various benefit regulations
Duration : 1 week
 - b. practical in-service training in a benefits division
Duration : 1 week
5. Practical in-service training in a "Placement" division
Training is carried out in the "jobs" section
 - Placement technique - occupational guidance
 - Legal problems relating to employees
 - Visits to firms
 - Measures in favour of mature workers
 - Relations with the psychology service and medical service
 - StatisticsDuration : 3 weeks
6. Candidates are split up into study groups to deal with certain subjects relating, for example, to unemployment, the use of informatics in placing.
Duration : 2 days
7. Course on "placement"
 - The role of placement in the framework of labour market policies
 - Principles underlying placement (in-depth)
 - Organisation of placement (in-depth)
 - Job consultation (in-depth)
 - Specific problems of certain groups in the labour market
 - Placement of foreign workers
 - Promotion of training and occupational rehabilitation
 - Promotion of vacancies
 - Occupational promotion of the handicappedDuration : 2 weeks
8. Practical in-service training in a "placement" division
Duration : 3 weeks
9. Course
 - Employment policies - objectives
 - The labour market - imbalances
 - Occupational information
 - Physiological aspects of human workDuration : 2 weeks

10. Practical in-service training in a "Placement" division
Participation in the activities of the industrial jobs sector
Duration : 6 weeks
11. Course
The placement officer - the interview - occupational advising
communication techniques - line of action in difficult situations.
Current problems of placing.
Effect of political, social and educational policies on the labour market.
Duration : 2 weeks
12. Practical in-service training in a "Placement" division
Work in the "office duties" sector
Duration : 12 weeks
13. Seminar : - Methodology of conducting consultations
- Case study
Duration : 1 week
14. Practical on-the-job training
Under the supervision of a qualified member of the "Placement" division, candidates gradually take on the tasks of placement officer in the job sector they are attached to.
Duration : 1 week
15. Course
The interview - problems of professional conduct
Present problems
Duration : 2 weeks

Between stages 7 to 15 of the programme, candidates, split up into study groups, spend a total of 87 hours discussing themes related to employment, placement, occupational training, statistics, etc.

The training of a candidate "Administration Inspector" lasts three years and takes place in a "Fachhochschule". A "Public Administration College" has been set up for the whole federal administration. It includes 10 specialized sections specific for various functions.

The courses leading to the promotion in the field of employment are given by the "employment administration sector".

The training of the candidates "Administration Inspectors" includes 18 months of theoretical courses and 18 months of practical in the administration. The training is run as follows :

1. Preliminary training	1 month
2. Level I Courses (preparation)	6 months
3. A1 training	5 1/2 months
4. Level II A Courses (higher)	3 1/2 months
5. A2 training	3 1/2 months
6. Level II B Courses (higher)	3 months
7. B training	6 1/2 months
8. Level III Courses (higher)	5 1/2 months
9. C training	1 1/2 month

The "preliminary" level also includes a complementary vocational training. This level is common to all the administrative trainings (cfr. N. 2.3.2. B). There is an examination at the end of this preliminary training.

The three parts of the higher level give the candidates the required qualifications to perform their administrative career. The program tackles the following subject matters :

1. The labour market and the employment policy, including the labour market study and the professional monographs.
2. The social security in the Federal Republic of Germany.
3. Basic questions on social life.
4. Industrial economics and professional practice.
5. Organisation and administration.
6. Personal administration and control.
7. Placement and professional counsel.
8. Professional counsel and training.
9. Promotion of vocational training, of professional rehabilitation and of labour

10. Obtaining and creating jobs in case of unemployment or of the employer's insolvency, family allowances.

During his training, the candidate must study thoroughly the theory he received and try to apply it. To do this he goes through the departments of a placement service.

During this period he increases his theoretical and practical training thanks to appropriate exercises.

2. The organisation of training after engagement

United Kingdom

The initial training of Clerical Officers tend to vary throughout the UK, depending on area needs and priorities. Typical would be modular system over a period of nine weeks, three basic moduls accompanied by periods of practical attachment, with stress being placed on interviewing and marketing skills.

MODULE 1 - General initiation into the "Manpower Services Commission", the Job Centre, their role in the reception of job seekers and interviewing.

MODULE 2 - Self-service

Registration of the offer - presentation of job seekers :
on-the-job training and practical work under field
training officers : information on industries and jobs in
the region - initiation into self-service - procedures
vis-a-vis job seekers and employers.

MODULE 3 - Interviewing

Measures in favour of certain categories of job seeker :
young people - E.E.C. workers - ex soldiers - nurses -
handicapped, etc. Occupational and industrial knowledge
training.

Practical attachment devoted to case studies and visiting
firms (under field training officers).

Other modules of a more technical nature designed to
develop knowledge of jobs can be introduced on request of Job Centre
Managers or trainees.

Examples of these :	electronics	3 days
	engineering	3 days
	building	4 days
	commerce and marketing	4 days

After 18 months service, clerical officers follow a
skills course lasting one week. This course is organised in the Job
Centre.

France

Job insertion training for "prospecteurs placiers" is
carried out over about 10 weeks during which theoretical studies alter-
nate with practical training in the unit and in firms.

These two complementary activities are designed to encourage the active participation of trainees in the aim of going beyond simple acquisition of knowledge and developing greater mastery of the job.

a. Acquiring and using the techniques and tools of "prospecteurs placiers"

Job consultations with job seekers and employers :

- the content and characteristics of the job profiles of offers of employment and job seekers
- techniques of occupational consultation and utilisation of the "repertoire operationnel des metiers et emplois - ROME" (Operational Directory of Jobs and Trades) and the "Repertoire operationnel des emplois et des formations - RODEF" (Operational Directory of Jobs and training)
- The transcription of job profiles in the register

Dealing with job vacancies and job seekers

- the documents
- organisation of index card system
- the use of ROME for matching job seeker to vacancy
- different ways of linking jobs available and jobs wanted
- ways and means of communication

Visits to firms ;

- applying memoranda
- objectives and organisation of visits
- methods and techniques of visits
- consultation during visit
- report on visit - points of interest - utilisation
- use of ROME for visits

b. The acquisition of basic job skills concerning :

- Jobs and qualifications - methods and instruments of analysis
- Firms :
 - the function of personnel management
 - recruitment procedures
- the local and regional labour market ;
 - population structure
 - employment sectors
 - structure of firms
 - employment catchment areas
 - the local and regional economy

sub-regional module : analysis and matching of job
vacancies and job seekers

C. Occupational training organised by ONEM

- organisation
- its role in promoting employment
- its role in occupational mobility

sub-regional module : visit to sub-regional service
training centres

D. General labour problems

E. Placement of special cases
occupational advisory service
the handicapped, etc.

Module II. Open placement - the free vacancy service
Inter-regional, national and international clearing
Placement of executives

Module III. Informatics
Informatics in the placement service
Teleprocessing - matching - selective queries
Informatics and statistics

Module IV. Firms

- Information from employers
- Finding job vacancies
- Organisation of firms - personnel management
- Psychological techniques of marketing
- Information of jobs and trades

Sub-regional module : knowledge about firms linked to
the sub-regional service

B. Occupational Counsellors

1. The organisation of training before appointment

The Federal Republic of Germany

In 1979, a teaching and research unit for the Employment Administration (1) (Fachbereich Arbeitsverwaltung) was set up within the School of Advanced Vocational Education of Federal Public Administration for training recruits for higher functions in the Federal Employment Office.

Schools of advanced vocational education are independent institutions in the higher education system which give scientific training which permits the exercise, in an independent manner, of a profession at a high level. They differ from universities in having a shorter duration of studies which are more orientated towards practical occupational training.

In the "Fachbereich Arbeitsverwaltung" trainee occupational counsellors, that is, candidates who have satisfied the recruitment conditions described above, are assigned to the section "occupational guidance and advice". There is another section - "Administration" where trainees in the functions of administrative inspector are trained.

The training period for trainee occupational counsellors lasts three years of which 18 months are devoted to vocational studies at the school of Advanced vocational education, and 18 months to practical training in employment offices. Vocational studies and practical training alternate in three to six months blocks.

The theoretical part begins, after a preparatory practical period, with basic vocational courses common to all students at the school which extend over a six month period. At the end of this period, trainees take an examination, success in which is conditional for continuing training. Trainee occupational counsellors who pass, enter the "occupational guidance and advice" section while trainee administrative inspectors go into the "administration" selection.

(1) This section already existed in the "Academy of specialised consulting staff in the Federal Employment Office" - it was created in 1972 and its training course "Occupational Guidance and Advice" had been recognised by the government as a school of advanced vocational education.

4th stage : Transition examination

Only candidates who pass the exam can continue with the training course

5th stage : Practical training in the placement, consultation and orientation in a labour agency

Duration : 4 weeks

6th stage : "Main" course of studies - 1st part

- Introduction to information on jobs
- Policy and management of firms
- Training policies
- Introduction to psychology - communication and consultation
- Introduction to sociology
- The law promoting employment
- National income and employment
- Economic and social statistics
- Optional course

Duration : 10 weeks

7th stage : Practical training (further to the 5th stage)

Duration : 1 to 2 weeks

8th stage : Seminar

Subject 1 - Placement

Subject 2 - Promoting basic and advanced vocational training

Practical exercises

Duration : 2 weeks

9th stage : "Main" course of studies - 2nd part

- Jobs : job descriptions
job categories
- Industrial accountancy : accounting and analysis
- Education : guidance, advice and information
- Psychology : methodology of counselling, communication and social interaction
- Labour law
- Principles of sociology
- Optional course

Duration : 14 weeks

10th stage : Practical training

- Participation in occupational guidance and information sessions
- Participation in placement and marketing
- Participation in advisory sessions with partial participation
- Learning about jobs

Duration : 13 weeks

- 11th stage : Seminar
Subject : counselling
practical exercises
Duration : 2 weeks
- 12th stage : "Main" course of studies - 3rd part
- Jobs : continuation of studies on job outlets
- Firms : functions
- Education : microteaching - microcounselling
analysis of orientation, information and training
actions of the job seekers
- Psychology : methodology of interviews, appreciation
- Sociology of work and jobs, ergology
- Problems of political economy (the labour market)
- Labour law
- Optional subject
Duration : 3 months
- 13th stage : Practical training
- Learning about jobs
- Processing offers of employment
Duration : 1 to 2 weeks
- 14th stage : Seminar
Subject : occupational guidance
information
placement - promotion work
by objectives
Duration : 4 weeks
- 15th stage : Practical training
- Occupational guidance
- Participation, under supervision, in placing, occupational
guidance and external contacts in various job sectors
- Contacts with institutions giving vocational training
- Seminar of information on firms
Duration : 13 weeks
- 16th stage : "Main" course of studies - 4th part
- Study of jobs (continuation)
- Evaluation and remuneration of work
- Vocational education, microteaching, microcounselling,
assessment of the candidates, assessment techniques
- Sociology of work
- Factors in the labour market
- Project studies
- Optional course
Duration : 12 weeks

17th stage : Seminar

Subject : occupational guidance
- solving occupational guidance problems
- cooperation with employers
- case studies
- occupational tests

Duration : 4 weeks

18th stage : Written examination

19th stage : Final work

Duration : 4 weeks

20th stage : Final training

Occupational guidance : autonomous working under supervision

Duration : 13 weeks

21st stage : Oral test

2. The organisation of training after engagement

United Kingdom

It must be underlined at the outset that recruitment is organised with a view to the newly recruited or promoted officers entering training within the month. New entries are therefore grouped for training.

Training lasts for 26 weeks, during which periods of theoretical training alternate with periods of practical attachment in the field. District managers are mainly responsible for organising weeks of field training and, for this purpose, temporarily release trainee Employment Advisers to one or other of the Job Centres in their district.

At this level Job Centre managers are also involved in training.

District managers' contribution to the training is essential for the success of the operation. They ensure the continuity of training in both the theoretical and practical stages.

In order to be sure that attachment periods are really adapted to the development of the theoretical training, a training dossier is kept on the basis of which managers can organise the practical training.

After each stage, the staff manager, aided by the district manager, assess what needs on the trainees have not been satisfied. They are backed up in the task of continual assessment and training by the Sheffield Centre.

The training of newly recruited Employment Advisers and promotees is currently under review and although no final programme has been agreed, the total period of training will almost certainly be reduced.

Outline of content and organisation of training

The programme is mainly orientated to interviewing, marketing and the training facilities at the disposal of job seekers.

1st stage : Preliminary training

Duration : 1 week

2nd stage : Course of initiation into the organisation of the employment service and the basic techniques of the job :

The aim is to make the trainees understand the responsibilities of Clerical Officers operating in the 1st tier, displaying offers and for them to understand the necessity of their own contribution at the 2nd tier of the Job Centre.

Duration : 2 weeks

3rd stage : Practical attachment

Duration : 2 weeks

4th stage : Course of information on the various services available to job seekers

Interviewing techniques

Registering job seekers is carried out by Clerical Officers

Duration : 3 weeks

5th stage : Practical attachment

Duration : 4 weeks

6th stage : Training course on the function of Employment Adviser

Duration : 3 weeks

7th stage : Attachment

- Identification of job seekers' needs

- How to meet these needs

Duration : 4 weeks

8th stage : Course concerning job vacancies and the requirements of the labour market

Duration : 5 weeks

9th stage : Attachment

Duration : 1 week

10th stage : Final course designed to develop Employment Advisers' aptitude for working both as members of a management team (assistant to Job Centre manager) and as heads of a team of Clerical Officers (this stage takes place 2 or 3 months after the 9th stage)

Special training is given to Employment Advisers dealing with the handicapped.

France

Training is carried out in 3 modules

Module 1

Duration : 4 days

- Analysis of a function (occupational counsellor)
- How occupational guidance is carried out

This module is aimed at introducing the techniques for analysing a job and, by using the example of the job of occupational counsellor, it shows how training needs can be derived from this job analysis.

Module 2

Duration : 25 1/2 days

- Acquisition of knowledge concerning techniques, methods and tools
- Psycho-sociological characteristics of people receiving occupational guidance
- Documentary tools : reception and processing of information
- Jobs study by means of the analysis of an employment catchment area (with field training)
- The different ways of formulating aids to employment
- Job evaluation
- Consultation techniques
- Promotion techniques

Module 3

After a 3 week period of job insertion under experienced occupational counsellors, an evaluation is made of the training received so far. There is additional training adapted to resolve the main difficulties encountered.

Belgium

The programme of initial training for occupational counsellors is the same as that for placement officers.

2.3.3. Training linked to change in function

This training concerns officers of the institution who are promoted to the function of placement officer or occupational officer.

France

Officers promoted to "prospecteur-placier" or occupational officer receive similar training to that given to officers newly recruited to the category, but adapted to take account of experience acquired in former jobs.

United Kingdom

Clerical assistants who are promoted to the grade of clerical officer receive the same training as that given to recruits but the 1st of the 3 training modules is dispensed with.

Clerical officers who are promoted to Employment Adviser, being familiar with most of the responsibilities of their new function, receive training of 4 weeks :

- 1st week : liaison with vocational training
- 2nd week : information on job vacancies
registration and job analysis
- 3rd and 4th weeks : - reception of certain categories of job seekers
- contacts with employers

Federal Republic of Germany

In principle, the training of the placement officer is the same as that for the access to the function.

However, there is a similar way of a three-year training without attending the Public Administration College.

A shorter way of training (1 year) has been foreseen for officers aged 45 +.

The officers of the Employment Administration who want to become professional advisers must follow a specific promotion procedure first.

Belgium

Officers who enter the grade of placement officer or occupational counsellor receive the same training as recruited officers.

2.3.4. Additional and further training - refresher training

France

Occupational counsellors and "prospecteurs-placiers" receive refresher training in two ways :

- systematic refresher training decided by the general administration in accordance with a determined programme
- occasional refresher training, carried out in an ad hoc fashion in accordance with individual needs, and usually decided on regionally or locally.

These programmes are mainly aimed at :

- improving reception and processing of job vacancies and job seekers
- improving marketing relations with firms : marketing outlets and marketing spirit, the psychology of commercial negotiations.

United Kingdom

Employment Advisers and Clerical Officers receive additional training according to what is decided by the training officer or the office manager.

Clerical Officers may follow a skill development course after 18 months service.

Employment Advisers attend a specialised executive course in a residential centre 3 or 4 months after completing initial training.

Some areas are presently experimenting with a development course for Employment Advisers.

Additional training is generally on the job.

Federal Republic of Germany

Further training sessions for placement officers and occupational counsellors are organised regularly.

The staff assessment system lays down that there should be a week's leave every 4 years for placement officers and every 2 years for occupational counsellors to enable them to participate in further training schemes.

In addition, further training sessions are organised to fill gaps.

Whilst in past years improvement of initial training was the major priority, further training will take on increasing importance in future.

Belgium

Additional and refresher training is carried out in three ways :

1. pure information : study of new measures and instructions and their implementation
2. working methods : group discussions
3. conferences and general debates

This training is adapted to the particular needs of each sub-regional service in relation to developments in legislation, the economic situation and working methods resulting from these.

It is carried out by the "Promotion du Placement" service in each region, in collaboration with the administration of each sub-regional service concerned.

2.3.5. The training of training officers

Employment services staff who are entrusted with a training duty are everywhere selected on the basis of their professional competence and aptitude for teaching.

They receive appropriate teacher training over a period of two to three weeks. In the United Kingdom, they also follow three weeks of courses dealing with marketing techniques and the teaching of various aspects of employment.

2.3.6. Teaching methods

Federal Republic of Germany

The choice of teaching method is essentially determined by the subject to be taught but other factors may influence this choice : new or revised subject matter, enlarging or improving skills, time available, etc.

The Federal Office uses active methods with increasing use of audio-visual means.

Training is given in groups of maximum 20 to 25 people which can be split into smaller units.

United Kingdom

Training is based on the direct and inductive method based on group discussions with feed-back, practical exercises, concrete case studies, role play, self-evaluation, scenarios with use of modern audio-visual material : film-closed-circuit TV, etc.

Working groups of about 10 trainees are each under 3 supervisor-trainers. They can split into small groups.

The course content determines the method used.

France

Training is carried out using active methods comprising practical exercises (simulations, role play, etc.) and work in groups, in this way exploiting the teaching aids or experiences acquired in practical training (alternating training).

The teaching objectives, expressed as much as possible in terms of observable activities, are made clear at each session. Exercises are gradually presented to observe the results obtained.

The A.N.P.E. has opened a simulated local office for the purpose of training "prospecteurs-placiers" and, at a later stage, for occupational counsellors.

Belgium

Training is given in groups of a maximum 15 participants.

The methods adopted combine :

- a purely technical dimension
information on a certain variety of information by modern and traditional means (courses, conferences, slide projection, magnetoscopes, etc.)
- a teaching dimension
method of outlines on a board, consisting of diagrams which pin-point information and avoids its dispersal.

This training aims at producing familiarity with legal texts and practice in using them and the officers can also continue self-training.

- a socio-psychological dimension

individual research, group discussions on the basis of a concrete support (conference, projection) so as to individualise the training by calling upon each individual's social and job experience.

The psychological training given to placement officers is based exclusively on the active method : the setting up of working groups under the guidance of facilitators, simulation exercises, role playing, use of audio-visual methods.

3. REMARKS AND PROPOSALS

After a first section describing training systems in the countries participating in the study, it was necessary to formulate a Community view on staff training in employment services that met their current major concerns in the training field, based on the remarks prompted by practice in these countries.

The comparison of the different systems in force and the inquiry conducted in each of the countries have not only led to conclusions regarding the suitability of the measures adopted but also show the factors determining the individual performance of each service in the field of training.

This section of critical analysis builds up, in a forward looking perspective, an optimal training model for operational officers in the placement field which is up to each country to adopt, taking into consideration its own specific national context.

Concern for the future must be the inspiration behind this present Community view.

Constant development and improvement of the methods of managing personnel resources, in other words training, constitutes one of the principal challenges facing employment offices.

The acceleration of economic and social changes and the prospect of this leading to crisis situations, forces employment offices to constantly adapt themselves to new situations and resort to remedies which go far beyond the simple matching of supply and demand in the employment sector.

While employment services were kept within strict limits for a long time, in the last two decades they have certainly benefited from a progressive enlargement of their means of action in most Community countries : increase in staff complements, enlarged establishments, increased powers, recourse to modern management techniques, centres more orientated towards reception, publicity, etc. This development bears witness to a growing awareness of these services' ever increasing role as factors which can actively cooperate in regulating the labour market.

But it is particularly since 1974-1975 with the need to deal with economic stagnation and the complexity of economic and social changes that the services' qualitative participation in improving the labour market has required numerous and diversified interventions, acting together and reinforcing each other. It was necessary to act on extremely unstable variables in the labour market simultaneously :

the development of under-employment, continuing unemployment, an increase in the number of women and young people seeking employment, fewer jobs in the private sector, the development of new technologies, loss of skills among the unemployed, the emergence of other forms of organising work.

Too limited an action on any of these factors could hinder all improvement in the others.

The traditional function of those agencies - ensuring the placement of workers, made it possible to draw a relatively precise profile of their operational staff - such a profile being the indispensable prerequisite of drawing up a training programme.

The forced enlargement of the services' field of intervention makes it more complex a task to draw up the profile of a placement officer and more difficult to elaborate an appropriate and effective training programme.

3.1. ELABORATION OF A TRAINING PROGRAMME

Drawing up a training programme requires the following steps taken in chronological order :

1. A detailed and forward-looking analysis of the function
2. A survey of the training needs of placement officers by comparing the initial profile (conditions of recruitment - probationary period) and the final profile (analysis of the role and status reserved for this function).
3. The definition of training objectives in terms of observable lines of action.
4. The building up of a modular system.
5. Evaluation of teaching (Comparison results/objectives).

3.1.1. Analysis of the functions

1. This section is not a precise, direct picture of the functions of placement officers and occupational counsellors as was given in the descriptive part of this study, but is based on the development of the function.

The definition of staff engaged in placing - whether placement officers or occupational counsellors - as it exists now and as it will become shortly, implies a forward estimate so that the services are not late in starting to tackle problematic situations. Looking at recent changes in the function makes it already possible to foresee some probable developments. However, this forecast of future developments must above all bear on the new types of action which services will have to take on in the near future and which will determine the development of the placing officers' function.

An exhaustive examination of possible new forms of action in the future would require separate analysis of the function and is beyond the scope of this study. However, here are some examples of forms of action that characterise the definition of the changed role of the staff carrying them out :

- a) Most employment offices at present have in their registers distinct groups of people who have specific problems of re-integration into the labour market and require special working methods on the part of the staff :

 - The influx of young school leavers on to the labour market forces the offices to take special action and join forces in the field of occupational information, guidance and training. Consequently placing staff first of all must themselves continuously and critically study the jobs situation otherwise their efforts at placement would be rendered ineffective. Indeed, jobs which were once clearly distinct have, in modern economies, become increasingly more complex and more difficult to define because of their diversity, ramifications and interpretation.
 - The fact that there is growing female workforce in the labour market, whose economic and social emancipation is sometimes hindered by very limited vocational training, requires the staff placing them, as with young job seekers, to cooperate more closely with vocational training services.
Although the aim of vocational training was initially the reduction of structural imbalances in the labour market, the ideas governing its expansion are inspired by considerations of a different nature which require it to be a complement to the various placement measures in the strict sense for the purpose of removing non-structural imbalances in the market.

This new function assigned to occupational training demands an integration of placing and vocational training functions, and therefore constant coordination between staff.

- An ever increasing number of people who have been unemployed either for a long time or repeatedly, each require individually adapted intervention on the part of the office because the length or repetition of unemployment assumes a different character in terms of employment according to the age, social situation or sex.
- Exclusion from the labour market or difficulties of reintegration following collective redundancies affect those workers whose prospects of employment are the worse : older workers or those who belong to the most crowded categories in the market, workers with few skills or with skills very specific to one job. Their reintegration also demands an individual response from employment agencies. Both flexibility and speed are required in cooperating with other bodies and in coordinating continually with vocational training services. Confronted with these different categories of people, employment offices have had to extend their concerns considerably and make their placing staff cooperate closely with occupational guidance and training services and even other bodies of a technical, industrial or social nature for the purpose of joint action. In this respect, the demarcation line which exists between the work of placement officers and occupational counsellors could be prejudicial to a better handling of particularly vulnerable categories of job seekers.
- b) On the other hand, the services must also take into account social changes which are mainly manifested in preoccupations concerning more flexible ways of organising work, preoccupations made more urgent by women's participation in the labour market.
- The taking over of responsibility for the management of temporary work by employment services in certain E.E.C. countries is certainly a response to these new concerns and is part of the services enlarged field of intervention. This responsibility entails a new definition of the placing function characterised by speed, contact with employers, and dynamism on the part of the staff operating these ad hoc services, and therefore a special training programme.
- In the same way temporary job creation programmes financed by the state, require specific measures by employment services,
 - for example, in the area of accounting, because the implementation of these programmes entails financial participation of the state via the service and also in administrative and legal matters since the state is often led to partially substitute itself for the actual employer.

- Other techniques for managing offer and demand are indicated : no searching for offers in a market, other problems of selection, greater accounting and administrative burdens.

The parameters of the function of placing staff who operate these employment sectors will again be different.

- c) Lastly, the training programme for placement officers and occupational counsellors must be conceived in relation to responsibilities assigned to them in the employment service's choice of its global action in the labour market, and in a larger sense, in relations to the objectives of employment policies. In comparing the situation in the countries participating in the study, two conceptions appear to be present, either together, side by side and intermingled, or one alone.
- One, the traditional conception, sees mediation between supply and demand as the overriding objective of placement services. It regards placement officers as totally distinct intermediaries, and reserves for occupational counsellors the cases which require thorough research or specialist intervention in the field of occupational information.
 - The other conception, more concerned with stimulating the dynamism of the labour market and making it more flexible, aims at multiplying the contacts between supply and demand. Here, placement officers become reception staff who are intermediaries facilitating contacts - witnesses to the pairing of offer and demand rather than active agents. Occupational counsellors act as heads of placement teams and as qualified officers giving occupational advice and information.

The current evolution in the role of these services also gives an opportunity to examine the natural interpretation of the two functions, placement officer and occupation counsellor, which are the point of departure of this study. This will lead us to use often the more generic terms "placing agent", particularly in elaborating the basic modular system.

The multiplication of interventions of a different order whether directed at different categories of people or different problems, and the services' choices regarding the conception of their action in the labour market, all shed light on the different parameters of the basic function of placing agent, making it necessary to draw up different training programmes.

2. This forward-looking concern in the analysis of the function means that it must be carried out step-by-step.

3. Examination of the replies to the questionnaire provokes some observations which may underlie further consideration on the function :

- If one starts with the generally accepted assumption that the provision of services and benefits by employment offices is aimed at satisfying individual and collective needs - those of job seekers and employers among others, it is necessary to pin-point the needs to be satisfied, define the benefits and services most susceptible to satisfying these needs and satisfy them in conjunction with each other.

Hence objectives given to the service, such as the implementation of temporary job creation programmes financed by the government with the aim of reabsorbing unemployment (number of placements achieved), could well compromise the same efforts of placing staff to satisfy the needs of the ordinary labour market (marketing, information, placement of handicapped people).

In the same order of ideas, does not administrative work - the processing and updating of index cards, drawing up statistics - get in the way of marketing ?

It is therefore necessary to clarify the needs to be satisfied and the objectives to be attained, define the means, that is, the services most susceptible to achieve them, and then verify the coherence and consistency of each agent's function so as to harmonize all these factors.

- In this analysis of function, it is useful to find out if certain parameters escape all forms of training (individual factors such as the innate sense of social contact, for example) or if certain factors that condition the effectiveness of the agent are not external to training (for example, the number of agents in the service, specialist divisions will adapted to the region, etc.)
- It is also necessary to dynamise the functions by situating them in their relations with the service's global organisation. In addition, the analysis must relate people to their everyday reality : do the actual and local conditions for fulfilling the function correspond with the theoretical function ?

3.1.2. Analysis of Training Needs

The survey of placing agents' training needs constitutes the following stage of the section aiming at drawing up programmes and it will begin with a comparison between the initial profile of the placing agent and the final profile as it will appear after the analysis of the functions.

The initial profile can firstly be based in a global fashion, on the definition of conditions of recruitments : the presumptive satisfactory completion of the probationary period concludes this profile.

A. Placement Officers

- External Recruitment

The service's requirements regarding educational qualifications, age and work experience when recruiting condition the question of training.

Any educational programme must be adapted to the level of the officers to be trained. In effect, the programme should be conceived in relation to the initial profile - that is, depending on whether the educational level on entering the service is high or low ; or whether the education received was general or technical ; on whether work experience is required or not ; on whether one is dealing with young school leavers or candidates who have already acquired a certain maturity.

General entry conditions

1. Age

The minimum recruitment age is fixed at 23. This age is higher than that at which people normally enter public functions at a non-university level and it can be considered as justified by the very nature of the function. The nature of this function requires that placement officers be able to create relations of trust not only with job seekers but also with employers and that both categories should find in them valid, experienced, open interlocutors who are accessible to their concerns and sufficiently prepared and aware of their responsibilities to assume, when necessary, the role of counsellor.

It is in fact, a maturity which only comes with age. Is this the case at 23 ? No assurance can be given on this and any age limit is arbitrary. However, it is certainly not by lowering the age limit that the chances of finding it in the candidates will be increased.

In this context, the United Kingdom's entry age of 16 may appear abnormally low but the significance of this condition must be qualified : it should be noted that, on the one hand, the recruitment method leaves a great freedom of selection to the ad hoc panel by which preference can be given to candidates who have already started their working life or show evidence of maturity, and that on the other, the function of employment officer, as it is conceived in the British system, does not take on the full range of responsibilities entrusted to placement officers

in the other countries consulted. This latter reason can also explain why the United Kingdom only requires education to lower secondary school level while the other countries require it at higher secondary level, the tendency being, in the framework of upgrading public services, to raise this level.

2. Educational background

Regarding the consideration of the nature of the studies, two conceptions are present : one which makes a diploma in technical studies a formal requirement ; the other open to general or specialised education. Partisans of a technical training related to the sector where placement officers will be assigned, consider that it makes them more accessible to employers as well as job seekers and that this can only increase their credibility with their clients.

It can be objected that even in the same branch of activity, the variety of jobs and vacancies is so big that even a technical training orientated towards this sector is not sufficient to cover all aspects. Nevertheless, it should be remarked that with regard to this point of view, there is no question of requiring placement officers' training to enable them to discuss technical matters at all levels in their sector. However, they would at least have the advantage of a common core of studies in the same discipline, allowing them to approach more easily the technical aspects of supply and demand in this sector and communicate more easily in a well-informed manner with their clients.

A more valid objection is that technical training is forcibly limited to a determined branch of activity so that for the other branches these placement officers would find themselves in practically the same situation as non-technical placement officers. Then again, technical developments are so rapid that vocational knowledge is soon overtaken.

On the other hand, non-technical studies which give a more general training have the advantage of facilitating the assimilation of new knowledge. The inclusion in the training programme of information on jobs in general and those relating to the placement officer's sphere of competence in particular plus the organisation of visits to firms will give these officers an undoubtedly elementary knowledge but one which could be developed in exercising the function.

The pertinence of the arguments supporting each thesis perhaps justifies an intermediate position : specialised training may be advisable for placing in the dominant industries in the office's catchment area. In other cases, that is, when placement officers are in charge of several branches considered as secondary in the area, there is a justifiable argument for using staff with a non-specialist background.

3. Work experience

The majority of the countries do not make a period of work experience a formal condition of employment but leave the recruitment panel the possibility of using it as an element of appraisal when selecting candidates.

In contrast, such work experiences constitutes an additional requirement in Belgium where a diploma in technical studies is required. In addition, this work experience must have been gained in a sector corresponding to that of their studies, these being conditioned moreover by the placement officer's assigned sector.

Work experience is undoubtedly a source of information on working conditions in firms, the practising of trades, the mentality of workers, the behaviour of managers. It allows placement officers to set up a confident and fruitful dialogue with job seekers and with employers to whom they will appear as people open to their problems and concerns and not as administrators. All the countries implicitly recognise this advantage because they make it a plus factor in recruitment. Therefore, why not make it a requirement ?

If it is probable that in periods of recession, many candidates whom the crisis has deprived of their job are attracted by the public services, is there not a reason to fear that in a booming economy it will be mostly young inexperienced candidates who will come forward ?

Recruitment methods

Engaging candidates who meet certain educational requirements, the only selection being on the basis of their past work experience, without any other form of selection, can compromise the future good functioning of the service.

Therefore, it is essential that employment services take particular care to engage people who are motivated, dynamic, socially aware and gifted in human contact.

While it is possible with appropriate training, to instil or develop knowledge, techniques and management skills, there are also skills which scarcely lend themselves to acquisition because they are innate.

The extent to which candidates possess the innate qualities required by the function must be found out at the time of recruitment by the appropriate means which may be able to choose between them at the same time.

Each of the four countries consulted has its own system. No test or combination of tests can guarantee perfect selection and it would be useless to try and grade the system in use.

There are different ways of finding out the level of intelligence, verbal expression, social behaviour, human relations sense, motivation and self control of a placement officer candidate.

It is still necessary that each test be organised by qualified and competent people. It is not recommended, for example, to let a consultation or discussion group be led by people who have not received appropriate training for this form of assessment.

In the same way, use of psychological and psycho-technical tests entails preliminary research into the range of tests to use their grading and the fixing of acceptance thresholds for candidates.

Engagement - Probationary period

Whatever the quality of selection, it cannot ensure that candidates will adapt to their new work place and be able to display in the exercise of their functions the qualities and dynamism which the examiners believed to have discovered.

The probationary period is not only a period of training and adaptation for those doing it ; it is also an observation period for those running the service which they must profit from to weed out the recruits who are not proving satisfactory. Once engagement becomes permanent, any such expulsion generally gives rise to much dispute.

Moreover, the observation period must be long enough to give a chance to trainees whose adaptation is slower and to avoid concluding contracts too quickly in doubtful cases. It is for this reason that prolongation on the probationary period is possible in some countries.

In France, where there is no probation, the decision regarding the continuance or termination of the engagement must take place in the 3 months trial period. Such a short period does not offer a serious guarantee either to the administration or to the officer.

- Internal Recruitment

It is normal practise that conditions for acceding to the function are made more flexible for the institutions members of staff because of the both theoretical and practical job skills they have acquired. The four countries participating in this study follow the logic of their external recruitment system also in their internal system.

B. Occupational Counsellors

- External recruitment

General conditions of entry

The function of occupational counsellor whose essential features have been described in the first part of the report has, in comparison to that of the placement officer, a level of qualification which justifies recruitment requirements which are high both for the minimum entry age and for the level of education.

When called in to relieve placement officers in cases which are difficult or complex, occupational counsellors must work in-depth and from their analysis choose the elements which could lead to a solution. In addition, however, it is their duty to guide an operational group and assume other responsibilities such as external relations, job information, studying the labour market, liaison with other bodies involved in the placement process, etc.

In addition, the considerations which were advanced concerning entry age in the case of placement officers have even more weight in the case of occupational counsellors.

Moreover, raising educational requirements for entry also leads to a higher minimum age. In France, entry is at university level (licence) and in Belgium at advanced technical studies level (ingenieur technicien).

Paradoxically, the situation is reversed in the Federal Republic of Germany. While candidate placement officers must show that they have completed a course of study at an advanced vocational training college, it is sufficient for candidate occupational counsellors to have studied to baccalaureat level, or in vocational education, the level which gives access to advanced vocational training. This anomaly is only apparent. In reality, candidate counsellors must follow a three year course of specialised training in the "employment administration" section of Public Administration College, so that from the point of view of higher education they are in the same situation as candidate placement officers except they have one advantage over the latter in that they received three years of training specially designed for the function they intend to exercise.

On the question of studies, there is again the problem of knowing whether technical studies of so-called general education should be privileged.

The function of occupational counsellor has socio-economic and psychological aspects to it. It also involves a good deal of technical knowledge in a wider variety of areas than that of placement officers.

A clear solution cannot be found because of the hybrid character of the function with the result that the choice between general and technical education leads to one or the other aspect of the function being privileged. Whatever the situation chosen, it is the subsequent training which must fill the gaps and the question remains open as to which gaps can be most easily filled.

The requirements to have worked for several years before taking up this function is a very useful complement to the qualifications of occupational counsellors. It gives them a credibility in their relations with workers and employers which encourage fruitful dialogue, makes them more accessible to the concerns of both these parties and favours the finding of realistic solutions.

Recruitments methods

Even more care must be taken in the selection of these candidates than in the case of placement officers.

Raising the level of educational requirements is, in this respect, very positive but not sufficient. The selection tests would not offer adequate guarantees if they did not include a thorough psychological examination which could indicate to the panel the candidate's aptitude for the function. It should test intelligence, attitude to work, social behaviour, motivation, etc.

The tests should also be accompanied by group discussions under the guidance of people qualified in psychology.

Engagement - Probationary Period

The above considerations on the subject of engagement procedures for placement officers are equally applicable here. They would even justify a prolongation of the probationary or observation period when the diversity of occupational counsellors' assignments is taken into consideration. This is indeed the case in the Federal Republic of Germany where the probationary training period preceding engagement is three years.

- Internal Recruitment

It can rightly be considered that the function of occupational counsellor forms a continuation of that of placement officer and that placement officers are usually suited to this senior position, not as an automatic choice, but after examination of each case by a qualified panel which can decide on the case in the light, not only of the candidates service record, but also of a trained psychological assessment.

Lastly, a general conclusion must be drawn after the comparative examination of the recruiting requirements. The pertinence of these requirements can only be shown in the light of the options chosen by the services regarding the orientation of their action in the labour market.

- Thus, in the traditional conception of the placement officer's function it is advisable that candidates should have studied to at least the level of higher secondary education, have acquired a certain maturity which comes with age and have been able to familiarise themselves with problems in the field of employment through experience in working.
- In the conception which views placement officers as responsible for stimulating contact between supply and demand, rather than negotiating it, the requirements for recruitment can be made more flexible.

Similarly, the fact that occupational counsellors may act either as a specialist in job information or as the head of a team also has an influence on the conditions for recruitment.

Let us lastly stress that the employment office's ability to gain staff which are likely to correspond to the final profile for its services is equally dependent, irrelevant of training efforts, on the status given to the function.

In this respect, three factors seem determining :

a) Remuneration

This subject must firstly be appraised in the light of requirements in recruitment. Let us observe, however, that the more requirements are raised the greater risk there is of seeing possible candidates turn away from the public sector to the private one where pay conditions and future prospects are generally more favourable. Undoubtedly there is less danger in a period of recession when employment stability exercises a compensatory drawing power over pay. It would, however, be unwise to base a recruitment policy on such a speculation because an improvement in the economy would unfailingly provoke many defections, particularly among the most dynamic and most gifted elements.

Therefore, taking in consideration the requirements of recruitment, there is an overriding need to offer salaries which are competitive on the market, not only at entry into the service but also throughout the career structure. The specific nature of the function justifies a departure from guide-line salary scales which certain administrations are required to keep to, when the scales prove to be too low.

b) The career structure or organisation of promotion

The possibilities of progression within the hierarchy of functions by means of promotion constitutes another aspect of the problem, while it satisfies the officer's aspirations, it can only be beneficial for the placement service if the professional experience and skills of the newly promoted officer can be exploited in the higher function. This would be the case when placement officers are promoted to occupational counsellor or when occupational counsellors are promoted to management positions in the "placement" division. But when they are transferred to another division, for example, benefits or general services, the placement service certainly suffers a loss.

This is one of the aspects of the staff rotation problem which, by discouraging the service managers, doubly undermines the service's effectiveness. In certain countries there are rigid divisions between the main departments in the service so that an officer's career progresses in the same unit.

Another way of guaranteeing the specificity of the function is to grant placement officers and occupational counsellors a continuous career structure? Promotion in a continuous career structure means that an officer can be promoted to a higher grade without changing function. This then, is an automatic promotion which takes place after a determined number of years providing, of course, that the officer has received favourable reports.

On the other hand, officers cannot be a candidate for another function until the period of time that gives them access to the final grade in the continuous career structure has elapsed. Although this measure is limited, it contributes to a reduction of rotation in this category of officers.

c) The passage to other functions

In contrast to the preceding concerns, it can sometimes prove opportune to move into other functions, placement officers or occupational counsellors who, for reasons which may be physical, psychological or other, but beyond their control, are no longer able to carry out their function satisfactorily, bad state of health may have impaired their dynamism, family problems may have changed their character or taken away all interest in their job.

A change to a function less demanding on the human level often constitutes a solution where the interests of both the service and the officer are satisfied. Administrative regulations are sometimes an obstacle to this, if only because the salary scale of the new function is lower than that of their former function. Greater flexibility which would allow the transferred officer to keep, at all events, his previous salary, would resolve many problems. It goes without saying that everything possible must be done to psychologically prepare officers for this change so that they are led, if possible, to request it themselves or at least accept it.

After examination, the training practises of the countries participating in the study show different systems of analysing needs which have an influence on the nature of the training (continuous or not) and its distribution in the career structure (before or after nomination).

- Either a more authoritarian determination of the service's needs ; it can be specified with certitude what knowledge and techniques are necessary for exercising the function.

The training has a sharply defined time-span (before or after engagement) but covers all aspects of the function.

Such a monolithic and uninterrupted training course is more easily adapted to little developed programmes. The training can be accelerated but with the risk of less assimilation.

- Or a less authoritarian attitude which, basing itself more on the problems of trained officers, proceeds by responding to needs.

Decisions are made by the management which defines the global objectives. Training takes place in a perspective of continuous training based on specific initial training at entry.

Training spread out in this manner makes it possible to regulate the effort demanded of trainees when the programme is large and, owing to the intervals, slowly impart the subjects taught.

Between these 2 poles there are intermediate attitudes

The German conception merits particular attention. The Federal Republic of Germany is the only country to carry out training before engagement. This method undoubtedly offers great advantages : the trainees are more motivated and more inclined to exert themselves because their engagement depends on the result of their training. The office only hires the candidates who have passed the test or who were satisfactory, and has no responsibility for the others. Training is given to people who are still outside

the office, the prolongation of the training period does not place any service in difficulty and training can continue free from any restraint.

The situation is very different in countries where training is given to trainees already engaged by the office and assigned to a service : the length of training courses is much shorter. The case of occupational counsellors is significant in this respect seeing that the length of the training period is from 7 to 8 weeks in France and Belgium and 26 weeks in the United Kingdom, while in the Federal Republic of Germany the training, before engagement, takes place over three years. It seems that this situation is not considered entirely satisfactory by those in charge of employment offices. The situation results rather from the preoccupation to make operational as soon as possible recruits which are often impatiently awaited to reinforce incomplete staffing. Occasionally financial considerations also enter, if not lack of training personnel.

The programmes can be limited to a specific functional training more or less extended, or stretched out, with a basic training which then serves as a foundation for functional training. They can also play a greater or smaller part in practical in-service training periods where theory is compared to reality.

The most extended programme is undoubtedly that organised in the Federal Republic of Germany for training occupational counsellors. It consists of a 3 year course of studies, integrated in the advanced vocational training sector of higher education.

The programme for placement officers, carried out in the colleges of the Federal Office, is limited to one year, undoubtedly because the function of placement officer is less complex than that of occupational officer; but also because the level of education demanded at entry is higher, even superior, than that of occupational counsellors.

The training of the administration inspectors who are in a position to become professional advisers is longer and takes three years. It would be greatly mistaken not to recognise the value of such an extended period of training. On the contrary, it merits being held up as an example, covering as it does all aspects of training. It is, in addition, a very well thought out scheme which inserts the training into a programme of academic studies followed before any engagement. It can only be regretted that its extension to other countries is blocked for institutional reasons, and also still more for budgetary reasons.

Consequently, what must be considered is if such a long period of training, however, desirable it may be, is indispensable for training staff capable of performing their function adequately. It appears not especially since the extended period of training in Germany results partly from requirements born of the raising of the level of staff in the public sector. There are too many intervening factors which prevent us proposing a model-training programme and fixing its duration.

3.1.3. Definition of objectives in terms of observable lines of action

Training needs inherent in the function, pin-pointed by comparing the initial profile and the final profile, must be translated into operational objectives from the teaching point of view.

An operational definition of objectives consists in expressing them in terms of observable and concrete lines of action.

Example : Module I (cfr. infra) aims at encouraging officers' integration into their working environment ; officers will be better able to relate their working environment, its ins and outs, with the totality of the office's activities.

This section where the objectives are analysed and defined in terms of lines of action to learn, is a reason for drawing up the programme in the form of modules (capitalisable units), however, it is always a means to evaluate the "apprenticeship" : whether or not the trainee has learnt certain knowledge or a certain skill : can or ought this knowledge of skill be acquired ?

The determination of objectives also entails a survey of the optimal means (budget, available time, training staff, etc..) which the service has at its disposal to put into effect the transformation of the initial profile to the final profile. This question is bound up with the cost efficiency analysis examined later.

Different employment offices can approach the same type of needs with different teaching objectives.

Example : placing agents must provide an adequate reception for job seekers. This professional objective can be translated operationally for placing agents by 2 different lines of action which are learnt :

- being able to direct job seekers to the right agent ;
- being able to give a general reception themselves.

In order to make training objectives operational from a teaching point of view, forecasts concerning the development of the function must be kept in mind.

For example : the development of the informatics sector will engender new types of job. The presence of a placing agent specialised in informatics is required. An objective aiming a greater knowledge of informatics in order to intervene more effectively in the management of offer and demand in this particular sector will have to be defined.

The determination of training objectives for placement officers requires several stages. Its first step consists in making an analysis of the global objective, and determining the different phases of it. To each phase corresponds an objective. Each phase must be placed in a coherent order of difficulty. Indeed, the splitting up of the global objective into smaller learning phases is postulated on an ordering and linking of the lines of action to be learnt by placing staff.

Example : The general module of insertion into the socio-working environment (cfr. infra) is an indispensable prerequisite for accomplishing well the other modules. This linking of lines of action to be learnt is even more indispensable when the teaching is directed at adults anxious to integrate the acquired skills to their actual working situation.

In training aiming at the acquisition of technical lines of action, the objectives can be elaborated very quickly because they are very precise. They can quickly be related.

Example : knowledge of the budgetary and accounting procedures governing the functioning of the office entails prior knowledge of the legal statute of the office.

In training concerning the psychological aspects, the objectives are less easily pin-pointed and explained, the links less evident.

3.1.4. Elaboration of a modular system

The teaching system of capitalisable training units - modules which can be broken down into sequences - makes it possible to make the most adequate response to the training needs of placing staff in view of the fact that the basic function may be contained within different parameters depending on whether it is exercised in the traditional conception of placement, in a temporary work arrangement financed by the state, in a free vacancy service in a temporary work service, etc.

Likewise, from a forward looking perspective, if supplementary parameters are added to the function, the method of capitalisable units makes it possible to respond to training requirements and equally meet future needs by adding or subtracting modules or sequences.

In the stage following the framework for drawing up programmes, it will thus be necessary to define the training units and their organisation in time.

Programmes clearly outlined and given systematically in the optic of a capitalisation demand :

- 1° that the modules are broken down as much as possible into sequences by probing analysis so as to arrive at permutations of certain sequences according to the characteristics of the function and its development.

- 2° that they be enumerated.
- 3° that overlapping is avoided.
- 4° that they be regrouped in order of increasing complexity

After analysing the training programmes sent by the employment officers and using a great deal of this material (1), modules were drawn up in such a way that their grouping according to the objectives pursued could serve as a basis for a specimen programme.

Some of these modules are common to the training of all placing staff. The subject can be developed to a greater or lesser extent and be studied more thoroughly depending on the particular parameters of this or that function. For example, the sequences of the general common module "Open Placement" would be more developed for placing staff in the job service. However, all the units must be harmonised and coordinated, even if they are not common to all the training schemes in a closed, coherent global system. This harmonisation encourages the professional mobility of the staff, the positive evolution of functions, the capacity to adapt to a complete change in the office.

A distinction must therefore be made between the "functional" or specialised modules, that is, those which give initiation to specific duties of the function, and the general training modules which aim at providing training which leads to the acquisition of a common set of fundamental skills.

Thus, for a training course designed for those who have changed function by internal promotion, the modules rendered superfluous by the officer's already acquired professional knowledge and experience can be taken out.

The subject of each module can be imparted in a continuous fashion - a gradual learning of the subjects - or more in one block, in a restricted period of time, and this gives variety to the system.

Each of the basic modules can be given centrally for maximum rationalisation or regionally depending on the specific nature of the subjects (e.g. local employment market).

(1) particularly from "Catalogue des unités de formation 1980" - A.N.P.E. and "Handreichungen für die Aus - und Fortbildung 1979" - B.A.

In the same way, practical in-service training can be inserted between modules and this will give trainees more direct interest in the teaching they receive.

This in-service training which gives a gradual introduction to the exercise of the function must be carried out under the supervision of competent officers.

Lastly, the system should also have refresher or retraining units which serve the double objective of presenting and up-dating knowledge and skills.

This additional modular training

- 1) will complete and improve the technical knowledge and the psychological training of staff, given at the initial training course, and will develop the skills already required by exercising the function.
- 2) will up-date knowledge when changes of a certain importance have occurred and adapt the working methods.

The additional training can, according to the size of the programme, be carried out in a more or less systematic manner as in initial training or, for the purpose of continuous training, done within the local office where the agent is employed with the active participation of the executive staff. The executive staff must be closely associated with the training of the staff under their charge.

Each local office would have the responsibility of making an annual list of their staff training needs and then, after consultation with the interested parties, drawing up a revised training programme. The central training service would coordinate the projects sent in by the offices and set up an action programme at national, regional and local levels.

There is a particular problem which concerns offices having among their staff placement officers and occupational counselors who were engaged at a period when staff training, through lack of suitable structures, was mainly "on the job". The "old guard" advance their long experience of the job as a reason for contesting the benefit, as far as they are concerned, of a training course. They put up with it and do not derive any advantage from it.

However, they greatly need training so as to adapt themselves to changing situations and get rid of attitudes and lines of action which do not get effective results. It would be bad psychology to submit them to a beginners' course, however reduced. It is rather when new measures are implemented that these officers can be brought into line under the cover of additional training.

The modules which apply to placing staff, whether they be placement officers of occupational counsellors, have been established in relation to some overriding concerns which can each represent a basic model that can be broken down into smaller units, themselves splitting into sequences.

This presentation does not aim at being exhaustive but at giving an idea of the system and its articulations.

The training units (modules) formulate the operational objectives through fixing the specific capacity which must be acquired.

The modules' field of interest is not determined here since our approach is limited to common modules. The field of interest of particular modules depends on the parameters of the function.

1. The first will aim at encouraging the integration of placing staff into their socio-working environment.

The staff will be better able to insert their function into the office's activities as a whole.

This module will shed light on :

- 1° The social and economic aspects of the role assigned to the office in the framework of an active manpower policy.
- 2° The organisation and functioning of the office its relations with other services.
- 3° The socio-economic environment of the office
 - by showing its place in the public administration
 - in the social security services
 - by specifying its relations with its clients : employers, job seekers, unions.
- 4° In relation to the role of the office, the importance of the placement officer, and occupational counsellor functions and the professional and human qualities required.

- 5° The need for in-depth continuous training for exercising these functions well.
- 6° The obligations on the staff resulting from their belonging to a public service of a social character.
- 7° The specific character of the employment office in public services as a whole. Since it does not have a captive clientele, it must work hard to keep it through the dynamism and quality of the services given, just like a private enterprise.

It would be desirable to have a managerial member of staff participating in the implementation of this model.

2. Psychological training in advisory techniques. Placement officers and occupational counsellors are intermediaries, mediators and advisers.

It is necessary to replace the generally unfavourable image the office's clients have of "bureaucrats" with a more human and embracing one of an intermediary accessible to the concerns of others, and anxious to help and be of service.

How can job seekers be led to confide themselves and place confidence in the service ? How can they be advised without putting pressure on their decision ?

How can employers, who are sometimes very suspicious about everything which seems like government interference in the running of their businesses, be led to close collaboration with the office ?

Psychological training can help placement officers and occupational counsellors to achieve this aim.

3. Technical job training

1° Knowledge about jobs

Dealing with vacancy and job seeker ; selecting an offer of employment suitable for the worker - neither above nor below his capabilities otherwise the result will be unsatisfactory ; finding ways of matching the job seeker's profile with that of the offer or vice versa ; occupational information to give job seekers seeking guidance ; none of these activities can be carried out well without sufficient knowledge of the content and conditions of jobs, trades and professions.

Utilisation of documentation on jobs and analysis of jobs are indispensable methods for effective intervention.

A critical and forward looking examination of the concept of a job in the form of a debate will determine this module. Given the evolution of the idea, "job", it can be asked if single job descriptions are not too restrictive a framework which no longer correspond to the requirements of job vacancies.

2° Knowledge of the labour market

In order to carry out successfully its advisory and placement activities, the office must stay informed about conditions on the labour market, analyse its constituent elements and their development, bring to light any distortions. In this way the offices contribute to determining employment policies.

Visit to firms, relations with vocational organisations and teaching establishments, information on employment opportunities are all part of placement officers' and occupational counsellors' work in addition to placing.

3° Aids to job insertion or rehabilitation

Active manpower policies develop a series of measures for encouraging job insertion and occupational rehabilitation : incentives to employment - practical retraining courses - training, habilitation, further training and occupational rehabilitation etc. means which placement officers and occupational counsellors have to know how to take advantage of and relate to the specific character of each case. Their duty to inform the workers concerned becomes a double task of liaising and making contact with the bodies, institution or enterprises which give these forms of training.

4° The legal aspects affecting employers and employees, equal representation committees, collective agreements, employment contracts, other general employment problems.

5° Special categories of job seekers : the handicapped, foreign workers, etc.

4. Placement techniques : the administration of jobs offered and jobs wanted.

Placement officers have to then transcribe the profiles, transmit operational data and handle them correctly.

5. Visits to firms, contacts with employers.

6. New alternatives to placement :

- "open" placement : free vacancy service
clearing by radio and T.V.
- temporary work

Present practices and outlooks for the future

Faced with the deterioration, situation in the employment sector, the employment services are developing alternatives to traditional placing methods either by taking on management of temporary work or by introducing open placement initiatives (all vacancies are accessible for everyone). The methods used and the effects of these initiatives on traditional placing must be studied so that these two forms of intervention can exist side by side with mutual benefit.

7. The use of informatics in placement.
 This module must be linked with module 4.

Module 1 : The integration of placing staff in their socio-working environment

Structure and organisation of the placement service (2°)

Objective :

Initiate staff into the organisation and functioning of the placement service. This is general information giving an overview of the workings, participants and techniques as a whole and is not an in-depth study, this being reserved for specific modules.

Programme :

1. - Breakdown of activities within the service ;
2. - The clients ;
3. - The role of placement officers ;
4. - The role of occupational counsellors ;
5. - The role of other members of staff ;
6. - Relations with other services of the office ;
7. - Relations with other institutions ;
8. - The free vacancy service ;
9. - Specialised placement ;
10. - The techniques and tools.

Method :

Practical training in a placement service with observation of the posts and study of the channels.

Duration :

About 15 days.

Module 1 : Integration of placement officers into their socio-working environment (3^o)

The employment office's position in the public administration as a whole

Objective :

- A. Introduction to public law and the principles governing the organisation and functioning of public services and the employment service in particular.
- B. Situating the employment office in the context of public administration as a whole.
- C. Information on how to carry out administrative work.

Programme :

- A.
 - 1. - The organisation of government ;
 - 2. - Elements of public law and private law ;
 - 3. - Drafting and application of legislation and regulations ;
 - 4. - Conditions of administrative legality ;
 - 5. - Administrative responsibility ;
 - 6. - Channels of appeal against administrative decision.
- B. - Legal status of the employment office
 - 1. - The powers of its agencies ;
 - 2. - Staff regulations : their rights - their duties ;
 - 3. - Functions and organisation of the employment office :
 - its structures
 - its powers
 - its organisation
- B. - Budgetary and accounting provisions governing the functioning of the employment office.
 - How to carry out the administrative work.

Methods :

- Exposé by course leaders and work in sub-groups ;
- Exposé by outside specialists ;
- Service visits with a view to initiation into the techniques and methods of administrative work.

Duration :

From five to ten days.

Module 2 : Psychological training

Objective :

To help the candidates to become more sensitive in human relations, mainly with respect to job seekers.

Programme :

A. The personality

1. - Its development ;
2. - The dynamic of needs ;
3. - Frustration ;
4. - Defense mechanisms ;
5. - The conscious and the unconscious.

B. The motivations of working people.

C. The psychology of the unemployed and the psychological consequences of unemployment.

D. Analysis of certain types of job seeker : the young - older workers - unstable workers, etc.

E. Conducting advisory sessions :

1. - Communication and its difficulties ;
2. - Attitudes and their effect on the client ;
3. - Obstacles to communication ;
4. - Perception of oneself and others.

Method :

Exercises registered on tape recorders with analysis of the different elements making up the session.

Films - role playing.

Duration :

10 days.

Module 3 : Technical job training (1°)

Jobs and trades

Objective :

- Basic information on jobs and trades
- Initiation into job analysis

Programme :

- A. Occupational sectors - occupational branches
Groups of professions - trades - jobs - posts
1. - Job classification - its limits. Critical analysis
 2. - Levels of qualification
 3. - Specialisation
 4. - Allied jobs
 5. - Tools - job monographs, directories, etc. - their utilisation
- B. Job analysis
1. - Methods of job analysis
 - tasks, materials, tools and equipment
 - normal working conditions
 - vocational training required - the level of qualification
 - human qualities required
 2. - Methods of observing a job opening in the firm itself.

Method :

After basic information and an initiation into job analysis, the trainees proceed to examine a job opening in a firm and, using the office's occupational documentation, individually draw up the job profile which applicants to the job should satisfy. Then, split into groups, they will compare their opinions and submit them to critical analysis under the guidance of a group leader.

Duration :

Placement officers : 10 days + 15 days practical training in the office they will be assigned to.

Occupational Counsellors : 15 days + 1 month practical training in the office they will be assigned to, so that they can inform themselves on the trades and jobs in the region's main industries.

Module 3 : Technical job training (2°)

Knowledge of the labour market

Objective :

Initiation into the economic aspects of the employment office's activities and familiarisation with economic vocabulary.
The psychological aspects of teaching adults means that priority should be given to global information and a critical and concrete approach to the development of a function.
It is thus essential to inform placement officers of the economic and social context in which their action takes place and link it to the basic principles and ends.

Programme :

1. - Employment policies ;
2. - Employment equilibrium ;
3. - Employment catchment areas ;
4. - The working and main indicators of the national economy ;
5. - The labour market - its movements - its make-ups ;
6. - Population structure - demography ;
7. - The general economic situation : forecasts and statistics ;
8. - The place of employment office in the general functioning of the labour market.

Method :

Under the guidance of a course leader, analysis of employment statistics and economic reports -- study of dossiers - cases.

Duration :

Placement officers : 6 days

Occupational counsellors : 10 days + 15 days practical training in the office to which they will be assigned to familiarise themselves with the regional and local labour market.

Module 3 : Technical Job training (3°)

Aids to job insertion or rehabilitation

Objective :

To inform the trainees of the possibilities open to adults in the field of vocational training so that they can be more easily placed or rehabilitated.

Here it is a question of, on the one hand, solving, through occupational reeducation or retraining, problems which certain workers have due to changes in the economic structures or other motives inherent in the labour market or even their personal situations, alleviating shortages of qualified manpower or those which cannot be satisfied by geographical mobility, giving workers without job or without qualifications the possibility of acquiring the vocational training required and so rehabilitate themselves or improve their situation, and, on the other hand, making the trainees aware of the problem of occupational mobility.

This latter aim risks being hindered by the division between specialisations. Vocational training staff are in the position to judge in which sector and in which professions, occupational mobility is more easily practicable. Liaison with the occupational training services is therefore indispensable.

Programme :

1. - The different types of vocational training (basic training - further training - additional training - occupational rehabilitation, etc.)
2. - Training procedures
3. - Conditions of access to training
4. - The status of workers during training
5. - Information and guidance sessions

Method :

When they have visited a vocational training centre, the trainees split into sub-groups and do case studies with, in addition, role playing and audio-visual aids.

Duration :

4 days.

Module 3 : Technical job training (3°)

- Measures for promoting employment
- Financial Aid

Objective :

To inform candidates about measures taken to develop employment or come to the assistance of people without employment.

Programme :

A. Measures for promoting employment

1. - Aid to those hiring staff
2. - Aid to job hunters
3. - Aid to firms being set up
4. - Aid to help geographical mobility

B. Measures to aid workers without a job

1. - Unemployment benefits
2. - Other financial assistance

Method :

Exposé-debate ;
Practical training in the relevant service.

Duration :

2 days + 1 week practical training

Module 3 : Technical job training (4°)

The legal aspects affecting employers and employees

Objective :

The employment office's role of intermediary involves it in the sphere of industrial relations. What are the legal provisions and principles governing them ?

Programme :

1. - Employment contracts ;
2. - Protection at work and of the worker ;
3. - Social security ;
4. - Work relations ;
5. - Industrial disputes and their regulation ;
6. - The legal and administrative aspects affecting employers and employees.

Method :

Exposé by course leaders who will concentrate above all the legal provisions in relation to the activities of the placement service.

Duration :

4 to 6 days.

Module 3 : Technical job training (5°)

The foreign workforce

Objective :

To help placement officers and occupational counsellors to deal with the problems foreign workers can pose the employment office.

Programme :

1. - Laws and regulations governing the employment of foreign workers
2. - The different categories of foreign workers and the laws they are subject to
3. - Social protection of foreign workers
4. - The psychology of the foreign worker - human problems
5. - The problems of integrating foreign workers in firms
6. - The office's reception for foreign workers
7. - The institutions or organisations which could contribute to solving the job problems of foreign workers

Method :

Didactic exposé - work in sub-groups
Films - case study

Duration :

Five days.

Module 4 : Placement techniques : dealing with job vacancies and job seekers

Objective :

- A. Initiate trainees into registering job vacancies
- B. Initiate trainees into receiving and registering job seekers

The matching of vacancies - job seekers is the subject of the following module.

Programme :

A. Job vacancies

- 1. - Details about the vacancy
- 2. - Registering vacancies
The documents - the card indexes
- 3. - Drawing up an occupational profile of vacancies
- 4. - Means and methods of communicating the vacancies
- 5. - Up-dating vacancies

B. Job seekers

- 1. - Reception of job seekers and interview
- 2. - Registering the job seeker
- 3. - Drawing up the occupational profile
qualifications and level of training
- 4. - Up-dating job seekers

Method :

Training with recording of interviews
Case study - role playing

Duration :

Sub-module C : Processing job vacancies and job seekers
(cfr. module 4)

Objective :

To train candidates to satisfy employers and job seekers or to create the conditions for obtaining this result.

Programme :

- The different ways of matching vacancies and job seekers
- Negotiating a reconciliation between the requirements of the vacancy and the job seeker
 - negotiable elements : modification of the job requirements or adaption of the job seeker leading to suggestions on how to make the job seeker more competitive.
 - techniques of presenting arguments
- The various means and types of placement ;
- The follow-up.

Method :

- Practical training in a placement service where trainees "understudy" placement officers and, under their control, and progressively carry out operations involving the registration of vacancies and job seekers (module 4) and their processing.

At the end of the practical training, the trainees will meet in groups and discuss filmed cases and do exercises under the guidance of the group leader.

- Specialised working groups. Each placement officer will bring 10 vacancies and the profiles of 10 job seekers. The conclusions drawn from this analysis will lead to a choice of profiles being made which might interest the employer and this will make placement officers more aware of employers' preferences in the field of vocational training.

Duration :

From one to two months

Module 5 : Visits to firms, contact with employers

Firms

Objective : (1°)

To gain knowledge about firms, the main openings for job seekers.

Programme :

A. Firms in the organisation of the economy

1. - The different types of firm (according to the nature, size, legal status, etc.)
2. - The structure of firms
3. - The sources of economic information on firms

B. Firms and employment

1. - The effect of financial, commercial or technical decisions on employment
2. - Firms in their socio-economic context

C. Firms and the labour force

1. - Personnel management and its problems (turn over - absenteeism - posted work)
2. - Recruiting procedures - selection methods
3. - Systems of pay
4. - Staff representation
5. - Lock-outs and strikes

D. Firms and vocational training

1. - Identification of needs and determination of objectives
2. - Vocational training within the firm
3. - Other forms of vocational training

Method :

Exposé-débat, group discussions, visit to a firm

Duration :

Five days

Module 5 : Visits to firms, contact with employers

Marketing visits

Objective : (2°)

To establish relations of trust with firms and their professional organisations and so gain the maximum advantage from the contact, placement officers must possess concrete and precise information concerning the firms in their region and be able to put it in the context of national and general information of the same type (cfr. module 5 1° information on firms).

Placement officers must therefore collect information useful to the office and supply useful information to firms.

Programme :

1. - Information to be gathered for the office
 - knowledge of firms' activities
 - information on trades and jobs
 - distribution of labour force
 - information on manpower problems - vacant posts
 - follow-up to offers of employment sent to the office
2. - Information to give firms on :
 - the placement services' assistance
 - assistance in vocational training
 - assistance in job insertion
 - adjusting vacancy requirements to resolve manpower shortages
3. - Preparation for visits to firms
 - 1° conducting a marketing consultation ; attitudes towards employers ; on the basis of prior information, placement officers can examine aspects of a problem on first contact with the employer

Placement officers must not only be trained from their particular technical point of view but also be taught how to use their psychological skills in contacts with employers. They need to have a strong sense of responsibility and be able to present intelligent and convincing arguments so that an identification between the intentions of the office and the employer can be arrived at.

1. Selection of the firms with which contact would be most fruitful.
2. Techniques of transmitting the information.
3. Techniques of marketing as such ;
The art of - presenting arguments
- negotiating, finding an opening for a
common course of action
4. Particular factors which must be kept in mind ; motiva-
tion, employers' doubts vis-à-vis the office.

2° Visit reports

Method :

Recording simulated marketing visits on tape. These serve as a basis for group discussion on these visits.
Films and teaching exercises. Visits to firms.

Duration :

10 days.

Module 7 : Informatics

Objective :

This module is reserved for placement officers and occupational counsellors of employment offices which make use of informatics. It aims at giving them general information on informatics and familiarising them with the uses of this tool for carrying out their tasks.

Programme :

Employment agencies with recourse to informatics employ it in various ways as a tool : registering job seekers - registering and communicating job vacancies - processing and satisfying job vacancies and job seekers-statistics, etc.

This diverse use is a result of a gradual and cautious introduction of an instrument difficult to manage. These variations condition the training programme.

Considerations :

Computers are information management tools which employment services are now using more and more after initial experience in many cases of an insufficiently prepared introduction.

Thanks to tremendous progress in these techniques, effective solutions were found for the difficulties arising from their initial application.

By now it can be considered that informatics have developed to such a point that they can give employment services almost irreplaceable assistance in communicating and processing vacancies, efficient clearing of job vacancies and job seekers and studying the labour market.

However, the introduction of informatics has aroused mistrust and even antagonism amongst the staff whose habitual routine is drastically changed by the imposition of complex code systems, without mentioning the fears aroused by the possibility of rigorous monitoring.

Undoubtedly, not enough attention was paid to the psychological preparation of staff which should accompany or, better still, precede any great reform. Since that time the situation has progressed. The use of informatics has been accepted in employment services and recruits are initiated into the new techniques right from the start with the result that the problem of rejection is scarcely presenting itself anymore.

This initiation should first and foremost consist in :

1. Familiarisation with computers which should be demystified by means of an explanation of their logical and physical structure, their possibilities and the uses to which they can be put.
2. Making the participants aware of informatics' potential impact on the organisation of placement services. This impact is even greater, the more the operational placing variables and the memory banks are complete and the more their quality and up-dateness allow the computer to really deal with and process the index cards.
3. The potential of computers :

After being informed about what computers can offer them, placement officers and occupational counsellors will then have to learn, especially by means of simulation exercises, how to dialogue with the computer and ask selective questions.

However, it is essential to put them on their guard against the danger of abusive standardisation which computers can present and show that the use of informatics does not exclude the complexities of mediation. In other words, placement officers and occupational counsellors will still, inspite of everything, have to deploy their intuitive faculties for promoting the matching of job seekers and employers in the labour market. Although their intervention becomes less obvious, it nevertheless remains essential.

Module 8 : International clearing

S. E. D. O. C.

The S.E.D.O.C. system must undoubtedly be the subject of a special module.

On this subject we draw attention to what has been done by the Community in the sphere of S.E.D.O.C. training, both on the level of methodology and of content.

Additional modules for occupational counsellors

Module : Occupational counsellors

Objective :

To make the trainees aware of the various aspects of the function.
To determine their sphere of action and pick out their specific forms of intervention.

Programme :

Analysis of the function of occupational counsellors and determination of this function's sphere of action :

A. Dispensing of occupational information

Personalised information and collective information on jobs, their openings, conditions for exercising them, ways of access.

B. Occupational guidance

1. - The exploratory phase
2. - The evaluation of the situation - occupational estimate
3. - The search for a solution with possible collaboration from placement officers, the psychology service, the medical service, vocational training bodies, etc.
4. - The conclusion
5. - The implementation and the follow-up
6. - The rules of professional conduct.

C. Study of the labour market

Active collaboration in gathering information on the labour market - its development - its economic and social aspects.

D. External relations

Contact with firms, professional organisations, vocational training bodies

E. Leadership or guidance of a team

See special module

Method :

- Exposé followed by group discussions
- Recording of an advisory session
- Practical training alongside an occupational counsellor

Duration :

5 days + one month's practical in-service training

Module : Leadership or guidance of a team

Objective :

To train occupational counsellors to lead and/or guide a team.

Programme :

1. - Motivating the team
2. - Information within the team
3. - Organising the team's work for greater effectiveness
4. - Guiding and encouraging the team
5. - Group dynamics
 - . the concept of roles
 - . styles of leadership
 - . effectiveness in the leadership
 - . effectiveness in the group's working

Method :

Learning from experience, hence the use of exercises, role playing - work in sub-groups. Practical training.

Aids : board - video - recordings.

Duration :

Three days + one week's in-service training

Module : Placement of executives

Objective :

To train occupational counsellors in the specialised placement of executives.

Programme :

1. - The concept of executive work
2. - The psychology of executives
3. - The drawing up of an executive occupational profile
4. - The analysis of job vacancies
5. - Negotiation with the employer

6. - Communication of vacancies
7. - The verification of occupational and psychological aptitude - preselection
8. - The presentation and follow-up
9. - The role and methods of private recruitment agencies

Method :

Exposé by those in charge of recruiting executives in firms.
Recording of advisory sessions - case study - group discussion.

Duration :

Five days followed by 15 days in-service training.

Module : Rehabilitation of handicapped workers

Objective :

To introduce occupational counsellors to measures designed to integrate or reintegrate handicapped workers into society and the labour market.

Programme :

1. - Policies concerning the rehabilitation of the handicapped
 - . social and economic aspects
 - . legal provisions to aid employment and rehabilitation of the handicapped
2. - Categories of handicapped - the nature of their handicap
3. - The psychology of the handicapped
4. - Drawing up an occupational evaluation
5. - Occupational guidance - team cooperation
6. - Collaboration with institutions for rehabilitation
7. - Aids to rehabilitation
8. - Negotiation with firms - adaptation of jobs.

Method :

Exposés.

Under the guidance of a group leader - work in sub-groups, case study, teaching games, films etc.

In-service training in an office and participation in occupational consultations.

Duration :

8 days and three weeks in-service training.

3.1.5. Educational evaluation

It is not sufficient to describe the end result in terms of skills and courses of action to be learnt.

It is necessary to measure their acquisition.

To be effective, this evaluation cannot be solely concerned with reaching the final objective. The evaluation should be analytic and carried out after each part of the training, starting with the smallest training unit ; it should also be continuous.

Before putting into practice any module or sequence there should be a diagnostic evaluation which determines to what extent the ideas have been mastered, a certain mastery being an indispensable prerequisite for the new sequence. At the end of the practice, a new evaluation will show what has been acquired. Whilst the evaluation carried out in this way will give a picture of the skills acquired, it should also, by showing the degree of mastery of the ideas, indicate any possible remedial measures which may need to be made.

The evaluation of the skills acquired will also lead to a more global evaluation of the modular system itself. It can therefore lead to a reformulation of the modules or even their elimination or insertion. Carried out in an educational framework directed at adults, and integrating the training into the realities of the job, the evaluation can also lead to an examination of the utility of the module in relation to the actual conditions for exercising a function.

Methods of evaluation

The methods are related to the different forms of skill or knowledge to be evaluated : evaluating the acquisition of technical knowledge requires different methods from the evaluation of psychological or social attitudes, or "savoir-faire". Traditional methods - grading, replies to personalised or multiple choice questionnaires - can be used when investigating a concrete area of knowledge. Evaluation cannot, however, rely exclusively on anyone of these methods.

The evaluation of non-technical skills is more complex and requires a more subtle approach employing various methods :

- a descriptive evaluation scale
- a critical evaluation formed in discussion with the trainee
- self-evaluation on the part of each trainee
- impressions of the course and group leaders

- qualitative information collected during the follow-up sessions, that is, during the meeting organised a few months after training and during which the participants draw up a balance-sheet
- those in charge of user services can also arrive at an evaluation through the attitudes and performance at work ; this evaluation concerns the ability to transfer training into practical use in the job
- feed-back

3.2. TEACHING METHODS

There is not much room for innovation in the field of teaching methods.

They are distinguished either by their active character, keeping in mind the prior background and experience of the participants, or by their more theoretical character - more traditional and authoritarian.

After studying the countries concerned, it can be said that, in practice, teaching methods are linked to the content of training objectives (theoretical or abstract knowledge, or practical skills) and training schemes often combine these different methods even though one might be favoured over the other.

3.2.1. Well defined, general theoretical subjects may be linked with more traditional teaching which is more theoretical ; the training staff decide what material to teach and the teaching is carried out in a more authoritarian manner by means of courses and lectures.

The choice of this method is more common for legal, economic or administrative subjects which are often taught by university staff or other people from outside the service who can only teach for limited periods of time. Occasionally this method is used to give basic material for further study and discussion in working groups.

The drawback of this type of teaching based on the direct transmission of knowledge is the lack of interaction within the groups, the lack of flexibility for individual needs and the absence of feedback, in short, less involvement on the part of the participants.

The drawbacks can, however, be mitigated by the organisation of exchanges of ideas and discussions after the course or lecture which will continue to stimulate ideas.

3.2.2. These same kinds of subjects may also be approached by active methods based on the practical experience of the participants who must be made aware of the questions, but these methods are of the inductive type.

Active methods based on induction require a great deal of guidance by the teachers, both during the discussions and in the setting up of the groups.

The working groups which are generally set up with this kind of method stimulate the participants' spirit of initiative and inquiry and so heighten interest in the subjects studied.

With this formula it is necessary to clearly define, restrict and structure the discussions, and the group leader must keep firm control.

Used a correct fashion, this method gives intensive training, stimulates interaction between the participants and makes it possible to deal with individual gaps. It can, however, give rise to tensions within the group and to apply it well takes a good deal of time.

The groups should also be set up so as to include people who complement each other as far as this is possible. Thus, it is advantageous to unite in the same group people who have a critical and constructive mind with those who have a dynamic temperament : this will enliven the discussion and stimulate the exchange of different points of view.

When the results of the different groups are finally brought together there is an opportunity for educationally enriching discussions.

3.2.3. Active but non-directive teaching methods can only be used for training with a practical content : the learning of practical skills, working methods (processing vacancies/job seekers).

Such training may be based on the experience and problems of the participants and progress towards a conceptualisation of practical knowledge.

This method of training, practiced in isolation, is despite everything restrictive as regards the formulation of alternatives and the conceptualisation of problems. However, it does involve participation from the trainees.

3.2.4. Various didactic techniques can be used in teaching (1)

- "Role playing" or live demonstrations which place the participants in situations close to real life where there is conflict or the need to make a decision. The various aspects of the problem can be considered in a guided discussion. This technique requires thorough preparation as regards the teaching objectives.

(1) This section is inspired by Dr. Jurgen VOELKNER's study "Das Lehrmethoden - Instrumentarium für Fortbildungsveranstaltungen".

- Case studies

A method of collective study used to deepen certain acquired skills by examination of a particular example or report with the aim of arriving at a solution. Since it is based on situations close to reality this method is very useful in training but it requires thorough preparation otherwise the exercise will not be successful.

- Audio-visual methods

- Film used mainly to study the organisation of the work, to reveal the use of psychology as applied to the solution of certain problems and for occupational information.
- tape recorders, for recording simulated consultations or types of cases which can serve as stimulation for group work
- closed-circuit T.V. for the multiple reproduction of a teaching exercise, transmitted direct or later, after recording on a magnetic band
- teaching machines which present audio-visual documents and then propose exercises to the students, monitor the responses and, depending on the case, continue the exercise or send the student back to an earlier step.

The teaching is split into three operations :

- transmission of information
 - composition of assimilation exercises
 - decision on the following step
- practical training in services so that students can compare theory with reality.
This practical training should immediately follow upon theoretical teaching in such a way that the courses alternate during the training period.
- Visits, mainly to firms and vocational training institutes and centres, complement practical in-service training.

Visits to firms serve a double objective :

- a. to inform the participants of the activities, organisation and problems of the labour force in firms ; to learn, through actual experience, about the jobs there and, if need be, analyse the main ones.
- b. to establish and develop, through personal contact, good relations between the employment office and employers and workers.

A visit to a firm must be prepared with care for the trainees to gain the greatest benefit from it without disturbing the employer and staff too much.

Visits to vocational training institutes and centres show the participants the conditions in which adult vocational training is carried out, the difference between this training and more "school-like" teaching which generally deters people who have reached the age of maturity, and the methods used to provide valid training in a short time.

Any visit should finish with an exchange of ideas between the participants on the information gathered and be subject to an individual or collective reports and an identification card which will be added to the office's documentation.

- Documentation

Manuals on administration and handbooks on jobs (containing, for example, job monographs and occupational categories) are tools of placement officers and occupational counsellors and indispensable adjuncts to the training. A specialised library will aid trainees who wish to acquire further information.

3.3. RESPONSIBILITIES IN TRAINING - ORGANISATION

The need for structured and systematic training of employment office staff, adapted to the economic and social requirements of the labour market, is no longer questioned.

3.3.1. The organisation of this training devolves mainly on national employment services because they are the most qualified to draw up and implement programmes adapted to cover the training needs of their specialised services.

This does not exclude outside contributions particularly from specialists from bodies interested in employment problems such as academic institutions, professional organisations and a number of authorities and institutions, public or private, whose assistance can contribute greatly to training of a high standard.

Part of the training programme can even be delegated in some way to specialised bodies through arrangement to be agreed.

3.3.2. We have already emphasised that a training programme can only operate within a broader strategy based on the possible future evolution of the function. The person in charge of training must therefore be involved in the office's general policy and the processes of change. This person must therefore have a position which is sufficiently senior to be integrated into all decision making on the subject.

On the other hand, they must also display in a concrete manner, their interest in training and the importance they attach to it, not only to encourage the trainees but also to support the training staff. This interest can best be shown by active participation in the educational process.

3.3.3. Organisation of training to cover different aspects of the function requires an appropriate and permanent administrative structure. Spasmodic training, not structured as part of an overall plan and which is left to the good intentions of improvised instructors cannot obtain lasting results. Training must be coherent and continuous.

3.3.4. The training service should operate in constant cooperation with the service responsible for forming the service's policy and be able to establish relations with all the parties interested in training. It should therefore be set up at central level.

In order to act more efficiently, the training service should have a certain autonomy within the service as a whole so that it can escape administrative restrictions. This autonomy should not lead to isolation within the service because liaison with other services is required - particularly the services where trainees are assigned.

3.3.5. The schemes implemented cannot be isolated from their institutional implications. An employment office's training requirements are born and expressed in a specific economic, social, political and regulatory context. Almost competing objectives in the field of training may be the seat of diverging practical realities. Therefore, a weighing up of alternatives is necessary.

3.3.6. The training programme itself can be centralised or not. In the case of decentralised training, the training service will be run also at regional and/or local levels, where it can organise, coordinate and survey training activities. The choice will be determined by the numbers of staff to be trained or by their distribution over a geographical area - whether it is spread out or restricted. It is also necessary to establish a distinction between basic training programmes, common to all officers, and further, advanced, refresher or retraining programmes where the content can differ from region to region. Moreover, these latter programmes can be run to a great extent by immediate supervisors on whom the responsibility for training their staff usually devolves.

To carry out training at two levels, local and more centralised, seems the most suitable formula. In this way, it is possible to both rationalise the organisation of training and keep in mind specific local needs. The inter-regional contacts made possible by centralised training will give the participants the opportunity to exchanging information and experiences. Apart from individual and collective human enrichment, such training ensures the promotion of the office thanks to the more flexible administrative structures which result.

In addition, these inter-regional contacts are absolutely indispensable for placement training based on a more dynamic conception of the placement officer which is derived from current problems caused by social, technical and social changes.

3.3.7. The framework in which training takes place remains to be determined. Training in the work place is not to be recommended. A change of scene, a calm environment, a certain comfort, all these contribute to creating a favourable psychological effect. The creation of training centres of schools within the service or in collaboration with other institutions and organised at a national or regional level makes it possible to meet training needs with great effectiveness on a permanent basis. Courses of limited duration and seminars can

also be organised in hotels available during the low season : this is a more flexible formula which has the advantage of facilitating staff travel.

The cost of these residential courses which are so useful for developing contact between the participants from different regions unfortunately hinders their implementation when the financial resources allocated to training are limited.

3.3.8. Training staff

To educate or instruct is an art, a skill for which preparation is needed.

The task of training should be entrusted to instructors chosen not only because of their special knowledge but also because of their aptitude for teaching. This aptitude depends on a variety of qualities : authority which derives from natural ascendancy and not from their senior position - liking for human contact - an understanding nature and the flexibility to adapt - psychological feeling - the ability to speak well.

Training staff must be prepared for their task, in particular they must be made familiar with the methods and techniques of adult education such as : facilitating meetings, case studies, communication exercises and the use of audio-visual techniques. However, this must be accompanied by information on the pros and cons of each method or technique so that the most appropriate one can be matched with the proposed training course.

In addition, in order that a general training programme may be drawn up and additional or advanced training given, trainers must be prepared to diagnose the needs of their group and determine the training objectives.

So that teaching can be adjusted to real needs, it is necessary that the instructors liaise continually with the chiefs of the officers to be trained or already trained. They must update their information and skills because it is essential that they should not fall behind the times, all the more since, as we have already stressed, the programme must be drawn up with an eye to the future.

If they are assigned full-time to training duties - which is very desirable- they should be able to periodically reenter practical service so that they can maintain a high level of effectiveness. Moreover, in certain countries there is a rule that staff should not prolong the exercise of a specialised training function more than 4 to 5 years.

In virtue of the basic training requirements so determined, the preparation of the training staff can be structured in the following fashion :

1. continuous psychological, sociological and teacher training organised in the form of a round table ; subjects can range from
 - analysis of the training policy, taking into account the office's training policy
 - analysis of the organisation of the training. This theme deals with the insertion of training staff's work in the institutional framework of the office
 - analysis of training needs in relation to the specific nature of a function (job service officers, officers in charge of information, officers in traditional placement service, etc.)
 - analysis of the functions, etc.

This type of training in the form of round table, is based on the training officers' experience of training and on their concrete problems which must be dealt with by particular actions. Training staff's work will be enriched by the acquisition of theoretical methods of analysis.

2. By specific training courses of a technical nature. These are a response to the introduction or development of training methods such as :
 - simulation techniques
 - audio-visual teaching, etc.

3.4. COST/EFFICIENCY ANALYSIS

The critical objective initially imparted to this study might imply that it was possible to draw up an optimal policy for the training of employment office staff from the analysis of present training policies, taking into consideration the cost/efficiency ratio.

This recourse to cost/efficiency analysis proves, at the end of the analysis, to be inopportune.

3.4.1. At Community level first and foremost.

A cost/efficiency analysis presupposes the analysis of competing training policies which are pursuing the same objectives.

Indeed, the efficiency of a training scheme can only be appreciated on the basis of terms and criteria, the setting up of which itself postulates the existence of aims and objectives unanimously accepted by the different employment services in the Community concerned in this study.

However, it seems that there are differences of opinion regarding the aims and objectives to be assigned to the employment services in the different countries, and thus makes the comparison very difficult and renders any attempt at harmonisation of the training of service staff open to contention.

Given that the functioning of the employment services and the measures necessary to improve them both depend uniquely on the institutional, historical and political provisions of a certain country, it is evident that no single training formula can be applied to the member states.

The conditions for training efficiency must be defined in a realistic fashion, with regard to the country's objectives as expressed in the conception of the job and the powers thus required in the exercise of the function.

Since this study does not propose to pronounce a value judgement on the conceptions presented here, is it then still pertinent to assess the training policies according to common criteria? Should it not be concluded that the success of a training policy must be evaluated in relation to specific national concerns?

The posing of these questions shows the problem of evaluation at Community level.

3.4.2. Even at national level, the question of cost/efficiency analysis is far from finding an answer.

Firstly, the approach to the problem of training, employed in this study is voluntarily characterised by a great insistence on the results to be accomplished rather than the means to implement them - excepting the affirmation of the necessity for optimal means.

Next, the criteria of profitability and productivity, developed by the market economy, do not lend themselves well to the economic evaluation of the cost of an office's training activities.

Is it possible to assess the efficiency of a training scheme in relation to the "profitability" or return of the placement services, more particularly, the return on the 2 functions which interest this study? If so, how can this notion of return be explained? Can it be linked to the results obtained? In addition, are not certain factors which condition the return on the staff, unrelated to any training action?

From the replies supplied by the countries participating in the inquiry, it results that there is no tried and true method which can be used to quantify the benefits of training in financial terms and to assess, on the basis of objective criteria, the efficiency and the return on each placement officer and occupational counsellor taken individually.

It is certainly possible to statistically measure certain components of the activities of placement officers and occupational counsellors but these data are not really suitable for measuring the return on these officers since there are too many variables which render their application merely relative. The assessment of the work carried out by each one of them and the effect of training can only be expressed by a collection of non-statistical indications which only the immediate superiors are able to formulate.

In the absence of a system of cost/efficiency analysis, the German Federal Employment Office regularly submits the functioning of its placement services to critical scrutinies while research on the subject is carried out by an opinion poll institute on behalf of the Ministry of Labour.

In France, The National Employment Agency is experimenting, in two regions, with a method of management analysis with a view to obtaining a better knowledge of the results obtained to the means implemented.

In conclusion, although the method of analysing costs and projects is, in drawing up a budget, an instrument which facilitates decision making concerning the various possibilities of action entailed in an employment policy in the broad sense, among them the development of the placement services, it is difficult to use it in assessing the effectiveness and benefit of a training policy for placement officers and occupational counsellors because too many of the results cannot be analysed statistically.

On the other hand, one can at present note the restrictive effects of budgetary considerations followed by the governments, which can prevent those in charge of training from allocating resources to the most appropriate means, influencing them instead to look at the means rather than the results to be attained.

It therefore appears that while the cost/efficiency ratio undoubtedly figures in the services' calculations, its importance is not as immediate as in the private sector. A training scheme cannot then, be justified on the sole basis of the cost/efficiency ratio.

4. FINAL PROPOSALS

The problem of staff training has always concerned employment services but currently this problem is even more acute.

The acceleration of socio-economic changes and the resulting problems which confront the services give rise to a constant redefinition of policies, the extension of these policies and a parallel adaptation of staff resources. This adaptation is even greater for the two current operational functions of employment offices, that of placement officer and that of occupational counsellor.

However, it is impossible to give a normative dimension to this study, either at the level of individual participant countries or at Community level, because there has not been a prior systematic survey of current and projected measures by the services which may lead to a new definition of the functions of placement officers and occupational counsellors.

The conclusions shed light on the urgent and imperative need for such a survey in order that the present study may be exploited to the full.

However, this study will make it possible for the services that have participated to profit by their mutual experience and so make the most out of their current training policies in the light of the critical assessment made here.

From this perspective, a Community collaboration would be the best way to broaden this study on training.

Such a Community collaboration in the field of staff training would be set up in the following way.

Article 118 of the Treaty setting up the European Economic Community stipulates that, in conformity with the general objectives of the Treaty, the Commission has the task of promoting close collaboration in the social sphere, particularly in fields relating to employment.

The training of employment office staff will gain in effectiveness if cooperation, or at least a reciprocal exchange of information, was promoted in an organised fashion between member states, or at least those among them who have the same conception of the role of their placement services. This would avoid much preliminary investigation and research which can be long and expensive.

This sharing of information could be achieved by an exchange of officials participating as observers in training sessions and of all documentation on training programmes and methods.

One could even envisage a common study on basic programme which could then serve as a basis and reference point for the specific programmes of each country.

It would be desirable for the Commission to take the initiative in setting up this collaboration which would contribute not only to a harmonisation of working methods but also to a better functioning of employment offices.